City Of Richmond, Virginia
Office of the City Clerk

Request to Withdraw Legislation

Paper Number: Res. 2021-R065

Chief Patron: Councilor Stephanie Lynch

Introduction Date: July 26, 2021

Chief Patron Signature: 

For Office Use Only

Attestation: Candice Reid 1/18/2022

Effective Date: January 18, 2022

INTRODUCED: July 26, 2021

A RESOLUTION No. 2021-R065

To request that the Chief Administrative Officer cause the Department of Public Works to develop a process for City residents to request traffic studies of the residential areas within their neighborhoods for the purpose of assessing the appropriateness of instituting a 15 mile per hour speed limit in such areas to increase traffic safety.

Patrons – Ms. Lynch, Ms. Jordan, Ms. Lambert and Ms. Larson

Approved as to form and legality by the City Attorney

PUBLIC HEARING: SEP 27 2021 AT 6 P.M.

WHEREAS, upon information and belief of Council, the speed limits within the city of Richmond vary considerably; and

WHEREAS, according to the document entitled "Pioneering Study Affirms Vision Zero Focus on Speed Management," prepared by the Vision Zero Network, and dated August 28, 2018, lowering speed limits is an effective tool to increase road safety; and

WHEREAS, a recent study entitled "Speed," released by the Insurance Institute for Highway Safety, shows that (i) lower speed limits reduce the speed at which people travel and improve safety for all road users; (ii) the likelihood of pedestrians or bicyclists surviving impact

AYES: _____ NOES: _____ ABSTAIN: _____

ADOPTED: _____ REJECTED: _____ STRICKEN: _____

with a vehicle increases significantly with each five mile per hour decrease in the speed limit; and (iii) that the practice of setting speed limits based on the traditional 85th percentile standard can be a hurdle to improving safety; and

WHEREAS, the Council believes that the implementation of a 15 mile per hour speed limit in certain neighborhoods and a process for citizens to request the 15 mile per hour speed limit in their neighborhoods based on standards other than the traditional 85th percentile standard would be an additional tool for increasing traffic safety in the city of Richmond; and

WHEREAS, the Council believes that it is in the best interests of the residents of the city of Richmond that the Chief Administrative Officer cause the Department of Public Works to develop a process for City residents to request traffic studies of the residential areas within their neighborhoods for the purpose of assessing the appropriateness of instituting a 15 mile per hour speed limit in such areas to increase traffic safety;

NOW, THEREFORE,

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF RICHMOND:

That the Council hereby requests that the Chief Administrative Officer cause the Department of Public Works to develop a process for City residents to request traffic studies of the residential areas within their neighborhoods for the purpose of assessing the appropriateness of instituting a 15 mile per hour speed limit in such areas to increase traffic safety, which includes the following:

1. Simple to follow instructions and traffic study request forms, both of which are easily accessible to residents of the city of Richmond by downloading from the City's website and made available to residents in printed form.

2. Clear guidance concerning the process by which residents of the city of Richmond may submit traffic study requests and how residents may monitor any such request until a maximum speed of 15 miles per hour is established within the targeted area or another appropriate resolution is achieved.

RECEIVED
By B L Fore at 11:21 am, Jul 08, 2021

Richmond City Council
The Voice of the People
Richmond, Virginia
Office of the Council Chief of Staff

Ordinance/Resolution Request

TO **Haskell C. Brown, III, Interim Richmond City Attorney**
Richmond Office of the City Attorney

THROUGH Joyce L. Davis
Interim Council Chief of Staff

FROM William E. Echelberger, Jr, Council Budget Analyst

COPY Stephanie A Lynch, 5th District Representative
Tabrica C. Rentz, Interim Deputy City Attorney
Amy E. Robins, 5th District Liaison

DATE July 8, 2021

PAGE/s 1 of 2

TITLE **Process for Requesting 15 MPH Speed Limit in Residential Areas**

This is a request for the drafting of an **Ordinance** ☐ **Resolution** ☒

REQUESTING COUNCILMEMBER/PATRON

Stephanie A Lynch, 5th District Representative

SUGGESTED STANDING COMMITTEE

Land Use, Housing, and Transportation

ORDINANCE/RESOLUTION SUMMARY

The patron requests a resolution requesting that the Chief Administrative Officer cause the Department of Public Works to develop a process by which the residents of residential neighborhoods can request a traffic study to determine the impact of establishing a maximum speed limit of 15 miles per hour in the residential area in which they live. This process should:

1. Be simple, easy to access, and include availability in both off-line and on-line formats, and
2. Include clear guidance that can be followed by residents on its use.

BACKGROUND

Summary:

- Currently, speed limits within the City of Richmond vary considerably.
- Per Vision Zero, lowering speed limits is an effective tool to improve road safety.
  - A recent study released by the Insurance Institute for Highway Safety (IIHS) showed that that lower speed limits do, in fact, reduce the speed at which people travel and "improve safety for all road users." (See attached.)
  - Research has shown that the likelihood of pedestrians or bicyclists surviving impact with a vehicle increases significantly with each 5 mph decrease in the speed limit.

- The practice of setting speed limits based on the traditional 85th percentile standard can be a hurdle to improving safety.

- It is the belief of the patron that the implementation of 15 mph speed limits in additional residential neighborhoods will make streets safer in Richmond for drivers, pedestrians, and cyclists.

FISCAL IMPACT STATEMENT

Fiscal Impact	Yes ☐	No ☒
Budget Amendment Required	Yes ☐	No ☒

Estimated Cost or Revenue Impact

An expenditure of resources, including staff time, will be required to develop the requested process. The costs cannot be estimated at this time.

Attachment/s Yes ☒ No ☐

Richmond City Council Ordinance/Resolution Request Form/updated 10.5.2012 /srs

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By City Attorney's Office at 1:41 pm, Jul 08, 2021

Why Speed Kills Cities

U.S. cities are dropping urban speed limits in an effort to boost safety and lower crash rates. But the benefits of less-rapid urban mobility don't end there.

By Andrew Small
August 8, 2019, 7:31 AM EDT

Slow and steady wins the urban mobility race. *Madison Johnson/CityLab*

"Slow the hell down." That's the message New York City Mayor Bill De Blasio delivered on Twitter as he announced the revival of the city's speed camera program. The cameras went live in July with expanded hours, issuing hefty tickets to any driver who creeps above 36 miles per hour—that's 11 mph above the city's 25 mph posted limit—in 750 school zones throughout the city's five boroughs.

New York City, which has been struggling to get its Vision Zero safe-streets program back on track after a 2019 surge in cyclist deaths, has also been the most prominent American city to test

Seeing cities scramble to accommodate shared electric scooters on conventional streets, Gabe Klein, the author of *Start Up City,* advocated for the idea of urban "slow lanes" in *Forbes*—non-separated but narrower travel lanes with a 15 mph speed limits that would prioritize non-cars. New York's Financial District Neighborhood Association suggested the idea of creating an entire Euro-style "slow streets district" in a big chunk of Lower Manhattan, full of wide sidewalks and Dutch-style *woonerfs*, or shared streets. Others have suggested a wholesale *woonerf*-ization of the whole Manhattan street grid.

That might sound suspiciously European for a nation that has spent the last half-century-plus plowing high-speed thoroughfares into and around its metro regions. Nationwide, highway speed limits have grown dramatically since OPEC-era federal speed controls—bowing to cheaper gas, pressure from driver lobbying groups, and Sammy Hagar—were fully lifted in 1995. And many big-ticket urban transportation projects are hyped on the promise of trimming travel time, often for a relatively elite class of users: Elon Musk's "Express Loop" project would would hurtle riders under Chicago at 150 mph (and cost $1 billion) to shave 30 minutes off a downtown-to-airport run, while "flying taxi" promoters can't stop touting the eye-popping travel times available to future riders of their nonexistent vehicles.

But when the most exciting urban transportation innovation of the decade is cheap little rented vehicle that struggles to hit 15 mph, perhaps it's time to admit that urban mobility solutions don't necessarily involve flying taxis or Teslas-in-tubes. The tortoise can win this race.

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The most obvious immediate benefit to a fundamentally slower city is the safety boost it delivers. Reducing speeds is the best, easiest, and fastest way to quickly radically improve safety, for both drivers and anyone in front of them. A recent report from the Insurance Institute for Highway Safety estimates that rising speed limits in the United States have led to an additional estimated 37,000 deaths over the past 25 years. "We know that very small changes in speed can have big consequences for pedestrians," says Jessica Cicchino, the vice president of research at IIHS. "A pedestrian struck at 25 miles per hour has 25 percent chance of being seriously injured—but that climbs to a 50 percent chance at 33 miles per hour." Importantly, lower speed limits also reduce the number of crashes, as an IIHS study found last year in Boston after it lowered its default speed in 2017.

the idea of a "neighborhood slow zone"–a relatively infrastructure-light path to safer streets that drops speed limits to 20 mph on interior roads in residential areas. It will soon be joined by Philadelphia, where the inaugural designation of two slow-speed corridors, modeled after the New York City program, was overwhelmed with more than two dozen applications.

Elsewhere in the U.S., urban speed limits are tumbling. Portland, Oregon, just wrapped up a campaign installing more than 2,000 new signs to bring residential streets down to 20 mph, along with educational "20 is plenty" signs. After lowering its default speed about two years ago to 25 mph, Boston wants to go further down to 20 mph; Washington, D.C., could follow suit. Imposing tighter limits on leadfoots is a key part of the Vision Zero campaign for reducing traffic deaths and injuries, because of the dramatic safety benefits associated with reducing vehicle velocity.

Does this add up to evidence that fast-paced Americans are ready to embrace the virtues of city life in the slow lane? The case for a fundamentally slower city has gained traction recently, especially in places where the rise of micromobility, the promise of autonomous vehicles, and the very-much-already-here problem of road congestion have converged, slowing drivers to a furious crawl. (The average car in Midtown Manhattan goes 4.7 miles per hour.)

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The High Cost of Bad Sidewalks

Urban traffic jams today are a visceral sign that something has gone wrong—*the city wasn't working.*

Speed kills in a more abstract sense, too. Building urban roads that can handle a large number of vehicles traveling at 35 miles per hour and up means making them wider, with fewer curves. High-speed highways and street-level limited-access urban thoroughfares famously do a host of bad things to those who live nearby or underneath these big hostile barriers. What's less discussed is what they're doing to the people inside the cars. In his recent book *Building and Dwelling*, the planner and urban scholar Richard Sennett writes about how going faster in cities has lead urbanites to value "space" over "place."

"You move through a space and you dwell in a place," Sennett told CityLab's Ian Klaus last year. "It's a distinction for me that has to do with speed and automobiles. When people start driving at a certain speed, they lose awareness of where they are. ... Where this gets reflected in urbanism is the more we create spaces where people move fast, the less they understand about what those spaces are. At about 28 or 30 mph people, moving through an urban environment stop being in a place and are in space instead."

The time benefits one gets from boosting speeds in urban areas can end up being surprisingly modest: In downtown streets, the difference between a 25 mph commute and 45 mph commute is roughly an additional 48 seconds for every three-quarters of a mile traveled, according to Nelson\Nygaard. It's also worth remembering that even urban "rapid transit" often isn't really all that fast. (The New York City subway averages 17 miles per hour.)

When human- or animal-powered urban movement was the norm, there was much less anxiety about losing time in traffic jams, Sennett writes; in the twisted streets of old cities, congestion was accepted as just an fact of life. Only when cities like Paris transitioned from narrow lanes to wide Haussmann-style boulevards did urbanites began to associate speed with freedom of movement—witness reports of widespread road rage that sprouted up in Paris in the 1870s and early 1880s. Urban traffic jams today are a visceral sign that something has gone wrong—*the city wasn't working.* Like not being physically touched in public, the desire to move freely—and not be stuck in traffic—is a sensation we take for granted as natural. But it's a historical construction of our auto-centric sensibilities.

In his prescient 1973 essay, "The Social Ideology of the Motorcar," André Gorz makes a similar point about how private cars turned speed into a commodity that, when introduced into the city, created havoc: "When everyone claims the right to drive at the privileged speed of the bourgeoisie," he wrote, "everything comes to a halt, and the speed of city traffic plummets."

Sennett also uses traffic flows to show the problem of scaling from the local to the urban—a theme in the debate to how to create an "open city." He compares Lewis Mumford's top-down garden city urbanism with Jane Jacobs's bottom-up street-ballet localism. Both Mumford and Jacobs famously loathed the impact of the automobile, but Mumford argues that you can't build infrastructure bit-by-bit, the way Jacobs sees the urban fabric: When you're engineering how to circulate millions of vehicle trips, you have to plan at a bigger scale. By that logic, perhaps urbanists shouldn't demand slow lanes or slow neighborhoods: They should ask for a slow city.

• • •

To get one, simply dropping speed limits isn't the answer; street design itself—not enforcement or signage—is the most powerful governor of driver behavior. When *Streetsblog* compared studies looking at neighborhood slow zones in New York and London, the Big Apple didn't see a significant drop in injuries, but London enjoyed benefits because they implemented serious traffic-calming infrastructure changes, such as raised crosswalks and street-narrowing curb extensions.

A lot of bike and pedestrian advocates will also argue that Americans are just doing speed limits wrong. Most state DOTs typically follow a rough measure known as the 85th percentile rule. Traffic engineers conduct studies measuring the average speed of drivers on a road, then they set speed limits so that 85 percent of those drivers would be traveling under the speed limit. That idea, as *FiveThirtyEight* detailed in 2015, effectively sets a *minimum* speed rather than a maximum. In 2017, the National Transportation Safety Board recommended that the Federal Highway Administration scrap the guideline in favor of other road factors like crash history or pedestrian counts.

"It's speed and uncertainty that requires such wide roads for human-operated cars."

Advances in technology might prove to be a key that unlocks the city-healing powers of pokiness. The micromobility revolution not only highlights a burgeoning need for more slow lanes: It can vividly illustrate the people-moving power of very modest speeds. When a dude on a electric scooter that rarely goes over 10 mph handily beats a BMW across town at rush hour, it's easier to see how the scale of cities supports more-but-slower vehicles.

Another argument for slowness: It could allow autonomous vehicles to actually work without killing us all. If we can reconceptualize autonomous vehicles as low-speed machines trundling around downtown rather than interstate-eating robots tasked with making complex split-second driving decisions at highway velocities, everything gets less difficult. In a way, the robo-shuttles in action in places like Las Vegas and Brooklyn, which operate at speeds under 25 mph, are low-key Trojan Horses for traffic calming. "A lot of the roads where we operate already are in congested places where traffic speeds are already slow," says Alisyn Malek, the chief operating officer and co-founder of May Mobility, which is operating shuttles in Detroit and Columbus. "If we can use the curiosity and excitement with autonomy to drive goals about pedestrian safety and bike lanes to make cities AV-ready when the time comes, that's great for everyone."

Billy Riggs, an assistant professor at the University of San Francisco School of Management and a planner who consults on the future of transportation, says autonomous vehicles, and lower speeds, could allow cities to devote less room to cars by redesigning street infrastructure. "It's speed and uncertainty that requires such wide roads for human-operated cars," says Riggs. AV-optimized streets would require fewer signals and intersections—and fewer conflict points between different travel modes. "If city traffic travels slow enough, you could imagine a yielding pocket for vehicles to engage with smoother and operating on much less roadway. A gracious road for pedestrians and cyclists is promising as a feature for autonomous vehicles."

In other words, it's like that old Navy Seal adage: Slow is smooth, smooth is fast. That's also the idea behind "green wave" signal timing, which is now getting a pilot in New York City. Traffic flowing at 15 mph allows for fewer red lights.

The most stubborn barrier to slowing down the city may be the psychological one: It involves changing user expectations for how roads are supposed to operate. Some states have what are called level of service standards, which require roads to carry a certain number of vehicles per hour, or they place restrictions on cities from lowering speed limits. Riggs says that means city leaders need to expend political capital to fight for those changes. "If you talk at any public meeting about slowing streets, you have citizens who are going to be asking if they going to be delayed. There's going to be friction as we apportion our street in a way that facilitates the future of traveling."

That friction has been something Riggs has run into firsthand on the streets of Palo Alto, where Waymo's autonomous vehicles have been testing. "I was behind an autonomous car on my drive back from the hardware store, and I was so frustrated. Why? Because it was obeying the law. I wanted to go 40 mph, but it was a 30 mph street."

When he finally passed the AI-driven car, Riggs raised his hand to make a familiar gesture of human impatience. But it was a futile one.

"There was no one paying attention in that seat," he says. "There is a tendency to want to travel faster than we should, and in unsafe ways. Hopefully, we're going to be able to engineer out that risky behavior."

In this article

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(https://visionzeronetwork.org/)

AUGUST 28, 2018 (HTTPS://VISIONZERONETWORK.ORG/PIONEERING-STUDY-AFF
| BY VERONICA VANTERPOOL
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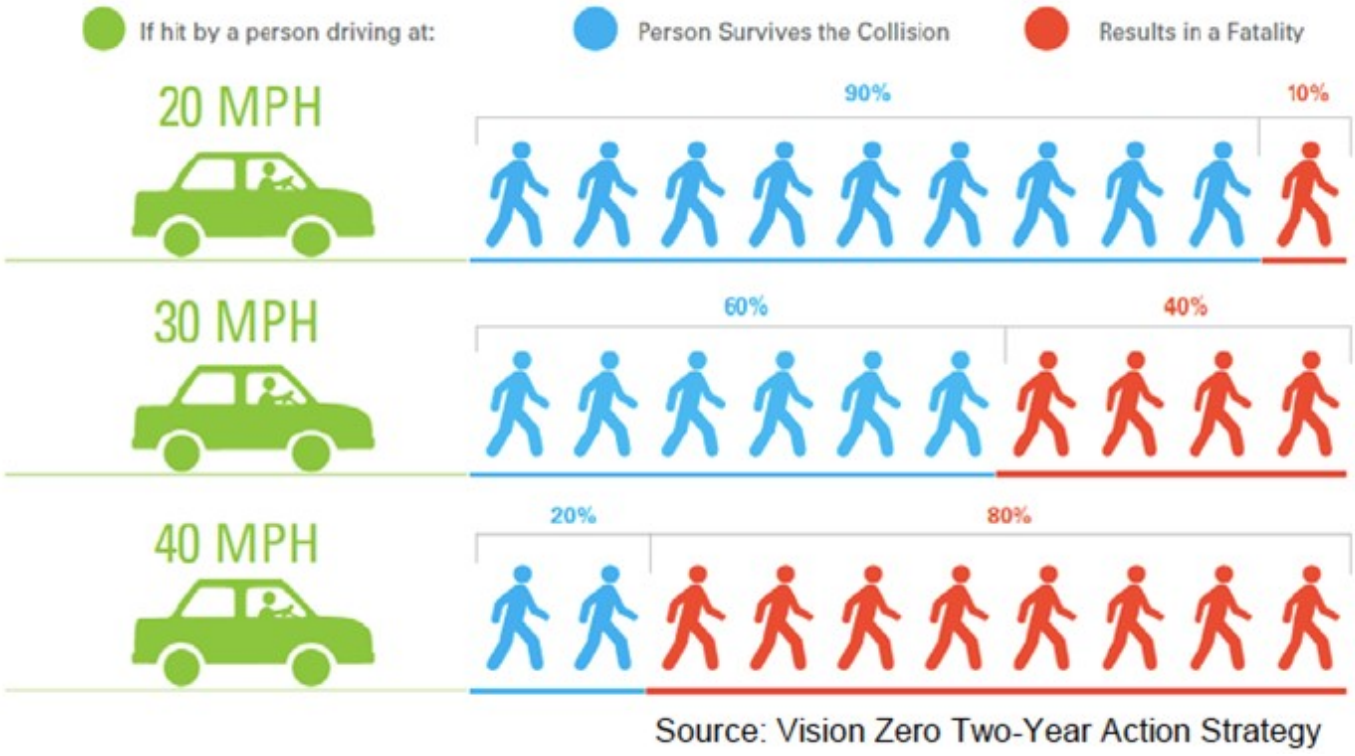
Pioneering Study Affirms Vision Zero Focus on Speed Management



New data released by the Insurance Institute for Highway Safety (http://www.iihs.org/iihs) (IIHS) affirms a key Vision Zero principle: lower speed limits increase road safety. Analyzing data following the City of Boston's January 2017 drop in speed limit from 30 mph to 25 mph, IIHS concluded that lower speed limits do, in fact, reduce the speed at which people travel and "improve safety for all road users." The study (http://www.iihs.org/iihs/news/desktopnews/city-drivers-slow-down-for-lower-speed-limit-in-boston)is believed to be the first U.S. study to measure the impact of a lower speed limit on traveling speeds in urban areas.

This analysis supports Vision Zero's emphasis on speed management as one of the most important tools to save lives and reduce serious injuries on our roadways. It also provides community, public, agency and legislative stakeholders with further evidence in support of lower speed limits for their municipalities.

The study showed that in lowering its speed limits, Boston saw the greatest decline — a 29.3% reduction — in the odds of speeding for vehicles traveling faster than 35 mph. This is notable because it is at these higher speeds that crashes are most dangerous, especially for those walking. The faster a car is moving, the less time the driver has to see a pedestrian and slow down or stop and the higher the injury risk for the pedestrian.

Speed Key Factor in Fatal Crashes

Nationally, speed was recorded as a factor in 27% of fatal crashes resulting in 10,111 crash deaths in 2016, according to the study. Research has shown that the likelihood of pedestrians or bicyclists surviving impact with a vehicle increases significantly with each 5 mph decrease in the speed limit. Further highlighting the importance of lower travel speeds, researcher Eric Dumbaugh notes in a recent Vision Zero Network webinar on Safe Systems (https://visionzeronetwork.org/webinar-recap-safe-systems-what-does-it-mean-for-vision-zero/) that 18mph is the human tolerance of crash impacts.

Researchers concluded in Boston that a speed limit of 25 mph led to the greatest reduction in vehicles exceeding 35 mph. This has profound and positive implications for improved safety on Boston's streets.

Setting lower speeds is one of the most underused strategies in the Vision Zero toolkit, yet an effective one. Just a 5mph reduction reduces the severity and fatality of traffic crashes and saves lives. This evidence underlies Vision Zero Network's advocacy for policies and engineering changes that slow down vehicles. It also is the crux of IIHS's conclusions:

- Lower speed limits are an effective countermeasure to improve road safety.
- The practice of setting speed limits based on the traditional 85th percentile standard can be a hurdle to improving safety.
- State/local practices should allow other factors to be considered when setting speeds, including use of the roadway by people walking and biking, and crash statistics.
- State laws should be updated to give municipalities flexibility in setting speeds without laborious, costly studies.

IIHS' findings also bolster the Vision Zero Network's — and many other groups' — including the National Transportation Safety Board — urge for the U.S. Department of Transportation's Federal Highway Administration (FHWA) to modernize the outdated 85% speed-setting standard, which has unintended consequences of higher, more dangerous speeds.

"Using only the 85th percentile speed to set speed limits on roads often ignores the design and function of the roadway," says IIHS President David Harkey. "Crash statistics, road use by pedestrians and bicyclists, presence of driveways and intersections, and curvature of the road are all factors to consider when setting speed limits. Our new study shows that safety benefits can be gained when speed limits take into account all road users in an urban environment."

The Vision Zero Network couldn't agree more. We encourage more cities to follow the lead of Boston (and other Vision Zero cities, including, most recently, NYC, Seattle, and Portland) in lowering speed limits for the sake of safety.

We call on the FHWA and other influential national transportation entities, including the American Association of State Highway and Transportation Officials (AASHTO) and the National Committee on Uniform Traffic Control Devices (NCUTCD), to follow the recommendation issued by the National Transportation Safety Board in its speed study (https://www.ntsb.gov/safety/safety-studies/Documents/SS1701.pdf) last year to evolve beyond the limiting 85% speed setting standard to one that takes a Safe Systems approach.

Read the full IIHS study here (http://www.iihs.org/iihs/news/desktopnews/city-drivers-slow-down-for-lower-speed-limit-in-boston). The Vision Zero Network thanks IIHS and the City of Boston for this important work to prioritize Safety over Speed.

PREVIOUS STORY

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(https://visionzeronetwork.org/webinar-recap-safe-systems-what-does-it-mean-for-vision-zero/)

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The Vision Zero Network is a collaborative campaign aimed at building the momentum and advancing this game-changing shift toward safe, healthy, equitable mobility for all. The Network brings together local leaders in health, traffic engineering, police enforcement, policy and advocacy to develop and share strategies, policies and practices that make Vision Zero a reality.

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