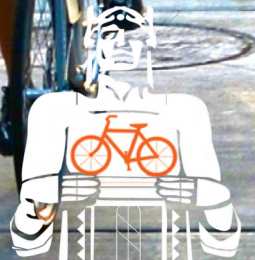


An Active Transportation Vision For Cleveland



BIKE CLEVELAND

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Introduction

Historically, transportation policies and budgets have prioritized the mobility and convenience of motor vehicle drivers over the safety of vulnerable road users, such as pedestrians and cyclists. However, safe, accessible, and equitable public transit, pedestrian, and cycling infrastructure is key to ensuring that all people—not only those who can afford to own and operate an automobile—can get where they need to go, frequently and reliably. Safe and inviting multi-modal facilities are a civil right.

Currently, ensuring the physical mobility for everyone is not an explicit priority of the city of Cleveland. The city does not have a transportation plan that defines strategies, goals, and outcomes to ensure physical mobility for all. Without improved government-driven policy that addresses personal mobility, Cleveland will continue to fall behind, and worse, perpetuate citizens' risk of injury and fatality through its transportation system.

This document addresses that deficiency. It embraces the roots of former Cleveland City Planning Commission Director Norman Krumholz, who, in the 1970s, introduced Cleveland and, ultimately the country, to the concept of equity planning. His mantra—“more choices for those who have few”—is as fitting today as it was then.

Developed by Cleveland residents and produced by Bike Cleveland, this vision offers a concise plan of action that elected officials can adopt to improve personal mobility generally and active transportation—biking, walking, and public transit—specifically. It is a blueprint to transform Cleveland into a less car-dependent, healthier and more equitable city.

This vision is organized around five core values: connectivity, health, access, safety, and equity. All recommendations are achievable, most within one year.

This vision is supported by:

Cleveland Neighborhood Progress

Clevelanders For Public Transit

Greater Ohio Policy Center

Policy Matters

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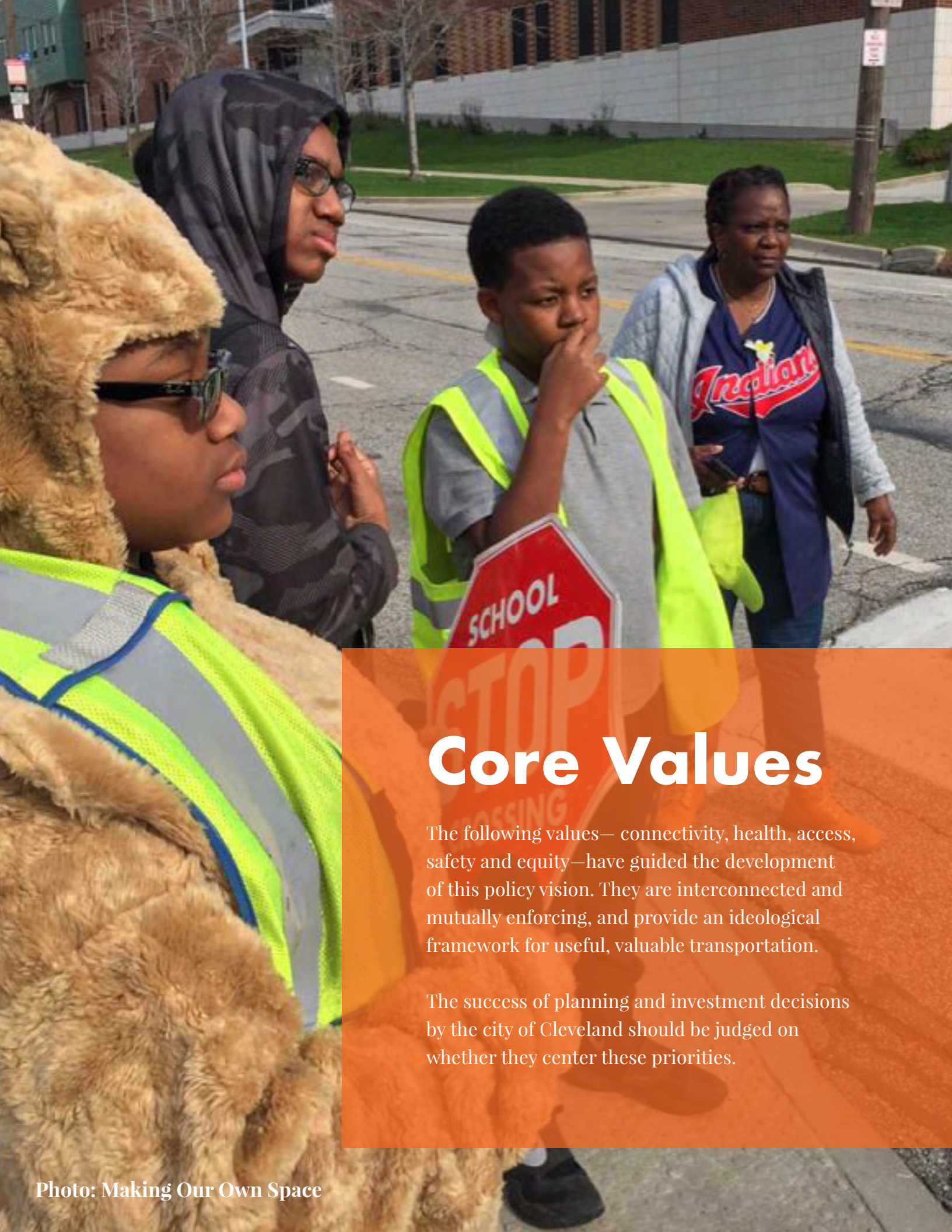


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Core Values

The following values— connectivity, health, access, safety and equity—have guided the development of this policy vision. They are interconnected and mutually enforcing, and provide an ideological framework for useful, valuable transportation.

The success of planning and investment decisions by the city of Cleveland should be judged on whether they center these priorities.

Connectivity

Active transportation infrastructure, including bike facilities and public transit routes, should connect Clevelanders to where they live, work, and play. According to the Brookings Institution, 98.5 percent of jobs in Cleveland are “served” by transit. However, only 44.3 percent of the working-age population can reach an average job within a 90-minute transit ride.

Connectivity must take into account the lived experience of end users. A three-seat, 90-minute transit ride might score as accessible in a study’s parameters, but unreliable, infrequent transit may practically make that a much longer journey. Such conditions fall short of this platform’s core value of connectivity.

Additionally, pedestrians and bicyclists can suffer fatal effects of a transportation system that does not account for their needs.

All road users— including motorists, bicyclists and pedestrians—must act responsibly and follow the rules of the road for their own and others’ safety. It lies with local government, however, to lead in ensuring that roads are safely designed and accommodate all users.

Safe, connected facilities such as bike lanes, protected bike lanes and trails for people on bikes and sidewalks for pedestrians in communities encourage more people to walk and bike, but unfortunately many residents do not have access to these facilities. They cannot reasonably choose to walk or bike. This is especially burdensome for the sizable percentage of Clevelanders—25 percent—who do not own a car.

This lack of access and choice leads to poor community health, poor air quality, and residents who are not as well connected with their community as they deserve to be.



Health

Clevelanders deserve to live in neighborhoods where they can be active and where there is clean air to breathe. Despite being home to world-class healthcare institutions, Cleveland struggles with major public health issues, many of which are directly connected to transportation choices.

Cleveland is regularly in non-attainment for the two air pollutants tied most closely to transportation—ground-level ozone and fine particulate matter. Asthma rates in greater Cleveland far exceed the national average (11 percent of adults suffer from asthma). The burden is highest for poor and minority children. All told, air pollution from transportation accounts for nearly 400 deaths per year in greater Cleveland.

Sixty-five percent of Cleveland residents are overweight or obese, 12 percent have diabetes, and 30 percent have high blood pressure; 22.7 percent report that they do not regularly engage in physical activity. Regular exercise can reduce the incidence of chronic disease. Neighborhoods that are safe and attractive for walking naturally foster healthy behavior.

Access

Cleveland's transportation system should foster mobility and independence regardless of age, ability, socioeconomic status, or geography. Since approximately one-third of the population is unable to drive (because of age, disability, economic limitations, or license restrictions), it is critical that bicycling, walking, and public transit in Cleveland are safe and accessible.

Many administrations and officials nationwide perpetuate a false dichotomy of “choice” and “captive” riders, which implies that the goal of transit is to attract those who would otherwise drive in order to boost ridership revenue. While it is essential to shift the modeshare in our region from driving to trips on foot, by bike, and on transit for myriad health and safety goals, it is critical to remember that even the most conventionally disadvantaged Clevelanders possess the agency of choice.

Rather than further marginalizing residents of our city by cutting transit service and neglecting our streets, we should be working to expand everyone's access to strong, safe, and reliable transportation options.

Data-driven decision-making has grounded equitable transit planning most prominently in New York, under Janette Sadik-Khan's tenure as director of NYCDOT. Other cities, including Sacramento, Nashville, Columbus, and Chicago, have embraced metrics, best-practices research, and iterative project planning to expand access to complete and green streets and strong, safe, and reliable transit.

Any discussion of physical accessibility necessitates a discussion of how infrastructure decisions are made and prioritized—or, access to public information. It is incumbent on Cleveland to be transparent with its data so that citizens can be informed and active in neighborhood planning and decision-making.

We are requesting a reform of the public records request process, which is unclear and ambiguous, and a commitment to regularly providing project data files.

The report *Lifting the Veil on Bicycle and Pedestrian Spending*, produced by the Alliance For Biking and Walking and the League of American Bicyclists, provides a number of best-practice guidelines for open data for active transportation planning.



Safety

People should be able to move safely around Cleveland without fear of injury or death, regardless of their chosen travel mode.

According to the 2016 League of American Bicyclists Benchmarking report, from 2005–2013 there were 148 crashes in Ohio that resulted in the fatality of a person on a bike. This represents 1 percent of all traffic fatalities, while biking only represents 0.3 percent of commuters statewide. Likewise, from 2005–2013 there were 878 pedestrians killed statewide, which represents 9 percent of all traffic fatalities.

Locally, 2 percent of all Cleveland traffic fatalities involved a bicyclist and 18 percent involved a pedestrian, while these two modes of transportation combined only account for 5.1 percent of the travel mode.

For African-American and Hispanic residents, the odds are worse. According to the League of American Bicyclists' *Pedaling Toward Equity* report, African-Americans and Hispanic/Latinos are 30 percent and 23 percent more likely, respectively, than white people to be killed while riding a bicycle despite representing only 10 percent and 8 percent of all riders. This is inequitable.

When given a choice, people typically choose to live, shop, and spend time on streets that are safe for walking and biking. Safety enhancements that target pedestrians and bicyclists not only reduce the risk of vulnerable road users being struck by motor vehicles, but also result in positive externalities that benefit even those who do not choose to walk or bicycle.

Safe streets raise property values, encourage economic growth, and promote environmentally sustainable transportation. Conversely, unsafe streets form barriers between communities, limiting mobility and access and depressing property values.

Equity

Cleveland's transportation system should be a strategic tool to overcome structural inequalities within the city. Research indicates that physical mobility—an individual's ability to move around freely and easily—is the single most important factor influencing social mobility. In this light, transportation is not just a minor issue of convenience; it shapes the opportunities available to each person in Cleveland.

Ultimately, transportation is a fundamental civil rights issue, and Cleveland should incorporate equity more fully into current transportation policies and planning. Implementing transportation policies centered on people, not cars, will overcome some of the structural challenges that perpetuate disparity in our city. It will also reflect our city's roots as planning for many, not few.

Disadvantaged groups, including people of color, women, the elderly, and people with limited mobility are far more likely to rely on active transportation as well as suffer from transportation-related injuries and fatalities.

According to the Federal Highway Administration's Transportation & Housing Costs report, transportation is the second largest expense for American households after housing nationally. However, in Cleveland the average household spends 21 percent of their income (\$10,280) on transportation and 20 percent of their income (\$9,790) on housing.

Many households struggle to afford the significant cost of transportation, especially the cost of owning and maintaining a car. This means alternative modes of transportation, including public transit, walking, and biking are necessary choices to get to work, the grocery store, school, and doctor's appointments.



Where Active Transportation In Cleveland Is Today

Why Active Transportation?

Transportation is a fundamental right. In Cleveland, according to 2011–2015 American Community Survey data, a quarter of households lack access to a vehicle.

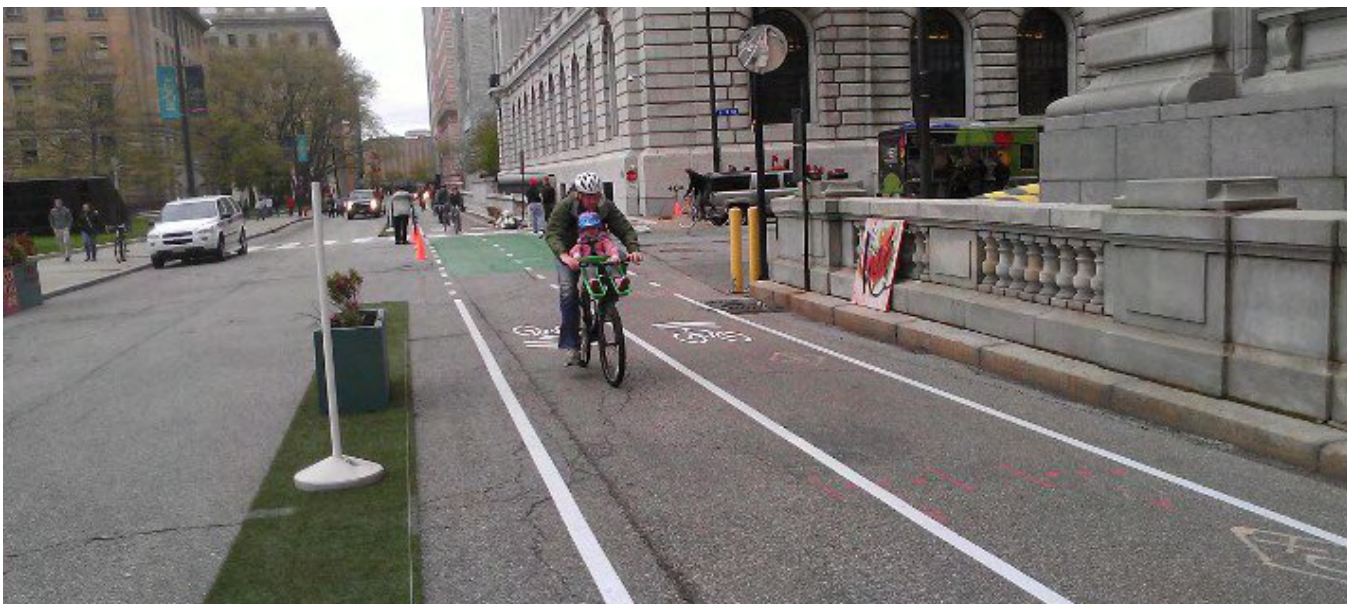
These households are disproportionately located in the poorest areas of the city, and often rely on walking, bicycling, and public transit to connect to employment, services, and retail.

If residents are given the option to use active transportation, Cleveland will see improvements in community health, air quality, and social cohesion among its residents.

Current Use

The most recent American Community Survey data indicate a 238 percent increase in the number of people in Cleveland commuting to work by bicycle from 2000–2014. While this increase is commendable, it only represents 0.5 percent of Cleveland residents commuting to work.

Cleveland has lagged behind comparable cities such as Pittsburgh (1.7 percent) and Minneapolis (5 percent) in the percentage of people who bike to work. In 2016, Cleveland ranked a lowly 41st out of 50 cities in an analysis of bicycle-friendliness conducted by *Bicycling* magazine. In 2015, 5.4 percent of Cleveland residents walked to work and 10.8 percent took transit, compared to 11.8 percent and 17.3 percent in Pittsburgh respectively.



Infrastructure

As of 2016, facilities data indicate that there were just over 43 total miles of bike lanes, 14 miles of sharrows, and 37 miles of trails in Cleveland. While there has been growth in the number of cities installing protected bike lanes, as well as plenty of data showing they increase the number of people biking and improve safety for all road users, Cleveland has zero miles of protected bike lanes.

State safety data show that there were 144 people injured within Cleveland city limits while riding a bicycle in 2016; this number should be zero.

Funding

Compared to other transportation projects, bicycle and pedestrian facilities are a bargain.

For example, 42 miles of the Midway, the City of Cleveland's plan for a network of protected bike lanes, could have been built for the same cost of the three-mile Opportunity Corridor project. Likewise, bike lanes can be installed at little or no cost when added into an existing roadway project.

In 2014, 14.7 percent of Cleveland's transportation funding went to bicycle and pedestrian programs.

Cleveland	2010 (1-year/5-year estimate)	2015 (1-year/5-year estimate)
Bicyclists	0.8% / 0.5%	0.5% / 0.6%
Pedestrians	4.3% / 4.5%	5.4% / 5.1%
Transit Riders	4.3% / 4.5%	10.8% / 10.5%

Pittsburgh	2010 (1-year/5-year estimate)	2015 (1-year/5-year estimate)
Bicyclists	1.6% / 1.2%	1.7% / 1.7%
Pedestrians	10.8% / 11.8%	11.8% / 11.1%
Transit Riders	18% / 19.5%	17.3% / 17%

Minneapolis	2010 (1-year/5-year estimate)	2015 (1-year/5-year estimate)
Bicyclists	3.5% / 3.7%	5% / 4.3%
Pedestrians	6.7% / 6.7%	7.5% / 7%
Transit Riders	15.2% / 13.9%	13.4% / 13.1%

Policies & Programs

The city of Cleveland has several policies, plans, and programs that support safe cycling and pedestrian environments, but there are opportunities to strengthen implementation and oversight.

Cleveland's Complete and Green Streets Ordinance, passed in September 2011, encourages that considerations be made for cyclists, pedestrians, and transit users in all construction projects and includes environmental and stormwater capture components. Cleveland's bicycle parking ordinance requires parking lots and garages to provide accommodations for bikes.

Plans and programs such as Cleveland Safe Routes to School and the Age-Friendly Cleveland initiative focus on specific interventions to improve safety for vulnerable road users, including

bicyclists and pedestrians who are children and older adults. The Transportation for Livable Communities Initiative through the Northeast Ohio Areawide Coordinating Agency has provided planning and implementation assistance through more than 45 planning processes for communities to increase livability, which often includes active transportation elements.

Several plans to grow Cleveland's network of protected bicycle facilities exist, including Launch Lorain and the Midway Protected Cycle Track. The city's Bikeway Master Plan covers all types of bike facilities.

All 250 bikes in Cuyahoga County's 28-station bikesharing system, UHBikes, are located within the city of Cleveland, a result of a 2013 feasibility study commissioned by the city and the Greater Cleveland Regional Transit Authority.



Active Transportation Vision

The following actions identified are immediate priorities for improving the safety, connectivity, health and to build a more equitable transportation system in Cleveland. These priorities, with the right leadership can be implemented within one year.





Active Transportation Vision

1. Amend the Complete and Green Streets Ordinance to:

A) Prioritize the safety of all road users focusing on the most vulnerable - pedestrians, cyclists, and transit riders. B) Strengthen the policy with additional elements, including performance metrics and a focus on network connectivity; and C) Require a formal oversight committee tasked with ensuring implementation of the ordinance.

2. Legislate a “protected-first” mentality

That prioritizes building protected bike facilities as the preferred treatment over sharrows and painted bike lanes.

3. Complete a connectivity analysis

Of existing trails and bike lanes, prioritizing investment that links neighborhoods.

4. Implement safety countermeasures

Including bumpouts, speed reductions, and road diets, beginning with the 10 most dangerous corridors in Cleveland.

5. Commit to the elimination of traffic injuries and fatalities

By designing and implementing a Vision Zero policy.

6. Reconvene the Bicycle-Pedestrian Advisory Committee,

Which formed in 2002, to establish citywide policies for bicycle- and pedestrian-related improvements in the realms of education, engineering, enforcement, encouragement, and evaluation.

7. Create a unified Office of Transportation

And hire an active transportation engineer within it or, barring the creation of such an office, within the traffic engineering department.

8. Make accurate crash and safety data consistently publicly available.

Ground decision-making in data, not anecdotes.

Active Transportation Blueprint

In addition to the above actions, which are immediate changes that are achievable within the first year of an administration's tenure, we have assembled the following broader policy goals and discrete action items for transportation in Cleveland.

We hope that these goals help reframe the way that we think about transportation in our city, and that the their adoption will inform policy that makes Cleveland healthier, safer, and better for everyone.



Goals

1. Make Cleveland the most bikeable and walkable city in America.

A. Amend the Complete and Green Streets Ordinance to: a) Prioritize the safety of all road users focusing on the most vulnerable – pedestrians, cyclists, and transit riders. b) strengthen the policy with additional elements, including performance metrics and a focus on network connectivity; and c) require a formal oversight committee tasked with ensuring implementation of the ordinance.

B. Allocate city funding to expand Cleveland’s bikeshare system to become a substantive transit option, extending into Cleveland’s neighborhoods.

C. Legislate a “protected-first” mentality that prioritizes building protected bike facilities over sharrows and painted lanes.

D. By 2020, fully fund and build the Midway Protected Bike Lane pilot corridors, which include Superior Avenue, E. 55th and St. Clair Ave.

E. Commit to regular maintenance of bicycle and pedestrian facilities, including street sweeping and a snow removal plan.

F. Complete a connectivity analysis of existing trails and bike lanes. Prioritize investment that links neighborhoods.

G. Implement safety measures—bumpouts, speed reduction, and road diets—along the ten most dangerous corridors in Cleveland in NOACA’s annual State of Safety Report.



2. Build a transportation system that focuses on safety of vulnerable road users.

A. Commit to the elimination of traffic injuries and fatalities by designing and implementing a Vision Zero policy.

B. Inform safe street designs and infrastructure decisions with data and analysis.

C. Review speed limits on all city streets to support safe travel of all road users on our roadways. Pilot lowering speeds below 25MPH on select streets and around schools, parks, and recreation and community centers.

D. Continue implementing the Safe Routes to School Travel Plan to ensure there are zero injury and fatality crashes of within a two-mile radius of all CMSD schools.

E. Support reductions or elimination of parking minimums and establish parking maximums. Implement performance parking measures, including smart meters and residential parking permits, to manage parking demand.



3. Make transit in Cleveland world-class.

A. Advocate for funding public transit at the local, state, and federal levels.

B. Perform a holistic system audit and, if necessary, a whole-system, grid-based redesign to allow for citywide access to frequent, reliable transit. We define frequent and reliable as having every Cleveland resident within a 10-minute walk of transit—rail or bus—that runs every 15 minutes or more.

4. Treat every city street as a public space.

A. Support the growth of open streets activities, such as ciCLEvia, to encourage more people to engage in active transportation.

B. Use pop-ups or temporary infrastructure to collect user information on design alternatives, increase the speed of improvements, and expand educational opportunities for residents.

C. Develop a policy that allows parklets and on-street bike parking corrals.

D. Incorporate air quality and public health considerations into transportation planning (e.g., prioritize vegetated buffers to mitigate mobile emissions).



5. Prioritize active transportation through improved coordination and decision-making.

A. Create a unified Department of Transportation within city government.

B. Reconvene the Bicycle-Pedestrian Advisory Committee, which formed in 2002 under then Mayor Jane Campbell and Planning Director Chris Ronayne, to establish citywide policies for bicycle and pedestrian related improvements in the realms of education, engineering, enforcement, encouragement, and evaluation.

C. Develop a city-wide multimodal transportation plan that focuses on moving people.

D. Hire an active transportation engineer within a unified Mayor's Office of Transportation, or, barring the creation of such an office, within the traffic engineering department.

E. Make accurate crash and safety data consistently publicly available. Ground decision-making in data, not anecdotes.

F. Give residents the ability to easily report issues and service requests, and provide data on the fulfillment of these requests.

G. Require contractors to establish proper work zones, including providing safe passage through work zones for bicyclists and pedestrians.

H. Follow best practices in the transportation industry, including joining the National Association of City Transportation Officials and ascribing to its design guides.



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