Local Road Safety Plan (LRSP) / Vision Zero Action Plan (VZAP) Policy Development Guide

This step-by-step guide is intended to support city/county staff in taking steps required to steward the development of a Local Road Safety Plan (LRSP) or Vision Zero Action Plan (VZAP). This guidance includes steps to procure consultant services to assist with the development of these plans.

Why consider a Local Road Safety Plan/Vision Zero Action Plan?

Key reasons for developing a LRSP/VZAP, as described in the next section, include:

- Providing a framework for systematically addressing traffic safety issues in a given jurisdiction with context-specific physical and programmatic solutions.
- For a VZAP, providing a clear safety goal for the community and jurisdiction staff to target when designing implementation programs.
- Increasing opportunities to access funding for roadway projects, such as funding through the Active Transportation Program (ATP), California Office of Traffic Safety (OTS) Grant Program, Highway Safety Improvement Program (HSIP), several SB 1 funding streams, and the Rebuilding American Infrastructure with Sustainability and Equity (RAISE) Discretionary Grant Program.
- Supporting the jurisdiction's designation as a Connected Community PDA (CC-PDA) and access to related MTC funding opportunities, if adopted in concert with a Bicycle and Pedestrian Infrastructure Action Plan.

What is a Local Road Safety Plan/Vision Zero Action Plan?

A Local Roadway Safety Plan (LRSP) or Vision Zero Action Plan (VZAP) is focused on improving pedestrian and bicycle safety and provides a framework for identifying, analyzing, and prioritizing roadway safety improvements on local roads. The plan development process is tailored to local issues and needs and leverages a system-wide, data-driven analysis of collisions to generate a prioritized list of issues, risks, and countermeasures that can be used to reduce fatalities and serious injuries. An LRSP, VZAP, or comparable systemic safety plan is required to be eligible for Highway Safety Improvement Program (HSIP) funding.

Core elements of both an LRSP and a VZAP include:

- Collision database development and proactive analysis of local collision data to identify high-risk locations and collision patterns and trends
- Identification and prioritization of system-wide safety improvements, including identification of "Quick-Build" or other types of rapid implementation projects along with longer-term countermeasures

- Development of an implementation program, including identification of potential funding sources

Some communities prefer to enhance their safety planning by adopting a Vision Zero policy, which establishes a goal of achieving zero traffic deaths and severe injuries by a target date. To help implement this policy, a VZAP includes the following additional core elements:

- Adoption of a Vision Zero policy with a "zero goal" for traffic deaths and severe injuries
- Extensive community engagement and assessment of equity issues and the disproportionate impacts of safety outcomes on a community's most vulnerable members
- Identification of a High Injury Network (HIN)
- Monitoring and publication of progress toward the "zero goal"

Jurisdictions with a Connected Community Priority Development Area (CC-PDA) may use a LRSP or VZAP and complementary Bicycle and Pedestrian Infrastructure Action Plan (BPIAP) to satisfy MTC's vehicle miles traveled (VMT) reduction planning requirements for CC-PDAs.

What kinds of communities should consider developing a Local Road Safety Plan/Vision Zero Action Plan?

- Communities interested in improving safety, mobility, and accessibility for all road users and encouraging greater use of active transportation modes
- Communities that have a champion invested in involving a wide range of departments and stakeholders to achieve ambitious safety targets through employment of a Safe Systems Approach to infrastructure improvements and supportive programming

Checklist of Recommended Actions

Focus Area	Action
Before LRSP/VZAP Development	
1. Establish Leadership and Clarify Plan Objectives (page 4)	☐ Identify a Champion
	☐ Convene a Working Group
	☐ Identify and Contact Stakeholders
	☐ Decide Whether to Pursue a LRSP or VZAP
	☐ Coordinate Program
	☐ Develop a Vision Statement and Goals
	☐ Gain Leadership Support
2. Solicit Consultant Services If Desired (page 5)	☐ Develop and Release an RFP
	☐ Review Proposals and Choose a Consultant
	☐ Finalize the Contract
During LRSP/VZAP Development	
3. Develop the Plan (page **Error! Bookmark not defined.**)	☐ Develop an Engagement Plan
	☐ Collect Data and/or Facilitate Access to Data Sources
	☐ Review Existing Plans and Policies
	☐ Conduct Technical Analysis
	☐ Develop the Plan Document
	☐ Develop the Vision Zero Policy (VZAP only)
	☐ Draft Staff Reports to Support Council Action
	☐ Draft and/or Request Presentations to Support Community Engagement and Council Action
Extensions of LRSP/VZAP Development	
4. Evaluate and Update the Plan (page 7)	☐ Evaluate the Plan
	☐ Update the Plan
5. Implement the Improvements (page 8)	☐ Identify Grant Opportunities
	☐ Review the Current Capital Improvement Plan

1. Establish Leadership and Clarify Plan Objectives

Action	Description
Identify a Champion	The champion is the plan's main advocate and point-person for its development and implementation. Many safety stewards can fit the role, including public works officials, law enforcement officers, elected officials, or citizens.
Convene a Working Group	The working group is the original team - a committee, task force, implementation group, or similar body - charged with oversight of plan development. This group is smaller than the larger stakeholder pool, consisting primarily of city or county staff, and takes on greater implementation, monitoring, and decision-making responsibility. A kickoff meeting is the best way to initialize and formalize the roles and responsibilities.
Identify and Contact Stakeholders	One of the working group's first action items should be to identify and contact a multidisciplinary group of stakeholders - the community members and partners who have a vested interest in road safety represented by one or more Safe System elements.
Decide Whether to Pursue a LRSP or VZAP	Work in consultation with city/county champions and stakeholders from different levels of government to determine whether to develop a LRSP or VZAP. Be sure to consider the government's appetite for, and capacity to, implement a VZAP, commit resources to achieving the "zero" goal, and adopt a Vision Zero Policy. See below under "Develop a Vision Statement and Goals" for more information about the role and scope of a VZAP "zero" goal.
Program Coordination	The ongoing success of road safety goals relies on regular meetings that maintain momentum and focus. Team members, safety partners, and the community should be regularly informed of key information regarding the plan's development and implementation, and collaboration should be welcomed.
Develop a Vision Statement and Goals	While no crashes are desirable, the Safe System approach prioritizes avoiding crashes that result in death and serious injuries, since no one should experience either when using the transportation system. This principle can serve as guidance for vision statement and goals development: a Vision statement is a simple description of the desired outcome, and Goals are a set of realistic items that support the vision statement. If a VZAP is being pursued, the plan should include a "zero" goal or equivalent target, which is an official public commitment (e.g., resolution, policy, ordinance, etc.) made by a high-ranking official and/or governing body to an eventual goal of zero roadway fatalities and serious injuries. The commitment must include a goal and timeline for eliminating roadway fatalities and serious injuries achieved through one, or both, of the following: (1) the target date for achieving zero roadway fatalities and serious injuries, or (2) an ambitious percentage reduction of roadway fatalities and serious injuries by a specific date with an eventual goal of eliminating roadway fatalities and serious injuries.
Gain Leadership Support	Support from community leaders aids in the development of a safety plan and has an impact on the success of outcomes. Initiating conversations and gathering feedback from local leaders supports a stronger sense of ownership and advocacy for the plan.

2. Solicit Consultant Services If Desired

Action	Description
Develop and Release an RFP	Work in consultation with city/county staff and champions to develop an RFP that reflects the work and budget necessary to achieve desired outcomes and maintain eligibility for plan- or project-related grant opportunities. See LRSP/VZAP Request for Proposals (RFP) Template.
Review Proposals and Choose a Consultant	Review proposals with an eye toward hiring a consultant that can provide the desired services in a timely and cost-effective manner, whether that means having ample experience with specific types of plan development, local knowledge and experience, or access to unique tools resources that facilitate plan development.
Finalize the Contract and Issue a Notice to Proceed	After a consultant has been selected, finalize the contract and issue an explicit notice to proceed according to the proposed project schedule. Ensure all back-of-house resources and contacts are in place so the city/county project team and consultant are ready to communicate, share resources and data, and proceed with the work efficiently and effectively.

3. Develop the Plan

Action	Description
Develop an Engagement Plan	Develop an engagement plan tailored to each phase of plan development that provides a robust foundation for the plan, while also leveraging recent engagement efforts to avoid unnecessary engagement fatigue and frustration. Systemic safety plans require stakeholder engagement that allows for community representation in plan development and receipt of feedback on the preliminary identification of priority collision corridors, intersections, and HINs and improvement projects. LRSP stakeholders may include public staff, representation from the private sector, and community organizations. VZAP engagement requires more extensive public involvement and a focus on equity issues in transportation planning. Information received from engagement and collaboration should be analyzed and incorporated into the plan. Overlapping jurisdictions should be included in the process and plans and processes that overlap with other jurisdictions or agencies should be coordinated and aligned to the extent practical. See LRSP/VZAP Engagement Plan Guidance.
Collect Data and/or Facilitate Access to Data Sources	Provide or facilitate access to existing plans and policies and jurisdiction-specific data required for technical analysis. Examples include crash data, traffic data, and roadway characteristics identified in the Transportation Injury Mapping System (TIMS), the Jurisdiction's Collision Database, the Jurisdiction's GIS assets, Citizen Requests, and dispatch records. See LRSP/VZAP Request for Proposals (RFP) Template for more information.

Action	Description
Review Existing Plans and Policies	Identify all plans and policies that need to be reviewed in preparation for plan development. This includes plans and policies that form the foundation of the new plan, identify related improvement plans, and/or influence the nature and implementation of safety improvements. The assessment of current policies, plans, guidelines, and/or standards (e.g., manuals) should identify opportunities to improve how processes prioritize transportation safety. Additional consideration should address whether plan implementation requires the adoption of revised or new policies, guidelines, and/or standards. See LRSP/VZAP Policy Review Worksheet.
Conduct the Technical Analysis	Conduct the collision history and safety data analysis and identify countermeasures and strategies. This includes analysis of existing conditions and historical trends, locations where there are crashes and the severity of the crashes, as well as contributing factors and crash types. Based on the analysis performed, a geospatial identification of higher-risk locations should be developed: an LRSP requires identification of priority corridors and intersections (collision hot spots), whereas a VZAP requires identification of a High-Injury Network (HIN). Analysis also includes identification, prioritization, and timeline for implementation of a comprehensive set of strategies reflecting a Safe System Approach that will address the safety problems described in the plan. See scope of work included in the LRSP/VZAP Request for Proposals (RFP) Template.
Develop the Plan Document	Develop a plan document summarizing the work performed related to existing plans and policies, technical analysis, implementation plan, and engagement.
Develop the Vision Zero Policy (VZAP only)	In concert with the plan development above, develop a complementary Vision Zero Policy that codifies the "zero goal" and identifies how each jurisdiction department will commit to holistic planning and implementation that helps achieve that goal.
Develop Presentations to Support Community Engagement and Council Action	Develop presentations that support community engagement efforts throughout the plan development, review, and adoption process. See LRSP/VZAP Presentations Worksheet.
Draft Staff Reports to Support Council Action	Draft staff reports that provide Councilmembers with the information they need to review and respond to draft and final plans. See LRSP/VZAP Staff Report Guidance.

4. Evaluate and Update the Plan

Action	Description
Evaluate the Plan	The best practice for plan evaluation involves before-and-after studies of collision data on a citywide, corridor, or specific location basis where improvements were implemented. However, this evaluation standard relies heavily on sufficient collision data and can be influenced by other variables and changes, such as new development, in which case additional data, such as volumes, may be needed to normalize implementation results. Other recommended measures of effectiveness (MOE's) that can be used to evaluate improvements in a shorter time frame include the following: • Near-miss, hard braking, and other proxy data • Number/type of public comments • Number/type of police citations • Number of fixed object impacts Implementation of a VZAP requires explicit annual monitoring and publishing of progress toward the "zero goal." Often, progress is publicized in an annual report or web-based dashboard.
Update the Plan	A safety plan should be responsive to changes in roadway development, local policy, and emerging technology. Additionally, a plan can better serve the public if it is accompanied by a regularly updated website or "dashboard" featuring safety data, completed and upcoming projects, and recent or upcoming safety-related events.

5. Implement the Improvements (see [Bicycle & Pedestrian Infrastructure Action Plan Policy Guidance](#))

The following content reflects items specific to the LRSP, however, a Bicycle & Pedestrian Infrastructure Action Plan (BPIAP) can be used to provide a near-term plan for implementing the highest priority improvements identified in the LRSP. See the [BPIAP](#) resources for more information.

Action	Description
Identify Grant Opportunities	While many projects in safety plans are funded through Highway Safety Improvement Program (HSIP) grants, a variety of other sources from various agencies can help to fund additional countermeasure implementation. Additional efficiencies can be leveraged to deploy plan elements, such as coordinating standard pavement improvements and the striping of new bicycle and pedestrian facilities. See [BPIAP Implementation Program Guidance](#). Setting up meetings with the agencies that administer funding can help to identify all possible sources. Recommended personnel to meet with include: • Executive Director of local MPO • Representatives from the HSIP-administering DOT • Vision Zero Program Managers
Review the Current Capital Improvement Plan	Funded capital improvement projects may overlap with safety improvement or allow for bundling of planned projects with safety countermeasures. As noted above, there may also be opportunities to include implement safety improvements in routine maintenance work. A review of the most recent fiscal year's capital improvement plan can reveal these opportunities. Another funding option for implementing improvements is to require safety impact analysis and mitigation during development projects. An example of this process is the Caltrans "Interim Local Development and Intergovernmental Review Practitioners Guidance", or LDIGR.