



Board Report

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EXECUTIVE MANAGEMENT COMMITTEE JUNE 16, 2022

SUBJECT: METRO STREET SAFETY, DATA SHARING AND COLLABORATION POLICY

ACTION: APPROVE RECOMMENDATION

RECOMMENDATION

ADOPT Metro Street Safety, Data Sharing and Collaboration Policy (Attachment A).

ISSUE

In January 2021, the Board adopted the Metro Street Safety Policy motion, instructing staff to report back on the development of a Street Safety Policy; a countywide street safety data collection program developed in partnership with local, regional, state and federal partners; and an assessment of internal risk and liability to safety of all Metro-provided public transportation services.

The Street Safety, Data Sharing and Collaboration Policy identifies ways Metro can utilize its multiple roles and its unique countywide transportation perspective to positively impact, influence, and partner for street safety - especially for the County's most vulnerable people and for locations with a nexus to transit, including rail crossings and bus stops. The Policy includes a proposed action plan linked to these roles. This report outlines the need for safer streets, the initial goals of the policy, the agency roles that define the action plan, as well as next steps for implementation if the policy is adopted.

BACKGROUND

It is important to note that local jurisdictions and state agencies - not Metro -- plan, design, build and maintain streets and set and enforce speed limits and traffic rules. Local jurisdictions also adopt and implement street safety plans. The City of Los Angeles, for example, adopted a Vision Zero plan in 2015; Los Angeles County adopted a Vision Zero plan in 2019 for unincorporated area roads. Metro's Street Safety, Data Sharing and Collaboration Policy is therefore not intended to replicate local street safety or Vision Zero plans but is intended to synergize with them. With 88 cities and over 130 unincorporated communities within LA County, Metro actions to contribute to safe streets must work cohesively within this local as well as state and federal regulatory framework.

In January 2021 the Board passed a motion (File #2020-0928) by Directors Garcetti, Solis, Mitchell, and Bonin (Attachment B) to develop a Street Safety Policy addressing Metro's role in supporting safer streets. The motion emphasized that this work would build upon Goal 1.2 of Metro's strategic plan and identify street users' safety as a public health issue and a key factor in people's willingness to travel by transit and active transportation. The motion also recommended that

staff should focus on Metro roles that intersect with street safety in developing a policy. In response to this motion, staff initiated an interdepartmental working group to develop a Metro Street Safety Policy and Action Plan, informed by existing agency efforts, research on best practices, and initial outreach to advisory bodies, the public and partner jurisdictions and agencies.

DISCUSSION

Consequences of unsafe streets

Unsafe streets are both a public health crisis and a barrier to people accessing Metro services. According to state data 719 people were killed and 88,068 people were injured by vehicle collisions in LA County in 2019. Vehicle collisions are the fourth leading cause of **premature** death in the County--ahead of homicides, strokes, and lung cancer--and the leading overall cause of death for children aged 5-14, and the second leading cause of death for ages 15-24.

Deaths from collisions do not impact all communities in LA County equally or proportionately. Black, Latino, Native Hawaiian, and Other Pacific Islander people are disproportionately the victims of collisions. People experiencing homelessness in LA County are 10-15 times more likely to die from crashes than members of the public.

These disparities also extend to active transportation modes of travel. 329 of the 719 people killed across LA County in 2019 were walking or cycling at the time. This figure represents 46 percent of those who lost their lives, a disproportionate number given that the walk and bike share of trips in LA County is approximately 15 percent for non-commute trips and just 5 percent for commute trips. 76 percent of Metro transit riders get to their first bus or train of the day by walking, and another 4 percent by bike or skateboard. Therefore, the reality and perception of safe streets can impact people's willingness to use transit and active transportation. For references for the above data and additional data on street safety and a discussion of vision zero principles, see Attachment D.

Policy goals and structure

The Street Safety, Data Sharing and Collaboration Policy is intended to address the three requests in the Metro Street Safety Motion : development of a Street Safety Policy, a countywide street safety data collection program, and assessment of internal risk and liability to safety of all Metro-provided public transportation services. This policy recognizes Metro's unique role in LA County's transportation ecosystem. Primary responsibility for street safety rests with local jurisdictions and state agencies that own and design streets and set and enforce speed limits and traffic regulations. Metro can partner with these entities as they design and implement safer, complete streets and contribute to street safety through the agency's roles.

The policy includes four interrelated goals:

1. Improve Safety -Collaborate with local, state, and federal agencies to reduce and eliminate traffic related fatalities and serious injuries with a transit nexus such as at light rail crossings and at or near bus stops.
2. Robust Data Sharing & Analysis- Contribute to a better understanding of death, serious injury, vis a vis demographic factors and risk in the public right of way to inform and improve action by Metro and partner agencies, including a scorecard for Local Return to leverage pursuit of external grant opportunities;
3. Equity Lens - Reduce and eliminate disparities in traffic-related deaths and injuries and elevate the needs of marginalized communities and vulnerable users of the public right of way with a transit nexus such as at light rail crossings and at or near bus stops; and

4. Improve Collaboration - Advance partnership efforts to improve safety with a focus on intergovernmental coordination, including support of LA County's Street Safety Plan and City of LA's Street Safety Plan, and support pursuit of joint external grant opportunities.

Through the adoption of the policy, Metro will help advance safer streets via the agency's multiple roles. The proposed Action Plan contained in the policy, as well as in table form in Attachment C, includes draft objectives and action items for seven Metro roles:

- As Operator: partner on bus priority treatments, including bus lanes and bus stop bulb outs that protect vulnerable road users; continue to emphasize safety for transit vehicles; and provide operations data to identify unsafe locations and conditions.
- As Planner and Builder: elevate and coordinate safety considerations in Metro countywide plans and enhance Metro project delivery practices to result in safer streets.
- As Funder: elevate safety consideration throughout Metro's funding mechanisms, including tracking and encouraging use of Local Returns to advance safety.
- As Data collaborator: increase understanding of existing conditions, vulnerable road user exposure to serious injury and mortality, especially in locations with a transit nexus such as at light rail crossings and at or near bus stops, and the impacts of safety programs and interventions; develop and deploy data resources that are unique to Metro; provide information and insight to inform other aspects of this policy, especially those that target and deploy resources; provide a consistent framework to track equity considerations and improvements; and strengthen partnerships and collaboration by supporting cross-agency data compilation, analysis, and sharing
- As Legislative advocate: influence State and Federal safety policies and resources
- As Educator: proactively educate communities along Metro's light rail system.
- As Innovator: pilot and test technologies and approaches that reduce risk of death and serious injuries

Adoption of the policy will result in initial commitments to create an implementation team, for the team to further refine specific actions; and for annual reports on progress in implementing the action plan and achieving the goals of the policy.

The CEO would appoint an interdepartmental team to start implementing the policy and action plan as a first step. This team would further develop the action items, including recommending necessary targets, workplans, timelines, resource needs, and budget requests. The action plan table in Appendix C notes actions that would require further definition and detailed work planning and those that would be contingent on unidentified or uncommitted resources at the time of the draft policy preparation. For contingent/un-resourced actions, staff would be prompted to identify and seek resources in future years or defer or remove actions that are not adequately resourced.

Safe and Equitable Systems

The Street Safety, Data Sharing and Collaboration Policy comes at a time of increased focus on this issue across all levels of government. This policy will help Metro align with the *Safe Systems Approach* promulgated in the United States by FHWA. The Safe System Approach recognizes that the design and regulation of the physical environment, especially streets and vehicles-rather than individual actions of road users-is the primary factor that can reduce collisions, deaths and injuries.

This policy also recognizes the outsize burden of street collisions, injuries and deaths on vulnerable and marginalized communities and road users. As such, the policy considers equity within each section of the action plan. Policy implementation will draw upon data on disparate impacts and prioritize and center experiences of disproportionately impacted communities and road users.

Reaffirmation and Updates to Complete Streets Policy

This policy builds upon Metro Complete Streets Policy adopted in 2014 and reinforces the goals and policy intent of the existing Complete Streets Policy while also making the following changes to that policy:

- Update planning and project design procedures to incorporate consideration of all roadway users with emphasis on the most vulnerable, and to integrate safety analysis
- Provide training to assist jurisdictions with policy development and to disseminate up to date planning procedures and design guidance
- Encourage and highlight best practices in reducing death and serious injury
- Develop and disseminate a checklist and/or other complete streets and safety tools for project planning.
- Provide technical assistance to jurisdictions in completing Local Road Safety Plans

Input from Advisory Bodies, the Public and Partner Agencies

Over the summer of 2021, Metro staff briefed eleven advisory bodies, including the Policy Advisory Committee, all Service Councils, and the Public Safety Advisory Committee, about the motion's goals and the Metro roles that staff were considering leveraging. In late 2021 and 2022, staff discussed strategies with partners jurisdictions, Councils of Governments and agencies and held a public meeting to share concepts from the draft policy. Comments from advisory groups, peer agencies and the public were supportive of Metro helping improve street safety in a partnering role. Some common themes that were shared with staff included:

- Connect to regional and city efforts
- Help improve safety data so that Metro and partners working towards safety can identify needs and track effectiveness of safety strategies
- Share best practices in complete street design with local jurisdictions
- "Put teeth" into funding so that Metro funded street projects are safe
- Talk to advocates working on street safety
- Pay attention to challenges faced by those with disabilities
- Explore how to advance vehicle safety improvements

Opportunities for Funding

The Bipartisan Infrastructure Law (BIL) establishes the new Safe Streets and Roads for All (SS4A) discretionary program that will provide \$5-6 billion in grants over the next 5 years. This funding aims to support regional and local initiatives to prevent roadway deaths and serious injuries. The SS4A program supports US Secretary of Transportation Pete Buttigieg's National Roadway Safety Strategy and a goal of zero deaths and serious injuries on our nation's roadways.

The Notice of Funding Opportunity (NOFO) for the SS4A program has not yet been posted at the time of this report's development. Staff expects the NOFO to be released in May or June 2022, and the deadline for applications to be in August or September 2022.

Metro would be an eligible applicant for this program, as would be the Southern California Association of Governments as a Metropolitan Planning Organization, LA County and its 88 cities, transit agencies, JPAs comprising these entities, and other special districts that are subdivisions of California.

Eligible activities include the following:

- Develop or update a Comprehensive Safety Action Plan.
- Conduct planning, design, and development activities supporting an Action Plan.
- Carry out projects and strategies identified in an Action Plan.

The SS4A program will provide opportunities for Metro to seek funding to implement a street safety policy; and for local jurisdictions to develop and fund vital street and road safety projects throughout LA County. Adoption of this policy authorizes staff to seek external funding to elaborate and implement the policy and action plan.

FINANCIAL IMPACT

Staff estimate that the implementation team's start-up and initial coordination costs to be \$50,000 already included in the FY23 Proposed Budget to be funded with Measure M 2% Active Transportation Program funds.

Costs to research and produce the first annual report are estimated to be \$150,000 and would be funded by the SS4A grant funds if successful in the application described in the Funding Opportunities section above.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

Adopting and implementing a new Street Safety, Data Sharing and Collaboration Policy will advance Goal 1.2 of Vision 2028, which calls for Metro to “reduce roadway collisions and injuries.” Safer streets would also advance Goals 1 and 2 by making people feel safer and more comfortable in using transit and active transportation; Goal 3 by contributing to complete streets and safe and equitable communities; and Goals 4 and 5 through Metro partnering externally and internally on street safety strategies and data.

EQUITY PLATFORM

Once finalized, implementation of the policy can contribute to reducing disproportionate harm from unsafe streets to vulnerable demographic groups and road users. Future reporting on the actions contained in the policy will include equity analysis to ensure full understanding of how data, analysis and targeted interventions could disproportionately lead to benefit or harm to vulnerable groups and road users. This equity focused assessment will be included in progress reports prepared for this policy, will identify and recommend corrective action where needed, and commits to utilizing Metro's equity tools including the Rapid Equity Assessment and Equity Focus Communities (EFCs) maps, among others as developed.

NEXT STEPS

If the policy is adopted, staff will begin work in further developing the action plan, gathering information for a progress report, and launching action items as they become ready for implementation. In considering the best pathways for implementation, staff will consult with Councils of Governments and jurisdictions on how the action plan can best synergize with local street safety needs and plans throughout LA County. Staff will also convene community organizations, goods

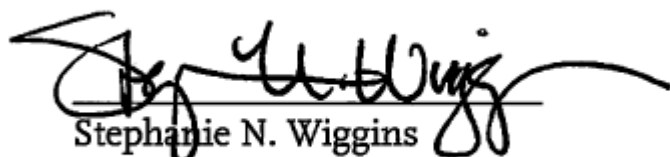
movement and public safety stakeholders to receive input and recommendations for how the action plan can best address street safety concerns raised by these roadway users. Staff will also concurrently review potential discretionary grant funding opportunities for priorities established in the Final Metro Street Safety Policy, including the upcoming SS4A grant program referenced above.

ATTACHMENTS

- Attachment A: Metro Street Safety, Data Sharing and Collaboration Policy
- Attachment B: January 2021 Motion (Garcetti, Solis, Mitchell and Bonin)
- Attachment C: (Appendix 1: Summary of Actions)
- Attachment D: (Appendix 2: Data Trends and Existing Conditions)
- Attachment E: (Appendix 3: Summary of Community and Partner Agency Engagement)
- Attachment F: (Appendix 4: Complete Streets Discussion)

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Street Safety, Data Sharing and Collaboration Policy and Action Plan



Table of Contents

I. Policy

1. Policy Statement
2. Purpose
3. Scope
4. Background and Context
5. Roles and Responsibilities

II. Action Plan

1. Operator
2. Planner / Builder
3. Funder
4. Data Leader
5. Advocate
6. Educator
7. Innovator

Appendices Under Separate Cover

- III. Appendix 1: Summary of Actions
- IV. Appendix 2: Data Trends and Existing Conditions
- V. Appendix 3: Summary of Community and Partner Agency Engagement
- VI. Appendix 4: Complete Streets Discussion

POLICY

Policy Statement

Metro has an interest in promoting street safety through data sharing and collaboration with local, state, and federal agencies, especially in locations with a nexus to transit including rail crossings and bus stops in LA County.

Purpose

1. Improve Safety –Collaborate with local, state, and federal agencies to reduce and eliminate traffic related fatalities and serious injuries with a transit nexus such as at light rail crossings and at or near bus stops.
2. Robust Data Sharing & Analysis– Contribute to a better understanding of death, serious injury, vis a vis demographic factors and risk in the public right of way to inform and improve action by Metro and partner agencies, including a scorecard for Local Return to leverage pursuit of external grant opportunities;
3. Equity Lens – Reduce and eliminate disparities in traffic-related deaths and injuries and elevate the needs of marginalized communities and vulnerable users of the public right of way with a transit nexus such as at light rail crossings and at or near bus stops; and
4. Improve Collaboration – Advance partnership efforts to improve safety with a focus on intergovernmental coordination, including support of LA County’s Street Safety Plan and City of LA’s Street Safety Plan, and support pursuit of joint external grant opportunities.

Scope

The action plan below includes strategies to achieve the goals of this policy, linked to relevant Metro roles: these roles are transit operator, funder, planner and builder, data provider, legislative advocate, educator, and innovator.

The policy commits Metro to an annual progress report that will provide updates on all committed activities and track progress toward goals

Background and Context

The Los Angeles County Metropolitan Transportation Authority (Metro) developed this Street Safety, Data Sharing and Collaboration Policy to help improve safety for street users in Los Angeles County. In the County, vehicle collisions killed more than 700 people and injured nearly 90,000 in 2019 – an unacceptable cost of the status quo on the County’s streets. Further, these crashes are not evenly distributed, killing and injuring Black, Latino, Native Hawaiian and other Pacific islander and unhoused residents as well as people walking and cycling at greater rates than other people; this represents a major barrier to equitable transportation.

In January 2021, the Metro Board of Directors called for a Street Safety, Data Sharing and Collaboration Policy that considers Metro’s roles: including planning, funding, operations, and

legislative advocacy (File #: 2020-0928). The direction builds upon Vision 2028, the agency's strategic plan. As the transportation agency for LA County, Metro has a supporting role to promote and improve street safety. Local jurisdictions and state agencies plan, design, build and maintain streets and set and enforce speed limits and traffic rules and therefore have frontline responsibility for street safety. Local jurisdictions also adopt and implement street safety plans. The City of Los Angeles, for example, adopted a Vision Zero plan in 2015; Los Angeles County adopted a Vision Zero plan in 2019 for unincorporated area roads. Metro does not control direct 'levers' of safety, and this Street Safety, Data Sharing and Collaboration Policy is not the same as local street safety or local jurisdiction Vision Zero plans. Instead, this policy identifies ways Metro can utilize its multiple roles and its unique countywide transportation perspective to positively impact, influence, and partner for street safety – especially for the County's most vulnerable people and at locations with a transit nexus such as at light rail crossings and at or near bus stops.

In developing the policy, Metro staff identified and explored the agency's multiple roles to advance street safety; these roles are transit operator, funder, planner and builder, data provider, legislative advocate, educator, and innovator. Objectives and actions for each of these roles are described in the policy. Each role involves a separate, but overlapping area of influence, that when implemented, is designed to improve safety outcomes for all street users in the County.

In carrying out this policy, Metro will assist and encourage local safety policies and programs. Many jurisdictions have adopted Vision Zero Plans or similar programs over the prior decade, utilizing their roles as owners of local streets to redesign roadways and infrastructure with a goal of reducing crashes and ultimately eliminating traffic deaths. These plans and programs align with Metro's own safety principles, to reduce crashes and crash severity and protect the most vulnerable street users, established through Vision 2028, the 2014 Metro Complete Streets Policy and other plans.

Given the multifaceted functions of Metro, strategies and actions are described and organized by functional role (operator, funder, etc.). A collected summary of activities, goals, responsible party, and required resources is included as Attachment C.

Why A Safe Systems Approach?

The Safe Systems approach embodies the current best practices in safety by incorporating safety into all aspects of the transportation system, including the five main elements: safe users, safe vehicles, safe speeds, safe street design, and post-crash care.

The core principles of Safe Systems create the underpinnings of the Vision Zero strategies by affirming that, along with other principles, no death or serious injury is acceptable and by acknowledging that road users are vulnerable and make mistakes.

The Street Safety, Data Sharing and Collaboration Policy comes at a time of increased focus on this issue across all levels of government. Of particular note, this policy explicitly endorses the **Safe Systems Approach** promulgated in the United States by FHWA and seeks to adopt various aspects of that approach within the context of Metro activities.

This policy recognizes the outsize burden of street violence on vulnerable and marginalized communities and road users. As such, the policy considers equity within each section of the action plan. Informed by state data on vehicle collisions and County mortality records, the policy takes account of currently existing inequities, whereby Black, Latino, Native Hawaiian and Other Pacific Islander residents, people experiencing homelessness, youth, males and people walking and cycling are more likely to be killed and injured while using streets.¹ Other

vulnerable populations including people with disabilities and seniors have their mobility curtailed because of unsafe street conditions. (See Appendix 2, Data Trends and Existing Conditions). As such, policy implementation will prioritize and center experiences of disproportionately impacted communities and road users including detailed tracking, analysis, and if necessary, corrective action going forward.

This policy recognizes Metro’s unique role in LA County’s transportation ecosystem. The actions in this policy center ways that Metro can optimize its functions as Countywide transportation authority and on opportunities for Metro to partner and support local jurisdictions in their street safety efforts. In addition to specific actions included, the policy commits to consider impacts and potential enhancements related to street safety in all agency functions. As such, future activities not specifically described here may be developed and described in future progress reports.

This policy is similar in intent and structure to the Metro Complete Streets Policy adopted in 2014. This policy reinforces the goals and policy intent and includes updates to the Complete Streets Policy as described in Attachment F.

Roles and Responsibilities

Upon approval of the policy, the CEO will designate a team with responsibility for executing the policy. The team will be responsible for development, execution and reporting of all actions included in the policy, including annual progress reports. All of the actions in this policy require varying levels of coordination and partnership with other public agency and private sector entities. Metro’s role as lead, partner, or support is included for each action in the Action Plan.

¹ *Transportation Injury Mapping System (TIMS), Safe Transportation Research and Education Center, University of California, Berkeley. 2021. <https://tims.berkeley.edu/>*

ACTION PLAN

This action plan is presented and organized by functional roles within Metro, and describes objectives, actions, and next steps. It further includes a brief equity discussion for each role. The action plan across all roles is compiled in tabular form in Appendix 1. The table notes actions that require further definition and detailed work planning, as well as those that are contingent on resources that are unidentified or uncommitted at the time of policy preparation. Items noted as such will be further developed by staff and described in future progress reports. For contingent/un-resourced actions, staff is prompted to identify and seek resources in future years, or to defer or remove actions that are not adequately resourced.

1. Operator

Metro's transportation operations span the geography of Los Angeles County and provides multiple modes of transit including bus and rail, and shared mobility options of Metro Micro and bike share.

OBJECTIVES

Support all goals of this policy by:

- > Continuing progress on implementing bus priority treatments that protect vulnerable road users
- > Enhancing Metro's safety emphasis for transit vehicle operations
- > Utilizing operations data and Improving data collection

ACTIONS

1. Continue to evaluate opportunities to deliver bus priority treatments that have safety improvements along corridors that have a history of collisions. *Metro Role: Partner*
2. Continue to explore and test new bus safety technologies that may provide ways to prevent collisions and injuries involving transit passengers and vulnerable road users. *Metro Role: Lead*
3. Build out and fully utilize Metro transit operations data capacity. Data will be used to:
 - a. Identify specific locations for immediate safety interventions (e.g., hazard removal) as well as medium- or longer-term infrastructure improvements in collaboration with jurisdictions
 - b. Inform Metro plans and capital projects
 - c. Provide better understanding of incidents to improve training protocols and day-to-day operational practice*Metro Role: Lead*
4. Identify and address deficiencies in current Metro data collection and analyses systems. Includes developing specific recommendations to augment Metro data and analysis resources as needed. *Metro Role: Lead*

5. Integrate Metro transit data with other data compilation and analysis activities within this policy and coordinate and collaborate with other Metro policies.
Metro Role: Lead

EQUITY

Like other people walking or rolling, Metro riders are often exposed to unsafe street conditions and after their transit trip. Data collection is a building block for understanding where disproportionate impacts occur. The above actions center on collecting and utilizing data with the goal of remedying any currently unidentified safety issues in the county from a public transportation operations' perspective. As Metro's core ridership is predominantly low-income and BIPOC, disaggregated sociodemographic data is critical to a disproportionate impacts analysis. Future reporting on these actions will include equity analysis to ensure full understanding of how data, analysis and targeted interventions that ensue are resulting in benefit or harm. This equity focused assessment will be included in progress reports prepared for this policy and will identify and recommend corrective action where needed and commit to utilizing Metro's equity tools including the Rapid Equity Assessment, Equity Planning and Evaluation Tool, and Equity Focus Communities (EFCs) maps, among others as developed.

NEXT STEPS/REPORTING

Metro will develop reporting criteria related to safety changes associated with bus priority treatment projects. These criteria will include the type of roadway change made and the effect on the number of reported collisions after the treatments were installed. Staff will also develop reporting criteria related to new safety technologies piloted and implemented on its vehicles.

The first progress report prepared pursuant to this policy will provide detailed set of recommendations related to operational data capabilities and will include specific resource requirements at that time. Updates on all activities described will be included in future progress reports prompted by this policy.

2. Planner/Builder

Another Metro function is the countywide planner and builder of transportation infrastructure including bus rapid transit, rail, highway, and active transportation projects. This role encompasses the transit project delivery phases from early planning through construction. This regional perspective for planning, evaluating and building transit projects uniquely positions Metro to support and partner on street safety issues around the county. This policy does not change Metro's 2013 Supplementary Modifications to Transit Projects Policy which addresses requests for Metro to pay for upgrades to third party facilities (betterments).

OBJECTIVES

Support all goals of this policy by:

- > Elevating and coordinating safety considerations in Metro countywide plans
- > Enhancing Metro project delivery practices to result in safer streets

ACTIONS

1. Coordinate and align street safety goals across multiple Metro planning functions. Specifically, goals established in this policy will be coordinated through the concurrent development of the Active Transportation Strategic Plan

(ATSP) and incorporated in future updates of the Long Range Transportation Plan and Metro's updates to its Strategic Plan, and other plans.

2. Currently, Vision 2028, Metro's Strategic Plan, states Metro's commitment to street safety and reduction of collisions and injuries on transit and on streets, which this policy supports. *Metro Role: Lead*
3. Overlay Metro countywide mode-specific plans such as ATSP, Goods Movement, Bus Rapid Transit. Work with municipalities and partner agencies to prompt the development and implementation of more holistic complete streets network plans, including dedicated curbside areas for deliveries. *Metro Role: Partner*
4. Continue and refine current First/Last Mile (FLM) program efforts which provide a street safety lens for Metro transit project planning. Specifically, consistently deploy newly developed methodology within FLM plans to identify and appropriately address safety issues in future station areas. *Metro Role: Partner*
5. Review and improve, where possible, current safety-focused methodologies in Metro Highway Program project delivery functions wherein Metro plans, designs, and environmentally clears projects to be implemented/maintained by other agencies. Specifically, this review will consist of utilizing planning techniques deployed or required by various partner agencies on highway projects and may further consist of adapting practices utilized in FLM planning or in other non-highway efforts. *Metro Role: Partner*
6. Develop and promulgate a consistent standard for temporary active transportation facilities when construction of Metro projects necessitates disruption of existing facilities. This standard will have the effect of providing a minimum baseline comparable to currently existing common local standards, but will also require:
 - a. Consideration of all modes/users of the roadway with emphasis on reducing harm to vulnerable users
 - b. Minimizing detours and closures affecting people walking, riding bicycles, people with disabilities and/or using mobility devices.
Metro Role: Partner
7. Identify opportunities to more effectively address issues identified in transit operational data including:
 - a. Incorporating street design improvements in Metro capital projects
 - b. Exchange data with organizations for their use in Vision Zero and related programs
 - c. Consideration as a project selection criterion in discretionary funding programs
 - d. Establishing clear points of contact with all affected cities to address reported issues
Metro Role: Partner

EQUITY

Equity considerations within planning and project delivery functions vary greatly by context. Some actions described here relate to countywide and long-range planning activities. These actions have the effect of setting/refining safety goals and directing resources. As roadway deaths and serious injuries disproportionately affect vulnerable populations, this policy commits

to a detailed analysis and reporting on impacts across communities to allow for corrective action over time. Analysis will utilize and/or be informed by Metro equity tools. For project specific activities, such as identifying and addressing safety hotspots within a given project’s footprint, robust community involvement will identify and prompt specific interventions to meet project-specific and community needs.

NEXT STEPS/REPORTING

The ATSP update incorporating safety goals is anticipated to be adopted in Spring 2023. Opportunities to promote multimodal network planning activities will be explored with any recommendations for subsequent action in the first progress report for this policy. Highway Program planning methodology utilization of safety techniques is intended to be an on-going process, with any specific changes to be reported in future progress reports. The first progress report under this policy will provide a detailed update on a standard for temporary facilities including specific steps to formalize the standard.

3. Funder

As a critical public transportation funder in LA County, Metro administers local, state and federal funds for transportation projects. Metro provides pass-through funding to local jurisdictions for street improvements and safety enhancements, including Local Returns. Metro also manages discretionary funding programs.

OBJECTIVES

Support Goals for by elevating the consideration of safety throughout Metro’s funding mechanisms.

ACTIONS

1. Refine safety related criteria and requirements in Metro discretionary, competitive funding programs. Refinements may include geographic targeting to preference funding safety improvements to identified hot spots, requirements for all participating projects such as integration of best practices for project design. *Metro Role: Lead*
2. Track and encourage use of Local Returns for safety improvements. Develop ways to track and report how funded projects are addressing street safety, such as a score card. *Metro Role: Support*

EQUITY

Metro funding programs have broad reach and as such mirror equity consideration for street safety. These programmatic and countywide considerations are described in the “Data Trends and Justifications” section, which further notes disproportionate impacts across a number of marginalized and vulnerable populations. As such, this policy commits to on-going and detailed assessment of benefit and potential harm to vulnerable and/or marginalized communities, and to corrective action where needed. Metro’s existing equity assessment tools will be utilized to understand where any disproportionate impact is occurring related to benefits or harms to communities. Any future equity assessment tools that Metro develops would also be utilized.

NEXT STEPS AND REPORTING

Refinements to discretionary programs will be integrated on an on-going basis as each applicable program is prepared for its next funding cycle.

Specific steps to highlight, encourage, and report on best practices for Metro funded projects will be refined and developed by staff and included in the first progress report under this policy. Tools, analysis, and resources that may be applied to funding programs will be considered by Metro staff and described in future progress reports.

3. Data Collaborator

Metro gathers and shares information on its services and programs and hosts Los Angeles County Regional Integration of Intelligent Transportation Systems (RIITS), which provides data sets related to arterial traffic and multi-modal travel patterns. There is an opportunity to enhance the utility of Metro data for safety efforts by collaborating with partners and filling gaps in the safety data ecosystem, especially.

OBJECTIVES

Support all goals of this policy by improving data availability and tools that will help Metro and its partners:

- > increase understanding of existing conditions, vulnerable road user exposure to serious injury and mortality, and the impacts of safety programs and interventions.
- > develop and deploy data resources that are unique to Metro
- > provide information and insight to inform other aspects of this policy, especially those that target and deploy resources (e.g., for funding programs)
- > provide a consistent framework to track equity considerations and improvements; and
- > strengthen partnerships and collaboration by supporting cross-agency data compilation, analysis and sharing

ACTIONS

This policy proposes detailed assessment and collaboration to advance the state of the street safety data landscape in LA County. This will allow Metro and partners to better understand the needs to identify, collect, analyze, and maintain street safety related data assets, as well as how that data can be used to inform decisions and investments that equitably advance street safety in Los Angeles County. Metro can contribute unique data in some areas (e.g. data derived from transit operations), can convene other entities with data functions, and can prioritize data collection and sharing related to and locations with a transit nexus such as at light rail crossings and at or near bus stops. This effort will require participation and concurrence of multiple agencies and disciplines in LA County. For example, local jurisdiction departments such as public works, public health, public safety, planning, transportation, etc. will all need to participate and be committed to advancing street safety data collection and analysis. Regional, state, and federal representatives should also be part of the effort to ensure alignment across the region. Data and analysis activities can be further informed through community level discussion, especially among populations most affected by traffic violence. Metro will convene collaborative process to:

1. Develop methodologies for analyses such as deploying a standard of disaggregated demographic data collection. *Metro Role: Partner*
2. Promote data collection and reporting by jurisdictions throughout Los Angeles County, including identifying opportunities to promote and support active transportation user counts especially by local jurisdictions *Metro Role: Support*

3. Encourage collection and metrics specific to equity considerations such as demographic data collection and analysis of disproportionate impact. *Metro Role: Support*
4. Partner with federal, state, regional, and local stakeholders who are also seeking to improve data collection and advance street safety. *Metro Role: Partner*
5. Develop opportunities to utilize RIITS to better link and share travel, speed and safety data and generally consider and develop approaches to make data easily available. *Metro Role: Partner*
6. Craft a data implementation plan comprised of the above and other actions determined by the team, and to be included in future updates prepared under this policy. *Metro Role: Partner*

EQUITY

Through data collection, analyses, and applications, this policy seeks to recognize and eliminate disparities in data collection, transportation access and investment, and exposure to crashes that result in serious injuries and fatalities. Implementation of these actions will include deploying Metro equity tools such as the Rapid Equity Assessment, Equity Planning and Evaluation Tools, use of EFC maps, analysis of demographic data to understand disproportionate impacts in greater detail. Metro will seek input and information exchange with communities and populations most affected by traffic violence.

NEXT STEPS/REPORTING

Through collaborative process, protocols for data collection and analyses, as well as Street Safety, Data Sharing and Collaboration Policy driven applications will be established. Future progress reports will include a data implementation plan and status updates from the Governance Team.

4. Legislative Advocate

Metro's strategic legislative advocacy role is focused on advancing and protecting Metro's authority and the transportation interests and priorities of Los Angeles County in line with Board-directed goals outlined in Vision 2028 Strategic Plan, the Long-Range Transportation Plan (LRTP), Equity Platform, and other Metro policies and plans.

OBJECTIVES

Support Street Safety goals by influencing State and Federal safety policies and resources.

ACTIONS

1. Metro's 2022 State and Federal Legislative Programs include a goal to "[m]onitor and support legislation that would authorize the cities and unincorporated areas of Los Angeles County to develop and implement strategies to reach Vision Zero goals of improving safety and eliminating traffic-related fatalities." Upon adoption of a new Metro Street Safety, Data Sharing and Collaboration Policy, future annual legislative programs should include a goal to advance implementation of the Street Safety, Data Sharing and Collaboration Policy. *Metro Role: Support*

EQUITY

Legislation that does not consider the disproportionate harm to vulnerable individuals could perpetuate disproportionate impact from unsafe streets. Review of pending legislation will use Metro's equity tools such as the Rapid Equity Assessment and EFC maps to assess disproportionate or unintended impacts from new legislation.

NEXT STEPS/ REPORTING

Future progress reports will include tracking how many and which bills and regulatory processes advancing street safety and street safety equity Metro supported, and how many passed. Additionally, staff will develop detailed legislative strategies to address disparities and measure impact of those strategies. The first progress report under this policy will assess and present a baseline for disproportionate impacts for all relevant overburdened populations, including but not limited to BIPOC, older adults and youth, people with disabilities, people walking and cycling, and people experiencing homelessness. In determining potential items for the agency's annual legislative strategy, Metro will consult with affected populations and communities, following best practices from Metro's Community-Based Organization Partnering Strategy. Staff will research and track legislation that can reduce disparities and advocate to ensure that local, state and federal legislation improve equity in street safety.

5. Educator

Metro's function in community education centers on increasing transit safety awareness and providing education to residents of Los Angeles County who interact with Metro's public transportation system through various safety programs. Metro's programs include rail safety for street-running light rail alignments (Metro A Line, E Line, L Line and new Crenshaw/LAX Line).

OBJECTIVES

Supports safety goal by:

- > Proactively educating communities along Metro's light rail system.

ACTIONS

1. Provide online and in-person transit safety education to schools, recreation centers, libraries, community centers within a 1.5-mile radius of at-grade rail lines. *Metro Role: Lead*
2. Provide transit safety education to senior centers, and independent living facilities throughout Los Angeles County. *Metro Role: Lead*
3. Collaborate with Operations and Corporate Safety to evaluate trends & create safety outreach. *Metro Role: Lead*
4. Conduct educational and marketing campaigns focused on transit safety, including September Rail Safety Month. Campaigns will be targeted on digital & social media platforms, including Twitch.TV, Facebook, Instagram, Snapchat, Connected TV, and YouTube. Additional outreach targets ads at grocery stores and gas stations, for transit riders and drivers. *Metro Role: Lead*
5. Continuous engagement at local community events within a 1.5-mile radius of at-grade Metro rail lines. *Metro Role: Lead*
6. Provide hands on travel training for teachers, students, older adults, and community members as requested. *Metro Role: Lead*

7. Deploy Rail Safety Advisors to conduct safety outreach on Metro’s new street-running rail lines, extensions to existing light rail lines and special projects such as intersection evaluation for grade crossing gates and pedestrian swing gates.

Metro Role: Lead

EQUITY

Trains, vehicular, and pedestrian incidents along Metro’s at-grade rail lines impact populations, disproportionately impacting BIPOC, older adults and youth, people with disabilities and people experiencing homelessness. As such, Community Education & Mobility Programs, Arts + Community Enrichment Team will continue to develop outreach methods that address any potential disparities in its efforts to provide transit safety education to the populations mentioned above and that frequent at-grade rail lines. All educational printed materials and presentations are provided in Spanish and other heavily used languages. In addition, the team will evaluate the impact of its existing and new outreach methods with a priority for marginalized groups within Equity Focused Communities.

NEXT STEPS/ REPORTING

Upon adoption of this policy, Metro will coordinate with other local agency partners, assess the effectiveness of on-going efforts countywide, and determine the need and role for any new or augmented public awareness activity. Metro will additionally develop and execute trainings and professional exchange activities where necessary and valuable. Of note, other provisions of this policy may prompt specific training program needs. Specific activities may be recommended to the Board either on an ad-hoc basis or in the context of the first annual progress report related to this policy.

6. Innovator

Metro’s mission is world class transportation, and the agency conducts pilot projects and partnerships to help innovate and improve mobility in LA County.

OBJECTIVES

Support all goals of this policy by piloting and testing technologies and approaches that reduce risk of death and serious injuries with emphasis on reversing disproportionate harm to vulnerable populations and road users and improving safety for locations with a transit nexus such as at light rail crossings and at or near bus stops.

ACTIONS

1. Work with local jurisdictions, agencies, and vendors/manufacturers to identify and advance promising connected vehicle technology and intelligent transportation systems that improve street safety, including through partnerships, unsolicited proposals and RFIs. *Metro Role: Support*
2. Pilot vehicle safety technologies such as advanced emergency braking, emergency lane keeping assist, intelligent speed assistance and drowsiness and distraction detection on select Metro, local agencies’, and private entities’ vehicles; track their performance and consider implementing those that improve safety and reduce risk across fleets. *Metro Role: Partner*
3. Monitor developments in semi-autonomous and autonomous vehicle technology to encourage that they are deployed in a way that improve the speed and reliability of transit and that they are not deployed on public streets if they cannot adequately detect and protect pedestrians, cyclists and persons

using wheelchairs and other mobility assistance devices. Metro can also encourage autonomous vehicles in urban areas be introduced in shared fleets so that they can be well-regulated and actualize the promise of reductions in vehicles, parking, and congestion. *Metro Role: Support*

EQUITY

Metro will develop more detailed strategies to use innovation methods to address disparities and measure impact of those strategies. For example, pilots related to micro-transit, camera bus lane enforcement and other innovations that can impact street safety can collect demographically disaggregated data. Subsequent reports will assess progress. In designing safety innovation programs, staff will consult with affected populations and communities utilizing best practices from Metro’s Community-Based Organization Partnering Strategy; and will provide technical assistance to under-resourced jurisdictions and communities to help them to participate in applications and pilot programs (methodology to be developed in first annual report). Staff will seek to identify, assess and pilot innovations such as new technologies and partnerships in ways that can reduce disparities in injuries and deaths.

NEXT STEPS/ REPORTING

Future progress reports will provide updates on technologies that Metro has tested and unsolicited and solicited or solicited proposals on street safety that Metro has received. Further, staff will identify best practices for identifying locations that have reduced deaths and injuries informed by approaches for consideration.



Board Report

File #: 2020-0928, **File Type:** Motion / Motion Response

Agenda Number: 55.

REGULAR BOARD MEETING JANUARY 28, 2021

Motion by:

DIRECTORS GARCETTI, SOLIS, MITCHELL, AND BONIN

Metro Street Safety Policy

Street safety is a growing concern for communities across the globe. L.A. County vehicle crashes injured more than 91,000 people and killed 860 people in 2017. Traffic crashes are the leading cause of death for children ages 5-14 and the fourth-leading cause of premature death overall. In low-income communities and communities of color, impacts of vehicle crashes are often more severe because of inadequate infrastructure and higher vehicular speeds resulting from decades of inequitable transportation investments. To address street safety, L.A. County and many cities within the county have adopted street safety policies.

Metro's Vision 2028 Strategic Plan includes initiative 1.2.E to improve safety on the transit system and reduce roadway collisions and injuries. This initiative will be of increasing importance as the agency recovers from the COVID-19 pandemic. Safety and perception of safety will influence mode choice as people return to more daily travel. Street users need to feel safe accessing the Metro system. The risk of increasing Vehicle Miles Traveled during COVID-19 recovery is a pending threat to meeting the aggressive climate goals dictated by SB 375. Metro will benefit from working with state and local efforts to make streets safer.

Metro does not regulate local streets but can support safer streets within L.A. County through:

- Interfacing with the local public right-of-way, especially through Metro Bus Rapid Transit, Active Transportation Corridors, First/Last Mile projects, and Highway projects
- Funding priorities for local projects
- Transportation operations, Transportation Demand Management, and public outreach and engagement
- State and federal advocacy

SUBJECT: METRO STREET SAFETY POLICY

RECOMMENDATION

APPROVE Motion by Directors Garcetti, Solis, Mitchell, and Bonin that the Board of Directors direct the CEO, in consultation with the Executive Officer for Equity and Race, to report back on:

- A. Developing a Street Safety Policy addressing the points discussed above;
- B. Creating a countywide data collection program, working in partnership with SCAG, L.A. County Department of Public Health, RIITS, and any other local, state, or federal partners, to design a program to document and analyze serious injuries and fatalities from transportation; and
- C. Assessing internal risk and liability to safety of all Metro-provided public transportation services.

Street Safety, Data Sharing and Collaboration Policy Attachment C

Appendix 1: Summary of Actions

Draft



Appendix 1: Summary of Actions

ACTION	GOAL	RESPONSIBILITY	ACTIVITY STATUS (NEW OR ONGOING)	LEVEL OF EFFORT FOR NEW ACTIVITIES (LOW, MEDIUM, HIGH)
GENERAL COORDINATION				
Name Street Safety Lead and Coordination Team	Safety / Collaboration	CEO	NEW	LOW
Develop and execute actions	Safety/ Data	COORDINATION TEAM	NEW	HIGH
Prepare annual report	Safety / Data / Equity	COORDINATION TEAM	NEW	HIGH
1. OPERATOR				
Continue to evaluate opportunities to deliver bus priority treatments that have safety improvements along corridors that have a history of collisions.	Safety / Data / Equity / Collaboration	OPERATIONS	ONGOING	N/A
Continue to explore and test new bus safety technologies that may provide ways to prevent collisions, injuries and deaths involving passengers and vulnerable road users.	Safety / Data / Equity / Collaboration	OPERATIONS	ONGOING	N/A
Build out and fully utilize Metro transit operations data capacity. Data will be used to: <ul style="list-style-type: none"> > Identify specific locations for immediate safety issues as well as infrastructure improvements in partnership with jurisdictions > Inform Metro plans and capital projects 	Safety / Data / Equity / Collaboration	DATA GOVERNANCE TEAM	NEW	HIGH

> Provide better understanding of incidents to improve training protocols and day-to-day operational practice				
Identify and address deficiencies in current Metro data collection and analyses systems. Includes developing specific recommendations to augment Metro data and analysis resources as needed	Safety / Data / Equity / Collaboration	DATA GOVERNANCE TEAM	NEW	MEDIUM
Integrate Metro transit data with other data compilation and analysis activates within this policy and coordinate and collaborate with other Metro policies	Safety / Data / Equity / Collaboration	DATA GOVERNANCE TEAM	NEW	HIGH
2. PLANNER/BUILDER				
Coordinate and align street safety goals across multiple Metro planning functions. Specifically, goals established in this policy will be coordinated through the concurrent development of the ATSP and incorporated in future updates of the Long Range Transportation Plan and Metro's updates to its Strategic Plan. Currently, Vision 2028, Metro's Strategic Plan, states Metro's commitment to street safety and reduction of collisions and injuries on transit and on streets, which this policy supports.	Safety / Data / Equity / Collaboration	PLANNING	NEW	MEDIUM
Overlay Metro countywide mode-specific plans such as Active Transportation Strategic Plan (ATSP), Goods Movement, Bus Rapid Transit. Work with municipalities and partner agencies to prompt the development of more holistic complete streets network plans.	Safety / Data / Equity / Collaboration	PLANNING	NEW	MEDIUM
Continue and refine current First/Last Mile (FLM) program efforts which provide a street safety lens for Metro transit project planning. Specifically, consistently	Safety / Data / Equity / Collaboration	PLANNING	ONGOING	N/A

deploy newly developed methodology within FLM plans to identify and appropriately address safety issues in future station areas.				
Review and improve, where possible, current safety-focused methodologies in Metro Highway Program project delivery functions wherein Metro plans, designs, and environmentally clears projects to be implemented/maintained by other agencies. Specifically, this review will consist of utilizing planning techniques deployed or required by various partner agencies on highway projects and may further consist of adapting practices utilized in FLM planning or in other non-highway efforts.	Safety / Data / Equity / Collaboration	PLANNING	NEW	MEDIUM
Develop and promulgate a consistent standard for temporary active transportation facilities during construction of Metro projects. This standard will have the effect of providing a minimum baseline comparable to currently existing common local standards, but will also require: <ul style="list-style-type: none"> > Consideration of all modes/users of the roadway with emphasis on reducing harm to vulnerable users > Minimizing detours and closures affecting people walking, riding bicycles, people with disabilities and/or using mobility devices. 	Safety / Data / Equity / Collaboration	PLANNING & PROGRAM MANAGEMENT	NEW	HIGH
Identify opportunities to more effectively address issues identified in transit operational data including: <ul style="list-style-type: none"> > Incorporating street design improvements in Metro capital projects 	Safety / Data / Equity / Collaboration	DATA GOVERNANCE TEAM	NEW	HIGH

<ul style="list-style-type: none"> > Exchanging data with organizations for their use in Vision Zero and related programs > Consideration as a project selection criterion in discretionary funding programs > Establishing clear points of contact with all affected cities to address reported issues 				
3. FUNDER				
Refine safety related criteria and requirements in Metro discretionary, competitive funding programs. Refinements may include geographic targeting to preference funding safety improvements to identified hot spots, requirements for all participating projects such as integration of best practices for project design.	Safety / Equity / Collaboration	PLANNING	NEW	MEDIUM
Encourage and highlight best practices for Local Return. Consider and develop ways to track and report how funded projects are addressing safety needs.	Safety / Equity / Collaboration	PLANNING	NEW	MEDIUM
4. DATA COLLABORATOR				
Develop methodologies for analyses such as deploying a standard of disaggregated demographic data collection	Safety / Data / Equity / Collaboration	CONSORTIUM	NEW	HIGH
Promote data collection and reporting by jurisdictions throughout Los Angeles County, including identifying opportunities to prompt and support active transportation user counts especially by local jurisdictions	Safety / Data / Equity / Collaboration	CONSORTIUM	NEW	HIGH

Encourage collection and metrics specific to equity considerations such as demographic data collection and analysis of disproportionate impact.	Safety / Data / Equity / Collaboration	CONSORTIUM	NEW	MEDIUM
Partner with federal, state, regional, and local stakeholders who are also seeking to improve data collection and advance street safety	Safety / Data / Equity / Collaboration	CONSORTIUM	NEW	MEDIUM
Develop opportunities to utilize RIITS to better link and share travel, speed and safety data and generally consider and develop approaches to make data easily available.	Safety / Data / Equity / Collaboration	CONSORTIUM	NEW	HIGH
Craft a data implementation plan comprised of the above and other actions determined by the team, and to be included in future updates prepared under this policy	Safety / Data / Equity / Collaboration	CONSORTIUM	NEW	HIGH
5. ADVOCATE				
Metro's State and Federal Legislative Programs include a goal to "[m]onitor and support legislation that would authorize the cities and unincorporated areas of Los Angeles County to develop and implement strategies to reach Vision Zero goals of improving safety and eliminating traffic-related fatalities." Upon adoption of a new Metro Street Safety, Data Sharing and Collaboration Policy, future annual legislative programs should include a goal to advance implementation of the Street Safety, Data Sharing and Collaboration Policy.	Safety	GOVERNMENT RELATIONS	ONGOING	N/A
6. EDUCATOR				

Provide online and in-person transit safety education to schools, recreation centers, libraries, community centers within a 1.5-mile radius of at-grade rail lines.	Safety	Community Education & Mobility Programs, Arts + Community Enrichment Team	ONGOING	N/A
Provide transit safety education to senior centers, and independent living facilities throughout Los Angeles County.	Safety	Community Education & Mobility Programs, Arts + Community Enrichment Team	ONGOING	N/A
Collaborate with Operations and Corporate Safety to evaluate trends & create safety outreach.	Safety	Community Education & Mobility Programs, Arts + Community Enrichment Team	ONGOING	N/A
Conduct educational and marketing campaigns focused on transit safety, including September Rail Safety Month. Campaigns will be targeted on digital & social media platforms, including Twitch.TV, Facebook, Instagram, Snapchat, Connected TV, and YouTube. Additional outreach targets ads at grocery stores and gas stations, for transit riders and drivers.	Safety	Community Education & Mobility Programs, Arts + Community Enrichment Team	ONGOING	N/A
Continuous engagement at local community events within a 1.5-mile radius of at-grade Metro rail lines.	Safety	Community Education & Mobility Programs, Arts + Community Enrichment Team	ONGOING	N/A
Provide hands on travel training for teachers, students, older adults, and community members as requested.	Safety	Community Education & Mobility Programs,	ONGOING	N/A

		Arts + Community Enrichment Team		
Deploy Rail Safety Guides.	Safety	Community Education & Mobility Programs, Arts + Community Enrichment Team	ONGOING	N/A
7. INNOVATOR				
Continue to work with the local jurisdictions, agencies, and vendors/manufacturers to identify and advance promising connected vehicle technology and intelligent transportation systems that improve street safety, including through partnerships, unsolicited proposals and RFIs.	Safety / Data / Equity / Collaboration	OFFICE OF INNOVATION & OPERATIONS	ONGOING	N/A
Pilot vehicle safety technologies such as advanced emergency braking, emergency lane keeping assist, intelligent speed assistance and drowsiness and distraction detection on select Metro, local agencies', and private entities' vehicles; track their performance and consider implementing those that improve safety and reduce risk across fleets.	Safety / Data / Equity / Collaboration	OFFICE OF INNOVATION & OPERATIONS	NEW	HIGH
Monitor developments in semi-autonomous and autonomous vehicle technology to encourage that they are deployed in a way that improve the speed and reliability of transit and that they are not deployed on public streets if they cannot adequately detect and protect pedestrians, cyclists and persons using wheelchairs and other mobility assistance devices. Metro can also encourage autonomous vehicles in	Safety / Data / Equity / Collaboration	OFFICE OF INNOVATION & OPERATIONS	ONGOING	N/A

urban areas be introduced in shared fleets so that they can be well-regulated and actualize the promise of reductions in vehicles, parking, and congestion.				
COMPLETE STREETS				
Refine and make available tools, trainings, and other resources as prompted in the updated Complete Streets Policy	Safety / Data / Equity / Collaboration	PLANNING	NEW AND ONGONG	MEDIUM

Street Safety, Data Sharing and Collaboration Policy Attachment D

Appendix 2: Data Trends and Existing Conditions



Data Trends and Best Practices

Consequences of Unsafe Streets

According to state data, 719 people were killed and 88,068 people were injured by vehicle collisions in LA County in 2019.¹ Vehicle collisions are the fourth leading cause of **premature** death in the County, ahead of homicides, strokes, and lung cancer.² This is due to the fact that collisions harm people of all ages. Crashes are in fact the leading cause of death for children aged 5-14, the second leading cause of death for ages 15-24 and the fourth leading cause of death for those 25-45.

Deaths from collisions are also not equitably distributed. According to research by UCLA, Black people, who are 8.6 percent of Los Angeles City's population, were 14.1 percent of those killed by collisions between 2013 and 2017.³ Traffic violence also ranks as a particularly high cause of death for Latino and Hawaiian Native and Other Pacific Islanders residents.⁴ People experiencing homelessness in LA County were approximately 10 to 15 times more likely to die from traffic collisions than the general public.⁵

There are also disparities in deaths and injuries by mode of travel. 329 of those killed across LA County in 2019 were walking or cycling.⁶ This represents 46% of those who lost their lives, a disproportionate number given that the walk and bike share of trips in LA County is approximately 15 percent for non-commute trips and 5 percent for commute trips.⁷

During 2020, when there was significantly less driving, deaths from collisions in the City of Los Angeles were just three percent lower than in 2019. LADOT officials attribute this to a "pandemic of speeding" during times when fewer cars were on the road.⁸ In 2021, deaths from collisions rose to be 19% higher than in 2020 and 21% higher than in 2019.⁹ This troubling trend of increasing traffic deaths also occurred across California and nationally in 2021.¹⁰

¹ *Transportation Injury Mapping System (TIMS), Safe Transportation Research and Education Center, University of California, Berkeley. 2021. <https://tims.berkeley.edu/>*

² *County of Los Angeles Department of Public Health. Patterns of Mortality in Los Angeles County, 2008-2017. Appendixes B3, C1 and C3. December 2019.*

³ *Madeline Brozen and Annaleigh Yahata Ekman. The Need to Prioritize Black Lives in LA's Traffic Safety Efforts. UCLA Lewis Center for Regional Policy Studies. December 2020. <https://www.lewis.ucla.edu/research/black-lives-la-traffic-safety/>*

⁴ *Patterns of Mortality.*

⁵ *Los Angeles County Department of Public Health, Center for Health Impact Evaluation, Recent Trends In Mortality Rates and Causes of Death Among People Experiencing Homelessness in Los Angeles County, January 2021. http://www.publichealth.lacounty.gov/chie/reports/HomelessMortality2020_CHIEBrief_Final.pdf*

⁶ *Transportation Injury Mapping System (TIMS)*

⁷ *US Census 2018 for commute; National Household Travel Survey - California 2017 for other trips.*

⁸ *Ryan Fonseca. "Traffic Was Historically Low In 2020. The Death Toll On LA's Streets Was Not." LAist. April 29, 2021. <https://laist.com/news/transportation/2020-traffic-deaths-los-angeles-pandemic>*

⁹ *Dakota Smith. "Hundreds Die in L.A. Traffic Crashes in 2021. Is Vision Zero a failure? Los Angeles Times. January 9, 2022. <https://www.latimes.com/california/story/2022-01-09/traffic-deaths-vision-zero-garcetti>*

¹⁰ *Saul Gonzalez. "Traffic Deaths in California Are on the Rise. Here's How LA and Other Big Cities Are Trying to Change That." KQED. February 4, 2022.*

Pedestrian deaths in particular have increased in Los Angeles County and nationwide in recent years.¹¹ Some likely causes of this rise are an increase in the size, height and engine power of passenger vehicles, which contribute to more deadly vehicle-pedestrian collisions;¹² as well as relatively slow progress in transforming the road grid in LA County into complete streets with infrastructure that is safe for all road users.¹³

76 percent of Metro transit riders get to their first bus or train of the day by walking, and another 4 percent by bike or skateboard.¹⁴ The reality and perception of safe streets therefore can impact people's willingness to use transit in addition to their willingness to use active transportation.

Vision Zero strategies

Vision Zero plans and policies are considered the best practice to reduce deaths and injuries from vehicle collisions. The core goal of Vision Zero is to eliminate roadway deaths, because society has an ethical obligation to ensure that people do not die when traveling. Vision Zero's logic is that humans are not perfect, that mistakes can never be eliminated from transportation, and that *therefore the best way to reduce harm is to design streets and vehicles in a manner that ensures that mistakes do not lead to deaths or serious injury*. For example, making the road network into complete streets with safe space for all users (bus-only lanes, protected lanes for cycling, sidewalks and safe crosswalks, vehicle lanes) reduces conflict between larger, faster vehicles and vulnerable road users. Lower speed limits and streets physically designed to make speeding difficult also save lives by lowering the chance that a mistake and collision results in death or serious injury. Vision Zero strategies have also traditionally included strengthening enforcement of traffic laws. Increased inclusion of diverse and community-based perspectives have led street safety experts and practitioners to pursue a more nuanced approach that recognizes that increased law enforcement has a disproportionate impact on communities of color.¹⁵

Vision Zero policies originated in Sweden in 1997, when the approach was adopted by that nation's parliament. Its implementation resulted in a 60 percent reduction in roadway fatalities

<https://www.kqed.org/news/11903812/traffic-deaths-in-california-are-on-the-rise-heres-how-la-and-other-big-cities-are-trying-to-change-that> ; National Highway Safety Traffic Administration. "NHTSA Data Estimates Indicate Traffic Fatalities Continued to Rise at Record Pace in First Nine Months of 2021." Press Release. February 1, 2022. <https://www.nhtsa.gov/press-releases/traffic-fatalities-estimates-jan-sept-2021>

¹¹ Fonseca. "Traffic Was Historically Low In 2020."

¹² Justin Tyndall, *Pedestrian deaths and large vehicles, Economics of Transportation, Volumes 26–27, 2021, 100219*, <https://www.sciencedirect.com/science/article/pii/S2212012221000241>

¹³ Susan Carpenter. "LA is less bike friendly than NYC and San Francisco, new study says." Spectrumnews1. June 7, 2021.

<https://spectrumnews1.com/ca/la-west/transportation/2021/06/07/la-is-less-bike-friendly-than-nyc-and-san-francisco>

¹⁴ Metro On-Board Customer Satisfaction Survey. October-November 2019.

http://media.metro.net/projects_studies/research/images/infographics/system_results_fall_2019.pdf

¹⁵ Vision Zero Network. "Safe Mobility is a Right. Vision Zero Communities Should Commit to Equity From the Start." <https://visionzeronetwork.org/resources/equity/>

between 2000 and 2019.¹⁶ Vision Zero policies have been successfully used elsewhere. In 2019, there were zero pedestrian or cyclist deaths and close to zero motorist deaths in Helsinki, Finland and in Oslo, Norway, and no children younger than 16 died in vehicle crashes in all of Norway.¹⁷ LA County has ten million residents while these two cities each have fewer than 700,000; and neither place centered motor vehicles in their planning as strongly as greater LA did during the 20th century. Still, their success shows what can be accomplished when road design aims at safety for all.

The City of Los Angeles adopted a Vision Zero plan in 2015 aiming for zero deaths by 2025;¹⁸ LA County's 2019 Vision Zero plan seeks zero deaths on unincorporated County roads by 2035.¹⁹ Since deaths and injuries are still high, Metro can play a useful role as partner to local jurisdictions towards the goal of making streets safer.

¹⁶ Swedish Transport Administration. *Vision Zero timeline*.

https://www.roadsafetysweden.com/contentassets/7ecbcb46d4684a9982b1f85c3bd8cb1e/4950x2500mm_monter-nollvisionen_tidslinje_20100219.pdf

¹⁷ Jessica Murray. "How Helsinki and Oslo cut pedestrian deaths to zero." March 16, 2020.

<https://www.theguardian.com/world/2020/mar/16/how-helsinki-and-oslo-cut-pedestrian-deaths-to-zero>

¹⁸ Vision Zero Los Angeles- 2015/2025. <https://view.joomag.com/vision-zero-los-angeles/0915902001459876247?short>

¹⁹ Vision Zero Los Angeles County: a Plan for Safer Roadways, 2020-2025.

<https://pw.lacounty.gov/visionzero/docs/SCAG-LACounty-VZ-Action-Plan-ver-D-hiRes-single-11-25-2019-rev.pdf>

Street Safety, Data Sharing and Collaboration Policy Attachment E

Appendix 3: Summary of Community and Partner Agency Engagement



Appendix C: Summary of Community and Partner Agency Engagement/Policy Development Activities

Objective

Engagement efforts launched in June 2021 and concluded in April 2022. The objective of engagement was to generate awareness of, and solicit input for, Metro's efforts to help create safer streets throughout Los Angeles County. These engagement steps sought input from Metro committees, public sector partners and the public.

Strategy

Outreach and engagement occurred in 3 phases. All presentations were conducted virtually via Lifesize and Zoom.

- > Phase 1: Engage Metro Committees
- > Phase 2: Engage the Public, Partner Agencies and External Community and Transportation Advocates
- > Phase 3: Report to Metro Board of Directors

If the policy is adopted, staff will create an engagement plan to seek additional input from the public, partner agencies and jurisdictions and community-based organizations and transportation-focused organizations to inform implementation of the policy.

Key Themes

Members of Metro committees and advisory bodies and participants in a public meeting shared various perspectives and advice on how Metro can help advance street safety. Some themes that Metro staff heard from more than one commentor and that resonated with the overall approach of the policy include:

- Connect to regional and city efforts
- Help improve safety data so that Metro and partners working towards safety can identify needs and track effectiveness of safety strategies
- Share best practices in complete street design with local jurisdictions
- "Put teeth" into funding so that Metro funded street projects are safe
- Talk to advocates working on traffic safety
- Pay attention to challenges faced by those with disabilities
- Explore how to advance vehicle safety improvements

Engagement Timeline

Phase 1: Engage Metro Committees

Metro Advisory Committees

- > Technical Advisory Committee (6/2/21)
 - > Aging & Disability Transportation Network (6/3/21)
 - > Policy Advisory Committee (6/8/21)
-

- > Accessibility Advisory Committee (6/10/21)
- > Public Safety Advisory Committee (7/21/21)
- > Citizens Advisory Council (7/28/21)

Service Councils

- > San Fernando Valley Service Council (7/7/21)
- > Gateway Cities Service Council (7/8/21)
- > South Bay Service Council (7/9/21)
- > San Gabriel Valley Service Council (7/12/21)
- > Westside/Central Service Council (7/14/21)

Phase 2: Engages the Public, Partner Agencies and External Community and Transportation Advocates

- > An online public meeting was held on April 1, 2022. Approximately 65 people attended, including staff of local jurisdictions and partner agencies as well as representatives. Metro staff briefed participants, answered questions, and distributed an online survey to attendees.
 - > The online survey aimed at getting feedback on how Metro could most effectively use its roles to advance and collaborate on street safety received approximately 40 answers to questions.
 - > Metro staff held one-on-one meetings with staff who work on street safety for LA County jurisdictions and County, State and Federal agencies:
 - LA County Public Health (1/10/2022)
 - SCAG (1/31/2022)
 - LA County Public Works (4/12/2022)
 - City of Long Beach (4/12/2022)
 - City of LA (4/14/2022)
-

Street Safety, Data Sharing and Collaboration Policy Attachment F

Appendix 4: Complete Streets Discussion



Complete Streets Discussion

In 2014, Metro adopted the Complete Streets Policy which established Complete Streets as a priority for the agency and directed various activities to consider and accommodate all users of the public right of way. As with this Street Safety, Data Sharing and Collaboration Policy, the Complete Streets Policy leverages Metro's various roles and activities to influence the design and function of public right of way, which Metro typically neither owns nor maintains. As such, the policy includes provisions and expectations for Metro project design and delivery, as well as for Metro funding programs.

The Complete Streets Policy created common threshold requirements for all cities participating in Metro competitive funding programs, including requiring that cities and the County shall have an adopted complete streets policy, an adopted city council resolution supporting complete streets, or an adopted General Plan consistent with the Complete Streets Act of 2008 in order to be eligible.

The Measure M Guidelines identify the applicability of Metro policies across fund categories and programs in Measure M. By adopting this Street Safety, Data Sharing and Collaboration Policy, the Metro Board of Directors is reaffirming and updating the Complete Streets Policy as follows:

All cities are strongly encouraged to:

- > Attend Metro-led training on Complete Streets best practices (addition to item 1.1 of the Complete Streets Implementation Plan)
- > Update planning and project design procedures to incorporate consideration of all roadway users with emphasis on the most vulnerable, and to integrate safety analysis including but not limited to identifying and addressing concentrations of collisions resulting in death or serious injury (addition to item 1.2 of the Complete Streets Implementation Plan)

As described in this Street Safety, Data Sharing and Collaboration Policy, Metro will:

- > provide training to assist jurisdictions with policy development and to disseminate up to date planning procedures and design guidance (addition to item 1.1 of the Complete Streets Implementation Plan).
- > encourage and highlight best practices in reducing death and serious injury (addition to item 1.6 of the Complete Streets Implementation Plan).
- > Develop and disseminate a checklist and/or other tools for project planning. Tools developed in response to this policy will prompt consideration for both complete streets (needs of all roadway users) and safety (identifying and addressing unsafe conditions) concepts (addition to item 1.2 of the Complete Streets Implementation Plan).

Metro may further:

- > Provide technical assistance to jurisdictions in completing Local Road Safety Plans (or other similar safety focused planning efforts) as prompted by FHWA and which improve local standing in State and Federal funding programs. (Pending subsequent consideration and recommendation, would be added as a new item in section 1, Education and Technical Assistance, of the Complete Streets Implementation Plan.)

It should be noted that the Complete Streets Policy offers analogous themes and recommendations for this Street Safety, Data Sharing and Collaboration Policy that should be

highlighted. In particular, the Complete Streets Policy recognized the opportunity for transportation projects to advance a variety of goals, resulting in projects that provide multiple benefits such as reducing the disproportionate impact of urban heat, improving water quality and quantity, supporting more active lifestyles, among others. Transportation improvement projects that address critical safety needs should also consider the feasibility of providing additional benefits to the community to minimize community disruption and leverage investment opportunities.



STREET SAFETY, DATA SHARING and COLLABORATION POLICY

Summary

- Response to request in File 2020-0928
 - Includes report with draft policy, action plan and appendices
- Jurisdictions and State have primary responsibility for street safety
 - Metro can contribute to safety via our multiple roles, especially for locations with transit nexus such as bus stops, rail crossings
- Passage of Policy would lead to:
 - Working group
 - Elaboration of actions, implementation when ready, annual progress reports
 - May apply for new Federal funding to advance

Street Safety Trends

- 719 deaths, 88,068 injuries in LA County in 2019
- Deaths rose in LA & nationwide in 2021
- **Disproportionately** Black, Latino, Native Hawaiian/ Pacific Islander, pedestrian, cyclists, people experiencing homelessness

Los Angeles Times

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Op-Ed: People of color are dying from traffic violence at a much higher rate. Here's why



To help reduce fatal traffic crashes, the city of L.A. has added new crosswalks that extend further into the street, such as this one at 43rd and Broadway. (Al Seib / Los Angeles Times)

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Action Plan

Action Plan based on Metro roles:

- **Operator:**
 - partner on bus priority; safety for transit vehicles; use vehicle data to identify unsafe locations and conditions.
- **Planner and Builder:**
 - safety considerations in Metro countywide plans; safe passage for all modes at construction sites. (*policy will not change 2013 Supplementary Modifications to Transit Projects Policy)
- **Funder:**
 - track and encourage use of local returns on safety; update discretionary grants requirements
- **Data collaborator:**
 - increase understanding of existing conditions and impacts of safety programs and interventions; support cross-agency data compilation, analysis and sharing
- **Legislative advocate:**
 - influence State and Federal safety policies and resources
- **Educator:**
 - educate communities along Metro's light rail system
- **Innovator:**
 - pilot and test technologies and approaches



Additional Context

- Jurisdictions and state have primary responsibility for street safety:
 - i.e. street design, speed limits, enforcement
- Government Partners are embracing safe systems approach to road safety, with new Federal funding available
- Draft policy also reaffirms and makes small adjustments to 2014 Complete Streets Policy
- Equity requires consulting with most heavily impacted communities and road users, and prioritizing reducing disparities

Next Steps

- If adopted, continue working group, elaborate action plan, produce progress report
- Engagement with COGs, advisory bodies, public during elaboration and implementation
- Potential to apply for Safe Streets for All grant to fund further planning and actions

Questions

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