CITY OF HIGHLAND PARK, MICHIGAN

FY 2022 SAFE STREETS & ROADS FOR ALL COMPREHENSIVE SAFETY ACTION PLAN

City Engineering Department
City Engineer – Damon L. Garrett, PE

Metro Consulting Associates, LLC

Dated: May 23, 2025

CITY OF HIGHLAND PARK

We are One Community

Glenda McDonald, Mayor

VISION ZERO PLEDGE

The Bipartisan Infrastructure Law (BIL) has been in effect since November 2021. It is the largest long-term investment in our infrastructure, including roads, bridges, and mass transit. The BIL has established the Safe Streets for All (SS4A) discretionary grant program in an effort to address the alarming number of roadway fatalities, with over 40,000 deaths annually in the United States. This program supports the local initiatives to prevent death and serious injury on roads and streets, aiming to head 'Toward Zero Deaths', known as the 'Vision Zero'[1] initiative.

In collaboration between the Consultant team at Metro Consulting Associates, and the Community, the City of Highland Park, Michigan has resolved to improving the safety on its streets by embracing the principles of Vision Zero, a strategy to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, and equitable mobility for all. Following the exit of major automotive factory centers, the once booming metro town of Highland Park has steadily declined from its heyday over the years. The City has forgone its state-of-the art roadways, making way for increased crime and reduced road safety for underserved populations. The objective of this Vision Zero Pledge is to take the City of the Highland Park from "Once was…" to "Now is…", when speaking of its positive development, increased safety, and higher quality of life.

Between the years 2014 and 2023, the City of Highland Park experienced on average 0.7 deaths per year due to traffic crashes and an average of 5.1 incapacitating injuries per year. The cause and effect of this statistic goes hand-in-hand with the overburdened population that lives in census tracts of persistent poverty, majority of which are people of color. The Safe Streets and Roads for All Grant Program is an effort towards zero deaths and serious injuries on the nation's roadways.

The City of Highland Park is proud to be part of this program and appreciates the opportunity to build this Safe Streets For All Action Plan FY 2022. With the use of this Action Plan, the City of Highland Park pledges to take steps that will contribute to approaching Vision Zero by the year 2040.

STATE OF MICHIGAN
COUNTY OF WAYNE) ss
CITY OF HIGHLAND PARK

I, Cidia Wicker-Brown, Deputy City Clerk of the City of Highland Park, do hereby certify that the annexed is a true copy of:

A RESOLUTION TO APPROVE THE REVISED COMPREHENSIVE SAFETY ACTION PLAN AND TO ENDORSE VISION ZERO, FOR THE CITY OF HIGHLAND PARK TO STRIVE TO ACHIEVE ZERO TRAFFIC DEATHS AND INCAPACITATING INJURIES ON THE STREETS OF HIGHLAND PARK BY 2040.

as appears by the files and records in my office, that I have compared the same with the original and it is a true transcript there from and of the whole thereof.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the corporate seal of the City of Highland Park.

This 17th day of June 2025

Cidia Wicker-Brown, Deputy City Clerk

CITY OF HIGHLAND PARK

We are One Community

Glenda McDonald
Mayor

A RESOLUTION TO APPROVE THE REVISED COMPREHENSIVE SAFETY ACTION PLAN AND TO ENDORSE VISION ZERO, FOR THE CITY OF HIGHLAND PARK TO STRIVE TO ACHIEVE ZERO TRAFFIC DEATHS AND INCAPACITATING INJURIES ON THE STREETS OF HIGHLAND PARK BY 2040.

WHEREAS, the Comprehensive Safety Action Plan was initially developed under the FY2022 Safe Streets for All (SS4A) Action Plan Grant by the U.S. Department of Transportation (DOT) and previously presented to, and approved by the City Council on September 16th, 2024; and

WHEREAS, the Comprehensive Safety Action Plan provides a basis for planning, infrastructure, behavioral, and operational initiatives to prevent death and serious injury on roads and streets involving all roadway users, including pedestrians; bicyclists; and motorists; and

WHEREAS, subsequent to its initial adoption, the Comprehensive Safety Action Plan has undergone revisions and updates to further enhance its effectiveness and alignment with the feedback from the Highland Park community; and

WHEREAS, the revised Comprehensive Safety Action Plan will continue to provide the framework to advance traffic safety improvement in a coordinated manner throughout the City; and

WHEREAS, the revised Comprehensive Safety Action Plan will enable the City Engineering Department to qualify for future Implementation Grants through the DOT to fund projects from the Action Plan that will assist with traffic safety improvement through rehabilitation and replacement of city roads and infrastructure; and

NOW, THEREFORE, BE IT RESOLVED, that the City of Highland Park City Council offered the following resolution and moved for the following;

1. Approve the revised Comprehensive Safety Action Plan with proposed traffic safety improvement projects and;
2. Endorse Vision Zero as part of a comprehensive effort to achieve zero deaths and serious injuries on the streets of Highland Park by 2040; and
3. After documentation of all comments received from citizens, the Council and DOT on this Action Plan, the City Engineer is authorized to take all necessary actions to give this resolution effect this 2nd day of June, 2025; and

PASSED AND ADOPTED, this 2nd day of June 2025 by the votes of Highland Park City Council.

YEAS: 3 Thomas, Manica and Martin

NAYS: 2 Robinson and Ash-Shafii

Vote Certified by the Deputy Clerk

Cidia Wicker-Brown
Dated: June 17, 2025

Approved to Legal Form

City Attorney

CITY OF HIGHLAND PARK

We Are One Community

City Engineering Department
Damon L. Garrett, PE
Metro Consulting Associates, LLC

SS4A ACTION PLAN UPDATES SUMMARY FOR COUNCIL MEETING

Date: 06/02/2025

The City of Highland Park's Engineering Department has updated the FY2022 Safe Streets & Roads for All (SS4A) Comprehensive Safety Action Plan. The plan's Vision Zero meaning zero traffic-related deaths and serious injuries by 2040. **The plan was originally approved by City Council on September 16th, 2024**. Additions have been made since then, based on feedback from new public survey in April 2025, and comments received from the US Department of Transportation.

Key Updates & Focus Areas:

The primary focus of the updates includes a deeper dive into pedestrian-related crash analysis and focus on equity considerations. Following additions are made to the plan:

1. **SECTION 5.1: PUBLIC SURVEY #2**
    a. The April 2025 public survey (Phase II) received 52 responses, significantly more than the 9 responses from the July 2024 survey (Phase I). **Total 61 responses**.
    b. **Key issues identified:**
        i. Feeling unsafe on streets, particularly residents without cars.
        ii. Lack of lighting.
        iii. Poorly maintained roads.
    c. **Key solutions preferred by the public:**
        i. More street lighting.
        ii. Improved road signs/striping were highly favored.
    d. **Other suggested solutions**:
        i. Improved sidewalks/crosswalks
        ii. Better bike lanes
        iii. More road safety education or community gatherings.
2. **SECTION 5.2: EQUITY CONSIDERATIONS**

This section was expanded with the crash data analyzed for different demographics such as race, gender, age, and income in **sub-sections 5.2.1.1** (Pg 42) to **5.2.1.4** (Pg 45), shedding light on vulnerabilities that need to be addressed within each group.

3. SECTION 4.6: PEDESTRIAN INVOLVED CRASH DATA ANALYSIS (NEW SUBSECTION)

A deeper dive into pedestrian-related crashes revealed that, while only 2% of All crashes involve pedestrians, but those that do, are **more likely to be fatal and incapacitating**.

Section 4.6 walks us through the causes of these incidents noting the high severity ratio, and a focus of the locations of these crashes, as 75% of the pedestrian-related crashes occur at intersections.

4. SECTION 7.6: HIGHLAND PARK RECREATION CENTER PARKING LOT IMPROVEMENTS (NEW SUBSECTION)

Section 7 describes the past and planned projects in the City. This project under the State High Water Infrastructure (SHWI) Grant is a new development since the council meeting on September 16th, 2024, and therefore needed to be part of the updated Action Plan.

Upon City Council's acceptance, this updated Action Plan will be submitted to the U.S. Department of Transportation. Once approved by the USDOT, the City will officially adopt the plan and publish it on the City's website, making it accessible to the public.

Achieving Vision Zero is a continuous endeavor. This Action Plan serves as a critical foundation for future traffic safety improvements, and ongoing feedback from both the community and the City Council remains invaluable. The Engineering Department is committed to continuously seeking new grant opportunities to further enhance the City's safety infrastructure and will continue gathering feedback and integrate new ideas into future developments.

CERTIFIED RESOLUTION

STATE OF MICHIGAN
COUNTY OF WAYNE
CITY OF HIGHLAND PARK

I, Brenda Green, Clerk of the City of Highland Park, do hereby certify that the annexed is a true copy of a **RESOLUTION TO APPROVE THE COMPREHENSIVE SAFETY ACTION PLAN AND TO ENDORSE VISION ZERO, FOR THE CITY OF HIGHLAND PARK TO STRIVE TO ACHIEVE ZERO TRAFFIC DEATHS AND INCAPACITATING INJURIES ON THE STREETS OF HIGHLAND PARK BY 2040** approved by the Highland Park City Council at their Regular Meeting held Monday, September 16 2024. As shown in the files and records in my office and I have hereunto affixed the corporate seal of the City of Highland Park.

Certified by:

Brenda Green
Highland Park City Clerk

Dated: September 18, 2024

CITY OF HIGHLAND PARK

We are One Community

Glenda McDonald
Mayor

CITY OF HIGHLAND PARK
RESOLUTION NO. _____

A RESOLUTION TO APPROVE THE COMPREHENSIVE SAFETY ACTION PLAN AND TO ENDORSE VISION ZERO, FOR THE CITY OF HIGHLAND PARK TO STRIVE TO ACHIEVE ZERO TRAFFIC DEATHS AND INCAPACITATING INJURIES ON THE STREETS OF HIGHLAND PARK BY 2040.

WHEREAS, the Comprehensive Safety Action Plan was developed under the FY2022 Safe Streets For All (SS4A) Action Plan Grant by the U.S. Department of Transportation (DOT); and to provide a basis for planning, infrastructure, behavioral, and operational initiatives to prevent death and serious injury on roads and streets involving all roadway users, including pedestrians; bicyclists; and motorists; and

WHEREAS, the Comprehensive Safety Action Plan will provide the framework to advance traffic safety improvement in a coordinated manner throughout the City; and

WHEREAS, the Comprehensive Safety Action Plan will enable the City Engineering Department to qualify for future Implementation Grants through the DOT to fund projects from the Action Plan that will assist with traffic safety improvement through rehabilitation and replacement of city roads and infrastructure; and

NOW, THEREFORE, BE IT RESOLVED, that the City of Highland Park City Council offered the following resolution and moved for the following;

1. Approve the Comprehensive Safety Action Plan with proposed traffic safety improvement projects and;
2. Endorse Vision Zero as part of a comprehensive effort to achieve zero deaths and serious injuries on the streets of Highland Park by 2040; and
3. After documentation of all comments received from citizens, the Council and DOT on this Action Plan, the City Engineer is authorized to take all necessary actions to give this resolution effect this 16th day of September 2024; and

PASSED AND ADOPTED, this 16th day of September 2024 by the votes of Highland Park City Council.

YEAS: 5

NAYS: 0

Vote Certified by the City Clerk

Brenda Green

Brenda Green

Dated: 9-16, 2024

Approved to Legal Form

City Attorney

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2. U.S. DOT - What is Safe System Approach?:
https://www.transportation.gov/safe-system-approach

3. City of Highland Park Master Plan 2030:
https://www.highlandparkmi.gov/media/5t5i2zfy/highland-park-master-land-use-plan-final.pdf

4. SS4A Underserved Communities Data:
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5. City of Highland Park- We Are One Community:
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6. ADA Best Practices Tool Kit for State and Local Governments:
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7. KABCO Injury Classification Scale and Definitions:
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10. Research Utilizing SHRP2 Data to Improve Highway Safety: Development of Speed–Safety Relationships:
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15. Gender-based Crash Analysis:
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17. NACTO- Urban Street Design Guide:
https://nacto.org/publication/urban-street-design-guide/

LIST OF ABBREVIATIONS

A	-	Crash Severity -Incapacitating Injury
ALPR	-	Automatic License Plate Recognition
B	-	Crash Severity -Non-Incapacitating Evident Injury
BIL	-	Bipartisan Infrastructure Law
BIPOC	-	Black Indigenous, and People of Color
C	-	Crash Severity -Possible Injury
FHWA	-	Federal Highway Administration
HIN	-	High Injury Network
I-75	-	Chrysler Freeway
K	-	Crash Severity -Fatal/Killed
K-A	-	Crash Severity -Fatal/Killed and Incapacitating Injury
KABCO	-	All Crash Severity categories
M-1	-	Woodward Avenue
M-10	-	John C Lodge Freeway
M-8	-	Davison Freeway
MCA	-	Metro Consulting Associates
MDOT	-	Michigan Department of Transportation
MMUTCD	-	Michigan Manual for Uniform Traffic Control Devices
MTCF	-	Michigan Traffic Crash Facts
NACTO	-	National Association of City Transportation Officials
O	-	Crash Severity -No Injury or Property Damage Only
PASER	-	Pavement Surface Evaluation and Rating
SEMCOG	-	Southeast Michigan Council of Governments
SHWI	-	State High Water Infrastructure

SS4A - Safe Streets for All

STP-U - Surface Transportation Program - Urban

TAMC - Transportation Asset Management Council

TCD - Traffic Control Devices

USDOT - United States Department of Transportation

DEFINITIONS

ADA Compliance: Standards for Accessible Design under the Americans with Disabilities Act of 1990, which ensures that people with disabilities can access public and private spaces open to general public.

Behavioral projects: Initiative that are aimed at influencing and changing behaviors of road users and administration to enhance traffic safety.

Capital Improvement Plan: A multi-year planning document that outlines a government entity's or organization's anticipated capital expenditures for infrastructure and large-scale public projects.

Complete Streets: A design and policy approach to road planning that aims to create streets that are safe, comfortable, and accessible for all users, regardless of their mode of transportation, age, or ability.

Crash Severity Ratio: A measure of traffic crash severity calculated as the ratio of the number of fatal or incapacitating-injury crashes to the total number of crashes.

Full Depth Reconstruction: A comprehensive pavement rehabilitation method where the entire thickness of the existing pavement (both the surface and base layers) is removed and rebuilt from the ground up.

High Injury Network: A map or dataset that highlights the specific corridors, streets, or intersections where a significant concentration of severe traffic crashes.

Infrastructural projects: Projects that refer to tangible, physical improvements aimed at enhancing the safety of roadways.

KABCO Classification: A standardized system used in traffic safety and crash reporting to categorize the severity of injuries sustained in a motor vehicle crash, where K = Fatal, A = Incapacitating Injuries, B = Non-Incapacitating Injuries, C = Possible Injuries, O = No injuries or Property Damage Only

Master Plan: A comprehensive, long-term planning document that outlines a strategic vision for the development, growth, and management of a specific area, such as a city, town, campus, or region.

Mill & Overlay: A street maintenance technique that requires the removal of the top layer of a street by the grinding action of a large milling machine. After the top layer is removed, a new layer of pavement is put in its place.

Operational projects: Projects that refer to non-infrastructural strategies for road safety improvement, using management, maintenance and operation of the transportation network.

Pavement Surface Evaluation and Rating (PASER): A simple and visual road rating system on a scale of 1-10, which goes from Poor at 1, to Good at 10.

Road Diet: A traffic calming measure that involves reconfiguring a roadway to reduce the number of travel lanes or lane width, typically to improve safety for all road users, including drivers, pedestrians, and bicyclists.

Safe System Approach: A road safety strategy that aims to eliminate traffic fatalities and serious injuries by designing and managing a transportation system that is inherently safe and forgiving of human errors.

Traffic Control Devices (TCD): Signs, signals, markings, and other devices placed on, over, or adjacent to a roadway or highway by a public authority or official to regulate, warn, guide, or inform road users.

Urban Mixed Use Road: A type of roadway that serves multiple purposes in a mixed-use area, where residential, commercial, institutional, and recreational activities coexist.

1. INTRODUCTION

The City of Highland Park is delighted to present this Safety Action Plan to act as a springboard for infrastructural, operational and behavioral improvements in order to approach Vision Zero, using the Safe System Approach. The City has enlisted Metro Consulting Associates (MCA) as the consultant team in order to make this vision possible.

The Safe System Approach[2] is the guiding principle adopted by the United States Department of Transportation (USDOT) as an effective method to address and prevent traffic deaths. Whereas the traditional road safety system strives to mold human behavior, and prevent crashes, the Safe System Approach focuses on design and operation of the transportation by acknowledging the fact that humans make mistakes, and crashes are unavoidable, but the impact forces and crash severity can be reduced, preventing any fatalities or incapacitating injuries.

Figure 1 below shows how the traditional road safety system needs to evolve and shift its focus to Safe System Approach.

Figure 1: Traditional System Vs Safe System Approach

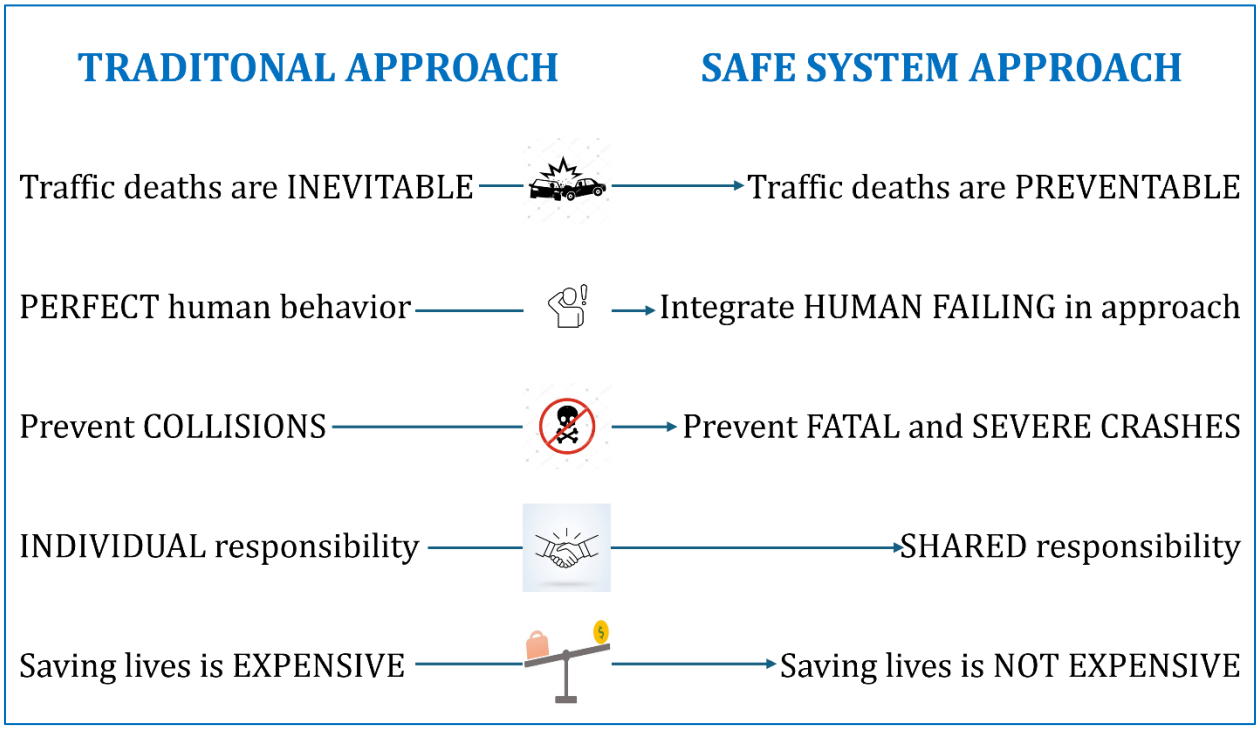


Figure 2 below shows the six Principles of the Safe System Approach, namely;

- Death and serious injuries are unacceptable. Elimination of crashes resulting in fatalities and incapacitating injuries is the main focus.
- Humans make mistakes. The transportation system can be designed and operated to account for certain manual errors.

- Humans are vulnerable. Human bodies have physical limits for tolerating impact forces, making it critical to design a system that is human-centric.
- Responsibility to avoid deaths by traffic is shared among all stakeholders including governments, industry, and general public.
- Safety is proactive. The system should be equipped to address safety issues directly, rather than waiting for crashes to occur and reacting afterwards.
- Redundancy is crucial. This ensures that each faction of the transportation functions as a part of whole, so if one part fails, the other parts can still protect the community.

Figure 2: Principles of Safe System Approach

SOURCES: USDOT

Under this Action Plan, the City of Highland Park has studied data from 2014 through 2023 for crash statistics, crash patterns, and impact of various transportation deficiencies on the number of fatal and incapacitating crashes. Most of the crash and traffic data was gleaned from sources such as Southeast Michigan Council of Governments (SEMCOG), and Roadsoft, which is a software supported by the Michigan Department of Transportation (MDOT).

Based on this analysis, the City was able to propose potential improvement strategies and projects to increase the efficiency and safety impact of its transportation system, and create safe traffic practices to keep its community safe.

1.1 A BRIEF HISTORY OF HIGHLAND PARK

The City of Highland Park Master Plan[3] describes it as the birthplace of the Model T. It has the first paved mile of highway and is surrounded by Detroit metropolitan region. That legacy continues with Woodward Avenue (M-1), known as Michigan's Main Street and designated as a National Scenic Byway, which forms the spine of the city. Access to Interstate 75 (The Chrysler Freeway/I-75), Michigan 10 (John C Lodge Freeway/M-10), and Michigan 8 (Davison Freeway/M-8) provide regional connections, including a 20-minute drive to the Detroit Metro Airport.

According to the 2019 data from SS4A Underserved Communities Census Tracts[4] (Historically Disadvantaged Communities), the City of Highland Park qualifies as an underserved community, as more than 60% its population of 10,867 live in census tracts that meet the definition of Historically Disadvantaged Community, while 100% of the population lives in census tracts that meet the definition of an Area of Persistent Poverty.[4] The condition has not shown any changes or improvements even in 2023, with the population being even smaller than it was in 2019.

As such, equity is a key consideration with the development of this Action Plan, focusing on activities that will ensure equitable investment in the safety needs of its community, which is made up of majority Black or African American population.

Bordered by the City of Hamtramck on the southeast border, and nestled within the City of Detroit, the 2.97 square miles enclave of the City of Highland Park was incorporated in 1918 after Henry Ford established the world's first automative assembly line in Highland Park in 1913. Known as the City of Trees, the city's boom years were in the 1920s when Chrysler also began automotive production in Highland Park. However, since these automotive productions discontinued and eventually relocated out of the city, Highland Park has faced many difficulties, causing economic downfall due to job loss and a decline in the city's tax base and population.

The boom that swelled the population of Highland Park also greatly benefited its neighbors to the south. Detroit grew and expanded up and around Highland Park, so that today Highland Park exists entirely within the boundaries of its much larger neighbor. Yet, it does not benefit from the transportation and mobility opportunities that exist within Detroit.

As of 2022, the City of Highland Park ranks the second lowest in terms of the median household income of $30,341.00 and the highest in terms of the unemployment rate of 18.2%, within Wayne County. This has resulted in the decline of population in Highland Park to 8,657 in 2022, which is barely a fifth of its peak of approximately 66,000 during its heyday.

Over the past decade, the City had adopted the motto "Return to Excellence." This optimistic motto was the basis for the Community and Economic Development of the City. In 2023, the motto was updated to "We Are One Community"[5], under the newly appointed Mayor Glenda McDonald, thereby promoting community engagement, supporting neighborhood initiatives, facilitating access to resources, and championing diversity and inclusion.

This Safe Streets for All Action Plan is in an effort to improve the existing infrastructure within the City of Highland Park, to ensure welcoming, safe, and comfortable public roads for the betterment of the community.

2. PLANNING STRUCTURE

This Safe Streets for All Action Plan has been conceived through a collaboration between the City of Highland Park and the consultant team at MCA, along with input from the community of Highland Park. The planning team, as exhibited in **Table 1**, established a collective goal to identify, assess, and prioritize safety concerns within the City of Highland Park. Through collaboration and analysis, the team presents a comprehensive safety action plan that outlines specific strategies, goals, and timelines to mitigate risks and create a safer working environment for all employees.

Table 1: City of Highland Park SS4A Action Plan Team

Team Member	Title/Office
Mayor Glenda McDonald	City Mayor's Office
Chief James McMahon	City Police Department
Carlton Clyburn	City Community and Economic Development Director
Eleanor Williamson	City Finance Director
Damon Garrett, PE	City Engineer & President of MCA
Jarion Bradley, PE	Senior Project Manager (MCA)
Andrew Richmond, PE	Project Manager (MCA)
Jackie Palmer	Project Manager (MCA)
Brigid Cain	Contract Project Coordinator (MCA)
Ashwini Tapase	Assistant Project Manager (MCA)
Chris Sutton, PE	Project Engineer III (MCA)
Neha Bono	Project Engineer II (MCA)
Delaney Gawenda, PE	Project Engineer II (MCA)
Rebecca Valliere	Construction Engineer I (MCA)
Jananan Muththalagan	Construction Engineer I (MCA)
Trupti Lokhande	GIS Project Coordinator (MCA)
Kalaya Thomas	Operations Coordinator (MCA)
Adrienne Ponke	Finance Manager (MCA)

3. EXISTING CONDITIONS

3.1 COMMUNITY PROFILE

3.1.1 Demographics

3.1.1.1 Population Trends

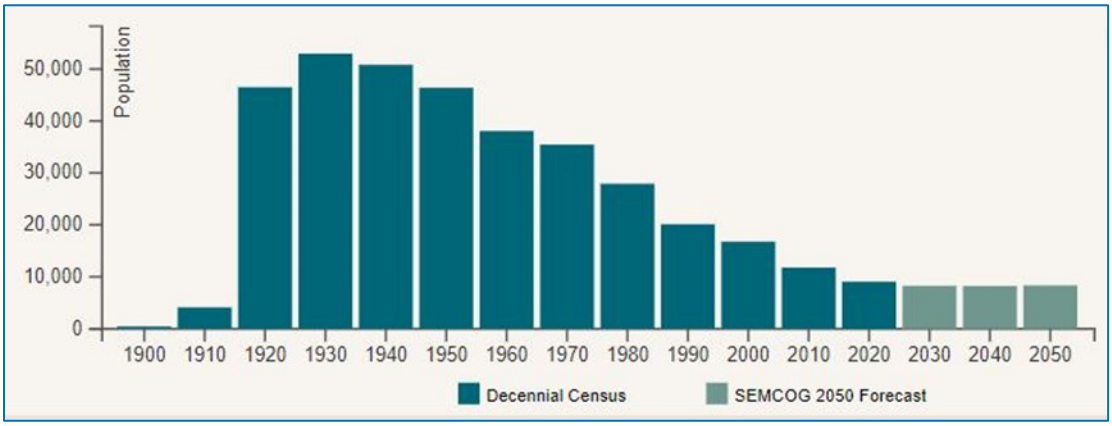
At its peak in 1926, Highland Park had a population of 66,000 residents. Since the loss of industry throughout the years, the City has experienced a significant population decline. This downturn did not just occur in Highland Park; the City of Detroit and several other communities in Wayne County similarly had a decline of residents. The population in Highland Park was 8,977 in 2020, according to the SEMCOG census, and the current population, which was estimated July 1, 2022, by SEMCOG is around 8,657. The population of the City is constant year-round with no seasonal fluctuation.

SEMCOG predicts that the City's population will remain relatively consistent over the next 25 years, as shown in **Table 2** and **Figure 3** below. However, the City holds a more optimistic outlook. Driven by plans for future development and property sales, the City anticipates the population to increase by approximately 5% per year. See **Table 3** for the City's planned residential projections.

Table 2: SEMCOG Population Projections of Highland Park

2020 Population	2022 Estimate	2030 Forecast	2040 Forecast	2050 Forecast
8,977	8,657	8,263	8,230	8,333

Figure 3: Population Chart of Highland Park



SOURCES: SEMCOG

Table 3: Highland Park Planned Population Projections for 2020-2050

2022 Estimate	2024 Estimate	2025 Estimate	2030 Estimate	2035 Estimate	2040 Estimate	2050 Estimate
8,657	10,022	10,523	13,430	17,140	21,876	35633

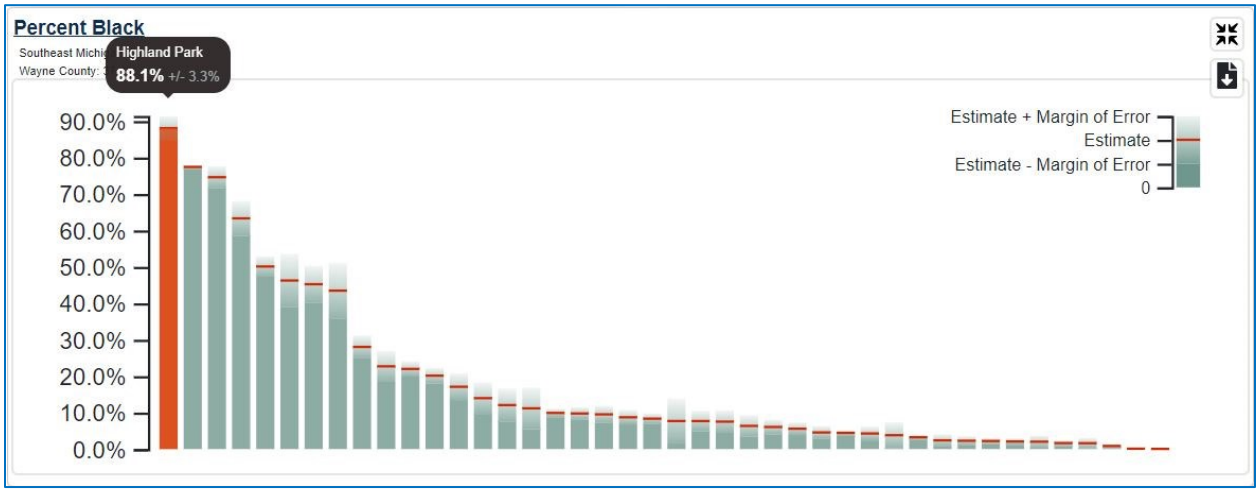
SEMCOG produces estimates of population and households for every county and community in the seven-county SEMCOG region. The optimistic projections planned by the City are a reflection of its visualization for betterment and progress in the future.

One of the considerations for the Safe Streets for All Action Plan is the policy changes and future planning to encourage growth in its population and bring it back to its former glory.

3.1.1.2 Racial/Ethnic Diversity

The City of Highland Park's racial makeup primarily includes people of color. According to the U.S. Census Bureau, the 2020 population of 8,977 consists of approximately 88% Black or African American, 6% White, 1% Asian, 1% of other race, and 4% of two or more mixed races. As of 2022, Highland Park is the city with the highest percentage of Black population within Wayne County in Southeast Michigan as seen in **Figure 4** below.

Figure 4: Highland Park Percent Black Population Within Wayne County



SOURCE: SEMCOG

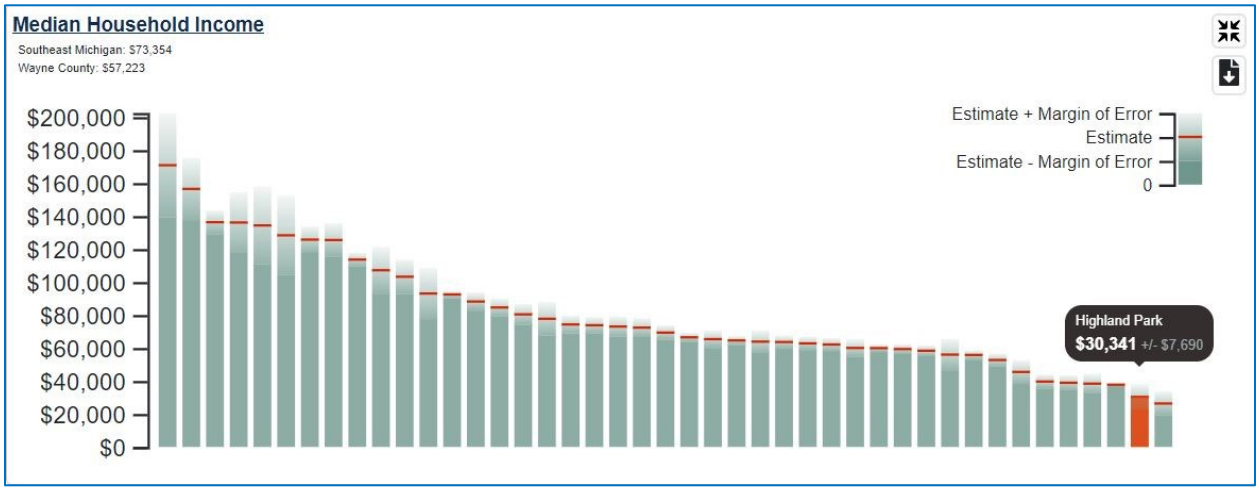
3.1.2 Economics

3.1.2.1 Median Household Income

As per SEMCOG, the most recent data indicates the median household income in the City of Highland Park was $30,341 in 2022, one of the lowest within Wayne County (See **Figure 5**), with the highest unemployment rate of 18.2% as compared to other communities in Wayne County (See **Figure 6**). There were 6,180 employees working within the City in administrative, support, waste, management, accommodation and food service, and utility industries. The largest industries are healthcare and social assistance, accommodation and food service, and manufacturing.

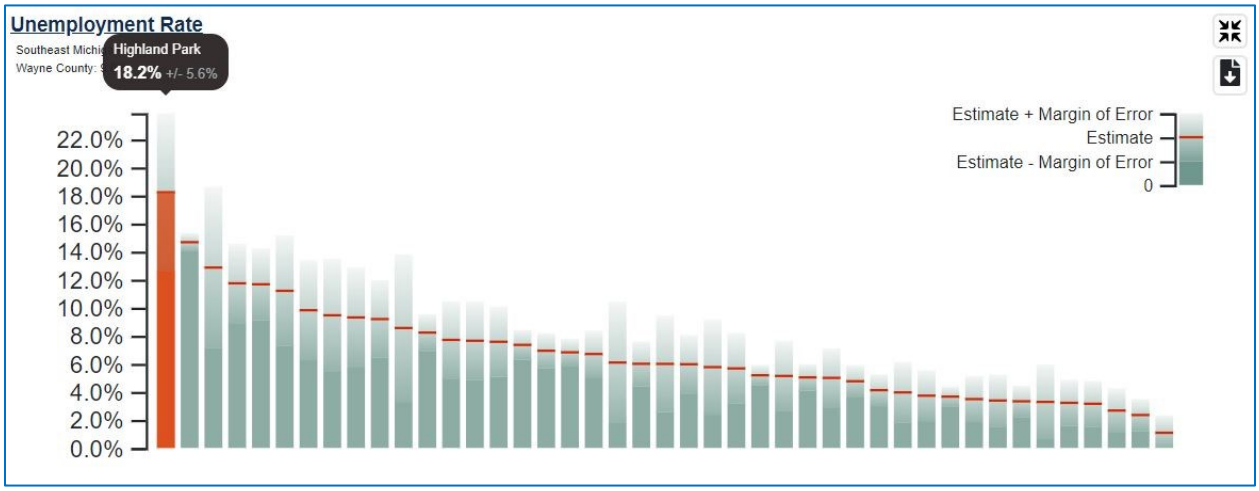
The median housing value is $59,400, one of the lowest within Wayne County (See **Figure 7**). Highland Park has the highest percentage of vacant housing units (See **Figure 8**), due to the population decline mentioned in **Section 3.1.1**. These socioeconomic indicators further highlight the vulnerabilities within the community.

Figure 5: Highland Park Median Household Income Within Wayne County



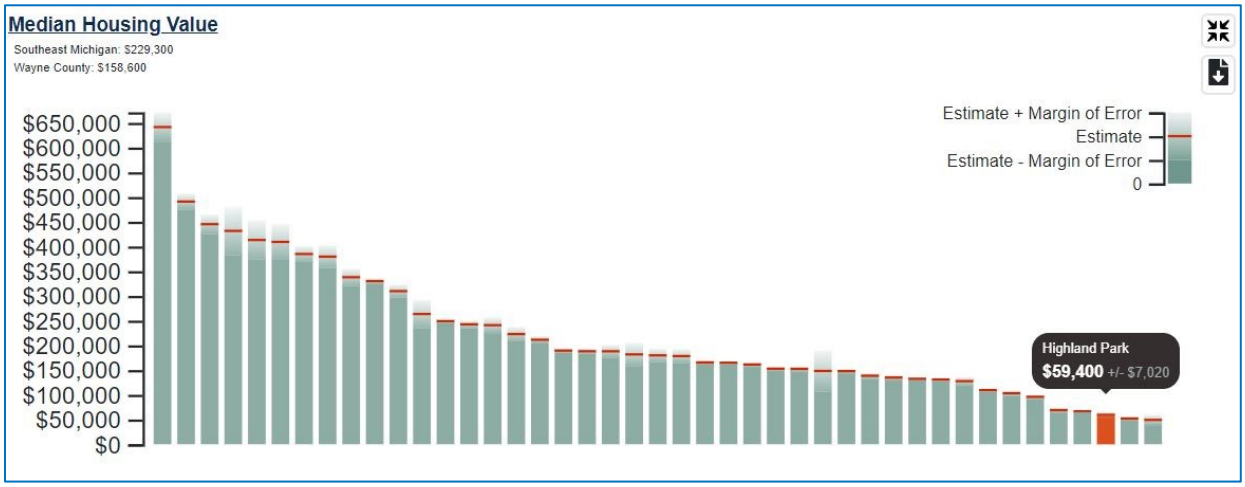
SOURCE: SEMCOG

Figure 6: Highland Park Unemployment Rate Within Wayne County



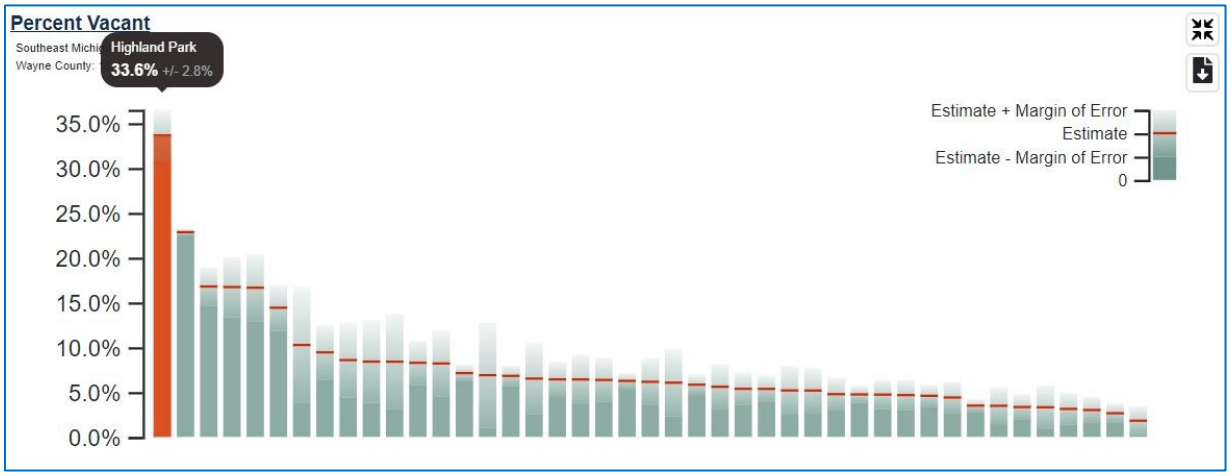
SOURCE: SEMCOG

Figure 7: Highland Park Median Housing Value Within Wayne County



SOURCE: SEMCOG

Figure 8: Highland Park Percent Vacant Housing Within Wayne County



SOURCE: SEMCOG

3.1.3 Land Use

3.1.3.1 Current Zoning

The City of Highland Park contains approximately 2.97 square miles (1,900 acres) of land. The area is primarily urban and is largely comprised of residential areas with some commercial and industrial usage, which is concentrated along Woodward Avenue, known as M-1 herein, McNichols Road, and the southeast corner of the City. Highways I-75 and M-10 border the City, while the Davison Freeway, known as M-8 herein, cuts through the center.

According to the City of Highland Park Zoning Ordinance, the land use in Highland Park, as of 2022, is comprised of 36% residential, 27% transportation and utility, 22% industrial, 10% commercial, 4% governmental, and 1% open space. There are no bodies of water or agricultural areas within the City limits. Open areas inside the City are limited to small, recreational city parks. **Figure 9** below illustrates this distribution of land usage.

The SEMCOG analysis for land cover performed in 2020 categorizes the usage into five different categories, i.e., Impervious, Trees, Open Space, Bare, and Water. See **Figure 10** below

The Impervious spaces include buildings, roads, driveways, and parking lots, and comprise the largest share of land cover in Highland Park, at approximately 53.8%, followed by Open Space at 34.7%. A portion of the Open Space can be attributed to abandoned and demolished housing, leaving vacant lots. The larger percentage shared by Impervious spaces gives us an idea of the important contribution of roads and streets to the Highland Park landscape.

Figure 9: Highland Park Land Usage

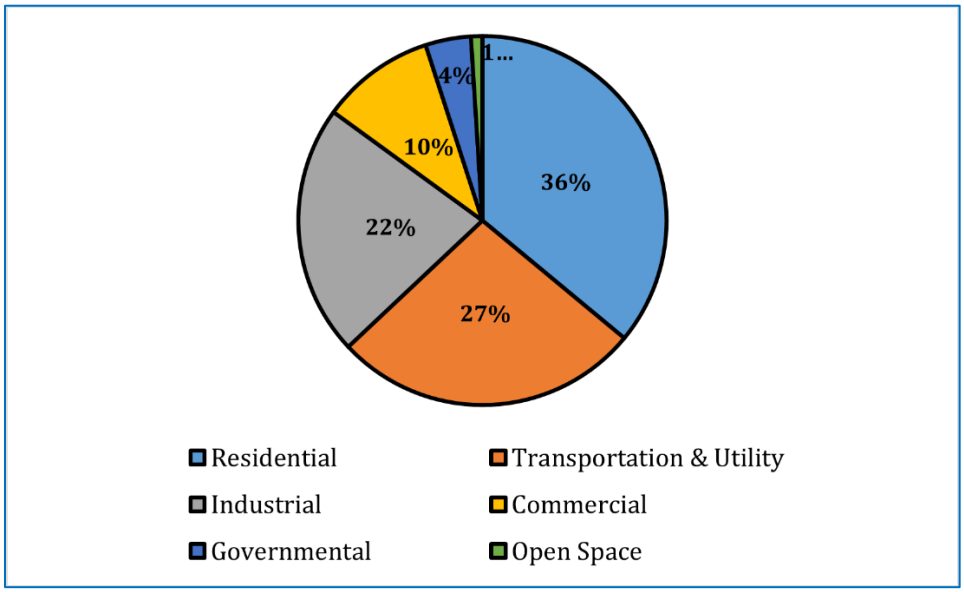
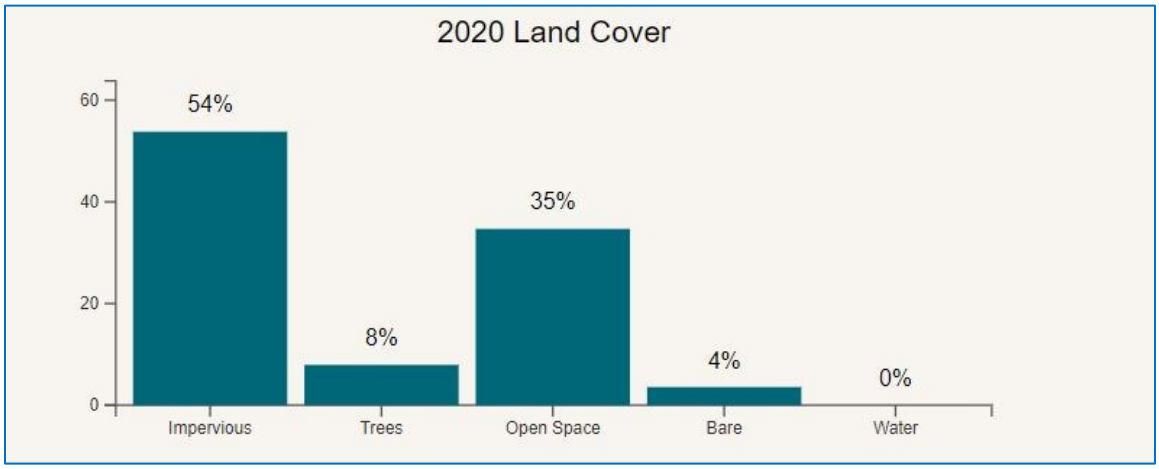


Figure 10: Highland Park 2020 Land Cover



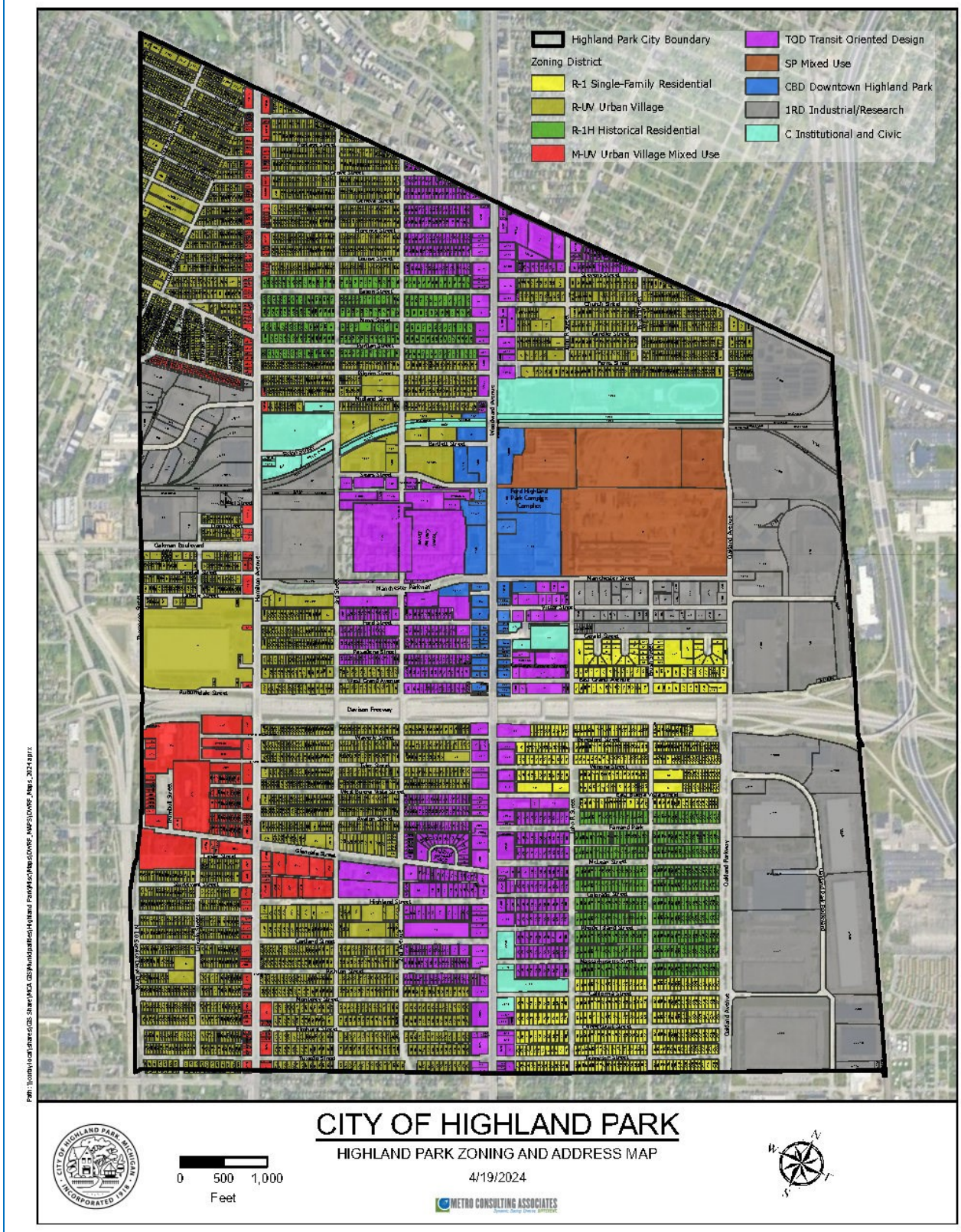
SOURCE: SEMCOG

The 2011 zoning map of the City of Highland Park is shown below in **Figure 11**. The map shows eight (8) Zoning Districts which are differentiated into the following groups: single family residential,

historic residential, residential urban village, mixed-use urban village, transit-oriented development, central business district, industrial-research-development, and civic.

The City land usage and zoning are currently under evaluation and review. The objective is to bring the zoning map and land usage within the City up to date to attract and accommodate for new development.

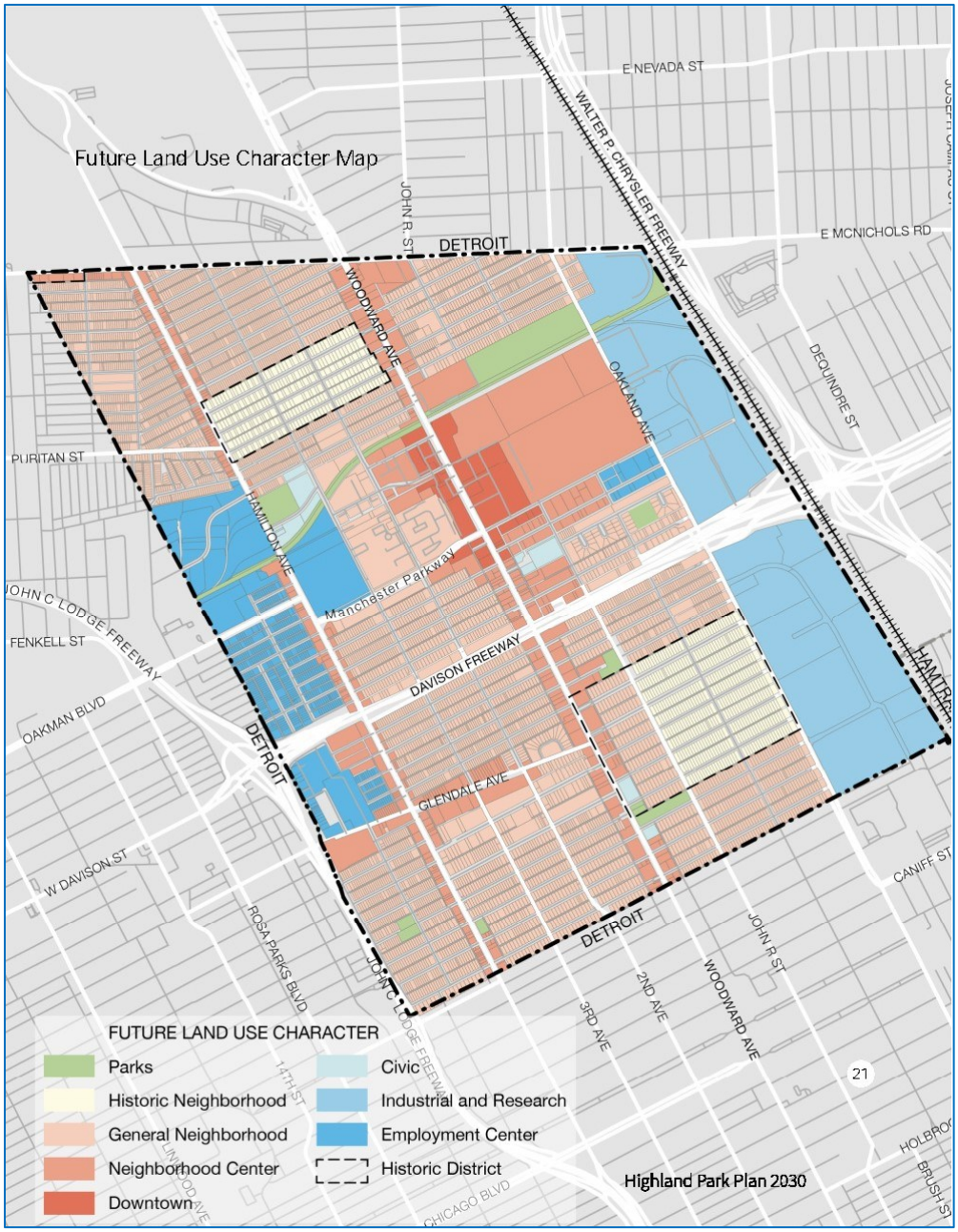
Figure 11: Highland Park Zoning Map



3.1.3.2 Planned Development

In May 2021, the City of Highland Park Planning Commission adopted the Master Plan for 2030, empowered by Public Act 33 of 2008. One of the priorities of said plan is to attract jobs, investment, and new residents through flexible standards that leverage the City's assets. The simplification of the land use groupings allows for greater flexibility in the resulting areas while signifying the historic character of Highland Park. The eight zoning areas are planned to be listed as Parks, Historic Neighborhood, General Neighborhood, Neighborhood Center, Downtown, Civic, Industrial and Research, and Employment Centers. The Future Land Use Character map can be seen in **Figure 12** below.

Figure 12: Highland Park Future Land Use Character Map



SOURCE: HIGHLAND PARK PLAN 2030

3.2 TRANSPORTATION DATA

Transportation is more than merely going from one place to another. It is an intricate network that helps shape a community. A robust transportation system is a direct and indirect contributor to the physical, social, and economic development of a community. Maintaining a good transportation system ensures increased public safety, fewer traffic crashes, and a major step towards achieving Zero Deaths in the streets.

3.2.1 Road Conditions

Highland Park has a compact street grid covering approximately 50 miles of roads, flanked by McNichols Road to the North, Tuxedo Street/Tennyson Street to the South, the Detroit Connecting Railroad Bridge to the East, and the West City boundary going across Rosa Parks Boulevard, Joslyn Street, Thomson Street, and John C Lodge Service Drive. This grid supports not only the transit within the city but also acts as a connection to the Greater Metro Detroit Area.

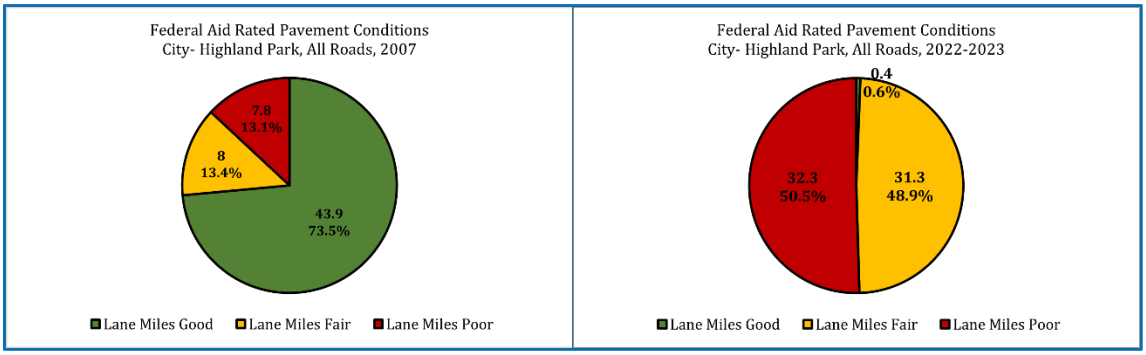
Route M-1 is the major connector between Highland Park and Detroit, and also links other communities within Oakland County including Royal Oak and Troy. The M-8 runs East-West through Highland Park, splitting it into almost half. M-8 links the city to I-75 to the East, and I-96 and M-10 to the West.

The road conditions in Highland Park have deteriorated over time due to non-maintenance. The Transportation Asset Management Council (TAMC) provides condition assessments for Michigan's roads and bridges and provides a Pavement Surface Evaluation and Rating (PASER) grade to classify the streets into three categories: Good, Fair and Poor.

Good pavements require only routine maintenance, such as street sweeping and snow removal. If they are not maintained properly, they are soon downgraded to Fair, requiring preventative maintenance such as pothole prevention and mill & overlay. Without preventative maintenance, the roads can slip into the Poor condition requiring rehabilitation or full reconstruction to upgrade them to Good again.

Highland Park's road conditions have seen a downward spiral. In 2007, almost 74% of the roads were in Good condition, and 13% each in Fair & Poor conditions. Over time, the condition of the Highland Park roads has deteriorated tremendously leading to less than 1% of roads rated as Good. See **Figure 13** below.

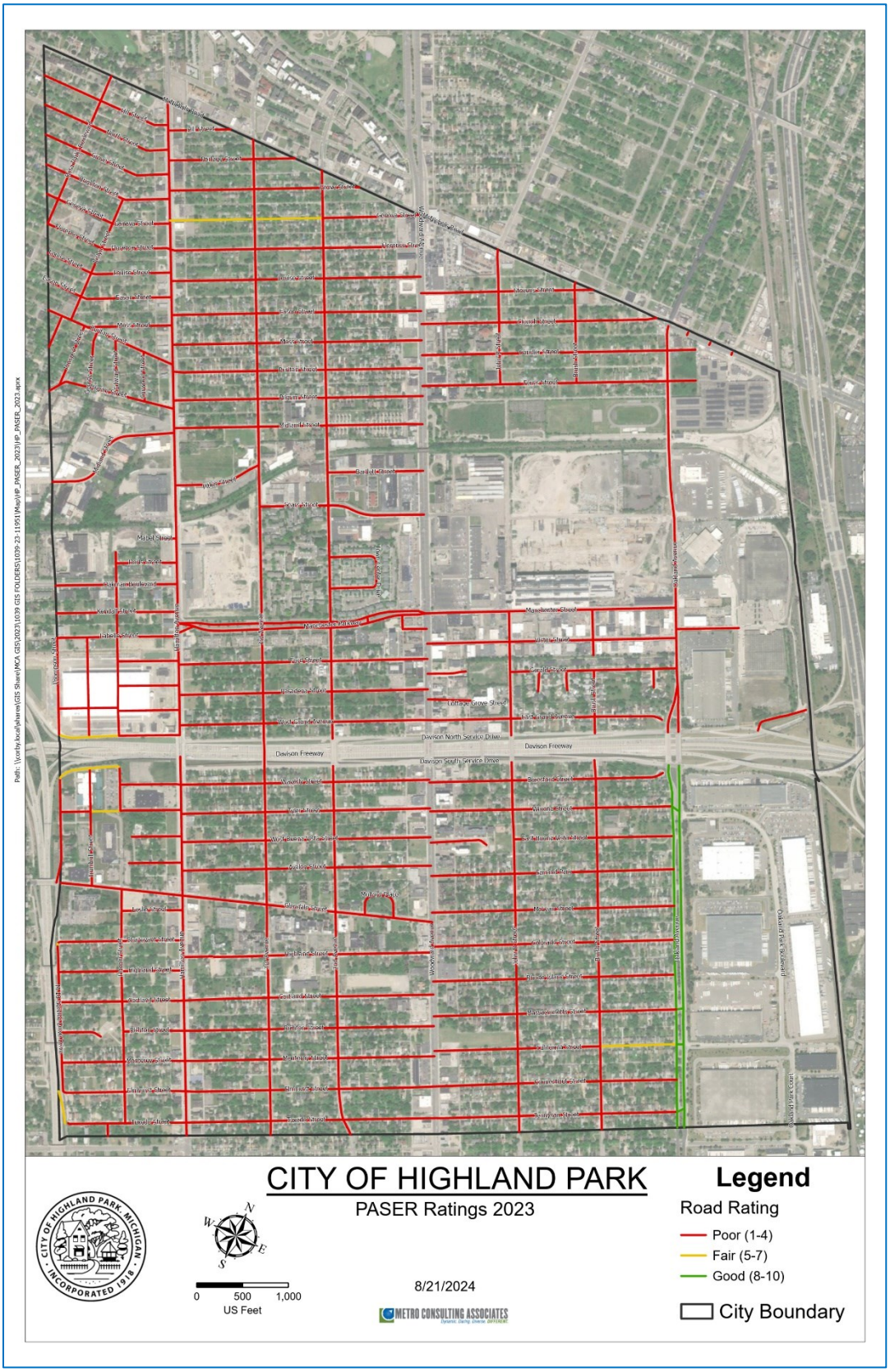
Figure 13: Highland Park Pavement Conditions Over Time



SOURCE: TAMC DASHBOARDS

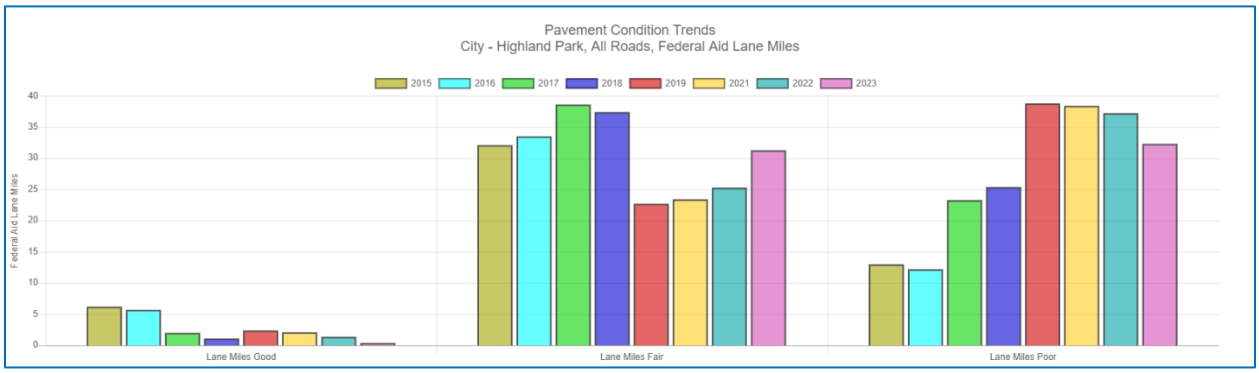
As of 2023, the number of roads rated Good has deteriorated even further, as evidenced in the map below in **Figure 14**. It is seen that there are now approximately 83% streets in Poor conditions, 16% fair and only about 1% Good. **Figure 15** shows the trend in the road-rating changes over the years in Highland Park. The increase in road mileage being rated Poor is a major concern for traffic safety that will be taken into consideration for this Action Plan. The City has already started taking steps towards the betterment of the road conditions. Refer to **Section 7** for more details on ongoing and upcoming road projects.

Figure 14: Highland Park Roads PASER Ratings



SOURCE: ROADSOFT

Figure 15: Highland Park Pavement Road Condition Trends



SOURCE: TAMC DASHBOARDS

3.2.2 Sidewalk and Crosswalk Conditions

While roads are the mirror to the majority of the traffic safety in the City, sidewalks are representative of pedestrian wellbeing. Almost all the pedestrian-related crashes in the city, described in **Section 4**, have taken place midblock or at intersections. Therefore, it is imperative that pedestrians have a safe place to commute, without the dread of being in the way of a vehicle.

3.2.2.1 Sidewalk Conditions

The sidewalk conditions in Highland Park were last inspected in 2020. Out of the total rated sidewalks, almost 27% of the sidewalks were rated as being in Poor condition. **Figure 16** shows the distribution of all rated sidewalks in the City. Similar to road condition ratings, the sidewalks are rated on a scale of Poor, Fair & Medium.

Sidewalks, as primary conduits for foot traffic, should be safe, accessible, and conducive to pedestrian mobility. However, many sidewalks in the City of Highland are marred by cracks, uneven surfaces and outright obstructions need upkeep and maintenance due to overgrowth, debris, and deteriorating conditions. By prioritizing sidewalk repairs and investing in preventative maintenance, the City can create a safer, more accessible, and visually appealing environment for all residents.

Figure 16: Highland Park Sidewalk Conditions

SOURCE: ROADSOFT

3.2.2.2 Sidewalk Ramp ADA Compliance

During the inspection of the City's sidewalks in 2020, one of the major factors checked was the compliance to ADA Standards. These refer to the Americans with Disabilities Act of 1990, which is a civil rights law that prohibits discrimination based on disability. According to the ADA Best Practices Tool Kit for Curb Ramps[6], the ADA compliance of curb ramps is a requirement under Title II of the ADA. Curb ramps are a small but important part of making sidewalks, street crossing, and the other pedestrian routes that make up the public right-of-way accessible to people with disability. As shown in **Figure 17**, almost 51% or more than half of the sidewalk curb ramps are non-compliant with ADA standards.

The consequences of ADA non-compliant sidewalks have the greatest impact on people with disabilities who face challenges in navigating their community. This is a serious issue in Highland Park that undermines the rights and well-being of people with disabilities. By taking proactive steps to improve sidewalk accessibility, the city can create a more inclusive community where everyone can participate fully and independently.

3.2.2.3 Crosswalk Conditions

Crosswalks are a vital pedestrian infrastructure and are designed to enhance safety by clearly delineating designated crossing areas. In the City of Highland Park, however, the condition of crosswalk markings poses a significant challenge to pedestrian safety. Faded, obscured or entirely absent crosswalks create confusion and risk for those navigating the City's streets.

According to data obtained from SEMCOG, only about 14% of the intersections in the City have identifiable crosswalk markings. Well-maintained crosswalks contribute to a sense of order and safety, encouraging walking as a mode of transportation. **Figure 18** below shows how more than 85% of the intersections in the City do not have designated crosswalk markings, thereby posing a threat to traffic safety. For better clarity, Figure 18 has been divided into four quadrants, as follows.

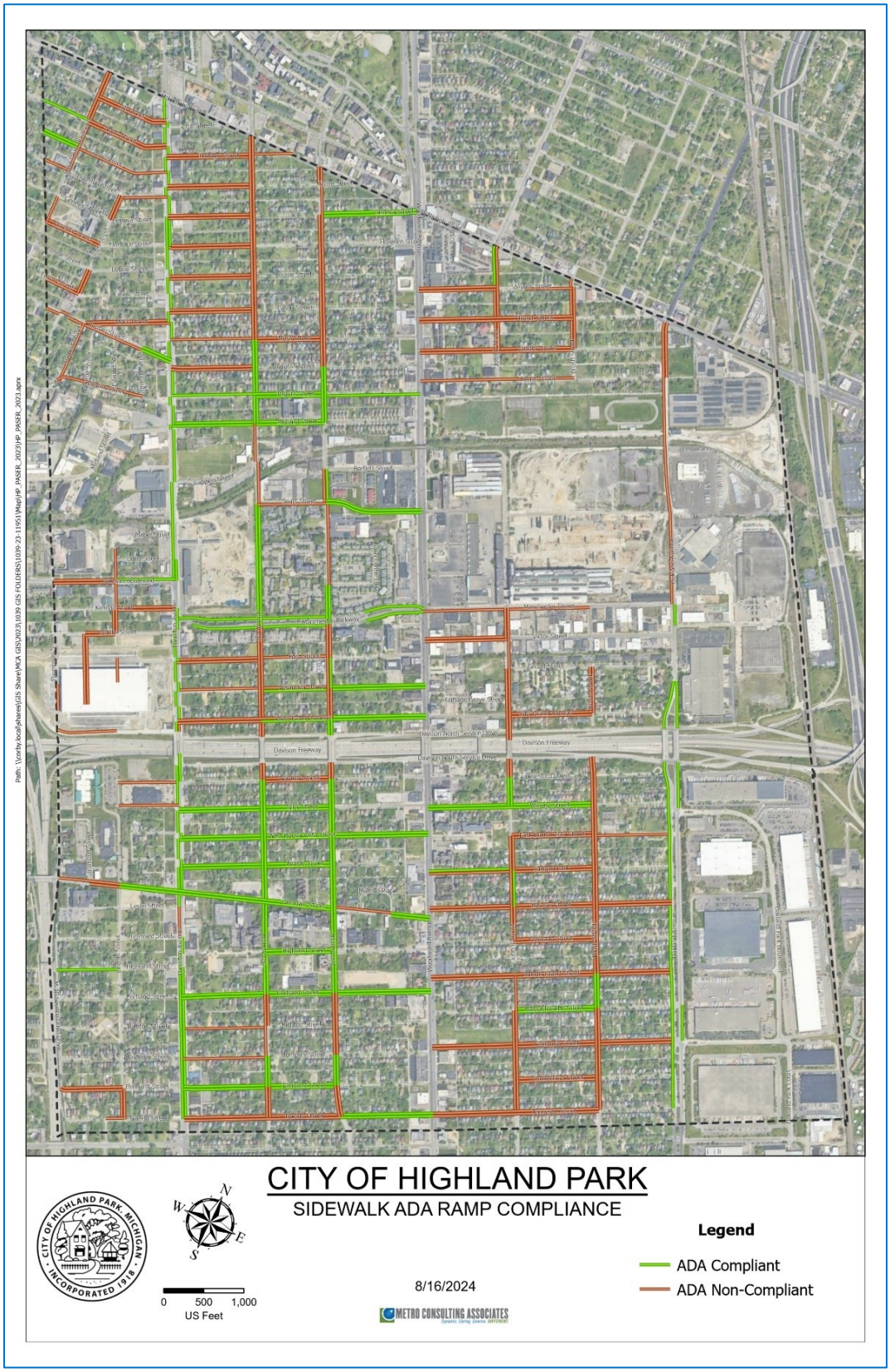
- **Figure 18 A** – Shows crosswalks in Quadrant A, bordered by McNichols Road to the North, M-8 to the South, City Border to the West, and M-1 to the East.

- **Figure 18 B**– Shows crosswalks in Quadrant B, bordered by McNichols Road to the North, M-8 to the South, M-1 to the West, and City Border to the East.

- **Figure 18 C**– Shows crosswalks in Quadrant C, bordered by M-8 Road to the North, Tuxedo Street to the South, City Border to the West, and M-1 to the East.

- **Figure 18 D**– Shows crosswalks in Quadrant D, bordered by M-8 Road to the North, Tennyson Street to the South, M-1 to the West, and City Border to the East.

Figure 17: Highland Park Sidewalks ADA Compliance



SOURCE: ROADSOFT

Figure 18: Highland Park Crosswalk Marking Status

SOURCE: SEMCOG

Figure 18 A: Highland Park Quadrant A Crosswalk Marking Status

Figure 18 B: Highland Park Quadrant B Crosswalk Marking Status

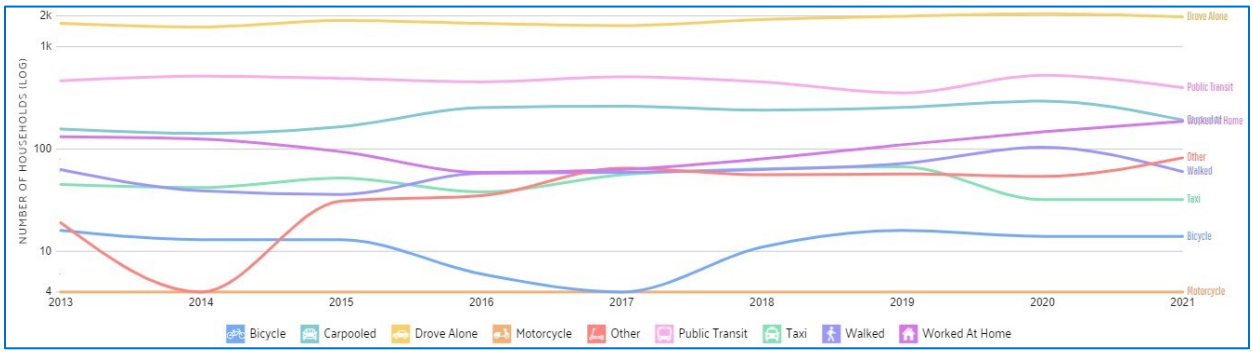
Figure 18 C: Highland Park Quadrant B Crosswalk Marking Status

Figure 18 D: Highland Park Quadrant B Crosswalk Marking Status

3.2.3 Commute Data

It is important to invest in the betterment of the road conditions in order to eliminate fatality due to traffic crashes. The mode of transport used by the public, paired with the road conditions, can have a powerful impact on road safety. Among the working population of Highland Park, age 16 and over, it is seen that approximately 67% residents commute to work by driving alone with an average commute time of 23.7 minutes. This increases the risk of traffic crashes and thereby making it even more necessary to improve road conditions. **Figure 19** shows the trend over the years for the means of commuting for households in Highland Park.

Figure 19: Highland Park Means of Commuting



SOURCE: DATAUSA

4. SAFETY ANALYSIS

When designing roads and transportation guidelines, it is important to account for the fact that human behavior is at times, far from perfect. Mistakes happen on the road, be it a driver, or a pedestrian. Despite this fact, Vision Zero works with the principle that traffic deaths are preventable. Instead of putting the onus on individual conduct, the system should be designed such that human failing is integrated into the approach.

The Federal Highway Administration (FHWA) has published a guide called KABCO Injury Classification Scale and Definitions[7] for each state. The following injury codes are used in the State of Michigan:

K – Fatal Injury: Any injury that results in death due to a motor vehicle traffic crash.

A – Incapacitating Injury: Any injury, other than fatal, that prevents the injured person from walking, driving, or normally continuing the activities which he or she was capable performing prior to the motor vehicle traffic crash. This includes severe lacerations, broken or distorted limbs, skull fracture, crushed chest, internal injuries, unconscious when taken from the crash scene, unable to leave crash scene without assistance. This category, however, excludes momentary unconsciousness.

B – Non-incapacitating Evident Injury: Any injury that is evident at the scene of the crash, other than datal and incapacitating injuries. This includes lump on head, abrasion, and minor lacerations.

C – Possible injury: Any injury that is evident at the scene of the crash, other than fatal, incapacitating, or non-incapacitating evident injury. This includes momentary unconsciousness, limping, complaint

of pain, nausea, hysteria. Possible injuries are those which are claimed or reported, or indicated by behavior, but not by wounds.

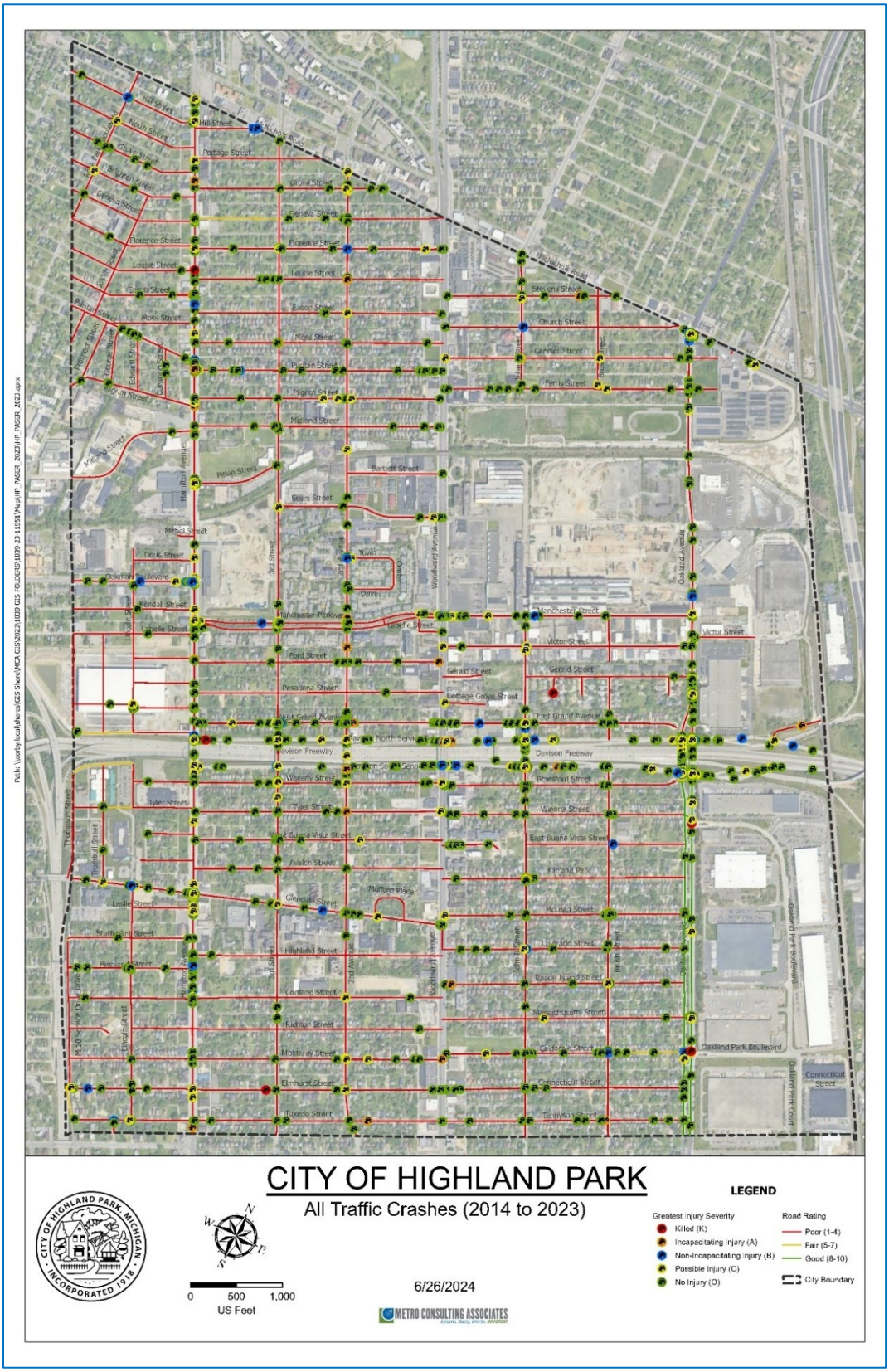
O – No Injury (Also known as Property Damage Only): Situation where there is no reason to believe that the person received any bodily harm from the motor vehicle crash.

4.1 CRASH TRENDS

Traffic crash data from 2014 to 2023 was analyzed in the City of Highland Park using Roadsoft and SEMCOG. During this period, the City witnessed approximately 2723 crashes. However, almost half of these crashes are recorded on M-8 and M-1 both of which are under the jurisdiction of MDOT and are not maintained by the City. Therefore, when analyzing the crash trends in the City, we have chosen to exclude these two roads in the report going forward. The approximate number of crashes in the City of Highland Park is therefore 1341 from 2014 to 2023.

Figure 20 below shows the distribution of all 1341 crashes that occurred within City between 2014 and 2023.

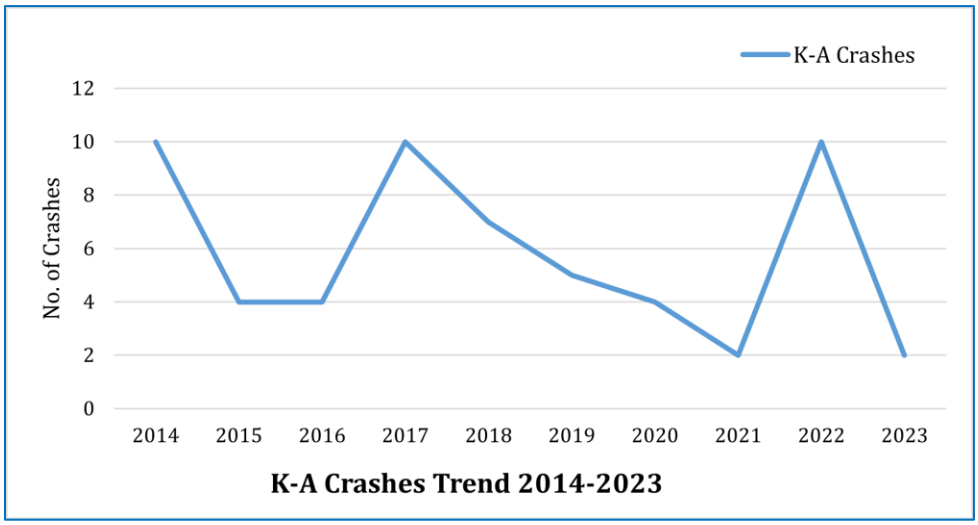
Figure 20: All Traffic Crashes in Highland Park from 2014 to 2023



SOURCE: ROADSOFT

Around 4% of these crashes are classified as Fatal (K) or Incapacitating Injury (A) crashes, henceforth known as K-A Crashes. **Figure 21** below shows the trend in K-A Crashes in the City. There has been a rise and fall in the number of K-A Crashes throughout the years, but it has never been zero.

Figure 21: Highland Park K-A Crashes Trend from 2014-2023



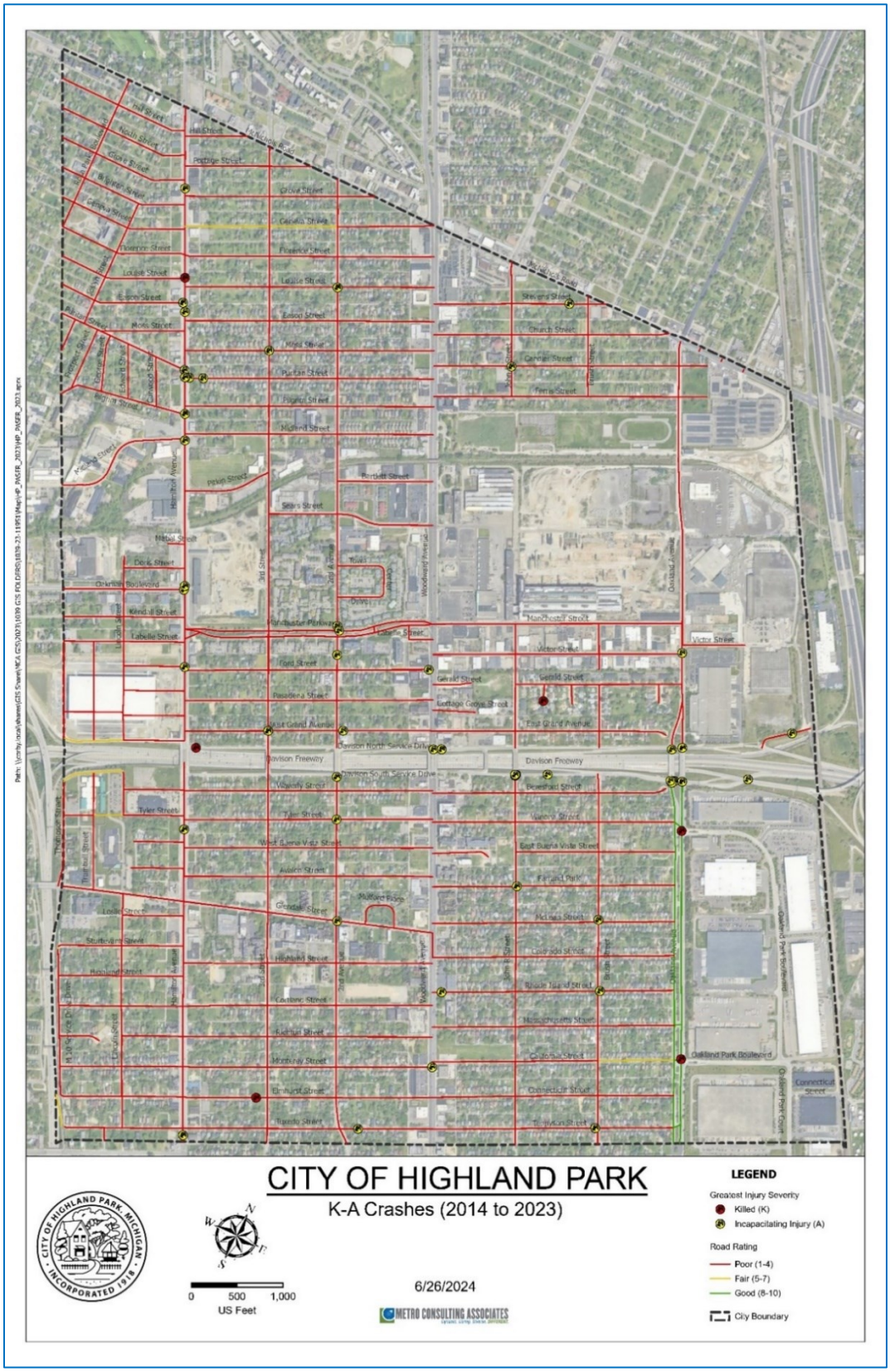
SOURCE: ROADSOFT

The Vision Zero mission focuses on preventing fatal and incapacitating crashes by integrating human failings into Safe Street Systems. The State of Michigan has recognized the Vision Zero goal[8] for #crashnotaccident[9]. Traffic crashes are fixable problems, caused by unsafe streets and drivers. They are not accidents. Therefore, they are referred to as traffic crashes in this report.

In the above **Figure 21**, the decline in the K-A type traffic crashes between 2020 and 2021 may be attributed to COVID-19 pandemic restrictions, causing lesser traffic in the streets. However, a dangerous spike is seen the following year, leading the trend back to 2014 standards. Crashes declined again between 2022 and 2023 and is likely the result of some road improvement projects undertaken by the City of Highland Park (more on that in **Section 7**).

While **Figure 20** above shows all the crashes that occurred in the City between 2014 and 2023, **Figure 22** below focuses on the distribution of the 58 K-A Crashes during that period.

Figure 22: K-A Traffic Crashes in Highland Park from 2014 to 2023



SOURCE: ROADSOFT

4.2 HIGH INJURY NETWORK

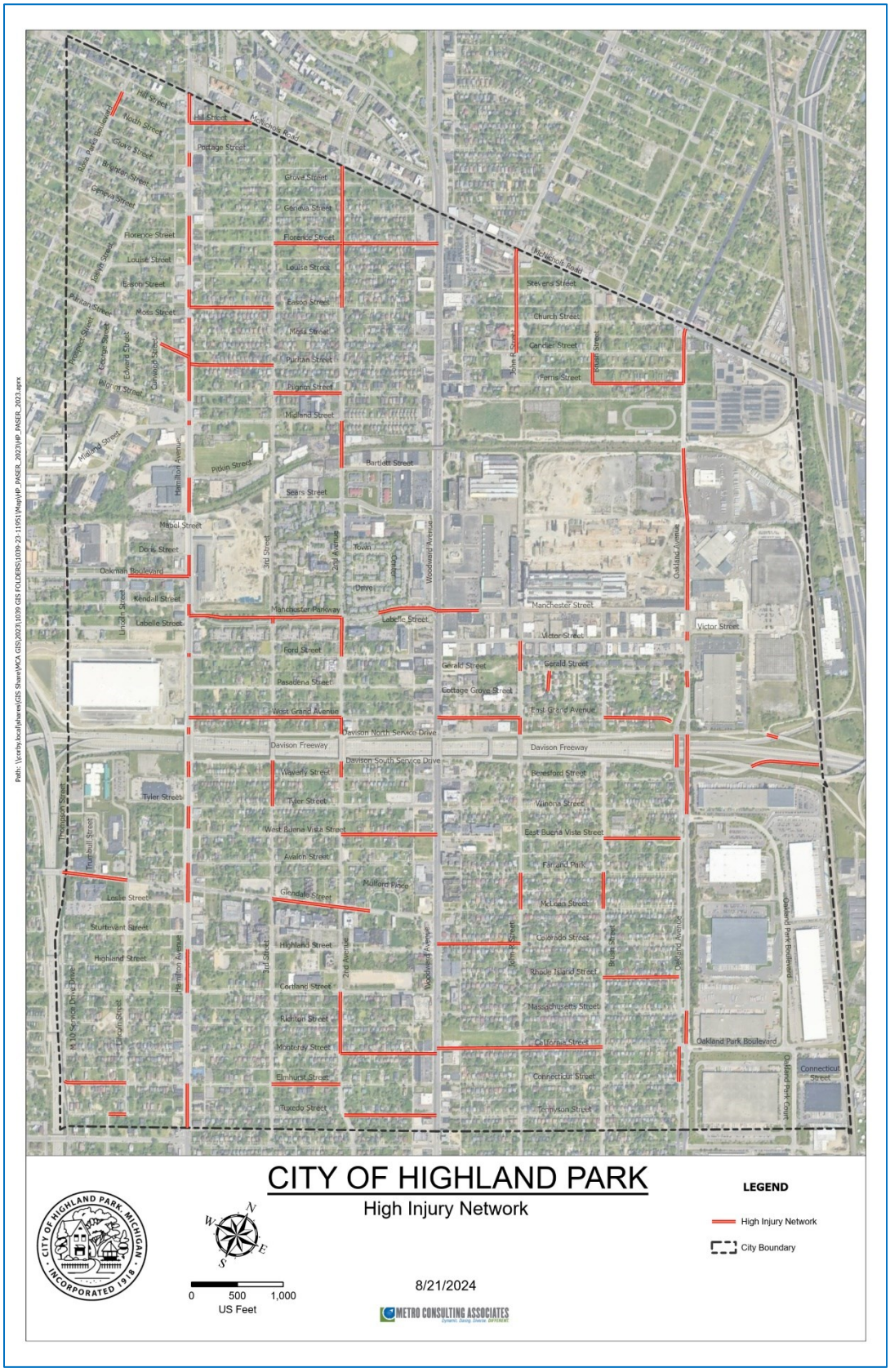
The City of Highland Park has developed a High-Injury Network (HIN) map. A HIN map is created by identifying the streets and/or portions of streets that have historically exhibited a higher number of traffic crashes that are fatal or cause injuries. The severity of crashes (KABCO) and the density of crashes is taken into account when creating this map.

Figure 23 below shows the HIN for the City of Highland Park, which makes up approximately 16.5% of the total approximate 48.35 miles of City roads.

Hamilton Avenue is evidently the longest corridor for the number of crashes and injuries. Approximately 42% of the extent of Hamilton Avenue lies within the HIN. Other contributors to the HIN include Oakland Avenue, Manchester Parkway, California Street, and twenty-eight other roads in shorter stretches.

Hamilton Avenue & Puritan Street was identified as a very critical intersection. Some other critical intersections include Second Avenue & Florence Street, Oakland Avenue & Ferris Street, John R Street & Church Street, and Second Avenue & Manchester Parkway.

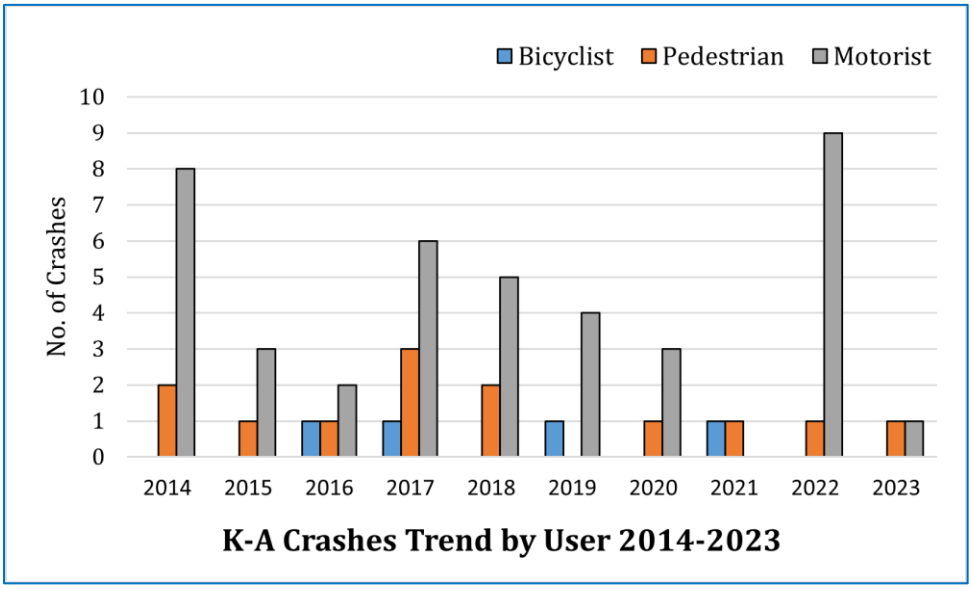
Figure 23: Highland Park High-Injury Network



4.3 TYPES OF CRASHES & CRASH SEVERITY RATIO

When analyzing the crashes, it is important to note the causes and types most responsible for the occurrences. Most of the City of Highland Park residents utilize motor vehicles as their mode of transportation (more than that in **Section 5.1**). But a significant number are also pedestrians, and bicycle users. A breakdown of the K-A Crashes by users is shown in **Figure 24**. Motorist fatalities and injuries are caused by more than 70% of K-A crashes.

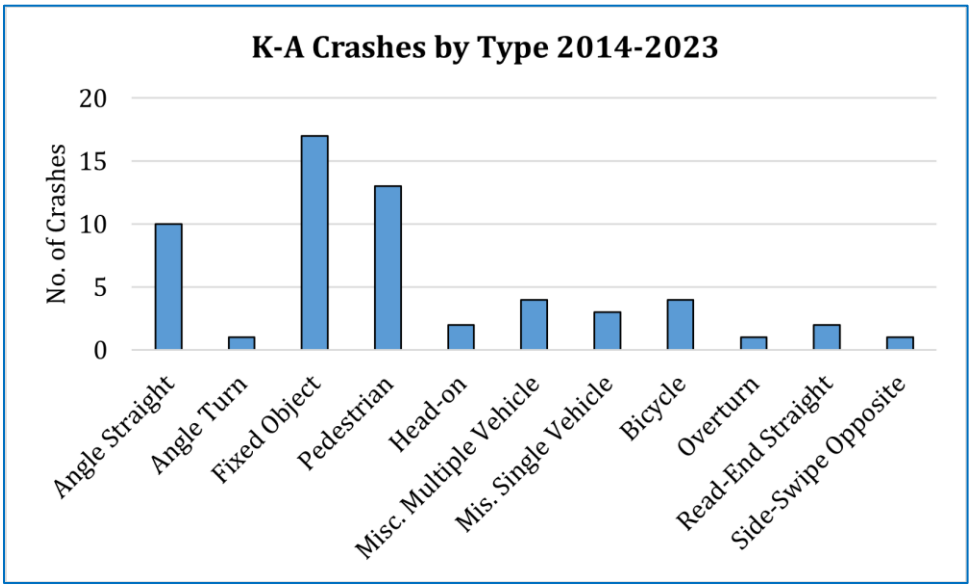
Figure 24: Highland Park K-A Crashes by User 2014-2023



SOURCE: ROADSOFT

Motorist crashes can be further divided into nine different types as shown in **Figure 25** below.

Figure 25: Highland Park Motorist K-A Crashes by Type 2014-2023



SOURCE: ROADSOFT

It is evident that approximately 30% of motorist crashes have happened by hitting fixed objects and straight angle hits. Analysis of the types of crashes can give an insight on the types of countermeasures to be implemented.

All types of crashes were analyzed for the number of crashes for each type and share of K-A Crashes was used to determine the Crash Severity. Crash Severity[10] is defined as the ratio of the share of K-A Crashes to the share of KABCO Crashes for each type. **Table 4** below shows the calculation of the Crash Severity ratio for each type of crash occurring from 2014 to 2023.

Table 4: Highland Park Crash Severity Ratio Calculation - Highest to Lowest Severity

Crash Type	Total Citywide Crashes	Percent of Total Crashes	Total Citywide K-A Crashes	Percent of K-A Crashes	Severity Ratio
All	1341	100%	58	100%	1.00
Pedestrian	28	2%	13	22%	10.73
Bicycle	20	1%	4	7%	4.62
Fixed Object	117	9%	17	29%	3.36
Overturn	9	1%	1	2%	2.57
Mis. Single Vehicle	37	3%	3	5%	1.87
Head-on	32	2%	2	3%	1.45
Misc. Multiple Vehicle	89	7%	4	7%	1.04
Angle Straight	313	23%	10	17%	0.74
Angle Turn	36	3%	1	2%	0.64
Side-Swipe Opposite	48	4%	1	2%	0.48
Read-End Straight	214	16%	2	3%	0.22
Angle Driveway	19	1%	0	0%	0.00
Backing	43	3%	0	0%	0.00
Head-on Left-Turn	13	1%	0	0%	0.00
Hit Train	1	0%	0	0%	0.00
Other Driveway	10	1%	0	0%	0.00
Other Object	7	1%	0	0%	0.00
Parking	65	5%	0	0%	0.00
Read-End Driveway	3	0%	0	0%	0.00
Read-End Left-Turn	8	1%	0	0%	0.00
Read-End Right-Turn	8	1%	0	0%	0.00
Side-Swipe Same	221	16%	0	0%	0.00

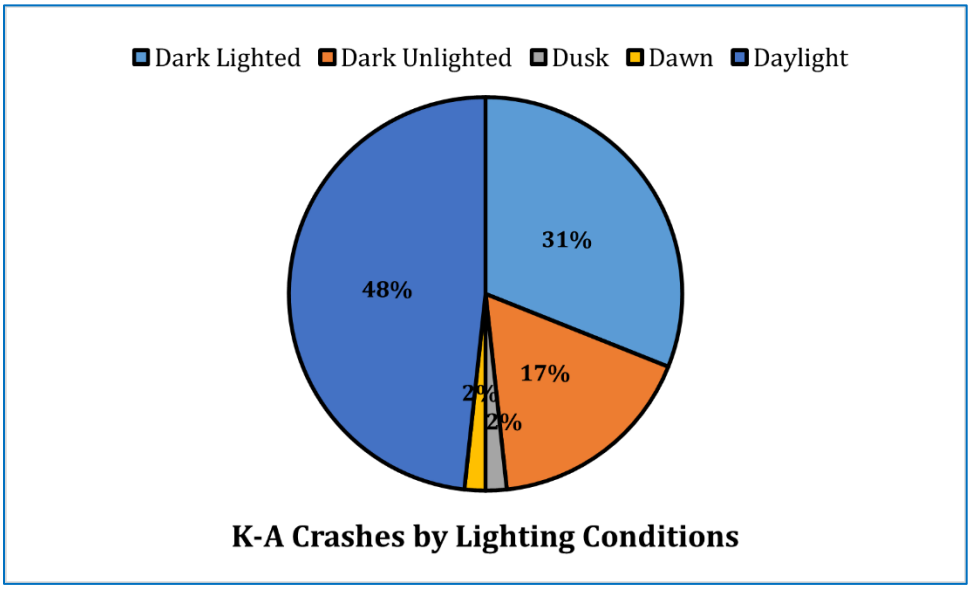
Pedestrian related crashes have the highest Crash Severity Ratio of 10.73, indicating that when a crash involves a pedestrian, it is significantly more likely to result in a fatal or incapacitating injury. Therefore, while the pedestrian crashes contribute to only 2% of all crashes, they contribute to 22% of the fatal & incapacitating crashes. Crashes related to bicycles and fixed objects have the next highest severity ratios.

4.4 IMPACT OF STREET LIGHTING ON CRASHES

In 2011, the City of Highland Park suffered a major blow to street safety, when the City was unable to sustain the burden of outstanding electricity bills to DTE, amounting to approximately $4 million. An agreement was made between DTE and the City to remove over 1,000 streetlights to settle the debt.

Analyzing the crash data from 2014-2023, the crashes that take place during nighttime and daytime are almost half-and-half. However, 35% of the crashes during the dark (17% of all K-A Crashes) happened in areas of inadequate or no lighting. **Figure 26** below shows the % contribution of lighting conditions to the total number of fatal and incapacitating crashes.

Figure 26: Contribution of Lighting Conditions to K-A Crashes in Highland Park



SOURCE: ROADSOFT

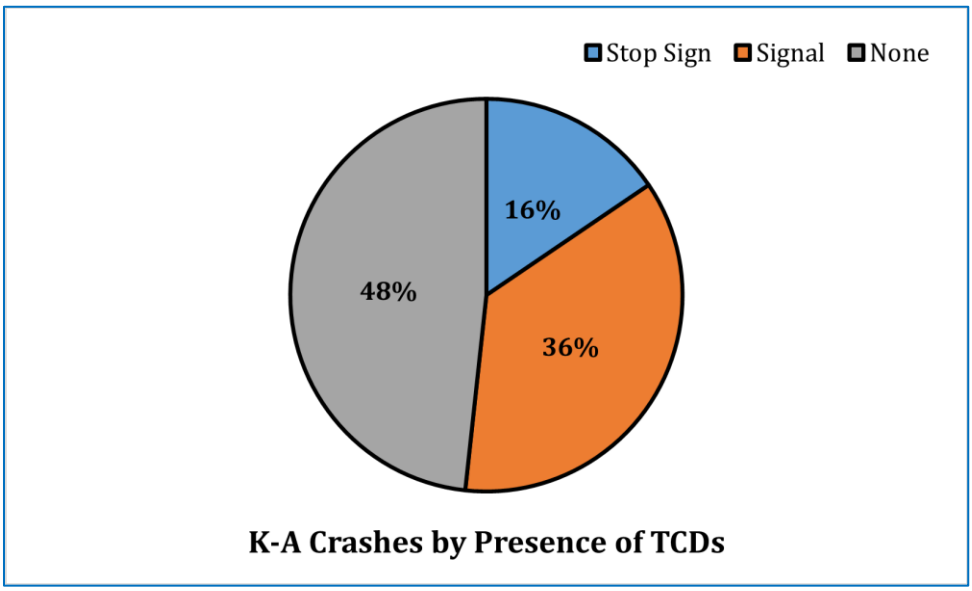
The City's struggle with darkness has definitely had a major impact on roadway safety. While some residents are able to keep their porch lights on during the night, many others do not have the ability to do so. As mentioned in **Section 5.1.2** ahead, lack of lighting is the most important issue for majority of the people in Highland Park. Areas within the greatest number of vacant properties are most dangerous to travel to during night-time. The City and its residents are fighting this issue through endeavors such as Soulardarity[11].

4.5 MAJOR CAUSES OF CRASHES

4.5.1 Crashes due to Lack of Traffic Control Devices

Traffic Control Devices (TCD) are signs, signal devices, and pavement markings that are used to inform, guide, and control traffic for all roadway users including motorists, pedestrians and bicyclists. The presence of TCDs and/or lack thereof can be a major contributor to the cause of crashes. **Figure 27** below shows the percent contribution of TCDs to K-A Crashes. The absence of TCDs has contributed to 48% of the total K-A Crashes in the City of Highland Park. The City's efforts to curtail this cause are described in **Section 6.4**.

Figure 27: Contribution of TCDs to K-A Crashes in Highland Park



SOURCE: ROADSOFT

4.5.2 Crashes due to Driver Error

Most traffic crashes are somewhat caused by human errors due to decisions made by drivers behind the wheel. Factors such as driving under influence of drugs or alcohol, distracted driving, ignoring speed limits and roads signs, are some of the main reasons for driver errors.

5% of the total crashes from 2014-2023 in Highland Park were caused due to intoxicated drivers or drivers under the influence. However, the severity of these crashes is high, contributing to 17% of K-A Crashes.

When designing new roadway improvements, driver miscalculations should be taken into account. While this doesn't relieve the driver of responsible decision-making, it is aimed at making it easier for the driver to avoid erroneous behavior while travelling.

4.6 CRASHES INVOLVING PEDESTRIANS

Pedestrian safety is a critical concern in Highland Park. An analysis of crash data from 2014 to 2023 reveals that while pedestrian crashes represent a small percentage of total crashes, they account for a disproportionately high number of severe injuries and fatalities.

4.6.1 High Severity Ratio for Pedestrian Crashes

Pedestrian safety stands as a paramount concern in Highland Park, representing a critical vulnerability within the City's transportation network. An in-depth analysis of crash data from 2014 to 2023 reveals a stark reality: while pedestrian-related crashes constitute a relatively small percentage (2%) of all traffic incidents in the city, they tragically account for a disproportionately high percentage (22%) of all K-A type crashes. This translates to the highest Crash Severity Ratio of 10.73 among all crash types in Highland Park, as described in **Section 4.3**.

This metric unequivocally demonstrates that when a crash involves a pedestrian, the outcome is far more likely to be catastrophic, resulting in fatal or incapacitating injuries. The numbers paint a vivid picture of this extreme vulnerability, serving as a powerful testament to the urgent need for targeted and compassionate safety measures to safeguard pedestrian lives. Nationally, pedestrian deaths accounted for 18% of all traffic fatalities in 2023, with a pedestrian killed every 72 minutes and injured every 7 minutes.[12] This national context further highlights the severity of Highland Park's pedestrian safety challenge, where the proportion of severe pedestrian crashes is even higher than the national average for fatalities.

The extreme severity ratio for pedestrian crashes in Highland Park underscores that the city's transportation system needs to be fortified for its most vulnerable users. This indicates a fundamental design flaw that implicitly prioritizes vehicular movement and speed over human life and safety, directly contradicting the human-centric principles of Vision Zero. As stated **Section 1**, the Safe System Approach emphasizes that humans are vulnerable, and that human bodies have physical limitations for tolerating impact forces, making it critical to design a system that is human-centric. The current reality, where a pedestrian crash is over ten times more likely to result in severe injury or fatality than an average crash, directly contradicts this human-centric design philosophy. This suggests that the existing infrastructure and traffic management implicitly or explicitly prioritize vehicle speed and volume, creating an environment where pedestrian vulnerability is amplified rather than mitigated, leading to devastating consequences when conflicts occur.

4.6.2 Location Impact

Further analysis of pedestrian crash data pinpoints specific environmental vulnerabilities. Approximately 75% of pedestrian crashes in Highland Park between 2014 and 2023 occurred at intersections. This is illustrated in **Figure 28** below. This concentration presents increased risks for pedestrians. Intersections are complex environments where vehicles and pedestrians interact from multiple directions, which can breed confusion, reduce visibility, and increase the potential for tragic crashes. This finding links back to the discussion in **Section 4.5.1**, regarding Traffic Control Devices (TCDs).

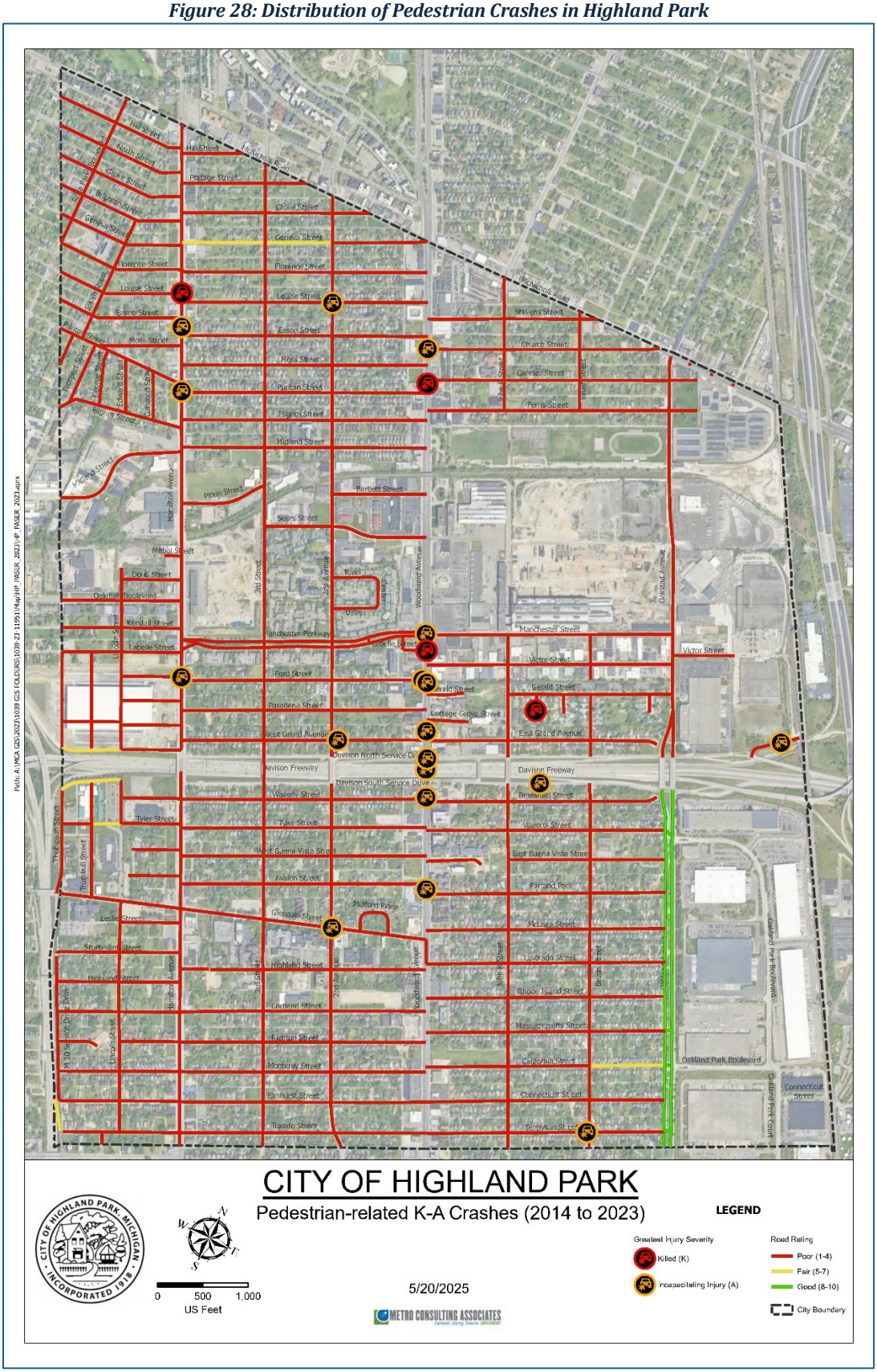
A significant 58% of pedestrian-related crashes at intersections occurred in the absence of adequate TCDs. Adding to this issue is the inadequacy of crosswalk markings with over 85% of intersections in the city without any identifiable crosswalk markings, creating further confusion and increasing risk for those navigating the City's streets. Well-maintained crosswalks are vital pedestrian infrastructure, clearly delineating designated crossing areas and contributing to a sense of order and safety, thereby encouraging walking as a mode of transportation. The absence of such basic visual markings forces pedestrians into confusing and dangerous situations, increasing both, the likelihood and the severity of crashes. Research indicates that the proper placement of TCDs is as important as their mere presence, and that devices like stop signs can dramatically decrease crash severity.[13]

The impact of inadequate street lighting, discussed in **Section 4.4**, also has a significant impact for pedestrian visibility and safety. With 35% of all K-A crashes occurring during dark conditions happening in areas with insufficient lighting, pedestrians are particularly vulnerable during nighttime hours when visibility is already compromised. The previously mentioned removal of over 1,000 streetlights in the City, due to financial constraints has no doubt heightened this risk, turning poorly lit areas, especially those with vacant properties, into dangerous zones for pedestrians.

The pedestrian crash rates at intersections, coupled with a severe lack of TCDs and crosswalk markings, reveal a systemic neglect of basic pedestrian infrastructure. The City plans to take steps toward improving pedestrian infrastructure through the adoption of this Action Plan.

Section 5.1 below covers the results of a Public Survey conducted for the residents of the City. The importance for effective pedestrian facility improvements is re-iterated by the responses from the public.

Figure 28: Distribution of Pedestrian Crashes in Highland Park



5. COMMUNITY ENGAGEMENT

The success of the SS4A program hinges on its ability to foster strong partnerships within the community. By actively engaging with residents, local organizations, and stakeholders, SS4A can create a collaborative environment that addresses community needs effectively. Through strategic outreach, open communication, and a commitment to transparency, the program can build trust, garner support, and achieve lasting positive impact.

5.1 PUBLIC SURVEY

The City of Highland Park is committed to creating safer streets for everyone. To achieve this goal, the City conducted a public survey to gather community input on transportation-related issues and potential improvements. The goal of the survey was to create safer streets for all residents. Residents were asked to share their experiences, concerns and opinions for making streets more walkable, bikeable, and accessible to people of all ages and abilities.

The survey was conducted in two phases. On June 24th, 2024, the City published its first Public Survey (Phase I) for the SS4A effort to it's website. The survey could be accessed via the link: https://www.highlandparkmi.gov/community/latest-news/public-survey-for-the-highland-park-safety-action-plan. The survey remained active till July 31st, 2024.

Not only was the survey accessible online but was made available at the City of Highland Park Water Customer Service Center for residents who wished to fill out the survey on paper. A copy of this survey can be found in **APPENDIX 1**.

However, the response to this first phase of the survey was underwhelming, garnering only 9 responses overall. During Phase I, of all the respondents, over 44% have been residents of the City of Highland Park for more than 35 years. This shows the love and care that the community offers one another, and the willingness to participate in the betterment of the neighborhood that they reside in.

When asked what makes the City of Highland Park a desirable community to live in, most respondents mentioned that they find care and comfort among the people of the City, their neighbors and friendships within the community. While issues such as lack of street lighting, speed control, and deterioration of roads overtime were given as the biggest concerns for safety challenges in the City, it is evident that the residents feel a strong sense of community and kinship toward one another and hope to be included as voice for the betterment of the City.

Determined to get a substantial community engagement, the City published the Phase II of the survey on April 1st, 2025. Some changes were made to the survey, where, some questions relating to the demographics data, such as the person's age, race/ethnicity, income, etc. were added. This change was made to make the survey more personable, and gather more information in relation to equity considerations. From lessons learned during Phase I, the City was prepared during the second round, and marketed the survey to as many residents as possible via announcements at City Council meetings, posted flyers with a scannable QR code, and making the survey available in hard copy, not only at the Customer Service Center, but also at the City Hall Clerk's office, and the City's recreation center. These efforts certainly boosted the responses received during the second phase, garnering fifty-two (52) responses in total.

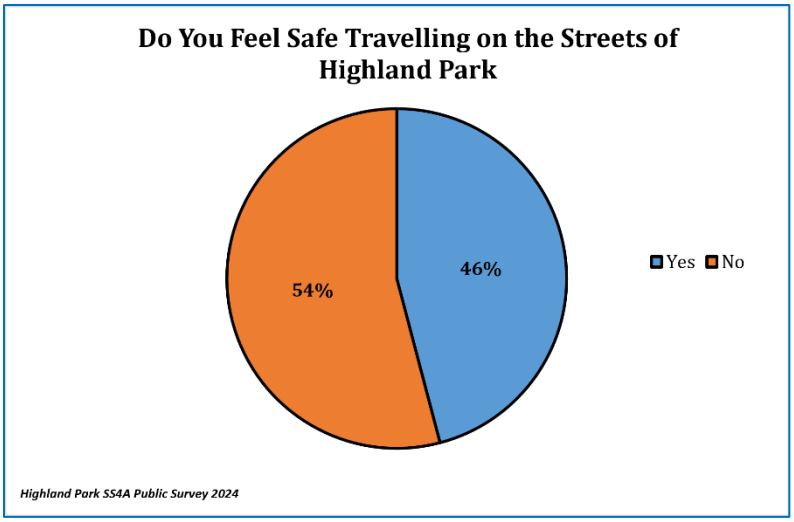
Similar to Phase I, the Phase II results indicate a strong prioritization of basic infrastructure and safety concerns, with poorly maintained roads, lack of lighting, and dangerous driving behaviors identified as the most critical. The importance of bike lanes was the most divisive issue among the respondents.

For the purpose of the analysis described in the subsequent sections herein, this Action Plan has considered the results of both Phases altogether, thereby analyzing a total of 61 responses.

5.1.1 Perceived Safety and Transportation Modes

Majority of the survey respondents revealed that they do not feel safe when travelling on the streets of the City. This perception is particularly pronounced among those who do not own a car; 23% of all respondents reported not owning a vehicle and relying on alternative modes such as carpooling, bicycling, walking, and public transportation. Of this group, 36% specifically mentioned feeling unsafe regarding street safety. This observation emphasizes the urgent need for the city to prioritize pedestrian safety, including improvements in public transportation and ride-sharing options, to ensure equitable and safe mobility for all residents, especially those without a personal vehicle. **Figure 29** below gives a perspective on this answer.

Figure 29: Public Consensus on Feeling of Safety in Highland Park



5.1.2 Traffic Safety Issues

The survey posed a list of common traffic safety issues in the City and asked the survey respondents to rank each of them on a scale of Least Important, Slightly Important, Fairly Important, Very Important and No Opinion. Consensus for each of the issues is listed as shown in **Table 5** below.

Table 5: Public Ranking of Traffic Safety Issues in Highland Park

Description of Issue	Least Important	Slightly Important	Fairly Important	Very Important	No Opinion
Poorly maintained roads	-	4%	8%	***87%***	2%
Lack of bike lanes	***44%***	10%	19%	19%	8%
Lack of sidewalks/crosswalks	8%	6%	27%	***58%***	2%
Lack of lighting	2%	-	8%	***87%***	4%

Description of Issue	Least Important	Slightly Important	Fairly Important	Very Important	No Opinion
Lack of road signs and traffic signals	4%	2%	12%	***81%***	2%

Thus, public consensus appears to give equal importance to issues namely 'Poorly Maintained Roads', and 'Lack of Lighting'. The most diverse ratings were seen for the issue regarding 'Lack of Bike Lanes' with 44% of the respondents rating it as Least Important,, and 19% as Very Important. This divisiveness regarding bike lanes suggests a need for careful consideration and potentially more targeted community education or alternative design approaches when planning such infrastructure.

5.1.3 Traffic Safety Solutions Priority

In addition to asking for the public's opinion on the top safety issues in Highland Park, the City also invited the residents to rank some proposed solutions to address those issues. The scale used was the same, going from Least Important to Very Important. **Table 6** below shows the public opinion for each of the suggested solutions.

Table 6: Public Ranking of Traffic Safety Solutions in Highland Park

Proposed Solution	Least Important	Slightly Important	Fairly Important	Very Important	No Opinion
Intersection Improvements, such as Roundabouts or Traffic Circles	***44%***	**4%**	**19%**	**31%**	**2%**
Improved Road signs/Striping	**4%**	**2%**	**17%**	***77%***	**0%**
Improved Sidewalks and Crosswalks	**0%**	**4%**	**19%**	***77%***	**0%**
New Bike Lanes	***37%***	**10%**	**21%**	**31%**	**2%**
More Street Lighting	**0%**	**4%**	**8%**	***87%***	**2%**
More Education or Community Gatherings for Roadway Safety	**8%**	**12%**	**13%**	***63%***	**4%**

For the residents, the most prominent improvements involve addition of 'More Street Lighting', with 87% of the respondents voting for it as Very Important. This matches up with the lighting issue marked as Most Important in **Table 5** as well.

In addition, while 58% of the respondents marked the 'Lack of sidewalks/crosswalks' as being a Very Important issue, a larger percentage of 77% are of the opinion that the sidewalk/crosswalk improvements are Most Important, equaling the 'Improved Road signs/Striping'. This throws more light on the issue of pedestrian safety and encourages the City to give it deeper consideration.

The strong support for improved sidewalks and crosswalks, street lighting, and road signs/striping aligns with the identified concerns regarding pedestrian safety and overall road safety.

'New Bike Lanes' is once again a divisive issue, with 37% voting for it as Least Important, and 31% voting for it as Most Important. The support at 63%, for 'More Education or Community Gatherings for Roadway Safety', suggests a desire for a more holistic approach to addressing traffic safety issues, extending beyond physical infrastructure, by incorporating behavioral improvement and community empowerment.

5.2 EQUITY CONSIDERATIONS

As stated in **Section 3.1.1.2**, the City of Highland Park consists of predominantly Black or African American population. The City has historically faced disproportionate challenges related to traffic and road safety. Like many urban areas with significant Black populations, the City of Highland Park has grappled with issues of infrastructure neglect, economic disparity, and systemic inequities that have contributed to higher rates of traffic fatalities and injuries.

To address these disparities, Highland Park is implementing various strategies aimed at improving road conditions, enhancing pedestrian safety, and fostering community engagement. Initiatives such as Project Blue Light, described in **Section 5.3.2**, have sought to deter crime and increase surveillance, which can indirectly impact traffic safety. However, the city still faces significant hurdles in achieving equitable outcomes.

Factors such as limited resources, historical disinvestment, and systemic biases continue to pose challenges. To truly address the issue, Highland Park must prioritize investments in infrastructure, including sidewalks, crosswalks, and street lighting. Additionally, the city should focus on community-based initiatives that empower residents to take ownership of their safety. By working collaboratively with residents, local organizations, and government agencies, Highland Park can strive to create a transportation system that is safe and equitable for all.

Ultimately, achieving equity in traffic and road safety requires a long-term commitment to addressing the root causes of the disparities. By prioritizing the needs of marginalized communities, Highland Park can lead the way in creating a safe and more just City for all residents.

5.2.1 Crash Analysis by Demographics

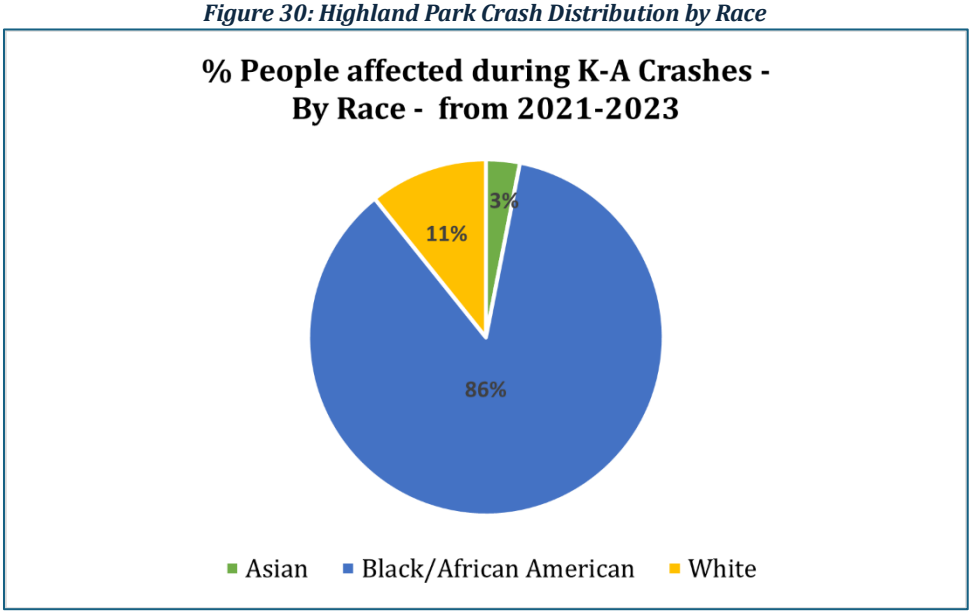
While **Section 4** goes over various infrastructural issues affecting different types and causes of the crashes, it is also important to consider this Safety Analysis in terms of its impact on demographics. This will enable the City to identify the vulnerability faced by different groups within its population. For this purposes, data obtained from the Michigan Traffic Crash Facts (MTCF), from 2021 through 2023 was analyzed. For the K-A Crashes occurring during this period, 65 people were affected by them. Subsequent sections go over the various groups within the City's population and identify each group's vulnerability to traffic crashes.

5.2.1.1 Crash distribution by Race

As shown in **Figure 4** earlier , over 88% of the City's population is Black or African American. Logically, this is also the racial group most affected by K-A crashes. **Figure 30** below shows the distribution of crashes by race. There is a staggering difference between highest percentage of 87% crashes affecting Black or African American individuals in the City, and the next highest percentage of 11% affecting

White individuals in the City. This emphasizes the urgency of equitable investment to rectify these long-standing disparities and ensure that safety measures effectively reach and benefit the most affected community members. National research consistently confirms that Black, Indigenous, and Persons of Color (BIPOC) are disproportionately affected by pedestrian and bicyclist crashes, often due to factors like roadway design, lack of adequate street lighting, and poorer infrastructure quality in their neighborhoods.[14]

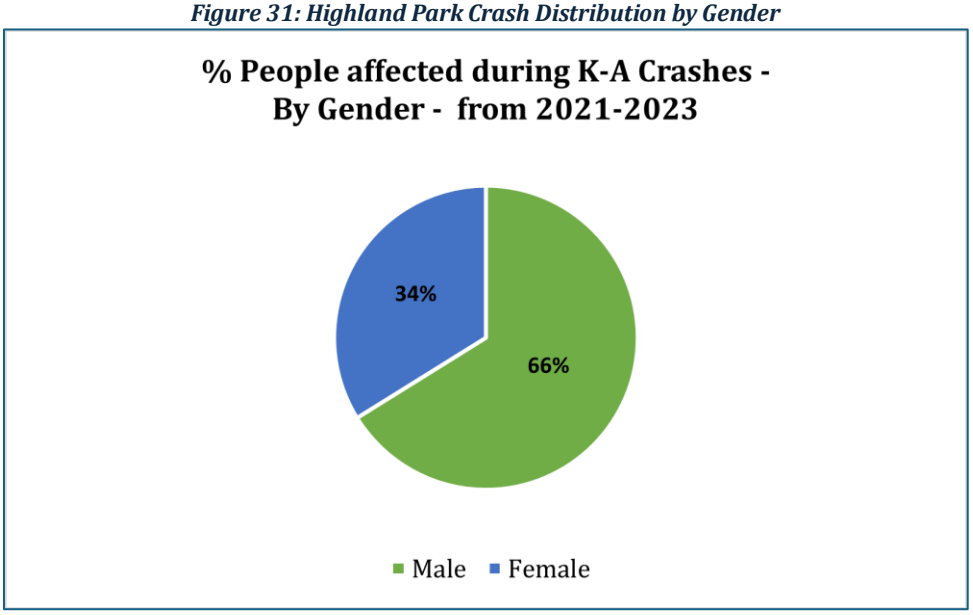
Figure 30: Highland Park Crash Distribution by Race



5.2.1.2 Crash distribution by Gender

Examining the available figures from 2021 to 2023, a significant percentage of individuals involved in crashes are male, as evidenced **Figure 31**. This local trend aligns with national data, which consistently shows male individuals are overrepresented in overall traffic fatalities, with male pedestrians 2.3 times more likely to be fatally injured and comprising 70% of all crash fatalities. However, it should also be noted that, while women are involved in fewer fatal crashes, they tend to experience a higher number of minor crashes. While the report notes this trend, further substantiation and targeted outreach and educational campaigns aimed at male drivers and pedestrians could promote safer road behaviors, especially considering national findings that men are more likely to engage in risky driving behaviors.[15]

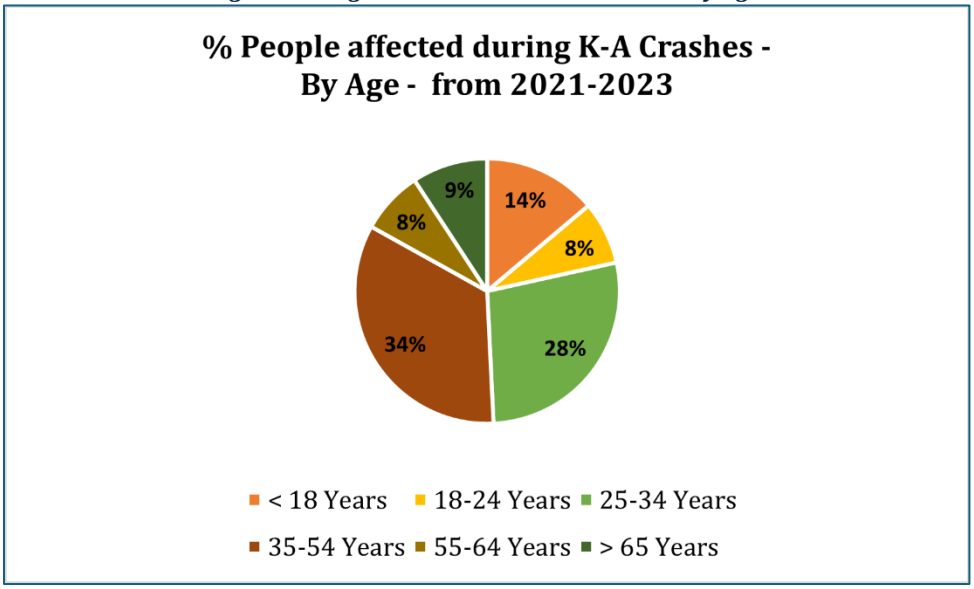
Figure 31: Highland Park Crash Distribution by Gender



5.2.1.3 Crash distribution by Age

Analyzing crashes by age group further refines our understanding of vulnerability. The data indicates that a notable portion of individuals involved in crashes fall within certain age brackets. It is noted below in **Figure 32**, that the most affected individuals by fatal and incapacitating crashes within the City between 2021 and 2023 fall between the ages of 25 years and 54 years, accounting for 62% of the affected population. This age group often represents a significant portion of the workforce and caregivers within a community. Their overrepresentation in crash statistics could imply several factors such as, higher likelihood of commuting more frequently, being more exposed to higher-risk road conditions, or engaging in behaviors that increase their risk of crashes. Understanding this concentration will allow the City to tailor interventions specifically to this age group. This could involve targeted public safety campaigns, driver education initiatives focused on the behaviors prevalent in this demographic, or prioritizing infrastructure improvements in areas they frequently travel or reside in. By addressing the safety needs of this core demographic, Highland Park can more effectively reduce severe injuries and fatalities and enhance overall community well-being.

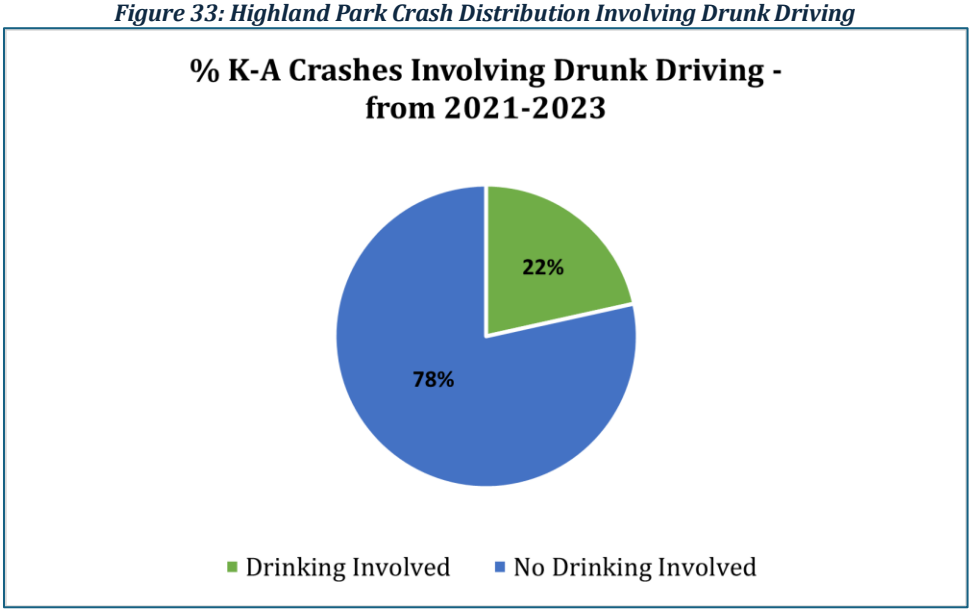
Figure 32: Highland Park Crash Distribution by Age



5.2.1.4 *Crash distribution by Driver intoxication*

It has been stated in **Section 4.5.2** that between the years 2014-2023, 17% of the crashes caused by drunk driving were fatal or incapacitating crashes. This percentage shows a concerning increase when analyzing data from 2021-2023, accounting for 22% of the fatal crashes caused by drunk driving, as shown in **Figure 33**. This rise in percentage raises major concerns about driver education, and enforcement of traffic-related policies. Behavioral interventions, coupled with accessible transportation alternatives, are vital for all community members, particularly those in vulnerable economic positions, who may lack safe commuting options.

Figure 33: Highland Park Crash Distribution Involving Drunk Driving

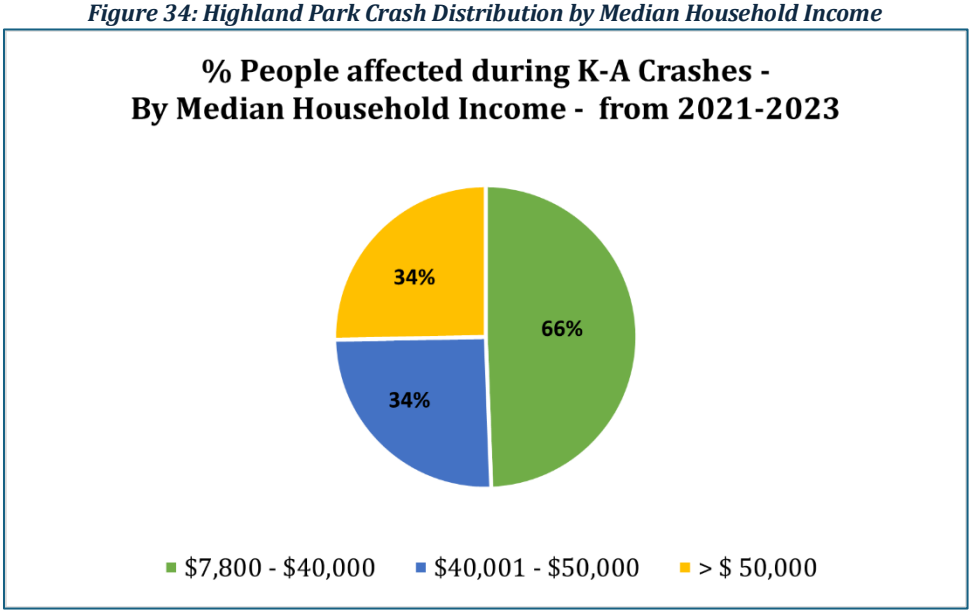


5.2.1.5 *Crash distribution by Median Household Income*

While **Figure 34** below does not represent the true scenario regarding socio-economic factors for K-A crashes, the available data highlights the fact that lower-income residents face higher exposure to

unsafe road conditions due to lack of adequate infrastructure investment in their neighborhoods. This observation aligns with national research indicating that communities with lower incomes or higher poverty rates consistently experience a greater share of traffic-related crashes, injuries, and deaths for both pedestrians and bicyclists.[14] Such economic disparities can compound safety risks, making it even more imperative to direct resources toward improving infrastructure and implementing safety programs in these underserved areas.

Figure 34: Highland Park Crash Distribution by Median Household Income



The City's commitment to addressing these disparities is evident through initiatives like Project Blue Light described further in **Section 5.3**, and proposed infrastructure investments, including improved sidewalks, crosswalks, and street lighting. By prioritizing the needs of its vulnerable population and fostering collaborative efforts with residents and organizations, the city aims to create a more equitable and safe transportation system for all.

5.3 POLICE DEPARTMENT: A COMMUNITY FOCUS

The City of Highland Park Police Department is a vital component of the City's infrastructure, dedicated to ensuring the safety and well-being of its residents. Operating within a community that has faced significant challenges, the department has strived to build trust, foster community engagement, and provide effective law enforcement services.

Historically, Highland Park, like many urban areas, has grappled with issues of crime, poverty, and social inequality. These factors have undoubtedly impacted the role and responsibilities of the police department. In response, the department has implemented various strategies to address these challenges, including community policing initiatives to ensure crime prevention and safety on the streets of Highland Park.

5.3.1 Flock ALPR Program

One of the safety-oriented programs launched by the Highland Park Police Department is Flock's Automatic License Plate Recognition (ALPR) technology. This technology offers significant benefits for enhancing traffic safety. By rapidly scanning and recording license plate information, these systems provide law enforcement with valuable tools to combat crime and improve road conditions.

One key advantage of ALPR is its ability to assist in identifying vehicles involved in hit-and-run crashes. By capturing license plate details, authorities can track down responsible drivers, ensuring accountability. **Figure 35** gives an example of one of the Flock ALPR installations in the City of Highland Park, located south of McNichols Road on southbound Rosa Parks Boulevard.

Figure 35: Flock ALPR Panel in Highland Park

Beyond crime prevention, Flock ALPR can contribute to overall traffic safety. The technology can be used to monitor traffic patterns, identify congestion hotspots, and optimize traffic flow. This data can inform decisions about traffic management strategies, reducing congestion and improving travel

times. Moreover, ALPR can help enforce traffic laws, such as identifying vehicles with expired registrations or those violating emissions standards.

Flock ALPR systems, thus offer a multifaceted approach to enhancing traffic safety in the City of Highland Park. By aiding crime prevention, facilitating traffic management, and enforcing traffic laws, this technology plays a crucial role in creating safer communities and roadways.

5.3.2 Blue Light Project

Project Blue Light[16] is a community safety initiative in Highland Park, Michigan, aimed at reducing crime through the use of real-time surveillance technology.

Each location participating in this program has an identifying blue light and a sign as shown in **Figure 36**. The program involves installing cameras at various locations throughout the city, such as businesses and community centers, and connecting them to the Highland Park Police Department.

Figure 36: Project Blue Light Sign in Highland Park

5.3.2.1 How it Works

- Partnership: The police department partners with local businesses and community organizations to install cameras.
- Installation: High-quality cameras are installed at participating locations.
- Real-time Monitoring: The police department can access and monitor live video feeds from these cameras.
- Crime Deterrence: The presence of cameras acts as a deterrent to criminal activity.

5.3.2.2 Benefits of Project Blue Light

- Improved Community Safety: By deterring crime and aiding in investigations, the project contributes to a safer community.
- Business Support: Participating businesses benefit from increased security and a positive image.
- Stronger Police-Community Relations: Collaboration between the police and community fosters trust and cooperation.

Project Blue Light is more than just a surveillance system. It represents a collaborative effort between the community and law enforcement. The initiative fosters trust and strengthens the bond between

citizens and the police department. As the program continues to expand, it is anticipated that it will contribute to a significant reduction in crime rates and improve the overall quality of life in the City of Highland Park.

6. IMPROVEMENTS AND PROJECT SELECTIONS

Based on the history of the City of Highland Park, the analysis of the crash data from the past ten years, and the feedback received from the community has helped the City to outline certain projects to be implemented. The HIN described in **Section 4.2** was used to identify the most critical corridors and intersections within the City.

Hamilton Avenue, Second Avenue, and Oakland Avenue are identified as the most critical corridors in the City. The following improvements have been suggested by the City Engineering Department and are considered to be SS4A-eligible. Each of these projects is divided into three categories:

- Infrastructural
- Operational
- Behavioral

Refer to **Table 7** at the end of this **Section 6** for a breakdown and summary for each of these projects suggested by the City Engineering Department for application by any and all departments with jurisdiction for the next possible funding opportunity from the SS4A Implementation Grants.

6.1 TRAFFIC SIGNALIZATION IMPROVEMENTS:

This includes installation of new traffic signals in areas without any, modernization of existing traffic signals, and retiming and calibrating the traffic signals to function optimally. Some intersections that are candidates for this project include Hamilton Avenue & Puritan Street, Second Avenue & Florence Street; Oakland Avenue & Ferris Street; John R. Street & Church Street; and the intersection of Hamilton Avenue & Geneva Street, which is shown in its present condition in **Figure 37**.

Figure 37: Traffic Signals at Geneva Street & Hamilton Avenue

6.2 TRAFFIC CIRCLE INSTALLATIONS:

Within the United States, a roundabout is a form of circular intersection in which traffic travels counterclockwise around a central island and in which entering traffic must yield to circulating traffic. The intersections mentioned above in Section 6.1, are also candidates for additions of roundabouts or traffic circles. **Figure 38** below is from the Urban Street Design Guide[17] by the National Association of City Transportation Officials (NACTO) below gives an example of the type of traffic circles that could be designed for the City of Highland Park.

Figure 38: Example Traffic Circle

SOURCE: NACTO

The intersections in the City of Highland Park are not wide enough to incorporate a modern roundabout. Instead, the City will opt for neighborhood traffic circles, which differ from a roundabout in certain ways. While a roundabout uses yield control for entering vehicles, a traffic circle can have either stop control, signal control, or no control at one or more entries. Traffic circles can also be smaller in size, disallowing larger vehicles such as semi-trucks to make left turns.

Incorporation of traffic circles at some of the intersections will allow the City to maintain safety on some of the residential streets that cannot allow heavy or commercial vehicles.

6.3 ONE WAY STREETS:

The majority of the roadways in the City of Highland Park connect through residential areas. This can pose a challenge for two-way traffic, primarily due to space constraints. Street parking poses a hindrance for two-way traffic. The City has implemented one-way traffic on streets to the west of Hamilton, going alternately East and West, as seen in **Figure 39** which shows the One-way use of Hill Street going westbound. The same implementation is proposed to be continued through the streets between Hamilton Avenue and Woodward Avenue

Figure 39: One Way Sign at Hill Street & Hamilton Avenue

6.4 TRAFFIC SIGNS UPGRADES

As described in **Section 4.5.1**, the traffic signs in the City of Highland Park need to be upgraded according to MMUTCD (Michigan Manual for Uniform Traffic Control Devices) standards. An inspection was conducted on all the existing signs in the City of Highland Park in 2023. The findings of the inspection reveal that out of the total 2733 signs inspected, approximately 5% of them need replacement, and approximately 10% require regular maintenance. **Figure 40** shows an example of the current street names signs in Highland Park. In this example, McLean Street has a secondary name. This is true of certain other streets in the City. The City needs to verify and provide the correct street names visible at each intersection.

In addition, the City is also planning to incorporate traffic management studies (**Section 6.10**) to refine its speed-related policies. Not only will speed limit signs be posted on the streets, but the City is also considering electronic signs to monitor vehicle speeds.

Figure 40: Street Signs at John R Street & McLean Street

It was also noted that the lack of TCDs at intersections is concerning, given that almost 50% of the intersections do not have adequate street name signage, and almost 43% of the intersections without traffic signals do not have stop signs.

6.5 STREET LIGHT INSTALLATION PROGRAM

The impact of street lighting to traffic crashes was discussed in **Section 4.4**. The City is hopeful and determined to refurbish the street lighting system in the City and increase road safety to improve motorist and pedestrian visibility, in an effort to mitigate avoidable traffic crashes.

The City is already seeing some improvements in this area, through the efforts of charitable organizations such as Soulardarity[11]. **Figure 41** gives an example of Soulardarity's efforts on Hamilton Avenue.

Figure 41: Soulardarity Light Installation on Victor Street

SOURCE: SOULARDARITY

6.6 CITYWIDE STREET STRIPING

In order to avoid confusion in the streets regarding Right-of Way among drivers, pedestrians and bicyclists, it is important to have clear pavement marking for lane changes, stop signs, bike lanes, and turn lanes.

This will be the second phase of Citywide Striping. Certain streets were selected for the first phase of this project in 2022. Phase I of this project is described in **Section 7.2**.

6.7 BIKE LANES

Bike lanes can be a subset of the street striping program. Bike lanes are a great way to ensure road-sharing by pedestrians and motorists with bicyclists who are majorly at risk by using the pavement, or the sidewalk. A clear indicator highlighting bike traffic ensures the most safety. While the public survey in Section 5.1 revealed bike lanes to be a divisive issue among citizens, the plan emphasizes that when correctly planned and integrated with well-designed concepts such as road diets or Urban Mixed-Use designs described in Section 6.10, bike lanes can be a promising development for traffic safety. For this project, the City plans to study the implementation of bike lanes in neighboring and other communities, such as Ferndale, Detroit, and Ann Arbor. While Oakland Avenue is a potential candidate for new bike lanes, the City is also planning for improved designs bike lanes on Hamilton Avenue.

Figure 42 shows an example of the established of bike lanes on Hamilton Avenue, which has already been part of the bike lane project in 2022. More on this in **Section 7.1**

Figure 42: Bike Lane on Hamilton Avenue at Leslie Street

6.8 PERIODIC STREET SWEEPING PROGRAM

Streets that are not periodically cleaned can cause congestion for parking and exacerbate flooding issues if the dirt and debris get swept up in the storm drains. With this program, the City plans to ensure not only the aesthetic appeal of the streets, but to also ensure that the Right-of-Way remains clear and visible for all street users.

Cleaner streets contribute to safer walking environments, and a regular sweeping program will help the city achieve its goal for making the City streets more efficient to drive, and safer to walk.

6.9 SIDEWALK CLEARING PROGRAM

The City is proposing to prioritize pedestrian safety through a new sidewalk clearing program. This initiative will target overgrown sidewalks, particularly in high-traffic areas, removing obstacles like encroaching vegetation and debris. Recognizing that pedestrians often resort to walking in roadways when sidewalks are inaccessible, this program aims to reduce pedestrian-related crashes by providing safe and clear pathways. By addressing tripping hazards and ensuring clear pathways, the program aims to create a safer and more accessible walking environment for all residents. The city

will invest in necessary resources and encourage community participation to maintain sidewalks effectively, contributing to an improved quality of life in Highland Park.

6.10 TRAFFIC STUDIES & URBAN MIXED-USE DESIGN

This is a hybrid behavioral, operational and infrastructural approach, that the City is proposing to include under SS4A. In conjunction with all the proposed, planned and ongoing projects, the City plans to conduct more thorough traffic studies to refine its motor speed limit policies, but also improve pedestrian mobility. Implementing accurate speed limits based on traffic counts for each street is imperative.

This will also include the reference and update of the City's Master Plan[3]. This includes a focus on forming 'Complete Streets', which utilizes a holistic approach to transportation planning. The design prioritizes pedestrians and bicyclists. This ensures that the entire city is walkable and pedestrian-friendly for individuals of all abilities.

One of the major concepts being proposed is the concept of 'Road Diet' on Hamilton Avenue. Integrating the concept of urban mixed-use design into a road diet proposal for Hamilton Avenue in Highland Park, Michigan, could significantly enhance the area's vitality and accessibility. Urban mixed-use design, adopted as the Neighborhood Center area in the Master Plan[3] of 2030, aims to combine residential, commercial, cultural, and recreational uses within a walkable area, encouraging diverse activities and interactions among different community members.

In the context of a road diet, converting Hamilton Avenue from a six-lane road to a three-lane configuration could create more space for additional features such as bike lanes, wider sidewalks, public seating areas, and small green spaces. These changes can foster a more pedestrian-friendly environment, supporting mixed-use development by making the area more accessible and appealing for walking, cycling, and local transit.

A road diet aligned with mixed-use urban design principles could transform Hamilton Avenue into a more attractive destination, encouraging local businesses, cafes, shops, and community spaces to thrive. This integration supports a more sustainable neighborhood by reducing reliance on cars, decreasing traffic congestion, and fostering a safer, more connected community atmosphere. Additionally, mixed-use developments tend to increase property values and provide economic benefits by attracting diverse businesses and increasing foot traffic, contributing to a more vibrant local economy.

Implementing a road diet alongside mixed-use design could create a Complete Streets environment on Hamilton Avenue, better accommodating all road users, including pedestrians, cyclists, and transit users, while promoting a more dynamic and inclusive community space. **Figure 43** shows the potential for improvements on Hamilton Avenue, at one of the most critical intersections at Puritan Street. To make Highland Park walkable, the City also plans to focus on the alleys located throughout the grid system in Highland Park. By transforming underutilized alleys into vibrant, pedestrian-friendly pathways, we can create safe, accessible routes that promote walking, reduce vehicular traffic, and foster a stronger sense of community. These revitalized alleys could include proper lighting, landscaping, and surveillance measures to ensure safety, while also providing unique spaces for local art, gardens, or seating areas that encourage social interaction and neighborhood engagement. This initiative would make Highland Park a more walkable, livable city that prioritizes the well-being of its residents.

Figure 43: Hamilton Avenue at Puritan Street

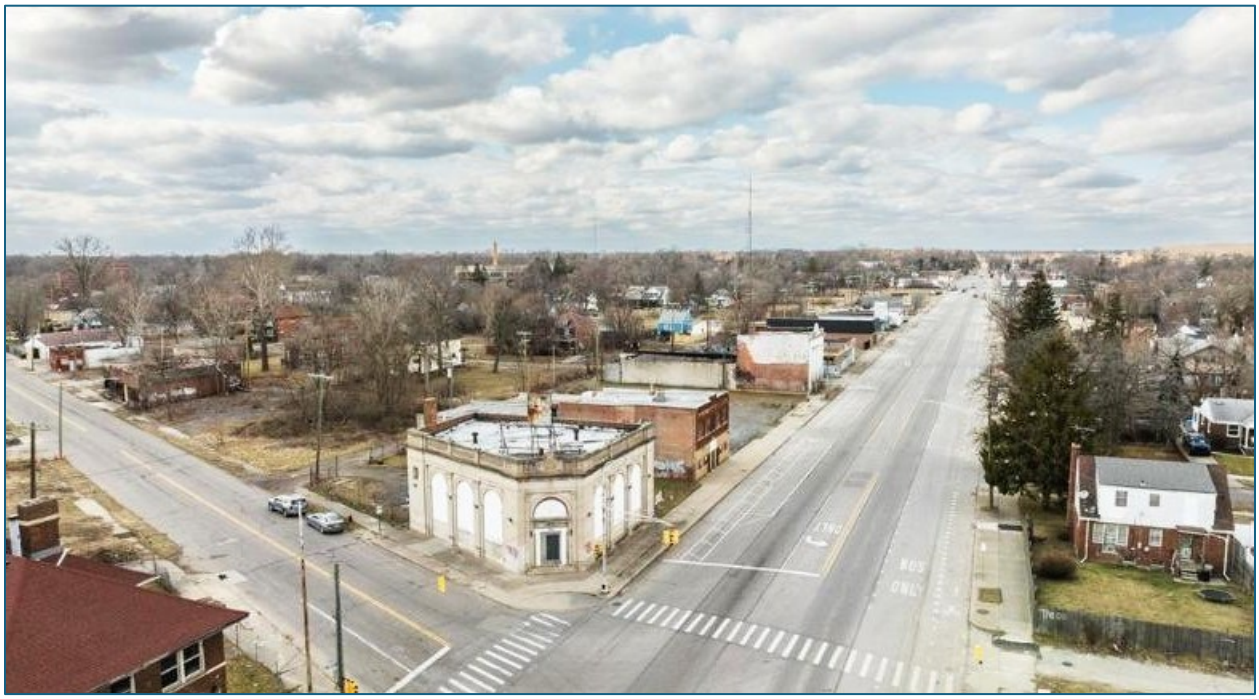


Table 7: SS4A Implementation Grant Eligible Projects for Highland Based on Safety Analysis

Project Category	Project Type	Description	Reason	Locations	Potential Start
Operational	Traffic Signs Upgrades	Replace/Repair/Reinstate traffic signs per MMUTCD guidelines; electronic traffic signs for speed management.	Almost 50% intersections without street names & 43% without Stop Signs; more than 5% signs require replacement	Citywide (Starting at intersections); Hamilton Avenue & Puritan Street is a critical candidate.	2026
Operational	Citywide Street Striping Phase II	Pavement markings to direct traffic in a concise & safe manner	Lack of striped roads	Citywide	2027
Operational	Bike Lanes	Bike lanes to encourage road sharing among bicyclists and motorists	Bicyclists' crashes due to lack of clarity	Hamilton Avenue, Oakland Avenue	2027
Behavioral	Periodic Street Sweeping Program	Periodic street sweeping, especially during peak fall season	Collection of debris, causing lack of visibility and flooding issues	Citywide	2027
Infrastructure	Traffic Signalization Improvements	Includes installation, modernization and retiming of traffic signals at critical intersections	Pedestrian and Motorist Crashes at intersections	Hamilton Avenue & Puritan Street; Second Avenue & Florence Street; Oakland Avenue & Ferris Street; and Second Avenue & Manchester Parkway	2028
Infrastructure	Street Light Installations	Refurbish the City's lackluster street lighting conditions	Crashes due to Lack of lighting	Brush Street & Stevens Street; Second Avenue & Grant Street; John R Street & Farrand Park; John R Street & Davison Street; Second Avenue & Tuxedo Street; Tyler Street & Hamilton Avenue	2028
Behavioral	One Way Streets	Alternate One-Way streets	Space congestion	Streets spanning from Hamilton Avenue & Woodward Avenue, lying between McNichols Roads to Tuxedo Street	2028

Project Category	Project Type	Description	Reason	Locations	Potential Start
Behavioral	Speed management studies and strategies	Traffic studies to: Refine policies for speed management; Implement Mixed-use urban design; Improvements of alleys	Study to refine speed limit policies	Citywide with a concentration on Hamilton Avenue	2028
Operational	Sidewalk Clearing	Clearing & grubbing of all sidewalks that are overgrown	Improvement of pedestrian safety on sidewalks	Citywide	2029
Infrastructure	Traffic Circle Installations	Traffic Circles (roundabouts) of varying sizes; with stop control, signal control or no control, at critical intersection to slow incoming traffic	Pedestrian and Motorist Crashes at intersections	Hamilton Avenue & Puritan Street; Second Avenue & Florence Street; Oakland Avenue & Ferris Street; and Second Avenue & Manchester Parkway	2029

7. PLANNED PROGRESS

Apart from the projects chosen and proposed under this grant in **Section 6**, the City of Highland Park has been working tirelessly to provide safe roadways and infrastructure to its citizens. The City has planned for upcoming projects for road improvements under its 5-year Capital Improvement Plan, updated annually. These projects are reliant on local, state, and federal grants and loans, and include projects that are mostly Infrastructural and Operational. The following projects have been listed by the year of performance, some that have already been in place over the past years, and some that are planned for the upcoming years. Refer to **Table 8** at the end of this **Section 7** for a breakdown of each of these completed and/or planned projects.

7.1 HAMILTON AVENUE BIKE LANE PROJECT

As mentioned in **Section 6.7**, the City of Highland Park is not only planning for the addition of bike lanes on its streets for the future but has already taken steps in kickstarting this initiative. The success of this project is evident in **Figure 44**. This project, funded by MDOT & FHWA, in conjunction with the Detroit Greenways Coalition, was completed in 2020.

Figure 44: Hamilton Avenue Bike Lane Project Results at Florence Street

The fatal and incapacitating crashes occurring each has reduced by approximately 33% per year (in general, Hamilton Avenue has seen around 3 K-A crashes per year since 2017, which have reduced to around 1 K-A crash per year after 2020). However, the Public Surveys results described in **Section 5.1**, bike lanes are a divisive issue among the City's residents. While the Hamilton Bike Project has shown a somewhat promising result, the City will continue to monitor the crash trends on this road, and is planning to improve the bike lane design in the near future.

7.2 CITYWIDE STREET STRIPING PHASE I

As the City aims to move forward with the second phase of this project, mentioned in **Section 6.6**, Phase I of this project was completed in 2022. Approximately 20% of the City's road mileage was restriped. **Figure 45** shows a comparison of the faded striping on John R Street at Davison Service Drive from 2019, to the new and improved striping completed by the City in 2022.

Figure 45: Street Striping Before & After at John Road & Davison Service Drive

The streets chosen for this project included the following streets:

- Second Avenue & Third Avenue from McNichols Road to Tuxedo Street;
- Oakland Avenue from McNichols Road to North Davison Service Drive;
- John R. Street from McNichols Road to Ferris Street;
- John R. Street & Brush Street from Manchester Street to Tennyson Street;
- Puritan Street west of Hamilton Avenue;
- Manchester Parkway and Manchester Street from Hamilton Avenue to Oakland Avenue;
- Glendale Avenue west of Woodward Avenue;
- Sears Street from Woodward Avenue to Second Avenue.

7.3 ROADWAY RECONSTRUCTION AND IMPROVEMENTS

One of the major road issues in the City of Highland Park is the Poor conditions of approximately 83% of its streets, as evidenced in Section 3.2.1. In an effort to mitigate this issue, and improve the road conditions, the City has been and will continue to seek funding from various local, state, and federal sources, to rehabilitate these roads. While some roads can be improved with just Mill & Overlay, others require Full Depth reconstruction. The City's efforts are displayed in some of the examples shown in **Figure 46**. The following road projects are listed in ascending order of past or planned completion.

Figure 46: Examples of Road Projects Undertaken By Highland Park

7.3.1 Oakland Avenue Reconstruction Phase I

Phase I of this project was aimed at Asphalt Resurfacing of both Northbound and Southbound Oakland Avenue from South Davison Service Drive to Tennyson Street. Oakland Avenue had a PASER rating of 1 (Poor) during the 2018 inspection. The reconstruction of this project was completed in May 2024. The funding from Wayne County STP-U (MDOT) and ACT 51 for Major Roads has helped the City of Highland Park elevate this road from a Poor rating of 1 to a Good rating of 10.

7.3.2 North & South Davison Service Drive Reconstruction:

M-8 (Davison Freeway) is one of the most important regional connections that services the Greater Metro Detroit Area. As such, the Davison Service Drives, to the North as well as the South of this freeway, need to be in good condition to facilitate a smooth transition into M-8. Therefore, for this project, the two service drives were chosen for reconstruction, spanning from Oakland Avenue to the Davison Freeway. The 2018 PASER rating for Davison North Service Drive in this area was Poor, whereas South Davion Service Drive was partially Fair and Poor. The construction was completed in August 2024.

7.3.3 Glendale Avenue Improvements

The 2018 PASER rating from Glendale Avenue is Poor at a score of 3. This, therefore, does not need a full-depth reconstruction and is being designed for Mill & Overlay improvements. The construction has been planned to start in Summer 2025 and will include improvements on Glendale Avenue from Hamilton Avenue to Woodward Avenue.

7.3.4 Manchester Street

Similar to Glendale Avenue in Section 7.3.3, Manchester Street PASER rating from 2018 is Poor at the score of 4. Therefore, this also is being designed for Mill & Overlay between Woodward Avenue and Oakland Avenue, with plans to start construction in Summer 2026.

7.3.5 Oakland Avenue Reconstruction Phase II

Similar to the Oakland Avenue project described in **Section 7.3.1**, Phase II of this project is planned to start in Spring 2027. The funding source is also STP-U (MDOT and ACT 51 for Major Roads) and will include the mill and overlay with select full depth reconstruction of Oakland Avenue from McNichols Road to North Davison Service Drive.

7.4 SINKHOLE REPAIRS

Sinkholes are a recurring issue in the City of Highland Park, caused by failures in underground utilities. The City has an annual General Fund allocation to fix these sinkholes in a timely fashion. Sinkholes can be very dangerous for traffic, compromising the safety of commuters. The City deals with sinkholes divided into three categories, namely, Small, Medium and Large. **Figure 47** shows one such example of a Large sinkhole, and the aftermath of its repair in the alley between E Grand Street & Cottage Grove. This is an ongoing annual project and has been active in the City since 2021. The latest FY 2024 Sinkhole Project was completed in Fall of 2024, and addressed 34 active sinkholes. The upcoming FY 2025 Sinkhole Project has an estimated number of 40 sinkholes that are planned to be repaired.

Figure 47: Example of Large Sinkhole Repair Before & After

7.5 SIDEWALK IMPROVEMENT PROGRAM

As described in Section 3.2.2, sidewalk safety becomes a key issue for pedestrian wellbeing. If a sidewalk is not conducive to travel, pedestrians are likely to use the roadway, which will increase the likelihood of fatal and incapacitating crashes. Through ACT 51 Funding for Major and Local Roads, other State & Federal Grants, and the City General Fund, sidewalk improvements have been included in the Capital Improvement Plan and will be designed and planned from 2025 through 2032. **Figure 48** below shows some examples of the efforts being undertaken by the City of Highland Park.

Figure 48: Examples of Sidewalk Improvements

7.6 HIGHLAND PARK RECREATION CENTER PARKING LOT IMPROVEMENTS

The City is planning two projects, funded in part by the State Highwater Infrastructure (SHWI) Grant, that will improve, not only stormwater management, but will also significantly enhance resident safety and accessibility. These improvements will create a safer parking area and facilitate easier access to the City's Ernest T. Ford Recreation Center, located at 10 Pitkin Street in Highland Park. This upgraded parking lot will incorporate two bioretention ponds, thereby improving the aesthetic of the area, and seamlessly connect to the City of Detroit's Joe Louis Greenway project, which traverses Highland Park. This integration, particularly with the improved access along Pitkin Street to both the Recreation Center and the Joe Louis Greenway (JLG), directly supports the objectives of the Vision Zero initiative. By creating a safer, more navigable environment for pedestrians and cyclists, these improvements will reduce the risk of accidents and encourage active transportation, ultimately fostering a more connected and secure community for all.

Table 8: Previously Completed and Planned Projects in Highland Park Based on Safety Analysis

Project Category	Project Type	Description	Locations	Funding Source	Year	Status
Operational	Hamilton Avenue Bike Lane Project	Bike lane creation, striping and sign installations on Hamilton Avenue	Hamilton Avenue between McNichols Road to Tuxedo Street	MDOT & FHWA; Detroit Greenways Coalition	2020	Complete
Operational	Citywide Street Striping Phase I	Traffic Street Striping along select locations	Approximately 10 miles of road	City General Fund	2022	Complete
Infrastructural	Oakland Avenue Reconstruction Phase I	Full Depth Reconstruction	From South Davison Service Drive to Tennyson Street	Wayne County STP-U (MDOT); ACT51 for Major Roads	May 2024	Complete
Infrastructural	North & South Davison Service Drive Reconstruction	Full Depth Reconstruction	From Oakland Avenue to Davison Freeway	ACT51 for Major Roads	August 2024	Ongoing
Infrastructural	Glendale Avenue Improvements	Mill & Overlay	Hamilton Avenue to Woodward Avenue	Wayne County STP-U (MDOT)	Summer 2025	Planned
Infrastructural	Manchester Street Improvements	Mill & Overlay	Woodward Avenue to Oakland Avenue	Wayne County STP-U (MDOT)	Summer 2026	Planned
Infrastructural	Oakland Avenue Reconstruction Phase II	Full Depth Reconstruction	McNichols Road to North Davison Service Drive	Wayne County STP-U (MDOT); ACT51 for Major Roads	Spring 2027	Planned
Infrastructural	Sinkhole Repairs	Annual Emergency sinkhole repairs	Various	General City Fund; ACT 51 for Major Roads	2021 Onwards	Ongoing
Infrastructural	Sidewalk Improvement Program	Sidewalk improvements and upgrade of ADA Ramps	Citywide	General City Fund; ACT 51 for Major & Local Roads; Othe State/Federal Grants	2025-2032	Planned
Infrastructural	**Recreation Center Parking Lot Improvements**	Parking lot rehabilitation and connection to Recreation Center and Joe Luis Greenway	City of Highland Park Recreation Center, 10 Pitkin Street	State High Water Infrastructure (SHWI) Grant	July 2025-June 2026	Planned

8. CONCLUSION

The City of Highland Park's Safe Streets and Roads for All (SS4A) Action Plan represents a crucial step toward revitalizing the city's infrastructure and enhancing public safety. By embracing the Vision Zero strategy, the city aims to eliminate traffic fatalities and serious injuries by 2040, a goal rooted in a thorough analysis of current traffic conditions and community needs.

The data-driven approach highlighted in this plan underscores the importance of targeted interventions, including traffic signal improvements, street lighting installations, and enhanced pedestrian and cyclist infrastructure. The city's commitment to equity ensures that these safety measures will prioritize underserved communities, addressing long-standing disparities.

As the City continues to implement this Action Plan, the community can expect safer streets, improved mobility, and a higher quality of life. The city's dedication to these goals will not only reduce crashes but also foster a more inclusive and connected urban environment, paving the way for a brighter future. This comprehensive and proactive strategy paves the way for a brighter and safer future for all who live, work, and travel in the City.

APPENDICES

APPENDIX 1: HIGHLAND PARK PUBLIC SURVEY FOR SAFER STREETS AND ROADS FOR ALL