2011 ANNUAL REPORT OF THE SAN FRANCISCO PEDESTRIAN SAFETY ADVISORY COMMITTEE

FINAL
FEBRUARY 23 2012
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## Committee Members

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<td>Howard Strassner</td>
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<td><strong>CHAIR</strong></td>
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<td>David Pelfrey</td>
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ACKNOWLEDGEMENTS

The Pedestrian Safety Advisory Committee would like to thank numerous individuals for sharing their time and contributions to this report and for their participation at our meetings over the past year.¹

Adam Varat, San Francisco Planning Department
Al Casciato and other members of the San Francisco Police Department
Ana Validzic, San Francisco Department of Public Health
Ben Stupka, San Francisco County Transportation Authority
Dan Hodapp, San Francisco Port Authority
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Dustin Smith, San Francisco Municipal Transportation Agency
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Seon Joo Kim, San Francisco County Transportation Authority
Timothy Papandreou, San Francisco Municipal Transportation Agency
Zabe Bent, San Francisco County Transportation Authority

The committee understands its role as an advisory committee composed of engaged San Francisco citizens. As such, we appreciate the efforts of the various city agencies in striving to improve pedestrian safety in our City.

¹ Report photos taken by Paul Supawanich, PSAC committee member
INTRODUCTION

CREATION OF THE PEDESTRIAN SAFETY ADVISORY COMMITTEE
In 2003, the San Francisco Board of Supervisors declared that it was in the public interest to officially recognize that traveling as a pedestrian is as an important component of our transportation system and as a key component to creating livable and sustainable communities.

As such, they established the Pedestrian Safety Advisory Committee (PSAC) by ordinance to be composed of concerned and informed residents charged with providing expertise on issues concerning pedestrian safety, convenience, ambiance, and planning. The committee meets monthly on the second Tuesday typically from 5:30 PM to 7:00 PM in City Hall Room 408.

COMPOSITION OF THE PEDESTRIAN SAFETY ADVISORY COMMITTEE
According to the ordinance, the PSAC shall consist of twenty-three members: two from pedestrian safety organizations, two from senior or disability organizations, one from bicycle or other non-motorized wheeled personal transport organizations, one from transit or environmental organizations, one from child advocate or school support organizations, one from a public health organization, two at-large members, and one who lives or works in each of the 11 City districts. Those in district seats shall be Supervisor-appointed. The San Francisco Board of Supervisors’ Rules Committee shall appoint the remainder.

MISSION & GOALS OF THE REPORT
The mission of the PSAC is to advocate for pedestrian safety by engaging in the following: 1) serving as the liaison between the public, the Board of Supervisors, and agencies working on pedestrian-related projects, 2) making recommendations to the Board of Supervisors and to other relevant agencies about projects or policies that directly or indirectly affect pedestrian safety, 3) maintaining the public’s safety as the top priority, and 4) recommending ways to improve the ambient environment and convenience in order to encourage pedestrianism as a healthful transportation activity.

The goals of this report are to update the 2010 report’s comprehensive and objective baseline assessment of the state of pedestrian safety in the City and County of San Francisco, and to continue to identify potential barriers preventing improvements for pedestrians. The committee will continue to develop ideas and refine policies based on the knowledge gathered in this report.

FROM THE CHAIR
On behalf of the members of the Pedestrian Safety Advisory Committee, I would like to thank you for your time in reading our report. Our committee is composed of committed volunteers trying to make it better for our residents and visitors past, present and future. We believe that 2011 was an excellent year for advancements in pedestrian safety. In addition to two pedestrian-focused initiatives (WalkFirst and the Pedestrian Safety Task Force), the City also committed itself to reducing speed limits to 15 mph around school zones. While the impacts of these changes cannot be seen overnight, the discussions they foster the belief that walking should be the prioritized mode of travel in policy, practice and design.

In late 2011, San Francisco was awarded the achievement of Gold Walk Friendly City by the Pedestrian and Bicycle Information Center. While this accolade should be recognized, we should look beyond our borders to great walking cities of the world for inspiration and to set the bar even higher. San Francisco has been and always will be a great walking City. Our beautiful vistas, unique neighborhoods and connected street network facilitate walking. However, as a responsibility to all who walk in San Francisco (nearly everyone), we must continually strive for improvement.

The intent of this report is to provide an annual benchmark on our group’s internal progress by providing a snapshot of pedestrian safety efforts throughout San
Francisco. We look forward to anyone’s feedback and comments. We hope that the content within the following pages will help people better understand pedestrian issues in our City and help enable further coordination for pedestrian safety advocacy and efforts.

**LOCAL INITIATIVES AND UPDATE ON 2010 RECOMMENDATIONS**

Since the publication of our 2010 PSAC Annual Report, there has been much activity on numerous fronts related to pedestrian safety. Several pedestrian specific initiatives have been proposed, an inter-agency Pedestrian Safety Task Force has been created and Walk SF, the City’s pedestrian safety advocacy organization has also been under new leadership.

Between August and November of this 2011, members of PSAC reached out to numerous City agencies that have particular relevance to pedestrian safety. The purpose of this outreach was to better understand and document any pedestrian safety related efforts that our City was conducting. The agencies that were contacted as part of this effort include the following:

- San Francisco Municipal Transportation Agency
- San Francisco Department of Public Works
- San Francisco Planning Department
- San Francisco Police Department
- San Francisco Department of Public Health
- Port of San Francisco
- San Francisco Recreation and Parks Department
- San Francisco Mayor’s Office on Disabilities

We were unable to receive updates from all agencies. Below is a summary of feedback from those agencies that participated in our survey. The sections below were primarily taken verbatim from agency responses.

**SAN FRANCISCO PLANNING DEPARTMENT**

**GENERAL APPROACH**

The Planning Department’s approach to streets and public spaces is to design the “built environment” for people first in order to support a diverse and vibrant public life. The Planning Department sees the entire public realm as a connected system for pedestrians and public life. They see streets as the place to experience the city, not just move through it.

Walkable communities are healthier, stronger, more vibrant places in which to live. The approach to street design, sometimes referred to as “active living,” pays attention to basic human needs within the built environment, including the scale of buildings and streets; proximity to desirable destinations; integration with transit and bicycle facilities; and safe, clean, appealing routes. This comprehensive or “complete” approach to designing streets results in a safer, more appealing city to walk through and to spend time in, one that is socially, economically and environmentally more resilient.

As such, improving pedestrian safety and the pedestrian experience is a major goal of all Planning Department projects, from corridor designs to neighborhood plans to citywide policies. A complete list of specific programs, plans, and projects is outlined in the following section.

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2 Paraphrased from e-mail from Adam Varat, San Francisco Planning Department. September 13 2011
SPECIFIC PROGRAMS, PLANS, AND PROJECTS

Programs
The Department has established the following programs intended to enhance the City’s public realm and pedestrian safety.

City Design Group. The City Design Group was established to address the need to create a stronger, more vibrant, better functioning and better designed public realm, by providing design services to the City as a whole.

Better Streets. The Planning Department has been the lead agency in developing and adopting the Better Streets Plan, a comprehensive set of guidelines for the design and management of the pedestrian realm. The Department is currently leading efforts to implement the Plan, including developing resources and trainings that will serve to enhance inter-agency coordination with respect to streetscape projects.

Pavement to Parks Program (Plazas and Parklets). The City Design Group established and has implemented this successful City program to create beneficial, easily implemented public realm improvements. The Pavement to Parks Program has received national praise for its efforts to turn underutilized sections of pavement (some intersections segments, underutilized streets) and convert them into community park space or seating areas.

Plan Implementation Group. The Plan Implementation Group was put in place to implement the City’s recently adopted community plans, which include the Market and Octavia, Eastern Neighborhoods, Balboa Park, and Visitacion Valley. In so doing, the Department works with other agencies and Community Advisory Committees to program and plan for capital improvements identified in the area plans, including significant numbers of pedestrian safety and walkability improvements.

Plans
The following are plans the Department has recently undertaken or now has underway, working with other agencies and community stakeholders, which address key aspects of the public realm as well as pedestrian safety.

- Better Streets Plan
- WalkFirst
- Transit Center District Plan
- Rincon Hill Public Realm Plan
- Mission District Streetscape Plan

Projects
The following are projects the Department has worked with other City agencies propose physical changes to the public realm, including pedestrian safety and quality improvements.

- Better Market Street Project
- Cesar Chavez Street Design (Hampshire Street to Guerrero Street)
- Cesar Chavez East Community Design Plan (underway - Hampshire Street to Illinois Street)
- Masonic Avenue Design
- Jefferson Street Redesign in Fisherman’s Wharf
- Newcomb Avenue Demonstration Block
- Church and Duboce Re-Rail Project Public Realm Design
- Carl and Cole Intersection Design

PORT OF SAN FRANCISCO

The Port of San Francisco (Port) undertook the following efforts in 2011 to enhance pedestrian safety and increase enjoyment of the Port’s facilities:

- Fisherman’s Wharf Public Realm Plan
- Northeast Embarcadero Study
- Showplace Square Open Space Plan and Design
- Central Subway Public Realm Plan
- Upper Market Public Realm Design
- Chinatown Broadway Street Design
- Green Connectors (not yet begun)
- SoMa Circulation and Public Realm Plan (not yet begun)

3 Email from Dan Hodapp, September 20 2011
- **Blue Greenway Wayfinding Study** – The Port initiated a pedestrian wayfinding study for the Blue Greenway (China Basin to southern edge of Port property). Working with a signage consultant, the Port is developing a program of signs for pedestrian that inform the public how to navigate the Port’s southern waterfront and inform them of destinations both along that area and in adjacent neighborhoods.

- **Embarcadero Promenade Design Criteria** – The Embarcadero Promenade, located along the Port’s waterfront between China Basin and Fisherman’s Wharf is the 3-mile long multiuse pathway used for maritime functions, vehicle and pedestrian access to piers, recreation, and bicycle transportation. The Embarcadero Promenade Design Criteria is a proposal to guide future alterations and improvements within The Promenade to enhance pedestrian safety and circulation, and movement and comfort for all users. The Draft Promenade Design Criteria were reviewed by the Port Commission in 2011, with adoption anticipated pending completion of environmental review.

- **Embarcadero Ped. & Bike Safety Improvements** – A series of improvements are currently being implemented along the Embarcadero Roadway and Promenade to reduce conflicts between vehicles, bicycles and pedestrians. Improvements include 1) coordinated enforcement of traffic laws along the roadway with the San Francisco Police Department; 2) installation of “Shared Path” signs on The Promenade to inform cyclists of appropriate cycling behavior and alert pedestrians of their presence; and 3) distribution of educational materials to bike rental shops informing customers of proper cycling behavior along The Promenade.

- **Taylor Street Improvement Project** – The Port completed construction of one-block of Taylor Street in the heart of Fisherman’s Wharf that included removal of a vehicle lane and replacing it with a widened sidewalk, ADA ramps and new crosswalks. The improvements better accommodate the large volume of pedestrians that previously spilled out in to the vehicle lanes.

- **Pier 43 Promenade** – The Port began construction of the Pier 43 Promenade project which extends the Embarcadero Promenade 2 blocks into Fisherman’s Wharf. The project removes a dilapidated pier and sidewalk that did not meet current ADA standards and replaces it with a 33 foot width pedestrian promenade, ADA ramps, and crosswalks. Completion is anticipated in July, 2012.

**DEPARTMENT OF PUBLIC HEALTH**

SFDPH is the lead agency for WalkFirst and its representatives co-lead the Pedestrian Safety Task Force, and chair the Pedestrian Safety Task Force Data Subcommittee. In addition to the work directly related to those initiatives, The agency has been working on the following efforts and initiatives aimed at improving pedestrian safety in 2011:

**EDUCATION AND AWARENESS**

**San Francisco Safe Routes to School Program:**
The San Francisco Safe Routes to School (SF SRTS) non-infrastructure program promotes safe and active walking and bicycling to and from school. It provides an opportunity to make walking and bicycling to school safer for children as well as to increase the number of children who walk and bike.

SF SRTS non-infrastructure program is led by the SFDPH and supported by the Presidio Community YMCA, SF Bicycle Coalition; SF Environment; SF Unified School District; SF Department of Children, Youth and Families; SF Police Department; SF Municipal Transportation Agency; and Walk San Francisco.

San Francisco’s SRTS program operated in 15 schools in the school year (SY) 2010-2011 and completed the following:

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4 Email from Ana Validzic, September 23 2011
• **Education:** San Francisco Bicycle Coalition and Presidio Community YMCA staff gave lessons on pedestrian safety to 47 second grade classrooms. The SFMTA developed walking and bicycling maps for all 15 participating schools.

• **Enforcement:** The SFPD enforced traffic laws and placed portable radar speed signs near participating schools.

• **Engineering:** The SFMTA conducted walk audits to identify walking and bicycling barriers in order to develop street design solutions near schools. This information will be used to pursue SRTS infrastructure grants.

• **Evaluation:** The SFDPH analyzed how schoolchildren get to and from school, as well as parents’ knowledge and attitudes towards walking and bicycling.

Furthermore, research shows that an important determinant of walking or biking to school is distance; therefore, school assignment policies impact rates of walking and bicycling. Recent changes in the student assignment policy at the SFUSD may make walking and bicycling to and from school more feasible for families.

In 2010, the SF Board of Education redesigned the SFUSD student assignment system. Beginning in August 2011, SFUSD began using a choice system with a new set of rules to determine where students will be offered school placement. Where a child lives will play a more significant role than it did in the previous system.

Given this new policy, SF SRTS partnered with University of California San Francisco (UCSF) to determine school commute mode in all SFUSD schools in SY 2010. UCSF conducted student travel tallies in Kindergarten and 5th grades for elementary schools, 6th for middle schools, and 9th for high schools. For the first time, SF SRTS and SFUSD know how students and their families get to and from school throughout the District.

SF SRTS and SFUSD will use this data as a baseline to determine a student’s mode of transportation prior to assigning a student to a school. This data will form the basis of a long-term evaluation of the effects of school assignment and SRTS programs on a student’s commute.

As a result, this data will help identify schools in greatest need of SRTS capital improvements. SF SRTS and MTA created a prioritization system of SFUSD elementary schools modeled after one outlined in an ITE Journal article. This system will allow MTA to objectively evaluate pedestrian safety concerns at schools in order to pursue SRTS infrastructure improvements.

**Safe and Active Walking Program:**
SFDPH administers its Safe and Active Walking Program in order to reduce pedestrian injuries as well as to promote walking to prevent various chronic diseases. As part of this program, SFDPH collaborates and supports community-based organizations that promote pedestrian safety and active walking. In 2011, SFDPH gave awards to 3 community-based organizations for the following work:

• **Mission Community Market** which operates a weekly safe, car-free space for a farmers’ market and youth play space in the Inner Mission;

• **Presidio Community YMCA** which conducts two educational lessons each to all 2nd grade classrooms at participating Safe Routes to School sites;

• **Walk San Francisco,** which worked, on the adoption of 1.5mph school zones in San Francisco.
**Pedestrian Safety Research & Assessment**

**Vehicle-Pedestrian Injury Collision Forecasting Injury Model:**

SFDPH is working to develop a practical method in order to estimate the number of collisions, which result in pedestrian injury, or death associated with environmental-level changes in street, land use and population characteristics. The original census-tract level model was published in the peer-reviewed journal Accident Analysis & Prevention in 2009. SFDPH has been working throughout 2011 to develop an intersection-level model by the end of the year. Model results can inform targeted efforts, which include engineering, enforcement, and media efforts to reduce pedestrian injuries. (DPH Staff: Megan Wier, Rajiv Bhatia)

**Pedestrian Environmental Quality Index (PEQI):**

SFDPH developed the PEQI as an observational survey instrument with 30 indicators to quantify street and intersection factors known to affect people’s travel behaviors and safety in order to inform targeted planning and engineering improvements. In 2011, SFDPH collected data on hundreds of street segments for analysis in support of the Road Pricing HIA (described below) and the Pedestrian Safety Executive Directive. Once finalized, these findings will be posted on the SFDPH website. In 2011, SFDPH also conducted two day-long trainings for community stakeholders with over 30 attendees on how to use the PEQI. SFDPH is now conducting a reliability assessment of the PEQI. It is also working on updating the PEQI methods based on new research and feedback received from people who have applied it. (DPH Staff: Cynthia Comerford, Rajiv Bhatia)

**Estimating impacts caused by pedestrian collisions and fatalities attributable to speed:**

Vehicle speeds determine the frequency of vehicle collisions and are a fundamental cause of severe injury. In 2011, SFDPH was working to develop a method to estimate the burden of pedestrian collisions and pedestrian fatalities attributable to travel speeds for San Francisco. The method could ultimately be used to estimate the reduction in speed-attributable pedestrian collisions and fatalities by utilizing enforcement and engineering proposals to reduce speed. Preliminary findings from this work were shared in February 2011, and a complete report of the methods and findings are currently under technical peer review. (DPH Staff: Rajiv Bhatia)

**Pedestrian Geodatabase:**

In 2011, SFDPH began formalizing the data it has collected into a pedestrian safety geodatabase. It combines environmental, social, and demographic data from multiple data sources into one “master” database. It can be used to analyze factors associated with the distribution of pedestrian injury and injury severity in the City. The pedestrian safety geodatabase also combines data from various local, regional, state and federal data sources, and is the foundation for a number of tools that SFDPH applies to improve pedestrian safety and walkability in San Francisco. This data-driven approach is informed by a large and growing evidence base emphasizing the importance of transportation system design and land use decisions for safe, sustainable walking. (DPH Staff: Megan Wier, Rajiv Bhatia)

**Integrating Health, Land Use, and Transportation Planning**

**The Healthy Development Measurement Tool (thehdmt.org):**

SFDPH developed the HDMT as a web based tool. It includes a Sustainable and Safe Transportation element of the HDMT with 21 indicators of existing transportation conditions in San Francisco – including the pedestrian injury rate. The HDMT is an internationally recognized best practice that has been adapted by other cities in the United States and elsewhere. SFDPH has applied the HDMT to several city plans including: the Eastern Neighborhoods Area Plans, the Treasure Island Community Transportation Plan, the Western SoMa Community Plan, and the Hope SF public housing redevelopment. SFDPH has been updating the HDMT, with more current data and new indicators with intention of using the tool in new and different applications in San Francisco.
Road Pricing Health Impact Assessment:

Transportation policy has diverse impacts on the determinants of human health. Health Impact Assessment can help make health benefits and costs of policy decisions more transparent to stakeholders and decision-makers, allowing them to be included in policy calculus and thus mitigating adverse impacts. Road pricing policies are being studied in San Francisco that may have health effects, which include pedestrian safety. The Robert Wood Johnson Active Living Research program funded SFDPH to conduct an HIA of proposed road pricing policy in the City. The technical report and findings summary of the HIA was finalized for public release in October 2011. The summary concluded that fewer pedestrians are hit by vehicles under a specific, "best performing" congestion pricing scenario as compared to the "business as usual" scenario. (DPH Staff: Megan Wier, Rajiv Bhatia)

SAN FRANCISCO MUNICIPAL TRANSPORTATION AGENCY (SFMTA)5

The SFMTA manages all surface transportation in San Francisco, including Muni transit service, traffic operations, taxi regulation, and bicycle and pedestrian safety. Safety is a top priority of the SFMTA, and since most transportation trips in San Francisco include at least some walking, pedestrian safety is incorporated throughout the agency’s work. Specifically, the Sustainable Streets Division had the following accomplishments in 2011 related to pedestrian safety.

• New at-grade crosswalk installed across Geary Street at Steiner Street
• Corner radius changes and path rehabilitation on Martin Luther King Jr. Drive in Golden Gate Park
• Implementation of continental crosswalks at over 25 intersections
• Implementation of red curbs at over 40 intersections to improve pedestrian visibility ("Daylighting").
• Installation of accessible pedestrian signals at 8 intersections
• Planning, Design and Legislation of 15 mile per hour speed limit zones around 213 schools. As of 10/1/11, 13 schools have had 15 mile per hour speed limit signs installed
• Completion of a “road diet” on Folsom Street with reduced the number of vehicle lanes a left turn pocket which should increase yielding by turning motorists
• Reduction of speed limits on Folsom Street and Howard Street in SoMa.
• Submittal of a Walk Friendly Community application that resulted in San Francisco being recognized as a Gold Level Walk Friendly Community by the Pedestrian and Bicycle Information Center
• Construction is underway in the following 5 traffic calming planning areas: West Portal, Teresita Blvd, Bernal Heights, Holloway-Garfield and Cedro-Cerritos.
• Adult School Crossing Guards are assigned to 145 intersections citywide to help children walk to school safely
• Walking Audits were completed at 10 schools which identified pedestrian safety needs requiring engineering and enforcement measures
• Several planning processes are underway to improve pedestrian safety which include Better Market Street, EN TRIPS, and several Safe Routes to Schools projects
• A pedestrian exposure model was completed, which shows the relative risk of crossing the street citywide based on number of pedestrian injuries when crossing the street

The SFMTA also trains Muni transit operators on how to drive safely to avoid pedestrian injury collisions. This past year, the DriveCam system was installed throughout the Muni fleet. DriveCam allows all collisions and near

5 Interview with SFMTA staff, October 2011
2011 San Francisco Pedestrian Safety Advisory Committee Annual Report
collisions to be filmed. This assists in accident investigation and operator training. The SFMTA has seen a significant decrease in collisions since the implementation of Drive Cam. Additionally, an audible beeping tone now accompanies the right turn signal of every Muni bus to alert other street users of the bus’ intention to turn.

SAN FRANCISCO POLICE DEPARTMENT

In 2011, the San Francisco Police Department’s Traffic Company became more involved with PSAC and noted the following work on behalf of their department to improve pedestrian safety over the past year.

• At the beginning of this last year Jan 2011 the SFPD began attending all PSAC meetings and assigned liaison officers to all interested groups; Walk San Francisco, Senior Action Network, Disability community etc.

• The SFPD participated fully in the Mayor’s Pedestrian Initiative concentrating on Safe School Zones and targeted enforcement on those areas identified by the Department of Public Health as being the most dangerous for pedestrians.

• Captain Al Casciato chaired the Enforcement sub-committee of the Pedestrian Safety Task Force

• The SFPD has been working collaboratively with the Bicycle Coalition to heighten awareness of pedestrian safety.

• The SFPD has greatly improved interface with other City departments and groups

In the fall of 2011, PSAC passed a resolution requesting continued attendance from the SFPD at our monthly PSAC meeting and also requested that recent pedestrian safety data be provided to PSAC in a timely manner.

2010 PSAC ANNUAL REPORT

GOALS:

In addition to obtaining a general update on pedestrian safety initiatives in San Francisco, PSAC also wanted revisit our 2010 recommendations as a means of benchmarking any progress since its adoption by our group in January 2011. To gain this perspective, we have again reached out to our city agency partners to for their feedback on how PSAC recommendations have or have not been achieved over the past several months.

Some agencies selected to directly respond to the goals from the 2010 report while others provided more general response regarding their initiatives over the past year. Agency responses are provided verbatim from email and/or interview correspondence. Below is a listing of each of the recommendations from the 2010 report and a general narrative on its current status.

1. All agencies involved in pedestrian safety should expand from a current micro-level approach to a more systematic, macro-level approach to pedestrian safety and walkability.

Response from SF Planning (Department): Many of the Planning Department’s projects are inherently macro-level in scope. The Department’s neighborhood-scale plans and policies – which include area plans, streetscape plans, and public realm plans which establish frameworks for future improvements in a given area. The objectives and policies contained therein, including those related to pedestrian safety and comfort, ultimately become policies that guide future development in the area. Consequently, departmental decisions regarding micro-level projects, such as the design of specific intersections or city blocks, are reviewed within the context of their compatibility with any applicable macro-level plans and policies.

2. City agencies should reduce the dissonance or conflict between each mode (car, pedestrian, etc.). For instance, increasing vehicle speed on a road for the sake of mobility is in conflict with the fact that lower speeds reduce the risk for pedestrian injury and death.

Response from SF Planning In all projects, the Department seeks to foster a balanced, multi-modal transportation system, of which pedestrians are a key component. The Planning Department reviews physical changes to streets...
and compares them to the priorities in the San Francisco General Plan. The General Plan includes numerous policies that promote pedestrian safety and walkability.

3. Increased attention should be placed on the evaluation of local traffic volumes and traffic speeds as a means of evaluating pedestrian safety conditions.

Response from SF Planning The Planning Department consults traffic data at the beginning of all design projects, and relies heavily on this data when developing street designs.

4. A unified vision and a set of specific goals are currently lacking. As such, each organization involved in pedestrian safety is working independently of one another. Opportunities for collaboration shall be sought to create a beneficial synergistic effect on the state of pedestrian safety.

Response from SF Planning The Planning Department has been a key partner in multi-agency Citywide efforts such as the Better Streets Plan along with WalkFirst and the Pedestrian Safety Task Force. The Department has taken the lead in developing guiding goals and policies for the design and management of the pedestrian realm.

Objectives:

Short Term (By December 2011):

• All appropriate agencies with relevance to pedestrian safety shall identify a liaison to PSAC for purposes of pedestrian project coordination and for PSAC to have a staff point of contact for general inquiries. This liaison will be a staff person who, at least quarterly or upon request, will attend PSAC meetings and provide updates from their respective departments on pedestrian safety issues.

SF Planning: A member of Planning Department staff was present at each 2011 monthly PSAC meeting to give updates and presentations as part of the WalkFirst project.

• Collision-only data gives a narrow picture and is inadequate for timely safety planning. Observational studies, to monitor rights-of-way and other traffic code violations, by and of pedestrians, bicycles, and wheelchairs, should be implemented to identify hotspots. This information needs to be available to re-configure crosswalks, signal timings, placement of traffic and bus/streetcar islands, and to SFPD for immediate enforcement. SFPD traffic citations offer a wealth of data not presently captured. SFPD’s own traffic collisions report has consistently shown that pedestrian right-of-way violations and pedestrian violations are the largest contributors to auto-vs.-pedestrian collisions in San Francisco. (Enforcement)

No Agency Responses

• Pedestrian sting operations conducted by the Police Department shall be strategically positioned at the most relevant location as evidenced by collision and injury data. The San Francisco Municipal Transportation Agency (SFMTA) and San Francisco Injury Center (SFIC) shall collaborate with the police department to identify intersections with historically high numbers of collisions and injuries. (Enforcement)

No Agency Responses

Long Term (By December 2015):

• Increase coordination among agencies by establishing a Professional Pedestrian Safety Consulting Group, in which representatives of all agencies share information, ideas, and an
open dialogue about ways to improve pedestrian safety.

Response from the SFMTA: The SFMTA is part of the interagency “Streets Capital Group,” which was assembled to coordinate planned capital work across different agencies to identify funding and construction efficiencies in the implementation of the Better Streets Plan. This group focuses on city-wide efforts and coordinates with oversight provided by the Directors Working Group and the Capital Planning Committee. Together, they identify opportunities for streets projects that maximize the cost effectiveness of providing improvements for all who use our streets.

In April 2011, the SFMTA Board of Directors endorsed the Better Streets Plan “to guide staff in all decisions regarding the planning, design, use, and management of streets, consistent with all applicable local, state and federal statutes and regulations.” Since that time, the Agency has conducted informational trainings with its staff of planners and engineers responsible for the design and operations of streets. The SFMTA “Better Streets Team” continues working to refine the process to identify better streets enhancements and institutionalize the processes to guide the Agency’s capital improvements.

- Police collision data shall have the capacity to be accessed in real-time by all transportation and health agencies with prior approval. (Data)

No Agency Responses

- Police and health data shall interface. (Data)

No Agency Responses

- The results of the data shall be available to the public and decisions on queries shall be open to public feedback. (Data)

No Agency Responses

- Data definitions and the coding of injury data across agencies should be established so that statistics can be comparable. (Data)

No Agency Responses

- Goals for pedestrian injury and fatality reductions shall be established and endorsed by the Board of Supervisors (similar to the 19/100,000 goals set forth by Healthy People 2010). (Data)

No Agency Responses

- Fines for traffic-related offenses that endanger pedestrians should be increased to an appropriate level and a citywide effort to enforce pedestrian and road safety laws should be made. (Enforcement)

No Agency Responses

- Pedestrian safety awareness shall be a more visible concept on all relevant city websites, such as those belonging to the police department, public health, and the San Francisco General Hospital, among others. (Health and Education)

Response from SF Planning: Increasing pedestrian safety and comfort is an inherent goal for nearly all Planning Department projects; as such. This is mentioned on individual project pages within the larger Department website. The Planning Department also maintains the WalkFirst and Better Streets Plan project websites.
The San Francisco Port (Port) is continually making improvements to facilities as new projects are designed and evaluated consistent with the PSAC report goals. During 2011, examples include working with SFMTA to have the speed of the Embarcadero reevaluated and then reduced from 35 to 30 mph; working with SFPD as described above to do targeted enforcement of traffic laws on the Embarcadero Roadway; and finally evaluating every new development project to ensure that vehicle and pedestrian crossing points are in minimum conflict with one another.

**Department of Public Health:**
SFDPH’s work, particularly as a part of the Pedestrian Safety Task Force and Walk First, is consistent with PSAC Report Recommendations:

- Expands City’s work from micro- to a more systematic, macro- level approach to pedestrian safety and walkability
- Sets unified vision and specific goals for reducing severe and fatal injuries
- Includes the creation of a Citywide Pedestrian Action Plan to create additional short-, medium-, long-term goals
- Provides increased inter-agency coordination through monthly Task Force meetings co-led by SFMTA, SFDPH and subcommittee meetings led by SFDPH, SFMTA, SFPD

The PSAC report had a number of recommendations to improve collection, coordination, and analysis of data:

- SFDPH has created a “pedestrian geodatabase” to consolidate data from multiple sources - to inform targeted enforcement, capital improvements
- The SFDPH injury prediction model, PEQI applications, the Healthy Development Measurement Tool, and the Road Pricing HIA further advance data and analysis to understand causes of and to provide improvements in preventing pedestrian injury
- SFDPH provides health-related data to the public on SFDPH websites
- SFDPH co-chairs the Pedestrian Safety Task Force Data Subcommittee which is working to assess and make recommendations in the consolidation of data and tools throughout City agencies
- SFDPH, as a part of the Data Subcommittee workplan, is committed to creating comparable data coding and analysis methods for use across city agencies
- The Data Subcommittee is also assessing existing data sources to make recommendations to obtain a more accurate accounting of injuries and fatalities through ongoing surveillance combining multiple data sources from police, hospital and ambulance data

**The PSAC recommends funding for a pedestrian information registry:**

- Stable, long-term funding for pedestrian safety overall - including improved surveillance and data collection, compilation, and analysis - is still limited
- The Pedestrian Safety Task Force is working to identify existing and new funds to make better use of investments for injury prevention

**The PSAC recommends increased pedestrian safety awareness on City websites:**

- SFDPH also sees a broader need for education efforts consistent with the newer macro-level approach to pedestrian safety and walkability, and is working on such initiatives through the Pedestrian Safety Task Force

**Active collaboration with PSAC:**

- SFDPH will continue reporting to PSAC and attending PSAC meetings regarding pedestrian safety initiatives

For the 2011 Annual Report, based on the progress from the previous year, PSAC intends to develop new short-term recommendations to be achieved by December 2012. However, our overall goals for pedestrian safety
as well as long-term goals will remain largely the same. Please see our recommendations at the conclusions of this report.

**LOCAL ADVOCACY EFFORTS AND UPDATES**

In addition to the large effort on the part of our city agencies to improve pedestrian safety in San Francisco, there are numerous advocacy and community based groups working tirelessly to improve conditions for pedestrian through direct and indirect means. In this section, PSAC will highlight the efforts of a few community organizations. PSAC would like to thank the volunteers in these organizations for their feedback.

**Walk San Francisco**

*Walk San Francisco* (WalkSF) promotes walking as a safe and sustainable form of transportation. Walking increases the city’s livability, enhances public life, and improves public and environmental health. The following list has been provided by WalkSF staff as a summary of their specific efforts to improve pedestrian safety in 2011.

- **The Pedestrian Action Plan** to reduce serious and fatal injuries, address inequities in pedestrian safety, and increase walking should have clear actions and deadlines, such as 10 miles per year, like New York City’s plan.

- **Funding to achieve the Action Plan** -- including both the streets bond (Prop B) and dedicated funding

- **School zone speed limit enforcement** following the plan created by MTA and the police. This plan can be a pilot for accountable, strategic enforcement citywide.

- **Targeted, strategic enforcement of pedestrian safety** on the highest-risk corridors and intersections, using NYC’s approach as a model, targeting speeding on corridors and pedestrian right-of-way at intersections. A clear work order between MTA and the police to better understand what work is being done using the funding MTA provides to the police and evaluating the effectiveness of the enforcement. One tool to help with this would include automated speed cameras.

**Chinatown Community Development Center (CCDC)**

The CCDC is a community-based organization (CBO) based in San Francisco’s Chinatown neighborhood that among many tasks has been heavily involved in improving the pedestrian conditions and safety within the Chinatown district of San Francisco. In the past year, it has had two major initiatives that pertain directly to Pedestrian Planning, these include the following:

- **Chinatown Broadway Street Design**: The CCDC hosted three community meetings between May – November 2011 attended by close to 200 people to develop a community vision for improving Pedestrian Safety on Broadway between Grant Avenue to the Broadway Tunnel. Broadway is a major east-west corridor in the City and a former freeway connector. At the same time, it is also a community-serving neighborhood street with a public housing complex, senior housing, Jean Parker Elementary School and Wu Yee Child Infant Center among other institutions. The CCDC serves to balance the needs of all users—drivers, Muni riders, bicyclists, and pedestrians with this process, while engaging the monolingual Chinese speaking population in a completely bilingual planning and envisioning process. As the next step, DPW will develop preliminary construction drawings, and the CCDC will look for capital funding to implement this vision. To see more details of the
workshop and deliverables, please visit the project website: http://www.sf-planning.org/index.aspx?page=2646

- Regarding pedestrian education, the CCDC took 10 youth leaders to New York City in May 2011 to learn from the innovative urban design and pedestrian safety initiatives on the East Coast to see what could be brought back to San Francisco. The youth leaders also met with the New York Department of Transportation and Transportation Alternatives.

**San Francisco Walks & Rolls**

SF Walks & Rolls is a non-profit, pedestrian advocacy group drawing on the 20+ years of Senior Action Network’s ground-breaking and award-winning pedestrian safety programs. Organizers have leadership roles in regional and state pedestrian forums. SF Walks & Rolls is active in California’s Alliance for Retired Americans [CARA], assisting their statewide campaign for safer intersections, and planning for a 2-1/2-day community organizing training focused on pedestrian safety advocacy.

- SF Walks and Rolls community education programs in 2011 included:
  - Staging a Bayview event, "Seniors Run for Your Lives"
  - Highlighting "Dangerous by Design" aspects of 3rd St.;
  - A workshop for the California Office of Traffic Safety;
  - Safety forums with senior groups in SF, Berkeley and Concord during the summer;
  - Organizing statewide workshops on pedestrian issues for over 200 people in October

SF Walks and Rolls also worked for vetoes of state bills that were hostile to pedestrians in San Francisco. These bills would have reduced use of red-light cameras by increasing costs and bureaucratic requirements. Red-light cameras have dramatically reduced collisions, injuries, and severity of injuries. Bills that would have dramatically lowered the fine for making a right turn on a red light without stopping a type of driver misconduct especially hazardous to pedestrians.

SF Walks & Rolls partnered with California Walks in a California Endowment project which promoted walking as a safe activity and improved community health by helping communities improve pedestrian safety.

**San Francisco Bicycle Coalition**

The San Francisco Bicycle Coalition hosted over 25 bicycle safety education courses across the city in 2011, educating over 500 people on how to bike safely, responsibly and legally. These courses teach basic road rules, including information on riding responsibly and stopping in advance of the crosswalk at intersections.

Beyond explaining the law, the goal of these courses is to encourage and empower people to feel safe and comfortable riding under all conditions. This is so they will not feel the intimidated by heavy auto traffic and ride on the sidewalk, which is illegal and dangerous.

As well as providing adult courses, the SF Bicycle Coalition leads the education component of the Safe Routes to School program where they host safety trainings for walking and biking at 15 public schools in San Francisco. In the 2010-11 school year, they educated over 2,000 students on how to walk and ride a bicycle safely.

The SF Bicycle Coalition has distributed thousands of lights to bicycle riders, which came with a flyer explaining the rules of the road. In partnership with Walk San Francisco and Senior Action Network, the SF Bicycle Coalition helped to create and distribute “Walk Your Bike on the Sidewalk” posters at key locations across the city.

The SF Bicycle Coalition consistently speaks up at Community Meetings, Public Hearings, and MTA Board
meetings for a variety of traffic calming projects including the Masonic Avenue redesign, Cesar Chavez East Planning, numerous bike lane projects across the city, and recently, the implementation of 200 safe school zones with 15 mph speed limits.

The SF Bicycle Coalition routinely and actively consider the perspective and needs of people on foot in all of our work to improve the city. In 2009 the group launched the SF Great Streets Project, which is explicitly focused on improving pedestrian conditions in the city. That initiative has been instrumental in developing the city’s parklet and plaza program, and for bringing more attention to the need to improve walking conditions on Market Street. See sfgreatstreets.org for our studies of pedestrian conditions on Market and elsewhere. Finally, the Connecting the City initiative (connectingthecity.org) is a series of projects that aim to improve both walking and biking conditions across the city.

2011 PSAC Activities and Accomplishments

Over the past year, PSAC has been engaged in numerous internal activities and has interfaced with many city agencies in its efforts to further enhance pedestrian safety in the City. Most explicitly, PSAC has been heavily involved in two major pedestrian safety efforts that are the first of their kind in San Francisco. These include the formation of the Pedestrian Safety Task Force (which is a product of the 2010 Mayor’s Directive on Pedestrian Safety) and WalkFirst, a grant funded program whose purpose is to systematically prioritize locations for pedestrian safety improvements throughout the City.

Monthly PSAC Meetings

As a means of documenting PSAC’s work throughout 2011, this section is intended to capture the content and outcomes of our work both in and outside of monthly PSAC meetings. A full summary of our meeting minutes can be found in the Appendix of this report. This section will summarize in chronological order, events from January through December 2011. Copies of the monthly agendas and meeting minutes can be found online here: http://www.sfmta.com/cms/cpdsafe/19509.html

- Updates from WalkFirst program, see page 22 for more information (since October 2010)
- Updates related to pedestrian safety projects from the SFMTA
- Update from the San Francisco Police Department related to safety enforcement operations (new to 2011)
- Update for Pedestrian Safety Task Force (new to 2011)

January: Executive Directive released to establish Pedestrian Safety Task Force discussion

February: MTA working to reopen closed intersections

March: San Francisco at top of pilot project list for implementation of piezoelectricity

April: San Francisco Transportation Plan presentation from San Francisco County Transportation Authority; goals, initiatives, needs/opportunities, funding. Working with DPW and SFMTA to rectify a pedestrian safety issue at Bush and Polk Street.

May: San Francisco Bicycle Coalition presentation to discuss how pedestrians are addressed in bicycle plans and programming; Walk 21 presentation to discuss cost-benefit analysis of pedestrian collisions and tools & practices to improve the pedestrian environment and experience

June: Mission High School Community Video and Voice project, the Ethnic Studies program with California Walks to educate and engage youth on pedestrian safety issues and solutions; Push Buttons Resolution Passed, see Appendix

July: MTA presentation of Transit Effectiveness Project, continued discussion and reporting from MTA on pedestrian countdown signals and pedestrian walk speed used in signal timing.

August: Presentation by Bryant Woo and Ken Anderson about the training for Muni operators, particularly how it relates to pedestrian safety

September: TA presentation of the Regional Transportation Plan

October: Informational item regarding NYC Bicycle Ambassadors Program.
November: MTA Capital Plan presentation regarding separated bikeways on JFK Drive. Resolutions Passed: Tentative support of separated cycleways on JFK Drive, Request to the SFPD to be in monthly attendance at PSAC meetings and to provide monthly crash reporting statistics.

December: Discussion about Community Courts for pedestrian-related traffic offenses, recent efforts regarding improving conditions for pedestrians and the disabled on the JFK Bikeway draft design and sharing of knowledge from Transportation Alternatives in NYC regarding their bicycle and pedestrian education programs. Resolutions Passed: Commendation of the WalkFirst Program and Recommendation of a feasibility study be conducted regarding Community Courts for Bicyclist and Pedestrian Infractions.

SUMMARY OF PSAC RESOLUTIONS IN 2011
• Resolution calling for elimination of need to press pedestrian push buttons in order to receive “walk” signal
• Resolution calling for ongoing reporting from the SFPD
• Resolution in support of JFK Bicycle Lanes (with reservations)
• Resolution commending the Walkfirst Project Staff for their work and assistance in improving pedestrian safety planning
• Resolution requesting feasibility study of Community Courts for Bicyclists and Pedestrians

WALKFIRST
The Walkfirst project kicked off in early 2011 and utilized PSAC as a public forum to garner feedback on its efforts. The grant funded program’s primary intent is to identify key walking streets around San Francisco and then establish specific criteria to help prioritize pedestrian improvements. This program’s goal is critically important in terms of “getting it right” in terms of allocating limited funding for pedestrian safety improvements. Throughout the course of 2011, Walkfirst staff (which consisted of members of the SFMTA, Planning Department and Department of Public Health reported to PSAC members and also captured feedback in terms of how the process could be improved.

The Walkfirst Program had several key deliverables that were produced in 2011. These include the following:

- Map of key walking streets in San Francisco
- Method for prioritizing the most important safety improvements
- Preliminary list of pedestrian safety upgrades
- Draft policies to guide City decisions about pedestrian safety and walking conditions
- Examples of street designs to improve the walking environment

Without getting into too much technical detail of the process in completing the above deliverables, the WalkFirst program, is an important tool in being able to effectively plan for where the City needs to invest in pedestrian safety enhancements. As compared to automobile traffic, little actual data is able to be collected regarding pedestrian activity and volumes. Having a tool (and process) to help the City better understand where and how people walk in San Francisco will support future pedestrian planning efforts and serve as a guidemap to quantify where and how future funding could be spent to benefit pedestrians.

Unfortunately, grant funding for WalkFirst will terminate in October of 2011 and new grant funding was not provided to continue the program. However, PSAC would like to formally thank the WalkFirst staff and volunteers for their efforts in bringing the program to this point. The committee hopes that the deliverables developed over the past several months will be utilized and offer to support future efforts in this program to acquire new grant funding. PSAC was pleased to be part of this effort and hope to see continued multi-agency efforts such as WalkFirst continue to advance the needs of pedestrians in San Francisco.
In December 2010, former Mayor Gavin Newsom issued Executive Directive 10-03, which established targets to reduce serious and fatal pedestrian injuries by 25% by 2016 and 50% by 2021, while increasing walking and decreasing geographic safety disparities. Per the Directive, a Pedestrian Safety Task Force was established to coordinate the near-term action items. To complete these tasks, the Task Force developed three working subcommittees that met on a monthly basis. These subcommittees were composed of members from various city departments and members of the public.

- **Data**: collects, organizes, models, and analyzes data on the distribution and causes of severe and fatal pedestrian injuries, as well as identify opportunities for improving injury surveillance and evaluation of injury prevention efforts;
- **Enforcement and Investigations**: evaluates the effectiveness of current enforcement activity and criminal investigations, identifying opportunities for improvement; and
- **Engineering**: plans, designs, implements, and evaluates engineering (or physical improvement) strategies that encourage safe pedestrian activity and integration with other modes.

As of January 2012, the Pedestrian Safety Task Force was finalizing its One-Year Progress Report. This document outlines the current status of work on the Executive Directive requirements. For more information, please refer to this progress report, which will be available to the general public by the end of January 2012.

**PSAC Member Outreach and Community Collaboration**

The full composition of PSAC covers 23 seats. Seats range from Supervisorial districts, at-large seats and numerous other content-specific seats (such as those representing certain groups). Members are all volunteers and are only formally required to attend monthly meetings. However, they are encouraged to conduct as much outreach and community collaboration as possible.

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Section referenced from the draft Pedestrian Safety Task Force One Year Progress Report Executive Summary.

2011 San Francisco Pedestrian Safety Advisory Committee Annual Report

Community outreach via PSAC should be a two-way communications process of letting the City know what PSAC is doing while collecting valuable information and feedback from our constituencies to bring to our monthly meetings for discussion. In 2011, several of our members were highly involved in our community outside of PSAC. This section is intended to outline our pedestrian-related work and outreach/input efforts over the past year.

- 311: While not a formal community affiliation, several of our members have called in specific pedestrian-safety issues and have had great success in having these issues remedied
- Better Market Street Project; attended public meetings related to planning efforts
- California Alliance of Retired Americans; Attendance at monthly meetings
- Clayton Traffic Calming Project, attendance and participation in working group meetings
- District 7; Sean Elsbernd’s Office; worked to establish lines of communications to neighborhood associations and discussed further improving bicycle/pedestrian interactions
- District 8; communication with Scott Weiner’s office for PSAC information
While continued follow-up should be pursued on the larger goals and objectives that were produced in the 2010 PSAC Annual Report, this report will provide some additional recommendations that reflect the recent pedestrian safety initiatives. These recommendations shall be presented to the Board of Supervisors in early 2012 for further comment to garner feedback and additional support for next steps. To maintain brevity, the 2011 PSAC recommendations can be summarized in five key recommendations and are focused on City agencies. They are the primary drivers in influencing the three E’s around pedestrian safety, education, enforcement, and engineering.

- **Ensure needed adequate resources for pedestrian safety data collection and distribution.** While the Department of Public Health is in the process of ensuring that all collected pedestrian data is consolidated and accessible through their “Geodatabase”, the archive is only as useful as the data it is provided. We recommend that all relevant agencies provide a summary of their existing data collection, entry, and upkeep needs. Consistent with Pedestrian Safety Task Force recommendations, we recommend that funding for data collection technology and back-end support be prioritized, as it is an essential component to pedestrian safety planning.

- **Seek innovative means to enhance pedestrian safety given constrained resources** As a city, we should continue to seek out shared opportunities to leverage existing knowledge and resources through our pool of community-based organizations, advocacy groups and neighborhood organizations who have a vested interest in the safety of pedestrians. Agencies should provide additional opportunities to enable these groups to be involved in pedestrian planning. This can be done through focused data collection, education workshops, or other programs to further extend our ability as a city to collectively to move in a positive direction on pedestrian safety issues.

- **Provide funding for a pedestrian and bicycle public safety campaign** With a growing number of cyclists in San Francisco, it is important that both pedestrian and bicycling advocates both understand the mutual benefit of a greater percentage of non-motorized users on the road. Cyclists and pedestrians both provide benefits to the environment...
(virtually no greenhouse gas emissions) and they are less likely to cause sever harm to one another if involved in a collision (as compared to motor vehicles). PSAC is fully supportive of a city that accommodates cycling as an everyday mode of transportation. However, we want to ensure that new cyclists are aware of their responsibilities while driving a bicycle to help keep both themselves and other users safe. Such a campaign would be focused on this interaction between pedestrians and cyclists in addition to general pedestrian safety reminders.

- **Establish clear pedestrian safety “leader” among the city agencies** The Pedestrian Safety Task Force has helped forge relationships among various city agencies to the overall benefit of pedestrian safety. PSAC would like to see this inter-agency interaction continue. We recommend that clear leadership for this process be defined.

- **The SFMTA should involve PSAC and WalkSF and other appropriate organizations towards the beginning of projects that involve pedestrians.** As a means to ensure that pedestrian related projects can be vetted early in the process and to avoid last minute modifications or “surprises”, the SFMTA should involve all potential stakeholders early in the project development process. This would help promote designs and pedestrian amenities that best reflect user needs.

- **Development of a Pedestrian Strategic Action Plan that responds to PSAC and Pedestrian Safety Task Force Recommendations.** Over the past year, San Francisco has benefited from numerous pedestrian safety related initiatives that have resulted in solid tools (PEQI, WalkFirst models, etc.) and recommendations across various city departments. The members of PSAC feels strongly that these efforts should not carry forth in vain. It is incumbent on the Board of Supervisors to support and implement the recommendations in the 2011 PSAC Report and the Pedestrian Safety Task Force Final Report.
APPENDIX

The appendix of this report consists of all resolutions and letters of recommendation composed by PSAC in 2011. For past agendas and minutes, please visit the PSAC website at:
http://www.sfmta.com/cms/cpdsafe/19509.html