# 2023 High Risk Re-Review:

## Performance Audit of the City's Programs Responsible for Improving Pedestrian Safety

***OCTOBER 2023*** | OCA-24-04

### Topic 1: Transporation

The City should update its systemic safety program and expand reporting to ensure efficient and equitable use of resources.

### Topic 2: Communications

The City should update its pedestrian safety communications plan to better ensure inclusive public engagement and outreach.

### Topic 3: Monitoring & Evaluation

The City should expand evaluations and improve its website to increase public transparency and build support for Vision Zero projects.

### Topic 4: Oversight & Management

The City should create a central coordination mechanism for Vision Zero efforts.

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- Sustainability and Mobility Department
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# Re-Review of the 2016 Audit of the City's Programs Responsible for Improving Pedestrian Safety

## *Why OCA Did This Study*

In 2015, the City of San Diego took the Vision Zero pledge—committing to end all traffic deaths within the City in 10 years. In 2016, the Office of the City Auditor (OCA) conducted an audit of the City's pedestrian safety programs. That audit issued 18 recommendations covering infrastructure prioritization, increased enforcement, and coordinated education efforts.

**The objective of this re-review is to determine the extent to which the City is still implementing the identified (or similar) recommendations, and the potential impact of these efforts, as pedestrian fatalities continue to increase in San Diego and nationwide.**

## *What OCA Found*

**The City has maintained implementation of most recommendations from the 2016 audit, but some efforts should be expanded or updated.**

### Topic 1: Transportation

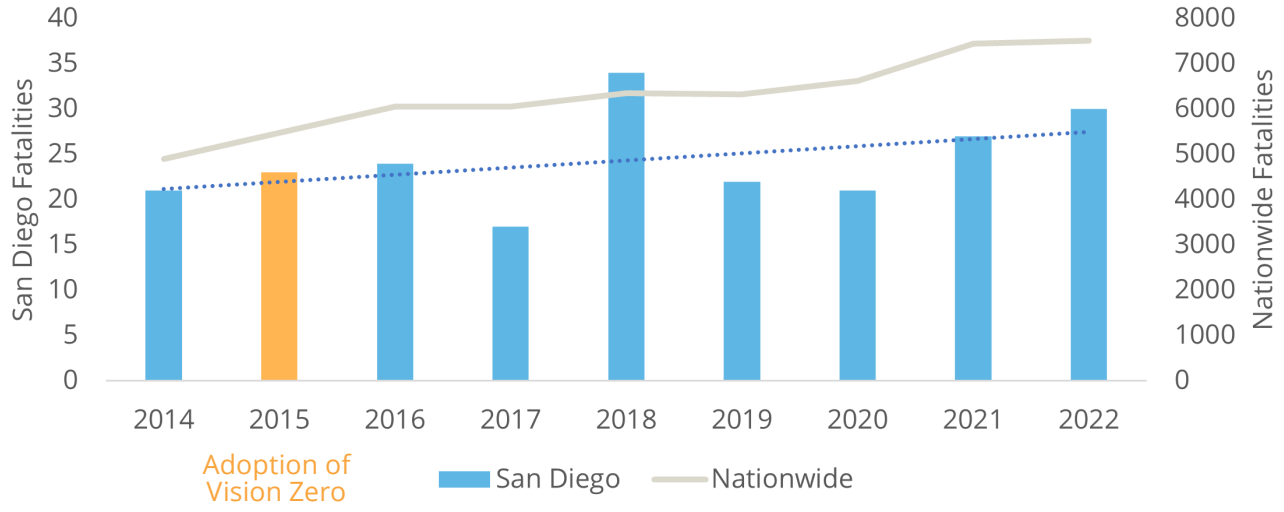
The 2016 audit found that the City should prioritize its limited infrastructure resources towards locations that pose the greatest risk to pedestrians, and issued four corresponding recommendations.

Our re-review found that Transportation is still conducting high-crash analyses and programming treatments for the identified high-risk intersections.

Additionally, in 2019, the City conducted a systemic safety analysis to proactively identify high-risk intersections based on a variety of factors, including road type, traffic volume, and speed limit. **While we found the City is responding to the highest-crash locations, there are not enough resources to fix all the dangerous areas**—hundreds of unfunded pedestrian-related projects have been placed on the Transportation Unfunded Needs List. Transportation should complete an update of this systemic safety analysis to ensure limited resources continue to be prioritized efficiently and effectively.

An emerging issue since the initial audit is the equitable distribution of improvements and resources. In this review, we analyzed available treatment data against the City's Climate Equity Index (CEI)—a tool that incorporates both environmental justice and social equity by using dozens of measurements to produce an overall index score for areas throughout the City. We found that areas with lower CEI scores had a lower proportion of pedestrian safety improvements. While the data we analyzed was limited, and the City is taking some steps to combat this issue, it should monitor and report out equity metrics to increase public accountability and transparency.

***Exhibit 2: Pedestrian Fatalities in San Diego and Nationwide Continue to Rise***




Source: OCA generated based on data from the City of San Diego and the Governors Highway Safety Administration.

## Topic 2: Communications

The 2016 audit found that the City should increase awareness and change pedestrian and driver behavior by developing a Citywide public education and outreach campaign, and issued four corresponding recommendations.

Our re-review found that t**he City is still collaborating with outside agencies and internal departments, but should develop a community outreach and engagement plan** that includes an updated media strategy, work with community-based organizations, and a focus on project-specific information.

## Topic 3: Monitoring & Evaluation

The 2016 audit found that current funding levels may not have been sufficient to achieve long-term Vision Zero goals, and that the City did not have strategies to evaluate or monitor the City's progress nor to report results; the audit issued five corresponding recommendations.

Our re-review found that the Mobility Board is still identifying priority engineering, enforcement, and education initiatives. **However, the City should expand its program and treatment evaluations as well as improve the City website to increase public transparency and better communicate project benefits.** The City currently completes some basic crash evaluations as requirements for grant funding, but should consistently evaluate both the impact of the systemic safety programs and larger infrastructure projects in order to ensure that treatments are having the intended effects.

Additionally, while the Vision Zero website contains some basic information and is still updated, other cities are expanding access by including more detailed information and compelling narratives. Both treatment evaluations and **an improved website can help enhance public transparency and potentially increase support for Vision Zero projects**.

## Topic 4: Oversight & Management

We found that although the City still conducts inter-departmental meetings, t**here is a risk that without a consistent driving force or dedicated position, the City may not be able to fully use data-driven systems**, and certain tasks, such as ensuring the website is updated and coordinating interdepartmental efforts, may be delayed. We also found that other cities operate with a central authority that oversees Vision Zero activities, and all cities we interviewed had a staff member dedicated to Vision Zero.

Exhibit 17 below shows different cities and their oversight bodies or staff positions.

***Exhibit 17: Other Cities Have a Dedicated Vision Zero Coordinator and Oversight Bodies to Conduct Vision Zero***

| | Dedicated Vision Zero Coordinator | Internal Oversight Committee | External Oversight Committee |
|---|---|---|---|
| San Diego | ✗ | ✗ | ✓ |
| Austin | ✓ | ✓ | ✓ |
| Minneapolis | ✓ | ✓ | ✓ |
| Portland | ✓ | ✗ | ✓ |
| San Francisco | ✓ | ✓ | ✓ |
| San Jose | ✓ | ✓ | ✓ |

Source: OCA generated based on interviews and data from relevant cities.

## *What OCA Recommends*

We make eight recommendations across the four re-review topics as described below:

**Topic 1 – Transportation:** Two recommendations to improve reporting efforts, specifically around equity, and to complete an updated systemic safety analysis.

**Topic 2 – Communications:** One recommendation to develop an inclusive public engagement and outreach plan around mobility and update the Vision Zero communications plan.

**Topic 3 – Monitoring & Evaluation:** Two recommendations to develop a policy for evaluating the impacts of the high-crash and systemic-safety analysis programs, and to evaluate large pedestrian-related infrastructure on speeds, volumes, and crash data. One recommendation for relevant departments to collaborate on website improvements, including progress on identified goals.

**Topic 4 – Oversight & Management:** Two recommendations creating or assigning a Vision Zero coordinator and forming an interdepartmental mobility governance group to provide oversight and ensure departmental collaboration.

Management agreed to implement all recommendations.

For more information, contact Andy Hanau, City Auditor, at (619) 533-3165 or cityauditor@sandiego.gov.

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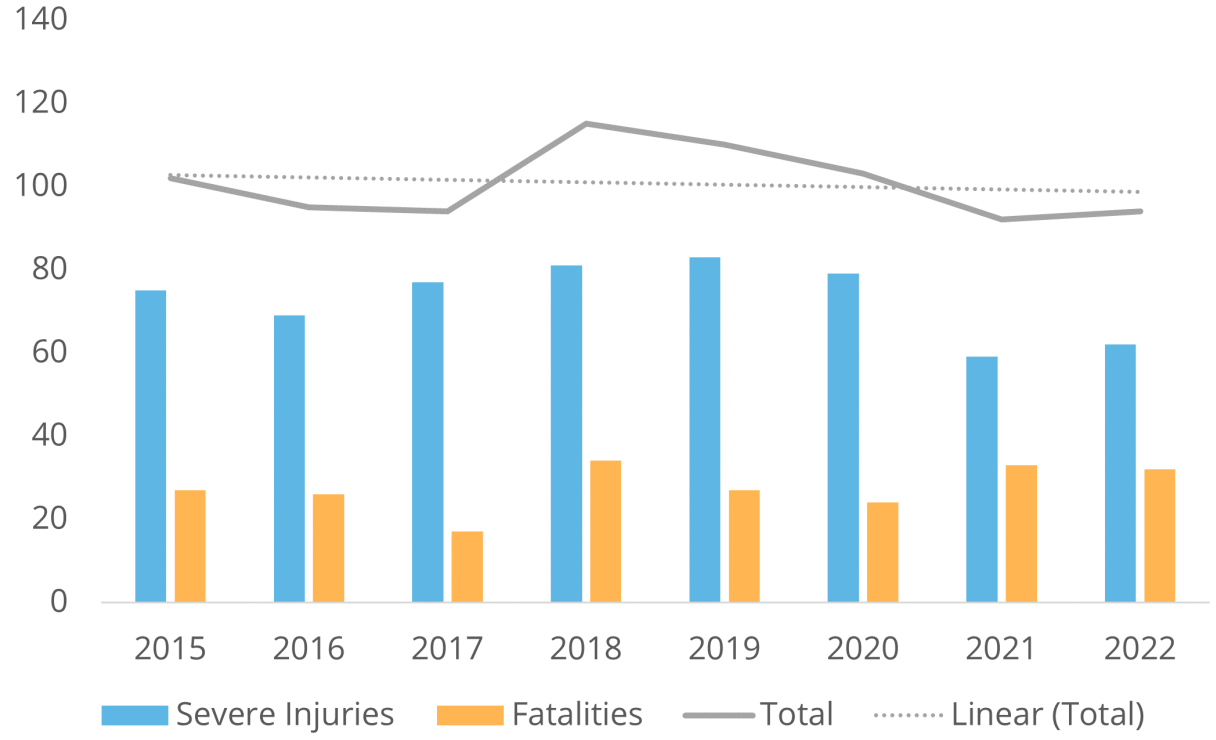
# Background

## Years after committing to Vision Zero, San Diego pedestrian and bicyclist injuries and deaths remain essentially unchanged.

In 2015, 102 people were killed or severely injured while walking, rolling, or biking on San Diego streets. In November of that year, the City of San Diego (City) took the Vision Zero pledge. The pledge committed the City to end all traffic deaths in 10 years. While the City has invested over $203 million towards Vision Zero efforts since then, pedestrian[1] injuries and fatalities remain a persistent problem. **Exhibit 1** shows the number of pedestrian and bicyclist deaths over the last eight years.

*Exhibit 1*

**Pedestrian and Bicyclist Deaths and Severe Injuries Have Remained Essentially Unchanged Since 2015**




Note: The US Census Bureau estimates that San Diego's population was also essentially unchanged from 1,381,083 in 2014 to 1,381,162 in 2022.

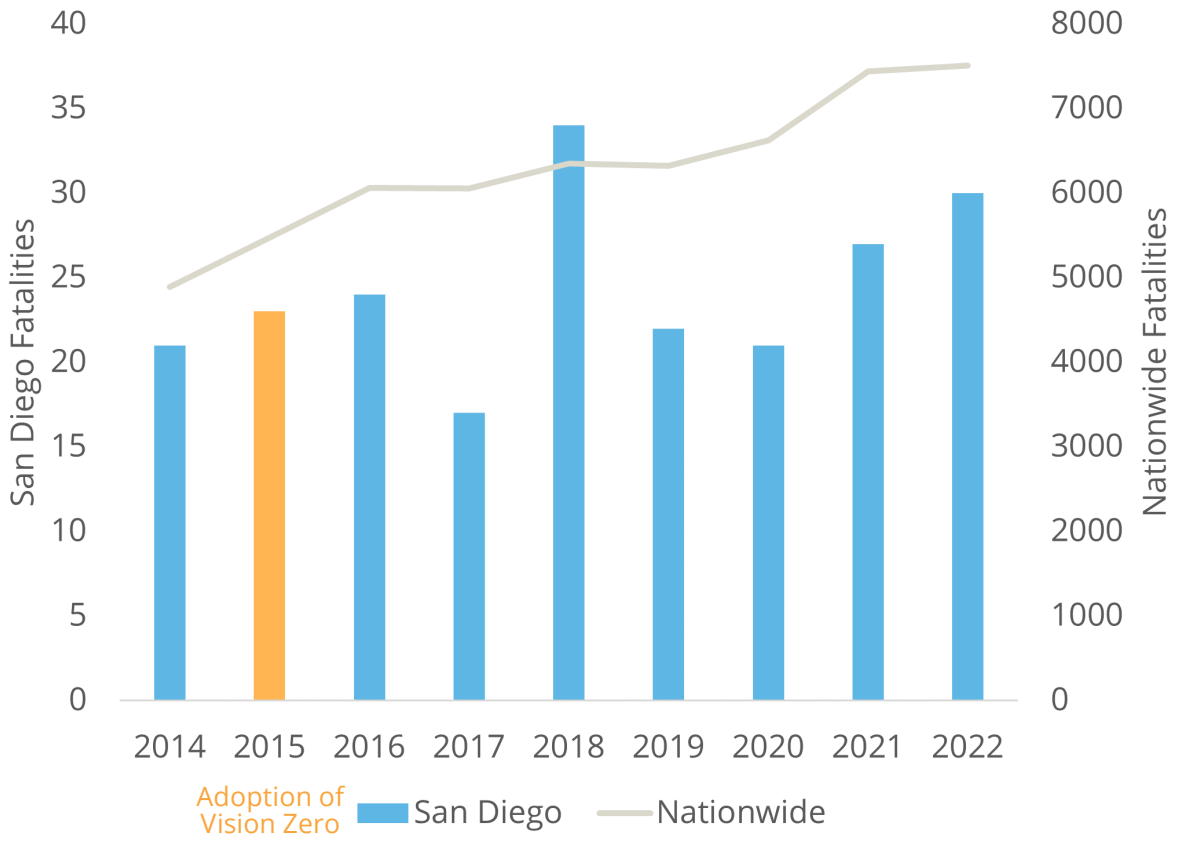
Source: OCA generated based on City of San Diego data.

1 This report defines the term "pedestrian" as any person traveling by foot and any mobility-impaired person using a wheelchair.

Specifically, pedestrian deaths rose from 21 in 2014 to 30 in 2022. However, this 43 percent increase is slightly lower than the 53 percent nationwide increase over the same period. **Exhibit 2** shows the comparison.

*Exhibit 2*

**Pedestrian Fatalities in San Diego and Nationwide Continue to Rise**




Note: Nationwide totals are based on the Federal Highway Administration FARS data. Comparable data for the City of San Diego includes fatalities that occurred on interstates and state highways which are not within the City's jurisdiction.

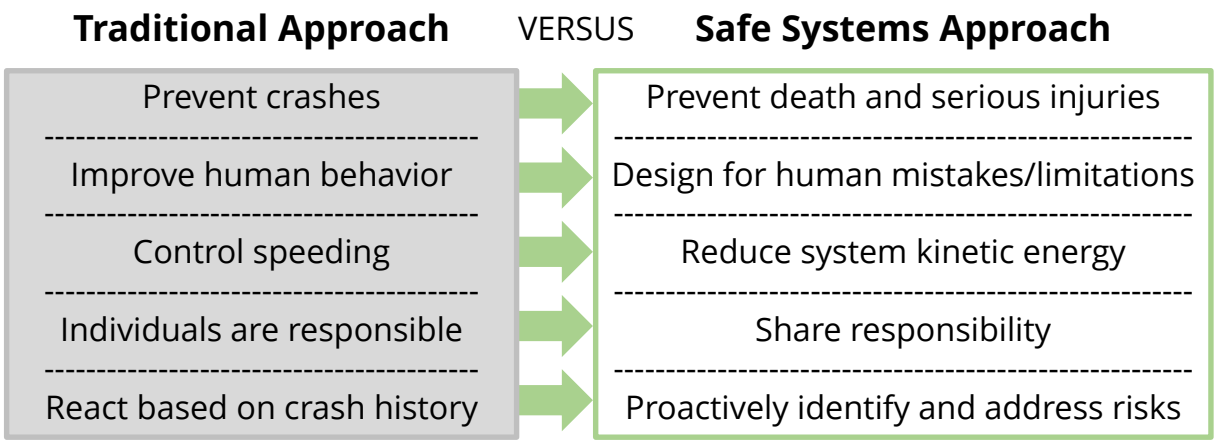
Source: OCA generated based on data from the City of San Diego and the Governors Highway Safety Administration.

## In order to combat rising traffic deaths, cities should use Safe Systems principles.

Initial Vision Zero efforts focused on an approach known as the 3 E's: engineering, enforcement, and education. However, pedestrian safety strategies have evolved into a human-centric approach known as "Safe Systems." The traditional roadway safety approach is built on the assumption that people can be trained to behave safely all the time. Alternatively, the Safe Systems approach recognizes that people will inevitably make mistakes; the approach aims to lessen the impact of those mistakes by preventing death and severe injuries when mistakes do happen. **Exhibit 3** shows the differences in approaches. San Diego's 2020 Vision Zero Strategic Plan acknowledges this shift. The plan states that the City needs to redesign streets to allow for user mistakes and to ensure users survive when mistakes are made.

*Exhibit 3*

### The Safe Systems Approach is an Evolved Way of Looking at Roadway Safety




Source: Federal Highway Safety Administration.

## In 2016, the Office of the City Auditor issued 18 recommendations related to pedestrian safety, all of which had been implemented by the end of 2021.

In September 2016, the San Diego Office of the City Auditor (OCA) issued a report titled, Performance Audit of the City's Programs Responsible for Improving Pedestrian Safety. The report concluded that the City could improve pedestrian safety by using data to focus resources on high impact areas. It found that:

- The City should prioritize its limited resources to upgrade infrastructure in the most dangerous locations;
- The City can increase traffic enforcement on specific violations and locations;
- The City should develop a Citywide public education and outreach campaign;
- The City should coordinate education and enforcement efforts; and
- The City's Vision Zero Task Force should develop strategies for financing, evaluating, and reporting on the City's efforts.

The report issued 18 recommendations to assist the City in reducing pedestrian severe injuries and deaths. The recommendations from OCA's 2016 report are summarized below:

- Four recommendations issued to the Transportation and Storm Water Department to improve effectiveness of infrastructure improvements;
- Five recommendations issued to the San Diego Police Department to target enforcement and education on specific locations and violations;
- Five recommendations to the Chief Operating Officer to communicate Vision Zero efforts; and
- Four recommendations to the City's Vision Zero Task Force[2] to formalize its advisory role on Vision Zero efforts.

The City implemented all recommendations by the end of 2021. The full list of recommendations and implementation notes can be found in **Appendix C**.

2 These recommendations were initially issued to the Vision Zero Task Force, but responsibility for implementing the recommendations shifted to the Vision Zero subcommittee of the Mobility Board.

## Vision Zero organization and policy in San Diego has changed since the 2016 audit.

Since the 2016 audit, the City has made structural changes to work areas implementing Vision Zero. First, the Transportation and Storm Water Department was renamed the Transportation Department (Transportation), and storm water functions were moved to the new Storm Water Department.[3] Second, in December 2020, the City published its Vision Zero Strategic Plan. Third, the City combined two individual departments to create the Sustainability and Mobility Department (SuMo).

The City's Vision Zero Strategic Plan describes key strategies the City should take to achieve zero traffic deaths. The plan also describes ongoing actions and sets benchmarks for the following 10 years. These actions include repairing sidewalks, improving pedestrian crossings, and building roundabouts.

Transportation, SuMo, and the Communications Department (Communications) coordinate many of the City's pedestrian safety efforts. They work with other departments to build infrastructure, enforce traffic laws, and communicate the City's pedestrian safety efforts. **Exhibit 4** describes the different departments' responsibilities.

*Exhibit 4*

### Responsibilities for Vision Zero Success are Spread Across Different Departments and Boards

| Department/Board | Responsibilities |
|---|---|
| Transportation | • Identifies and programs treatments[4] to improve road user safety<br>• Evaluates and manages City speed limits<br>• Collects and analyzes crash data<br>• Conducts Mobility Studies |
| Sustainability and Mobility | • Coordinates City departments around long-range mobility planning<br>• Assesses and plans for improvements to address accessibility issues<br>• Leads the implementation of the City's Climate Action Plan |

3 This report focuses only on Transportation, as none of the 2016 audit's recommendations concerned the City's stormwater infrastructure.

4 Treatments include engineering improvements like curb extensions or traffic circles, but also speed feedback signs, roadway striping, signage, and increased enforcement. A collection of the City's different treatments can be found in the City of San Diego Traffic Calming Guidelines.

| Department/Board | Responsibilities |
|---|---|
| City Planning | • Conducts community engagement for and develops community and regional plans, including the Pedestrian and Bicycle Master Plans |
| Engineering and Capital Projects | • Manages implementation of right-of-way and transportation capital improvement projects. These include:<br>  • Bridges<br>  • Signals<br>  • Streetlights<br>  • Street-Related Projects |
| Mobility Board | • Responsible for implementing recommendations assigned to the Vision Zero Task Force<br>• Serves as an advisory body to the Mayor and Council on transportation policy<br>• Advises the City on policies related to the Transportation Master Plan, the Vision Zero Action Plan, and mobility elements within the Climate Action Plan<br>• Identifies engineering, enforcement, and education initiatives to help the City achieve its Vision Zero Goal |
| Communications | • Creates and distributes materials related to transportation and pedestrian safety projects |

Source: OCA generated based on information from the City of San Diego.

While the original audit focused on the interaction between pedestrians and vehicles, pedestrian safety involves more than crashes. The City is working on a series of initiatives and policies that incorporate aspects like climate impacts and mobility connectedness to create a safe, accessible, and equitable transportation system. Current initiatives are shown below:

### *Complete Streets Policy*

The City is developing a Complete Streets Policy that intends to further a balanced, multi-modal transportation system with increased mobility options and safe infrastructure. A Complete Street is one designed and operated to enable mobility for all users. Users include people of all ages and abilities, regardless of mode of travel.

The City hopes the policy will further Vision Zero goals, promote equity and accessibility, support emergency responsiveness, and integrate environmental resiliency. To implement the policy, some of the actions the City plans on taking are:

- Establish an interdepartmental mobility governance group and workflow;
- Update the City's Street Design Manual to

align with principles of this policy;

- Establish performance measures and monitor effectiveness of Complete Streets projects; and
- Update public outreach and education practices for Complete Streets projects to better inform the public on multimodal opportunities and designs.

### *Mobility Master Plan*

The Mobility Master Plan incorporates centralized mapping, a prioritized list for competitive funding, and a pathway for achieving climate and equity goals. The plan used safety, equity, and land use information to identify high-need areas. It then used different mobility propensity maps to create geographical focus areas. Projects will then be evaluated on a variety of different categories, including safety, accessibility, equity, and user experience. This information will be used to inform the capital budget process and to narrow down and prioritize the list of unfunded needs to make the biggest impact.

# Overview

## *We found that the City has maintained implementation of most recommendations from the 2016 audit, but some efforts should be expanded or updated.*

Due to the continued risk experienced by pedestrians in San Diego, OCA conducted a high-risk re-review of the key recommendations set forth in the 2016 audit. Based on our assessment of the current status of the recommendations, we now consider some to be only partially implemented due to emerging issues or the need for the City to update key steps.[5; 6]

- ✓ 7 Still Implemented
- ◐ 5 Partially Implemented
- ✗ 0 Not Implemented

A full list of the summarized 2016 recommendations and assigned department can be found in **Appendix C**.

Vision Zero refers to a goal of zero traffic deaths of any kind. However, the 2016 audit focused on the City's pedestrian safety programs, and this review maintains the same focus. Improvements to the safety of other mobility choices, such as biking, transit, and driving, also increase safety of pedestrians, but their effects are not explicitly covered in this report.

### Navigating the High-Risk Re-Review

This re-review evaluates 12 recommendations originally assigned in the 2016 audit. First, we provide the text of the original recommendation, followed by its current status, as well as any emerging risks or new ideas not covered in the original 2016 recommendations. Finally, if applicable, we provide an updated recommendation as necessary.

The report concludes with analysis of an emerging risk that was not applicable during the 2016 audit.

5 This report does not cover the five recommendations made to the San Diego Police Department (SDPD). The 2016 audit examined the role of enforcement in pedestrian safety but did not consider the impact of increased enforcement on specific communities. However, the enforcement role of SDPD is still critical to achieving Vision Zero goals and this topic could be reviewed at a future date.

6 We also reviewed Recommendation 16 from the original 2016 audit but found the recommendation to be no longer applicable. Information on Recommendation 16 is on page XX.

# Topic 1: Transportation

## *The City should update its systemic safety program and expand reporting to ensure efficient and equitable use of resources.*

### In 2016, the Office of the City Auditor (OCA) found that the City should prioritize its limited infrastructure resources towards locations that pose the greatest risk to pedestrians.

The 2016 audit found that Transportation had not established a risk-based approach to prioritizing pedestrian safety infrastructure. To address this, OCA issued four recommendations to establish a prioritization methodology and urged the use of this methodology to determine where resources would be used.

***Transportation is still conducting a high-crash analysis and using data to drive grant funding requests but needs to perform additional tasks on publicly reporting outcomes and complete an update of the systemic safety analysis.***

✓ **3 Still Implemented***

◑ **1 Partially Implemented**

*Note: One recommendation we considered still implemented but identified a new issue that was not covered in the 2016 audit.

We found Transportation is still conducting high-crash analyses and programming treatments for the identified intersections. Additionally, in 2019, the City conducted a systemic safety analysis to proactively identify high-risk intersections based on a variety of factors, including road type, traffic volume, and speed limit. However, Transportation should complete an update of this analysis, as it is far behind the two-year review period laid out in the first analysis. Both methods of identifying dangerous intersections were used to locate potential intersections for grant-funded treatments.

An emerging issue with no recommendations in the initial audit was the equitable spread of resources. We found that pedestrian crashes and analyzed intersection treatments[7] are disproportional, with less

7 Treatments include engineering improvements like curb extensions or traffic circles, but also speed feedback signs, roadway striping, signage, and increased enforcement. A collection of the City's different treatments can be found in the City of San Diego Traffic Calming Guidelines.

treatments being found in the lower access parts of the City. While the City is taking some steps to combat this issue, it should report out equity metrics to increase public accountability and transparency.

## Current Status of Original 2016 Recommendation 1

**Recommendation 1:**

The Transportation and Storm Water Department should use available data to develop a methodology for identifying the locations that pose the greatest risk to pedestrians. This methodology should utilize at least five years of pedestrian collision data, and incorporate factors such as the number of pedestrian collisions at each location; and the severity of pedestrian collisions (injury, severe injury, fatality).

| | | |
|---|---|---|
| Original Implementation: | April 2017 | **Transportation created an internal procedure to annually identify intersections with the highest crash rates.** |
| ✓ Current Status: | Still Implemented | **Transportation annually identifies high-crash locations and proactively identifies dangerous intersections.** |

Transportation is still meeting the intent of the original recommendation through two separate processes. First, Transportation identifies the highest-injury crash locations using Department Instruction 1.0.[8] However, the analysis includes all types of injury crashes in addition to pedestrian crashes. In each of the last four years, Transportation identified between two and nine intersections that met the criteria of a high-injury crash location. Information on treatments for identified intersections is found in Recommendation 2.

To supplement this, the City also conducted a systemic safety analysis to proactively identify risky intersections instead of reactively responding to crashes. This is a best practice and helps target improvements at intersections throughout the City which, if not addressed, are likely to have accidents in the future. Due to this proactive analysis, we consider the recommendation to still be implemented. More information on Transportation's usage of the systemic safety analysis is found in Recommendations 2–4.

8 Department Instruction 1.0 directs Transportation to identify the five highest pedestrian crash locations incorporating both the number and severity of pedestrian collisions at each location. It dictates that Transportation staff should prepare a report describing recommended improvements, cost estimates, and planned actions. High-injury crash locations are defined as a rate of crashes at least one standard deviation above the average.

## Current Status of Original 2016 Recommendation 2

**Recommendation 2:**

TSW should establish a goal of proactively evaluating a minimum number of the highest-pedestrian collision locations each year, based on the methodology developed as part of Recommendation #1, and should program and request funding for warranted pedestrian safety infrastructure improvements at each location in accordance with Council Policy 800-14. Performance towards meeting this goal should be publicly reported on an annual basis, such as on the City's Open Data Portal or a future Vision Zero San Diego website.

At each high-pedestrian collision location, TSW should identify and program all improvements, including those warranted under the Pedestrian Crosswalk Guidelines, as well as other improvements that are necessary to increase pedestrian safety, based on TSW's professional judgment.

If any of the warranted improvements cannot be funded in a given year, these improvements should be placed on the Transportation Unfunded Needs List and considered for funding in future years in accordance with Council Policy 800-14. (Priority 1)

| | | |
|---|---|---|
| Original Implementation: | October 2017 | Transportation created an internal procedure to annually identify, program, and request funding for intersections with high crash rates. |
| ✓ Current Status: | Still Implemented | Transportation continues to evaluate, program, and request funding for treatments at high-crash locations. |
| ! New Issue: | Reporting on Equity Measures | However, Transportation should report out on its data-driven efforts to improve pedestrian safety and help promote equitable outcomes. |

***Transportation uses a High-Crash Analysis—among other methods—to identify locations for improvements.***

Transportation identifies locations for pedestrian safety treatments through three[9] channels:

1. High-injury Crash Analysis: Transportation annually identifies the intersections or road segments with high-injury crash rates.

9 According to staff, Transportation works with other projects, including slurry seal, overlay, and Capital Improvement Project (CIP) job bundling, to complete upgrades of small changes like crosswalks and painted bicycle lanes.

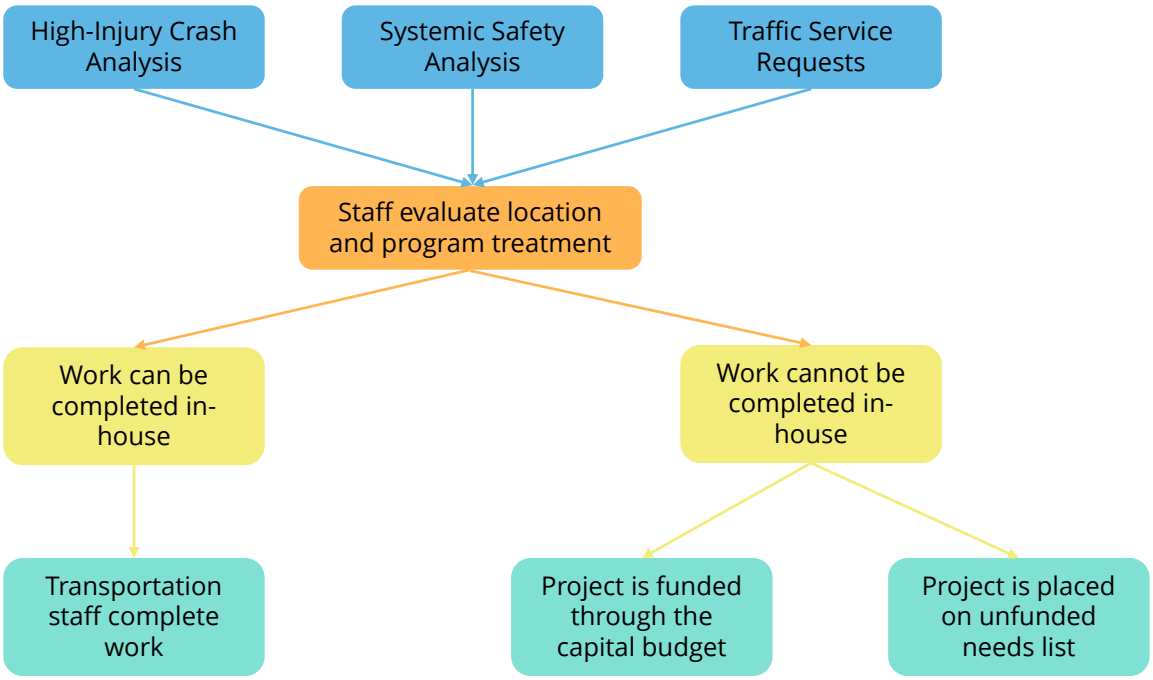
2. Systemic Safety Analysis Report Program (SSARP):[10] Published in 2019, Transportation proactively identified intersection types that pose a greater risk to pedestrian safety. More information can be found in Recommendation 4.

3. Traffic Service Requests:[11] Transportation receives requests from the public for incorrect signage, and new painting, signage, and signals.

Once Transportation identifies a potential intersection, staff evaluate the intersection to determine whether an improvement is needed, and program the appropriate treatment. The process for creating pedestrian safety treatments is shown in **Exhibit 5**.

*Exhibit 5*

**Transportation Identifies Dangerous Intersections Through Three Main Sources, and Programs Applicable Treatments**




Source: OCA generated based on information provided by Transportation.

10 According to Transportation, not all the intersections identified in the SSARP have been programmed for improvements due to time constraints, and staff are updating the analysis with a focus on fatal crashes while simultaneously implementing treatments at locations with historic crashes.

11 Transportation staff roughly estimated that they annually receive 6,500 service requests. According to staff, while all requests are evaluated, requests may be inappropriate or may not meet necessary criteria for a work order.

***Transportation is still responding to high-crash locations, but pedestrian-safety infrastructure needs far exceed available resources.***

Generally, we found the City is responding to the highest-crash locations, but there are not enough resources to fix all dangerous areas. As we mentioned in Original Recommendation 1, Transportation annually identified between two and nine high-crash intersections and programmed treatments when applicable.[12] While some of these treatments were installed, Transportation is not responsible for the construction of all programmed treatments. If Transportation can complete the programmed work in the department, staff sends a work order to the department's Streets Division. According to Transportation, basic speed humps and pavement markings are examples of in-house treatments. Resources for these treatments—staff, tools, and materials—are limited. While resources for simple fixes like painting curbs are easily accessible, other projects like speed hump installation require specialized equipment or staff knowledge. This may increase the time needed to install the treatment.

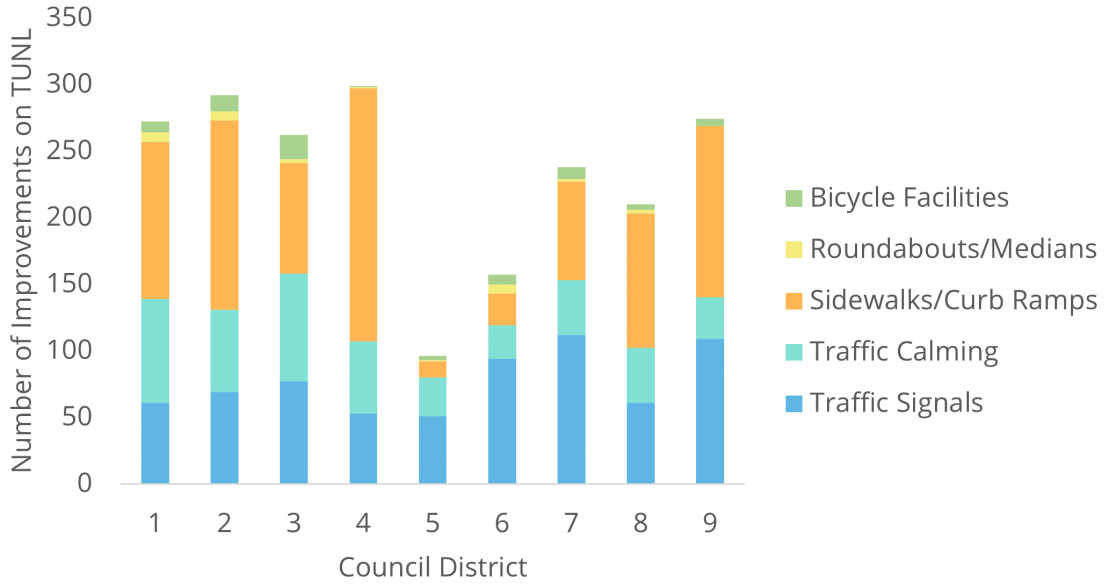
If a treatment requires funding beyond what can be done within Transportation, it is either funded through the CIP budget or placed on the Transportation Unfunded Needs List (TUNL).[13] For example, staff might place upgraded streetlights or new signal poles on this list. **Exhibit 6** shows different types of projects on the unfunded need list.

12 There are many reasons why Transportation may not install or recommend treatments. For example, the road might be controlled by CalTrans, part of an active bikeway project, or currently undergoing construction.

13 As of the latest 5-year Outlook, the Transportation Department has unfunded needs over $2.4 billion.

*Exhibit 6*

**There Are Between 96 and 299 Unfunded Pedestrian-Related Projects in Each Council District**




Note: Other projects on the unfunded needs list not included in this graphic include bridges, freeways, guardrails, roads, and streetlights. As of June 21, 2023, there were 8,348 total projects including over 6,000 streetlight projects.

Source: OCA generated based on data provided by Transportation.

While the City has a backlog of treatments Citywide, Transportation is prioritizing the highest-crash intersections. When reviewing the 75 most dangerous intersections[14] identified in the 2016 audit, we found that 39 (52 percent) received treatments between May 2018 through April 2023. Out of the remaining 36, 19 (25 percent) had past or active CIP projects, and 3 (4 percent) without active or completed projects had programmed capital projects that were unfunded. Additionally, there are an unknown number of treatments that are managed through work orders in the City's Enterprise Asset Management system. Smaller treatments like speed humps, newly installed stop signs, and curb paint are not specifically tracked.

Finally, the City annually evaluates and reports out on the number of severe injuries and fatalities that occurred in the previous year. Staff present crash information to the Active Transportation and Infrastructure Committee, the Mobility Board, and report it on the

14 We defined "most-dangerous intersections" as any intersection with at least one injury every two years.

Vision Zero website. Yet, in the most recent update, staff did not report on the type or number of treatments. The website also contains some treatments information, but according to Transportation, it is outdated. Recommendation 18 provides more information on the Vision Zero website.

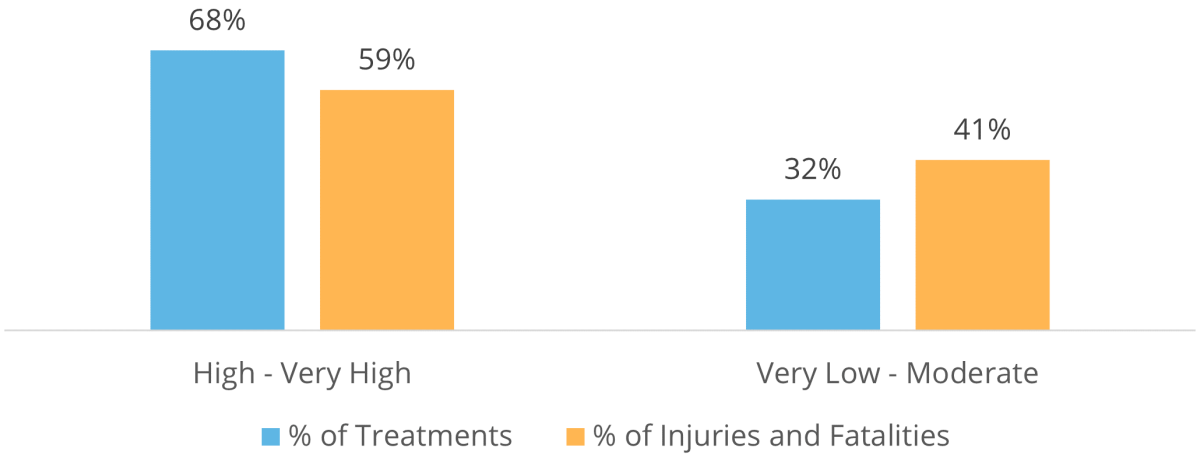
***Based on our analysis of limited treatment data maintained and shared by Transportation, recent pedestrian safety treatments do not appear to be proportional to the number of crashes occurring in more vulnerable communities within the City.***

The City created a Climate Equity Index ("CEI") that scores each census tract and determines a level of access to opportunity. The CEI incorporates both environmental justice and social equity by using dozens of measurements to produce an overall index score. Current City strategies for equitable provision of services emphasize that areas with very low, low, and moderate access to opportunity face the largest barriers and should be prioritized. We analyzed available treatment data against the City's climate equity index zones.[15] With the limited data, we found that crashes disproportionately occurred in communities with lower CEI scores and did not receive a proportional number of treatments. High and Very High Access Communities received 68 percent of treatments but only experienced 59 percent of crashes. Inversely, Very Low to Moderate Access Communities experienced 41 percent of severe injuries and fatalities but received only 32 percent of the treatments. **Exhibit 7** summarizes our results.

15 As mentioned previously, since Transportation is unable to track the number or location of all safety-related treatments, the City's ability to ensure that treatments are installed equitably is limited.

*Exhibit 7*

**Analyzed Treatments Occur Disproportionately in Communities with High to Very High CEI Scores**




Note: Analyzed treatments are a sub-set of the total number of pedestrian safety treatments implemented by the City. Data was provided by the Transportation Department and does not include smaller-scale projects like speed humps, newly installed stop signs, and curb paint. Additionally, larger capital projects that include pedestrian safety elements are not included.

Source: OCA generated based on data provided by Transportation and analyzed by the City of San Diego EGIS.

Additionally, there are roughly 50 percent more analyzed treatments for every crash in higher CEI census tracts. Specifically, there are the equivalent of two treatments per injury or death in census tracts with very high CEI scores, and under one treatment per injury or death in census tracts with low CEI scores.

***The City recently made policy changes to better incorporate equity into the selection of mobility projects and should monitor the effects.***

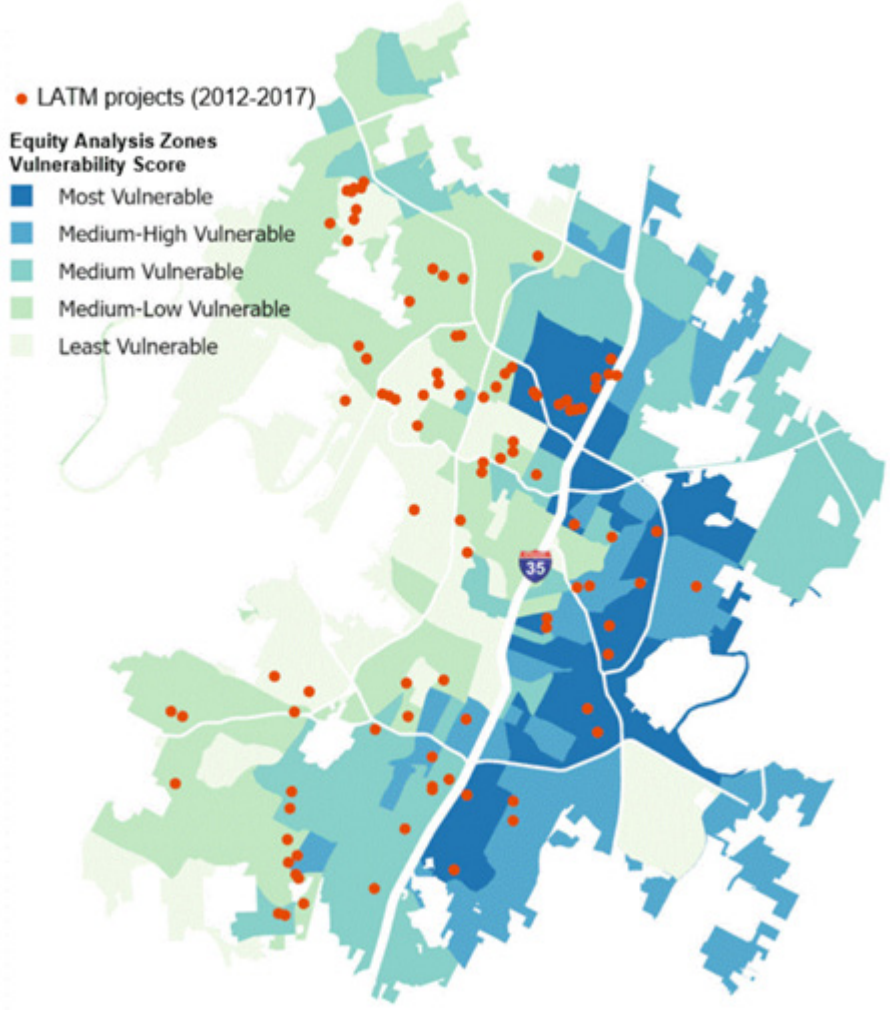
To combat the risk that projects are not equitably distributed, the City is elevating equity in the discussion of capital projects. The City recently updated Council Policy 800-14—the policy that scores and prioritizes capital projects—to include equity as a scoring criterion. Additionally, the City is releasing its Mobility Master Plan, which should help prioritize projects in the limited funding environment and create a pathway for equity goals. Projects will be evaluated on health, equity, safety, and accessibility, among other factors.

In order to show the effectiveness of these changes—and make any necessary adjustments—the City should publicly report out on pedestrian crashes by different areas of the City. These reports should aim to highlight potential disparities to ensure equitable distribution of

treatments. For example, the City of Austin (Austin) analyzed its traffic calming program and found that treatments were disproportionately located in areas of the City with more wealth and a higher share of white residents. In response, Austin created a new Speed Management Program that identifies traffic calming projects based on citywide need. The program also incorporates equity criteria—along with crashes, proximity to schools and libraries, and volume of speeding—into the ranking methodology. The changes resulted in the large shift of resources toward more vulnerable communities shown in **Exhibit 8** and **Exhibit 9**.

*Exhibit 8*

**Austin's Previous Request-Based System Resulted in Projects Disproportionately Located in Wealthier, Less Vulnerable Communities**

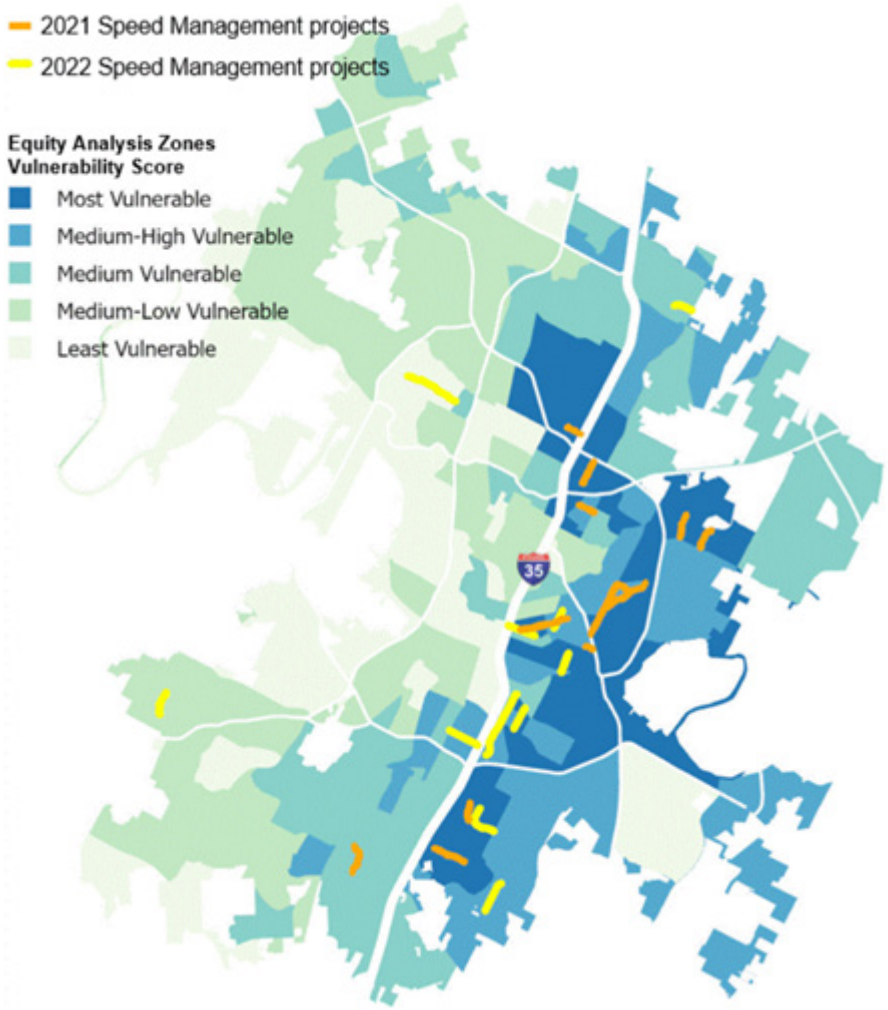



Note: LATM stands for the Local Area Traffic Management Program which closed with the onset of the Speed Management Program.

Source: City of Austin Safe for All 2023 Update

*Exhibit 9*

**Austin's New Prioritization Model Resulted in Projects Located Mostly in Vulnerable Communities**




Source: City of Austin Safe for All 2023 Update

Similarly, to Austin, the City should geographically present pedestrian safety treatments with an equity lens. Easily accessible information helps the public hold the City accountable to its pedestrian safety initiatives and goals.

## 2023 Recommendations:

### *Recommendation 1.1* (Priority 1)

The Transportation Department should annually report out on efforts to improve pedestrian safety made through either the high-crash or systemic safety analysis. Reporting should be publicly available and should include, but not be limited to:

a. The number of severe injuries and fatalities;

b. The number of each type of treatment;

c. Mapped locations of crashes and treatments; and

d. Analysis of locations of crashes and treatments in relation to the City's Climate Equity Index.

**Management Response:** Agree [See full response beginning on page 67.]

**Target Implementation Date:** June 30, 2024

## Current Status of Original 2016 Recommendation 3

**Recommendation 3:**

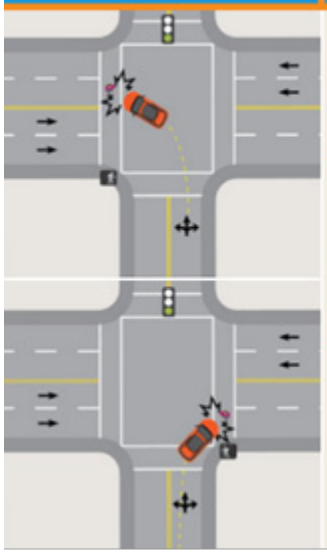
TSW should establish a written policy to ensure that, in the event that TSW receives funding for one specific type of pedestrian safety infrastructure improvement (such as pedestrian countdown timers), TSW should utilize the analysis from the methodology developed as part of Recommendation #1, in conjunction with Council Policy 800-14, to ensure that these improvements are placed at the high-pedestrian collision locations where they will have the greatest impact on pedestrian safety.

| | | |
|---|---|---|
| Original Implementation: | October 2017 | Transportation created an internal procedure to use data-driven analyses to determine where funding should be allocated. |
| ✓ Current Status: | Still Implemented | Transportation used the high-crash and systemic safety analyses to obtain over $2 million in grant funding since 2016. |

Transportation used the high-crash analysis or the SSARP to identify intersections that need treatment and applied for grants using the identified intersections. **Exhibit 10** shows an example of a dangerous intersection type and possible recommendations to install.

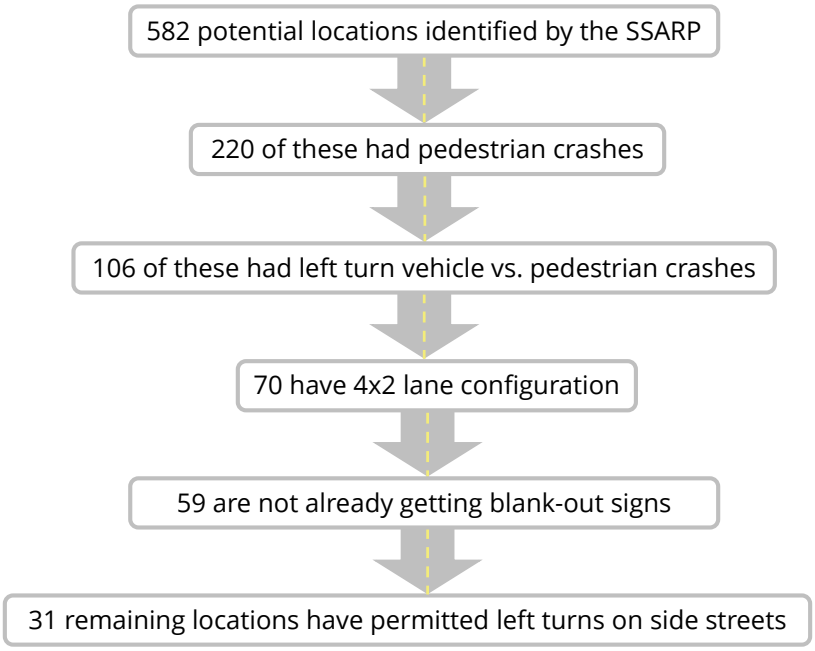
*Exhibit 10*

### Transportation Used a Proactive Analysis to Identify Specific Intersections and Recommendations That Decrease Crash Likelihood

| EXAMPLES | HOTSPOTS | COUNTERMEASURES |
|---|---|---|
|  | • Turning vehicle fails to yield to **pedestrian** crossing in the crosswalk at a traffic signal<br>• Signalized (permitted left turn)<br>• 3x3 (both 1-way), (1-way) 3x4, 4x2<br>• Primary Roadway ADT: 7,001 – 25,000 (varies by lane configuration) | **Low-cost Recommendations**<br>• Leading Pedestrian Interval (LPI) with blank-out turn restriction signs (expect 60% drop in crashes)*<br>• High Visibility Pedestrian Crosswalks (expect 40% drop in crashes)*<br>• Pedestrian Countdown Signal Heads (expect 25% drop in crashes)*<br>• Left Turn Lane<br>• Other improvements as appropriate<br>**Higher-cost Recommendations**<br>• Left Turn Lane and Protected Left Turn Phase (expect 55% drop in crashes)*<br>• Flashing Yellow Arrows (expect 36.5% drop in crashes)*<br>• Roundabout (expect 35-67% drop in crashes)* |

Source: Systemic Safety: The Data-Driven Path to Vision Zero.

For a 2022 HSIP grant, according to Transportation, staff started with the SSARP list and used the below filters to identify 31 locations for activated blank out signs, leading pedestrian intervals, pedestrian countdown timers, and high-visibility crosswalks.




Transportation received three Highway Safety Improvement Program (HSIP) grants focused on Citywide intersections since the 2016 audit. Grants totaled $2.35 million and funded additional leading pedestrian interval signs, right-turn blank-out signs, and high-visibility crosswalks. The City also received over $5 million for the University Avenue Complete Street project, which includes pedestrian refuges, wide sidewalks, and roundabouts. Additionally, in 2022, the City applied for both implementation and planning funds through the Safe Streets for All Grant and received $680,000 to plan for a quick build in disadvantaged communities, a speed management plan, and a slow streets program. Finally, in the FY2023 Adopted Budget, Transportation received three full-time employees to manage grant applications, invoicing, reconciliations, and reporting.

## Current Status of Original 2016 Recommendation 4

**Recommendation 4:**

In the event that TSW is not successful in receiving grant funding to develop a more robust methodology for identifying high-collision locations that takes into account additional factors such as vehicle speeds, TSW should seek other opportunities to fund the development of this methodology.

| | | |
|---|---|---|
| Original Implementation: | April 2017 | The City was awarded a grant to conduct a systemic safety analysis. |
| Current Status: | Partially Implemented – Needs Updating | Transportation uses a systemic safety analysis to apply for pedestrian safety grant funding but should update high-risk locations based on current data. |

Systemic approaches provide agencies with a cost-effective way to improve traffic safety. The Federal Highway Safety Administration (FHWA) reported that several agencies implementing the systemic approach are reporting large crash reductions. FHWA describes the basic tenets of a systemic safety approach as follows:

- Identifying a safety concern based on an evaluation of data at the system level;
- Establishing common characteristics (risk factors) of locations where severe crashes frequently occur; and
- Emphasizing deploying one or more low-cost countermeasures to address the underlying circumstances at many of the locations experiencing the risk factors.

In April 2019, the City published its SSARP report ("Systemic Safety – The data-driven path to Vision Zero"). The analysis used a number of metrics including road type, traffic volumes, and speed limits to identify risky intersections. As mentioned above in the section from the 2016 report's Recommendation 3, Transportation used the SSARP to identify locations for treatments funded by State grants. The original SSARP stated an update was expected after two years when data became available. However, the analysis has not been updated since the original publication, over four years ago. Transportation staff indicated they are planning to conduct an in-house update of the SSARP, with a target publish date of June 30, 2024.

## 2023 Recommendations:

### *Recommendation 1.2* (Priority 1)

The Transportation Department should complete an updated systemic safety analysis that identifies probable locations and applicable countermeasures that will improve traffic safety.

**Management Response:** Agree [See full response beginning on page 68.]

**Target Implementation Date:** June 30, 2024

# Topic 2: Communication

## *The City should update its pedestrian safety communications plan to better ensure inclusive public engagement and outreach.*

### In 2016, OCA found the City should increase awareness and change pedestrian and driver behavior by developing a Citywide public education and outreach campaign.

The 2016 audit found that education and outreach efforts were not consolidated and that the City did not have a plan to use a data-driven approach to target specific neighborhoods. To address this, OCA issued four recommendations to develop an education and outreach campaign that is collaborative with external groups, and which is customized and placed by neighborhood based on enforcement and crash data.

***We found that the City is still collaborating with outside agencies and internal departments but should develop a community outreach and engagement plan that includes an updated media strategy, work with community-based organizations, and a focus on project-specific information.***

✓ 1 Still Implemented

◑ 3 Partially Implemented

The City continues to perform outreach and education, but its focus is on a Citywide audience and the most recently updated Communications Plan is from FY2021. Insufficient public engagement and outreach can result in delayed implementation or public backlash to projects. To address this risk, other cities conduct comprehensive community engagement and outreach programs to educate the public on treatments, and to gain community input on project design.

## Current Status of Original 2016 Recommendation 10

**Recommendation 10:**

The Chief Operating Officer should direct staff to develop a Citywide public education campaign designed to raise awareness of pedestrian safety issues and improve driver and pedestrian behavior.

| | | |
|---|---|---|
| Original Implementation: | March 2018 | The City should develop a Citywide public education campaign. |
| Current Status: | Partially Implemented – Needs Updating | Communications regularly promotes Vision Zero but should update its comprehensive plan. |

We found that Communications regularly promotes Vision Zero projects and general street safety. The City's Better by Bike website includes information on the latest bike projects, lanes and routes, and bike safety. The City also issues press releases, posts on social media, and creates informational videos related to road safety. For example, the City posted on social media about the installation of the roundabout at Florida Drive and how it relates to the City's Vision Zero goal. On the most recent "Bike Anywhere Day," Communications created social media posts relating bicycling to the Climate Action Plan and to the City's STAT team. **Exhibit 11** shows an example of a recent X post about road safety.

### *Exhibit 11*

### The City Provides Vision Zero Updates through Social Media Posts

Source: City of San Diego Twitter

As detailed in our 2016 audit, having a coordinated plan for promoting road safety efforts can maximize the impact of education and outreach efforts. Coordination may also improve cost efficiencies by consolidating efforts carried out by individual departments. According to Communications, the most recent version of the Vision Zero Communications Plan is from FY2021. Staff are hoping to update the plan this fiscal year to reflect changes experienced during the COVID-19 pandemic. This could include changes such as the Slow Streets program, pedestrian promenades, and Spaces as Places in an updated plan. For further information on changes to a public education campaign, see the section on the 2016 audit's original Recommendation 13.

We included a recommendation to address this and several other related issues later in this report.

## Current Status of Original 2016 Recommendation 11

**Recommendation 11:**

The development of this campaign should be a collaborative approach which includes the Communications Department, any other City departments that can contribute resources and expertise, and community partners, such as Vision Zero stakeholders and advocacy groups, where needed.

| | | |
|---|---|---|
| Original Implementation: | March 2018 | The City considered input from internal departments and external agencies in the development of Vision Zero education campaigns. |
| ✓ Current Status: | Still Implemented | Communications meets with relevant City departments and external stakeholders to ensure coordinated media campaigns. |

Transportation, SuMo, and Communications regularly meet to coordinate outreach and media announcements. According to staff, examples of discussed projects include bike lanes, roundabouts, sidewalk repair, and road improvements. The Mayor's Community Engagement team also attends these meetings to ensure updates are being shared with community groups in neighborhoods impacted by specific projects. According to City staff, departments also meet with SANDAG and MTS to ensure the agencies are cross-posting information and collaborating on outreach.

## Current Status of Original 2016 Recommendations 12 and 13

**Recommendation 12:**

This public information campaign should include a core message that can be customized to fit different neighborhood needs, such as examples of behaviors that have placed pedestrians at risk in specific neighborhoods, or the use of different languages to reach non-English speakers. These messages should be developed using available data on the locations and causes of pedestrian collisions in the City's neighborhoods. If funding is available, development should also utilize focus groups or other research methods to ensure the effectiveness of the campaign.

**Recommendation 13:**

Data should be utilized to place campaign media in locations where it will have the greatest effect on awareness, behavior, and safety.

| | | |
|---|---|---|
| Original Implementation: | March 2018 | Communications developed potential key messages, considered aspects of customization, and committed to using data to place media in the locations with the greatest effect. |
| Current Status: | Partially Implemented – Needs Updating | Current outreach efforts focus on reaching a Citywide audience while highlighting neighborhood-specific projects. The City should create a Community Outreach and Engagement Plan to better capture the current state of pedestrian safety work and its benefits. |

***The City's current educational efforts generally focus on a Citywide audience while highlighting specific projects.***

The City produces some education materials related to specific treatments,[16] but its current outreach efforts focus on a Citywide audience. For example, Communications produced a "Rules of the Road" campaign for bicyclists and pedestrian safety brochures posted on its Vision Zero website. The San Diego Police Department ("SDPD") also conducts community education events and puts out press releases regarding pedestrian safety.[17]

16 Treatments include engineering improvements like curb extensions or traffic circles, but also speed feedback signs, roadway striping, signage, and increased enforcement. A collection of the City's different treatments can be found in the City of San Diego Traffic Calming Guidelines.

17 Due to the previously mentioned reasons for excluding the review of SDPD, we did not review whether comprehensive campaigns including education and enforcement were placed using a data-driven approach. According to staff, Communications coordinates with SDPD on safety messages and defers crash investigations to the SDPD media services team.

A lack of information around new engineering treatments can be confusing and lead to public backlash against the project. For example, recently installed advisory bike lanes[18] that were not paired with an effective education and outreach campaign were not well received by local residents and were eventually removed.

***The City should expand community engagement to build more inclusive public support for Vision Zero projects.***

We found that the City conducts some community engagement around pedestrian safety but should expand its efforts to be more inclusive. The International City County Manager Association states that inclusivity results in more creative ideas, strengthened communication, robust support for results, and deeper relationships.

Examples of current engagement include:

- Surveying residents and working with community-based organizations—taken from the work done on the Climate Action Plan—to inform the Mobility Master Plan.
- Meetings with the public on project design.
- Interdepartmental meetings to help ensure the City is sharing updates with community groups in the affected area.
- Community meetings and volunteer task forces through Transportation's Traffic Calming Program.

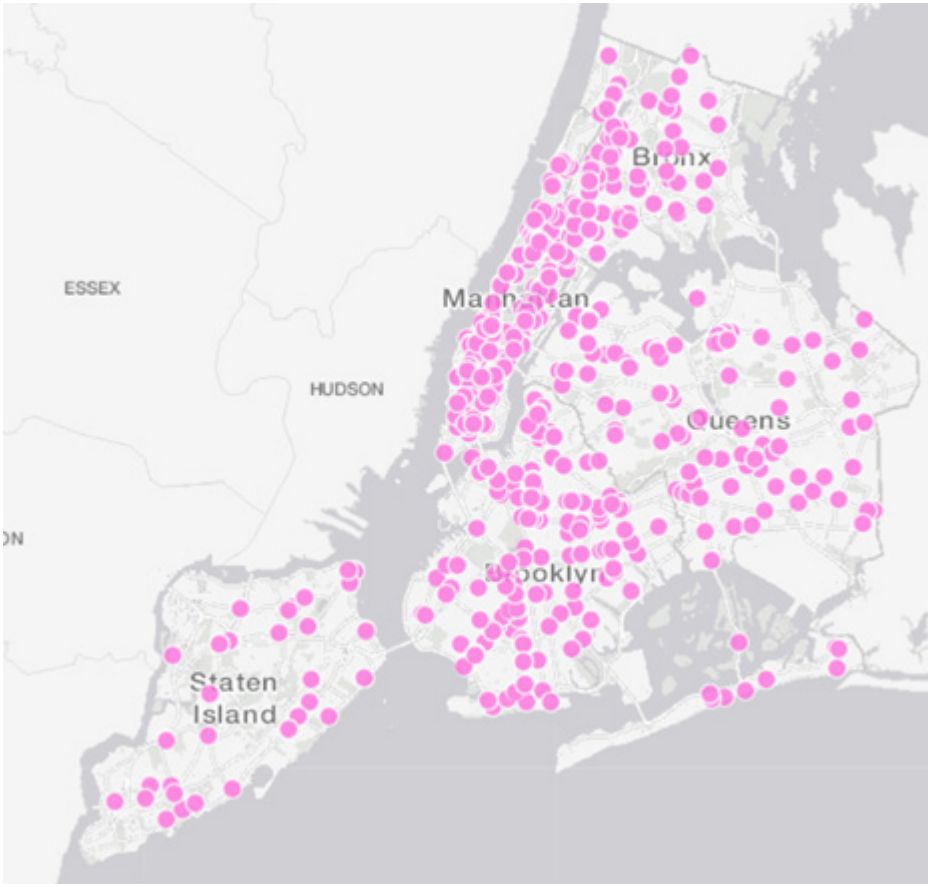
While these engagement strategies reach some of the population, many people face barriers to traditional public engagement settings like public meetings. The City has taken some steps to mitigate these barriers, including issuing outreach guidance for its bicycle program and translating a traffic safety video. However, these do not apply to all pedestrian safety efforts and should be expanded to be more inclusive than just notification. In FY2020, the City allocated $100,000 for one-time expenditures related to Vision Zero. The City planned to use the funds for outreach and social media promotion. According to Communications, staff scheduled activities and events for early 2020 using one-time funds but had to cancel due to COVID-19. These funds were not allocated in future budget years.

18 Advisory bike lanes remove the center dividing line on streets, forcing motorists to share a single lane. When oncoming traffic approaches, drivers are expected to move over into the "advisory" bike lanes to pass.

Benchmark cities highlighted their efforts around inclusive public engagement. The City of New York conducts Street Teams—a collaboration between the Police and Transportation Departments—to bring education directly to road users. Transportation Street Ambassadors meet local stakeholders in active neighborhood spaces to conduct surveys and introduce potential safety projects. These efforts also include a week-long education campaign, paired with equitable enforcement focusing on the top violations related to Vision Zero. **Exhibit 12** shows the large number of street team interactions conducted throughout the City.

*Exhibit 12*

### New York City Conducted Outreach at Dozens of Vision Zero Street Team Events




Source: City of New York Vision Zero View

San Jose staff stated that they conducted a survey and do a lot of engagement in specific communities. San Jose recently received a State grant that funded engagement in council districts with higher fatality rates. San Jose staff also stated that they have an equity steering committee, which contains community representatives from different groups.

The San Francisco Municipal Transportation Authority operates a community organization grants program that engages local community groups in increasing Vision Zero awareness and participation among hard-to-reach vulnerable populations.

Los Angeles developed a Vision Zero Dignity-Infused Community Engagement approach. This approach works to eliminate traffic deaths and seeks to heal the negative impacts of past transportation planning. It includes a variety of engagement efforts to ensure all communities can participate in transportation planning. Efforts include:

- A social climate analysis;
- Capacity building trainings;
- Resident advisory councils;
- Community engagement events; and
- Support for those impacted by traffic violence.

The City should take ideas from these cities to develop an inclusive community engagement plan around pedestrian safety and mobility. To assist in this work, the City's Planning Department is developing an inclusive engagement toolbox that will provide guidelines for how City employees consider input from community members. Earlier recommendations—including reporting out on safety treatments and evaluations—can also provide additional support for assessing and building community support.

## 2023 Recommendations:

### *Recommendation 2.1* (Priority 2)

The Chief Operating Officer should coordinate relevant departments to develop an inclusive public engagement and outreach plan around mobility generally, specifically to include pedestrian safety. The plan should include:

- An update of the Vision Zero Communications Plan;
- Collaboration between operational departments;
- Work with community-based organizations;
- Guidance on translation and interpretation services around Vision Zero; and
- A focus on project-specific information and benefits of past projects.

**Management Response:** Agree [See full response beginning on page 68.]

**Target Implementation Date:** Dependent on the allocation of additional resources.

# Topic 3: Monitoring & Evaluation

## *The City should expand evaluations and improve its website to increase public transparency and build support for Vision Zero projects.*

### In 2016, OCA found that current funding levels may not have been sufficient to achieve long-term Vision Zero goals and that the City did not have strategies to evaluate or monitor the City's progress or to report results.

The audit recommended the City build a Vision Zero website and formalize identifying priorities and funding into the Vision Zero Task Force's responsibilities. All recommendations were fully implemented by May 2020.

***We found that the Mobility Board is still identifying priority engineering, enforcement, and education initiatives, but that the City should expand its program and treatment evaluations as well as improve the City website to increase public transparency and better communicate project benefits.***

**2 Still Implemented**

**2 Partially Implemented**

Note: We found that Recommendation 16 for the Mobility Board to identify outside funding is not applicable as of the time of our review.

The City completes some basic crash evaluations as requirements for grant funding but should consistently evaluate both the impact of the systemic safety programs and larger infrastructure projects.

Additionally, while the Vision Zero website contains basic information and is still updated, other cities are expanding access by including more detailed information and compelling narratives. Both evaluations and an improved website can help enhance public transparency and potentially increase support for Vision Zero projects.

## Current Status of Original 2016 Recommendations 14 and 15

**Recommendation 14:**

The Vision Zero Task Force should add identifying funding needs and opportunities to its general responsibilities.

**Recommendation 15:**

The Vision Zero Task Force should annually determine what engineering, enforcement, and education initiatives the City should consider implementing to achieve its Vision Zero goals and provide information on funding needs for consideration during the annual budget process.

| | | |
|---|---|---|
| Original Implementation: | May 2020 | **The Mobility Board included determining necessary engineering, enforcement, and education initiatives in its bylaws and made those recommendations to City leaders.** |
| ✓ Current Status: | Still Implemented | **The Mobility Board annually identifies infrastructure changes to help the City meet its Vision Zero goal.** |

After the Vision Zero Task Force dissolved, the 2016 audit recommendations were re-assigned to the Mobility Board. Board members regularly meet to discuss Vision Zero and other mobility related topics. The Mobility Board sent letters to City Council and the Mayor for both FY2023 and FY2024 detailing different actions the City could fund to improve pedestrian safety. The letters recommend that the City provide funding to:

- Fix the most dangerous intersections;
- Perform a study on reducing speed limits; and
- Repair sidewalks and streetlights.

The most recent letter provided actionable recommendations including estimated costs and impacted council districts. As an example, the FY2024 letter can be found in Appendix E.

## Current Status of Original 2016 Recommendation 16

**Recommendation 16:**

The Vision Zero Task Force should work to identify and recommend the City pursue additional grants or other funding sources that can be used to further its Vision Zero efforts.

| | | |
|---|---|---|
| Original Implementation: | May 2020 | **The Mobility Board agreed to identify and recommended that the City pursue additional grants.** |
| Current Status: | N/A | **The Mobility Board historically does not provide input on funding sources, and the City has internal processes to identify outside funding.** |

In its annual letters, the Mobility Board has not identified additional funding sources or grants. However, in its FY2023 letter, it did recommend that Transportation add staff time to coordinate with other agencies to identify future funding opportunities. Transportation stated that the City maintains grant awareness by working with the Grants Department and Governmental Affairs. Specifically, the FY2023–FY2027 5-year Capital Infrastructure Planning Outlook lists out grants and amounts that the Transportation Department will be pursuing in the next five years. Given these current efforts, additional Mobility Board efforts to identify grants may be redundant. Recommendation 3 contains more information on grants related to pedestrian safety.

The Office of the City Auditor (OCA)'s FY2024 workplan includes an audit to determine whether the City effectively competes for grant funding to support critical City priorities and initiatives.

## Current Status of Original 2016 Recommendation 17

**Recommendation 17:**

The City should consider either adding an Evaluation Subcommittee to the Vision Zero Task Force or developing a formal evaluation process to ensure that evaluation and monitoring is completed for the City's engineering, enforcement, and education Vision Zero initiatives. In order to effectively evaluate the City's progress:

1. The evaluation process should include evaluation in terms of both outputs and outcomes which align with the City's Vision Zero goal to eliminate severe traffic collisions and fatalities, including pedestrians, by 2025.

2. Where necessary, departments should establish additional processes to ensure necessary data is available for evaluation. For example, the San Diego Police Department's Traffic Division may need to establish a new process of collecting and tracking data on citations issued during targeted pedestrian safety enforcement operations.

3. The Vision Zero Task Force should benchmark with other municipalities that have Vision Zero efforts to help develop and implement evaluation methods.

| | | |
|---|---|---|
| Original Implementation: | May 2020 | The Mobility Board indicated it would assist the City in developing a formal evaluation process. |
| Current Status: | Partially Implemented – Needs Updating | While the City evaluates some projects, it should expand on its assessments to ensure project effectiveness and build public support for traffic safety projects. |

***The City is in the process of conducting evaluations of some projects but evaluated metrics should be expanded.***

Evaluations are a best practice that measure the effects on traffic and safety after a change is made. Conducting evaluations helps ensure that interventions are having the intended effect, avoiding unintended consequences, and allows the City to make adjustments, if necessary. According to Transportation, grant-funded projects have reporting requirements that will measure before and after crash totals at treated intersections. Out of the four grants identified by staff, two have reportedly completed all planned treatments[19] and are currently in

19 Treatments include engineering improvements like curb extensions or traffic circles, but also speed feedback signs, roadway striping, signage, and increased enforcement. A collection of the City's different treatments can be found in the City of San Diego Traffic Calming Guidelines.

the process of being evaluated. Due to the lagging nature of before and after evaluations, staff does not expect to complete analysis on the first project until 2026. According to staff, they do not currently evaluate the effectiveness of the treatments on non-grant funded projects. While staff does continue to evaluate Citywide crash data, it does not have the capacity to conduct post-project evaluations. Additionally, some changes are minor enough that they would not be good candidates for post-project analysis.

There is increased regional effort to evaluate projects. First, according to Transportation, staff completed an evaluation for a guard rail/median, sidewalk, and streetlighting project. The evaluation used crash data from three years prior to the project and three years post construction. Additionally, the University of California, San Diego Urban Studies & Planning Department completed an evaluation of the Shared Streets 2.0 Pilot in September 2021, which found that after the changes, vehicle volumes in the modified areas decreased, while walking increased. Specifically, it found that:

- Vehicle volume decreased by 59 percent;
- The adjacent control street only saw a 36 percent increase in vehicle volume; and
- Walking increased on the Shared Street by 41 percent.

Other efforts to evaluate projects include criteria laid out in the Mobility Master Plan. According to SuMo, staff will evaluate projects based on proximity to severe or fatal crashes. However, staff will use already available data rather than collecting any additional data, including speeds or travel times.

***Transportation should regularly evaluate its systemic safety approach to ensure effectiveness of the overall program and installed treatments.***

Internal evaluations of data-driven programs and treatments can provide valuable information on the effectiveness and unintended consequences of those programs. As mentioned previously, the City is required to conduct before and after crash analysis of its grant-funded treatments; however, there are no plans to conduct interim evaluations. The National Academy of Sciences highlighted the need for analysis of both the overall systemic analysis program and treatments that were installed as a part of the program. The report also stated that interim outcomes, such as changes in vehicle speed and near-misses can be used to determine whether treatments are working effectively.

In a separate report on traffic speed as it relates to pedestrian safety, the Academy concluded that almost all interviewed cities measure before and after speeds, before and after volumes, and crash data. A number of cities measured the effect of speed management treatments on the change in volume on adjacent streets and corridor travel time. **Exhibit 13** shows which cities evaluated project effects on a variety of measures.

*Exhibit 13*

### Other Cities Have Developed Expanded Evaluation Metrics and Processes

| | Before and After Speeds | Before and After Volumes | Change in Volume on Adjacent Streets | Crash Data | Corridor Travel Time |
|---|---|---|---|---|---|
| Arlington | ✓ | ✓ | ✓ | | |
| Calgary | ✓ | ✓ | | ✓ | ✓ |
| Chicago | ✓ | ✓ | | ✓ | ✓ |
| Durham | ✓ | ✓ | ✓ | ✓ | |
| Fremont | ✓ | | | ✓ | |
| Green Bay | ✓ | ✓ | | ✓ | ✓ |
| Los Angeles | ✓ | ✓ | ✓ | ✓ | ✓ |
| Nashville | ✓ | ✓ | | ✓ | |
| Portland | ✓ | ✓ | ✓ | ✓ | ✓ |
| San Francisco | ✓ | | | ✓ | |
| Seattle | ✓ | ✓ | | ✓ | ✓ |

Blank = N/A

Source: National Academies of Sciences, Engineering, and Medicine. "Pedestrian Safety Relative to Traffic-Speed Management (2019)".

Other cities have started to implement more robust evaluation techniques:

- The City of New York completed a before and after analysis of over 1,000 safety treatments from 2008 to 2016 and found that treatments dramatically reduced injuries and deaths for all road users.
- The City of Austin conducted an internal evaluation of leading pedestrian intervals. The evaluation found that installation of leading pedestrian intervals resulted in an

additional 18 percentage point reduction in the number of crashes compared to intersections without treatments.

- The City of Seattle recently completed a top-down review of its Vision Zero program that resulted in recommendations to implement iterative, small-scale improvements, and to accelerate planning for broader implementation of planned interventions.

With the onset of the new SSARP planned for mid-year 2024, the City should take this opportunity to develop a policy to regularly evaluate the effectiveness of its analysis and the resulting treatments, including using interim outcomes like changes in vehicle speed and near misses.

***Transportation should expand evaluated metrics on large-scale mobility projects to bolster public support.***

While smaller installations that come out of a systemic safety analysis can be evaluated more regularly, it is still important to show the effectiveness of large-scale projects. Other agencies, including the San Francisco Municipal Transportation Authority (SFMTA) and the City of Portland, regularly evaluate mobility projects to show effectiveness of improvements, inform opportunities to refine a project's design, and communicate the effects of a project to the public.

The City of Portland completed analyses of major street redesigns, showing the effect on vehicle speeds, commute times, and transit times. Specifically, the Portland Bureau of Transportation collected data on a road that experienced a major reconfiguration including the addition of parking protected bike lanes, a turn lane, and sidewalk and curb ramp updates. It found:

- Top end speeding decreased;
- Transit-time for most of the day had little to no change; and
- Traffic volumes or speed on neighborhood streets near the project had no significant increases.

The SFMTA conducted an evaluation of both small- and large-scale projects using data from 2017–2022. The evaluations reported on key performance metrics including vehicle, bicycle, and pedestrian collisions, vehicle speeds, bicycle signal compliance, vehicle-pedestrian interactions, and vehicle travel time.

These types of evaluations can be used to help assure community members concerned about large projects in their neighborhoods. Evaluations of large-scale mobility projects can also be used to help

communicate project benefits and can determine whether treatments are working as expected. The Vision Zero Network's "Core Elements for Vision Zero Communities" states that monitoring effects and impacts, as well as updating and sharing data regularly, helps build trust and sets expectations for accountability between key stakeholders. The network suggests that cities proactively monitor, evaluate, and share progress, including regular public progress reports. According to the Mayor's Office, there are plans to conduct one-off evaluations of bigger projects. This could include analyzing the number of incidents, safety, traffic volumes, and intersection wait times. The City could use these reports as an opportunity to provide greater transparency and build public support for Vision Zero projects.

## 2023 Recommendations:

### *Recommendation 3.1* (Priority 2)

The Transportation Department should develop a policy for evaluating the impacts of the high-crash and systemic safety analysis programs. The policy should include steps to evaluate program effectiveness on the number of crashes, severe injuries, and fatalities, as well as interim outcomes, such as changes in vehicle speed and near-misses. Results of the evaluations should be made publicly available.

**Management Response:** Agree [See full response beginning on page 69.]

**Target Implementation Date:** Dependent upon funding for additional positions.

### *Recommendation 3.2* (Priority 2)

The Transportation Department should evaluate large pedestrian-related infrastructure projects for at least the effect on speeds, volumes, and crash data. It should also consider evaluating for the effect on corridor travel time—including transit travel time—and change in volume on adjacent streets. Additionally, these evaluations should be posted on the City's website.

**Management Response:** Agree [See full response beginning on page 69.]

**Target Implementation Date:** Dependent upon funding for additional positions.

## Current Status of Original 2016 Recommendation 18

**Recommendation 18:**

The Chief Operating Officer should direct staff to develop a comprehensive Vision Zero website and post the status of the City's implementation of Vision Zero initiatives on the website. The Chief Operating Officer should also consider directing staff to include this information on the City's Open Data Portal website.

| | | |
|---|---|---|
| Original Implementation: | October 2017 | The City's Vision Zero website, including a list of Vision Zero initiatives and planned completion dates, went live in October 2017. |
| Current Status: | Partially Implemented – Needs Updating | The City still maintains a Vision Zero website but should make several updates to improve transparency and accountability. |

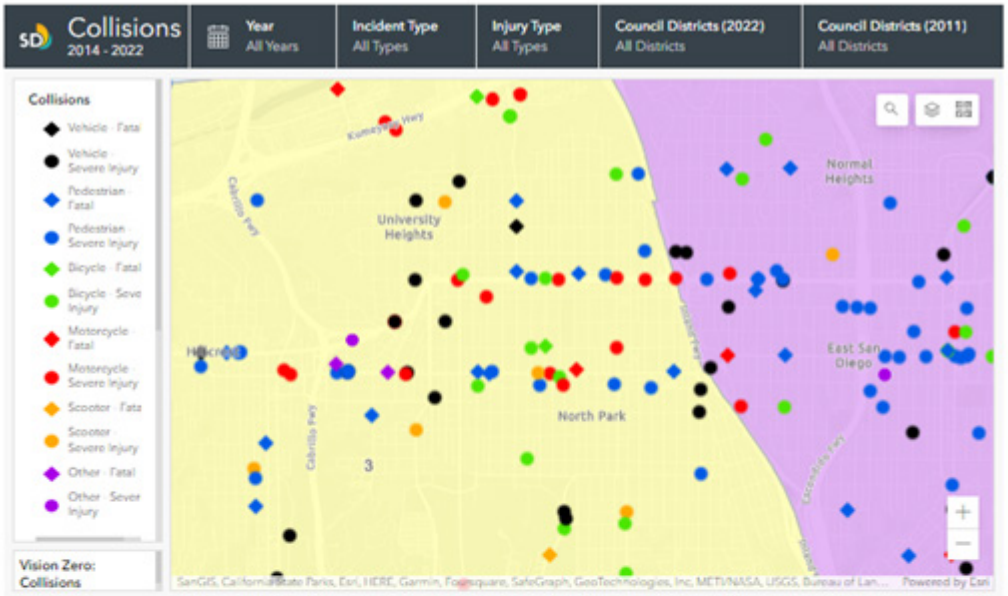
***The City updates the website with crash and police enforcement information.***

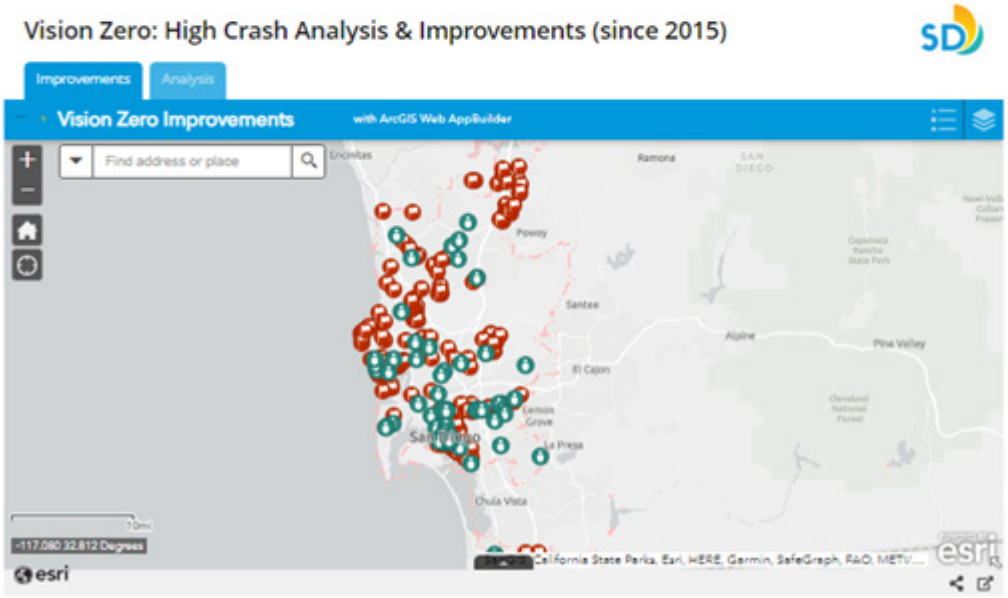
The City updated the Vision Zero website with severe and fatal crash information, as well as the number and type of SDPD citations by geographic division. The website also includes geographical information about some treatments, such as leading pedestrian intervals, signs, countdown timers, and crosswalks. Additionally, the Capital Improvement Projects map shows capital projects in the planning, design, and construction phases.

While the City still updates parts of the Vision Zero website, some of the information is incomplete or outdated. Crash data is up to date through 2022, but according to Transportation, the treatments data is outdated. **Exhibit 14** shows the current maps on the Vision Zero website.

*Exhibit 14*

**The City Provides Some Crash and Treatment Data on Its Existing Website, but the Maps are Separated, and Treatment Data is Outdated**




Source: City of San Diego Vision Zero website.

According to City staff, there is no lead department for updates to the Vision Zero website. Also, while the CIP map shows projects, the public is not able to filter projects by asset type. This makes it difficult to easily find road safety projects. Finally, the CIP map does not include non-capital projects that Transportation completes, such as traffic calming speed humps, chicanes, or traffic circles.

***Other Vision Zero websites provide more detailed information and progress updates.***

Other cities present more detailed Vision Zero websites, which help to build a persuasive traffic safety narrative. Los Angeles' Vision Zero website contains a map showing both traffic fatalities and improvement projects. Different layers on the map contain project features like sidewalk repair, left turn calming, pedestrian refuge islands, and curb extensions. It also provides an opportunity to show human impact as the public can memorialize loved ones directly on the map. **Exhibit 15** shows the locations of pedestrian fatalities, memorials, projects, and project features in one neighborhood. In contrast, the City of San Diego only has fatalities and limited intersection treatments on different maps, making it harder to compare locations.

*Exhibit 15*

**Los Angeles' Vision Zero Map Allows the Public to Easily Identify Nearby Fatalities, Memorials, and Project Features**

Source: City of Los Angeles Department of Transportation.

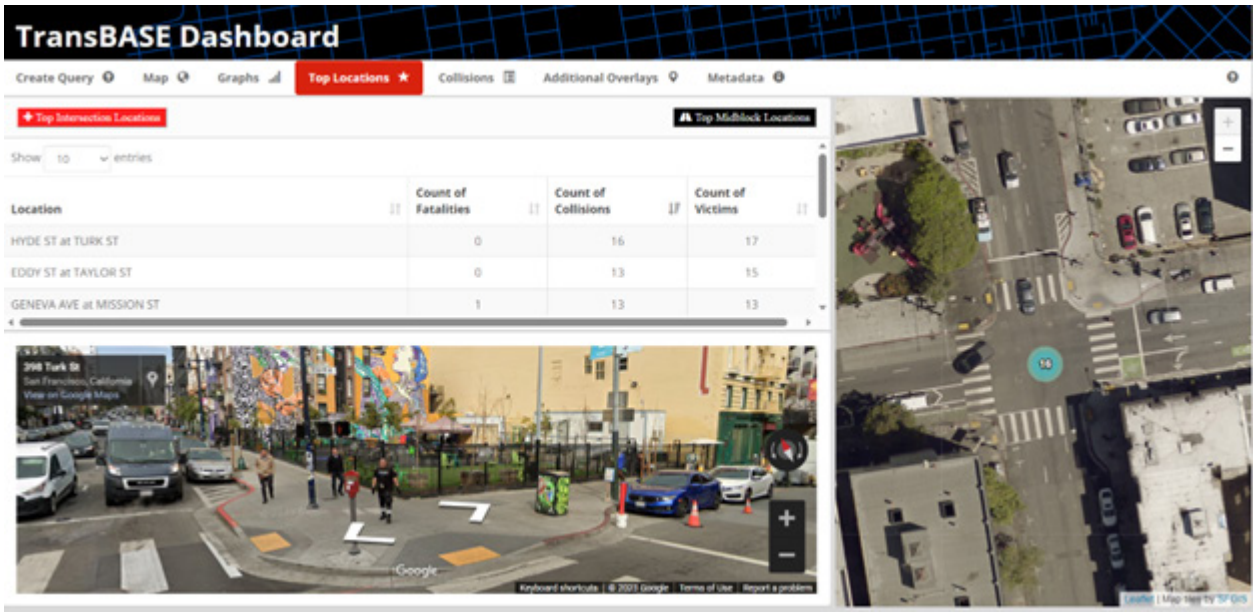
Austin's Vision Zero uses a story map to weave together data, maps, pictures, and narrative to present why and how the City of Austin is fixing social inequities. It shows that traffic violence disproportionately affects certain communities and describes the use of new procedures to equitably prioritize projects. Other examples we found include:

- Minneapolis shows examples of quick-build solutions, and posts links to the different projects that employ these fixes.

- San Francisco provides quarterly updates showing progress on traffic calming, crosswalks, and quick builds. It also uses a dashboard named "TransBASE" that provides information on traffic injuries and fatalities. These are layered with traffic information, such as the nearest control device, speed limits, bike networks, and transit routes. **Exhibit 16** shows an example of a high-crash intersection viewed through the TransBASE dashboard.
- San Jose provides filters on its crash map including the age of parties involved, violations, date and time of crash, injury severity, and weather and lighting conditions.
- New York City has a Vision Zero dashboard that shows crashes, injuries, street design, speed limits, and outreach events.

*Exhibit 16*

## San Francisco's TransBASE Dashboard Shows the Public Real-Life Images of Dangerous Intersections




Source: City of San Francisco TransBASE Dashboard.

Expanded information on pedestrian safety treatments and crashes will create more transparency between the City and its residents. This will help hold City decision-makers accountable when it comes to pedestrian safety.

## 2023 Recommendations:

### *Recommendation 3.3* (Priority 3)

The Communications Department should work with the Transportation Department to update the City's website to better communicate efforts to achieve Vision Zero. Updates should include, but not be limited to:

a. Mapped locations and treatments from Recommendation 1;

b. Progress on identified goals and strategies; and

c. Project-specific information, such as dates, current status, and locations.

**Management Response:** Agree [See full response beginning on page 69.]

**Target Implementation Date:** June 30, 2024

# Topic 4: Oversight & Management

## *The City should create a central coordination mechanism for Vision Zero efforts.*

When the City first adopted Vision Zero, it created a task force that oversaw development of the Vision Zero Strategic Plan. The Mayor's Office headed the task force with representatives from relevant City departments and outside organizations making up the other members. During OCA's follow-up on the original audit recommendations, the recommendations originally made to the Vision Zero Task Force were given to the City's new Mobility Board after the task force was disbanded. However, the Mobility Board only has City staff as liaison, and serves only in advisory capacity compared to the oversight role of the previous task force.

Even though the Vision Zero Task Force disbanded, City staff stated that there are regular meetings on road safety between relevant departments. According to staff, departments coordinate outreach and media announcements on bike lane projects, new sidewalk repair, and other road improvements. Additionally, Transportation stated that it meets with SDPD monthly to discuss pedestrian safety efforts. However, there is a risk that without a consistent driving force or dedicated position, the City may not be able to fully use data-driven systems and certain tasks may be delayed. For example, according to City staff, the original SSARP could not be fully utilized since the manual labor aspect would take too long to complete Citywide. Additionally, there is no lead department in charge of updating the website, leading to incomplete information, as described in the Current Status of Original 2016 Recommendation 18 section above.

We found that other cities operate with a central authority that oversees Vision Zero activities. For example, San Jose operates a quarterly Vision Zero Task Force that includes relevant department directors, county officials, and outside agency representatives. Minneapolis operates three different advisory and oversight groups: (1) A Vision Zero Task Force made up of department directors; (2) An advisory committee made up of community stakeholders and agency partners; and (3) A technical advisory committee made up of city staff responsible for implementation. Additionally, cities we interviewed all had a staff member dedicated to Vision Zero. These

staff lead development of Vision Zero programming, collect data, and conduct outreach. The City of San Diego should create or assign a similar position to be the lead on road safety efforts. **Exhibit 17** shows different cities and their oversight bodies or staff positions.

*Exhibit 17*

### Other Cities Have a Dedicated Vision Zero Coordinator and Oversight Bodies to Conduct Vision Zero

| | Dedicated Vision Zero Coordinator | Internal Oversight Committee | External Oversight Committee |
|---|---|---|---|
| San Diego | ✗ | ✗ | ✓ |
| Austin | ✓ | ✓ | ✓ |
| Minneapolis | ✓ | ✓ | ✓ |
| Portland | ✓ | ✗ | ✓ |
| San Francisco | ✓ | ✓ | ✓ |
| San Jose | ✓ | ✓ | ✓ |

Source: OCA generated based on interviews and data from relevant cities.

In the absence of a dedicated Vision Zero coordinator, a central authority in the City could coordinate or join responsibilities that currently span many departments. The draft Complete Streets Policy committed the City to creating an interdepartmental group to provide guidance and oversight for project coordination. The policy recommends the group consist of the Chief Operating Officer and directors of relevant City departments. A group like this could oversee central tasks, such as updating the website, presenting data related to pedestrian safety, and coordinating outreach.

## 2023 Recommendations:

### *Recommendation 4.1* (Priority 2)

The Chief Operating Officer should create or assign a Vision Zero coordinator, or equivalent position. Staff tasks should include:

a. Sharing information and coordinating departments on traffic safety issues;

b. Conducting public engagement and outreach; and

c. Supporting departments in analyzing traffic safety data.

**Management Response:** Agree [See full response beginning on page 70.]

**Target Implementation Date:** Dependent on the allocation of additional resources.

### *Recommendation 4.2* (Priority 2)

In line with the draft Complete Streets Policy, the Chief Operating Officer should form an interdepartmental mobility governance group to provide oversight and ensure departmental collaboration on pedestrian-safety related projects.

**Management Response:** Agree [See full response beginning on page 70.]

**Target Implementation Date:** December 31, 2024

# Appendix A

## *Definition of Audit Recommendation Priorities*

The Office of the City Auditor maintains a priority classification scheme for audit recommendations based on the importance of each recommendation to the City, as described in the table below. While the City Auditor is responsible for providing a priority classification for recommendations, it is the City Administration's responsibility to establish a target date to implement each recommendation, taking into consideration its priority. The City Auditor requests that target dates be included in the Administration's official response to the audit findings and recommendations.

| PRIORITY CLASS* | DESCRIPTION |
|---|---|
| 1 | Fraud or serious violations are being committed.<br><br>Significant fiscal and/or equivalent non-fiscal losses are occurring. Costly and/or detrimental operational inefficiencies are taking place. A significant internal control weakness has been identified. |
| 2 | The potential for incurring significant fiscal and/or equivalent nonfiscal losses exists. The potential for costly and/or detrimental operational inefficiencies exists.<br><br>The potential for strengthening or improving internal controls exists. |
| 3 | Operation or administrative process will be improved. |

* The City Auditor is responsible for assigning audit recommendation priority class numbers. A recommendation that clearly fits the description for more than one priority class shall be assigned the higher priority.

# Appendix B

## *Audit Objectives, Scope, and Methodology*

### Objective

In accordance with the Office of the City Auditor's approved Fiscal Year 2023 Audit Work Plan, we conducted a high-risk re-review of the City of San Diego's (City) pedestrian safety programs. The objective of this audit was to determine the extent to which the City is continuing to implement the identified (or similar) recommendations of the 2016 Performance Audit of the City's Programs Responsible for Improving Pedestrian Safety and the potential impact of these efforts.

### Scope

The scope of this audit included the City's activities to improve pedestrian safety, especially as it relates to the recommendations of the 2016 audit. The 2016 audit focused specifically on the City's pedestrian safety programs, and this review maintains the same focus.

The 2016 audit returned 18 recommendations addressed to the Chief Operating Officer, the Communications Department, the Transportation Stormwater Department, the San Diego Police Department, and the Vision Zero Task Force. The recommendations are broken down in this report as follows.

- Topic 1: Four Recommendations Assigned to the Transportation Stormwater Department.
- Topic 2: Four Recommendations Assigned to the Chief Operating Officer and the Communications Department.
- Topic 3: Five Recommendations Assigned to the Mobility Board or Chief Operating Officer.

This report does not cover the five recommendations made to the San Diego Police Department (SDPD).[20] Additionally, we addressed several issues that emerged since the previous audit – for example, analysis of locations of crashes and treatments in relation to the City's Climate Equity Index in Topic 1.

20 The 2016 audit examined the role of enforcement in pedestrian safety but did not consider the impact of increased enforcement on specific communities. However, the enforcement role of SDPD is still critical to achieving Vision Zero goals and this topic could be reviewed at a future date.

## Methodology

To determine the extent to which the City was continuing to implement the identified (or similar) recommendations from the 2016 audit, we:

- Reviewed previous City of San Diego Office of the City Auditor reports, data, and recommendation follow-up documentation.
- Interviewed relevant City staff from the following departments:
  - Transportation Department (Transportation)
  - Communications Department (Communications)
  - Sustainability and Mobility Department
  - Planning Department
  - Mayor's Office Community Engagement Team
- Reviewed City documentation related to pedestrian safety treatments, oversight structure, evaluation, and community engagement, including:
  - Policies relating to pedestrian crashes;
  - Procedures for starting and completing service notifications;
  - Traffic calming guidelines and procedures;
  - Memos identifying and programming treatments for high-crash intersections; and
  - State and federal grant applications.
- Reviewed updates to the City's Complete Streets Policy and Mobility Master Plan.
- Analyzed data and mapped number and location of pedestrian crashes, treatments, and climate equity index locations.
- Analyzed data on active and completed Capital Improvement Project data and internal unfunded needs list.
- Reviewed nationwide studies and best practices on pedestrian safety, systemic safety analysis, and project evaluation.
- Benchmarked against nationwide municipalities to determine pedestrian safety best practices. Public entities we benchmarked with include:
  - City of Austin
  - City of Minneapolis
  - City of Portland
  - City and County of San Francisco
  - City of San Jose
- Reviewed City communications materials relating to pedestrian safety including:
  - The City's website;
  - Press releases;

    - Social media posts; and
    - Presentation materials.
- Reviewed agendas and minutes from Mobility Board meetings.
- Reviewed annual budget documentation including budget letter recommendations from the Mobility Board.

## Data Reliability

We primarily worked with crash data provided by the Transportation Department, analyzed from police reports found in the San Diego Police Department Crossroads system. Treatment data is from SAP provided by Transportation. Data was used to provide contextual information and was sufficiently accurate for the purposes of the report and our recommendations. We assessed the reliability of this data by interviewing relevant staff.

## Internal Controls Statement

We limited our review of internal controls to specific controls relevant to our audit objective, described above.

## Compliance Statement

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

# Appendix C

## *Full List of 2016 Audit Recommendation Summaries and Assigned Department*

| Number | Assigned Department | Recommendation Summary |
|---|---|---|
| 1 | Transportation | Transportation should identify locations that experience the highest number of pedestrian crashes. |
| 2 | Transportation | Transportation should evaluate, program, and request funding for a minimum number of locations identified in Recommendation #1, and progress should be publicly reported on an annual basis. |
| 3 | Transportation | Transportation should ensure any additional funding for pedestrian safety treatments is used at locations identified in Recommendation #1, in conjunction with Council Policy 800-14. |
| 4 | Transportation | Transportation should develop a more robust method for identifying high-crash locations that incorporates other factors, such as vehicle speeds. |
| 5 | San Diego Police Department | SDPD should create a data-driven goal to increase enforcement on violations that are risky to pedestrians and report out on the number and type of violations recorded. |
| 6 | San Diego Police Department | SDPD should provide additional training to officers on the most dangerous violations. |
| 7 | San Diego Police Department | SDPD should identify locations where targeted enforcement is most needed. |
| 8 | San Diego Police Department | SDPD should combine enforcement with education and outreach. |
| 9 | San Diego Police Department | SDPD should ensure officers are trained on pedestrian safety and educating drivers. |
| 10 | Chief Operating Officer and Communications | The City should develop a Citywide public education campaign. |
| 11 | Chief Operating Officer and Communications | The education campaign should consider other stakeholders in its development. |
| 12 | Chief Operating Officer and Communications | The education campaign should be customizable based on behaviors or specific neighborhoods. |
| 13 | Chief Operating Officer and Communications | The education campaign should use data to place media where it will have the greatest effect on awareness, behavior, and safety. |
| 14 | Mobility Board | The Vision Zero Task Force should identify funding needs and opportunities. |
| 15 | Mobility Board | The Vision Zero Task Force should annually determine initiatives and provide information on funding needs for the annual budget process. |
| 16 | Mobility Board | The Vision Zero Task Force should identify and recommend additional grants or funding sources. |
| 17 | Mobility Board | The City should consider developing a formal evaluation process including outputs, outcomes, and benchmarks. |
| 18 | Chief Operating Officer | The City should develop a comprehensive Vision Zero website. |

# Appendix D

## *2016 Audit Recommendation Original Implementation Notes*

### Recommendation 1: Original Implementation – April 2017

Transportation Department Instruction 1.0, effective as of 8/25/2017, describes a process for staff to annually analyze high-injury-crash intersections and mid-block segments. It also directs Transportation to identify the five highest pedestrian crash locations. The analysis incorporates both the number and severity of pedestrian collisions at each location. Transportation staff should prepare a report describing recommended improvements, cost estimates, and planned actions. The first analysis identified the five highest crash locations without current, ongoing improvements.

### Recommendation 2: Original Implementation – October 2017

Transportation Department Instruction 1.0 directs staff to evaluate the highest pedestrian crash intersections and report out on recommended treatments. Transportation set a goal of evaluating five intersections per year using this method. In February 2017, City staff produced a list of evaluated high-crash intersections. The list showed some treatments were already completed. Treatments included high visibility crosswalks, pedestrian timers, and audible pedestrian signals. Additionally, crashes and treatments were being reported on the City's Vision Zero website.

### Recommendation 3: Original Implementation – October2017

Transportation Department Instruction 1.0 stipulates that if funding is received for a specific type of pedestrian safety infrastructure treatment, the pedestrian crash location ranking method, in conjunction with Council Policy 800-14, will be a factor in determining where pedestrian infrastructure is improved.

### Recommendation 4: Original Implementation – April 2017

In June 2016, the City was awarded the SSARP grant in the amount of $247,500 for the purpose of conducting a citywide crash analysis to identify safety issues on the City's roadway network and corresponding low-cost countermeasures.

### Recommendation 5: Original Implementation – April 2021

SDPD analyzed data to determine which violations are most likely to cause harm to pedestrians and instructed Captains to incorporate enforcement of these violations. Officers were also instructed to include enforcement and education related to Vision Zero in their community engagement efforts.

A link to the Vision Zero webpage was placed on SDPD's webpage and the Traffic Division released press releases for its targeted pedestrian safety efforts. Additionally, the Strategic Plan includes SDPD's measurable goal of increasing enforcement of the most likely violations contributing to pedestrian crashes by 10 percent.

### Recommendation 6: Original Implementation – May 2019

The SDPD Traffic Division produced a video and developed curriculum specific to pedestrian safety. Officers were in the process of being trained at the time of recommendation closure.

### Recommendation 7: Original Implementation – March 2018

The SDPD Traffic Division analyzed three years of fatal and severe injury pedestrian and bicycle crashes and identified the common violations contributing to these accidents. The Traffic Division planned to annually evaluate data to identify changes and started to focus grant funded enforcement and education on areas identified by the analysis.

### Recommendation 8: Original Implementation – March 2018

SDPD conducted two educational and enforcement details per month and press releases were issued, attracting media attention.

### Recommendation 9: Original Implementation – April 2017

The Traffic Division instructed commanding officers to direct officers to take pamphlets for educating drivers and pedestrians prior to targeted pedestrian safety enforcements.

### Recommendation 10: Original Implementation – March 2018

The Communications Department led the development of the City's Vision Zero Communications Plan, completed in May 2017. The objectives of the plan were to increase safety, improve dialog between the City and the community, and promote stories about Vision Zero efforts. The plan listed out potential key messages and described the different delivery channels the City could use to increase awareness of Vision Zero. The Communications Department also started to execute the plan. For example, Circulate San Diego and Councilmember Chris Ward held a news conference on November 17, 2017 on University Ave., which has one of the highest pedestrian crash rates of any corridor in the City.

### Recommendation 11: Original Implementation – March 2018

Communications developed the Vision Zero Communications Plan in consultation with other stakeholder departments, external agencies, and members of the public. Departments included the Transportation and Storm Water Department, the San Diego Police Department, and the Planning Department. Other stakeholders included the County of San Diego, San Diego Unified School District, SANDAG, and the Vision Zero Task Force.

## Recommendation 12: Original Implementation – March 2018

In its Vision Zero media strategy, the Communications Department provided potential key messages including, "Heads up and slow down!" and "Don't keep rolling, we may be strolling." The strategy also considered focused, specific communications based on the type of road user or cause of crashes. Finally, it laid out basic performance measures including positive media coverage related to Vision Zero, public response and complaints, and potential inclusion in Resident Satisfaction Surveys.

## Recommendation 13: Original Implementation – March 2018

The Communications Department committed to capturing all enforcement and education efforts so that the City would know where and how to best direct future activities. Additionally, the San Diego Police Department conducts traffic safety and enforcement operations that primarily emphasize education. The operations occur at locations where data shows higher incidences of pedestrian related crashes.

## Recommendation 14: Original Implementation – May 2020

City Council formed the Mobility Board in 2019 to advise the Mayor and City Council on transportation-related decisions. The Mobility Board provides oversight of the Vision Zero Action Plan. Additionally—as stated in the Mobility Board bylaws—Mobility Board members should identify funding needs and determine initiatives the City should consider to achieve its Vision Zero goal.

## Recommendation 15: Original Implementation – May 2020

The Mobility Board met several times during 2019 on the issues of Vision Zero and pedestrian safety. In December 2019, the Mobility Board sent a letter to the Mayor's Office and City Council detailing the cost and impact of different pedestrian safety improvements citywide. The letters included recommendations to fund roundabouts, improvements to El Cajon Blvd, and safe intersection improvements.

## Recommendation 16: Original Implementation – May 2020

The Mobility Board's duties include to "advise the Mayor and Council on the implementation of the City's Bicycle Master Plan and Pedestrian Master Plan and advise on oversight of the Vision Zero Action Plan." The Board also formed a Vision Zero subcommittee to work on the remaining open audit items. The Vision Zero Subcommittee identified and recommended the City pursue additional grants or other funding sources that can be used to further its Vision Zero efforts.

## Recommendation 17: Original Implementation – May 2020

The Vision Zero evaluation subcommittee indicated it would assist the City in developing a formal evaluation process. The response also indicated the subcommittee would provide the City with

both output and outcome metrics. The subcommittee clarified that the City must agree to the proposed evaluation process and metrics, determine the appropriate programs and timeframes for evaluation, and work with the subcommittee to provide the necessary data upon request.

### Recommendation 18: Original Implementation – October 2017

The Vision Zero website went live in October 2017.

# Appendix E

## *Mobility Board Budget Letters*

City of San Diego Mobility Board
San Diego, CA 92101

September 22, 2022

Mayor Todd Gloria
City Administration Building
202 C Street, 11th Floor
San Diego, CA 92101

**Subject: Requests for Fiscal Year 2024 Budget**

Dear Mayor Gloria and Councilmembers:

We are writing on behalf of the City of San Diego Mobility Board to make recommendations for San Diego's FY 2024 Budget. We appreciate the leadership that you have already shown on developing safe, sustainable mobility options in your first two years in office, and we look forward to continuing to work together to build a truly multi-modal San Diego

Our overarching goal for the 2024 budget is to deliver infrastructure solutions that bring us closer to achieving the Vision Zero goal of zero traffic fatalities and serious injuries and the transportation mode shift targets set in San Diego's recently updated 2022 Climate Action Plan. We also want to emphasize that mobility investments should prioritize historically underserved communities.

We believe that building a safe and connected active transportation network should be one of San Diego's top priorities for Fiscal Year 2024. In 2021 alone, forty-six people were killed while walking and seven were killed while riding bikes in the City of San Diego. At the same time, while the updated Climate Action Plan sets a target of 35% active transportation mode share citywide by 2035, the city is currently sitting at approximately 7%. **If San Diego is to meet this legally-binding climate goal and reduce the epidemic of injuries and deaths on its streets, it must radically increase the speed at which it is making streets safe.**

In pursuit of our equity, safety, and climate action goals, we are proposing a list of citywide priorities for the FY 2024 budget:

1. **Close Critical Bikeway Network Gaps with Out-of-Cycle Resurfacing**

   San Diego's current system bundles bikeway installation with scheduled resurfacing projects. Problematically, this bundling strategy leaves essential bike network connections on dangerous roads incomplete for years, even as high-quality bikeways are built on both sides of them. Furthermore, if different sections of a roadway are

resurfaced on offset schedules, as often occurs, Transportation may never find an opportunity to implement a continuous bikeway on the full length of a corridor.

While the Safe and Sustainable Transportation for All Ages and Abilities Team (STAT) can fill some of these gaps with quick-build projects, higher volume roads with multiple lanes often cannot be converted to safe bikeways using only paint and posts, or other quick-build methods. More complex projects that require curb realignment, complex new restriping patterns, and physically protected bikeways can only be implemented as full-build projects during resurfacing.

Funding for off-cycle resurfacing would allow the Transportation Department to strategically select roads to resurface with full-build bikeways based on their role in the greater bikeway network. This approach would empower Transportation to complete fully functioning bikeway networks in key areas of San Diego with significantly greater efficiency.

The Transportation Department currently spends approximately $200,000 per mile implementing Class IV bikeways during resurfacing. $2 Million in funding would enable Transportation to build ten miles of critically needed safe bikeways per year in the locations where bikeways would be most impactful.

Like the STAT team, bikeway projects implemented through this program should prioritize essential network connections on roads where potential ridership is the highest, and injuries have been most common. These projects should also prioritize historically disinvested communities. For a sample list of proposed projects, see this document.

Estimated Cost: $2 Million

Council District(s) Impacted: All

**2. Increase Mileage Targets for the STAT**

The FY 2023 budget included a line item for $1.35 million in funding for the Safe and Sustainable Transportation for All Ages and Abilities Team (STAT). The STAT is responsible for constructing quick-build bikeways using cheap and impermanent materials like flexible bollards and striping. This funding should be doubled to $2.7 million for FY 2024. The STAT team's current mandate to build nine miles of quick-build bikeways per year is insufficient to meet the city's Climate Action Plan and Vision Zero goals; with increased funding, this mandate should be doubled to at least eighteen miles.**This was the last item to be excluded from the FY 2023 budget; it should be prioritized for FY 2024.**

Estimated Cost: $1.35 Million

Council District(s) Impacted: All

3. **Fix San Diego's Most Dangerous Intersections**

The City should continue its work fixing the most dangerous intersections according to the Systemic Safety Analysis Report Program. These improvements should include effective, low-cost measures like lead pedestrian interval blank out signs, audible pedestrian signals, countdown timers, and high-visibility crosswalks. In FY 2023, the City of San Diego allocated $3,910,850 to improving traffic signals. The City should increase that funding to $6,000,000 and prioritize the most dangerous intersections. In FY 23, the City improved 10 intersections. With additional funding, the City should be able to improve at least 15 intersections. The City can improve the return on its investment by focusing on the effective, low-cost solutions mentioned above.

Estimated Cost: $2.1 Million

Council District(s) Impacted: All

4. **Complete an Updated Bicycle Master Plan**

San Diego's Bicycle Master Plan has not been updated since 2013, at which time the safest, Class IV classification of bikeways was not used. The new Mobility Master Plan will only include a new Bicycle Master Plan as an implementing action, meaning there are no immediate plans to begin an update. To set San Diego on the right track towards its CAP goals, this update should be funded and begun as soon as possible. This plan should follow the lead of SANDAG and adopt the NACTO Urban Bikeway Design Guide as the design standard for all new bike facilities.

Estimated Cost: $500,000

Council District(s) Impacted: All

5. **Study Lowering Speed Limits on Vision Zero Corridors using AB 43:**

California Assembly Bill 43 (AB 43) was signed into law on October 8, 2021. This bill gives cities throughout the state more control over deciding how speed limits should be set. Speed limits have historically been set using the 85th percentile speed, which typically did not give consideration into the surrounding land uses and context of the

roadway. The goal for this legislation is to allow cities to lower speed limits in areas that may be prone to safety concerns such as areas with high pedestrian or bicycle activity. While cities like Los Angeles, Oakland, and San Francisco have already taken advantage of this law to study lowering speed limits on hundreds of roads, San Diego has yet to begin any systematic studies. In FY 2024, the City should begin by funding a study of reducing speed limits on San Diego's Eight Vision Zero Corridors, as identified by Circulate San Diego's 2015 report.

These corridors include:

- Fifth Avenue
- Broadway
- El Cajon Blvd.
- Euclid Avenue
- Garnet Avenue
- Imperial Avenue
- Market Street
- University Avenue

This study should also prioritize the following corridors that were not identified in the 2015 report, but present serious safety hazards:

- Morena Boulevard
- Genessee Avenue

Although AB 43 took effect on January 1, 2022, agencies will not be able to enforce lower speed limits under the new legislation until June 30, 2024. To prepare for this legislation, Fehr & Peers, and likely other transportation firms, can proactively identify areas with concentrated speeding issues for potential speed management interventions that may be areas of opportunity under AB 43. The recommendations from this analysis would identify quick build or speed management opportunities for the City to consider or test, prior to the June 2024 enforcement date.

Estimated Cost: $50,000
Council District(s) Impacted: 1, 2, 3, 4, 8, 9

**6. Increase Funding for Sidewalk Repairs**

In FY 2023, the City of San Diego budgeted $7.7 Million towards sidewalk repairs and reconstruction. Well-maintained sidewalks are an indispensable component of Vision Zero, and the city should increase funding to $9 Million for the ambitious campaign of sidewalk repair it is already undertaking.

Estimated Cost: $1.3 Million
Council District(s) Impacted: All

**7. Increase Funding for New Streetlights**

In FY 2023, the City of San Diego budgeted $3.65 Million for new streetlights. Adequate lighting is one of the most important factors in making people feel safe while walking, bicycling, or waiting for public transportation, and should be further prioritized in FY 2024. Providing $4 Million in funding for new streetlights would allow the city to continue its ambitious path towards providing adequate street lighting citywide.

Estimated Cost: $350,000
Council District(s) Impacted: All

**8. Install Physical Protection for All New Full-build Class IV Bikeways:**

Almost all recent Class IV bikeway projects in San Diego have used flexible bollards to separate bikeways from travel lanes. While flexible bollards are useful for demarcating space for bicyclists, they do not have any stopping power to prevent drivers from hitting bicyclists. To support the City's **"Class IV First"** initiative, all new full-build Class IV bikeways should use physical protection such as concrete curbs or inflexible bollards to separate bikeways from traffic lanes. This item would require increasing the Transportation Department's budget for each new Class IV bikeway.

As the city currently spends approximately $200,000 per mile when implementing Class IV bikeways during resurfacing, this budget request would require $50,000 to $200,000 in additional funding per mile, depending on the type of physical protection implemented. The funding needed for this request would depend on the miles of Class IV bikeway planned for FY 2024. Based on the 5.6 miles of Class IV bikeway that Transportation has planned for FY 2023, total cost would be approximately $300,000-$1.2 Million.

Estimated Cost: $50,000 to $200,000 per mile

Council District(s) Impacted: All

**9. Invest in Dedicated Bike Signals for Class IV Bikeways**

While separated bikeways can cut injuries by over 80% compared to roads with no bike facilities, they present unique collision risks at intersections that must be mitigated with dedicated bike signals. San Diego should ensure that dedicated bike signals are installed at all major intersections along Class IV bikeways.

Estimated Cost: $1,200 per intersection

Council District(s) Impacted: All

**10. Invest in Education and Encouragement Campaigns for Active Transportation**

Under Mayor Kevin Faulconer, the FY 2020 budget allocated $100,000 to Vision Zero education. The FY 24 budget should restore that funding. This campaign should consist of city-led education and encouragement programming for safe active transportation and public transportation, as well as grant funding for education programming provided by nonprofits and community-based organizations.

Estimated Cost: $100,000

Council District(s) Impacted: All

**11. Plant 4,000 New Streets Trees in FY 2024**

San Diego's recently adopted 2022 Climate Action Plan sets the ambitious goal of planting 40,000 new street trees in Communities of Concern by 2030. Starting in 2024, that would require the city to plant an average of 5,700 trees per year for the next seven years. Because it will take some time to scale up, we strongly recommend that the city show a commitment to this plan by setting a goal of planting 4,000 new street trees in FY 2024. That would be a dramatic increase from the goal of 1,000 trees that the city set for FY 2023, and would most likely require, at minimum, tripling the Transportation Department's current budget for two FTE arborists and one-time expenses from $277,000 to $831,000.

Estimated Cost: $554,000

Council District(s) Impacted: All

**12. Monitor Impact of Investments in Active Transportation**

San Diego's new Climate Action Plan has set high and ambitious goals for transportation mode shift by 2035: 35% active transportation, and 15% public transportation. To ensure that San Diego is making progress towards these goals, the city must fund a robust monitoring program that will provide annual reports on transportation mode share in San Diego. To establish which kinds of projects are most impactful, the city should also invest in studies that determine the safety and mode share effects of each major active transportation project that it implements.

Estimated Cost: $100,000

Council District(s) Impacted: All

**13. Implement New Transit-Only Lanes**

Transit-only lanes can transform bus routes from being the least efficient transportation options to the most. The city should study and implement new opportunities for transit-only lanes on the city's most congested corridors. Particular emphasis should be placed on completing the transit-only lane on El Cajon Boulevard such that the Rapid 215 bus route can connect the College Area to Downtown on a continuous dedicated bus lane.

Estimated Cost: $500,000

Council District(s) Impacted: All

**14. Deliver Improved Connectivity to Major Transit Stations**

San Diego invested $2 Billion in the Blue Line Trolley expansion, yet several stations remain isolated from the communities they occupy. For instance, the Balboa Station lacks connectivity to the greater communities of Clairemont Mesa and Pacific Beach, with a complete lack of sidewalks and bicycle infrastructure on Morena Boulevard and Balboa Avenue, and dangerous walking and riding conditions along Mission Bay Drive and Garnet Avenue. The station is an island with severe lack of connectivity in any direction. The Clairemont Drive. and Tecolote stations also need significantly better connectivity to the surrounding communities. Generally, the city should seek to focus pedestrian and bicycle infrastructure investments around transit stations, and continue its construction of transit-oriented developments in these areas.

Estimated Cost: Unknown
Council District(s) Impacted: All

**15. Prioritize Pedestrian Infrastructure and Safety Improvements**

As noted in the opening paragraph, in 2021 alone, 46 people were killed while walking and seven were killed while riding bikes. The FY24 budget should prioritize allocation of funding to expand upon the current Pedestrian Master Plan, originally completed in 2006, and deliver on its implementation framework.

Estimated Cost: Unknown
Council District(s) Impacted: All

**16. Increase Bikeway Maintenance:**

Potholes, poor pavement, and road debris pose a much greater threat to bicyclists than drivers.These hazards can seriously injure or kill bicyclists, while posing minimal risks to drivers. Transportation should dedicate a specific team of three staff members or contractors to conduct routine bikeway maintenance and respond to requests for service on bikeways. These staff members could be reassigned from existing staff, hired as contractors, or hired as new employees, depending on the city's needs.

Estimated Cost: $0-150,000
Council District(s) Impacted: All

**17. Begin Proactive Bike Rack Installation:**

Currently, businesses must request bike racks in the public right-of-way in front of their locations for racks to be installed. While there has been some progress under this system, there remains a persistent lack of safe bicycle parking throughout San Diego. Funding for bike racks should be doubled from $50,000 to $100,000, which would allow the Transportation Department to proactively install bike racks in high parking demand locations. The Transportation Department should use the 2013 bike propensity model to identify high-need areas for bike racks, and take special care that these racks are installed in historically underserved communities. Furthermore, we would like this additional funding to be used to provide matching funding to modular bike locker providers such as Oonee that can provide secure bike parking facilities to San Diegans at low cost to the city.

Estimated Cost: $50,000
Council District(s) Impacted: All

**18. Strengthen Parking and Code Enforcement in Bikeways:**

While the Transportation Department has made strides in building out San Diego's bicycle network in the last year, the ridership and safety benefits of many of these new bikeways have been decreased by chronic issues with illegal parking and parklet installation in bikeways, particularly in the urban core. The city should either hire two new parking enforcement officers ($45,000 FTE), or specifically reassign two existing parking enforcement officers to enforcement of illegal parking in bikeways in the urban core.

Estimated Cost: $0-90,000
Council District(s) Impacted: All

**19. Expand Network of Scooter Corrals to Historically Disinvested Areas:**

San Diego's recent shared micro mobility device regulations have led to a dramatic reduction in the areas of San Diego that are accessible by shared micro mobility. As of this September, scooter corrals remain only in Districts 1, 2, and 3, exclusively in the Downtown, Uptown, Ocean Beach, Mission Beach, Pacific Beach, and La Jolla communities. This contraction of parking locations limits access to this low-cost, low-emissions form of transportation for people living in most neighborhoods of the city, particularly historically underserved communities in Districts 4, 8, and 9. The Mobility Department must expand the network of scooter corrals into Districts 4, 8, and 9, targeting the areas with the highest bike propensity as identified in the 2013 Bicycle Master Plan.

Estimated Cost: $20,000
Council District(s) Impacted: 4, 8, 9

**Conclusion**

Thank you for considering our budget requests. We enthusiastically support the leadership your office has already shown on active transportation, and we look forward to working with you throughout the FY 2024 budget process to ensure the city's resources are being used efficiently to make bicycling as safe and convenient as possible for all of our city's residents.

Sincerely,

Andy Hanshaw
Chair, City of San Diego Mobility Board

THE CITY OF SAN DIEGO

# M E M O R A N D U M

DATE: October 23, 2023

TO: Andy Hanau, City Auditor, Office of the City Auditor

FROM: Eric K. Dargan, Chief Operating Officer

SUBJECT: Management Response to the Office of the City Auditor's High-Risk Re-Review of the City's Pedestrian Safety Programs

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This memorandum serves as the management response to the High-Risk Re-Review of the City's Pedestrian Safety Programs (Performance Audit). At the time this response was written, the draft Performance Audit provided to management contains eight recommendations directed to three departments: the Chief Operating Officer, the Transportation Department, and the Communications Department.

Department staff and management appreciate the Performance Audit prepared by the Office of the City Auditor and thank the staff involved. Management agrees with the recommendations within the Performance Audit, and this management response highlights those recommendations that will need additional resources to implement.

**RECOMMENDATION 1.1:** The Transportation Department should annually report out on efforts to improve pedestrian safety made through either the high-crash or systemic safety analysis. Reporting should be publicly available and should include, but not be limited to:

a. The number of severe injuries and fatalities;
b. The number of each type of treatment;
c. Mapped locations of crashes and treatments; and
d. Analysis of locations of crashes and treatments in relation to the City's Climate Equity Index. (Priority 1)

**Management Response:** Agree. The Transportation Department will modify department instruction number 1 to include an annual publication of the high crash evaluation report (typically 9 months after previous year) and recommendations for correction (an additional 3 months later, which will include in-house corrective actions, as well as larger capital projects) and include a column for climate equity community locations. The notes below provide additional information on the recommended reporting elements:

a. The number of severe injuries and fatalities is already published and available on the Vision Zero website map.
b. High crash and systemic initiated treatments (from both the operations and maintenance and capital expenses budgets) will be included.

c. Mapped location of crashes are already reported on the website; treatments will be included, as referenced above.
d. Climate Equity Index information will be added to the Vision Zero website and maps.

**Target Implementation Date:** June 30, 2024

**RECOMMENDATION 1.2:** The Transportation Department should complete an updated systemic safety analysis that identifies probable locations and applicable countermeasures that will improve traffic safety. (Priority 1)

**Management Response:** Agree. An update to the systemic safety analysis is underway. Additional funding (for both capital expenses and operations and maintenance expenses) and staff (within the Transportation Department) will be necessary to continue to make safety improvements Citywide at identified systemic locations.

**Target Implementation Date:** June 30, 2024

**RECOMMENDATION 2.1:** The Chief Operating Officer should coordinate relevant departments to develop an inclusive public engagement and outreach plan around mobility generally, specifically to include pedestrian safety. The plan should include:

- An update of the Vision Zero Communications Plan;
- Collaboration between operational departments;
- Work with community-based organizations;
- Guidance on translation and interpretation services around Vision Zero; and
- A focus on project-specific information and benefits of past projects. (Priority 2)

**Management Response:** Agree, contingent upon the availability of additional resources. An update to the Vision Zero Communications Plan is underway with collaboration between the Communications, Transportation, and Sustainability & Mobility Departments. However, the recommendation focuses on a larger "inclusive public engagement and outreach plan around mobility generally, specifically to include pedestrian safety." Considering the resources needed to develop such a wide-reaching plan, the City would consider hiring a consultant to develop the plan, engage with community-based organizations, and provide educational opportunities for San Diegans around pedestrian safety measures. The Communications Department will request funding for this effort during mid-year of the Fiscal Year 2025 budget cycle.

If funding is allocated to develop a larger plan, the consultant would work with City departments to address the recommended elements of the plan. For example, Communications would provide guidance on available translation and interpretation services and how to focus the plan through a project-specific lens, highlighting benefits of past projects. Transportation would contribute strategies for ensuring collaboration between operational departments and the involvement of community-based organizations in developing the plan. It should also be noted that the City Planning Department is developing an Inclusive Public Engagement Guide and working on Infrastructure Prioritization

Engagement.[1] Communications, Transportation, and Sustainability & Mobility will work with City Planning—regardless of additional funding for a larger plan—to leverage those efforts to the extent possible, especially as they relate to mobility generally and pedestrian safety specifically.

**Target Implementation Date:** Dependent on the allocation of additional resources.

**RECOMMENDATION 3.1:** The Transportation Department should develop a policy for evaluating the impacts of the high-crash and systemic safety analysis programs. The policy should include steps to evaluate program effectiveness on the number of crashes, severe injuries, and fatalities, as well as interim outcomes, such as changes in vehicle speed and near-misses. Results of the evaluations should be made publicly available. (Priority 2)

**Management Response:** Agree, contingent upon the availability of additional resources. The Transportation Department will update its current department instruction to include post-improvement evaluations, however additional resources will be necessary to complete them.

The Transportation Department currently only has resources to report out on required grant funded projects for before and after condition changes. Additional staff positions have been requested in previous budget cycles to support the department in analyzing and managing traffic safety data, but these additional positions have not been funded. The department will continue to make budget requests for these positions until resources are provided to support these efforts.

**Target Implementation Date:** Dependent upon funding for additional positions.

**RECOMMENDATION 3.2:** The Transportation Department should evaluate large pedestrian-related infrastructure projects for at least the effect on speeds, volumes, and crash data. It should also consider evaluating for the effect on corridor travel time—including transit travel time—and change in volume on adjacent streets. Additionally, these evaluations should be posted on the City's website. (Priority 2)

**Management Response:** Agree, contingent upon the availability of additional resources. The Transportation Department will update its current department instruction to include post improvement evaluations, however additional resources will be necessary to complete them, as noted in response to Recommendation 3.1

**Target Implementation Date:** Dependent upon funding for additional positions.

**RECOMMENDATION 3.3:** The Communications Department should work with the Transportation Department to update the City's website to better communicate efforts to achieve Vision Zero. Updates should include, but not be limited to:

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[1] More information about these efforts is available online at https://www.sandiego.gov/equity-forward/inclusive-public-engagement-guide and https://www.sandiego.gov/planning/programs/work-programs/infrastructure-prioritization-engagement.

a. Mapped locations and treatments from Recommendation 1.1;
b. Progress on identified goals and strategies; and
c. Project-specific information, such as dates, current status, and locations. (Priority 3)

**Management Response:** Agree. The Transportation Department will support an update to the City's website and mapped locations as described in response to Recommendation 1.1. The Communications Department will work with the Transportation Department and the Department of Information Technology to update the Vision Zero webpages. Transportation will provide information on the mapped locations and treatments, progress on goals and strategies, and project-specific information, and Communications will coordinate the website updates. Where appropriate, other department webpages will be linked to this data for easier reference by the public and decision makers.

**Target Implementation Date:** June 30, 2024

**RECOMMENDATION 4.1:** The Chief Operating Officer should create or assign a Vision Zero coordinator, or equivalent position. Staff tasks should include:
a. Sharing information and coordinating departments on traffic safety issues;
b. Conducting public engagement and outreach; and
c. Supporting departments in analyzing traffic safety data. (Priority 2)

**Management Response:** Agree, contingent upon the availability of additional resources. Since Fiscal Year 2019, the City has had a Program Manager position within the Transportation Department to support Vision Zero efforts. The Program Manager was tasked with developing the Vision Zero Strategic Plan; reporting to the Active Transportation and Infrastructure Committee; participating in and closing out recommendations from the previous pedestrian safety audit; and staffing the Mobility Board. In addition, the Program Manager is currently responsible for sharing information and coordinating between departments on traffic safety issues; conducting public engagement and outreach, including reporting to City advisory boards and commissions; and supporting the department in project development and traffic safety data analysis. There is a need for additional resources to accomplish Vision Zero goals, including programming, data collection, website updates, and outreach.

In addition to the existing Program Manager position, additional resources would be necessary to support Vision Zero efforts across multiple departments and achieve the coordinated approach intended by the recommendation. The Transportation Department will therefore consider requesting additional resources in the Fiscal Year 2025 Budget, depending on other operational needs and priorities. The Program Manager will continue to promote cross-departmental collaboration on Vision Zero efforts and will play an integral role within the Mobility Governance Group described in the response to Recommendation 4.2.

**Target Implementation Date:** Dependent on the allocation of additional resources.

**RECOMMENDATION 4.2:** In line with the draft Complete Streets Policy, the Chief Operating Officer should form an interdepartmental mobility governance group to provide oversight and ensure departmental collaboration on pedestrian-safety related projects. (Priority 2)

**Management Response:** Agree. The Sustainability & Mobility Department has recommended the development of a Mobility Governance Group to provide internal oversight and collaboration on the implementation of the Complete Streets Policy, which will be considered for approval by the City Council later this year. The Governance Group will include representation from high-level City management to provide comprehensive and holistic oversight of systemic mobility processes that promote the implementation of complete streets. Staff will engage stakeholders, including relevant boards and committees, on mobility solutions that can be paired with infrastructure improvements to increase accessibility and mobility options.

**Target Implementation Date:** December 31, 2024

Thank you for the opportunity to provide responses to these recommendations. Management appreciates your team's professionalism throughout this review.

Thank you,

Eric K. Dargan
Chief Operating Officer

ED/cmg

cc: Paola Avila, Chief of Staff, Office of the Mayor
Jessica Lawrence, Director of Policy, Office of the Mayor
Charles Modica, Independent Budget Analyst
Matthew Vespi, Chief Financial Officer
Kris McFadden, Deputy Chief Operating Officer
Casey Smith, Deputy Chief Operating Officer
Kristina Peralta, Deputy Chief Operating Officer
Bethany Bezak, Director, Transportation Department
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Nicole Darling, Director, Communications Department
Christiana Gauger, Chief Compliance Officer, Compliance Department
Luis Briseño, Program Manager, Compliance Department

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