

VISION ZERO

RICHMOND, VIRGINIA

Safer Roads for All Modes

2026 UPDATE





Acknowledgments

This Vision Zero Action Plan was prepared by VHB for the Safe and Healthy Streets Commission with input from numerous partners committed to safety in Richmond, the surrounding region, and in Virginia.

Table of Contents

01 Message from the Mayor

03 Why Vision Zero

05 Vision Zero Effort

09 Crash Experience

17 Vision Zero Strategies and Actions

- *Executive*
- *Legislative and Budget*
- *Culture*
- *Judicial*

25 Vision Zero Priorities

32 Partnerships

33 The Vision Zero Pledge

34 Healthy Streets Challenge

35 Acronym List


TRY
OUR
SPRING



Message From The Mayor

Richmond is facing an epidemic of traffic violence. On city streets, 21 people are killed and 2,400 people on average are injured each year in traffic-related crashes. This is not only a transportation problem—**it is also a public health problem.** Motor vehicle crashes are the second most common cause of death for people in Richmond aged 5-24. Further, traffic violence is both a cause and a result of deep-rooted trauma in our community. I know that Richmond cares about this topic because violence was the top concern expressed in the most recent Community Health Assessment.

We must remember that each and every crash is preventable. But it takes action through engineering, education, enforcement, and emergency response. Through my renewed commitment to Vision Zero and the Safe System Approach, we must pledge to work together to eliminate traffic-related fatalities and serious injuries on city streets, especially for our most vulnerable road users.

This update responds to the most recent crash trends in Richmond and aligns our data-driven strategy with national best practices on transportation safety and public health. At the same time, it celebrates the efforts we have made in Richmond in addressing the traffic violence epidemic.

Zero is possible and it is the only acceptable number for Richmond!

– Dr. Danny Avula, Mayor

VISION ZERO
RICHMOND, VIRGINIA

Vision Zero is based on five fundamental principles:

Traffic deaths and serious injuries are acknowledged to be preventable.

Human life and health are prioritized within all aspects of transportation systems.

Create transportation systems that account for human error.

Safety work should begin with systems-level changes and follow with influencing individual behavior.

Speed is recognized and prioritized as the fundamental factor in crash severity.



Why Vision Zero

Vision Zero has been adopted by cities around the world and Richmond has been committed to Vision Zero since 2017.



Vision Zero is a goal to eliminate traffic-related fatalities and serious injuries for all travel modes. Vision Zero originated in Sweden in the 1990s and adopts the Safe System Approach to achieve safe, healthy, and equitable mobility for all. The Safe System Approach is a holistic framework that views crashes through five lenses: safer infrastructure, road users, vehicles, safe speed, and post-crash care. It acknowledges that crashes will happen and focuses on reducing kinetic or crash energy and building redundancy among the five lenses.

Over 36,000 people die on our nation's streets and highways each year and hundreds of thousands more are seriously injured. In Richmond, 21 people in an average year lose their lives on city streets. In 2025, 21 people died on Richmond city streets, equivalent to 9 traffic deaths per 100,000 people. This is a similar rate to the state average, but approximately three times that of Alexandria and over five times that of Arlington. The price tag for 2025 alone in Richmond is over $500 million in direct costs, lost productivity, and lost quality of life. One agency or organization cannot tackle this serious public health risk alone. This traffic violence epidemic can only be solved through collaborative effort between engineers, enforcement, educators, emergency responders, elected officials, and everyone who uses our streets.

Part of the Safe System approach is to change or grow the safety culture in Richmond. While all five lenses account for human behavior, individuals also have a responsibility to use the rules of the road to help save lives. Coordinated messaging and persistent public education and outreach are needed to nurture a safety culture in both individual road users and agencies implementing solutions to address our current transportation safety outcomes.

Vision Zero prioritizes the following policies and practices:

- Build and sustain leadership, collaboration, and accountability to implement meaningful safety improvements.
- Collect, analyze, and apply data to identify specific safety concerns and opportunities for improvement.
- Prioritize efforts to create a safe and equitable transportation system for all users.
- Design infrastructure with safety as the top consideration.
- Lower target design speeds and work to minimize impact speeds.
- Embrace advances in technology while continuing to apply countermeasures that work.

Our Vision Zero Action Plan incorporates these policies and practices in a comprehensive set of strategies and actions to address safety on city streets, with the goal of eliminating fatalities and serious injuries by 2030. This update responds to new crash trends in our city, highlights progress made since the last plan update, and serves as a guiding document for safety-related actions en route to Zero.



Richmond's Vision Zero Effort

Richmond is committed to a strong and effective Vision Zero plan. The following are components of our effort to implement a plan that will have a long-lasting effect for all transportation system users.



Political Commitment

Richmond city leadership is committed to the implementation of its Vision Zero plan. The City committed to Vision Zero in October 2017, and Mayor Avula recommitted his administration to Vision Zero in October 2025. This recommitment includes further implementation of this Action Plan. Mayor Avula's 2025 Mayoral Action Plan (MAP) includes decreases in traffic-related deaths as an indicator of thriving neighborhoods.

Multi-Disciplinary Leadership

The Safe and Healthy Streets Commission (SHSC) in its advisory role guides the development and monitors the implementation of the Vision Zero Action Plan in Richmond. This multi-disciplinary group, including representatives representing the five lenses of the Safe System Approach, meets quarterly to update and monitor the action plan as well as advise City Council on all transportation safety matters. The SHSC comprises representatives from agencies, organizations, and citizens across the city to shepherd the implementation of Vision Zero actions in the years ahead.

The Vision Zero Task Force is another multidisciplinary body, consisting of more than 30 department leaders, that implements Vision Zero. The Vision Zero Task Force reports to the Chief Administrative Officer and is led by Richmond's Department of Transportation (RDOT).

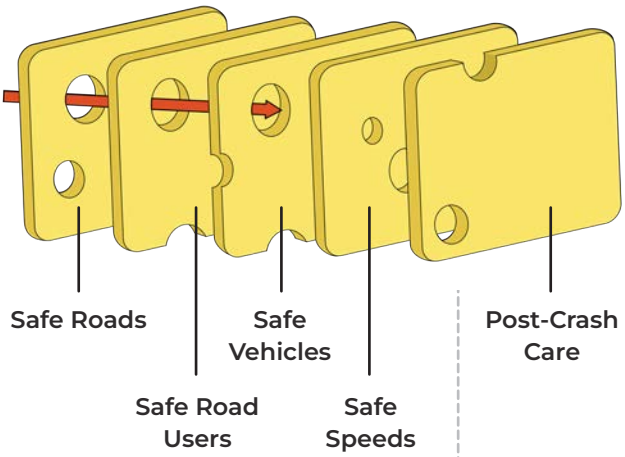
Cooperation and Collaboration

Richmond's Vision Zero stakeholder agencies and non-profit organizations have a variety of interests, sizes, and structures, and all have an ongoing opportunity to guide the implementation of a successful Vision Zero Action Plan. Involvement of public, non-profit and private agencies, organizations, and individuals is essential to carry out the diverse strategies and actions in the Plan as no one agency has the expertise, staff, or resources to carry out every single activity. Each participant has a role and responsibility to advance different elements of the Plan and collaborate with other stakeholders.

Systems-Based Approach

A systems-based approach treats a crash as a systemic failure rather than an isolated event. A fatality or serious injury occurs when all five of the Safe System – infrastructure, road users, vehicles, safe speed, and emergency response – fail to prevent the crash from happening.

This paradigm is often called the "Swiss Cheese Model."



All systems should be designed with the understanding that humans are vulnerable and they make mistakes. The systems' design should minimize the harm resulting from those mistakes. Speed, which is proportional to kinetic energy, is the root cause of these fatal and serious injuries. From a public health lens, kinetic or crash energy is the agent that causes crash mortality and serious injury.

RDOT, the Department of Public Works (DPW), and partner agencies are committed to the Safe System Approach. The recent creation of RDOT recognizes that transportation safety is an interdisciplinary issue with interdisciplinary solutions, and not solely an infrastructure or maintenance issue. RDOT is working to foster collaboration between the five lenses, with attention to community engagement and partnerships.

Data-Driven

This plan uses crash data created by the Richmond Police Department and provided by the Virginia Department of Transportation (VDOT) to help prioritize resources so that investments provide the most relief from severe crashes causing fatalities and serious injuries. Because transportation safety is also a public health issue, additional safety data on social determinants of health, such as the Virginia Health Opportunity Index (HOI), are also considered. In light of the importance of speed and crash energy, aggregated urban speed data is used to identify locations with unsafe speeds. Furthermore, because a systems-based approach is proactive rather than reactive, crash risk-focused models such as VDOT's Pedestrian and Bicycle Safety Action Plan (PBSAP) are considered. Incorporating Safe Systems data from (VDOT) multiple sources will continue to guide informed, measurable, and equitable implementation of this Plan's strategies.

Community Engagement

The original action plan was developed in consultation with agencies and organizations at the city, regional, and state levels through a series of workshops. After the SHSC reviews this update, they will adopt the updated plan. The original Plan included an online survey to gauge safety priorities and concerns of stakeholders. These priorities and concerns, combined with Richmond Connects and Richmond 300 updates, inform the strategies and actions in this Plan. The implementation of the Plan will continue to involve public engagement and community partnerships through RDOT, the SHSC, and other city agencies and departments.

Community engagement allows community members' and stakeholders' priorities to adapt in response to new trends, policies, and technologies. Reevaluating and modifying these strategies and actions is a key ingredient of a nimble action plan that keeps sight on Zero amid an ever-changing landscape.

Transparency

Transparency in how this Plan is developed, updated, implemented, and measured encourages responsiveness and accountability. All city agencies are committed to transparency in their role in this Plan. City Council and the public will continue to receive an annual scorecard of progress on implementation and RDOT will continue to publish a live Vision Zero dashboard with fatality and serious injury statistics and locations as well as traffic citation data. All data on the dashboard is anonymized. Presenting crash data in an explorable map format allows Richmonders to engage with the crash data at a more personal level than citywide statistics would allow.

241,000 people

is the estimated 2025 population

No access to vehicle:
86,000 people in 35,000 households

Kids under 16:
35,000 people

College students but not driving:
26,000 people

25,000 people have mobility issues

Suspended or revoked license:
15,000 people

Vehicle available but not driving:
12,000 people

Over 75 years of age:
11,000 people

4,000 people are blind or visually impaired

Equity

Richmond's Vision Zero efforts take an equitable approach to transportation safety by promoting safer transportation options to all road users across the City and considering the upstream determinants of traffic violence in a community. Certain communities in Richmond are more vulnerable to traffic violence than others. According to the American Community Survey (2024), 5.3 percent of working Richmonders do not have access to a car to get to housing, jobs or services, compared to 3.0 percent statewide and 4.7 percent nationally. Those without access to a car use public transit, bicycling, and walking or rolling. People who choose not to drive or are unable to afford the outsized costs of vehicle ownership, or those with restricted licenses, or our children or college students or the elderly, or those with mobility issues, make up a substantial portion of Richmond's population. However, the built environment from 1940s to 2000 in many areas of Richmond was designed to prioritize the personal vehicle at the expense of transportation choices. This Plan update affirms that Richmond will continue to improve transportation choices through the built environment, joining the nationwide push for a more inclusive transportation system. The implementation of this plan will continue to invest in transportation choices for these populations, with our focus on the high-injury street network with a history of fatal and severe crashes. RDOT and other city departments and agencies will continue community engagement to better understand their perspectives and desired improvements.

Action Plan

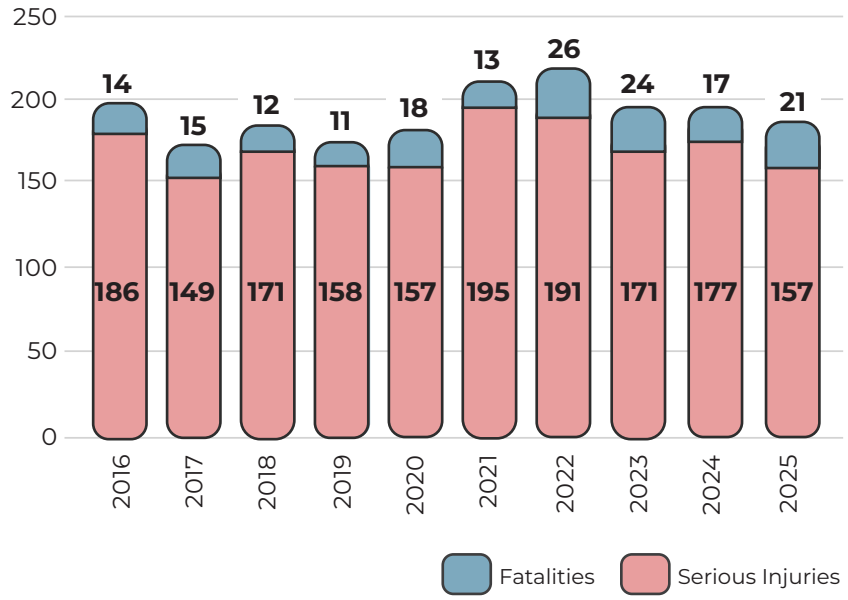
The original Vision Zero Action Plan was the culmination of outreach efforts beginning in 2017 with a renewed mayoral pledge in October 2025 and including data analysis, research, workshops, online surveys. This update reaffirms the goals, strategies, and actions of the original plan, summarizes efforts made towards Zero, and updates Richmond's safety performance metrics to the current timeframe. In a cost-constrained environment, not all actions can take place immediately. Safety partners will continue to identify and select, on an annual basis, actions from the comprehensive list to prioritize based upon adopted budgets. The Action Plan includes a set of prioritized actions and corresponding organizations that lead implementation and evaluation of that action and identify partners, funding sources, and appropriate metrics. The SHSC will continue to monitor and update the Action Plan as needed.


ONE
WAY

Richmond's Crash Experience

Annual Fatalities and Serious Injuries in Richmond

Fatalities and Serious Injuries on City Streets by Year



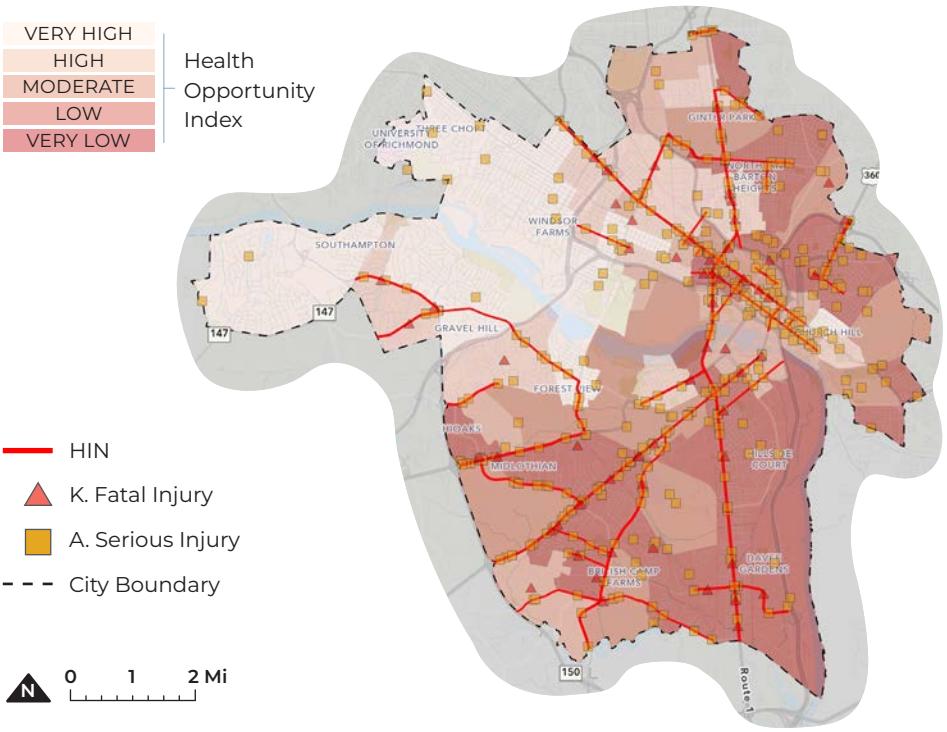
In post-COVID years, fatalities have remained relatively steady while serious injuries have gradually declined.

The development and implementation of this Vision Zero effort includes an evaluation of crash data. Typical data collected include location, time and date, severity, collision type, and environmental conditions.

Crashes occur on City-owned roads every day, with most of them not resulting in fatalities or serious injuries. One tenet of a Safe System Approach is that crashes will happen, and safety systems should be designed to minimize human mortality and serious injury. In crashes with enough energy to cause a fatal or serious injury, one small, unpredictable factor – such as a the orientation in which a pedestrian is hit or their age – can mean the difference between a fatal and serious injury. To account for this element of randomness, fatal and serious injury crashes are often considered in tandem, and in a blended cost approach, they are valuated at equal cost. This Action Plan includes strategies and actions designed to address fatalities and serious injuries.

Richmond High Injury Street Network Map

Source: Virginia Department of Transportation, 2023-2025



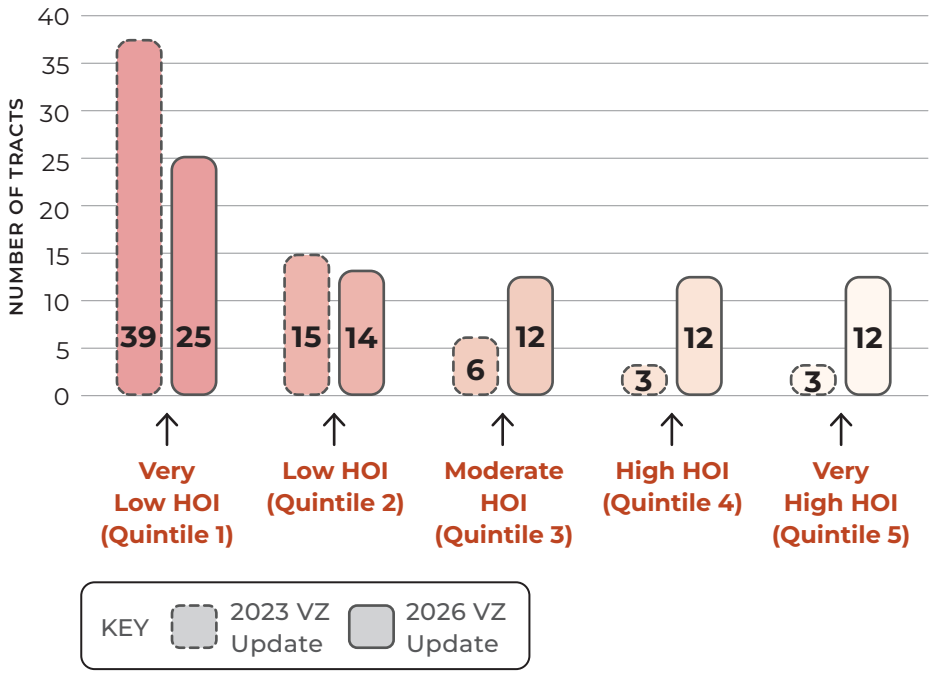
Fatal and serious injury crashes happen on busy, wide, faster multi-lane streets. This means that a small percentage of Richmond's streets account for a high percentage of fatal and serious injuries. These streets are known as the High-Injury Street Network (HISN). Since it is not practical to improve every street in Richmond at once, safety professionals prioritize streets on the HISN for targeted safety improvements.

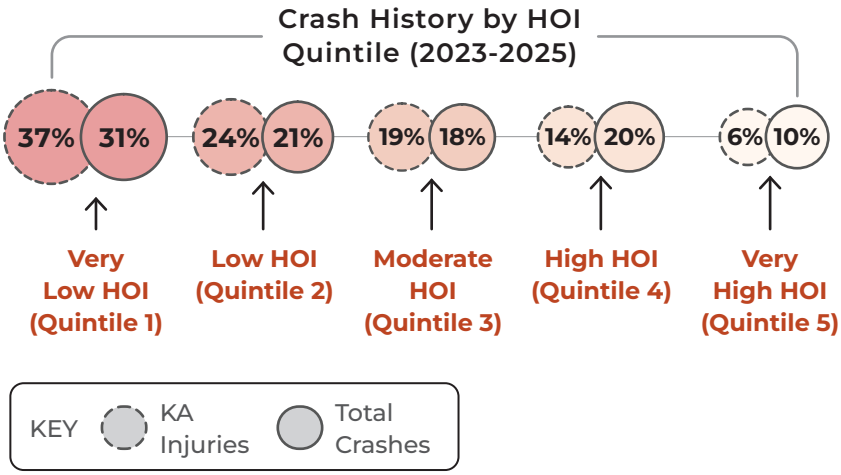
HISN streets tend to have higher traffic volumes, since more vehicles mean more opportunities for a crash to occur. And higher volumes are often correlated to higher speeds and wider roadways, which can be by default less pedestrian- and cyclist-friendly. The adjacent map shows Richmond's updated HISN. The highlighted streets represent just 10% percent of all road mileage in Richmond and account for 66 percent of all fatal and serious injury crashes.

Equity

Average Annual Fatality and Serious Injuries by Health Opportunity Index Area

Source: Virginia Department of Health 2023-2025





The Virginia Department of Health uses a HOI as a composite measure of the social, economic, educational, demographic, and environmental factors that relate to a community's well-being. This includes indicators of neighborhood walkability and access to transportation, which directly relate to Vision Zero.

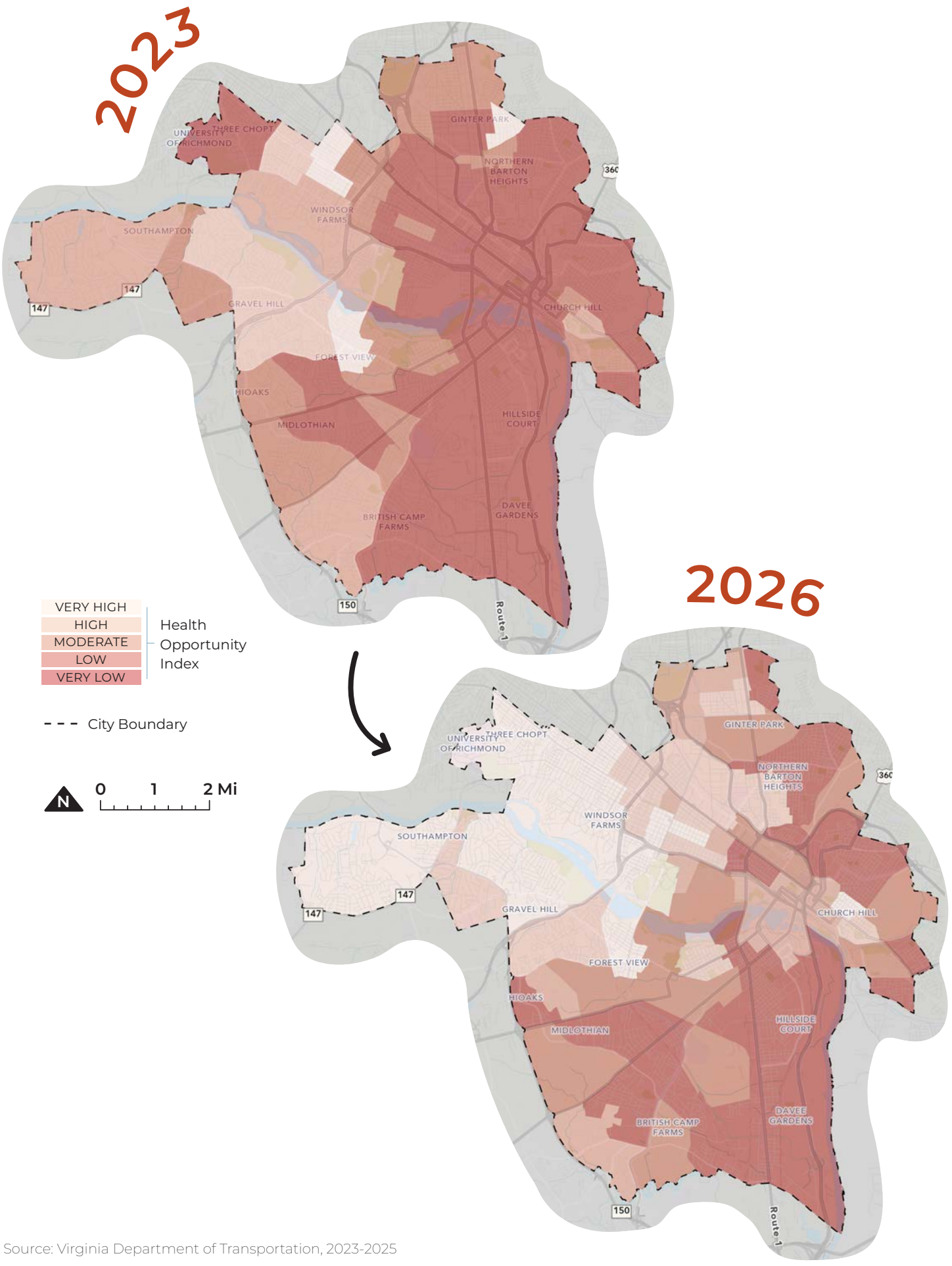
The original Vision Zero Action Plan used 2010 Census data and this update uses 2020 Census data to calculate HOI. Broadly, HOI improved across the city, with the tracts in the western and northern portions improving the most. Specifically, the HOI of tracts in Downtown, the Fan District, and the Museum District rose substantially. Citywide the number of tracts in the lowest quintile decreased from 39 to 25.

Areas in the City with the lowest and low HOI quintiles account for approximately 61% of all fatal and serious injuries. Investments in transportation safety in these communities may benefit the overall health outcomes of Richmonders in areas with the greatest need. Safety and public health professionals continue to study which factors have the greatest influence on crash rates and the resulting mortality and injury in these specific communities. In May 2022, Richmond adopted the Path to Equity policy guide to inform considerations of equity in Richmond Connects, a citywide multimodal transportation plan. The Richmond 300 master plan includes five goals related to equitable transportation, which address land use, Vision Zero, sustainable modes, improved connectivity, and transportation technology.[1]

Project Spotlight: RDOT Partnership with Richmond and Henrico Health Districts (RHHD)

Vision Zero is also a public health issue. Violence, including traffic violence, was the top concern expressed by respondents to RHHD's 2024 Community Health Assessment (CHA). RDOT partnered with RHHD to incorporate traffic safety goals into RHHD's Community Health Improvement Plan (CHIP), which addresses the concerns in the CHA. Specific objectives to be led by RDOT in the CHIP include forming a task force dedicated to supporting Vision Zero for Richmond Public Schools students, and attending community events to promote transportation safety.

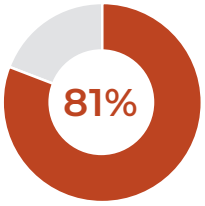
1 https://www.rva.gov/planning-development-review/master-plan



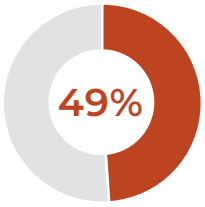
Source: Virginia Department of Transportation, 2023-2025

Factors in Fatalities and Serious Injuries

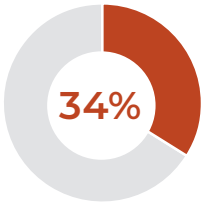
Source: Virginia Department of Transportation, 2023-2025. Impaired driving statistics may be incomplete or underreported.



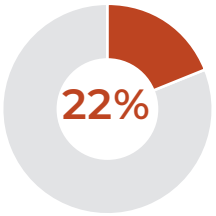
of all fatal and serious injuries were intersections



of fatal and serious injuries occurred in dark, dawn or dusk lighting, despite these lighting conditions only accounting for **35%** of all crashes



of all fatal and serious injuries were from impaired crashes



of all fatal and serious injuries were from crashes where a driver was unlicensed

Project Spotlight

In 2025, Virginia DMV erected a "Speed Ladder" as part of a campaign to reduce speeding and speed-related crashes. A fall from the top of the 54-foot ladder would do the same damage as striking a pedestrian with a vehicle traveling at 40 miles per hour. The bright yellow structure has been displayed at community events around Virginia and has garnered national publicity and recognition for its innovative approach to portraying crash energy.

Why are people dying and suffering serious injuries in crashes on city streets? The causes of these crashes are complex and varied. When a crash is reported, law enforcement documents the circumstances of the crash using a Virginia standard reporting form called a FR-300. This form contains fields for crash factors such as occupant restraint, impaired driving, roadway departure, and whether speed was a factor. The Richmond Police Department works to improve crash data quality. Other data, such as public health data, asset inventory, and census data, provide context and help evaluate safety needs and outcomes.

Despite accounting for the fewest miles of roadway, arterials in Richmond account for the overwhelming number of fatal and serious injury crashes, including those involving pedestrians. Greater traffic volumes, proximity of transit users, and vehicle speeds on arterials play a factor in these crashes. With close to zero fatalities and serious injuries, local roads in Richmond, with their lower traffic volumes and speed limits, are close to the Vision Zero goal and comprise two-thirds of the city's roadway miles.

High-Risk Impaired Drivers (HRIDs), who have co-occurring substance use and mental health disorders while repeatedly driving impaired with high BACs, pose safety risks to all road users. Untreated trauma requires the upstream screening and assessment of HRIDs to prevent HRIDs from driving. Richmond's HRID Action Plan, completed in 2022, contains strategies and actions to holistically address this issue through transportation safety, public health, enforcement, judicial, and prosecutorial lenses.

Crashes by Roadway Type

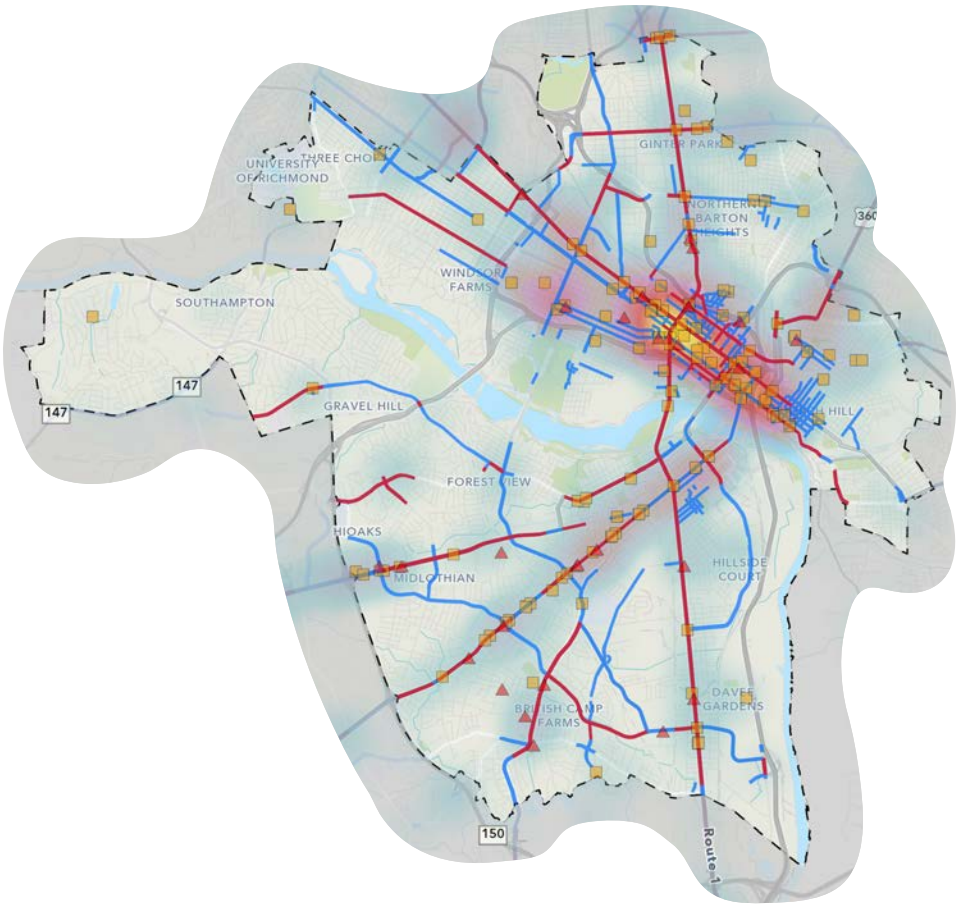
Roadway Type	All Crashes		Pedestrian Crashes		Miles of Roadway Type
	All Severities	Fatal and Serious	All Severities	Fatal and Serious	
Arterial	70%	74%	68%	73%	21%
Collector	12%	11%	12%	10%	18%
Local	18%	14%	19%	16%	61%
Unknown	1%	0%	1%	0%	0%

Source: Virginia Department of Transportation, 2023-2025

Pedestrian Crashes 2023 to 2025

Pedestrian and Bicycle Safety Action Plan (VDOT) Heat Map

Source: Virginia Department of Health 2023-2025



FEWER CRASHES

Fatal and Serious Injury Crash Density

MORE CRASHES

K. Fatal Injury

A. Serious Injury

Top 1% Corridors (Ped and Bicycle Safety Action Plan [PBSAP])

Top 5% Corridors (Ped and Bicycle Safety Action Plan [PBSAP])

City Boundary

N 0 1 2 Mi

Pedestrian fatalities and serious injuries in Richmond are disproportionately high compared to other localities in Virginia. Richmond has more fatalities and serious injuries per capita than localities with similar populations such as Alexandria, Arlington, Norfolk, and Virginia Beach. These cities have more pedestrian activity and exposure than rural communities in the Commonwealth. Richmond is developing a Pedestrian Safety Master Plan to focus more attention to this important issue.

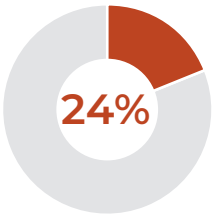
Pedestrian fatalities and serious injuries have occurred across the city, with greater numbers in pedestrian centers including the downtown area, the Hull Street corridor, Shockoe Bottom, and near the Monroe Park campus of Virginia Commonwealth University (VCU). Twenty percent of all pedestrian fatalities and serious injuries occur away from intersections – in these locations, pedestrians are more likely to be exposed to vehicles traveling at higher speeds, and drivers are less likely to anticipate and safely react to their presence.

One factor that affects pedestrian crash trends is the increase in larger, heavier vehicles with thicker A-frames. (The A-frame is the vehicle structural column between the windshield and driver's side front window.) Larger vehicles tend to strike pedestrians closer to vital areas such as the chest and head. Heavier vehicles carry more kinetic energy and impart greater forces to pedestrians upon impact. Larger A-frames and side mirrors obscure more of the driver's field of vision, making pedestrians harder to see.

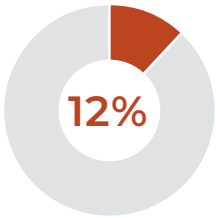
Street lighting increases pedestrians' visibility as well as their sense of personal safety and security. Richmond completed a street lighting management plan in 2025. This plan entailed a lighting analysis along the HISN and identified top-20 priority lists for maintenance and operational projects. The plan also identified potential gaps in standard operating procedures and involved outreach with the street lighting utility to prioritize pedestrian safety in street lighting decisions.

Road User Characteristics

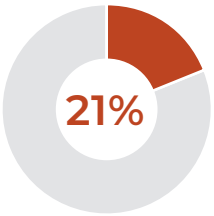
When looking at the type of road user killed or seriously injured in a crash:



24% were pedestrians. Of the pedestrians who were injured, **60% were hit in dark or dawn/dusk** lighting conditions, **56% of them were males**, and **19% were impaired**.

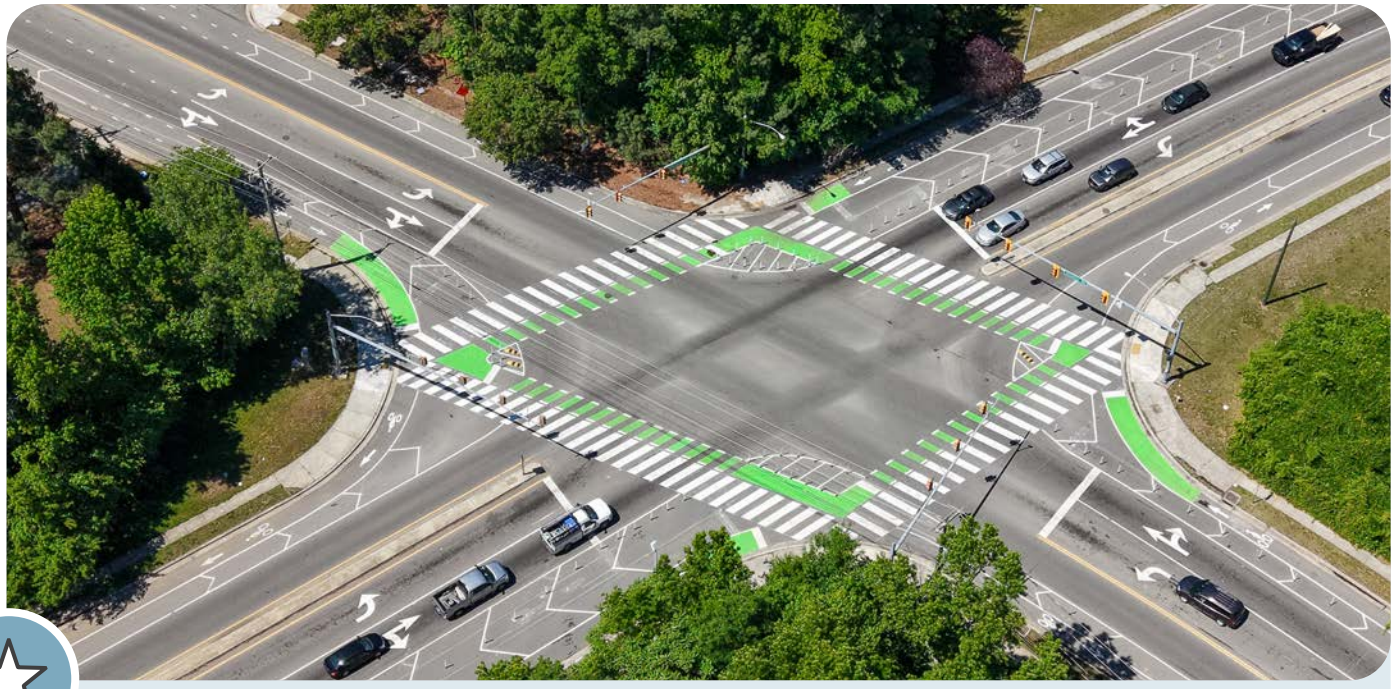


12% were motorcyclists, with nearly **90% of those injured** being **male** riders.



21% of drivers and passengers were **not wearing seatbelts**.

Source: Virginia Department of Transportation, 2023-2025



Project Spotlight: Hopkins Road and Warwick Road Bike Lanes

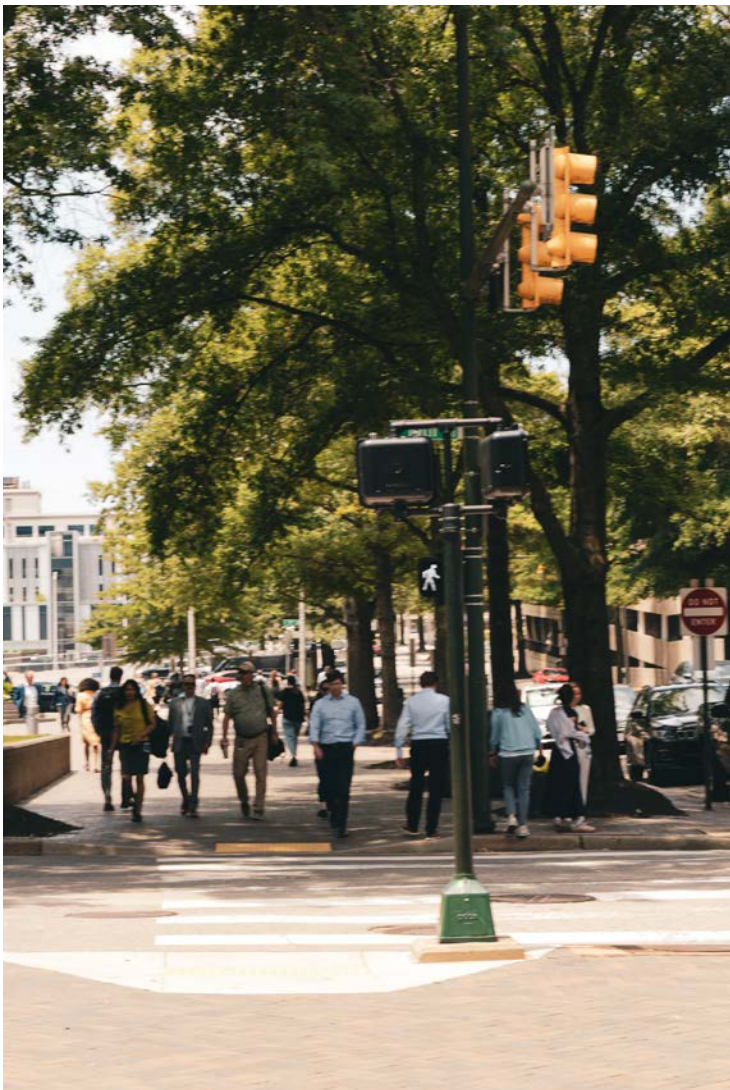
In 2025, RDOT constructed quick-build improvements to bike lanes at the intersection of Hopkins Road and Warwick Road. The new configuration features high-visibility painted bike lanes through the intersection, as well as pavement markings, flexible posts, and slow turn wedges to physically separate drivers and cyclists. This intersection is adjacent to Thomas C. Boushall Middle School and the recent project makes cycling to school easier and safer for students.

This project is part of a broader RDOT initiative to improve the bike lane network in the Southside, demonstrating an equitable approach to making improvements throughout Richmond's many neighborhoods. This will help improve Richmonders' access to jobs, housing, and other destinations using alternative transportation modes.


FREEDOM
BOAT CLUB
EASY RESERVATIONS
LARGE FLEET VARIETY
UNLIMITED BOATING


S 14TH ST
ONLY






ONE
WAY

Richmond's Vision Zero Strategies and Actions

Richmond's Vision Zero plan reflects a review of safety data, research of best practices from other jurisdictions, and outreach to agencies and organizations at the local, regional, and state levels. The identified actions were designed under the Safe System Approach, which understands crashes as influenced by the road user, infrastructure, vehicles, speed, and post-crash care. The Vision Zero plan organizes the actions into four groups of strategies and actions.



Executive Level

These actions are safety initiatives carried out by the Mayor's office and the Chief Administrative Officer to advance safety initiatives and establish safe practices.



Legislative and Budget

These actions are to modify or introduce laws and policies and budget resources to support safety initiatives and strengthen safety efforts and programs.



Cultural

These actions are those that the media and neighborhood leaders, residents, and employers can take to make positive changes in our safety culture – one that promotes a continual improvement in transportation safety.



Judicial

These actions are to hold unsafe drivers accountable through strategic enforcement and prosecution, as well as monitoring offender outcomes.

Every year, a set of actions are drawn from these four groups, as shown on the following pages, to form a prioritized list of actions for the fiscal year.


Richmond
Department of
Transportation
presents
SPEED
MANAGEMENT
SYMPOSIUM
CITY OF RICHMOND
ESTABLISHED 1737


EXIT


S. Sheppard St


STOP

EXECUTIVE

Institutionalize Vision Zero as Richmond's approach to its transportation system.

- Attend regular meetings of the Safe and Healthy Streets Commission to monitor Vision Zero efforts.
- Maintain a multi-department task force to review data and ongoing Vision Zero performance and determine strategies for improvement.
- Assign a representative to participate in Richmond Regional Transportation Planning Organization (RRTPO) and Commonwealth of Virginia transportation safety meetings.
- Develop responsibility checklists for stakeholders.

Work with leaders to coordinate safety activities in strategic and master planning development.

- Coordinate efforts between Richmond Police Department and other police departments to conduct high-visibility, targeted enforcement, including seat belt enforcement, stopping for pedestrians, and speed enforcement.
- Strategically engage governor and other funding partners to secure resources and technical assistance.
- Coordinate with other City transportation planning efforts.
- Conduct quality improvement assessments to improve the quality, reporting, timeliness, and integration of crash, traffic, roadway, citation, and hospital data.
- Work with regional leaders to integrate region-wide safety initiatives.

Establish and implement policies to promote a culture of safety across all agencies.

- Promote and implement anti-distraction and intelligent speed assistance policies.
- Coordinate safety calendar and promote safety messaging and high-visibility, equitable enforcement.
- Increase the number of department-level transportation safety trainers.
- Conduct conferences or other forums to educate prosecutors and judges on the value of fully prosecuting DUI offenders.
- Establish and maintain right-sized law enforcement practices based upon current national best practices.

Develop a speed management program.

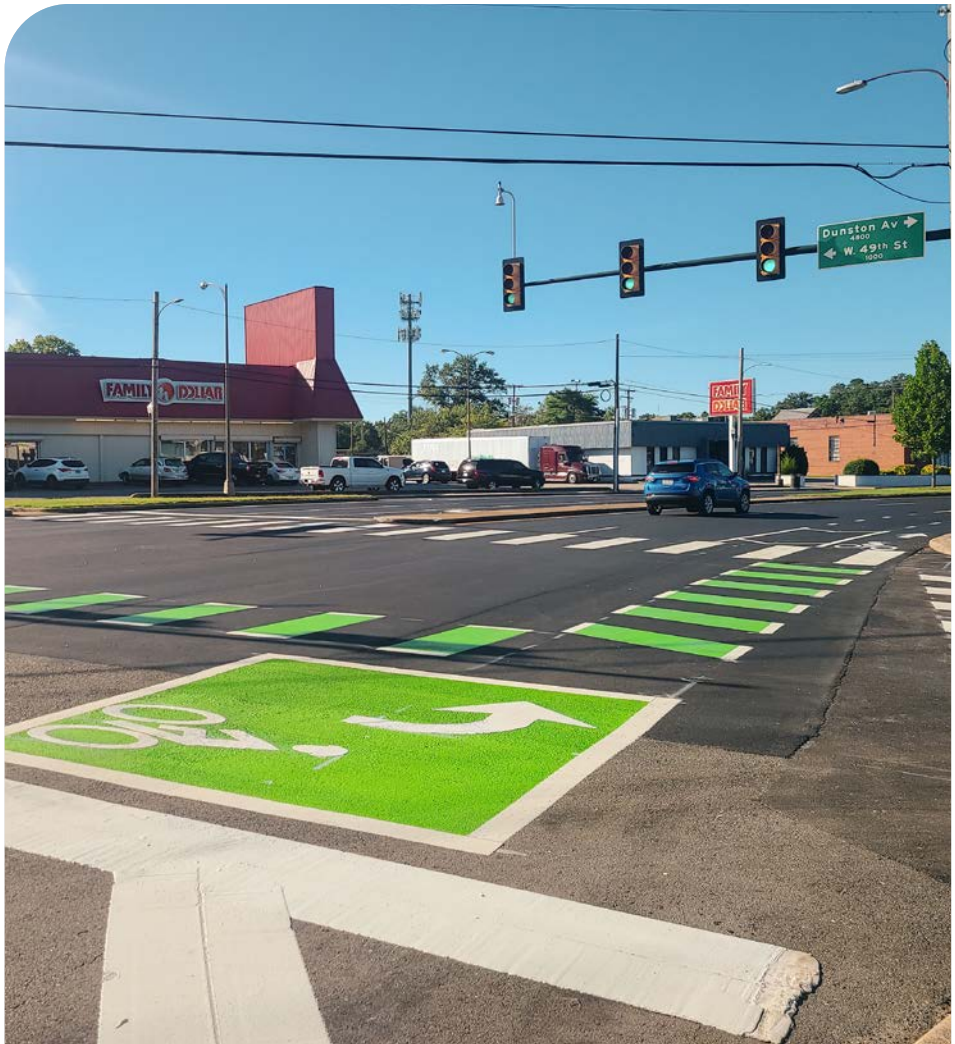
- Collect speed data, implement street design changes, automated enforcement, and in-person enforcement and coordinate with community engagement resources.
- Continue to implement changes to the built environment to the high injury street network to better manage speeds
- Continue community outreach and messaging for a shift in safety culture, particularly on the high injury street network, to promote safe speeds and compliance with traffic laws.
- Determine vulnerable road user safety zones on the high injury street network and fund strategies consistent with the Safe System Approach.

Promote transportation safety and mobility, and the support of equitable, healthy communities.

- Provide a parity of transportation choices for all users through a Complete Streets approach which allows for multiple modes to make the same trip safely.
- Provide safe access to transit stops in high priority areas as determined by the Greater Richmond Transit Company (GRTC).
- Identify and address transportation challenges for mature road users.
- Implement policies to provide safe passage of all modes during special events or temporary work in streets.

Evaluate Vision Zero efforts.

- Develop metrics to support evaluation of safety projects.
- Document the effects of infrastructure projects.
- Develop crash data portal to share summary crash and traffic citation statistics and dashboards.
- Publish an annual report to document the prioritized effort and funding toward Vision Zero that includes the implementation status of the action plan; statistics on fatality, serious injury, and key traffic citation metrics; and summaries on the effect of safety countermeasures.







LEGISLATIVE AND BUDGET

Establish and/or support policies, regulations, or laws that support a safe systems approach and safety culture in Richmond.

- Review existing legislation and agency operating procedures that help or hinder safety.
- Encourage the passage of a primary seat belt law for all vehicle occupants.
- Identify and evaluate advanced tools and techniques to reduce speeding, such as automated speed enforcement, and where necessary, work with the General Assembly to explore the use of these tools.
- Seek dedicated funding for automated enforcement to address red-light violations.
- Continue to reinvest revenue generated from automated enforcement into Vision Zero projects.
- Evaluate and update policy regarding sight distance at intersection (on-street parking and other factors) to improve safety.
- Expand the use of automated enforcement to commercial and residential districts as well as parks.

Identify opportunities to improve safety during land use and development activities.

- Expand Safe Routes to School to all schools, and integrate Vision Zero principles into the school transportation policies and efforts at Richmond Public Schools.

Identify fiscal opportunities and establish budgetary support for a sustainable Richmond Vision Zero program.

- Maintain a permanent, dedicated funding source for Vision Zero implementation and coordination.
- Coordinate existing funding going to Vision Zero programs and construction projects or that can be applied to such programs and construction projects.
- Continue to use a Vision Zero Coordinator to promote continual collaboration and manage implementation and evaluation of the plan across agencies and organizations.
- Identify regular meeting support for the Safe and Healthy Streets Commission.
- Identify law enforcement personnel (traffic unit) and equipment needs based upon national best practices.
- Fund engineering design projects to adjust target speed and design speed where feasible and appropriate.

Identify partnership opportunities and establish budgetary support for Richmond Vision Zero programs that support the design of an infrastructure that is safe for all users.

- Establish Department of Transportation internal processes to evaluate and implement strategies in support of Vision Zero on projects within the high injury street network.
- Use crash trends and data analytics to systematically identify locations that need street modifications.
- Communicate appropriate speeds through good design.
- Institute Complete Streets (e.g., traffic calming program, traffic safety assets, CIP projects).
- Implement and prioritize systemic/location-based safety improvement projects.

Implement safety treatments on the high injury street network.

- Develop annual list of engineering projects that will work toward the Vision Zero goal.
- Apply signal timing/crossing modifications.
- Implement proven geometric intersection treatments.
- Install or upgrade pedestrian crossing treatments.
- Enhance lighting on high injury street network to improve visibility.
- Determine gaps in the sidewalk network and prioritize locations annually for improvement.







CULTURE

Communicate effective, positive messages to all transportation system users and partners.

- Use standard language regarding Vision Zero for use by all partners when interacting with the media and the public.
- Develop a course to train City organizations about Vision Zero.
- Provide up-to-date and accessible data about traffic safety on the City website.
- Conduct strategic, multi-modal high visibility enforcement campaigns with educational components that are designed to reach all users of the transportation system.
- Promote a better dialogue with the media and others about the circumstances of crashes and avoid victim blaming.
- Develop outreach material to encourage the public to avoid risky behaviors or poor decision-making.

Educate and support trained, informed drivers on our streets.

- Develop training and outreach materials for use by schools, fleet managers, and driving instructors.

Emphasize the safe travel of non-motorized users of transportation system.

- Develop messages for drivers to improve stopping for pedestrians and other non-motorized users.
- Work with bicyclist and pedestrian advocacy organizations to develop materials for both motorized and non-motorized users.
- Work with partners such as mobile phone companies to address road user distraction.

Deploy effective law enforcement actions and community engagement strategies to promote safety.

- Implement warning, incentive activities, and high-visibility enforcement.
- Promote high-visibility efforts using both social and traditional media.
- Work with law enforcement to identify training on safety priorities and equity considerations.

Expand partnerships to incorporate and reflect the diverse community of Richmond and to promote equity in our transportation system.

- Work with a broad range of agencies such as faith institutions, schools, businesses, advocacy groups to promote transportation safety.
- Engage civic associations City-wide and from each of the nine council districts.
- Work with bike share companies, taxi companies, transportation network companies, car share companies, and GRTC to encourage alternatives to driving.
- Work with bars and restaurants to increase awareness of safe alternatives to impaired driving.
- Work with merchants to understand the needs of trucks and how to reduce conflicts with other modes.
- Work with major employers to take the Vision Zero pledge and disseminate safety messages to their employees.


RICHMOND
SAILFEST

Richmond's Vision Zero Priorities

The strategies and actions listed in the previous section reflect the priorities identified by stakeholders during the development of this plan. Key City agencies, the SHSC, and other key partners will determine on an annual basis a set of actions that will be the priority for implementation for the upcoming fiscal year.

The City is focused on set of prioritized actions in the Action Plan that paves the way for coordination, funding, and wider community engagement of Vision Zero across Richmond in the years to come. The Chief Administrative Officer (CAO) is responsible for the development of a report on the progress of these priorities.

The prioritized actions are developed from the strategies and actions in the previous section and are described in detail in this section, organized into four groups.

Leading the Way: Executive and Administrative Priorities to Advance Vision Zero

The actions in this group help to establish foundational structures that will foster a sustainable Vision Zero program in Richmond.

Action Category:
Legislative and Budget

Encourage the passage of a primary seat belt law for all vehicle occupants.

- **Rationale:** Seat belts dramatically reduce risk of death or injury. Virginia does not have a primary seat belt law. If enacted, a primary seat belt law allows law enforcement officers to ticket a driver or passenger for not wearing a seat belt, without any other traffic offense taking place. Primary enforcement states exhibit higher use of seat belts.
- **Lead Organization:** SHSC/VZTF
- **Metric:** Law adopted

Action Category:
Legislative and Budget

Implement safety treatments on the high injury street network.

- **Rationale:** Two-thirds of Richmond road fatalities and serious injuries are located on just seven percent of the City-maintained streets. These streets are referred to as the high injury street network. Because safety resources are limited, implementing safety treatments on streets on the HISN has the highest benefit-to-cost ratio and directly addresses fatal and serious injuries in accordance with a Safe System Approach. Studying the HISN may reveal which contributing factors and circumstances lead to higher crash severities than a citywide baseline. The City will balance maintaining existing systemwide transportation safety assets while installing new treatments on the HISN.
- **Lead Organization:** RDOT
- **Metric:** The number of safety treatments installed on the high injury street network.

Action Category:
Executive

Provide safe access to transit stops on HISN partnering with GRTC.

- **Rationale:** With many GRTC transit stops located on the high-injury street network, GRTC passengers accessing these stops are increasing their exposure to areas with more crashes as they get to and from the transit stops. Improving the pedestrian facilities and Essential Transit Infrastructure (ETI) for these passengers, particularly in areas with lower car ownership, helps to promote safe access to transit.
- **Lead Organization:** Greater Richmond Transit Company, RDOT
- **Metric:** Number of accessibility treatments on HISN

Action Category:
Executive

Provide a parity of transportation choices for all users through a Complete Streets approach which allows for multiple modes to make the same trip safely.

- **Rationale:** Richmond Connects (2024) contains strategies that emphasize quick build implementation through roadway reconfigurations. Specific steps for RDOT include setting up a project pipeline and funding sources.
- **Lead Organization:** RDOT
- **Metric:** Number of lane miles of bike infrastructure









Action Category: Culture

Action Category: Executive

Conduct strategic, multi-modal high visibility enforcement campaigns with educational components that are designed to reach all users of the transportation system.

- **Rationale:** A highly recognized technique to reduce dangerous driving behaviors is high-visibility enforcement. The Richmond Police Department can use data to focus resources in areas of the City where drivers are more likely to drive impaired, speed, drive distracted, or fail to yield to other users. Enforcement is complemented with education involving the media, community organizations, and other partners to promote safer driving behavior.
- **Lead Organization:** RPD, OSC, SHSC, NPO, DMV
- **Metric:** Number of campaigns that address the most dangerous behaviors such as suspended/revoked/unlicensed, excessive speed, impaired driving, and failing to yield.

Action Category: Executive

Assign a representative to participate in Richmond Regional Transportation Planning Organization (RRTPO) and Commonwealth of Virginia transportation safety meetings.

- **Rationale:** Virginia has a State level Strategic Highway Safety Plan that includes strategies and actions to address transportation safety, many of which are relevant and implementable in Richmond and informed the development of this Action Plan. Each locality surrounding Richmond also addresses safety along with PlanRVA. Working with the surrounding localities and the State can help to optimize and coordinate the use of common regional and State resources.
- **Lead Organization:** CAO
- **Metric:** Designate a representative to represent Richmond in transportation safety related meetings held by regional and state partners.

Action Category: Executive

Establish and maintain right-sized law enforcement practices, traffic unit personnel, and equipment needs based upon national best practices. Deploy safety cameras to reduce speed and red light running.

- **Rationale:** Enforcement supports the Safe Road User in a Safe System by encouraging proper driving behavior with repercussions for unsafe behavior. It matters especially on the HISN where speed and/or red light running is a factor in severe crashes. Automated speed enforcement may free up law enforcement staff for other public safety duties. If implemented carefully it can reduce bias and promote equity in traffic enforcement.
- **Lead Organization:** RPD
- **Metric:** Number of FTEs by shift dedicated to safety enforcement; number of citations for top 5 crash related actions on HISN; number of Enforcement Tools Deployed

Action Category: Culture

Action Category: Executive

Create messaging on HISN to promote safe speeds and compliance with traffic laws.

- **Rationale:** Speed, which is related to kinetic energy, is the lead determinant of crash severity in the Safe System Approach. Coordinated public messaging to encourage drivers to drive slower and comply with traffic laws improves safety for all road users. Messaging can be emphasized in timeframes and locations with histories of non-compliance.
- **Lead Organization:** OSC, DMV
- **Metric:** Number of messages per month

Action Category: Legislative and Budget

Encourage the passage of a 0.05 BAC limit in Virginia.

- **Rationale:** Reducing the BAC limit for DUI from 0.08 to 0.05 reinforces the message that any amount of alcohol or drugs impairs drivers' behavior, and will discourage people from driving while under the influence. Currently the BAC for commercial driver's license holders while operating a commercial motor vehicle is 0.04 under Virginia law.
- **Lead Organization:** SHSC/VZTF
- **Metric:** Law adopted

Action Category: Legislative and Budget

Encourage the passage of a modified comparative negligence standard (or strict liability for vehicle operators) to replace contributory negligence rule specifically in all traffic crashes involving people walking, rolling, or biking.

- **Rationale:** Contributory negligence means that if a plaintiff is at fault in a crash, regardless of how at fault they were, they cannot recover damages from another party. Modified comparative negligence means that if the plaintiff is up to 50% or 51% at fault, they can recover damages from another party. Changing the negligence standard for vulnerable road user crashes increases vulnerable road users' legal opportunity to collect damages even if they were somewhat at fault. This may lead drivers to treat vulnerable road users with more caution.
- **Lead Organization:** SHSC/VZTF
- **Metric:** Law adopted

Action Category: Legislative and Budget

Work with the Commonwealth Transportation Board and Virginia First Cities to establish street maintenance funding levels for cities and towns based upon an asset management program approach.

- **Rationale:** The amount of funding required for street maintenance depends on existing conditions and the extent of infrastructure to be maintained. A funding model that differentiates funding levels based on asset management has the potential to be more efficient and equitable in funding maintenance. Technology and systems-level thinking should be employed in developing a funding model.
- **Lead Organization:** CAO/RDOT
- **Metric:** Access management approach adopted

Action Category: Executive

Action Category: Legislative and Budget

Action Category: Culture

Action Category: Judicial

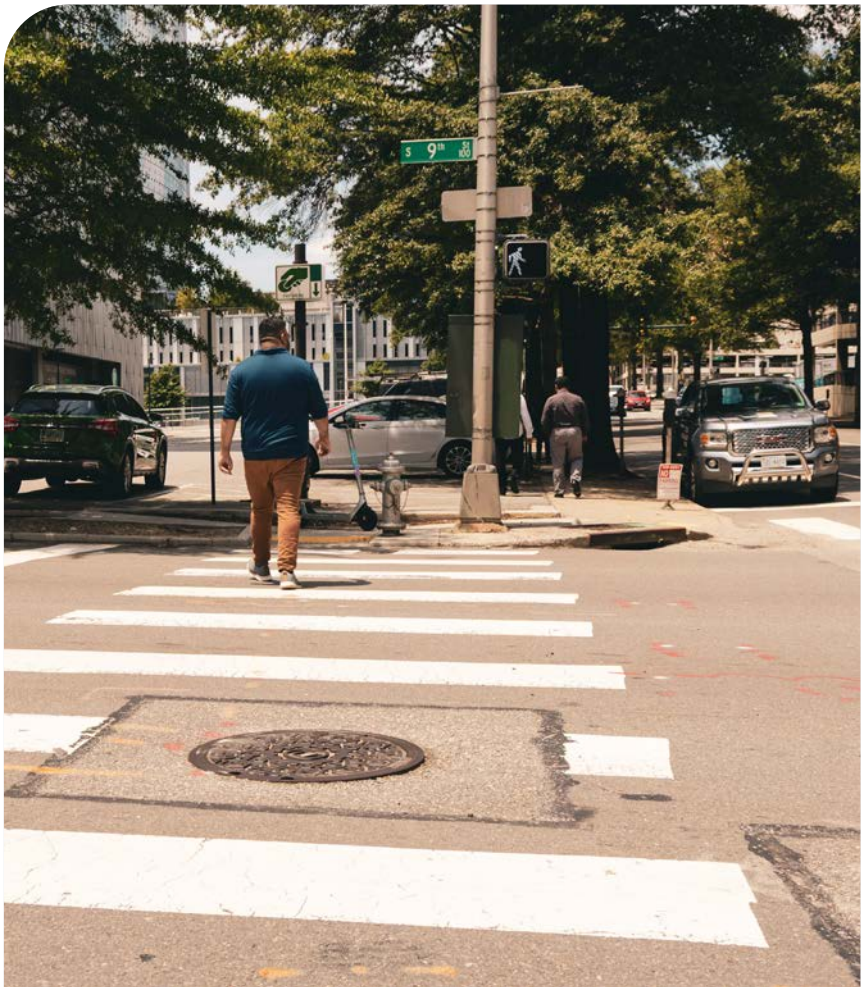
Adopt a Pedestrian Safety Master Plan

- **Rationale:** In 2025, 12 pedestrians were killed in crashes in Richmond. Richmond's Pedestrian Safety Master Plan will improve safety for pedestrians. Its objectives include enhancing ADA/PROWAG sidewalk standards in our Better Streets Manual; determining total sidewalk funding needs for design, construction, and annual maintenance; and creating a land-use developer guide to provide policy, guidance, and standards for items such as sidewalk connections between private and public realm, ADA compliance of sidewalks, and pedestrian connections to public transit.
- **Lead Organization:** SHSC/VZTF
- **Metric:** Plan adopted by SHSC

Action Category: Executive

For the Vision Zero Task Force to engage with involved stakeholders on the interstate system to address the deaths and serious injuries on the interstate and toll facilities within the City of Richmond.

- **Rationale:** Richmond's Vision Zero effort has focused on city-owned streets, but fatal and serious injuries occur on interstates and toll roads as well. Emergency responders and law enforcement do not focus on the ownership of a road when responding to a crash. Crashes on interstates and toll roads are a public health issue for Richmonders and surrounding community members as well. PlanRVA has recommended a regional Vision Zero draft plan.
- **Lead Organization:** PlanRVA TAC, VZC, and VZTF
- **Metric:** Quarterly Meetings







Action Category: Executive



Publish an annual report to document key priorities, accomplishments, barriers, stats on fatal and serious injuries, and key citation metrics.

- **Rationale:** Celebrating efforts gives momentum to Vision Zero and monitoring crash and citation trends is important for responding to new challenges. Yearly written updates are useful for keeping all stakeholders informed as internally communicating with so many stakeholders is challenging. Keeping the public informed of Vision Zero progress gives all Richmonders a stake in reaching Zero.
- **Lead Organization:** VZTF/SHSC
- **Metric:** Annual report every April

Action Category: Executive



Vision Zero Task Force attends SHSC meetings.

- **Rationale:** Fluent, active communication between the Vision Zero Task Force and Safe and Healthy Streets Commission is essential for productive collaboration towards the same goal.
- **Lead Organization:** CAO/VZC/SHSC
- **Metric:** Number of VZ task force members attending

Action Category: Executive



Coordinate a transportation safety calendar to promote safety messaging and high visibility enforcement.

- **Rationale:** With so many stakeholders involved, unified messaging among Richmond agencies, departments, and private stakeholders, as well as at regional, state, and national levels, contributes to a safety culture.
- **Lead Organization:** OSC/VZC
- **Metric:** Number of messages per month

Action Category: Executive



VZ Coordinator provides input to other city planning and project development efforts.

- **Rationale:** Transportation safety is at the intersection of public health, land use, enforcement, and legal issues, and under the Safe System Approach everyone has a role in preventing fatal and serious injuries. Identifying safety concerns early in the planning and project development process can prevent the need for costly corrective action later in a project timeline.
- **Lead Organization:** CAO/VZC
- **Metric:** Number of planning documents including VZ

Action Category: Culture



Develop outreach material to encourage the public, schools, fleet managers, employees, etc. to avoid risky behaviors or poor decision-making.

- **Rationale:** Risky behaviors increase the risk of crashes. Certain demographics may exhibit riskier behaviors. Time pressures may also encourage risky driver behavior. Outreach material reinforcing that everyone has a role to play in being a safe road user by making good decisions before and while driving. The Get Real About Choices and Consequences for You (GR-ACY) program at VCU, which is alluded to in the HRID Action Plan, encourages good driving behavior by educating participants on the consequences of risky driving choices through hands-on activities and speakers.
- **Lead Organization:** OSC, OMA, NPO, VCU
- **Metric:** Materials available on website

Action Category: Culture

Develop education and outreach to notify all transportation users of several new laws adopted by the Virginia General Assembly.

- **Rationale:** Public education and outreach regarding new laws, such as safety cameras, bus obstruction monitoring system, and super speeder laws, adopted by the Virginia General Assembly, are important to gain the public's trust and encourage compliance with traffic laws. RDOT is working with nonprofit partners to accomplish this.
- **Lead Organization:** OSC, OMA, NPO, VCU
- **Metric:** Number of messages per month

Action Category: Judicial

Work with courts to review procedures that help to explain current statistics on dismissals and lowering of charges.

- **Rationale:** Impaired driving is a serious offense and DUI citations should be enforced. Leniency may benefit some individuals. However, for High-Risk Impaired Drivers who repeatedly drive impaired even after multiple DUI convictions, leniency puts the general public at risk. A data-informed approach is needed to understand who receives leniency, why, and the role procedures have in those trends.
- **Lead Organization:** RDOT, Virginia Attorney General's Office, VA Courts
- **Metric:** Prepare findings

Action Category: Judicial

Work with Commonwealth's Attorney to document reasoning behind nolle prosequi determinations.

- **Rationale:** Nolle prosequi means that the prosecutor declined to prosecute. Understanding why is key to providing resources to prosecutors to strategically prosecute impaired driving cases. Traffic Safety Resource Prosecutors (TSRPs) advise prosecutors on how to best prosecute impaired driving cases and may provide technical assistance. Virginia has one TSRP.
- **Lead Organization:** RDOT, VA Courts
- **Metric:** Prepare findings





Partnerships

Richmond has a strong community of partners committed to a goal of zero deaths and serious injuries on our streets. Vision Zero helps instill a culture of safety across the City. Broader collaboration with these agencies and organizations will lead to effective and coordinated implementation of Richmond's Vision Zero strategies and actions.

City Commissions

Clean City Commission

Office of the City Attorney

Safe and Healthy Streets Commission

Urban Design Committee

City Planning Commission

Technical Advisory Committee to the Richmond Area Transportation Planning Organization

Richmond Regional Planning District Commission

Richmond Regional Transportation Planning Organization

Green City Commission

Citizens Transportation Advisory Committee

Capital Area Alcohol Safety Action Program Policy Advisory Board

Aging and Disabilities Advisory Board

City Departments

Department of Economic and Community Development

Department of Emergency Communications

Department of Fire and Emergency Services

Department of Parks, Recreation, and Community Facilities

Department of Planning and Development Review

Department of Police

Department of Public Utilities

Department of Public Works

Department of Social Services

Department of Transportation

Office of Budget and Strategic Planning

Office of Children and Families

Office of Community Wealth Building

Office of Emergency Management

Office of Sustainability

Office of the Press Secretary

Office on Aging and Persons with Disabilities

Office on Multicultural Affairs

Richmond Health District

Federal Agencies

Federal Highway Administration

Federal Transit Administration

National Highway Traffic Safety Administration

Federal Motor Carrier Safety Administration

Centers for Disease Control and Prevention

National Transportation Safety Board

Local Businesses and Non-Profits

AAA Mid-Atlantic

AARP

DriveSmart Virginia

Safe Kids Virginia

Fit4Kids – Richmond City Safe Routes to School

Bike Virginia

Sportsbackers – Bike Walk RVA

MADD

Virginia Association of Chiefs of Police

Youth of Virginia Speak Out on Traffic Safety

Virginia Section of the Institute of Transportation Engineers

Richmond Area Authorities

Greater Richmond Transit Company

Virginia Commonwealth University

Children's Hospital of Richmond at VCU

Richmond and Henrico Health Departments

Richmond Public Schools

Richmond Ambulance Authority

Richmond Behavioral Health Authority

Richmond Hospital Authority

Richmond Metropolitan Transportation Authority

Richmond Redevelopment and Housing Authority

Richmond Public Library

Richmond Chamber of Commerce

Richmond Office of the Virginia Commonwealth's Attorney

Traffic General District Court

Neighborhood Associations

State Agencies

Department of Health

Department of Motor Vehicles

Department of Transportation

Virginia State Police

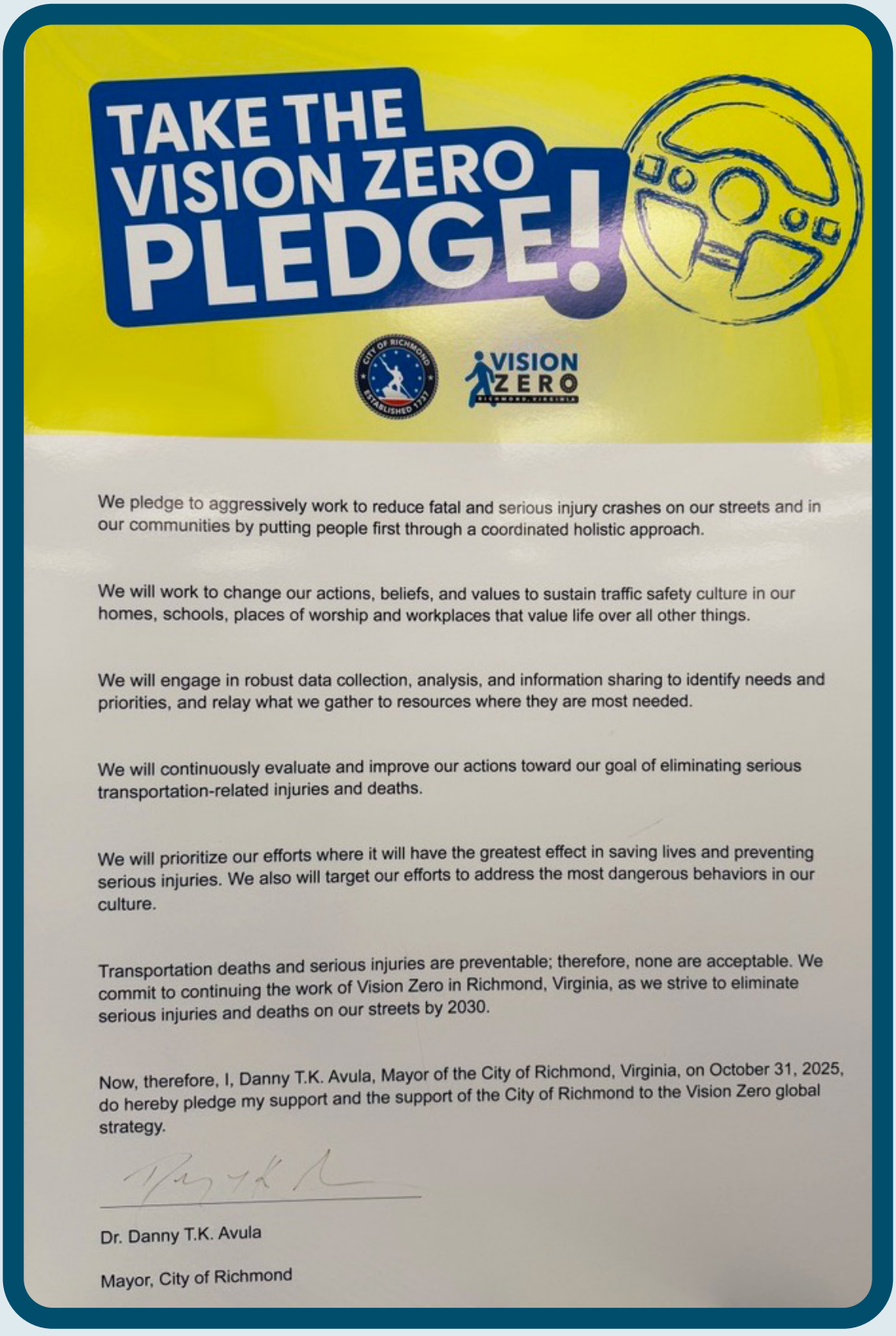
Virginia Alcohol Safety Action Program

Department of Fire Programs

Department of Education

The Vision Zero Pledge

Richmond safety stakeholders will revisit the pledge to remind themselves of what they are working toward.



TAKE THE VISION ZERO PLEDGE!

We pledge to aggressively work to reduce fatal and serious injury crashes on our streets and in our communities by putting people first through a coordinated holistic approach.

We will work to change our actions, beliefs, and values to sustain traffic safety culture in our homes, schools, places of worship and workplaces that value life over all other things.

We will engage in robust data collection, analysis, and information sharing to identify needs and priorities, and relay what we gather to resources where they are most needed.

We will continuously evaluate and improve our actions toward our goal of eliminating serious transportation-related injuries and deaths.

We will prioritize our efforts where it will have the greatest effect in saving lives and preventing serious injuries. We also will target our efforts to address the most dangerous behaviors in our culture.

Transportation deaths and serious injuries are preventable; therefore, none are acceptable. We commit to continuing the work of Vision Zero in Richmond, Virginia, as we strive to eliminate serious injuries and deaths on our streets by 2030.

Now, therefore, I, Danny T.K. Avula, Mayor of the City of Richmond, Virginia, on October 31, 2025, do hereby pledge my support and the support of the City of Richmond to the Vision Zero global strategy.

Dr. Danny T.K. Avula

Mayor, City of Richmond

Take the Safe and Healthy Streets Challenge

I will challenge my agency and myself (including my family, my school, my place of worship, and my place of employment) to do the following actions every trip to ensure that everyone arrives safely to their destination.



Wear our seat belts



Avoid distractions such as talking/texting on a cell phone, eating and reading while driving



Share the road with cyclists, motorcyclists, pedestrians and large trucks



Never drink and drive



Obey posted speed limits

Together we can save lives and prevent injuries on our city streets.

Visit the website to sign the pledge:

https://www.rva.gov/public-works/vision-zero

Acronym List

ADA – Americans with Disabilities Act

BAC – Blood Alcohol Content

CAO – Chief Administrative Officer

CHA – Community Health Assessment

CHIP – Community Health Improvement Plan

CIP – Capital Improvement Program

DMV – Department of Motor Vehicles

DPW – Department of Public Works

DUI – Driving Under the Influence

ETI – Essential Transit Infrastructure

GR-ACY – Get Real About Choices and Consequences for You

GRTC – Greater Richmond Transit Company

HISN – High-Injury Street Network

HOI – Health Opportunity Index

HRID – High-Risk Impaired Driver

MAP – Mayoral Action Plan

NPO – Non-Profit Organization

OMA – Office of Multicultural Affairs

OSC – Office of Strategic Communications

PBSAP – Pedestrian and Bicycle Safety Action Plan

PROWAG – Public Right-of-Way Accessibility Guidelines

RDOT – Richmond Department of Transportation

RHHD – Richmond and Henrico Health Districts

RPD – Richmond Police Department

RRPTO – Richmond Regional Transportation Planning Organization

RVA – Richmond, VA

SHSC – Safe and Healthy Streets Commission

TAC – Technical Advisory Committee

TSRP – Traffic Safety Resource Prosecutor

VCU – Virginia Commonwealth University

VDOT – Virginia Department of Transportation

VZ – Vision Zero

VZC – Vision Zero Coordinator

VZTF – Vision Zero Task Force





https://www.rva.gov/public-works/vision-zero