



HIGHWAY SAFETY IMPROVEMENT PROGRAM

IMPLEMENTATION PLAN



AUGUST 2020



HSIP Implementation Plan Guidance

Date Issued

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FHWA Office of Safety

Background

The Highway Safety Improvement Program (HSIP) is a core Federal-aid highway program, the purpose of which is to achieve a significant reduction in fatalities and serious injuries on all public roads. The HSIP is a federally-funded, State-administered program under 23 U.S.C. 148, 23 U.S.C. 150, and 23 U.S.C. 130 and regulated by 23 CFR Parts 924 and 490. Under 23 CFR Part 490, each State is required to establish annual safety performance targets for five measures: 1) number of fatalities, 2) number of serious injuries, 3) fatality rate (per hundred million vehicle miles traveled (HMVMT)), 4) serious injury rate (per HMVMT), and 5) number of non-motorized fatalities and serious injuries.

If the State does not meet or make significant progress towards meeting its annual safety performance targets, the State must comply with the provisions set forth in 23 U.S.C. 148(i) for the subsequent fiscal year. The State must: 1) use obligation authority equal to the HSIP apportionment for the year prior to the year for which the targets were not met or significant progress was not made, only for HSIP projects; and 2) submit an annual HSIP Implementation Plan that describes actions the State will take to meet or make significant progress toward meeting its subsequent targets. Under 23 U.S.C. 148(i), the HSIP Implementation Plan must:

- Identify roadway features that constitute a hazard to road users;
- Identify highway safety improvement projects on the basis of crash experience, crash potential, or other data-supported means;
- Describe how HSIP funds will be allocated, including projects, activities, and strategies to be implemented;
- Describe how the proposed projects, activities, and strategies funded under the State HSIP will allow the State to make progress toward achieving the safety performance targets; and
- Describe the actions the State will undertake to achieve the performance targets.

While the HSIP Implementation Plan has specific requirements as listed above, the State also must meet all HSIP planning requirements [23 U.S.C. 148(c)(2)(B) & (E) and 23 CFR Part 924.9] and consider those requirements as part of its HSIP Implementation Plan development efforts.

Purpose

The purpose of this guidance is to clarify the requirements of 23 U.S.C. 148(i). Specifically, this guidance addresses the requirements for the HSIP Implementation Plan. The HSIP Implementation Plan is a key component of the State's Decision Support System (DSS) and is used to track and report on the State's progress toward meeting its annual safety performance targets.

The HSIP Implementation Plan demonstrates Florida's progress toward meeting its annual safety performance targets as required by the Federal Highway Administration (FHWA) under 23 U.S.C. 148(i). The HSIP Implementation Plan will help the state continue to focus limited resources on reducing the number of fatalities and serious injuries on the transportation system with the understanding that no death is acceptable on Florida's transportation system.

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Florida's Focus on Getting to Zero

Florida shares the national traffic safety vision, "Toward Zero Deaths," and formally adopted its own version, "Driving Down Fatalities," in 2012. The Florida Department of Transportation (FDOT) and its traffic safety partners are committed to eliminating fatalities and serious injuries with the understanding that the death of any person is unacceptable, and therefore, zero deaths is the state's safety performance target. This target is consistent throughout Florida's Strategic Highway Safety Plan (SHSP), Highway Safety Improvement Program (HSIP), and Highway Safety Plan (HSP). Florida's toward zero deaths vision is documented as the statewide performance measure in the Florida HSIP annual report. Starting in the 2017 HSIP annual report, FDOT established statewide 2018 safety targets, which set the target at "0" for each safety performance measure to reflect the department's vision of zero deaths. This target was reaffirmed in 2019 and in 2020 continues to reflect Florida's commitment to zero fatalities and serious injuries.

Florida is federally required to track and report performance on five safety factors, including:

- ▼ Number of fatalities;
- ▼ Rate of fatalities;
- ▼ Number of serious injuries;
- ▼ Rate of serious injuries; and
- ▼ Number of non-motorized fatalities and number of non-motorized serious injuries.

Between 2015 and 2018, FDOT worked with Florida's 27 metropolitan planning organizations (MPO) to establish both the state and MPO safety targets. For the first time, FDOT had a conversation specifically with the MPOs about safety targets, and as a result, 21 of Florida's 27 MPOs support the zero performance target. The projects in the HSIP and the Statewide Transportation Improvement Program (STIP) reflect the collaboration between the MPOs, FDOT Districts, and FDOT Central Office in recognizing those targets and jointly implementing strategies to achieve them.

On April, 24, 2020, Florida received a letter from the Federal Highway Administration (FHWA) evaluating the progress made toward achieving safety targets. FHWA determined that Florida did not meet or make significant progress toward meeting its targets of zero for each of the five federal performance measures.

The State of Traffic Safety

Achieving zero fatalities will take:



Commitment



Energy



Focus

FDOT and its safety partners recognize achieving zero fatalities and serious injuries will not be easy. That is why FDOT assembled 260 safety stakeholders from across the state in Jacksonville on May 6 and 7, 2019 to determine who else needed to be involved in the drive to zero and what more could be done individually and collectively to reduce fatalities and serious injuries. During this Florida Vision Zero Workshop, participants discussed trends on fatalities and serious injuries and other trends that impact traffic safety. The many external factors that can impact traffic related fatalities and serious injuries were noted, including those in the figure below:

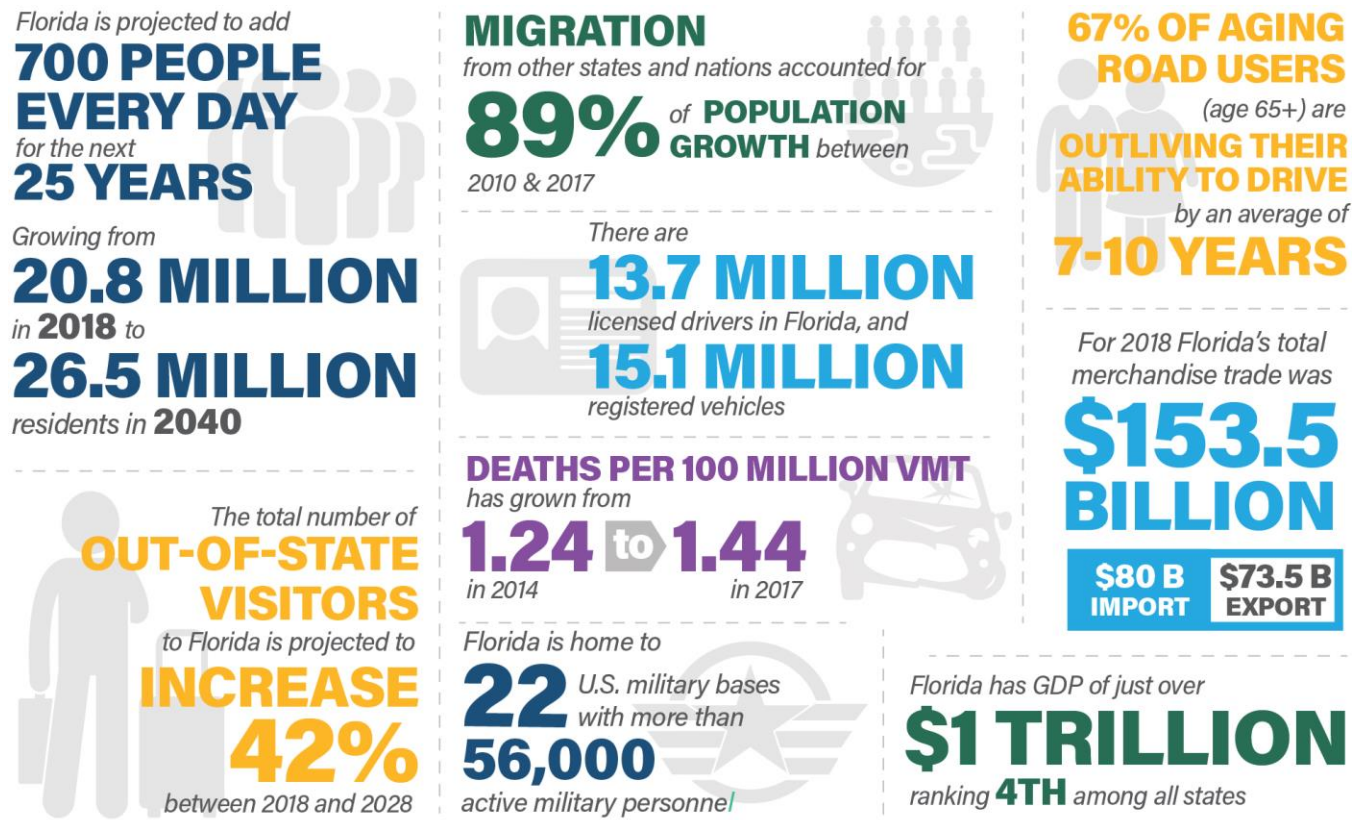


Figure 1: Selected External Factors Influencing Fatalities and Serious Injuries

Despite the impacts of external factors, Florida's fatalities remain flat while serious injuries have begun to slowly decline. Over the previous two years, traffic related fatalities decreased from 3,176 in 2016 to 3,116 in 2017. In 2018, fatalities increased slightly to 3,135 but did not reach the 2016 peak. Preliminary data for 2019 suggest total fatalities have increased again, reaching 3,218 (Figure 2).

ROADWAY FATALITIES

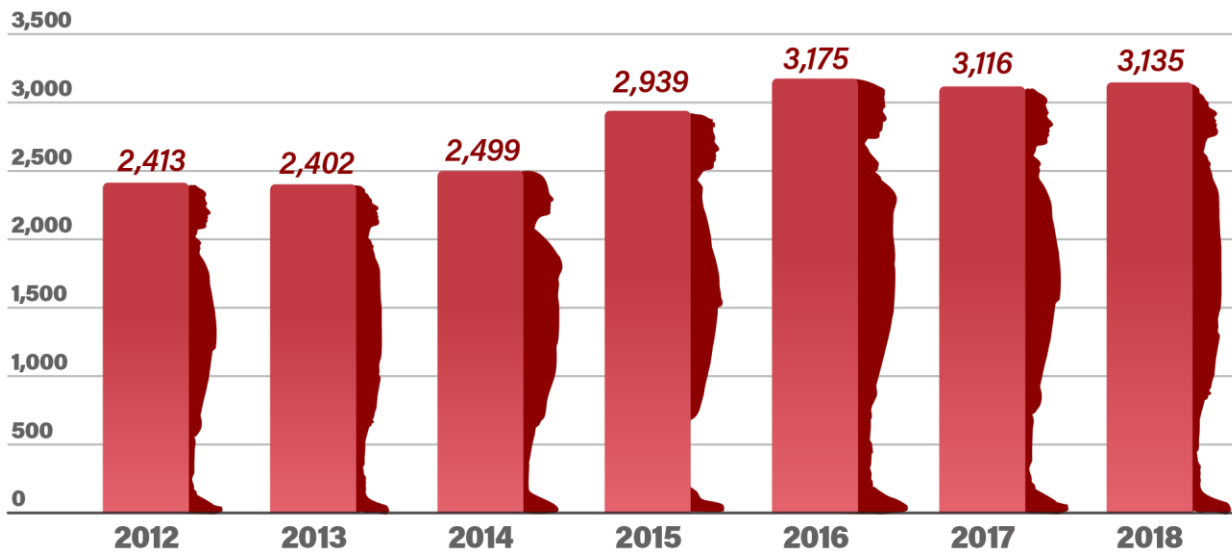


Figure 2. Roadway Fatalities 2012-2018

Workshop participants learned about Vision Zero principles and how Vision Zero is implemented in Florida. Following presentations on *Connecting Effective Strategies*, attendees participated in group table discussions and were asked to provide their ideas on other effective strategies to improve safety on all of Florida's roadways, how they could use the strategies in their own jurisdictions, and how they could be adapted to other applications. The process was replicated following presentations on *Identifying New and Innovative Strategies*, with participants asked to comment on what new strategies should be considered, if they were near-term or long-term strategies, and what level of impact would be expected from each strategy. The strategies identified during this meeting have informed the update of the SHSP and actions of Florida's strategic safety coalitions. Participants were also encouraged to apply these concepts in their communities, where applicable, to improve traffic safety and advance Florida's safety vision. The following themes emerged from the discussion and will be incorporated into Florida's safety planning efforts:

- ▼ Focus on moving people and goods instead of moving vehicles
- ▼ Improve coordination among Florida's safety partners at state, regional, and local levels
- ▼ Embrace technology and data as an effective safety solution/tool

HSIP Implementation Plan Objective

This HSIP Implementation Plan documents Florida's HSIP funding and project decisions for the upcoming fiscal year to meet or make significant progress toward meeting its safety performance targets in subsequent years.

The HSIP Implementation Plan is an opportunity for FDOT and its partners to:

- ▼ Re-evaluate HSIP investment decisions;
- ▼ Ensure that projects identified, prioritized, and programmed in the state have the best potential for reducing serious injuries and fatalities;
- ▼ Identify roadway features that constitute the greatest hazard to road users;
- ▼ Determine available funding;
- ▼ Determine funding allocation goals;
- ▼ Provide an overview of HSIP programs, strategies, and activities; and
- ▼ Summarize actions that are anticipated to achieve safety performance targets.

FDOT and Safety in Florida

FDOT's mission is to "provide a safe transportation system that ensures the mobility of people and goods, enhances economic prosperity, and preserves the quality of our environment and communities." The following figure highlights the relationship of core FDOT functions and the zero deaths vision.

To achieve its mission of a safe transportation system, FDOT coordinates with MPOs and local governments to align safety priorities at the regional and local levels. Transportation projects are identified and prioritized with Florida's 27 MPOs as well as local governments in non-metropolitan areas. Data are analyzed for each potential project, using traffic safety data and traffic demand modeling, among other data. MPOs and local governments consider safety data analyses when determining project priorities.

Florida's transportation decisions are guided by several documents including the Florida Transportation Plan (FTP), the Strategic Intermodal System (SIS), the Statewide Transportation Improvement Program (STIP), the Strategic Highway Safety Plan (SHSP), the Highway Safety Improvement Program (HSIP), and the Highway Safety Plan (HSP). Other programs that help the state achieve the safety target include the Program Planning Workshops and the Development, Design, and Construction Standards.

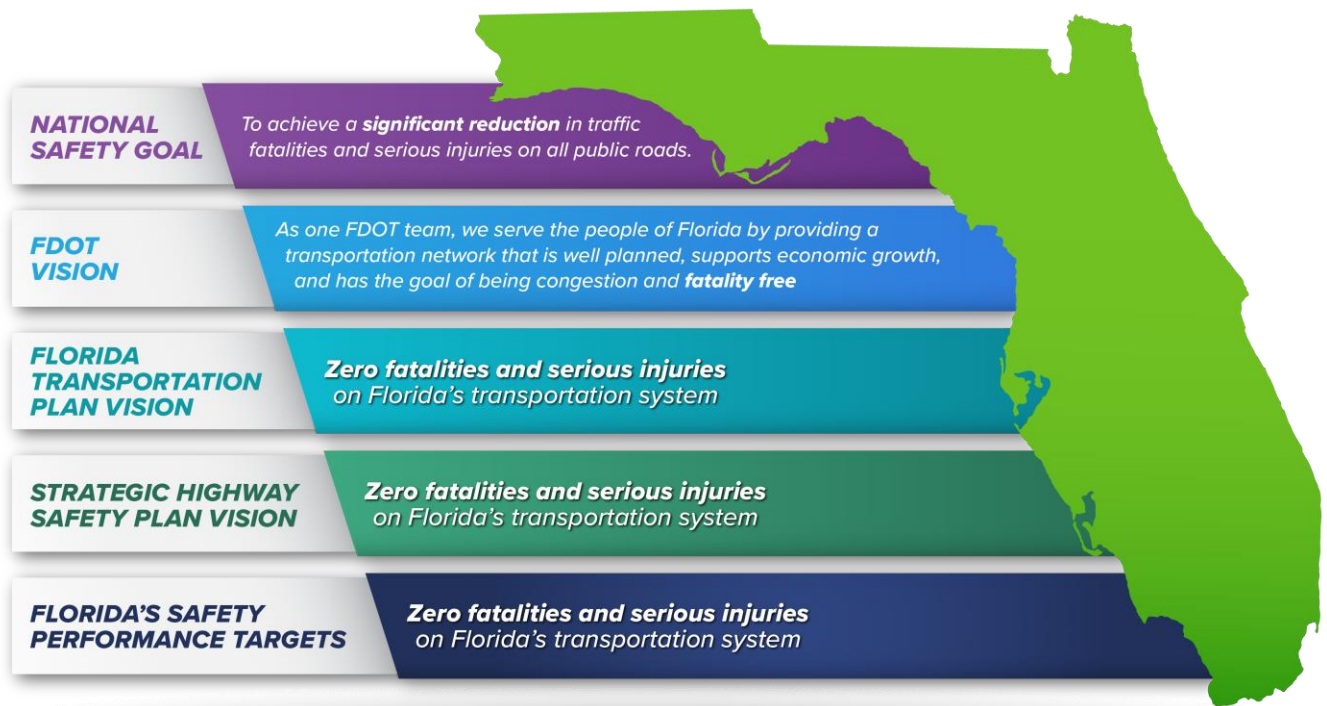


Figure 3: Florida's Alignment with the National Safety Goal

Florida Transportation Plan (FTP)

The FTP is the single overarching statewide plan that guides Florida's transportation future. Safety is the first goal identified in the FTP. The core component of the FTP is the Policy Element, which defines the goals, objectives, and strategies for Florida's transportation future over the next 25 years and provides guidance in making transportation decisions. The number of transportation related fatalities is one of the progress indicators identified in the plan. The FTP update is scheduled to be completed by December 2020. The updated plan remains focused on safety as a priority and reaffirms the state's vision of zero transportation fatalities and serious injuries.

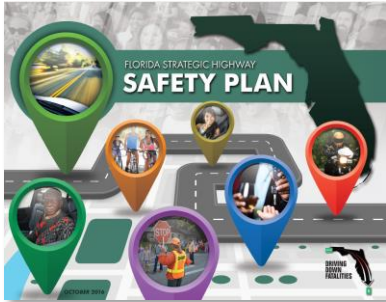


FTP Goal: Safety & Security for Residents, Visitors, and Businesses

FTP Objective: Prevent transportation related fatalities and serious injuries.

FTP Objective: Reduce the number of crashes on the transportation system.

Strategic Highway Safety Plan (SHSP)



The SHSP is the statewide plan focusing on how to reduce fatalities and serious injuries on all public roads. The SHSP is updated at least every five years by FDOT in coordination with statewide, regional, and local safety partners. The 2016-2020 SHSP embraces Vision Zero (Driving Down Fatalities) and identifies potential strategies to achieve zero traffic deaths on all public roads. The SHSP update is underway and scheduled to be completed in early 2021. The updated plan remains focused on countermeasures that advance Florida's vision of zero transportation

fatalities and serious injuries.

Strategic Intermodal System (SIS) Policy Plan

The SIS is Florida's high priority network of transportation facilities important to the state's economy and mobility. The SIS focuses the state's limited transportation resources on the facilities most significant for interregional, interstate, and international travel. The SIS program considers the potential reduction of traffic fatalities and serious injuries as a factor for ranking potential projects. The SIS Policy Plan update is scheduled to begin in early 2021.



Statewide Transportation Improvement Plan (STIP)

The STIP is a federally mandated document which must include a listing of projects planned with federal participation in the next four fiscal years. All projects in the STIP support progress towards achieving the performance targets. The STIP prioritization process continues to use a data-driven method and stakeholder input to evaluate projects that have an anticipated effect of reducing both fatal and injury crashes.

Highway Safety Improvement Program (HSIP)

The Florida HSIP is a core federal-aid program that funds safety projects and programs, oversees and helps implement strategies from the SHSP, and achieves a significant reduction in traffic fatalities and serious injuries on all public roads leading to zero deaths. A list of HSIP projects can be found in the [HSIP 2019 Annual Report](#).

Highway Safety Plan (HSP)

Florida's HSP is the data-driven planning document that guides the implementation of the National Highway Traffic Safety Administration's (NHTSA) Section 402 Highway Safety Program and Section 405 National Priority Safety Programs in Florida, which assist the state in designing traffic safety programs to reduce traffic crashes, deaths, and injuries. The funding is used for behavioral program areas such as impaired driving, occupant protection, motorcycle safety, distracted driving, speed/aggressive driving, teen driver, pedestrian/bicycle, and aging road user countermeasures, police traffic services, work zone safety, and community traffic safety, in addition to traffic records improvements. The performance targets for fatalities, fatality rate, and serious injuries in the HSP are identical to those in the HSIP.

Program Planning Workshops

The FDOT Work Program Office holds Program Planning Workshops annually to determine the level of funding to be allocated over the next five to 10 years to preserve and provide for a safe transportation system. After projects are prioritized collaboratively by the MPOs, local governments, and FDOT Districts, certain funding types are then further analyzed and prioritized by FDOT Central Office.

Florida Project Development, Design, and Construction Standards

Florida design and construction standards include safety criteria and countermeasures, which are incorporated in every construction project. These safety measures are implemented as part of the total project and are funded using a combination of state and/or federal funds beyond allocated federal safety dollars. The Florida Project Development and Environment (PD&E) Manual requires the consideration of safety when preparing a proposed project's purpose and need, and defines several factors related to safety, including crash modification factors and safety performance factors, as part of the analysis of alternatives.

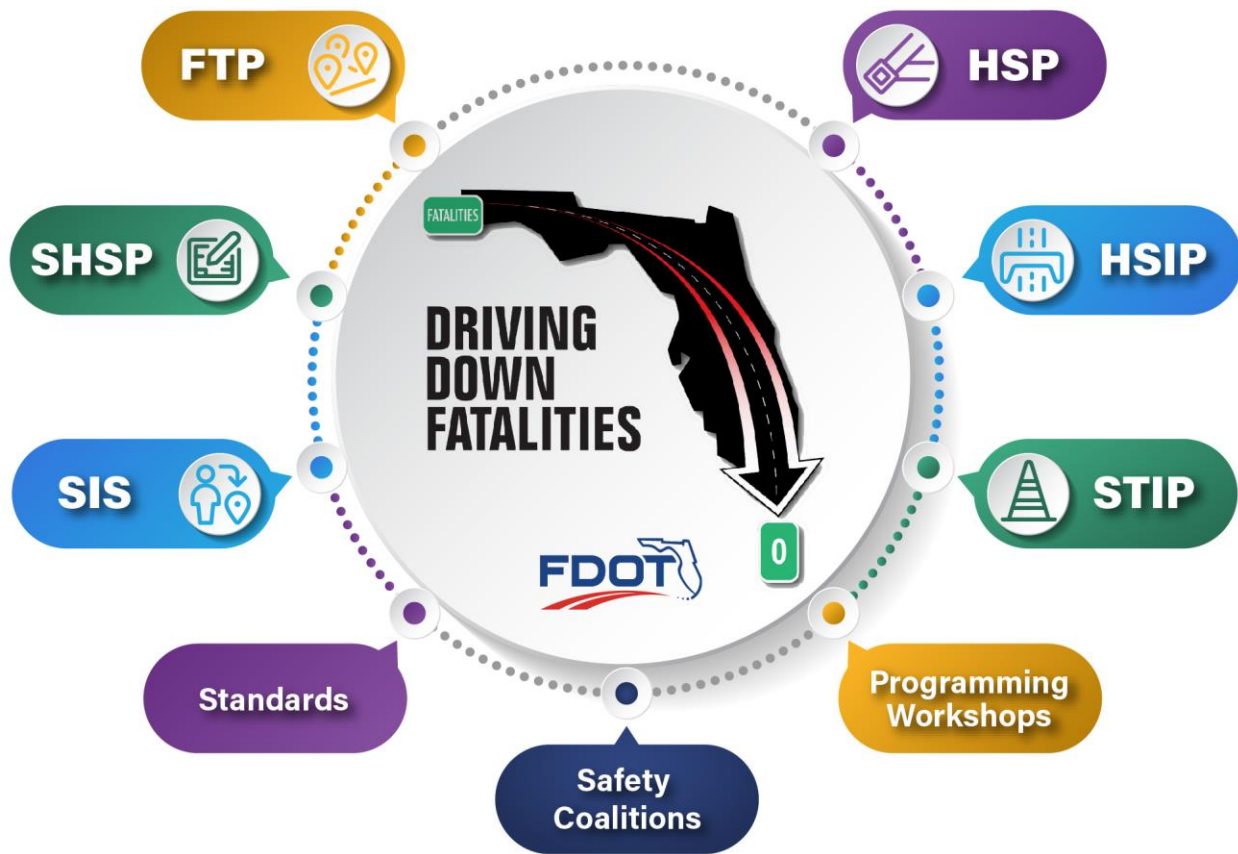


Figure 4. Plans and Processes Supporting Zero Fatalities

Highway Safety Improvement Program Funding

The HSIP is a state-administered, federal-aid highway program with the purpose of reducing traffic fatalities and serious injuries on all public roads. Funding is apportioned to Florida per Fixing America’s Surface Transportation (FAST) Act formulas explained on the [FHWA website](#). In recent years, Florida received over \$100 million annually for the HSIP.

A prioritized list of safety needs is maintained by each District. Proposed HSIP projects are authorized and funded based assessments of District-level and statewide needs.

Florida received an allocation of approximately \$155 million in HSIP funds during the 2018 state fiscal year from July 1, 2018 through June 30, 2019, and fully allocated those funds to safety projects. FDOT used these HSIP funds to complete 391 projects, which address the safety categories of intersections, lane departure mitigation, pedestrian and bicyclist safety, and other programs representing the remaining SHSP emphasis areas.

Table 1 summarizes the estimated number of projects and funding goals by program, strategy, or activity.

Table 1. HSIP Summary Table

Program, Strategy or Activity	Estimated # Projects	Estimated Funding (million)
Data	63	\$23.01
Intersection	71	\$32.40
Lane Departure	74	\$43.01
Pedestrian and Bicycle Safety	182	\$50.02
Multiple	3	\$0.17
Speeding and Aggressive Driving	1	\$6.58
Total	394	\$155.1

Regarding roadway ownership, state-maintained roadways were addressed by 260 projects using about \$103 million in HSIP funds. Local roadways were addressed by 65 projects using about \$20 million. Non-infrastructure such as preliminary engineering, public information or education, traffic engineering studies, and transportation statistics were supported with 69 projects using about \$31 million.

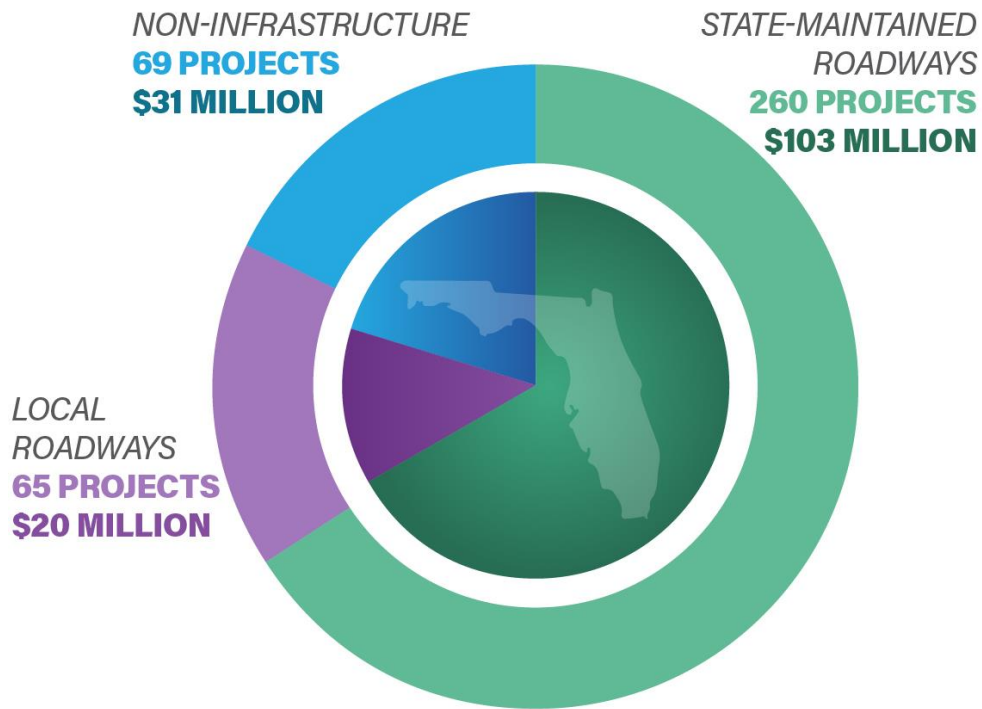
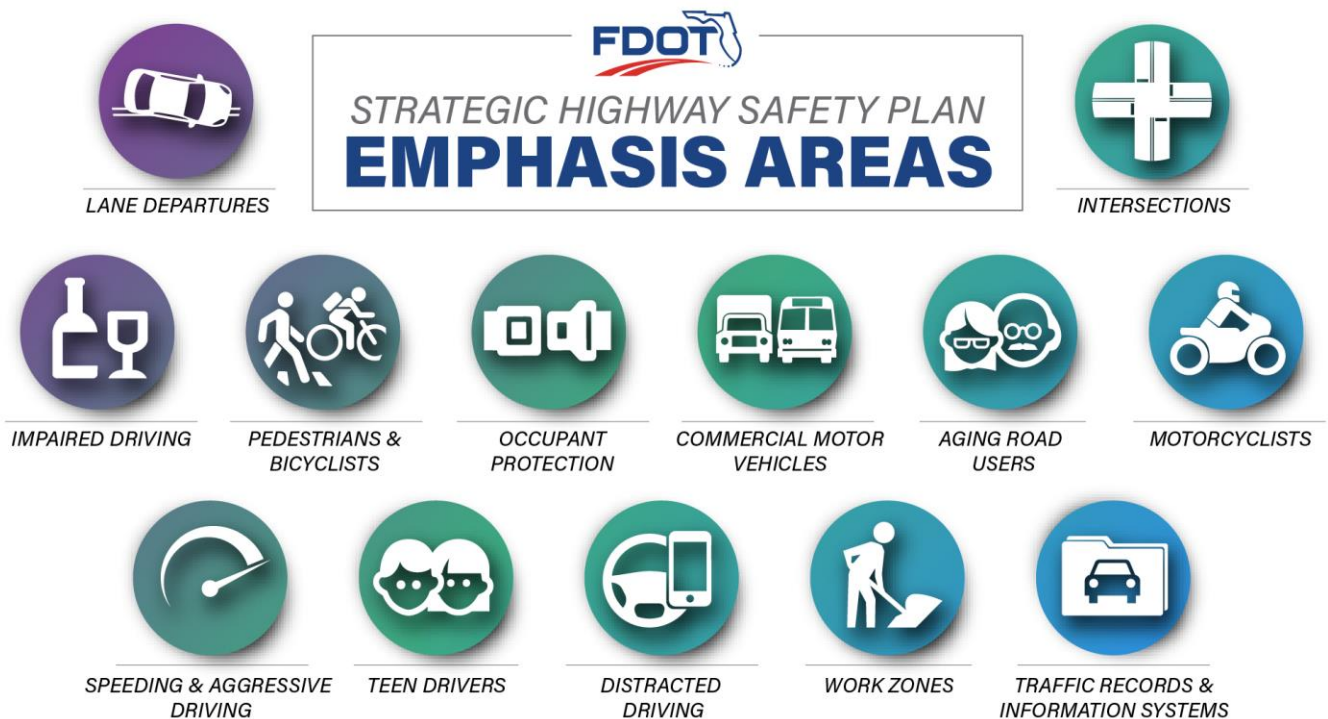


Figure 5. HSIP Funding Summary

Highway Safety Improvement Program Allocation Practices

FDOT is responsible for managing the HSIP, as well as providing strategy guidance, policies, and tools to the Districts, Turnpike Enterprise, and local agencies responsible for administration and delivery of highway safety improvement projects. 23 USC 148(c) indicates a focused, data-driven approach should be used for safety problem identification, countermeasure analysis, and resource allocation. Safety funds should be used on the most effective countermeasures at the locations with the greatest needs. FDOT actively uses the American Association of State Highway and Transportation Officials (AASHTO) Highway Safety Manual (HSM) and other proven data-driven approaches to reduce fatalities and serious injuries.

To be eligible for Florida HSIP funds, all safety improvement projects must address at least one of the 13 SHSP emphasis areas and provide an expected reduction in fatalities and serious injuries. Also considered are roadway ownership (e.g., state vs. local roads), improvement type (e.g., spot vs. systemic safety improvements), and other relevant categories. The 13 emphasis areas in the 2016-2020 Florida SHSP, which were selected by analyzing fatality and serious injury data, are:



Florida addresses funding needs primarily by SHSP emphasis areas (e.g., lane departure, intersections), and roadway features are examined in the process. As defined in the FDOT HSIP Guideline Manual (1991), “a hazardous location is defined as having an abnormal amount of crashes or a high potential for severe crashes, and for which a remedial action is not immediately possible.” A safety engineer is employed in each of the seven Districts to investigate hazardous locations, perform analyses, and make recommendations for improvements.



Figure 6. Factors Supporting Zero Fatalities

FDOT updates the HSIP annually, working closely with FDOT districts and other traffic safety partners to analyze crash data and identify projects that apply proven countermeasures to locations with a high frequency or high rate of crashes specific to one of the 13 Emphasis Areas identified in the SHSP. The annual update process requires an evaluation of trends and contributing factors related to traffic crashes, fatalities, and serious injuries resulting in an evolving list of projects prioritized in coordination with regional and local partners. FDOT closely monitors emerging safety trends and challenges, working with regional and local safety partners to amend the HSIP project list when necessary. While these projects and the associated policies and standards may take years to be implemented, they are built on proven countermeasures for improving safety and addressing specific safety challenges. Florida continues to allocate all available HSIP funding to these projects.



Figure 7. Overview of Project Development Cycle and Phases

HSIP Programs, Strategies, and Activities

The HSIP programs, strategies, and activities are informed by Florida’s SHSP and research conducted as part of the HSIP development process. These efforts address roadway features that constitute a hazard to road users, as well as highway safety improvement projects that were identified through a data-driven process of crash experience, crash potential, or other data-supported means. A list of HSIP projects can be found in the [HSIP 2019 Annual Report](#).

Hazardous locations may come to the attention of the District Safety Engineer from

- ▼ Citizen complaints
- ▼ Florida Highway Patrol troopers
- ▼ Incident reports
- ▼ Pavement skid tests
- ▼ District personnel

Highway Safety Plan Program Funding

For Federal Fiscal Year (FFY) 2020, FDOT has allocated \$10,452,316 in Section 402 State and Community Highway Safety Grant Program funds and \$13,324,700 in Section 405 National Priority Safety Program funds. Projects included in the Safety program will address multiple SHSP emphasis areas.

Table 2. Federal Fiscal Year 2020 HSP Allocations

Safety Category	Funding
Aging Road Users	\$555,219
Community Traffic Safety Outreach	\$504,500
Distracted Driving	\$89,500
Impaired Driving	\$2,407,564
Motorcycle Safety	\$1,561,870
Occupant Protection and Child Passenger Safety	\$1,225,350
Paid Media	\$6,314,084
Pedestrian and Bicycle Safety	\$2,700,560
Planning and Administration	\$475,000
Police Traffic Services – Law Enforcement Liaison (LEL)	\$1,300,000
Public Traffic Safety Professionals Training	\$1,611,650
Speed/Aggressive Driving	\$1,331,000
Teen Driver Safety	\$474,852
Traffic Records	\$3,152,867
Work Zone Safety	\$73,000
Total	\$23,777,016

FDOT awards subgrants to traffic safety partners who undertake priority area programs, initiatives, and activities to improve traffic safety and reduce crashes, serious injuries, and fatalities. Subgrants may be awarded for addressing traffic safety deficiencies, expansion of an ongoing activity, or development of a new program.

Entities apply for funding through FDOT by submitting concept papers which describe their proposed efforts. Project funding decisions are based on:

- ▼ How well the proposed effort meets the goals of the SHSP and the goals of the coalitions and stakeholders;
- ▼ Where the project's location ranks within the Florida Highway Safety Matrix;
- ▼ NHTSA assessment recommendations; and
- ▼ Whether evidence of a problem is supported by state and local traffic safety data and/or citation data.

FDOT developed objective, data-driven tools to identify traffic safety problems and the geographic areas of the state that represent the highest number of crashes, fatalities, and serious injuries. The Florida Highway Safety Matrix ranks combined fatality and serious injury data in county- and city-level matrices, which provide Florida decision-makers with critical information about the status of traffic safety in counties and cities throughout the State.

Specific measures in the matrix are as follows:

- ▼ Distracted Driving;
- ▼ Drivers 65+;
- ▼ Impaired Driving;
- ▼ Motorcycle Related;
- ▼ Occupant Protection;
- ▼ Pedestrian or Bicyclist Related;
- ▼ Speed or Aggressive Driving Related;
- ▼ Teen Drivers; and
- ▼ Work Zones.

Eligible for Funding

- ▼ Government agencies,
- ▼ Political subdivisions of state, local, city and county government agencies,
- ▼ Law enforcement agencies
- ▼ State colleges and state universities
- ▼ School districts
- ▼ Fire departments
- ▼ Public emergency service providers
- ▼ Qualified non-profit organizations (e.g., MADD, SADD, etc.).

Florida's Annual Report, submitted to NHTSA each December 31, describes how funded projects helped Florida meet its behavioral-related highway safety performance targets, an assessment of the state's progress in achieving performance targets, and how the state will adjust its next HSP to meet performance targets that were not met. Starting in FFY 2018 HSP, Florida's performance targets were set at "0" for each performance measure, with the exception of the seat belt use rate which was set to 100 percent, to reflect FDOT zero deaths vision. More detail can be found in Florida's FFY2019 [HSP Annual Report](#).

Florida's Strategic Safety Coalitions

Florida manages implementation of much of its safety program through statewide coalitions that are organized based on the SHSP emphasis areas. This structure helped institutionalize safety throughout the state and ensure that all aspects of safety are addressed by a broad group of safety stakeholders at quarterly coalition meetings. The coalitions are:

Florida Lane Departure and Intersection Coalition



Florida Impaired Driving Coalition



Alert Today, Alive Tomorrow: Florida's Pedestrian and Bicycle Safety Coalition



Florida Occupant Protection Coalition



Motorcycle Safety Coalition



Safe Mobility for Life Coalition (Aging Road Users)



Florida Teen Safe Driving Coalition



Traffic Records Coordinating Committee

This section provides the following information for each of Florida's Strategic Safety Coalitions:

- ▼ Purpose - Describes the purpose of this program, strategy, or activity (i.e., what problem does it address), and how it relates back to the SHSP
- ▼ Coalition Mission – Describes the focus of the representative coalition
- ▼ Countermeasures - Lists the types of countermeasures or improvements that will be implemented as part of these projects
- ▼ Benefits - How the program, strategy, or activity will contribute to a reduction in fatalities and serious injuries and help the state make progress toward achieving the safety performance targets

The following information is also included for coalitions supported through the HSIP

- ▼ Program Funding - Estimated cost for the program, strategy, or activity
- ▼ Methodology and Implementation Plan – Describes the methodology that was used to identify projects under this program, strategy, or activity

Florida's eight Safety Coalitions bring together multiple traffic safety partners, technical stakeholders, and subject matter experts from various disciplines who review available data; develop and prioritize strategies; and implement and monitor progress of programs and initiatives to reduce fatalities and serious injuries associated with their Coalition's area of focus. Input on safety priorities and activities comes from traffic safety coalitions, advocates, FDOT District Traffic Safety Engineers, law enforcement officers and their leadership, emergency responders, judges, Mothers Against Drunk Driving (MADD), Students Against Destructive Decisions (SADD), and many other state and local agencies.

Lane Departure and Intersection Coalition

Purpose

More people are killed in lane departure crashes than any other type of crash, both in Florida and nationally. According to the SHSP, lane departures represent 30 percent of all crashes but account for 47 percent of all deaths. Both driver behavior and roadway design play a role in the number and severity of lane departure crashes. A driver who is speeding, distracted, drowsy, or impaired is likely to have difficulty staying in the lane. A roadway that is slick and wet, an object that is too close to the road, or a shoulder or curve that does not allow for any error can also contribute to a lane departure crash.

An intersection is a potential point of conflict that relies on signage, traffic control devices, roadway design, lighting, the good behavior of users, and other factors to ensure everyone navigates through safely. The traffic safety focus at intersections is motivated by the 24 percent increase in fatalities and the three percent increase in serious injuries between 2015 and 2018.

Intersections present a wide range of safety challenges for different users and modes. According to the Florida SHSP, pedestrians and bicyclists are involved in less than five percent of all intersection crashes, yet account for more than 17 percent of the fatalities. Intersections also create risks for aging road users because as people age, there are declines in visual, cognitive, and physical abilities. This creates additional difficulties for aging road users in some situations such as making left turns, changing lanes, and navigating through intersections. Sixty percent of aging driver fatal crashes involved a failure to yield the right of way.

Coalition Mission

The mission of the Lane Departure and Intersection Coalition is to analyze data, develop strategies, and implement improvements to eliminate fatal and serious injury crashes for both intersections and lane departures. With assistance from the Federal Highway Administration, the Coalition is working on developing a plan for intersections. In putting the plan together, the Coalition relied on the progress made by other statewide coalitions such as the Safe Mobility for Life Coalition and the Florida Impaired Driving Coalition.

Cost

The HSIP identified 71 projects for a total of approximately \$32 million to maximize safety benefits at intersections and 74 projects for a total of approximately \$43 million to continue to reduce lane departures.

Methodology and Implementation Plan

- ▼ Limit conflicts through geometric, traffic control, and lighting improvements.
- ▼ Institute and promote Highway Safety Manual analyses and road safety audits/assessments using multi-disciplinary teams to review the operations and safety for all intersection users.
- ▼ Identify locations using crash frequency and crash rate to inform the HSIP.

Countermeasures

INTERSECTION

- ▼ Use traditional and alternative designs and technologies to reduce conflict risks such as innovative interchange designs, access management, and roundabouts.
- ▼ Improve the awareness and visibility of traffic control devices so all users can safely navigate an intersection.

LANE DEPARTURE

- ▼ Install rumble strips.
- ▼ Widen pavement/shoulder.
- ▼ Install/improve signage.
- ▼ Install/improve pavement marking and/or delineation.
- ▼ Install/improve lighting.
- ▼ Add/upgrade/modify/remove traffic signal(s).

Benefits

This program will help keep vehicles on the roadway in their appropriate directional lane; reduce the potential for crashes when vehicles do leave the roadway or cross into opposing traffic lanes; and minimize the severity of crashes that do occur. It will also reduce the frequency and severity of crashes at intersections.

Alert Today, Alive Tomorrow

Purpose

Florida seeks to be a quality place for people to live, learn, work, and play, and is working to ensure everyone has convenient and safe choices for transportation, including walking, biking, and transit. Approximately two-thirds of pedestrian and bicyclist-related fatal crashes occur outside of a marked crosswalk or bicycle lane.

Coalition Mission

Florida's pedestrian and bicycle safety coalition – Alert Today, Alive Tomorrow – is comprised of a diverse group of national, state, and local partners and safety advocates that prioritizes and implements the strategies identified in the statewide Pedestrian and Bicycle Strategic Safety Plan (PBSSP) to reduce pedestrian and bicycle related fatalities and serious injuries resulting from traffic crash involvement on Florida's roadways. The goal of the Coalition, which meets regularly to discuss and update the progress of PBSSP implementation is to:

- ▼ Advance data collection, analysis, and evaluation;
- ▼ Establish clear priorities that guide the implementation of safety strategies towards areas with the highest representation of traffic crashes resulting in fatalities or serious injuries to pedestrians and bicyclists; and
- ▼ Eliminate pedestrian and bicyclist fatalities and serious injuries resulting from traffic crashes on public roads by decreasing the number of non-motorized fatalities and non-motorized serious injuries based on the five-year rolling average as established in the HSIP and/or SHSP.

Cost

The HSIP identified 182 projects for approximately \$50 million focused on reducing the frequency and severity of pedestrian and bicyclist related crashes.

Methodology and Implementation Plan

- ▼ Bicycle crash and exposure data are used to identify locations using crash frequency and crash rate to inform the HSIP.
- ▼ Locations with a high proportion of wet weather crashes are included in the screening process for skid hazard project locations.
- ▼ Pedestrians crash and population data are used to identify locations using crash frequency and rate, as well as contributing factors such as time of day, to inform the HSIP.
- ▼ Projects are identified using GIS analysis of crash locations and frequency.

Countermeasures

- ▼ Install sidewalks to avoid walking along roadways.
- ▼ Install pedestrian refuge islands.
- ▼ Install raised median and crosswalk.
- ▼ Improve lighting at intersections.
- ▼ Provide bike lanes.
- ▼ Provide a bicycle box (advance stop bar to leave space for cyclists).
- ▼ Add exclusive pedestrian phasing to signalized intersection.
- ▼ Restrict parking near intersections.

- ▼ Convert unsignalized intersection to roundabout.
- ▼ Improve/install pedestrian crossing.
- ▼ Install pedestrian countdown signal heads.

Benefits

Infrastructure for walking and bicycling can help reduce crashes and injuries or fatalities by contributing to traffic calming measures. Installing bicycle lanes, sidewalks, or other improvements can help reduce vehicle travel lane width and make pedestrians and bicyclists more visible to drivers. These changes to accommodate pedestrians and bicyclists are often effective at slowing traffic to a people-friendly speed and help ensure speed limit compliance by matching the physical design of the road to the posted speed limit.

Florida Impaired Driving Coalition

Purpose

Despite impressive efforts to reduce traffic-related fatalities and serious injuries in Florida over the past several years, the number of alcohol and/or drug involved crashes, fatalities, and injuries continues to be a challenge in Florida's goal to reach zero fatalities. As a percent of all crash fatalities, alcohol and/or drug impaired driving fatalities in Florida slowly declined from 29 percent in 2011 to 27 percent in 2015, according to NHTSA. During that same time period, the Florida Department of Highway Safety and Motor Vehicles (FLHSMV) reported 7,252 serious injuries and 4,030 fatalities due to alcohol and/or drug impaired driving. Despite implementation of many proven countermeasures, the number of alcohol and/or drug impaired driving crashes, fatalities, and injuries continue to be unacceptable. Florida is dedicated to continuing to reduce the number of alcohol and/or drug impaired driving fatalities and serious injuries.

Coalition Mission

In 2009, FDOT established the Florida Impaired Driving Coalition (FIDC). The FIDC was formed to identify and prioritize the state's most pressing alcohol and/or drug impaired driving issues, review proven strategies, develop and approve a strategic plan that maximizes the state's ability to impact these crashes, and oversee implementation of the strategic plan. Agencies and organizations responsible for components of Florida's impaired driving system, or those agencies working to impact the effects of impaired driving, participate in the FIDC.

Countermeasures

- ▼ Combine high visibility enforcement with increased public awareness of the dangers, costs, and consequences of impaired driving, with emphasis on high-risk populations and locations.
- ▼ Reduce repeat impaired driving behavior through targeted enforcement, effective and efficient prosecution, enhanced penalties for subsequent offenses, and improved evaluation, intervention, and treatment of substance abuse.

- ▼ Identify opportunities to prevent or counteract impaired driving through training of law enforcement, court, and substance abuse treatment personnel, recognition of emerging trends and new best practices, use of tools such as ignition interlock devices, and revision of laws and rules.

Benefits

Increased education and high visibility enforcement paired with stronger legislation can help reduce the number of impaired drivers on Florida's roadways.

Florida Occupant Protection Coalition

Purpose

Florida reached a historic record for statewide safety belt usage of 90.6 percent in 2018. Observed safety belt usage in Florida rose 30 percentage points in the last 17 years and increased approximately eight percentage points in ten years' time, from 81.7 percent in 2008 to 89.6 percent in 2019. Florida's primary safety belt law became effective in 2009. The law requires that all drivers, all front seat passengers, and all passengers under the age of 18 wear safety belts. Children under age four must be in a safety seat, and children ages four and five must be in either a safety seat or a booster seat; some exemptions apply to cars manufactured prior to 1968 and trucks prior to 1972.

Despite these impressive gains in safety belt usage and the implementation of many proven countermeasures, efforts to reduce the number of traffic-related fatalities and serious injuries involving unrestrained vehicle occupants in Florida over the past few years continues to be a challenge in the state's goal to reach zero fatalities. As a percent of all crash fatalities, occupant protection related fatalities in Florida have slowly declined from 25.7 percent in 2011 to 23.2 percent in 2016 (NHTSA). During that same period, the FLHSMV reported 3,671 fatalities and 11,309 serious injuries due to lack of or improper occupant restraint use. Florida's occupant protection program involves enforcement, communication, and the education necessary to achieve significant, lasting increases in safety belt and child safety seat usage. Florida is dedicated to continuing to reduce the number of fatalities and serious injuries related to unrestrained vehicle occupants.

Coalition Mission

FDOT conducted a NHTSA technical assessment of Florida's occupant protection countermeasures program in March 2016. Following a key recommendation from the assessment, in 2017 FDOT established the Florida Occupant Protection Coalition (FOPC). The FOPC was formed to identify and prioritize the state's most pressing occupant protection issues, review proven strategies, develop and approve a strategic plan that maximizes the state's ability to impact crashes involving unrestrained vehicle occupants, and oversee implementation of the strategic plan.

Countermeasures

- ▼ Improve occupant protection-related education, communication, and outreach.

- ▼ Encourage enforcement of occupant protection laws and increase occupant protection awareness among law enforcement.
- ▼ Improve and expand occupant protection for children.
- ▼ Identify and share model laws that would increase use of occupant protection devices.

Benefits

Increased education and high visibility enforcement paired with stronger legislation can increase the number of drivers and passengers choosing to wear proper safety restraints and reduce the number of fatalities and serious injuries related to unrestrained or improperly restrained drivers and passengers.

Ride Smart Florida

Purpose

Motorcycles are a mode of transportation that is more vulnerable to serious injuries and fatalities as compared to other motor vehicles such as cars and trucks. Florida's sunny weather, beautiful beaches, and scenic highways make it a popular place for motorcycle enthusiasts, and the state is host to popular motorcycle rallies such as Biketoberfest and Daytona Bike Week. During the past decade, Florida observed an unusual increase in serious motorcycle injuries and fatalities as well as a continued increase in motorcycle registrations.

Coalition Mission

The mission of Ride Smart Florida is to focus funding and resources on the areas with the greatest opportunity to reduce motorcycle fatalities, serious injuries, and crashes. Ride Smart Florida is responsible for the development of Florida's Motorcycle Strategic Safety plan or MSSP. The MSSP is designed to provide a comprehensive strategy to address motorcycle safety issues by identifying goals, strategies, action steps, and performance measures for key program areas. The five-year plan provides guidance to the FDOT Motorcycle Safety Program and key stakeholders concerned with improving motorcycle safety.

Countermeasures

- ▼ Manage motorcycle safety activities in Florida as part of a comprehensive plan that includes centralized program planning, implementation, coordination, and evaluation to maximize the effectiveness of programs and reduce duplication of effort.
- ▼ Collect and analyze data on motorcycle crashes, injuries, and fatalities and provide local and state agencies with the best available data to make appropriate and timely decisions that improve motorcycle safety in Florida.
- ▼ Ensure quality and consistency in the rider training program so students will receive the level of information and experience necessary to properly prepare them for real-world riding situations.

- ▼ Increase the number of law enforcement agencies, emergency medical service agencies, and trauma centers that have policies, goals, and outreach efforts with regard to motorcycle safety.
- ▼ Manage motorcycle safety through engineering practices as a part of a comprehensive plan that includes centralized program coordination, planning, design, implementation, and evaluation to maximize the effectiveness of programs and practices.
- ▼ Support legislative and judicial initiatives that promote motorcycle-related laws and regulations that improve motorcycle rider safety.
- ▼ Manage motorcycle safety activities in Florida as part of a comprehensive plan that includes centralized program planning, implementation, coordination, and evaluation to maximize the effectiveness of programs.

Benefits

Streamlining motorcycle safety activities and providing accurate data helps provide efficient and effective data-driven decision making related to motorcycle safety. Quality training programs create better motorcycle riders and better engineering and education helps reduce conflicts between riders and drivers, reducing the number of motorcycle crashes.

Safe Mobility for Life Coalition

Purpose

The growth of the aging population will have a profound impact on Florida's economy and way of life particularly when it comes to transportation. Today's older adults are not only living longer, they are driving longer than any other generation in history. Research indicates these individuals can expect to outlive their ability to drive safely by seven to ten years. All of this means more cars on the road, which inevitably increases the exposure and risk for all road users.

Coalition Mission

It is the coalition's mission to reduce crashes by improving the safety, access, and mobility of Florida's aging road users. The coalition oversees the development and implementation of Florida's Aging Road User Strategic Plan that includes six focus areas – program management, data, and evaluation; outreach and advocacy; aging in place; licensing and enforcement; prevention and assessment; and transitioning from driving. The purpose of the strategic plan is to improve the safety, access, and mobility of Florida's aging population by addressing areas critical to the needs and concerns of the target population.

Countermeasures

- ▼ Promote and educate drivers on comprehensive driving evaluations and safety strategies to prevent crashes.

- ▼ Expand transportation choices and promote community design features to meet the mobility needs of an aging population.
- ▼ Develop and distribute resources and tools to support safe driving skills and encourage early planning to safely transition from driving.

Benefits

Increased education paired with increased transportation choices and accessibility can help .increase the number of aging road users who choose to transition from driving when they are no longer comfortable behind the wheel, reducing the number of crashes involving aging road users.

Florida Teen Safe Driving Coalition

Purpose

Teen drivers do not have years of experience in recognizing and avoiding dangerous situations. According to the Centers for Disease Control and Prevention (CDC) motor vehicle crashes are the leading cause of death for U.S. teens. Six teens ages 16 to 19 die every day from motor vehicle injuries. Per mile driven, teen drivers ages 16 to 19 are nearly three times more likely than drivers aged 20 and older to be in a fatal crash. Fortunately, teen motor vehicle crashes are preventable and proven strategies can improve the safety of young drivers on the road.

Coalition Mission

The Florida Teen Safe Driving Coalition (FTSDC) was created in 2011 by the National Safety Council (NSC), in partnership with FDOT, to address the issue of teen traffic safety. Florida has one of 10 teen safe driving coalitions across the country formed by the NSC and the Allstate Foundation to establish a culture of teen safe driving based on the proven principles of Graduated Driver Licensing (GDL). In Florida, the role of the FTSDC is to identify the state's most pressing teen safe driving issues and maximize the ability to reduce teen driver crashes, serious injuries, and fatalities.

Countermeasures

- ▼ Educate teens, parents, and caregivers about safe driving behaviors and Florida's teen licensing law(s).
- ▼ Draft model language that aligns Florida's graduated driver licensing requirements with the national model.

Benefits

Increased education paired with stronger graduated driver licensing requirements can provide additional time for inexperienced teen drivers to become comfortable behind the wheel and encourage teen drivers to make safe decisions, reducing the number of crashes involving teen drivers.

Traffic Records Coordinating Committee

Purpose

The improvements Florida makes to its transportation system are all data driven, many times with a specific focus on improving the safety of an existing or planned facility. It is critical that the data used to make these decisions is readily available, accurate, and consistent across all data sources. Multiple agencies are responsible for managing Florida's safety data, and the Traffic Records Coordinating Committee (TRCC) provides a forum for these agencies to better align their data systems and improve their accessibility, completeness, timeliness, accuracy, and uniformity.

Coalition Mission

Florida's Traffic Records Coordinating Committee (TRCC) is a statewide stakeholder forum created to facilitate the planning, coordinating, and implementation of projects to improve the state's traffic records information systems. Through the coordinated efforts of its member organizations, the TRCC provides a forum for the creation, implementation, and management of a traffic safety information system that provides accessible, accurate, complete, consistent, integrated, and timely traffic safety data to the state of Florida

Countermeasures

- ▼ Provide ongoing coordination in support of multiagency initiatives and projects which improve traffic records information systems.
- ▼ Develop and maintain complete, accurate, uniform, and timely traffic records data.
- ▼ Provide the ability to link traffic records data.
- ▼ Facilitate access to traffic records data.
- ▼ Promote the use of traffic records data.

Benefits

Increasing quality, consistency, timeliness, and accessibility of traffic records data helps the state identify potential safety solutions using data-driven processes to continue to reduce traffic crashes, fatalities, and serious injuries.

Additional Actions to Achieve Safety Performance Targets

Florida's Vital Few

As an agency, FDOT has elected to focus limited resources on initiatives that advance four areas identified as Florida's Vital Few – Improving Safety, Enhancing Mobility, Inspiring a Culture of Innovation, and Fostering a Talented Workforce. Florida's vital few builds on the state's vision of zero transportation fatalities and serious injuries.

The Vital Few Safety Team is organized into three groups focusing on fatalities and serious injuries involving lane departures, intersections, and bicyclists and pedestrians. Each Vital Few Safety Team involves a multidisciplinary team representing design, safety, public information, construction, planning, traffic operations, maintenance, and multiple modes of transportation from all regions of the state.

Each of the three groups that make up the Vital Few Safety Team identified countermeasures that have already been implemented or new countermeasures that could be implemented to reduce the number of fatalities and/or serious injuries within their focus area.

Vital Few Safety Team	Countermeasures Implemented
Lane Departures	<ul style="list-style-type: none">• 23 Countermeasures Implemented since 2013
Intersections	<ul style="list-style-type: none">• 20 Countermeasures Implemented since 2013• 1 Countermeasure In Development• 4 New Countermeasures Identified for Fiscal Year 2021
Bicyclists and Pedestrians	<ul style="list-style-type: none">• 23 Countermeasures Implemented since 2013• 2 Countermeasure In Development• 3 New Countermeasures Identified for Fiscal Year 2021

New Initiatives

In addition to the HSIP and HSP, FDOT initiated new policies and programs to further support the achievement of zero traffic fatalities.

SAFE STRIDES 2 Zero: The System Analysis and Forecast Evaluation (SAFE) State Traffic Roadway and Intersection Evaluation System 2020 (STRIDES) 2 Zero program applies FDOT data to evaluate safety and mobility at intersections and roadway segments. The program focuses on enhancing the highway safety management network screening method thorough quantitative evaluation of intersections and roadway segments, application of predictive crash tools, and safety performance monitoring before and after engineering countermeasures are implemented.

Complete Streets: FDOT adopted its Complete Streets policy in 2014 and provided implementation guidance in its Context Classification Handbook in 2017. The publication of the Florida Design Manual (FDM) in 2018 kicked off implementation of Complete Streets for all state road projects. FDOT is currently implementing four speed

management projects that will apply new best practices to state roadways where traffic speeds have been found detrimental to pedestrian safety. Lessons learned from these projects are being fed back into the Florida Design Manual and Traffic Engineering Manual, as well as other manuals, to be implemented systemically on other state roads. The HSIP includes the first projects designed using the updated FDM.

Manual on Intersection Control Evaluation (ICE): This manual was revised in November 2017. Intersections play an essential role in the roadway network and account for a high percentage of all crashes, especially severe crashes producing fatalities and serious injuries. This manual update incorporates changes to reflect the FDOT Complete Streets policy, building in flexibility and innovation to ensure roads are developed based on context. The manual includes guidance for alternative intersections, using roundabouts, cross-over-based designs, and U-turn-based designs. The Manual on ICE was used to design the HSIP.

Connected and Automated Vehicles: In 2018, FDOT increased its efforts to research and deliver connected vehicle technology to reduce traffic crashes and published its first [Connected and Automated Vehicles Business Plan](#) in January 2019. FDOT has already implemented several pilot projects focused on transportation system management and operations TSM&O to test emerging technologies that could improve safety and efficiency and documented those efforts in this plan.

Highway Safety Manual (HSM): FDOT recognizes the importance of the national HSM. Through dedicated and consistent training and messaging over the last several years, the HSM is now an integral part of FDOT project development and design. The HSM was used for HSIP projects.

Florida Safe Routes to School (SRTS): Florida SRTS is a statewide program that is funded by FDOT. Its goal is to make it safer for more children to walk and bicycle to school. Florida SRTS funds projects that address unsafe or lack of infrastructure, as well as programs that promote walking and bicycling through education/encouragement programs aimed at children, parents, and the community. FDOT transferred HSIP funds during the state fiscal year 2019/2020 to enhance safety for school crossing zones through the SRTS program and to enhance pedestrian and bicycle safety through Florida's Pedestrian and Bicycle Safety Coalition.

Safe Transportation for Every Pedestrian (STEP): The STEP training workshop from FHWA is focused on the systemic application of cost-effective countermeasures with known safety benefits to reduce pedestrian fatalities at both uncontrolled and signalized crossing locations. In addition, the training workshop includes a crosswalk of laws including the 2018 Florida Statutes Title XXIII Chapter 316 and countermeasures to improve pedestrian safety. The STEP training workshop also includes case studies and group exercises related to the countermeasures and their application. By focusing on pedestrian crossing locations, agencies can address a significant national safety problem and boost the quality of life for pedestrians of all ages and abilities.

Florida Community Traffic Safety Teams

Florida's Community Traffic Safety Teams (CTSTs) also provide consistent input into the highway safety planning process. CTSTs are locally based groups of highway safety advocates that are committed to solving traffic safety problems through a comprehensive, multi-jurisdictional, multi-disciplinary approach. Members include city, county, state, and occasionally federal agencies, as well as private industry representatives and local citizens. Community

boundaries are determined by the organizations comprising a CTST: a city, an entire county, a portion of a county, multiple counties, or some other jurisdictional arrangement may be the basis for a CTST.

Tracking Progress

Under 23 CFR Part 490, each state is required to establish annual safety performance targets for five measures:

- ▼ number of fatalities;
- ▼ number of serious injuries;
- ▼ fatality rate (per hundred million vehicle miles traveled (100M VMT));
- ▼ serious injury rate (per 100M VMT); and
- ▼ number of non-motorized fatalities and serious injuries.

Figures 7 through 11 show Florida data for 2005 through 2018 for each of these five measures. Florida made progress in 2017 in reducing the numbers or the rate associated with ALL FIVE safety performance targets and while there was a slight increase in fatalities in 2018, numbers remain below the 2016 peak.

Florida develops safety data forecasts for each of the five safety performance measures annually and uses these forecasts to project and monitor the state's progress toward achieving the goal of zero transportation fatalities and serious injuries. These forecasts included an exploratory analysis, a pre-forecast validation process, and forecasts for 2020 and 2021. Initial findings of this forecasting indicate that fatalities (5-year rolling average) and non-motorized fatalities and serious injuries (5-year rolling average) will increase while fatality rate (5-year rolling average) will remain constant. The forecast suggests serious injuries (5-year rolling average) and serious injury rate (5-year rolling average) will decrease in 2020 and 2021.

As shown in Figure 7, Florida reversed a trend of over 3,000 fatalities annually from 2008 to 2015 but climbed to 3,163 in 2016. Due to recent efforts by FDOT and its many partners, fatalities in 2017 dropped to 3,116 and saw only a slight increase to 3,135 in 2018 despite substantial increases in VMT and population. Serious injuries have fallen dramatically to 19,196 in 2018 which is the lowest number of serious injuries since 2005 when 29,310 serious injuries were reported (Figure 8).

FHWA asks that states analyze safety performance targets using five-year rolling averages to support the forecasting of long-term trends. This methodology calculates the average number of fatalities occurring over a five-year period, considering data from 2010-2014 to report the performance metric for 2014, for example. Because of Florida's lower number of fatalities between 2010 and 2014, the five-year rolling average indicates an upward trend while the actual number of fatalities reflect a plateau between 3,100 and 3,200 fatalities beginning in 2016. Florida's serious injuries, however, demonstrate a slow and steady decline using both the actual numbers and five-year rolling averages.

ROADWAY FATALITIES

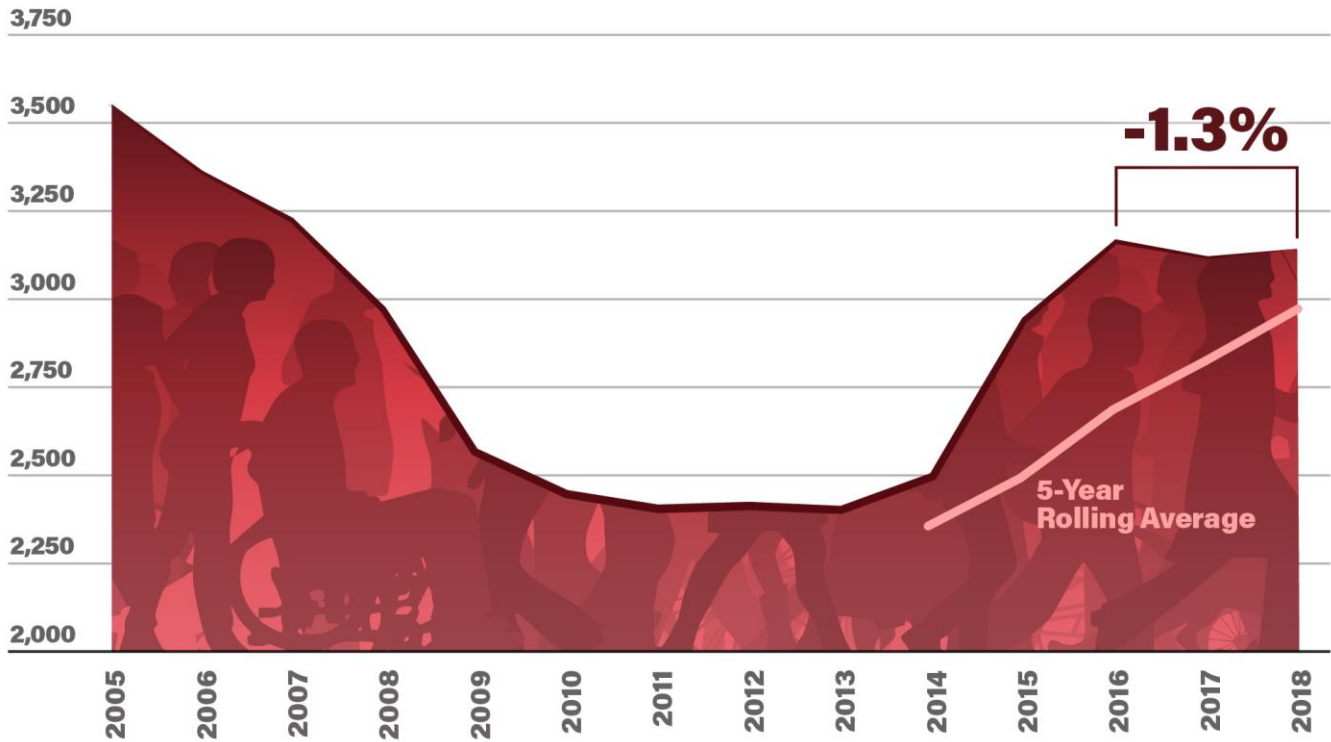


Figure 8. Roadway Fatalities, 2005-2018

SERIOUS INJURIES

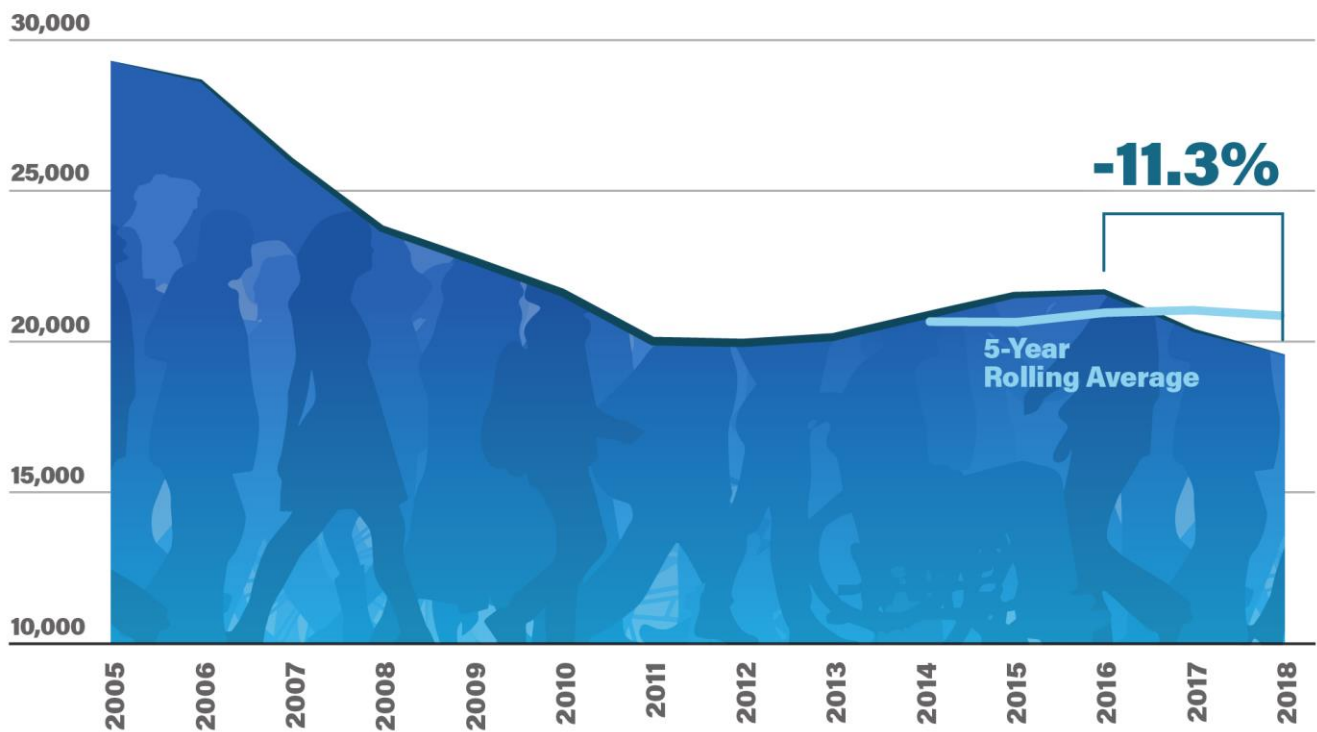


Figure 9. Roadway Serious Injuries, 2005-2018

Fatality rate and serious injury rate are calculated by dividing the total number of fatalities or serious injuries that occur in a given year by the total VMT. Florida's fatality rate declined from 1.48 people killed on the state's roadways per 100 million VMT in 2016 to 1.41 people killed per 100 million VMT in 2018 (Figure 9). Florida's serious injury rate also declined from 10.06 people seriously injured per 100 million VMT in 2016 to 8.65 people seriously injured in 2018 (Figure 10).

Florida's non-motorized users are among the state's most vulnerable road users. In 2016, there were 3,292 non-motorized fatalities and serious injuries (combined). Since then, the number of non-motorized fatalities and serious injuries (combined) increased to 3,319 in 2018 (Figure 11).

FATALITY RATE (PER 100M VMT)

2.00

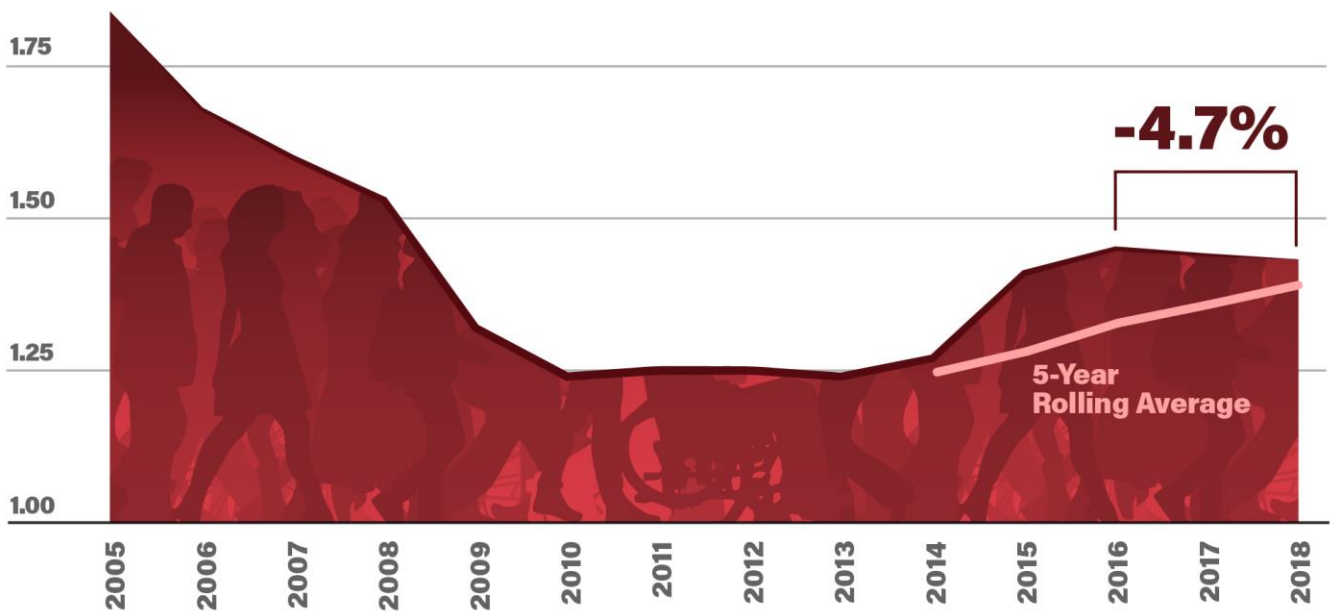


Figure 10. Roadway Fatality Rate per 100M VMT, 2005-2018

SERIOUS INJURY RATE (PER 100M VMT)

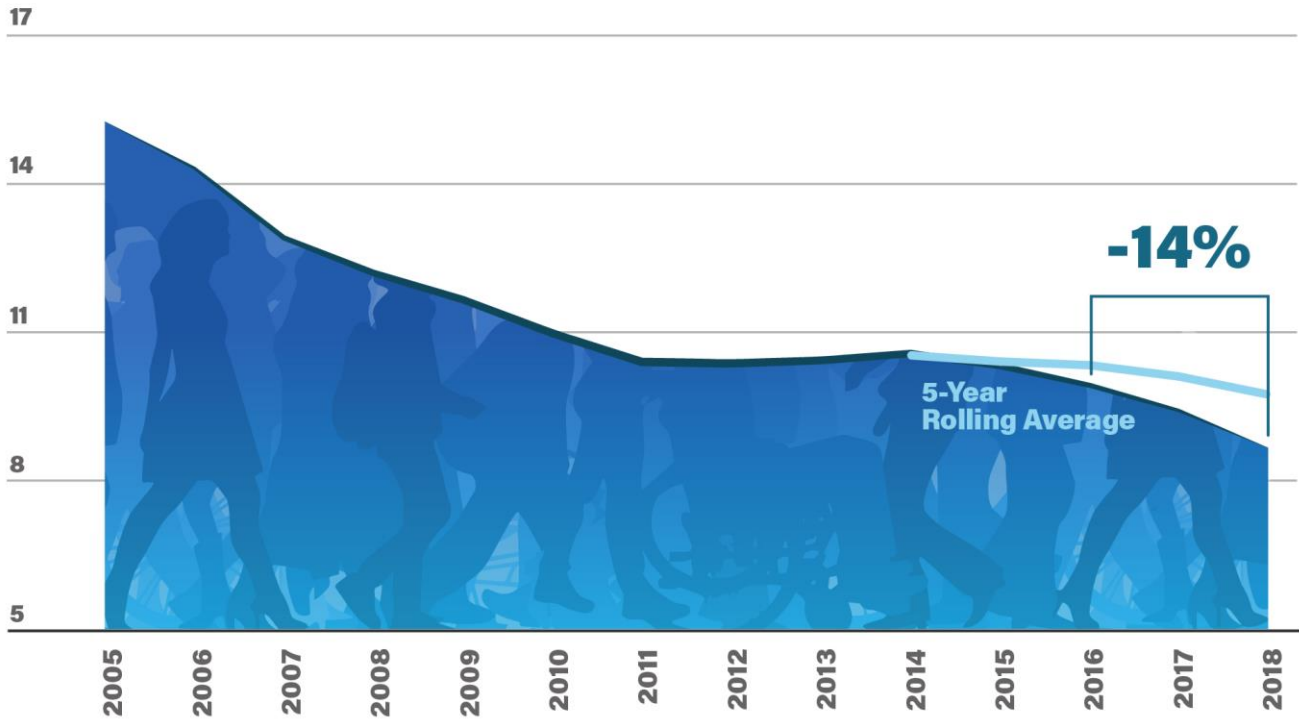


Figure 11. Roadway Serious Injury Rate per 100M VMT, 2005-2018

NON-MOTORIZED FATALITIES AND SERIOUS INJURIES (COMBINED TOTAL)

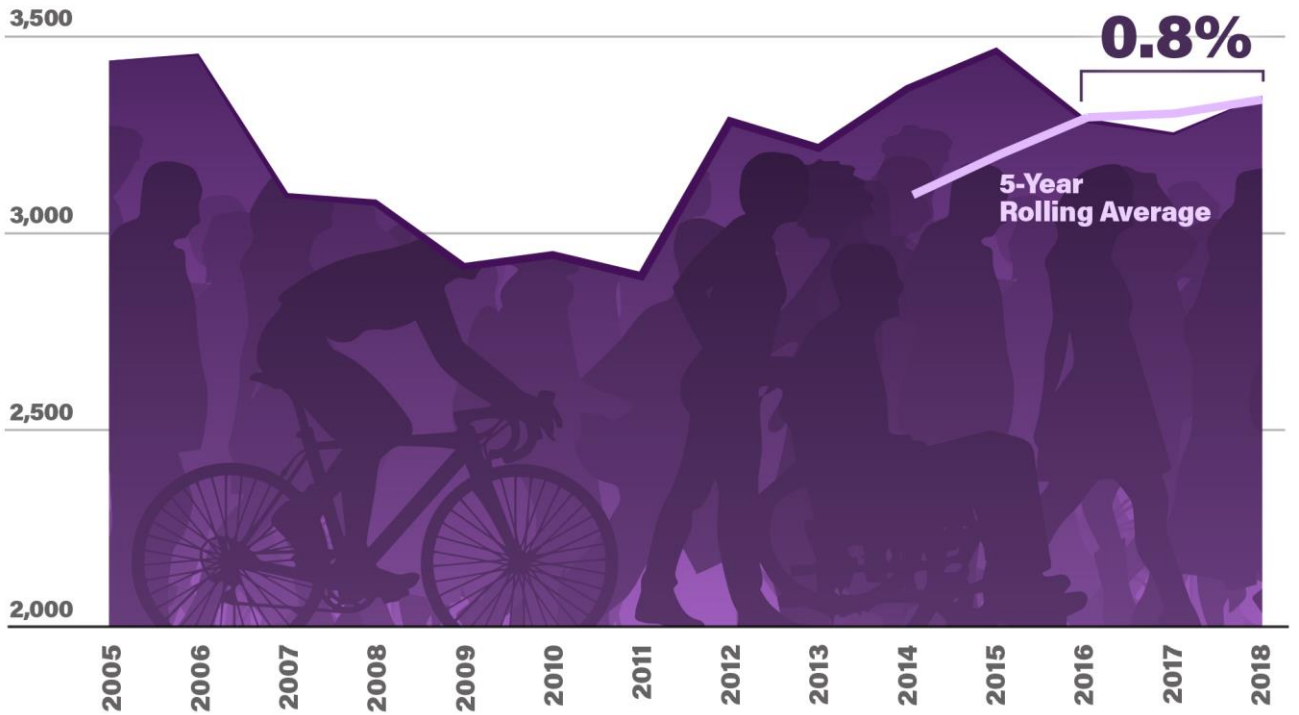


Figure 12. Non-motorized Fatalities and Serious Injuries, 2005-2018

FDOT administers programs for lane departure, intersections, and non-motorists (i.e. bicyclists and pedestrians) under the HSIP. These programs are tracked and reported in the annual HSIP report to FHWA. FDOT also administers programs for impaired driving, occupant protection, motorcycle safety, distracted driving, speed/aggressive driving, teen drivers, pedestrians/bicyclists, aging road users, work zone safety, and traffic records and data management through the HSP. The HSP Annual Report to NHTSA provides details on how the state will adjust its upcoming HSP to make significant progress toward achieving safety targets required under section 2e 23 U.S.C. 1300.35(a). These two programs, along with the additional actions identified above, are designed to continue to drive down fatalities with an ultimate goal of zero fatalities and serious injuries on Florida's roadways. FDOT will conduct an analysis of the various strategic safety coalition action plan outcomes and HSIP annual report to determine progress.