# Urban challenges- inspiration from American NW

Elements from a study trip in Vancouver, Seattle, Portland, and San Francisco

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#### 1. EXECUTIVE SUMMARY

Vancouver, Seattle, Portland and San Francisco can trigger various associations of ideas by their names alone. They can be imagined as very touristic, very high tech, populated by bicycle fans maybe, or by specific demographics attracted by their liveability. These images have some truth in them; however these cities face also similar challenges to what we observe in New Zealand, such as congestion, or improving liveability while accommodating growth.

Each of these cities has been implementing forward thinking actions, and saw their effects in terms of modal split, end users' system affordability, citizens' satisfaction, infrastructure and operating costs, network efficiency, growth, and land value, to name a few. A NZ study tour financed by NZPI in 2008 already examined and acknowledged some them. The recent successes include:

- Access and congestion for instance 45,000 additional jobs downtown, with almost no increase of access by single occupancy vehicles (Seattle)
- **Growth and integration** rapid growth within the urban areas' boundaries, infill coordinated with efficient PT systems, increasing the attractiveness of urban living, while cutting down sprawl (all four cities)
- **Modal shift** for instance -20% of car trips accessing downtown between 1997 and 2015, even though this sector grew by +75% (residents) and +26% (jobs), in the same period (Vancouver).
- Rethinking urban roadways and improving public spaces for instance dismantling of a waterfront highway with dramatic public space improvement, land value increase, as well as growth in jobs and retail (San Francisco)
- **Drastic improvements in road safety** for instance -70% transport-related fatalities (Vancouver), and implementation of Vision 0

My aim was to observe the functioning and the implemented interventions, and gain insights from local practitioners. This study trip took place between 25 September and 22 October 2017. It was self-financed and done on my own terms. I was lucky to speak with 13 exceptionally interesting planners and academics, whose ideas about successes and challenges I relay here.

The main "take-away" from this trip is certainly that all the successes relied on a system approach encompassing aspects of land use, overall capacity, and adaptation of interventions to local needs. The successes leveraged a good combination of **integrated land use and transport planning** - cultivating short, walkable trips, and connecting efficiently the urban "villages", **urban life quality** – density that is liveable and appealing to new residents and businesses, **efficient and integrated PT/walking/cycling systems**, and **active demand management**, re-allocating road space to provide for different needs.

This report should be seen as a snap shot, and a collection of interesting ideas that have been shared with me. I tried to understand and illustrate some actions-reactions, linking interventions and outcomes. It is however in no case a comprehensive analysis of these cities, each being a complex eco-system with its local particularities and a rich history. I hope to be forgiven for the omissions (numerous and necessary) and the possible inaccuracies.

# 2. Introduction

#### WHY THESE CITIES?

Vancouver, Seattle, Portland and San Francisco have been addressing, and continue to address, some of the challenges that we are faced with such as congestion, accommodating growth while improving liveability, changing demographics and needs, or funding. They also present similarities with some New Zealand cities, in terms of sizes or car-dominated system legacy.

Each of these cities has been implementing forward thinking measures, in the last decades, and saw their effects in a wide array of aspects, namely: modal split, end users' system affordability, citizens' satisfaction, infrastructure and operating costs, network efficiency, growth, public health, road safety, transport-related greenhouse gas emissions or land value. A NZ study tour financed by NZPI in 2008 already examined and acknowledged some them. An overview of the recent successes is presented below, page 5.

#### STUDY TRIP

I travelled alone to observe these cities' transport-related interventions, and gain insights from local planners and academics. This study trip took place between 16 September and 22 October 2017, almost 10 years after the NZPI funded trip. For this trip, no financial contribution was asked to any party. It was self-financed and done on my own terms. Its learnings rely on site visits, the cities' strategic documents, inputs from the Walk21 conference, and most importantly the insights of key practitioners.

I was lucky to speak with 13 exceptionally interesting local planners and academics, whose ideas I will relay and quote here. I would like to thank again here for their time and insights. I asked them about the recent successes and their contributors, about the technical aspects that helped decision-making, and about the challenges ahead.

It is to be noted that the interviewees' selection didn't undergo a strict and systematic process, but was rather the result of interview requests to the planning entities, informing of the trip purposes, planners' recommendations, or direct contacts to planners whose interesting work had been spotted online. There is necessarily a bias induced by this choice, and the feedbacks should be taken as inputs from 13 individual practitioners, and not a form of local consensus on best practices.

#### THIS REPORT

This report was written to report on the local practitioners' insights and the examples of implemented measures. It is therefore structured to provide a snap shot of the cities and of some inspiring recent wins (Chapter 3), observations of the local functioning, from a NZ perspective (Chapter 0), planners' insights, on what helped achieve successes (Chapter 5), and a personal wrap up of the responses by type of challenge (Chapter 0).

An important note to the reader - while specific measures are presented individually, for an easier access, it is key to keep in mind that all successes were achieved through a system approach, with different modes playing different and equally important roles, and with a strong integration with the land use. Therefore, it wouldn't be right to associate successes with one or the other measure alone.

The purpose of this paper is to illustrate how a set of planning practices and measures can impact on the trip patterns or mode uses, altering the necessarily complex urban systems, formed by the interacting modal networks and the higher interaction between the movement networks and the land use (for instance dense development around a train station, or human-scale street design in neighbourhood cores with different land uses and higher density). The practices evoked refer both to transport planning and land use, disciplines seen

as fundamental contributors to the mentioned systems. The views expressed are personal views of the reporter, and in no case NZ Transport Agency's official position.

# 3. CITIES' SNAPSHOT AND RECENT WINS

#### CITIES' OVERVIEW









10 km

The cities' sizes range from 340,000 residents (Portland) to 650,000 (Vancouver), with Seattle and San Francisco a little above 500,000. The densities and footprints are however very different, Portland being the most dispersed and Vancouver the densest (see illustration left).

All cities have experienced and continue to experience rapid urban growth for both residents and jobs. Seattle added for instance 45'000 new jobs downtown, between 2000 and 2014

Figure 1: Urban areas at scale (from left to right: Portland, Seattle, San Francisco (top), Vancouver

### A FEW INSPIRING ACHIEVEMENTS

- Growth and liveability all 4 cities are increasing their density and their liveability in the same time. Seattle is now the fastest growing American large city<sup>1</sup>, with only 4% greenfield development (see note 6). For San Francisco, *Mode Shifting is key to City Livability* (goal of 50% of all trips by PT/ walking/cycling, prioritizing people movement<sup>2</sup>).
- Access and overall capacity cities are growing in population and jobs but not in access traffic; e.g. downtown Vancouver grew by +75% in the last 20 years, but the traffic across the downtown cordon remained at its levels from 1960<sup>3</sup>. In Seattle, over 70% people working downtown commuted by PT, carpooling, walking or cycling in 2016<sup>4</sup>. Portland metro would have 47,000 more daily commuter cars, if the modal split was the same as in 2000<sup>5</sup>.
- PT uptake the patronage is growing in all 4 cities, and Seattle is the fastest growing PT market in the US<sup>6</sup>. Light rail, tramways, and in general high quality direct services are playing an essential role. In Vancouver, the SkyTrain station at Commercial and Broadway gets more traffic than YVR airport (3)
- Walking uptake the importance of walking is crucial in the urban areas. In Vancouver for instance, 27% of all trips are done on foot, and the mode share is increasing. Downtown residents walk for half of their trips, and over 70% of the trips to work (29). The predominant reason for walking is the convenience, and the predominant concern relates still to drivers<sup>7</sup>.



Figure 2: Commuter growth and used modes comparison; San Francisco; source: note 17

30,000

60,000

120,000

90,000

■ **Bicycle use uptake** – all cities are experimenting high increases in bicycle use. Portland has multiplied commuter bike trips by 6 between 1990 and 2009<sup>8</sup>, while automotive trips have not increased at all<sup>9</sup>. In Vancouver, almost 6 times more people commute by bicycle, in comparison with 1996, and the city has the highest rate of bike commute in North America<sup>10</sup>. The use of the new seaside greenway (2014) was over 2 times the expected values<sup>11</sup>.

30,000

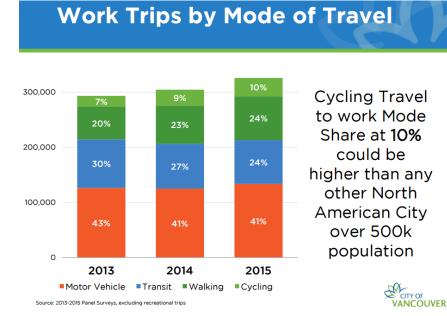
60,000

90,000

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■ Road safety – Vancouver divided the road fatalities by 3, in the last 20 years, for all road users (11). All the cities are committed to Vision 0 and make progress towards the objective, but the results can be different across the modes (for instance Seattle halved the total traffic fatalities, but the trend for the pedestrians and the bicycle users have remained flat. They now represent 38% and 10% of the deaths and serious injuries<sup>12</sup>).

Below, some pictures of the observed elements, and insights of local planners about what has been done, and what led to successes.



### 4. OBSERVATIONS

Seeing the 4 cities from a New Zealand perspective, I noted a lot of interesting elements - playing a role in those changing mobility patterns, or simply different from our known environments. Here are ones I saw as key, before the planners' views (next point).

Dense, mixed and pleasant neighbourhoods, well connected to the centre; often old streets, built
around the streetcars, and with "the right" densities, character and amenity. They have been
maintained through "acupuncture" types of interventions (intensifying existing urban fabrics through

localized projects), and provide a lot of services to the residents (groceries, other shops, cafes, etc.). Their density makes them precisely adapted to a PT service, because each stop services a number of residents, employees or shop visitors that is substantially higher than in sprawled suburbia, and they are serviced by efficient tram, bus, or light rail lines. They tend to become gentrified, a challenge in terms of affordability but also participation (the basic local supermarket might have been pushed out and replaced by smoothie bars, attractive to the new population but not necessarily to the historic one).

- Diverse populations who walk, cycle or take the PT. Young, old, going to work, shopping, bringing the children to school, walking the dog, meeting a friend at their neighbourhood café, etc. In Vancouver and Portland, the bicycle populations are particularly diverse (people with young children, etc.) while in Seattle the profile is rather young and sporty.
- Re-imagined streets road space can be reallocated (bus lanes or bike lanes), narrower roadways (3 or 3.5m lanes), moderated speeds, improved public spaces. This is particularly striking in San Francisco, at places where elevated freeways used to be (Embarcadero and Octavia). Unlike in New Zealand, in the centres there are no painted shoulders, stripped medians, slip lanes, or push buttons for pedestrian crossings.
- Different mobility patterns walking to the local shop and buying one bag of groceries, combining bicycle and PT, using electric skate boards, etc., are much more commonly seen than in NZ.









Figure 3: terrace replacing 2-3 car parks, SF; Portland: Barber Block now and then (illustration, Gracie Campbell)

## 5. LOCAL INSIGHTS - WHAT WORKED? WHAT HELPED?

These are the insights gained from local planners with whom I have spoken. They are organized by topics, for an easier read.

#### SHIFTING AWAY FROM THE STATUS OUO

According to Prof. Kelly Clifton, 5 elements contributed to change, in Portland:

- 1. **Legislation** the federal Intermodal Surface Transport Infrastructure Act<sup>13</sup> (1991) relaxed the rules around the gas taxes allocation, allowing the funding of multi modal projects and conferring more power to the local organizations.
- No more money for the highways over time, investing in car infrastructure became more and more
  complicated, as it was better understood how other modes can deliver against the objectives in a
  cheaper and more popular way. It became also clearer that trade-offs needed to be made.
- 3. **New interest in urban living,** simpler commutes and local destinations. In a completely free economy however, this can lead to gentrification and housing affordability issues.
- 4. **Leadership** "people interested in liveability moved across leadership to positions of power (ex. Janette Sadik-Kahn, ...)"
- 5. New style of governance with emphasis on a democratic process and engagement

This topic came in conversation with all the interviewed practitioners. Here are some main ideas as of what helped the shift:

- A common vision of the development is seen as an essential foundation for evaluating and prioritizing interventions in Vancouver, the 1990s "Livable Region" played that role, and has since then been updated by metropolitan and local strategies<sup>14 15</sup>; in the Puget Sound region, the land use and transport strategy is the essential reference for the land use and transport system development (6); In Portland, Vision 0 shifted thinking the most, impacting on how the resources are focused and what data is collected<sup>16</sup>.
- Clear understanding of the causes & effects, clear linkage between the strategies for instance in San Francisco, the Climate Action strategy links directly to the strategies regarding health or equity, outlining the common causes of harm and the interventions synergies<sup>17</sup>.
- Regional or national legislation giving new rules or incentives. For instance: preservation of the
  agricultural land, focusing the growth in the urban areas (Vancouver, Portland, Seattle), commute trip
  reduction law (Oregon), or environmental responsibility (California's Sustainable Communities and
  Climate Protection Act, SB375).
- Turning point moments facilitating change
  - o In Portland, the decaying Portland hotel was bulldozed in 1951 and its footprint (in the centre of the city) was temporarily used as a parking lot. In 1969, with a backdrop of declining air quality, a 800-car parking structure was proposed but rejected by Portland Planning Commission<sup>18</sup>. Peter Koonce sees this episode as a turning point in terms of vision the city was designed for cars, and the parking would have been part of that paradigm. That space became the Pioneer Square, now Portland's "living room".
  - In San Francisco, earthquakes damaged significantly portions of elevated freeways. They
    forced the discussion around two central portions that were finally destroyed and replaced by
    at grade streets, public spaces, and even housing, between 1996 and 2006.
  - o In Vancouver, the Olympics prompted the development of the new Skytrain Canada Line (built 2005-2010), together with brownfield redevelopment (14, 19, 29). The event is probably a great example of the need to provide a significant increase in throughput and connectivity.
- **Public opinion** the 4 cities also had citizens' revolts or protests against the highways, forcing to reexamine the projects and examine again the question *Who is this for?* The residents protested

- against the destruction of neighbourhoods, the poor air quality, the traffic violence or the barriers to access, and they played an important part in the shift<sup>21 22</sup>.
- Extensive engagement and monitoring, ensuring the users', businesses' and decision-makers' needs are assessed and taken on board, clear linkages between the heard needs and how the options deliver against them (14, 15, 16, 19, 23, 23, 27, 29).
- **Trialling instead of overthinking** trials were seen as powerful tools. For road space redesign, they can demonstrate how spaces can work, allow for monitoring and offer users' hands on experience, providing a good decision support for further investments (14, 15, 16, 19, 23, <sup>23</sup>, 27, 29, 35).
- **Using the momentum of successes** in Vancouver, the SkyTrain showed what transit can actually do (29). In Seattle, a 25 year, 54 billion\$ plan for public transport has been approved by the voters in November 2016. The success is attributed to positive experiences of the existing system<sup>24</sup>. The road space allocation plays a key role in making the most of the gained capacities, facilitating further modal shift (16, 15, 16, 23, 27, 29).
- Interventions' affordability, via a better use of the existing infrastructure (ex. carriageway reallocation or mixed with a control on traffic speeds 16, 15,16, 19, 27, 29), the consideration of broader costs and benefits, for instance health, wellbeing, end user affordability<sup>25</sup>, or a more efficient delivery "dig once", interventions grouping<sup>26</sup>.

#### LAND USE: MIX, DENSITY, INTEGRATION, LIVEABILITY

Desirability of urban living, liveable neighbourhoods and downtowns, local destinations, urban intensification

The land use and development strategies are strongly linked with the transport, affordability, health, climate change, and energy efficiency visions and action plans. There is a high transparency of the linkages between the strategies, and the ways actions give effect to them (see as illustration Vancouver's walking and cycling

improvements alignment with linked strategies).

At the metropolitan level, there is a strong focus on developing brownfield areas that are serviced by efficient PT, and planning PT networks aiming at serving dense developments. In Vancouver, these aspects are now part of the Regional Growth Strategy (growth nodes). The developments linked with efficient PT have proven attractive for residents and investment, leveraging amongst others public-private-partnerships (PPP) and developers' participation in the infrastructure improvements (6, 19, 23, 27, 29, 29). This mechanism has been used for instance for Vancouver's SkyTrain Canada Line, realized together with the development of brownfields (Olympic village, Cambie corridor).

In Oregon, the growth boundaries have been fixed at the state level, to protect the agricultural land and the landscapes (<sup>27</sup>, <sup>28</sup>). The successes are seen especially with developments near PT or bicycle corridors. The Puget Sound region has also a strong focus on integration, linking development within urban boundaries (96% of all the developments) and an ambitious.

OAKRIDGE

99 B-LINE BUS

OAKRIDGE

PARTIUM LINE

CENTRAL BROADWAY

OAKRIDGE

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Figure 4: Vancouver rail and BRT network, integration (3)



\$54billion extension of the public transport network, voted late 2016 (6). There is a clear

and shared view of the growth nodes and of the relationship between growth and transport system development.

At the local level, the neighbourhood centres play an important role in providing services for local residents. The planning seeks to maintain or improve their land use mix and accessibility on foot or by bicycle. The downtowns have even more this need of mixed use – in Vancouver for instance, the city centre use mix has been highly developed. It is now estimated that 70-80% of people living downtown walk to work<sup>29</sup>, and the overall mode share of walking is over 45% of trips [10]. Denser land use is seen as key for continuing to support shorter trips & sustainable transportation choices<sup>30</sup>, but also for healthy communities<sup>31</sup>.

**Good public spaces** are widely used in the improvement of the urban life quality and support walking, especially via Complete Streets redesigns and space reallocation trials.

# OVERALL CAPACITY - MOVING PEOPLE AND GOODS, IMPROVING LIVEABILITY

For major corridors, the **capacity in terms of people and goods** moved is typically assessed when evaluating options. It is acknowledged that public transport, walking and cycling have high potential in terms of throughput and travel times, and that the right conditions are needed to leverage them. All four cities have experienced benefits of an efficient system integrated PT-walking-cycling system, at different levels. All four are also using the momentum of the reduction of car trips to drive further modal shift, and improve liveability. Providing alternatives to car that are efficient and attractive leads them to create new services, but it also often means a re-allocation of road space, for a better overall network use.

The result of this approach is seen in population and employment growth that doesn't imply traffic growth. The case of Vancouver has been noted above (same cordon traffic as in 1960). Seattle has added 45,000 jobs downtown from 2010 to 2016, or +22%, but hardly any additional traffic. The single occupancy vehicle commute decreased from 35% to 30% of the trips. 90% of the growth was absorbed by PT, walking and cycling<sup>32</sup>. This was possible thanks to important improvements in PT and cycling options, the location of intensifications near the centre and the PT nodes, and a demand management programme coordinated regionally<sup>33</sup>.

Overall capacity is improved through:

Better PT connections – ex.
 Vancouver, where light rail is preferred for access to the centre even "by those who have 2 cars at home" simply because it is seen as more efficient and comfortable than driving (29).



A 4-page illustration of best practices is available under HTTP://BIT.LY/TB-REPUS-3

- Better walking and cycling connections ex. Portland, success of Livable Streets projects, looking at re-purposing the street space, allow for seating and improving amenity and networks adapted to the biggest part of users (16, 27). Complete Streets Policies are typically applied in all major projects. These confirm the analysis done by Pucher and Buehler (8). In all cities, providing for disabled access is seen as a necessity (and not an "amenity"; 4, 6,16, 15,16,19,19, 20, 21, 27, 29, 27).
- The provision of competitive advantages to PT, walking and cycling, for the important connections (planning informed by a sound understanding of the customers' needs – origin-destination, levels of service, etc.)

#### TAILORING THE SOLUTIONS TO THE LOCAL NEEDS

Understanding what matters to the customers, engaging with them in the solutions design, providing the right alternatives

The cities put effort into understanding what matters for different demographics, how they move around now, how this changes, or what their barriers are. These elements are then directly linked to the delivery of adapted solutions, and seen as key given the change in demographics, needs, and mobility patterns. Examples:

- Vancouver tracks mode share, vehicle-kilometres travelled (VKT), and other key parameters annually, for a better understanding of the emerging car sharing sector, preferences by people [walking], cycling, and bike/vehicle parking trends<sup>34</sup>. This evidence is used to shape measures that target major/emerging needs. They resulted in a massive uptake of PT, walking and cycling, as modes of choice, especially for going downtown.
- Seattle went from being sued by the disabled community over inaccessibility and discrimination to
  collaborating on the walking realm. Michael Shaw, Seattle Disability action plan coordinator, sees
  there a result of an improved outreach and shared understanding of the needs, barriers and city's
  processes.
- Arbutus Greenway, Vancouver: wide community engagement from the start of the project, and involvement of 100 participants representing all ages and neighbourhoods in a two day "design jam", where participants worked with experts on the design and presented preferred solutions (15 <sup>35</sup>).

# **GOVERNANCE, PLANNING AND FUNDING**

The cities aim for an overall liveability, efficiency, affordability, and sustainability. The visions and strategies are however crafted by multiple partners, generally:

- The core city, often presenting more acute needs to address access and provide liveable environments for living and doing business, ones that residents and companies are likely to choose, and therefore often more progressive in the strategies implementation (Vancouver for instance)
- Suburban municipalities, with larger greenfield development potentials and lesser network pressure,
   with the challenge of focusing growth especially around transport nodes
- The region, often managing the public transport and ensuring a coordination role (for instance Vancouver, regional growth strategy, identifying growth nodes to be prioritised against sprawl)

All the cities examine broader transport costs and benefits. Vancouver illustrates well this approach, considering<sup>36</sup> climate change mitigation through reductions in fossil fuel usage, avoided costs of vehicle operation and crashes, health benefits associated with incorporated physical activity into daily routines and localized reductions in Criteria Air Contaminants (CACs), enhanced community liveability, reduced transportation costs, or postponement of investments.

### ROAD SAFETY: UNDERSTANDING, SYSTEMIC APPROACH, AND MONITORING

All four cities are committed to Vision 0 and show a great consistency in understanding the problems and addressing them in a systemic way.

Amongst their best practices, I noted:

- **Ownership** acknowledging the importance of the system on the traffic deaths and serious injuries, taking responsibility to improve it.
- Commitment to address difficult aspects of road safety, such as for instance pedestrian deaths and serious injuries (often stagnating, while the overall DSIs decrease) – e.g. efforts to understand the patterns and target improvements.
- Data to inform prioritization and assess effectiveness. All cities publish prioritized action plans and Vision Zero tracking.
- Targeted interventions the interventions can be simple to realize, for instance by reducing cornering speeds and improving mutual visibility through painted curb extensions enforced with cheap urban furniture (bollards, planters, etc.). The cities apply the design guidelines developed by NACTO<sup>37</sup> and pioneered by New York, because of their proven efficiency and effectiveness. They target in particular the deadly overlaps between traffic speed, complexity, and presence of people walking and cycling.



A 4-page illustration of targeted safety improvements is available under <a href="http://bit.ly/TB-repUS-4">http://bit.ly/TB-repUS-4</a>

# 6. Addressing the challenges - A personal wrap-up

The main "take-away" from this trip is certainly that all the successes relied on a system approach. A personal wrap up is presented below/

		Elements of system interventions		
Challenge	Land use: mix, density, integration	Overall network capacity – moving people and goods	Tailoring the solutions to the local needs	
Congestion, network efficiency, air pollution	De-centralization.  Development of well inter- connected local activity centres. Infill development, with nearby destinations and efficient PT.	Development of alternatives that increase the overall capacity and travel demand management, encouraging the use of the most efficient modes.	Provision of alternatives to driving with the <b>right levels of service</b> , attractive for users to choose. Main characteristics: travel times, PT frequencies, accessibility, legibility, continuity, affordability.	
Transport system affordability	De-centralization and urban infill (see above); for the end user - lesser need to own or use a car; for the authorities - PT patronage and revenues increase, lesser traffic capacity investment, leverage of incremental developer fees.  Good understanding of the needs (geographic, or by user – surveys, interventions monitoring); prioritisation of space to address them the most efficiently – for instance bus lanes providing efficiency for direct routes, servicing specific origin-destination connections.			
Growth and sprawl	Infill development (see above); TODs (transit- oriented developments), with easy access to major PT connections.	Growth coordinated with multi modal systems, providing efficient solutions for different journeys / needs (efficiency for the user but also from the system perspective).	Good understanding of the needs of the new residents in terms of destinations or parameters of modal choice, and provision of transport solutions that are likely to be chosen.	
Affordability - housing	Considering overall affordability of housing and transport — development of housing in areas where a car is not necessary and the transport costs can be reduced.	Efficient and attractive alternatives to car. PT, high quality walking environment and bicycle network, for short trips.	Suppression of parking minima, allowing for buildings with low or no parking provision; provision of attractive alternatives to driving (left)	
Public health and road safety	Mix and density - local activity/service centres, allowing for short trips from home, together with an environment that encourages walking and cycling as everyday means of transport, or as access to PT.	Leveraging active modes and PT (use correlated with higher walking), achieving less sedentary lifestyles, less air pollution and less road trauma.	Walking and cycling networks actively encourage movement (attractive to wider demographics), linked with traffic management (lower stress, more comfort for walking and cycling). Targeted safety interventions – traffic speed and complexity reduction, prioritization taking into account pedestrian and bicycle volumes (context).	

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