

Minneapolis

VISION ZERO

ANNUAL REPORT 2022



March 2022



INTRODUCTION

Vision Zero is the City's initiative to eliminate traffic deaths and severe injuries on our streets. The City's first Vision Zero Action Plan was adopted in December 2019 and outlines key steps to make progress toward that goal from 2020-2022. Vision Zero is a collaboration of 11 City departments and includes essential partnership with community members and external agencies. Additional information on Vision Zero is available at: minneapolismn.gov/visionzero. This report highlights recent work on Vision Zero and provides traffic safety benchmark statistics through 2021. The [2021 annual report is available here](#).

RISE IN RECKLESS DRIVING CONTRIBUTES TO BIG SAFETY IMPACTS IN 2021

24 people tragically died in traffic crashes on streets in Minneapolis in 2021. This was the highest number of traffic deaths in Minneapolis since 2007 and more than double the average number over the last decade. This unfortunately mirrors a similar trend around the state and country. This death toll on our streets is devastating and unacceptable.

The increase in traffic deaths is hitting neighborhoods with lower incomes the hardest. 65% of fatal crashes were in Areas of Concentrated Poverty where a majority of residents are people of color (ACP50s) while those areas have 28% of the population and 24% of streets. North Minneapolis (11 fatal crashes) and the Phillips neighborhood (4 fatal crashes) were especially impacted in 2021.

A rise in very reckless driving is contributing to the increased traffic deaths. In 2021, about 80% of fatal crashes included very reckless driving--a huge increase from 2019 when about 30% of fatal crashes included very reckless driving. ¹

We are considering actions we can take to address the rise in reckless driving in an effective and equitable way. This a complex challenge with a lot of factors and no easy solution, but we need to address it to reach Vision Zero.

¹ We define very reckless driving as a fatal hit and run crash or combining two of the most unsafe activities (high speeding, running a red light or stop sign, driving under the influence, driving off the road, and distracted driving).

We remember the names of people
who died walking, biking and driving in
Minneapolis in 2021



**ONE LIFE LOST
ON OUR
STREETS IS
ONE
TOO
MANY**

Craig
Desi
Larry
Daviegh
Douglas
Nichole
Stephan
Kevin
Asia
Dychaun
Leneal
Sean
Stacy
Sadia
Kelly
Autumn
Rosie
Jonneekwa
Thomas
Demonte
Ronny
Shawndale
Debra

**VISION
ZERO**

SAFE STREETS FOR MINNEAPOLIS



Includes non-intentional traffic deaths except on freeways

PROGRESS ON ACTIONS IN VISION ZERO ACTION PLAN

There are 16 strategies and 72 actions in the 2020-2022 Vision Zero Action Plan. Summary of the status of these actions as of February 2022:



Complete



Ongoing
and On Track



Future



In Progress



Ongoing
and Needs
Work



Paused

Highlights from the progress on the Vision Zero Action Plan are detailed in the remainder of the report. The completed actions relate to lowering speed limits, developing the City's [Street Design Guide](#), evaluating automated traffic enforcement systems, having access to an up-to-date crash database, finishing the Vision Zero brand and related communications, and evaluating ways we can potentially use hospital data for Vision Zero.

The paused actions and reasons for the pause include:

- Safe Streets action 1.4 on partnering with MnDOT on speed limit changes on County and MnDOT streets; MnDOT is resistant to lowering speed limits and wants to wait for our speed limit evaluation and/or changes in speed limit setting guidance in the federal Manual on Uniform Traffic Control Devices for Streets and Highways;
- Safe People actions 1.1, 1.2, and 1.4 related to different aspects of drivers' education; these have been paused due to capacity constraints in light of other priorities;
- Safe People action 1.5 related to education for ride hailing drivers and Safety Data action 1.6 on transportation network company crash data; state preemption limits the City's ability to do this; considering a different approach in future;
- Safe People action 4.6 on evaluating recreation of the traffic enforcement and crash reduction unit, which was paused pending broader conversations around public safety; and
- Safety Data action 1.1 for developing a publicly available traffic crash database, which is unlikely in the near future because of current policies and procedures of the Minnesota Department of Public Safety, which currently manages crash data.

MAKING STREET SAFETY IMPROVEMENTS

Vision Zero Action Plan Safe Streets strategies 2, 3, and 5



Lyndale Avenue North before with 4 traffic lanes



Lyndale Avenue North after 4-to-3 lane safety conversion

ADDRESSING 4-LANE STREETS

Significant progress was made to convert unsafe 4-lane streets to safer configurations, such as 4-to-3 lane conversions. Research shows such conversions typically reduce injury crashes 19-47%. Highlights include:



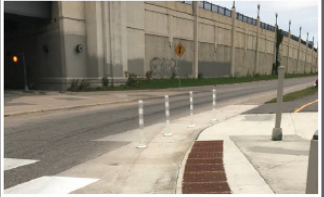

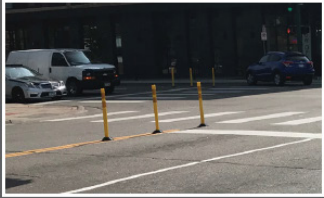
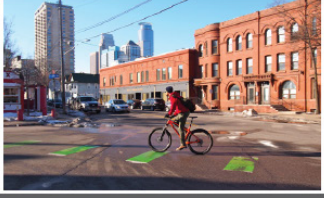


- Lyndale Avenue North: Public Works installed a 4-to-3 lane safety conversion on Lyndale Avenue North from Plymouth Ave to 21st Avenue North in 2021.
- Lyndale Avenue South: Hennepin County committed to install a pilot 4-to-3 lane safety conversion between 31st Street and Franklin Avenue in 2022. Public Works is coordinating with the County to support a successful pilot.
- Lake Street: Hennepin County, Metro Transit, and Minneapolis Public Works are recommending a 4-to-3 lane safety conversion along with a bus-only lane for most of the 4-lane portion of Lake Street between Dupont Avenue and the Mississippi River. This design would be implemented in 2023 in coordination with the B Line Bus Rapid Transit project.
- Hennepin Avenue South: Public Works has recommended a conversion to generally one thru lane in each direction with left-turn lanes where appropriate and bus-only lanes between Hennepin Avenue and Franklin Avenue. This would be implemented as part of the street reconstruction project planned for 2024.
- Lowry Avenue Northeast: Hennepin County has recommended a 4-to-3 lane conversion from Central Avenue to Marshall Street. Public Works is coordinating with the County on the design. This would be implemented as part of the street reconstruction project planned for 2024.
- 4-lane street safety study: Public Works will be finishing a study of all 4-lane undivided streets in the city in 2022. This study will help setup for additional safety conversions on these streets.

QUICK-BUILD SAFETY IMPROVEMENTS

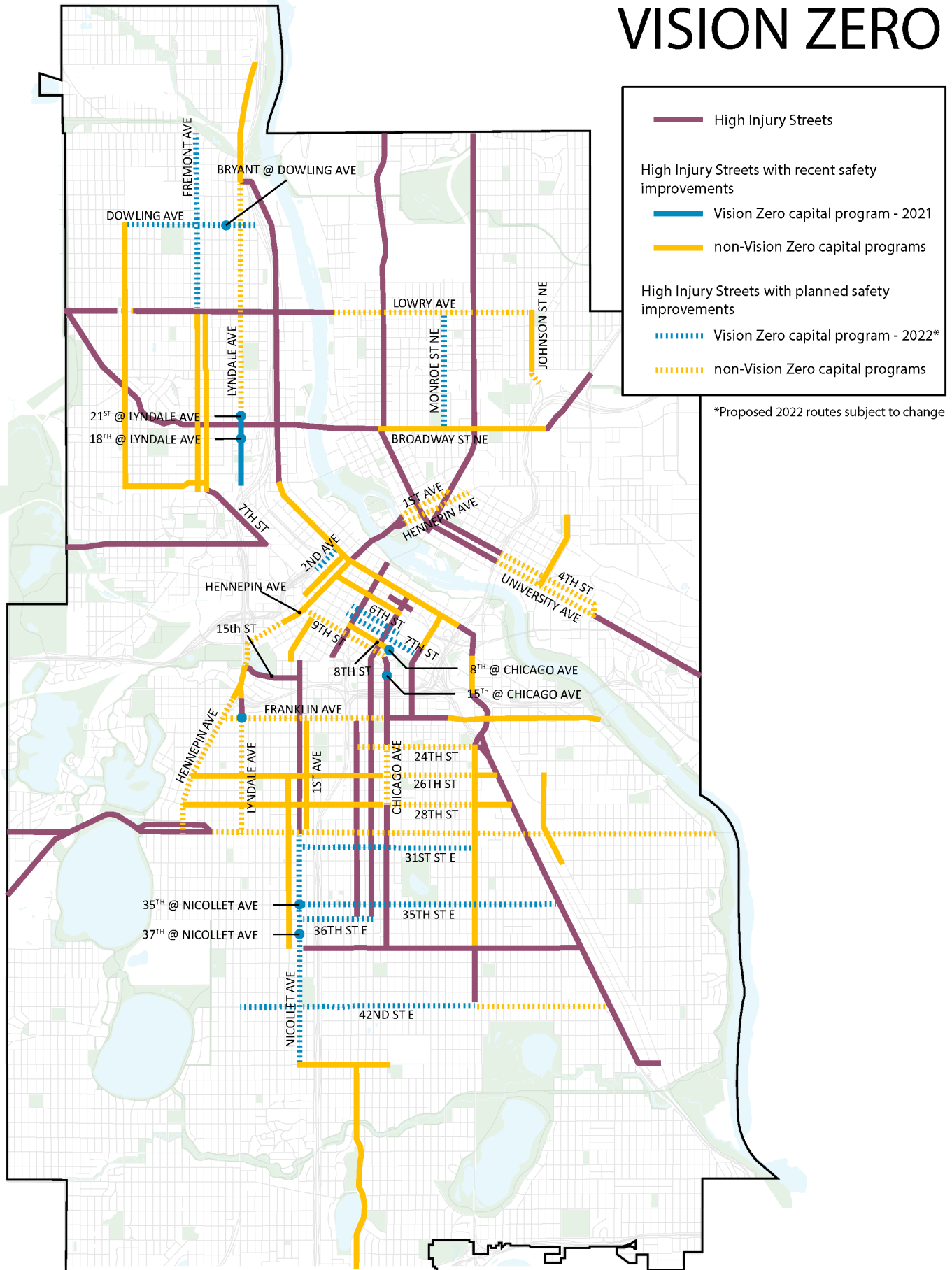
Public Works will be installing quick-build safety improvements at more than 150 intersections along High Injury Streets in 2022 with funding from the Vision Zero capital program. Improvements were installed at 7 intersections in 2021, but plans for installations at more than 50 other intersections were delayed to 2022 due to supply chain challenges. Corridors with quick-build safety improvements in 2021 or planned for 2022 include (see map next page for more details):

- Dowling Ave N
- Fremont Ave N
- Lyndale Ave N
- Monroe St NE
- 2nd Ave N
- 6th St S
- 7th St S
- Chicago Ave S
- Nicollet Ave S
- 31st St E
- 35th St E
- 36th St E
- 42nd St E

EXAMPLES OF QUICK-BUILD SAFETY IMPROVEMENTS

<p>Delineator Bumpouts</p>  <p>Bumpouts visually and physically narrow the roadway, creating safer and shorter crossings for pedestrians.</p>	<p>Hi-Visibility Crosswalk</p>  <p>Often called zebra markings, these are more visible to approaching vehicles and have been shown to improve yielding behavior.</p>	<p>Slow Turn Wedge</p>  <p>Slow turn wedges create a buffer between pedestrians and traffic while helping vehicles follow the proper turning path.</p>	<p>Delineator Medians</p>  <p>Medians divide opposing travel lanes and provide protection to pedestrians and/or bicyclists crossing the roadway.</p>
<p>Hardened Centerlines</p>  <p>Hardened centerlines help slow turning speeds, keep drivers from cutting the corner when making left hand turns, and increase sight lines of pedestrians in the crosswalk.</p>	<p>Bike Conflict Zone Striping</p>  <p>Differentiated with green paint, these crossings reinforce that through bicyclists have priority over turning vehicles and guide them through the intersection.</p>	<p>Rapid Flashing Beacon</p>  <p>Rapid flashing beacons are user-actuated flashing lights that supplement warning signs at unsignalized intersections or mid-block crossings.</p>	<p>Retroreflective Backplate</p>  <p>Retroreflective backplates added to a traffic signal improves the visibility of the signal in both daytime and nighttime conditions.</p>

VISION ZERO



BUILDING SAFETY INTO STREET PROJECTS

Capital improvements were completed along five High Injury Streets in 2021 through independent street projects—each with significant safety improvements. Johnson Street Northeast was reconstructed with a shared use path, several medians, and other intersection safety improvements. Another section of Hennepin Avenue in downtown was completed with significant safety improvements. 4th Street in downtown was reconstructed with a protected bikeway and intersection safety improvements. The Whittier-Lyndale bikeway made significant safety improvements along the High Injury Streets of 1st Avenue S and Blaisdell Avenue. Hennepin County also completed a bikeway connection on Portland Avenue S along with other safety improvements. Additionally, Plymouth Avenue N west of Penn Ave and Grand Avenue S south of Lake St were reconstructed with many safety best practices.

Major safety improvements are planned for several upcoming capital projects as well, including the High Injury Streets of Lyndale Avenue N, Lowry Avenue NE, Hennepin Avenue/1st Avenue NE, Hennepin Avenue in Uptown, Franklin Avenue, Lyndale Avenue S, 24th Street, 26th Street, 28th Street, and Lake Street.



Plymouth Avenue North reconstruction



Whittier-Lyndale Bikeway project



Johnson Street Northeast reconstruction

EXPANDING USE OF LEADING PEDESTRIAN INTERVALS

Leading pedestrian intervals (LPIs) are a proven pedestrian safety measure where pedestrians are given a short head start for the walk signal ahead of a green light for motorized vehicles. The City has approximately 15 intersections currently installed with LPI, including three that were added in 2021. Beginning in spring 2022, Public Works will begin implementing LPI more widely with the goal of installing at all appropriate signals over the next 2-3 years in collaboration with other Vision Zero strategies.



Leading Pedestrian Interval at 8th Street South and Chicago Avenue

UPDATING THE NEIGHBORHOOD TRAFFIC CALMING PROCESS

Vision Zero Action Plan Safe Streets strategy 4



Public Works released a draft process for [neighborhood traffic calming](#) in 2021. Staff are reviewing the public feedback on the draft and plan to finalize the process in the first part of 2022. The proposed process seeks to provide a process that leads to safety improvements on neighborhood streets and 1) better considers the overall network, 2) is data-driven and transparent, and 3) is more equitable.

Public Works installed traffic calming measures on several neighborhood streets in East Phillips in 2021 with support from City's phase 1 of the American Rescue Plan Act (ARPA). Additional neighborhood traffic calming in ACP50s is planned for 2022 with remaining ARPA phase 1 funding.

ADVANCING SPEED SAFETY CAMERA LEGISLATIVE CONVERSATIONS

Vision Zero Action Plan Safe People strategy 4

Traffic safety cameras, also known as automated traffic enforcement, were added to the City's priority legislative agenda for 2022. The City worked with stakeholders to develop a bill for a pilot speed safety camera program near schools and in highway work zones. Intergovernmental Relations staff will be advancing the bill during the 2022 session. The bill language includes best practices for creating a fair, equitable, and effective system. Once legislation authorizing a pilot program is adopted (in 2022 or in a future year), the City will have a robust engagement process and work out the many details necessary to create a successful local pilot program.

ANALYZING TRAFFIC ENFORCEMENT ALTERNATIVES

Vision Zero Action Plan Safe People strategy 4

In April 2021, the City Council passed a [staff direction](#) for the City Coordinator's Office of Performance and Innovation (OPI) "to design and develop recommendations for the creation of an unarmed Traffic Safety Division to be housed in a department outside of the Police Department." OPI used an inclusive design process for this work and collaborated with staff from 311, 911, Public Works, Regulatory Services, City Attorney's Office, and Police.

State law requires that licensed peace officers enforce moving violations. OPI focused their research on understanding the current traffic enforcement landscape and analyzing available data. OPI presented an [initial report on findings](#) related to enforcement of non-moving violations in November to the Public Health & Safety Committee. Their findings identified racial disparities in enforcement and clear opportunities for unarmed responses. The work was paused after the 2021 City election pending additional clarity on direction, capacity, and prioritization.

PARTNERING WITH THE UNIVERSITY OF MINNESOTA ON PEDESTRIAN SAFETY

Vision Zero Action Plan Safe Streets strategy 9

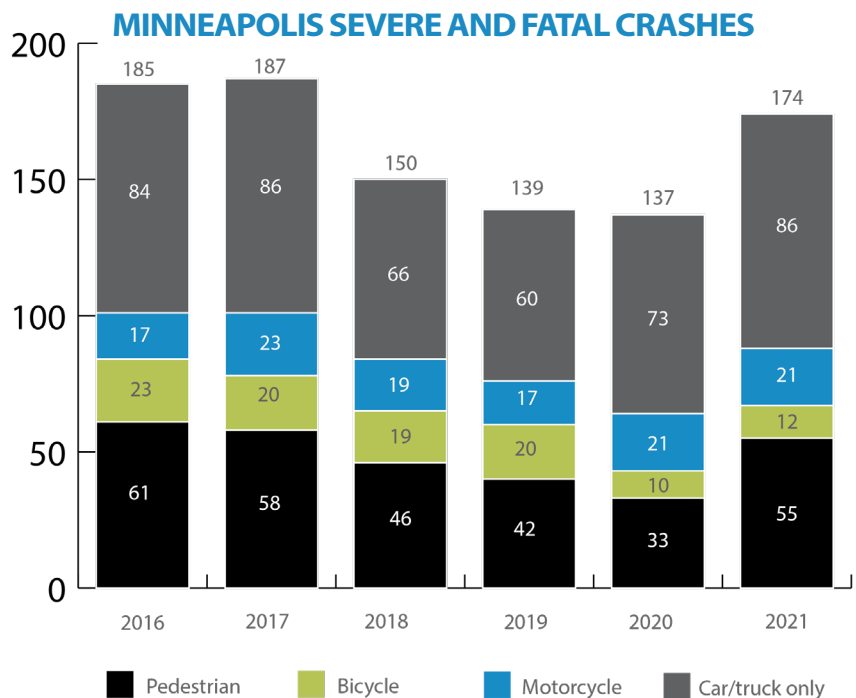
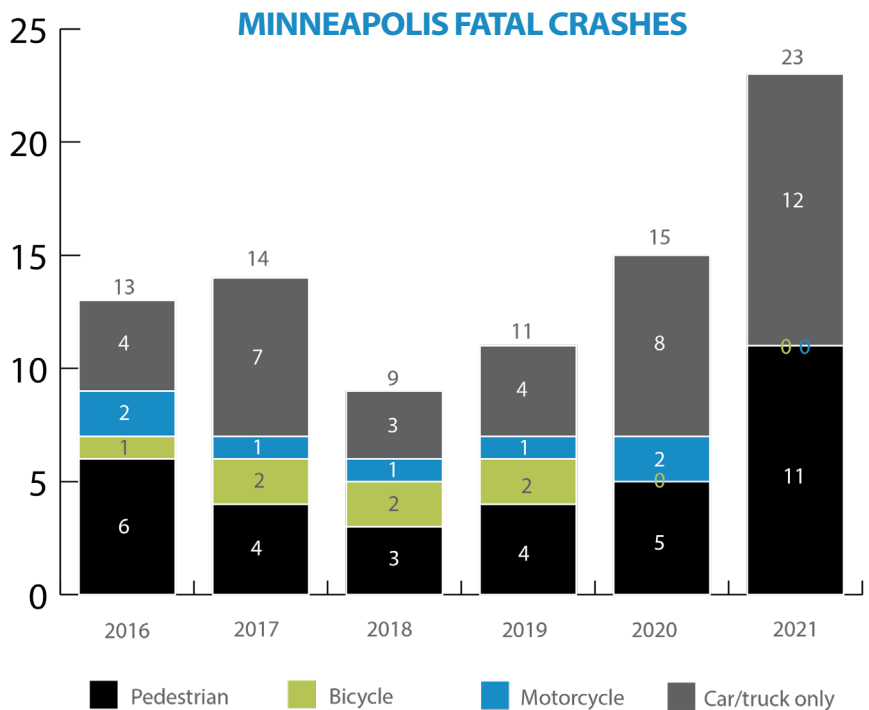
Public Works worked the University of Minnesota's HumanFIRST Laboratory for [a study](#) focused on improving pedestrian safety and access. The study looked at driving yield rates for crossing pedestrians at signalized and unsignalized intersections in Minneapolis and St. Paul. Through the study period in 2021, various treatments were added in different stages to understand their relative impact. Treatments included marked crosswalks, quick-build bump outs and medians, leading pedestrian intervals, "stop for pedestrians in crosswalks" signs, and signage displaying the percentage of drivers stopping for pedestrians in Minneapolis each week. Each treatment site had some/all of the treatments installed, and researchers observed driver behavior along with comparison non-treatment locations. Stopping rates for pedestrians in Minneapolis increased from 18% baseline average at study sites to a high of 48% near the end of the project. While progress was made, driving stopping rates remain low and more work is needed to support pedestrian safety access. The full report will be available in 2022 and will help Public Works evaluate and prioritize additional pedestrian safety improvements.

KEY SAFETY STATISTICS THROUGH 2020

Vision Zero Action Plan Safety Data strategies 1 and 2

MINNEAPOLIS SEVERE INJURY AND FATAL CRASHES

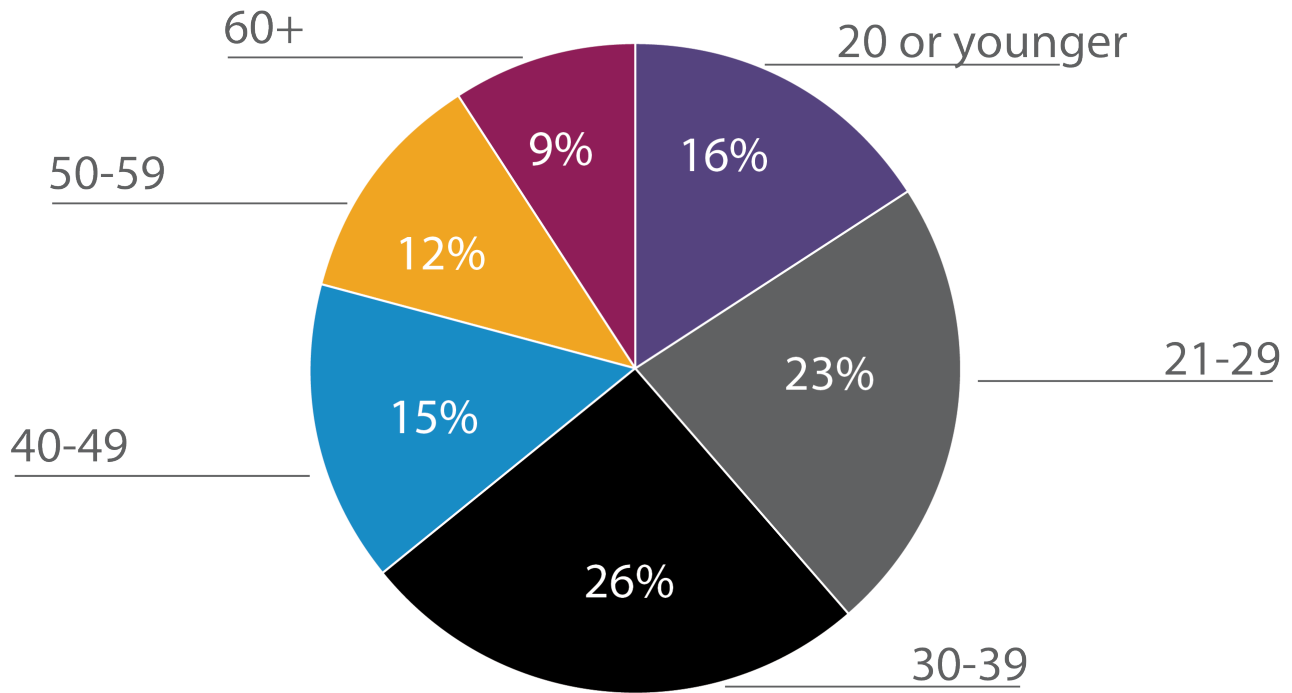
There were 23 fatal crashes and 151 severe injury crashes in 2021 on streets in Minneapolis (figures are preliminary and subject to change). This is the most fatal crashes since 2007 and more than double the average number of fatal crashes from 2011 to 2019. The jump in fatal crashes came despite total reported crashes being at the lowest level in generations—43% lower than the average of 2011-2019 and lower than 2020—despite traffic volumes returning to closer to pre-pandemic levels.



Source: MnDOT MnCMAT 2022. Excludes freeway, intentional, and medical emergency crashes. Fatal crashes were corrected based on MPD and Hennepin County Medical Examiner data.

AGE OF DRIVER OR PERSON WALKING/BIKING IN 2021 SEVERE INJURY OR FATAL CRASHES

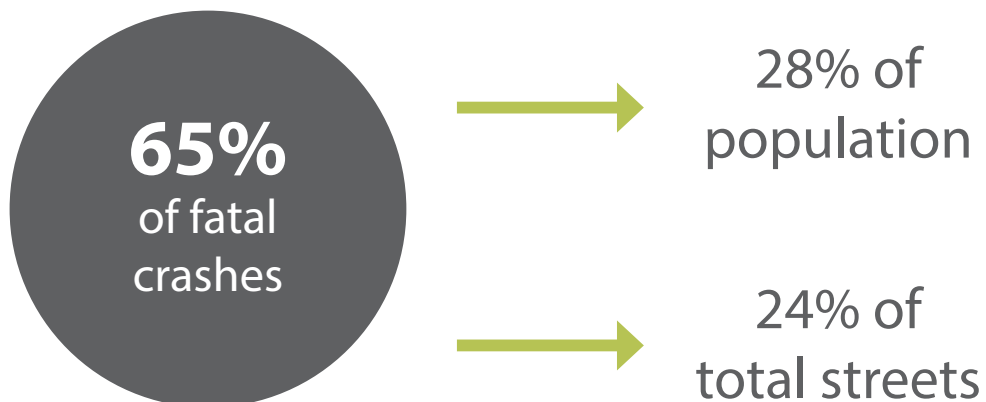
The age breakdown of people involved (both victims and other drivers) in severe and fatal crashes in 2021 is similar to previous years.



Source: MnDOT MnCMAT 2022. Excludes freeway and intentional crashes.

CRASHES DISPROPORTIONATELY IMPACT AREAS OF CONCENTRATED POVERTY WHERE A MAJORITY OF RESIDENTS ARE PEOPLE OF COLOR

The disproportionate impact of traffic crashes was again exacerbated in 2021. 15 of 23 fatal crashes in 2021 were in ACP50s.



Source: 2021 fatal crashes from MPD data. Population based on 2013-2017 American Community Survey.

VISION ZERO PERFORMANCE METRICS

Below is an update on the ten performance metrics in the Vision Zero Action Plan.

1. Change in total combined number of traffic deaths and severe injuries, including breakdown by mode, age, race, and whether it was in an ACP50 area.

The total number of traffic deaths and severe injuries on streets in Minneapolis was 174 in 2021, up 5% percent from the average of 2016-2019. There were 23 fatal crashes in 2020, which is 96% higher than the average of 2016-2019. Increases in very reckless driving are a key factor in this troubling increase.

2. Percentage change in drivers exceeding 30 miles per hour and median traffic speeds on select streets.

This will be analyzed in 2022.

3. Percentage of High Injury Streets with new traffic safety treatments.

Significant safety improvements were installed on about 3% of High Injury Streets in 2021. This is similar to 2020. It will be greatly accelerated with the Vision Zero program in 2021 and 2022.

4. Miles of four-lane undivided High Injury Streets converted to safer configurations.

0.6 miles of Lyndale Avenue North were converted in 2021. 1.5 miles were converted in 2020. Additional conversions are planned for 2022.

5. Number of total intersections with new traffic safety treatments, listed separately by those with design changes and those with traffic signal-related changes.

40 High Injury Street intersections in 2021. It was 35 intersections in 2020.

6. Percentage of new street safety treatments in ACP50 areas.

60% of Vision Zero program intersections in 2021. It was 50% in 2020.

7. Number of residents reached by Vision Zero engagement work, including breakdown of those reached by City staff-led engagement and engagement led by community- and culturally-based organizations.

There was not intensive engagement for the Vision Zero capital program corridors in 2021 given the nature of improvements and building off of previous engagement efforts. There was significant engagement around Phillips Neighborhood safety improvements, including about half down in partnership with local community based organizations.

8. Percentage change in traffic stops that are of people of color.

65% of people pulled over for traffic-related stops in 2021 were people of color (of people with known race) compared with 63.7% from Nov. 1, 2016 to 2019 and 71.8% in 2020. About 40% of Minneapolis residents are people color. 50.8% of people pulled over for traffic-related stops in 2021 were Black or East African compared with 51.3% from Nov. 1, 2016 to 2019 and 60.7% in 2020. About 19% of Minneapolis residents are Black or East African.

9. Percentage of traffic stops focused on the top five unsafe behaviors on Minneapolis streets.

This information is not yet available, but we hope to have for 2023 report.

10. Percentage of Minneapolis public schools conducting traffic safety education programs for students.

The COVID pandemic put work in this area on hold, but we hope to have for 2023 report.