

3 Setting Priorities

To build the projects and programs needed to make walking safer and more pleasant, Glendale must target its resources in areas where they will have the greatest impact.

The Citywide Pedestrian Plan identifies a new way to spend the City of Glendale’s pedestrian funding, focusing on a prioritized strategy for investments. The prioritization approach helps the city do two things: (1) identify high priority areas where pedestrian projects and programs are most needed and can address safety, equity, and pedestrian demand; and (2) rank pedestrian projects within the highest priority areas to identify those for near-term implementation.

This chapter explains the overall approach to prioritization and provides more detailed information on high priority areas. Chapter 4 focuses on project identification and development, and Chapter 6 contains the prioritized list of projects for near-term and longer-term action.

Approach to Prioritization

Often, funding for pedestrian projects is spread evenly around a city, with limited amounts allocated to respond to specific political or neighborhood requests. Addressing pedestrian infrastructure needs in this way means that funding is frequently spread too thinly to have a significant impact, and that some neighborhoods can get left behind. Establishing a clear approach to project prioritization helps focus resources in areas where they can have the greatest impact, whether for safety, equity, or another purpose that is important to the community.

Cities around the country use prioritization as a way to organize their capital project spending and make project decisions more transparent. Prioritization frameworks and methodologies typically are based on community values and goals, as is the case in Glendale.

Developing Glendale’s Prioritization Framework

The projects and programs identified in the Citywide Pedestrian Plan exceed the amount of funding currently available for pedestrian projects. Establishing an approach to prioritization is a way to identify areas of the city most in need of pedestrian projects and programs based on factors identified by the community as most important. Applying a geographic prioritization lens to the full list of possible projects helps the city identify which projects should be funded and built first, giving the city the ability to direct resources where they will have the greatest impact.

Furthermore, with the passage of Measure M, there is now considerably more money available for local and regional active transportation projects in Los Angeles County. By showing that the

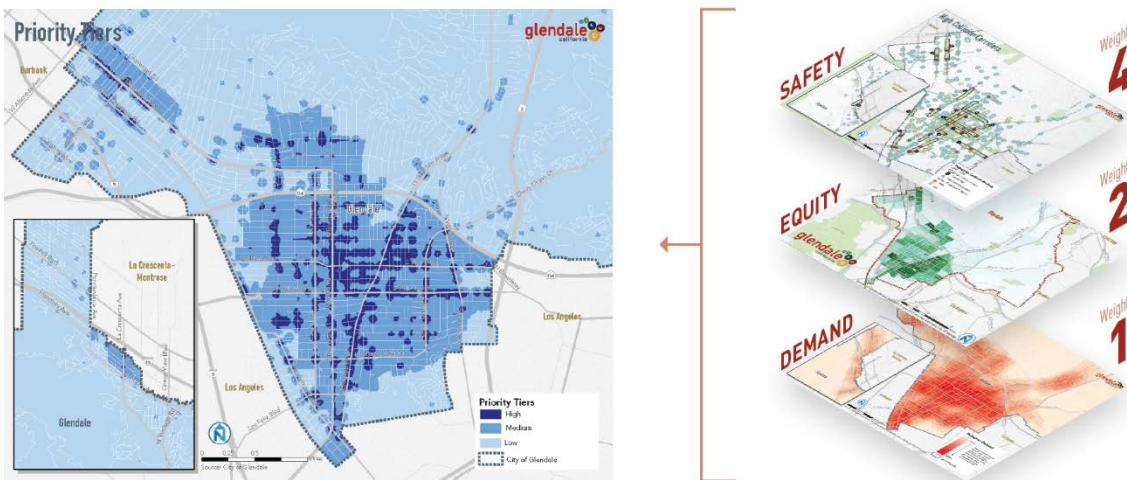
city is thoughtfully investing those dollars based on a data-driven prioritization process, Glendale can increase its competitiveness for those funds.

Elements of Prioritization

The first step in prioritizing investments is to identify the places within Glendale that are most in need of, or can most benefit from, walking projects and programs. This step layers three indices—safety, equity, and pedestrian demand—to find the “hot spots” where the three factors come together, pointing to areas of high priority.

The project team developed preliminary weighting scenarios for these indices, which were discussed with the Pedestrian Safety Advisory Committee (PSAC) and revised based on their feedback. To best meet the goals of the Citywide Pedestrian Plan and to respond to feedback received during the plan’s development, the PSAC recommended giving the highest weight of the three indices to safety, followed by equity, and then pedestrian demand. Therefore, safety and equity are weighted four times and two times higher than demand, respectively, and have a greater contribution to establishing the high priority areas (Figure 3-1).

Figure 3-1 Prioritization Inputs and Weighting (Right) to High Priority Areas (Left)



The three indices on which the Pedestrian Plan prioritization framework is based are linked to the plan’s goals and are described in greater detail in the following sections.

Safety

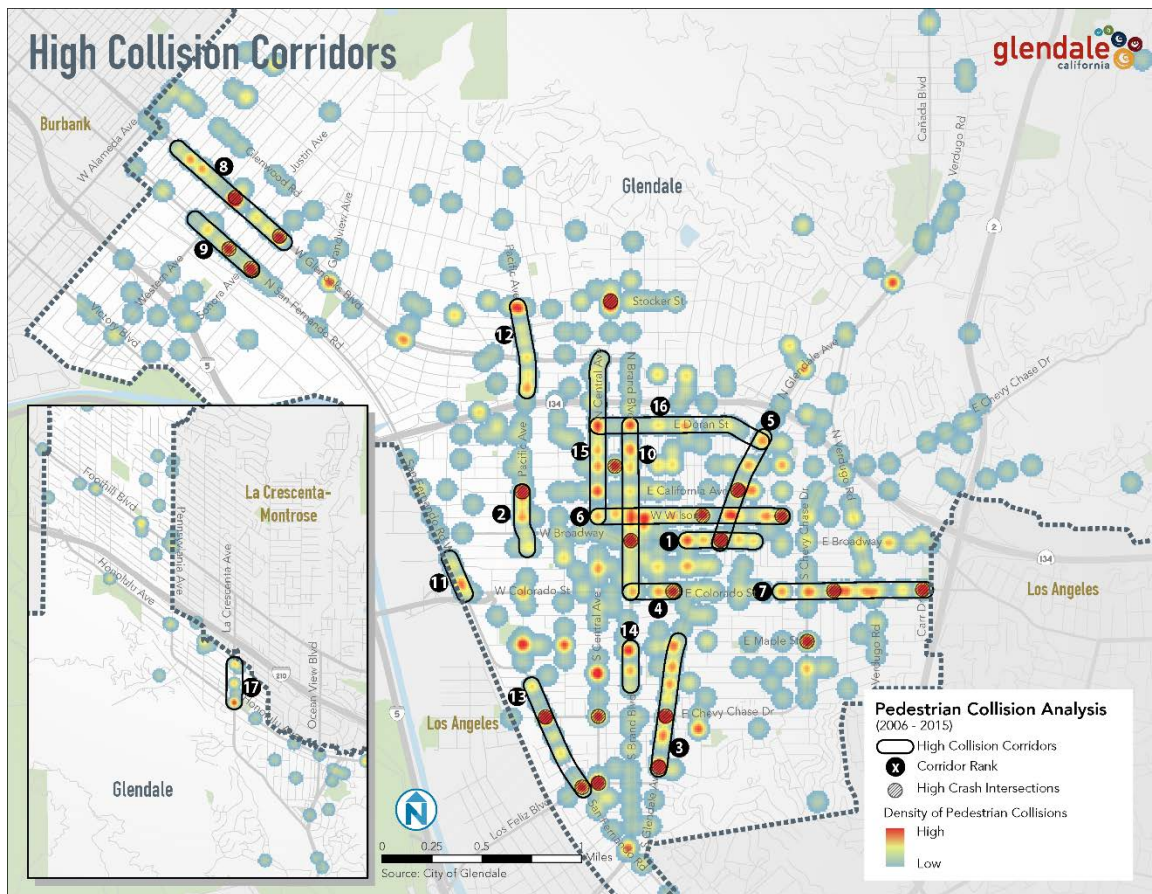
Safe places to walk are critical to make walking in Glendale more pleasant and comfortable. Safety improvements to streets and sidewalks can reduce the number of pedestrian collisions and fatalities. Additionally, improvements to perceived safety—how safe or inviting a place feels to pedestrians, including slow-moving traffic, places to sit, and shade trees, for example—encourage people to walk more. The collision density map in Figure 3-2 represents the density of pedestrian-involved collisions in Glendale. More than 40% of collisions occurred on just 17 corridors, pointing to specific streets on which safety improvements can have the greatest impact.

The corridors with the highest number of pedestrian collisions per mile are:

- E Broadway from N Jackson St to N Cedar St
- N Pacific Ave from W California Ave to Ivy St
- S Glendale Ave from E Maple St to E Cypress St
- E Colorado St from S Brand Blvd to S Kenwood St
- N Glendale Ave from E Doran St to E Broadway

The collision analysis and many more findings about pedestrian safety in Glendale are included in Taking Stock (see Appendix A).

Figure 3-2 Map of High Collision Corridors

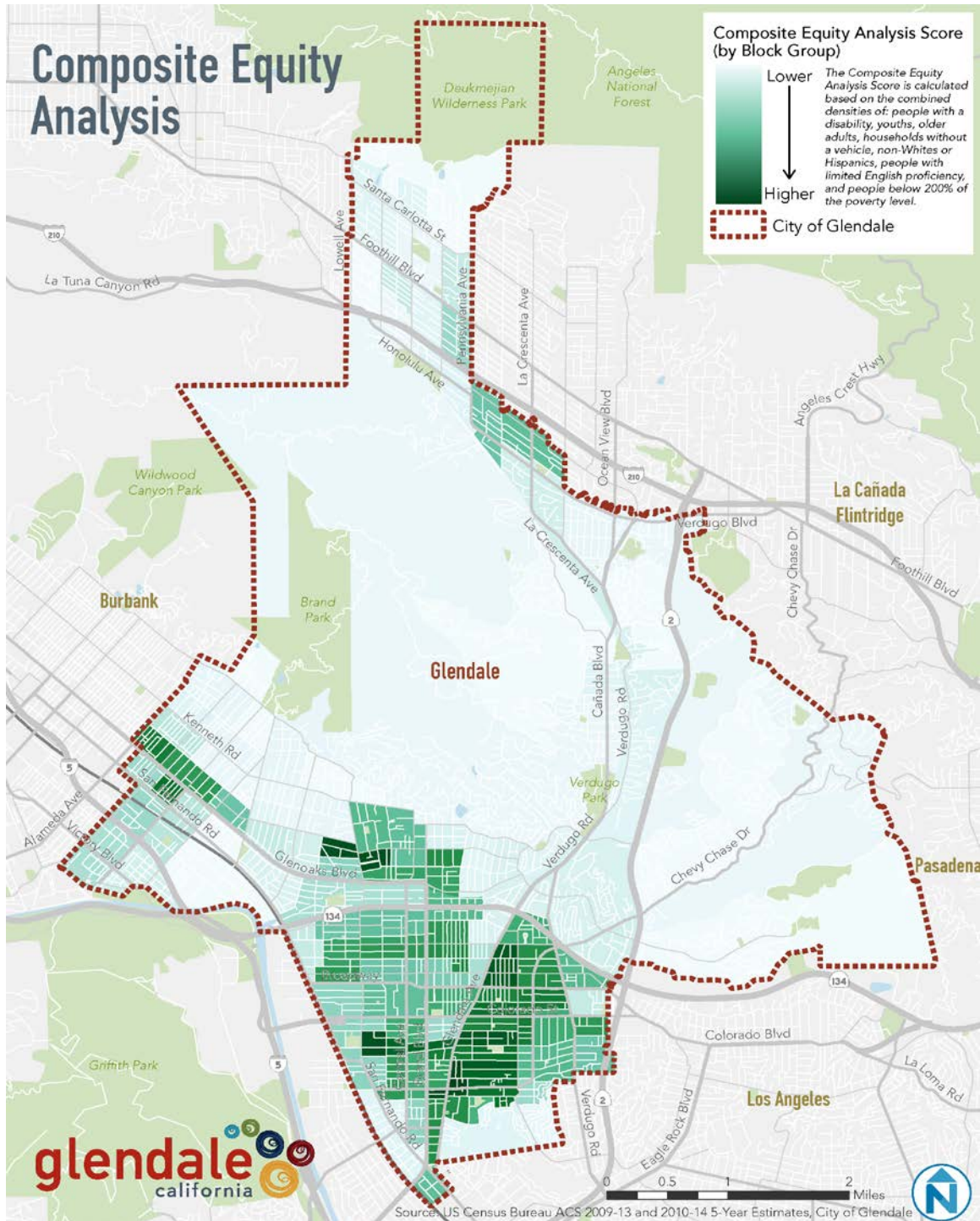


Equity

Areas with higher concentrations of people with a disability, young people, older adults, households without vehicles, people of color, people with limited English proficiency, and people living in poverty are often dependent on transit for the majority of their trips. As a result, they are more likely to walk than other groups and are disproportionately impacted by poor walking conditions in Glendale. Figure 3-3 illustrates areas of Glendale that have a greater need for walking infrastructure based on these factors.

Areas of Glendale with the highest concentration of people who may have a greater need for walking improvements and programs include the Citrus Grove, Mariposa, and Pacific-Edison neighborhoods. Smaller concentrations exist in Verdugo Viejo, Glenwood, Grandview, and in the Montrose neighborhood.

Figure 3-3 Composite Equity Index

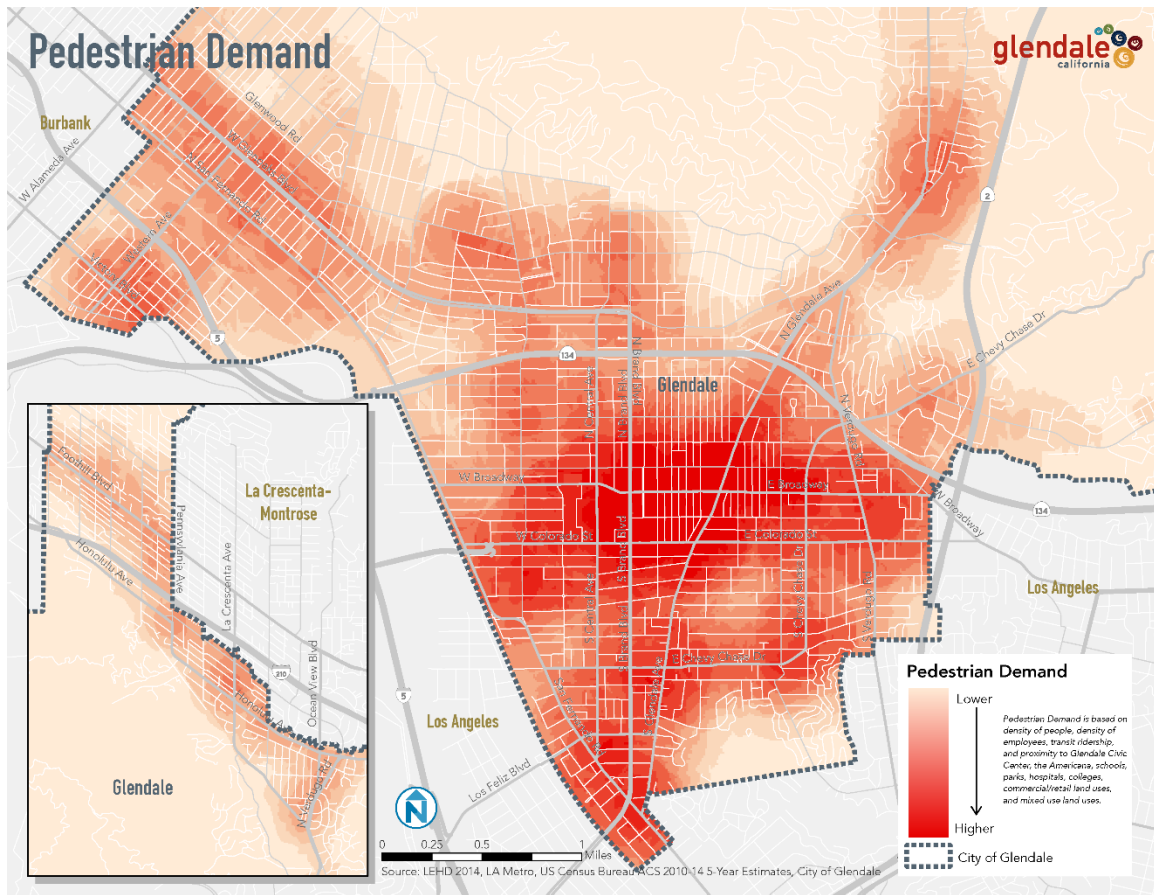


Demand

Places with high densities of land uses including housing, jobs, clusters of places to go, and specific types of destinations (such as schools and transit stops) typically generate more walking trips than areas without these features. The pedestrian demand index in Figure 3-4 combines 11 criteria to identify areas of Glendale where we might expect to see more people walking.

Pedestrian demand is greatest in the following neighborhoods: Citrus Grove, City Center, Mariposa, Tropic, Pacific Edison, and Somerset. Other areas with high pedestrian demand include Grandview, Glenwood, Riverside Rancho, Vineyard, Verdugo Viejo, and areas of Crescenta Highlands, Sparr Heights, and north of Glendale Community College in Verdugo Woodlands. These areas are highly correlated with population and employment densities, commercial land uses, and proximity to schools and colleges.

Figure 3-4 Pedestrian Demand



High Priority Areas

High priority areas are intended to help Glendale identify a starting place for investment, recognizing that additional funding will be required to address needs throughout the city and meet the Pedestrian Plan’s goals. However, all areas of the city have a level of priority attached to them, and pedestrian safety is important in every neighborhood.

The three overlaid indices yield a single score that is categorized into three tiers of priority: high, medium, and low. Figure 3-5 presents Glendale’s high priority areas, with the darkest blue representing the highest priority, and the lightest blue representing areas of lower priority. An analysis of the percentages of the city included by tier is shown in Figure 3-6.

High priority areas are spread throughout Glendale, with a concentration in Downtown Glendale and South Glendale generally. Because of the weighting given to safety, many of the 17 high collision corridors emerge as areas for priority improvement. In particular, Glendale Avenue, Colorado Street, Broadway, and Brand Boulevard are among the highest priority corridors.

Other areas of high priority include Glenoaks Boulevard, toward the western edge of Glendale; Central Avenue; and Wilson Street. There are select pockets of high priority in North Glendale and a number of high priority areas at the city’s southern border, including areas near the Larry Zarian Transportation Center.

Figure 3-5 Glendale’s High Priority Areas

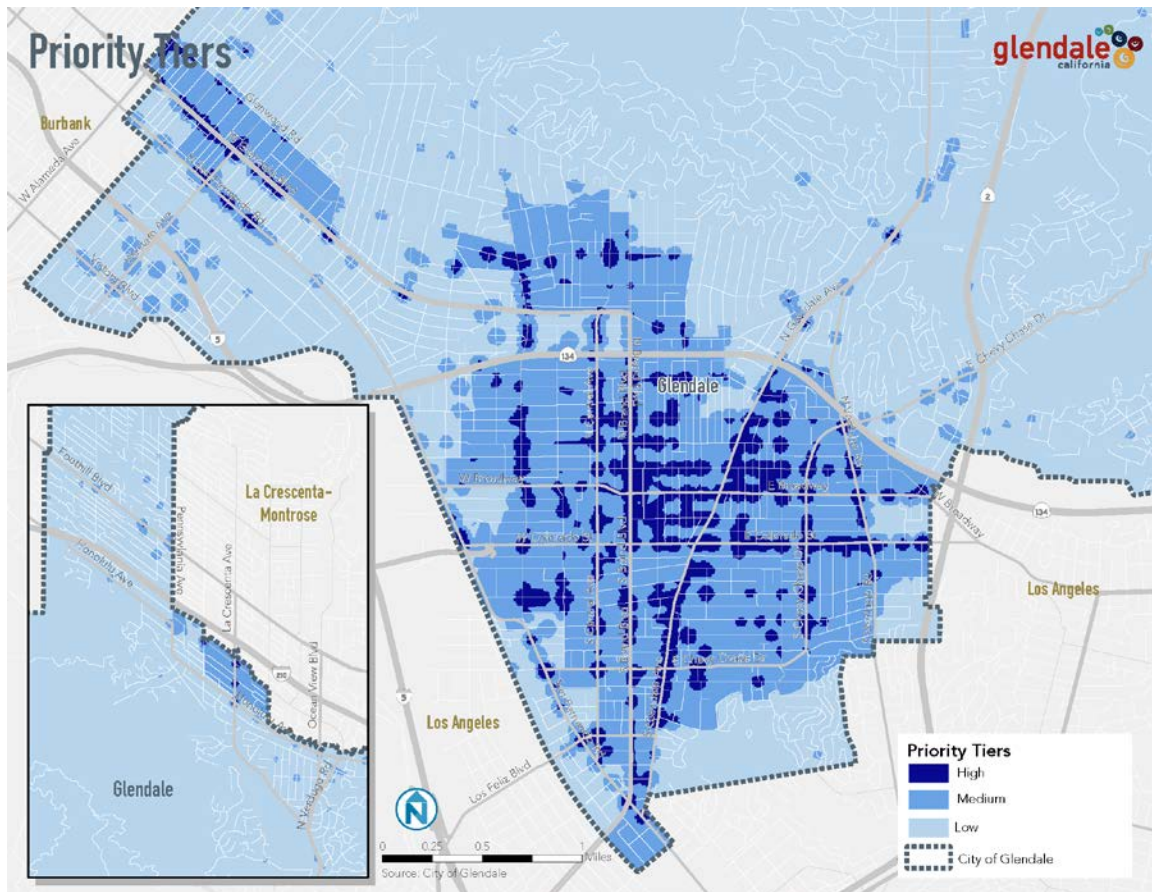


Figure 3-6 City Coverage by Priority Tier

Measure	High Tier	Medium Tier	Low Tier
Land Area	4%	13%	83%
Employment	26%	43%	32%
Households	14%	44%	42%
Population	14%	43%	43%
Pedestrian Collisions	78%	22%	0%
Injuries from Pedestrian Collisions	78%	22%	0%
Deaths from Pedestrian Collisions	64%	36%	0%
Equity Index ^[A]	65.7	56.8	23.2

[A] Out of a score of 100. The citywide average is 29.2.

High priority areas represent 4% of Glendale’s land area but account for 78% of collisions. Making pedestrian investments on a very small percentage of the city’s streets could have an outsized effect on reducing collisions.

Using the High Priority Areas

Establishing high priority areas and investing in these areas can help Glendale make the best use of its limited transportation funds. While all areas of the city are important and many are in need of walking projects and programs, it is not possible to do everything at once. Focusing first on the highest priority areas will help to address immediate safety and equity needs while supporting areas of high pedestrian demand. The high priority areas support the vision and goals of the Pedestrian Plan by directing resources in ways that will have the greatest impact.

High priority areas can be used to establish new program areas as well, including new street designations and street types such as Pedestrian Priority Streets, which are currently only identified in Glendale’s Downtown area. Additional recommendations about programs, policies, and procedures that can be implemented according to this prioritization framework can be found in Chapter 5.