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**THE COUNCIL OF THE CITY OF NEW YORK**

COMMITTEE REPORT OF THE INFRASTRUCTURE DIVISION

Jeffrey T. Baker, Legislative Director

**COMMITTEE ON TRANSPORTATION**

Hon. Ydanis Rodriguez, Chair

June 12, 2019

**INT. NO. 1457:** By Council Members Menchaca, Rivera and Brannan

**TITLE:** A Local Law to amend the administrative code of the city of New York, in relation to bicyclists following pedestrian control signals

**ADMINISTRATIVE CODE:** Adds new § 19-190.1 to subchapter 3 of chapter 1 of title 19.

**INT. NO. 1557:** By The Speaker (Council Member Johnson) and Council Members Rivera, Rodriguez, Levine, Reynoso, Constantinides and Rosenthal

**TITLE:** A Local Law to amend the administrative code of the city of New York, in relation to five-year plans for city streets, sidewalks, and pedestrian spaces

**ADMINISTRATIVE CODE:** Adds new § 19-200 to title 19.

**INTRODUCTION**

On June 12, 2019, the Committee on Transportation, chaired by Council Member Ydanis Rodriguez, will hold a hearing on Int. No. 1457, a local law in relation to bicyclists following pedestrian control signals, and Int. No. 1557, a local law in relation to five-year plans for City streets, sidewalks, and pedestrian spaces. The Committee expects to hear testimony from the Department of Transportation (DOT), advocates, and other interested stakeholders.

**BACKGROUND**

**Comprehensive Transit Planning (Int. No. 1557)**

Six thousand miles of roadways and 12,750 miles of sidewalks knit New York City together, connecting over eight million New Yorkers, 60 million annual visitors, and hundreds of thousands more commuters to business districts, tourist attractions, and neighborhoods across the City.[[1]](#footnote-1) DOT has broad control over the City’s transportation infrastructure and street space and is responsible for installing street safety treatments such as bike lanes, medians, and intersection redesigns.[[2]](#footnote-2) DOT also partners with the Metropolitan Transportation Authority (MTA) in siting of bus stops and installs bus infrastructure such as bus lanes, bus priority treatments, and shelters.

The City uses a wide array of treatments to improve street safety, increase access for persons with disabilities, and encourage use of mass transit; however, these improvements to the City’s streets, sidewalks, and pedestrian spaces are done piecemeal. Long-term planning is not conducted, leaving communities without a sense of the importance of an individual project and how it helps to improve conditions citywide.

In 2019, New York City Council Speaker Corey Johnson, called for integrated transit planning in his State of the City speech and accompanying report, *Let’s Go: A Case for Municipal Control and a Comprehensive Transportation Vision for the Five Boroughs.* Int. No. 1557 would require that the City create a plan for streets, sidewalks, and pedestrian spaces every five years. The plan would prioritize and promote the safety of pedestrians and bicyclists, access to and the use of mass transit, the reduction of traffic congestion and emissions, and improved access to streets, sidewalks, public spaces, and mass transit for individuals with reduced mobility, hearing, or visual impairment. DOT would be required to achieve specific benchmarks for street redesigns, protected bus lanes, protected bicycle lanes, bicycle parking, pedestrian spaces, commercial loading zones, truck routes, and parking.

***Street Safety and Pedestrian Spaces***

New York City has 12,750 miles of sidewalks, 74 pedestrian plazas, more than 30,000 acres of parkland, and it is often cited as the most walkable city in the world.[[3]](#footnote-3) Between 2009 and 2015, pedestrian traffic increased by 36 percent in the Bronx, 165 percent in Queens Plaza, and 293 percent on the Hudson River Greenway, with Old Fulton Street seeing the largest percentage increase in the City at the north entrance to Brooklyn Bridge Park in Dumbo.[[4]](#footnote-4) Between 2009 and 2015, the number of pedestrians increased by 18 percent on weekdays and 31 percent on the weekends citywide.[[5]](#footnote-5)

As pedestrian volume is increasing, the City is also seeing an increase in the use of vehicles. In 2005, there were 1,672,758 registered vehicles in New York City. By the end of 2017, there were 1,923,041 cars registered to City residents.[[6]](#footnote-6) For-hire vehicle services have also exploded in popularity. The number of daily Uber and Lyft trips grew from 60,000 in 2015 to 600,000 in 2018, while daily mass transit ridership declined by 580,000.[[7]](#footnote-7)

Vision Zero

In order to reduce the likelihood of crashes and improve safety for pedestrians and individuals using bicycles, DOT has a toolkit of street redesign features that are meant to, among other things, change driving behavior and increase pedestrian and cyclist visibility. In 2018, DOT completed a total of 139 projects, 97 of which were located at Vision Zero priority locations, increasing the total number of projects since the start of Vision Zero to 495.[[8]](#footnote-8) According to the City’s Vision Zero Year 5 Report, these “engineering projects took a variety of forms in 2018,” including pedestrian plazas, protected bike lanes, pedestrian islands, and raised crosswalks.[[9]](#footnote-9)

After identifying 293 Priority Intersections (one percent of the City’s 46,959 intersections) and 424 miles of Priority Corridors (seven percent of the 5,791 miles citywide) based on the numbers of pedestrians killed or seriously injured, 90 percent of those intersections and 86 percent of those corridor miles received treatments.[[10]](#footnote-10) These interventions led to a 36 percent drop in pedestrian deaths at those locations.[[11]](#footnote-11)

However, after years of decreasing numbers of serious crashes, the number of deaths from traffic related crashes rose sharply in the first five months of 2019, with 82 people killed.[[12]](#footnote-12) The number of pedestrian fatalities increased by 21 percent and the number of individuals killed while riding a bicycle increased by 66 percent.[[13]](#footnote-13)

Pedestrian Plazas and Shared Streets

Pedestrian plazas are public spaces located within the bed of a street that has been closed to vehicular traffic, creating more open space for community use and enhancing pedestrian safety in the area. The City’s Plaza Program—launched in 2008—allows for the selection of new pedestrian plazas through a competitive application process.[[14]](#footnote-14) The Plaza Program is built upon the principles of “Tactical Urbanism” which prioritizes short-term, community-based projects, like pop-up parks, which are often low-cost and “offers a way to gain public and government support for investing in permanent projects, inspiring residents and civic leaders to experience and shape urban spaces in a new way.”[[15]](#footnote-15) These spaces are operated by non-profit organizations, which are granted limited opportunities to subsidize their obligations through fundraising, sponsorships, and concessions like kiosks and food markets.[[16]](#footnote-16)

Neighborhoods with pedestrian plazas have seen an array of benefits following installation. In Times Square, pedestrian injuries have decreased since the installation of the Times Square pedestrian plaza, falling from an average of 62 injuries per year between 2006 and 2008 to 37 between 2014 and 2016—a 40 percent reduction.[[17]](#footnote-17) Businesses on Pearl Street in Brooklyn, for example, saw a 172 percent increase in retail sales as a result of the implementation of the Pearl Street Plaza, which transformed underused street parking spaces.[[18]](#footnote-18)

Over the last decade, the City has designed and implemented additional programs that increase pedestrian space, both short term pilot and permanent programs, these include DOT’s Summer Streets & Weekend Walks and DOT’s Shared Streets initiative. Modeled on events that happen all across the globe, Summer Streets closes off streets to vehicle traffic along seven miles of roadways in Manhattan on three consecutive Saturdays in August.[[19]](#footnote-19) Weekend Walks expanded that concept, to 123 multi-block events spanning all across the City in 2018.[[20]](#footnote-20)

A “shared street” is designed for slow travel speeds where pedestrians, cyclists, and motorists all share the right of way.[[21]](#footnote-21) DOT’s Shared Streets initiative began as a temporary, neighborhood-scale approach to prioritizing pedestrians in the public right of way. Shared Streets were not entirely unprecedented, with areas like South Street Seaport and Jamaica Queens prioritizing pedestrians and cyclists in the public right of way.[[22]](#footnote-22) In August 2016, the City tried the first scaled-up Shared Streets event in the Financial District, where DOT limited car traffic on a 60-block section for five hours on a Saturday.[[23]](#footnote-23) NYPD put up barriers along the edge of the neighborhood with officers on hand to let vehicles through, aided by temporary five mile per hour speed limit signs, giving pedestrians and cyclists priority in the public right of way.[[24]](#footnote-24) In 2017, DOT tested out the idea again in Chinatown from 5pm to 9pm on the first three Fridays in August.[[25]](#footnote-25)



*Shared Street Broadway and 24th St, Manhattan*

The Administration recently announced that it will examine options for creating new pedestrian spaces in Lower Manhattan, where streets are narrow and sidewalks can be overcrowded.[[26]](#footnote-26) According to DOT, the agency will work with communities in the Financial District to identify potential locations.[[27]](#footnote-27)

***Accessibility***

Accessible pedestrian signals (APS) are devices fixed to pedestrian signal poles to assist the blind or low vision pedestrians crossing the street.[[28]](#footnote-28) Currently, 371 intersections have APS installed.[[29]](#footnote-29) This means just 2.4 percent of the City’s 12,000 intersections with pedestrian signals are accessible.[[30]](#footnote-30) The baseline cost to install APS on existing infrastructure is a little over $8,800 per intersection.[[31]](#footnote-31) Advocates have asserted that while New York City has replaced all of its pedestrian signals at least once since 2000, including the installation of countdown clocks in at least 7,500 intersections since 2006, it has generally only installed APS at 75 intersections per year.[[32]](#footnote-32) In 2012, the Council passed a local law requiring APS units be installed at 25 intersections per year.[[33]](#footnote-33) The Council subsequently increased the pace of installation to 75 intersections per year, beginning in 2016.[[34]](#footnote-34) In 2018, DOT announced that it would install APS at 150 intersections annually in 2019 and 2020.[[35]](#footnote-35)

***Bicycling***

The popularity of bicycling in New York City is growing faster than both the City’s economy and population, at a pace twice as fast as in other U.S cities between 2010 and 2015.[[36]](#footnote-36) During that period, the City saw significant increases in bike commuters.[[37]](#footnote-37) DOT and the Department of Health and Mental Hygiene (DOHMH) estimate that over 460,000 cycling trips are made in the City daily, which is about triple the amount of trips taken 14 years ago.[[38]](#footnote-38) In 2017, 828,000 New Yorkers rode a bicycle regularly, roughly 140,000 more than just five years ago.[[39]](#footnote-39) Nearly a quarter of New Yorkers, 1.6 million, rode a bicycle at least once in 2017.[[40]](#footnote-40)

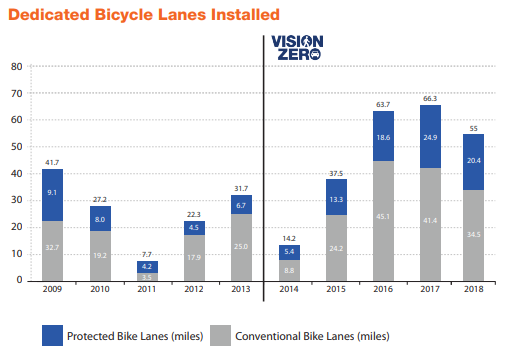
As of December 2018, there were roughly 1,217 miles of bike lanes in New York City,[[41]](#footnote-41) up from roughly half that in 2006.[[42]](#footnote-42) According to DOT, the City had installed 119.5 miles of on-street protected bike lanes as of December 2018, triple what it was in 2014.[[43]](#footnote-43) However, the Administration fell short of its goal to install 30 miles of protected bike lanes in 2018 by almost 10 miles, completing just 20.9 miles over the course of the year.[[44]](#footnote-44)

The National Association of City Transportation Officials defines a protected bike lane as one that offers “physical protection from passing traffic” in the form of “a parking lane or other barrier between the cycle track and the motor vehicle travel lane.”[[45]](#footnote-45) The City’s definition of a “protected” bike lane has recently been brought into question, making it difficult to track the Administration’s progress on building this infrastructure. Streetsblog recently reported that nearly a quarter of the City’s “protected” bike lanes installed in 2018 lacked such a physical barrier, offering cyclists “just green paint and prayer.”[[46]](#footnote-46) DOT responded to that criticism with the following statement: “a protected bike lane is a path intended for the use of bicycles that is physically separated from motorized vehicle traffic by an open space, vertical delineation, or barrier.”[[47]](#footnote-47) At 119 miles, these protected bike lanes cover barely two percent of the City’s street grid.[[48]](#footnote-48)

Cycling Safety

A comprehensive report released by DOT in 2017 revealed that between 2006 and 2014, 3,395 cyclists were either killed or severely injured; 89 percent of cyclist fatalities occurred on streets without bicycle facilities, like bike lanes.[[49]](#footnote-49) Research demonstrates that physically separated bike lanes improve bike safety and can reduce instances of cyclist injuries and death.[[50]](#footnote-50) A 2014 DOT report on protected bike lanes found a 74 percent decrease in average risk to a cyclist, a 22 percent reduction in pedestrian industries, a 17 percent reduction in crashes with injuries, increased travel times and even increased retail sales along corridors with protected lanes.[[51]](#footnote-51)

**Protected v. Conventional Bike Lane Miles est. 2009-2018[[52]](#footnote-52)**

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Another report from 2014, found that protected bike lanes increased ridership anywhere from 21 to 171 percent, with about ten percent of new rides drawn from other modes.[[53]](#footnote-53) According to Transportation Alternatives’ BikeNYC 2020 survey, two-thirds of the City’s riders said they would ride more frequently if the City installed more protected bike lanes.[[54]](#footnote-54) Of those respondents who had never ridden a bicycle in New York, but would not rule out trying in the future, 80 percent cited fear of drivers as a reason why they have not started riding yet, and 67 percent mentioned the lack of protected bike lanes making them feel unsafe.[[55]](#footnote-55) Research has also consistently shown that women, in particular, are more likely to ride in areas that are connected to bike lanes or greenways, physically separated from traffic.[[56]](#footnote-56)

Bike infrastructure can also be a cost-efficient way to improve public health outcomes. A Columbia University Mailman School of Public Health study found that the 45.5 miles of the City’s bike lanes built in 2015 likely increased the probability of riding a bicycle by nine percent.[[57]](#footnote-57) The research team’s model then determined that over the lifetime of all residents, bike lane construction produced additional costs of only $2.79 per person while improving public health outcomes even for those who do not ride, making bicycle infrastructure more cost-effective in improving health than many other preventive approaches.[[58]](#footnote-58) According to a study, building bike infrastructure in low-income communities of color can also reduce health inequities.[[59]](#footnote-59) Vision Zero improvements have been largely concentrated in wealthier neighborhoods, particular in Manhattan, leaving most communities of color throughout the City without this critical infrastructure.[[60]](#footnote-60)

***Buses***

Although hundreds of thousands of New Yorkers—in particular low-income residents and those living in the outer borough—rely on bus service everyday, bus ridership has been declining due in large part to slow service. Between 2012 and 2018, bus ridership declined by nearly 15 percent.[[61]](#footnote-61) In the first half of 2018, ridership fell by another 5.36 percent.[[62]](#footnote-62) The MTA estimates that bus ridership will continue to decline through at least 2022.[[63]](#footnote-63) DOT’s responsibility for the City’s streets and sidewalks directly impacts bus speed. In addition, DOT has the ability to impact the quality of bus service through the siting of bus stops and installation of bus shelters.

Buses are operated by two distinct component agencies of the MTA: New York City Transit (NYCT), which includes most bus routes, and the MTA Bus Company.[[64]](#footnote-64) In 2018, NYCT President Andy Byford called for a full redesign of the entire bus network by 2021.[[65]](#footnote-65) In some cases, this would include all-door boarding with the New Fare Payment System (NFPS) that will allow riders to “tap and go,” expanding off-peak service, and improved customer experience measures including new bus maps, real time passenger information (RTPI) and digital information screens.[[66]](#footnote-66)

Select Bus Service (SBS) was first introduced in 2008 and is New York City’s version of bus rapid transit (BRT). With roots in Brazil in the 1970s, BRT is a bus system designed to increase speed and reliability compared to traditional local bus service by treating buses more like rail systems, utilizing completely dedicated rights-of-way and other features, such as raised platforms.[[67]](#footnote-67) The MTA and DOT incorporate features of BRT to various extents when introducing a new SBS route in New York, including off-board fare payment and all-door boarding, less frequent stops, dedicated, marked bus lanes, traffic signal priority (TSP), and distinctive branding.

However, a criticism of SBS is that it does not go far enough and therefore is not a “true” BRT system. Similarly, a frequent criticism of bus service is the slow speed.[[68]](#footnote-68) According to a 2018 report, of the nine routes implemented prior to 2016, five experienced a ridership decline in comparison to the year prior to implementation when those routes operated as local or limited service, reducing ridership by 0.2 percent in total.[[69]](#footnote-69) The report attributes this failure to poor implementation, design flaws, poor maintenance, oversight, and enforcement.[[70]](#footnote-70)

Since 2008, 18 SBS routes have opened on 16 corridors, and the M14A and the M14D routes are expected to open in June 2019.[[71]](#footnote-71) Bus lanes and street design, better enforcement, and TSP can all be implemented by the City, but the implementation of SBS routes requires close coordination with NYCT. In 2018, NYCT announced SBS expansion would be on hold because of budget constraints.[[72]](#footnote-72)

Bus Improvements

As of June 2018, the City had installed roughly 120 miles of bus lanes.[[73]](#footnote-73) Fifteen miles of bus lanes were added between 2017 and 2018’s progress reports.[[74]](#footnote-74) Historically, DOT has implemented two primary types of bus lanes: “curbside lanes,” where parking and standing at the curb is not permitted and “offset bus lanes,” which are one lane away from the curb, and therefore allow for curbside parking and standing.[[75]](#footnote-75) All of the City’s bus lanes have signs posted along the route and the lanes themselves are either marked “Bus Only” and/or painted red.[[76]](#footnote-76) Bus lanes only restrict traffic during certain hours of the day, and many offer midday hours where parking and deliveries are permitted.[[77]](#footnote-77)

*Transit Signal Priority*

TSP which shortens red lights for idling buses and extends green lights for approaching buses.[[78]](#footnote-78) City buses spend about 21 percent of their time stopped at red lights.[[79]](#footnote-79) DOT began implementing TSP in 2012 and now TSP is currently implemented at 594 intersections, with another 364 intersections under study by DOT.[[80]](#footnote-80) TSP is currently on 12 bus routes and DOT is studying another five routes out of 325 total bus routes (18 Select Bus Service routes, 235 local/limited routes, and 72 express bus routes).[[81]](#footnote-81) DOT anticipates that by the end of 2020 there will be TSP at 1,200 out of 7,850 intersections with a bus route (this figure excludes Midtown).[[82]](#footnote-82)

*Enforcement*

In January 2019, Mayor Bill de Blasio announced a plan to increase bus speeds by 25 percent in his State of the City address.[[83]](#footnote-83) As part of the address, Mayor de Blasio committed to push the State Legislature for more camera enforcement along bus lanes and committed to increase the New York Police Department’s (NYPD) enforcement by dedicating seven tow truck teams for to enforce against vehicles blocking bus lanes.[[84]](#footnote-84) From January to April of 2019, police have towed 432 vehicles blocking bus lanes and ticketed 17,000 bus lane violators.[[85]](#footnote-85) State law only allows the city to use cameras on 16 routes, but currently only 13 routes have cameras.[[86]](#footnote-86)

*Bus Stop Amenities*

The City has 16,000 bus stops, but just 22 percent have shelters.[[87]](#footnote-87) The MTA has control over bus stop locations, but DOT is responsible for bus stop design and construction. In 2006, DOT entered into a 20-year contract with JCDecaux (formerly Cemusa) to own and manage bus shelters; accounting for advertisement space, the installation of these bus shelters raises revenue for the City.[[88]](#footnote-88) However, it is unclear how or whether DOT prioritizes spending and locational decisions for bus stop amenities. A 2018 TransitCenter report notes “the majority of new shelters replaced existing shelters, whose locations had been decided years ago.[[89]](#footnote-89) For the 200 additional shelters, DOT didn’t set criteria for prioritizing which stops should get a new shelter. Instead, the Department requested proposals from City Council Members and Community Boards, a stark contrast to St. Paul’s Metro Transit’s approach of asking the riders — the people with the most direct concern and knowledge.”[[90]](#footnote-90) The 2018 TransitCenter report found that real time passenger information (RTPI) is one of the most desired amenities by riders.[[91]](#footnote-91) At the time TransitCenter released its report, DOT had installed real-time information at 220 bus stops as of 2018 with a commitment to install 150 more of these signs by the end of 2018, a goal cited in NYCT’s Fast Forward plan (NYCT’s plan for modernizing the subway and bus system).[[92]](#footnote-92) Similar to bus shelters, the installation of RTPI is driven and funded primarily by local elected officials including City Council Members, State Assembly Members, and Borough Presidents.[[93]](#footnote-93) While the City Council’s funding and advocacy is largely responsible for the rollout of this useful infrastructure, this method of planning and funding infrastructure has caused disparities across the system.[[94]](#footnote-94)

*Better Bus Action Plan*

In April 2019, DOT released the *Better Bus Action Plan*, based on the Mayor’s commitments in his State of the City. The *Better Bus Action Plan* focuses on improving bus speeds rather than adding new routes, though DOT indicated in the report that they will work with the MTA to restart the SBS program.[[95]](#footnote-95) In order to increase bus speeds 25 percent by 2020, DOT will:

* Improve five miles of existing bus lanes per year;
* Install 10–15 miles of new bus lanes per year;
* Conduct a pilot up to 2 miles of physically separated bus lanes in 2019;
* In 2019, implement DOT street design projects that benefit 600,000 daily riders;
* Add 300 TSP intersections per year;
* Expand bus lane camera enforcement;
* Increased NYPD bus lane enforcement with seven dedicated tow truck teams; and
* Evaluate and improve bus stops.

DOT will pilot the two miles of physically separated bus lanes using concrete jersey barriers, rubber curbs, plastic bollards and concrete median curbs.[[96]](#footnote-96)

The Administration’s proposal was met with some criticism. One news outlet pointed out that, DOT currently installs seven bus lanes per year, while the plan only includes 10-15 lane miles per year.[[97]](#footnote-97) DOT already committed to installing TSP at 1,000 intersections by 2020.[[98]](#footnote-98) Reports indicated that 300 per year commitment would only be an increase of 200 intersections but there are 12,000 signalized intersections in the City.[[99]](#footnote-99)  Similarly, while DOT will upgrade five miles of citywide bus lanes per year with various improvements, there are 111 miles of dedicated bus lanes.[[100]](#footnote-100)

**Leading Pedestrian Intervals (Int. No. 1457)**

In order to increase safety for pedestrians crossing the street, DOT utilizes a leading pedestrian interval (“LPI”) at certain locations, which gives pedestrians a three to seven second head start when entering an intersection by displaying a “Walk” signal to pedestrians prior to displaying the green signal to drivers traveling in the same direction.[[101]](#footnote-101) This enhances the visibility of pedestrians in the intersection and reinforces their right of way over turning vehicles. DOT has installed LPIs at intersections throughout all five boroughs.[[102]](#footnote-102) A 2013 study found that 44 percent of pedestrians injured by drivers in the street in Manhattan and western Brooklyn were struck while crossing in the crosswalk with the right-of-way.[[103]](#footnote-103) According to the National Association of City Transportation Officials, LPI’s have been shown to reduce pedestrian-vehicle collisions as much as 60 percent at those intersections where they have been installed.[[104]](#footnote-104) A 2016 study by DOT of 478 City intersections found that the installation of LPIs resulted in a 14 percent decrease in left-turn pedestrian and bicyclist injuries and a 56 percent decrease in deaths and serious injuries.[[105]](#footnote-105) As of 2018, DOT has installed 2,951 LPIs across the City.[[106]](#footnote-106)

LPIs also have the potential to reduce conflicts between motorists and those using a bicycle. Int. No. 1457 would allow bicyclists crossing a roadway at an intersection follow pedestrian control signals when local law, rule, or regulation provides that those signals supersede traffic control signals.

Following the introduction of a prior version of Int. No. 1457 during the previous Council session,[[107]](#footnote-107) DOT began a seven-month pilot that allowed cyclists to follow an LPI at 50 intersections across the City.[[108]](#footnote-108) DOT found that “the vast majority of people biking currently proceed on the LPI and no conflicts or near misses were observed.”[[109]](#footnote-109) Thus, DOT recommended that those using a bicycle be allowed to follow pedestrian signals citywide, provided that users yield to pedestrians and that DOT could exempt certain intersections through signage.[[110]](#footnote-110)

**ANALYSIS OF INT. NO. 1457**

Section one of Int. No. 1457 amends subchapter 3 of chapter 1 of the Administrative Code by adding a new section 19-190.1. Subdivision a of this new section defines certain terms. “Crosswalk” is defined as that part of a roadway, whether marked or unmarked, which is included within the extension of the sidewalk lines between opposite sides of the roadway at an intersection. “Intersection” is defined as the same as such term is defined in section 120 of the Vehicle and Traffic Law or successor provision. “Pedestrian” is defined as the same as such term is defined in section 130 of the Vehicle and Traffic Law or successor provision.

Subdivision b of this new section provides that a person operating a bicycle while crossing a roadway at an intersection shall follow pedestrian control signals when such signals supersede traffic control signals pursuant to local law, rule or regulation, except that such person shall yield to pedestrians in the crosswalk. Subdivision c of this new section states that the commissioner of DOT shall promulgate such rules and regulations necessary to effectuate this section.

Section two of Int. No. 1457 provides that this local law takes effect 120 days after it becomes law except that the commissioner of the DOT shall take such measures as are necessary for the implementation of this local law, including the promulgation of rules, prior to such date.

**ANALYSIS OF INT. NO. 1557**

Section one of Int. No. 1557 amends title 19 of the Administrative Code by adding a new section 19-200. Subdivision a of this new section defines the following terms:

“Accessible pedestrian signal” is defined as a device that communicates information about pedestrian signal timing in a nonvisual format.

“Bicycle network” is defined as a contiguous network of protected bicycle lanes, designated bicycle paths on bridges, off street bicycle paths or trails, and shared streets that covers every square mile of the city, which shall be connected by intersections with mixing zones, fully split phases, delayed turns, offset crossing designs, or similar street treatments designed to improve safety and reduce conflicts for all street users at intersections.

“Bicycle network connectivity index” is defined as a figure measuring the extent and completeness of the bicycle network, based on the number of choices a cyclist has for turning from one bicycle route onto another, without leaving the overall network.

“Bus stop upgrades” is defined as bus shelters or benches and real time passenger information systems.

“Pedestrian plaza” is defined as an area designated by the department as such for pedestrian circulation, use, and enjoyment on property under the jurisdiction of the city including, but not limited to, property mapped as a public place or property within the bed of a roadway, and which may contain amenities such as tables, seating, trees, plants, lighting, bike racks, or public art.

“Pedestrian space” is defined as pedestrian plazas, shared streets, or other areas within the bed of a roadway that are primarily for pedestrian circulation, use, and enjoyment.

“Protected bicycle lane” is defined as means a bicycle lane separated from traffic by vertical delineation or physical barriers.

“Protected bus lane” is defined as a bus lane that is protected by physical barriers or is monitored by a system that automatically produces evidence of improper use of such lane that is used to establish liability for a penalty.

“Shared street” is defined as a street designated by the department as such that imposes speed limits of five miles per hour and allows use by motor vehicles, pedestrians and individuals using bicycles.

“Transit signal priority” is defined as technology capable of facilitating bus movements through intersections controlled by traffic signals.

Subdivision b of this new section requires DOT to issue and implement a master plan for the use of streets, sidewalks, and pedestrian spaces every five years. In developing each such plan, the department would be required to prioritize and promote: (i) the safety of pedestrians and individuals using bicycles; (ii) access to and use of mass transit; (iii) the reduction of traffic congestion and emissions; and (iv) improving access to streets, sidewalks, public spaces, and mass transit for individuals with reduced mobility, hearing, or visual impairments. DOT would be required to issue the first such plan by October 1, 2019, and issue subsequent plans by October 1 of every fifth year thereafter.

Subdivision c of this new section would establish certain benchmarks for the initial master plan and the subsequent master plan. Each master plan issued pursuant to subdivision b of this new section would be required to include proposals for street redesigns, protected bus lanes, protected bicycle lanes, bicycle parking, pedestrian spaces, commercial loading zones, truck routes, and parking, including the identification of specific routes, locations, or areas of the city for such proposals.

Subdivision d of this new section would require DOT to submit such plan to the mayor and the speaker of the Council, and post such plan on the department’s website, by October 1, 2019 and by October 1 of every fifth year thereafter. Additionally, by February 1, 2021 and by each February 1 thereafter, DOT shall submit to the mayor and the speaker of the Council and post on its website an update regarding any changes to the plan from the previous year, the bicycle connectivity index for the previous year, and the status of the implementation of each benchmark identified in such plan, including, but not limited to, those listed in subdivision c.

Subdivision e of this new section would require DOT to conduct a public education campaign regarding the benefits of each master plan, including, but not limited to, the impacts on safety, the environment, accessibility, mobility, and the city’s economy.

Section two of Int. No. 1557 provides that this local law takes effect immediately.

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| --- |
| Int. No. 1457    By Council Members Menchaca, Rivera and Brannan    A Local Law to amend the administrative code of the city of New York, in relation to bicyclists following pedestrian control signals    Be it enacted by the Council as follows:    Section 1. Subchapter 3 of chapter 1 of title 19 of the administrative code of the city of New York is amended by adding new section 19-190.1 to read as follows:  § 19-190.1 Bicyclist rights and duties at an intersection. a. Definition. For purposes of this section:  Crosswalk. The term “crosswalk” means that part of a roadway, whether marked or unmarked, which is included within the extension of the sidewalk lines between opposite sides of the roadway at an intersection.  Intersection. The term “intersection” means the same as such term is defined in section 120 of the vehicle and traffic law or successor provision.  Pedestrian. The term “pedestrian” means the same as such term is defined in section 130 of the vehicle and traffic law or successor provision.  b.  A person operating a bicycle while crossing a roadway at an intersection shall follow pedestrian control signals when such signals supersede traffic control signals pursuant to local law, rule or regulation, except that such person shall yield to pedestrians in the crosswalk.  c.   The commissioner shall promulgate such rules and regulations necessary to effectuate this section.  § 2.  This local law takes effect 120 days after it becomes law, except that the commissioner shall take such measures as are necessary for the implementation of this local law, including the promulgation of rules, prior to such date.      ENB  LS#991  LS #5748/Int. No. 1072-2016  1/2/18 |

Int. No. 1557

By The Speaker (Council Member Johnson) and Council Members Rivera, Rodriguez, Levine, Reynoso, Constantinides and Rosenthal

A Local Law to amend the administrative code of the city of New York, in relation to five-year plans for city streets, sidewalks, and pedestrian spaces

Be it enacted by the Council as follows:

Section 1. Title 19 of the administrative code of the city of New York is amended by adding a new section 19-200 to read as follows:

§ 19-200 Master plan. a. Definitions. For the purposes of this section, the following terms have the following meanings:

Accessible pedestrian signal. The term “accessible pedestrian signal” means a device that communicates information about pedestrian signal timing in a nonvisual format.

Bicycle network. The term “bicycle network” means a contiguous network of protected bicycle lanes, designated bicycle paths on bridges, off street bicycle paths or trails, and shared streets that covers every square mile of the city. A bicycle network shall be connected by intersections with mixing zones, fully split phases, delayed turns, offset crossing designs, or similar street treatments designed to improve safety and reduce conflicts for all street users at intersections.

Bicycle network connectivity index. The term “bicycle network connectivity index” means a figure measuring the extent and completeness of the bicycle network, based on the number of choices a cyclist has for turning from one bicycle route onto another, without leaving the overall network.

Bus stop upgrades. The term “bus stop upgrades” means bus shelters or benches and real time passenger information systems.

Pedestrian plaza. The term “pedestrian plaza” means an area designated by the department as such for pedestrian circulation, use, and enjoyment on property under the jurisdiction of the city including, but not limited to, property mapped as a public place or property within the bed of a roadway, and which may contain amenities such as tables, seating, trees, plants, lighting, bike racks, or public art.

Pedestrian space. The term “pedestrian space” means pedestrian plazas, shared streets, or other areas within the bed of a roadway that are primarily for pedestrian circulation, use, and enjoyment.

Protected bicycle lane. The term “protected bicycle lane” means a bicycle lane separated from traffic by vertical delineation or physical barriers.

Protected bus lane. The term “protected bus lane” means a bus lane that is protected by physical barriers or is monitored by a system that automatically produces evidence of improper use of such lane that is used to establish liability for a penalty.

Shared street. The term “shared street” means a street designated by the department as such that imposes speed limits of five miles per hour and allows use by motor vehicles, pedestrians and individuals using bicycles.

Transit signal priority. The term “transit signal priority” means technology capable of facilitating bus movements through intersections controlled by traffic signals.

b. Master plan. 1. The department shall issue and implement a master plan for the use of streets, sidewalks, and pedestrian spaces every five years. In developing each such plan, the department shall prioritize and promote: (i) the safety of pedestrians and individuals using bicycles; (ii) access to and use of mass transit; (iii) the reduction of traffic congestion and emissions; and (iv) improving access to streets, sidewalks, public spaces, and mass transit for individuals with reduced mobility, hearing, or visual impairments.

2. By October 1, 2019 and by October 1 of every fifth year thereafter, the department shall issue such plan for the five-year period beginning January 1 of the following year.

c. Benchmarks. 1. Each master plan issued pursuant to subdivision b of this section shall include proposals for street redesigns, protected bus lanes, protected bicycle lanes, bicycle parking, pedestrian spaces, commercial loading zones, truck routes, and parking, including the identification of specific routes, locations, or areas of the city for such proposals. In addition, each such master plan shall include benchmarks regarding such proposals that shall be achieved no later than December 31 of the final year of such plan.

2. The master plan due by October 1, 2019, shall include the following benchmarks:

(i) install at least 150 miles of protected bus lanes, with such lanes located along a median where feasible, with at least 30 miles of such lanes installed during each year of such plan;

(ii) equip at least 1,000 intersections along bus routes with transit signal priority during each year of such plan or until every intersection where such installation is feasible along every bus route is equipped with transit signal priority;

(iii) install at least 250 miles of protected bicycle lanes, with at least 50 miles of such lanes installed during each year of such plan;

(iv) implement bus stop upgrades at all bus stops serving metropolitan transportation authority buses;

 (v) assess and amend commercial loading zones, truck routes, and parking policies to prioritize and promote: (1) safety of pedestrians and individuals using bicycles; (2) access to and use of public transit; (3) reduction of traffic congestion and emissions; and (4) improving access to streets, sidewalks, public spaces, and mass transit for individuals with reduced mobility, hearing, or visual impairments.

(vi) no later than December 31, 2021, double the number of acres covered by pedestrian plazas; and

(vii) implement at least 12 shared streets.

3. The master plan due no later than October 1, 2024, shall include the following benchmarks:

(i) complete a connected bike network;

(ii) install protected bus lanes on all bus routes where such improvements can be installed;

(iii) install accessible pedestrians signals at all intersection with a pedestrian signal;

(iv) redesign all intersections with a pedestrian signal pursuant to a checklist of street design elements designed to enhance safety; and

(v) comply with the current Americans with Disabilities Act standards for accessible design at all intersection with a pedestrian signal.

d. Reporting. 1. By October 1, 2019 and by October 1 of every fifth year thereafter, the department shall submit such plan to the mayor and the speaker of the council, and post such plan on the department’s website.

2. By February 1, 2021 and by each February 1 thereafter, the department shall submit to the mayor and the speaker of the council and post on the department’s website an update regarding any changes to the plan from the previous year, the bicycle connectivity index for the previous year, and the status of the implementation of each benchmark identified in such plan, including, but not limited to, those listed in subdivision c.

e. Public education campaign. The department shall conduct a public education campaign regarding the benefits of each master plan, including, but not limited to, the impacts on safety, the environment, accessibility, mobility, and the city’s economy.

§ 2. This local law takes effect immediately.

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