



February 1, 2022

## COMMITTEE AGENDA ITEM 5 A

### **CRTPA SAFETY MEASURES**

**TYPE OF ITEM: Action**

#### **STATEMENT OF ISSUE**

This item relates to the adoption of the 2022 CRTPA Safety Performance Targets for the following five (5) safety performance measures for all public roads that the CRTPA is required annually to address by the Federal Highway Administration (FHWA):

1. Number of fatalities;
2. Rate of fatalities per 100 Million Vehicle Miles Traveled (VMT);
3. Number of serious injuries;
4. Rate of serious injuries per 100 Million VMT; and
5. Number of non-motorized fatalities and non-motorized serious injuries.

Additionally, the item seeks support of the CRTPA's adoption of a long-term safety goal of zero fatalities and serious injuries for the CRTPA region, consistent with the Florida Department of Transportation (FDOT) Vision Zero initiative to eliminate all road traffic fatalities and serious injuries.

#### **RECOMMENDED ACTION**

- Option 1: Recommend the CRTPA adopt the recommended 2022 CRTPA Safety Targets and a CRTPA long term safety goal of zero fatalities and serious injuries for the CRTPA region.

## **BACKGROUND**

Pursuant to federal requirements, the CRTPA is required to annually adopt safety targets for the following five (5) safety performance measures for all public roads:

1. Number of fatalities;
2. Rate of fatalities per 100 Million Vehicle Miles Traveled (VMT);
3. Number of serious injuries;
4. Rate of serious injuries per 100 Million VMT; and
5. Number of non-motorized fatalities and non-motorized serious injuries.

With regards to the annual adoption of such data, the CRTPA (like other metropolitan planning organizations in Florida) has the option to:

- (1) support the measures developed by the FDOT (Note: FDOT has adopted a target of “Zero” for each of the five (5) safety performance measures supportive of the agency’s “Vision Zero” goal of achieving zero fatalities and serious injuries Statewide); or,
- (2) develop and adopt the agency’s own safety targets.

## **ENHANCING SAFETY THROUGHOUT THE CRTPA REGION**

Safety is integrated throughout the CRTPA planning process including the development of plans and programs that address safety, the implementation of safety projects, and safety program coordination with our partner agencies.

The following provides recent examples of implemented and/or planned projects seeking to improve the safety for pedestrians and bicyclists throughout the CRTPA region.

- US 27 (Palmer Avenue to Thomasville Road) and Magnolia Drive (Apalachee Parkway to Seventh Avenue) Corridor Safety Focus (Leon County) – FDOT District 3 safety analysis currently being conducted along high crash corridors for bicycles and pedestrians. Corridor safety improvements will be identified for inclusion in an implementation plan. **STATUS:** Study anticipated to be complete in June 2022.
- Thomasville Road (Calhoun Street, 3<sup>rd</sup> Avenue, Beard Street and 7<sup>th</sup> Avenue) (Leon County): In 2021, 3 RRFB (Rectangular Rapid Flashing Beacons) were installed on Thomasville Road in the Midtown area. Additionally, a missing crosswalk on the northern end of the crossing at Seventh Avenue/Thomasville Road was added. Together, these improvements enhance pedestrian safety along the corridor. **STATUS:** Future corridor improvements planned to enhance multimodal safety and visibility (see Midtown Area Transportation Plan, below)



- Pensacola Street (SR 399) Safety Improvements (Appleyard Drive to Stadium Drive) WPI# 4395793 (Leon County): As detailed to the Board at its [October 2021 Retreat](#), the FDOT District 3 has funded safety improvements to the corridor based upon completion of a roadway safety audit to address corridor bicycle, pedestrian and vehicular crashes. **STATUS:** Design/FY 23; Construction/FY 26



PHOTO: Pensacola Street Corridor

- US 98 (Woodville Highway to Lighthouse Road) WPI# 4405501 (Wakulla County): Extend the Coastal Trail eastwards to the St. Marks Wildlife Refuge providing a safe multi-use connection. **STATUS:** Construction/FY 24
- Resurfacing - Proactive involvement in programmed resurfacing projects has allowed the CRTPA to pursue pedestrian and bicyclist safety improvements through coordination efforts between the CRTPA, local governments and the FDOT. Such improvements include the addition of missing crosswalks, sidewalks, bicycle lanes and pedestrian bulb-outs associated with resurfacing projects. Specific examples include:

- US 90 (Jackson County Line to Bates Street) WPI# 4134253 (Gadsden County) – resurfacing to incorporate recommendations from adopted Chattahoochee Streetscape Plan to enhance pedestrian environment in downtown Chattahoochee. **STATUS:** Design/FY 22; Construction/FY 24



- US 19 (US 90 to Georgia State Line) WPI# 4377571 (Jefferson County) – resurfacing to incorporate comments provided to FDOT from City of Monticello which include the addition of pedestrian bulb-outs. **STATUS:** Design/FY 22; Construction/FY 24
- US 90/W Tennessee Street (Aenon Church Road to Ocala Road) WPI# 4269373 (Leon County) – resurfacing to incorporate significant corridor sidewalk gaps identified in CRTPA comments to FDOT. **STATUS:** Design/FY 22; Construction/FY 24

- Feasibility Studies – The CRTPA’s feasibility studies can provide a first step in pursuing corridor wide improvements including those which improve the environment for pedestrians and bicyclists. Specific examples include:
  - Midtown Area Transportation Plan (Leon County) – Adopted by CRTPA in 2020, the study identified recommended changes to improve the area’s mobility for all modes. **STATUS:** Upcoming candidate resurfacing project (Design/FY 23; Construction/FY 25) will incorporate some of the Plan’s recommendations for Thomasville Road from Monroe Street to Seventh Avenue (FDOT/Blueprint IA coordination).
  - Iron Bridge Feasibility Study (Gadsden County) – Proposed CRTPA feasibility study to evaluate construction of a multi-use trail on Iron Bridge Road from Orchard Pond Rd. to

US 27 in Havana that enhances connectivity to the CRTPA's existing and planned regional trails. **STATUS:** Study scheduled to be initiated in 2022.

- CRTPA Transportation Alternatives Program – This competitive federally funded program, coordinated at the local level by the CRTPA, provides funds to projects that support alternative (non-motorized) projects within the CRTPA region. Recent project examples include:

- Blountstown Street Sidewalk Improvements (Limits: US 90 to Tharpe Street) (Leon County) - A combination of CRTPA & City of Tallahassee funding was used to construct this much needed .7 miles sidewalk project. **STATUS:** Project constructed in 2021.

PHOTO RIGHT: Blountstown Street (before sidewalk construction)



- US 90 Sidewalk (Chalk Street to Ralph Strong Road) (Gadsden County) – Construct 1.06 miles sidewalk on southside of US 90 within City of Quincy. **STATUS:** Construction/FYs24 & 25.
- Community Traffic Safety Team (CTST) – Each of the four CRTPA counties have CTSTs that support safety initiatives through providing a forum of local highway safety advocates committed to solving traffic safety problems. The teams seek to increase traffic safety by reducing the number of traffic crashes and traffic related fatalities as well as the number and severity of traffic related injuries. Additionally, the CTSTs promote public awareness of traffic safety best practices through campaigns that educate drivers, motorcyclists, pedestrians, and bicyclists. Recent activities coordinated by the CRTPA include:
    - Helmet Fitting Training – February 2022 training for CRTPA and partner agency staff to assist with future bicycle safety event helmet giveaways.
- High Visibility Enforcement (HVE) – The FDOT Focused Bicycle and Pedestrian Initiative: Communication and High Visibility Enforcement is a program designed to increase awareness of, and compliance with, traffic laws and regulations that protect the safety of pedestrians and bicyclists on Florida's roads. The program implements a targeted approach combining high visibility education and enforcement with strategic community level communications in the 25 counties with the highest representation of crashes resulting in pedestrian and bicyclist serious and fatal injuries. Within the CRTPA region, Leon County is amongst the top 25 counties (ranked 23) for the current fiscal year (July 1, 2021 – June 30, 2022).
    - Leon County High Visibility Enforcement Initiative – Current contact between State of Florida and City of Tallahassee for the Tallahassee Police Department to conduct focused efforts along identified high crash location corridors. **STATUS:** Enforcement efforts to continue to May 2022.

- Leon County Hazardous Walking Committee – CRTPA staff participates in assessment of hazardous walking condition assessments coordinated by the Leon County School Board as required by state statute (Section 1006.23(4), Florida Statutes).

Included within the CRTPA’s FY 22 – FY 26 Transportation Improvement Program are a number of safety improvements including the following traffic signals, lighting and ADA upgrades, signage and pavement markings, and safety projects:

• FM# 4456631	SR 10 (US 90) FROM W OF BYRD RD TO OPPORTUNITY LN	GADSDEN	SIGNING/PAVEMENT MARKINGS
• FM# 4367411	GADSDEN COUNTY TSMCA	GADSDEN	TRAFFIC SIGNALS
• FM# 4456571	SR 8 (I-10) FROM LEON COUNTY LINE TO MADISON COUNTY LINE	JEFFERSON	SAFETY PROJECT
• FM# 4367451	JEFFERSON COUNTY TSMCA	JEFFERSON	TRAFFIC SIGNALS
• FM# 4440301	CR 260 SILVER LAKE RD FROM BEGINNING OF PAVEMENT TO ICE HOCKEY LN	LEON	SIGNING/PAVEMENT MARKINGS
• FM# 4440381	SR 61 CRAWFORDVILLE RD FROM SR 263 CAPITAL CIRCLE SW TO MCKENZIE DR	LEON	LIGHTING
• FM# 4456051	SR 10 (US 90) W TENNESSEE ST FROM CALIARK ST TO W BREVARD ST	LEON	SAFETY PROJECT
• FM# 4367461	LEON COUNTY TSMCA	LEON	TRAFFIC SIGNALS
• FM# 2197852	LEON COUNTY COMPUTER BASED ATMS IMPLEMENTATION/OPERATIONS	LEON	ITS COMMUNICATION SYSTEM
• FM# 4456061	SR 267 BLOXHAM CUTOFF RD AT CR 61 WAKULLA SPRINGS RD	WAKULLA	SAFETY PROJECT
• FM# 4367511	WAKULLA COUNTY TSMCA	WAKULLA	TRAFFIC SIGNALS
• FM# 414716 1	TALLAHASSEE ITS REGIONAL TRANS MGT CNTR BLDG & ASSOCIATED SYSTEM	CRTPA	TRAFFIC MANAGEMENT CENTERS

Finally, additional safety efforts of the CRTPA and its partners include:

- CRTPA/FDOT annual funding commitment (\$500,000) to the Tallahassee Regional Traffic Management Center for operations and traffic maintenance;
- 2022 initiation of an update to the CRTPA Congestion Management Process Report containing a strong safety component;
- Bi-monthly safety coordination meetings held with FDOT District 3 in concert with local partners that identify and discuss safety issues;
- Safety review of resurfacing projects in concert with FDOT and local transportation partners, identifying opportunities for inclusion of safety improvements in near-term resurfacing projects;
- CRTPA Urban Attributable (SU) funding guidance, adopted in November 2017, identifying explicit funding for safety projects, and active agency implementation of pedestrian safety projects utilizing such funds;
- Annual development and adoption of the Transportation Systems Management (TSM) Priority Project List that includes a number of pedestrian safety projects for which the agency is seeking funding;
- Implementation of infrastructure projects that improve regional safety including addition of enhanced lighting at key intersections to improvement pedestrian safety and access management improvements to address roadway safety;
- CRTPA website focus on transportation performance management in detail. This information includes a background on the TPM requirements of the agency, the latest information related to the CRTPA’s adoption of measures, and information related to how the agency is actively seeking to achieve its adopted measures: <http://crtpa.org/transportation-performance-measures/>.
- CRTPA participation in, and monitoring of, the region’s four (4) Community Traffic Safety Teams;
- Continued focus on bicycle and pedestrian safety through funding and implementation of regional trail projects and participation in regional bike month events;
- CRTPA 2021 initiation of safety data refinement utilizing Signal Four Analytics related to bicycle and pedestrian fatalities and serious injuries and [presentation](#) to CRTPA board and committees.

## **CRTPA TARGETS HISTORY**

Since first adopted on January 16, 2018, the CRTPA's has annually chosen to develop and adopt the agency's own safety targets. Initial guidance from the FHWA encouraged Metropolitan Planning Organizations (MPOs) to not set aspirational goals in the development of its safety targets.

Such targets have been developed using data provided by FDOT that is based upon a rolling average for each performance measure for the most recent five-years of available data (for example, the data used in 2018 measure development was for the years 2012 – 2016). These five-year data averages have been what the CRTPA has adopted as its targets each year. This methodology remained the same as was first used in 2018 up until 2021.

On February 16, 2021, during a discussion related to the CRTPA's annual adoption of its safety targets for 2021, the Board decided to adopt targets that reflected the lower targets for each of the five measures between the previous year's (2020) adopted targets and the proposed 2021 targets. As a result, the methodology that had been used since 2018 in which the agency adopted the most recent five-year FDOT data averages was *changed*.

The discussion at the meeting reflected a desire by the Board that the current methodology used be reassessed. This discussion was consistent with discussion over the last several years related to the annual adoption of safety targets in which the Board has expressed a desire to set such targets in a manner that is more proactive in terms of explicitly reflecting a desired reduction in serious injuries and deaths rather than using the most recent five-year averages as the agency's targets.

## **RECOMMENDATION**

After analyzing the CRTPA's historic methodology as well as that of other Florida MPO's related to safety target setting, staff is recommending a hybrid approach for the CRTPA region that both supports the FDOT's long term goal of Vision Zero and also seeks to reach such goal through utilization of the latest data provided by the FDOT in a manner that reflects current trends related to crash data.

Specifically, staff is recommending using last year's adopted 2021 CRTPA measures with the addition of **reduction factor**. Specifically, a reduction factor of five (5) percent annually is recommended.

Staff believes the proposed methodology provides a realistic direction towards adopting safety targets that are tied to data versus the agency adopting a target of zero for all five measures. Additionally, the use of a reduction of factor is consistent with several other Florida MPOs development of safety targets. The proposed methodology also addresses the Board's desire to move beyond just adopting the 5-year rolling averages as has previously been the agency's practice up to 2021.

Furthermore, as discussed, staff is recommending that the change in target setting methodology be coupled the CRTPA's adoption of a long-term safety goal of zero fatalities and serious injuries for the CRTPA region, consistent with the FDOT's long term goal of Vision Zero, as the CRTPA works towards reducing serious injuries and fatalities on the region's roadways.

### 2022 Proposed Safety Targets

For 2022, measures utilizing the proposed methodology have been developed. Information related to the most recently available FOT five-year averages (2016 – 2020) is provided as **Attachment 1**.

The targets proposed for adoption are as follows:

2022 PROPOSED Safety Performance Measures	Target
Number of fatalities (1)	55
Rate of fatalities per 100 Million Vehicle Miles Traveled (VMT) (2)	1.209
Number of serious injuries (3)	239
Rate of serious injuries per 100 Million VMT (4)	5.237
Number of non-motorized fatalities and non-motorized serious injuries (5)	40

DATA SOURCES: Fatality and serious injury counts from Florida Dept. of Transportation (FDOT) State Safety Office's Crash Analysis Reporting (CAR) database.

(1) The average number of fatalities per year is the sum of the annual total fatalities for each year in the range divided by 5.

(2) The average fatality rate is an average of the yearly rate figures for the years in the range, to three decimal places.

(3) The average number of serious injuries per year is the sum of the annual total serious injuries for each year in the range divided by 5.

(4) The average serious injury rate is an average of the yearly rate figures for the years in the range, to three decimal places. Each yearly rate is calculated by dividing the total number of serious injuries for the year by the total traffic volume for the year.

(5) The average number of combined fatalities and serious injuries for bicyclists and pedestrians is per year is the sum of the annual total bicyclist and pedestrian fatalities and total bicyclist and pedestrian serious injuries for each year in the range divided by 5

### Analysis of Prior Adopted Measures

As discussed above, the CRTPA has developed its safety targets using the most recently available FDOT data reflecting five-year averages as a basis for each of the safety performance measures.

Subsequent to adoption\*, the CRTPA assesses the region's progress or achievement towards meeting its adopted safety targets. **Attachment 2** summarizes the achievement of the agency towards its meeting its adopted safety targets since the agency has started adopting such measures in 2018 including that for the most recent data available (2016 – 2020). The actual data reported for each year is provided alongside the adopted targets.

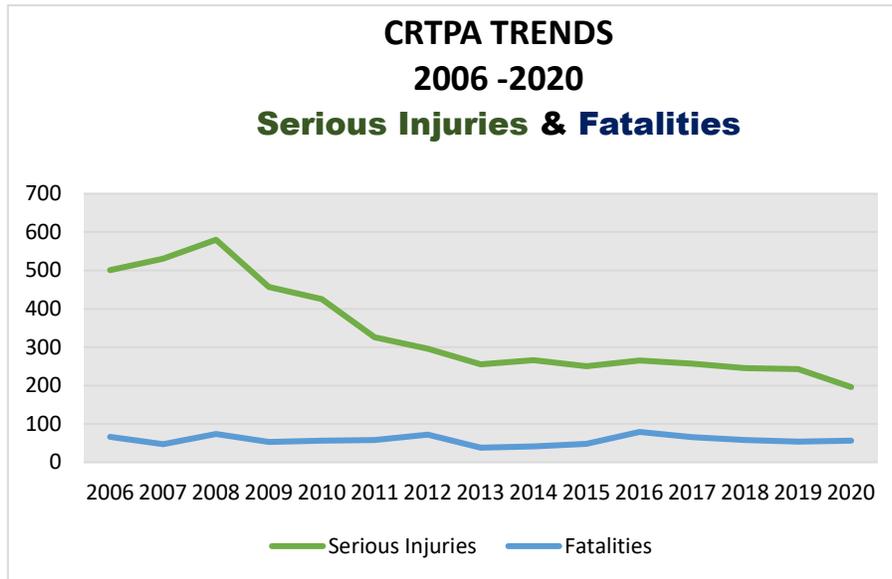
Most recent data identify that for 2020, the CRTPA has met four (4) of its five (5) adopted 2020 measures. For 2020, the CRTPA's reported rate of fatalities (1.339 per 100 million vehicle miles traveled) was slightly higher than the adopted target (1.273).

\*In terms of assessing progress towards achievement of the adopted measures, such data is typically available two year's out from the year of target adoption.

### CRTPA Safety Trends

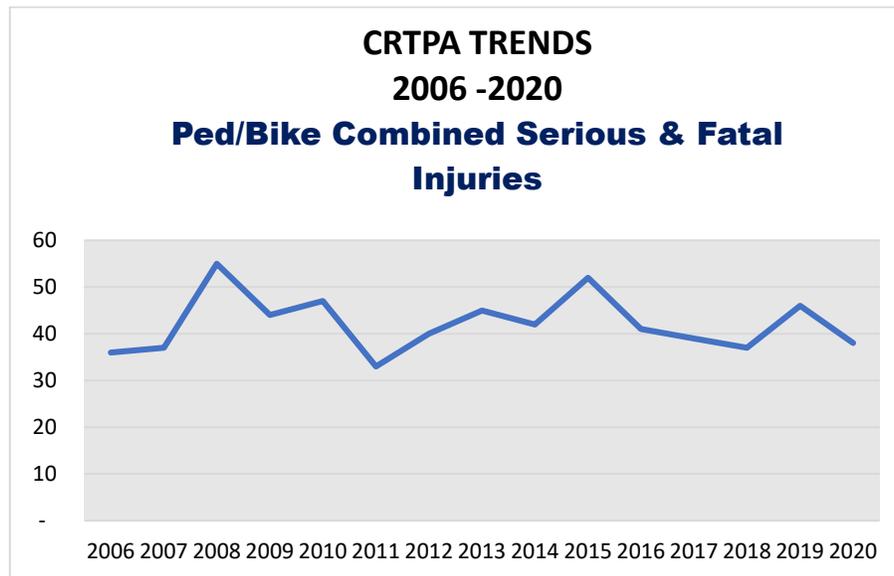
Utilizing the annual data provided by FDOT can provide a historic context of the CRTPA region for the safety trends from 2006 to 2020. The following provides such an analysis for Serious Injuries, Fatalities, and Bicycle/Pedestrian Combined Serious Injuries & Fatalities.

#### Serious Injuries & Fatalities



As seen in the above chart, **serious injuries** in the CRTPA have been decreasing from a high of 580 in 2008 to a low of 196 in 2020 (the most recent reported data). With regards to **fatalities**, the numbers have remained relatively consistent from 2006 to 2020.

Bicycle/Pedestrian Combined Serious Injuries & Fatalities

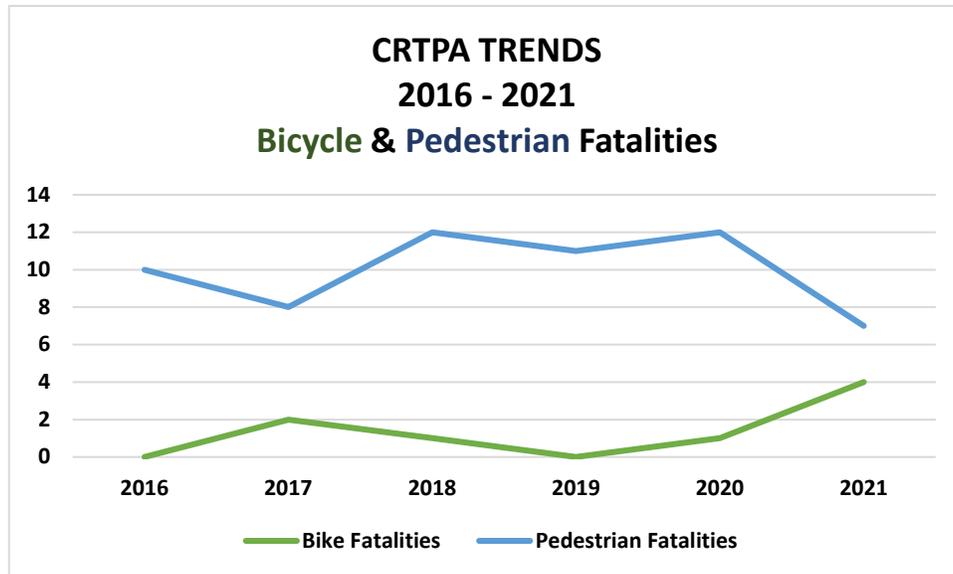


The above chart reflects that from 2006 to 2020 **pedestrian and bicycle combined serious & fatal injuries** reached a high of 55 in 2008. The most recent two (2) years of reported FDOT data reflect a decrease in 2020 to 38 versus the 2019 amount of 46.

**Bicycle & Pedestrian Fatalities 2016 - 2021**

As identified above, one of the five (5) required safety targets is related exclusively to bicycles and pedestrians (“*Number of non-motorized fatalities and non-motorized serious injuries*”). This target combines both bicycle and pedestrian data as well as fatality and serious injury data.

Last year an in-depth analysis was provided by CRTPA staff to the Board ([June 2021](#)) that included a breakout of fatalities and serious injuries for bicycles and pedestrian data. Staff has updated this data to 2021 through use of Signal Four Analytics data.

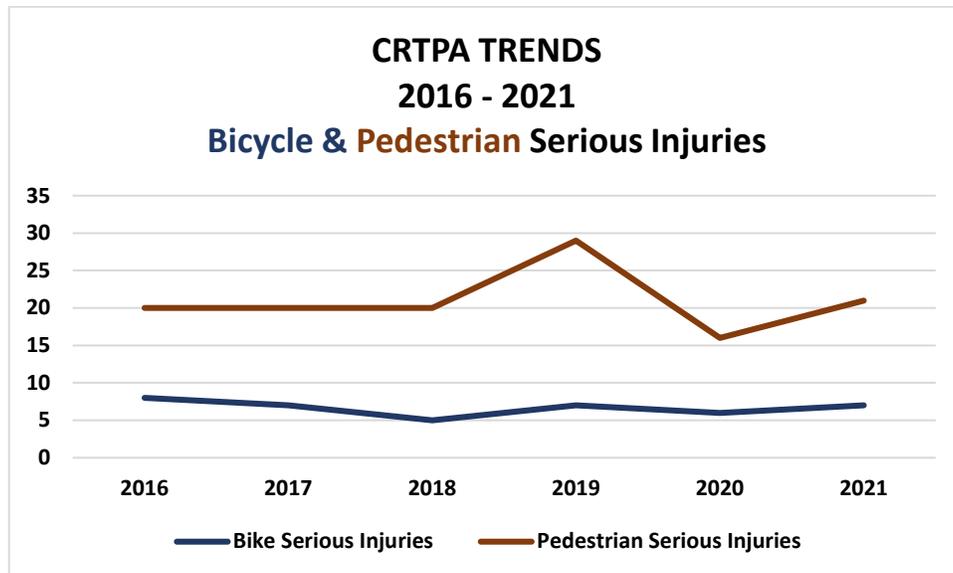


As identified in the above chart, bicycle fatalities in 2021 (4) increased from the previous year 2020 (1). For 2021, 2 of such fatalities occurred in Wakulla County and 2 fatalities occurred in Leon County.

Pedestrian fatalities (7) in 2021 decreased from the previous year 2020 (12).

Bicycle & Pedestrian Serious Injuries 2016 - 2021

Similar to above, staff has updated bicycle & pedestrian serious injury data to 2021 using the Signal 4 Analytics database.



As detailed above, for 2021, pedestrian serious injuries in 2021 increased (21) from the previous year 2020 (16). Bicycle serious injuries increased slightly in 2021 (7) from 2020 (6).

**ATTACHMENT**

Attachment 1: FDOT 5 Year Average Safety Data

Attachment 2: Summary of Historical CRTPA Safety Measures