

Florida Strategic Highway Safety Plan

Prepared by

The Florida Department of Transportation

In partnership with

Florida Department of Education

Florida Department of Health

Florida Department of Highway Safety and Motor Vehicles

Florida Highway Patrol

Florida Operation Lifesaver

Florida DOT Office of Motor Carrier Compliance

Metropolitan Planning Organization Advisory Council

Florida Police Chiefs Association

Florida Sheriffs Association

Federal Highway Administration

Federal Motor Carrier Safety Administration

National Highway Traffic Safety Administration

The Florida Road Safety Partnership



JEB BUSH
GOVERNOR

STATE OF FLORIDA

Office of the Governor

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September 26, 2006

David Gibbs, Division Administrator
Federal Highway Administration
545 John Knox Road, Suite 200
Tallahassee, Florida 32303

Dear Mr. Gibbs:

On behalf of the State of Florida, I am pleased to approve and present you with the Florida Strategic Highway Safety Plan, a roadmap developed by the people of Florida to save lives and prevent injuries on our highways.

Florida is committed to reducing the number of accidents on our roads. In 2004, Florida's highway fatality rate was at a historic low - 1.66 fatalities per 100 million vehicle miles of travel - but that rate still exceeded the national average of 1.46. In 2005, the state's highway fatality rate increased slightly to 1.76 fatalities per 100 million vehicle miles of travel.

The Florida Department of Transportation worked diligently with many transportation and safety partners, including the Florida Department of Highway Safety and Motor Vehicles, Florida Highway Patrol, Metropolitan Planning Organization Advisory Council and citizens, to develop a comprehensive plan to improve safety on Florida roadways. It contains strategies to implement change and a plan for measuring and monitoring our progress. As we begin to implement this plan, the Florida Department of Transportation will continue coordinating with safety partners around the state.

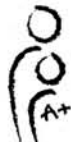
Decreasing the number of accidents that occur every year on our roads will take the commitment and sustained efforts of partners at the local, state and federal levels and in the private sector. By working together in the areas of engineering, enforcement, education and emergency response, we can achieve success and increase safety for everyone on the road.

Florida's residents and visitors also play a vital role in preventing motor vehicle accidents. The Florida Department of Transportation encourages Floridians to drive sober, buckle up and slow down. Together, I am confident we can make our highways safer.

Sincerely,

A handwritten signature in black ink, appearing to read "Jeb Bush".

Jeb Bush



Governor's Mentoring Initiative
BE A MENTOR. BE A BIG HELP.
1-800-825-3786

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Memorandum of Understanding Florida Statewide Strategic Highway Safety Plan

By and Among

Florida Department of Highway Safety and Motor Vehicles
Florida Department of Education
Florida Department of Health
Florida Department of Transportation
Florida Highway Patrol
Florida Operation Lifesaver
Motor Carrier Compliance
Metropolitan Planning Organization Advisory Council
Florida Police Chiefs Association
Florida Sheriffs Association
Federal Highway Administration
Federal Motor Carrier Safety Administration

Through the execution of this Memorandum of Understanding (MOU) relating to the Florida Statewide Strategic Highway Safety Plan (SHSP), the undersigned, as members of the SHSP Executive Committee, and as signatories hereto

Florida Department of Highway Safety and Motor Vehicles
Florida Department of Education
Florida Department of Health
Florida Department of Transportation
Florida Highway Patrol
Florida Operation Lifesaver
Motor Carrier Compliance
Metropolitan Planning Organization Advisory Council
Florida Police Chiefs Association
Florida Sheriffs Association
Federal Highway Administration
Federal Motor Carrier Safety Administration

agree to support the Mission, Vision, and Goal as stated in the statewide Florida Strategic Highway Safety Plan and contained herein. The SHSP Executive Committee for purposes of this MOU shall consist of the Chief Executive Officer of the above-named agencies and organizations or his/her designee.

- VISION:** To provide a safer surface transportation system for residents, businesses, and visitors.
- MISSION:** The State of Florida, utilizing engineering, enforcement, education, and emergency management will focus resources where opportunities for safety improvements are greatest.
- GOAL:** To improve the safety of Florida's surface transportation system by achieving a five percent annual reduction in the rate of fatalities and serious injuries beginning in 2007.

NOW, THEREFORE, the SHSP Executive Committee, as signatories hereto, jointly agree as follows:

- 1) The Executive Committee will meet as needed to review progress towards the SHSP goals and agency-specific safety initiatives.
- 2) Members of the Executive Committee will dedicate staff to serve on committees and to assist with the implementation of the SHSP.
- 3) The Executive Committee will provide guidance on transportation safety related issues as needed.
- 4) Each member of the Executive Committee will ensure coordination between the SHSP and his/her individual planning and budget processes. Creating and committing to shared safety goals will elevate safety to equal standing with other key planning factors.

This MOU can be revised by the SHSP Executive Committee upon the majority vote of those signatory members attending a meeting of the SHSP Executive Committee. This MOU shall become effective upon its execution by all authorized signatories and shall remain effective through September 30, 2010.

**Florida Department of Highway Safety
and Motor Vehicles**


Mr. Fred Dickinson, Director


Motor Carrier Compliance


Colonel Graham W. Fountain, Director

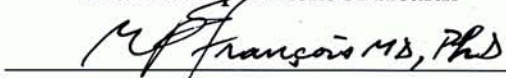
Florida Department of Education


Mr. John Winn, Commissioner

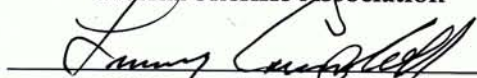
**Metropolitan Planning Organizations
Advisory Council**


Mayor Richard J. Kaplan, Chairman

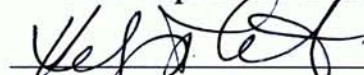
Florida Department of Health


Dr. M. Rony Francois, Secretary


Florida Sheriffs Association


Sheriff Larry Campbell, President


Florida Department of Transportation


Mr. Kevin Thibault, P.E., Assistant Secretary

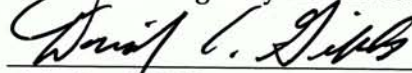
Florida Police Chiefs Association


Chief Anthony Velong, Immediate Past
President


Florida Highway Patrol


Colonel Christopher A. Knight, Director

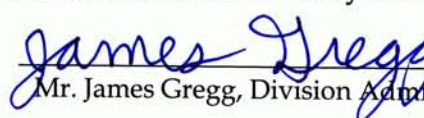
Federal Highway Administration


Mr. David Gibbs, Division Administrator

Florida Operation Lifesaver


Mr. Gary Fitzpatrick, P.E., State Coordinator

Federal Motor Carrier Safety Administration


Mr. James Gregg, Division Administrator

1.0 Introduction

The purpose of Florida's SHSP is to focus funding and other resources strategically on those problem areas where the opportunity for improvement is greatest, measured by reductions in fatalities and serious injuries. Improving the safety of Florida's surface transportation system for residents and visitors is the unifying goal of Florida's safety community and the overarching goal of Florida's Strategic Highway Safety Plan (SHSP). The SHSP identifies strategic safety priorities in both public and private agencies and organizations at the national, state, regional, and local levels.

The 2025 Florida Transportation Plan (FTP) adopted in late 2005 by the Florida Department of Transportation (FDOT), provides a high-level policy framework for development of the SHSP. The FTP long-range safety goal directs the transportation community:

- To address its historically high traffic fatality rates, Florida's overarching objective must be to reduce traffic fatalities with special emphasis on high-fatality areas, including intersection, pedestrian, and bicycle fatalities.

One of the four long-range objectives in the 2025 FTP addresses the importance of strategic use of limited resources, stating that Florida must:

- Focus resources proactively where opportunities for safety improvements are greatest, as identified by the best available data and trends.

The 2025 FTP also voices support for collaboration, which is a requirement for the SHSP.

- Safety and security improvements and solutions involve many public partners at the federal, state, and local levels, as well as the private sector, making active coordination and effective working relationships important in achieving statewide objectives.

Just as the FTP is for all of Florida's transportation partners, the Florida SHSP is a plan for all of Florida's safety partners. It will take the committed and sustained efforts of safety partners in every level of government, in the private sector, and in the "four E's" of engineering, enforcement, education, and emergency response (hereafter referred to as the "4 Es") – all working together – to achieve successful implementation.

FDOT in partnership with the Federal Highway Administration led development of the SHSP. From the outset, efforts were made to include representatives from all segments of Florida's safety community in the development process. An Executive Committee composed of officials representing 13 agencies and associations provided high-level guidance and oversight of the development process. A 20-member Steering Committee representing a broader range of safety partners, led multi-disciplinary teams that developed SHSP emphasis area goals, objectives, and strategies for recommendation to the Executive Committee.

The SHSP contains an implementation strategy and a plan for measuring and monitoring progress toward implementation of the SHSP. It will be important for today's SHSP leadership teams to continue their stewardship during the implementation period, enhancing coordination of SHSP goals and objectives with safety partner plans around the State so that safety resources and activities throughout Florida are focused on those safety problems where the need for improvement is greatest.

2.0 Florida's Challenge

Florida has made progress over the past three decades in reducing its highway fatality rate. However, the State remains behind most states and the national average. In 2004, Florida's highway fatality rate per 100 million vehicle miles of travel (VMT) was 1.66, an historic low, but the rate exceeds the national average of 1.46.

FDOT has long championed highway safety as its highest priority and recognized its leadership role in reducing traffic crashes and the serious injuries, fatalities, and economic loss that occur as a result. In May 2001, FDOT adopted as a strategic objective the improvement of transportation safety. FDOT viewed this objective as a revitalization of its responsibility to improve the quality of life for Florida residents and visitors by enhancing and improving transportation safety. FDOT committed to the implementation of new and innovative ideas and techniques, while evaluating and replicating those activities having the greatest positive impact on safety. An important part of this effort was the formation of a multi-disciplinary team of FDOT transportation professionals who developed the first FDOT Strategic Highway Safety Plan. The resulting 2003 Plan provided focus and direction for safety issues that could be addressed by FDOT in the next three to five years, supplementing successful programs already in place and focusing resources on these safety opportunities. Those focus areas, which are similar to those developed and presented in the 2006 State of Florida Strategic Highway Safety Plan, are: keep vehicles in the proper travel lane and minimize the effects of leaving the travel lanes; improve the safety of intersections; improve access management and conflict point control; improve information and decision support systems; and improve pedestrian and bicycle safety.

Thus, when the 2005 federal transportation act, SAFETEA-LU (Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users) recognized the need for all transportation safety partners to coordinate their activities and resources, FDOT had already established a safety foundation. To form the coalition required, FDOT in collaboration with the Federal Highway Administration sought out a broad range of safety partners and stakeholders, and through their collaborative efforts developed the Strategic Highway Safety Plan (SHSP). The SHSP defines a system, organization, and process for managing the attributes of the road, the driver, and the vehicle to achieve the highest level of highway safety by integrating the work of the disciplines and agencies involved.

The Department of Highway Safety and Motor Vehicles (DHSMV) maintains a traffic crash database for the State of Florida. FDOT's Safety Office uses the DHSMV data to analyze statewide crash factors and characteristics and to review the location and contributing factors of crashes that occur on the State Highway System. In initiating the SHSP planning process, data from both DHSMV and FDOT were used to define the overall magnitude of Florida's traffic safety problems and to identify specific problem areas.

In 1998, the American Association of State Highway Transportation Officials (AASHTO) published a Strategic Highway Safety Plan for the nation and encouraged all states to follow suit. The AASHTO plan is built around a series of countermeasure areas and safety management issues. The AASHTO plan was used as a point of departure for analyzing Florida's safety problems. Table 1 provides a snapshot of the problem areas selected for analysis over a five-year period.

In 2004, Florida's highway fatality rate per 100 million vehicle miles of travel (VMT) was 1.66, an historic low, but the rate exceeds the national average of 1.46.

It is clear that the number of fatalities is increasing while the number of serious injuries is somewhat level which could be due to the increased use of occupant protection devices.

Table 1: Countermeasure Areas by Contribution to the Number of Fatalities and Serious Injuries

Countermeasure	Percentage of Fatalities and Serious Injuries
Lane Departures	58.5%
Intersections	43.1%
Aggressive driving behaviors	35.8%
Young drivers (15 to 20 years of age)	22.9%
Failure to use a restraint system	22.8%
Elder drivers (65 and older)	16.8%
Access management and conflict point control	14.8%
Alcohol impaired driving	14.3%
Pedestrians and bicyclists	10.3%
Motorcyclists and motorcycle passengers	8.5%

Figure 1 shows general crash statistics and data for the 11 subareas chosen for analysis in Florida. It includes total crashes over a five-year period. The countermeasure areas in Figure 1 are rank ordered by the contribution each area makes to the overall number of fatalities and serious injuries. Presenting the data in this manner is one method for identifying areas and countermeasures with promise for reducing the human and economic costs associated with traffic crashes.

Figure 1: Florida Five-Year Crash Trends

Florida Five Year Crash Trends					
Statewide fatalities and serious injuries	2000	2001	2002	2003	2004
Total # fatalities	2,999	3,013	3,143	3,179	3,257
Total # serious injuries	29,706	31,006	30,521	29,592	29,535
Keep vehicles in the proper travel lane - 58.5% of statewide fatalities and serious injuries					
<i>Includes head on, wrong-way, overturn, sideswipe, cross median and all hit fixed objects, except traffic gates & fixed objects above the road.</i>					
# Total fatalities involving leaving the road or proper travel lane	2,392	2,437	2,687	2,742	2,779
# Total serious injuries involving leaving the road/proper travel lane	15,665	16,447	17,100	16,481	16,419
At intersections or influenced by an intersection - 43.1% of statewide fatalities and serious injuries					
# Fatalities	895	857	878	929	966
# Serious injuries	13,839	14,076	13,632	13,236	13,182
Aggressive driving behaviors - 35.8% of statewide fatalities and serious injuries					
<i>Includes speeding, failed to yield right-of-way, improper lane change, followed too closely, improper passing & disregarded other traffic control.</i>					
# Total fatalities involving noted aggressive behaviors	1,163	1,116	1,183	1,111	1,254
# Total serious injuries involving noted aggressive behaviors	11,201	11,259	11,190	10,346	10,493
Drivers aged 15-20 - 22.9% of statewide fatalities and serious injuries (all categories)					
# Fatalities (drivers 15-20)	216	210	208	250	242
# Serious injuries (drivers 15-20)	2,712	2,843	2,577	2,683	2,680
# Other fatalities from crashes involving drivers 15-20	428	410	342	336	370
# Other serious injuries from crashes involving drivers 15-20	5,478	5,451	4,578	4,478	4,215
Safety belt and child restraint non-usage - 22.8% of statewide fatalities and serious injuries					
# Fatalities - unbuckled drivers & passengers	1,444	1,328	1,392	1,312	1,353
# Serious injuries - unbuckled drivers & passengers	7,895	7,664	6,900	6,108	6,115
Drivers aged 65 and older - 16.8% of statewide fatalities and serious injuries (all categories)					
# Fatalities of drivers aged 65+	325	339	336	305	345
# Serious injuries of drivers aged 65+	2,059	2,121	2,043	1,954	1,885
# Other fatalities from crashes involving drivers 65+	283	347	257	292	248
# Other serious injuries from crashes involving drivers 65+	3,701	4,070	3,208	3,154	3,017
Access management and conflict point control - 14.8% of statewide fatalities and serious injuries					
<i>Includes crashes at driveways, U-turns, and on State Roads with a two way left turn lane. Local road two way left turn lane data is not available.</i>					
# Fatalities	342	385	410	385	398
# Serious injuries	4,342	4,652	4,709	4,539	4,444
Alcohol related - 14.3% of statewide fatalities and serious injuries					
# Fatalities	979	1,000	1,007	1,096	1,093
# Serious injuries	4,160	4,128	3,691	3,627	3,590
Pedestrians and bicyclists - 10.3% of statewide fatalities and serious injuries					
# Fatalities - combined pedestrians and bicyclists	589	617	592	604	623
# Serious Injuries - combined pedestrians and bicyclists	2,807	2,789	2,832	2,816	2,741
Motorcyclists & motorcycle passengers - 8.5% of statewide fatalities and serious injuries					
# Fatalities - motorcyclists	227	252	274	339	388
# Fatalities - passengers	19	24	30	26	28
# Serious injuries - motorcyclists	1,382	1,663	1,785	1,977	2,088
# Serious injuries - passengers	192	222	210	235	269
* NOTE: Italics indicate data from FL Dept. of Transportation crash database, all other data from Dept. of Highway Safety & Motor Vehicles.					
Percentages noted per category are combined fatal and serious injuries for 2004 only. Percentages are rounded to nearest tenth.					

3.0 Planning Process Overview

The SHSP planning process spanned a six-month period between March 2006 and September 2006. The process was supported by FDOT Safety Office staff and was designed to involve a wide range of safety partners from inception through SHSP completion. The process included the following key activities, all of which involved partners as an integral part of the activity:

- Two statewide Summits
- A web-based survey hosted on the FDOT web site
- Five Steering Committee Meetings
- Three Executive Committee Meetings
- Eight Emphasis Area Team Meetings



4.0 Development Process

The SHSP development process was initiated by the Florida Safety Summit held on March 30, 2006, in Orlando and attended by over 200 safety partners, stakeholders, and interested members of the public. The Summit was jointly hosted by the following seven agencies:

- Florida Department of Transportation
- Florida Department of Highway Safety and Motor Vehicles
- Florida Highway Patrol
- FDOT Office of Motor Carrier Compliance
- Federal Highway Administration
- Florida Metropolitan Planning Organization Advisory Council
- Florida Operation Lifesaver

Following brief comments by host agencies and other officials regarding high-priority safety issues and problems, participants were divided into small groups designed to include a diverse representation of safety partners to develop a prioritized list of safety emphasis areas using the 22 AASHTO safety emphasis areas as a point of departure for discussion. At a plenary session following the breakout sessions, each group reported its top five priority areas with brief explanations of each. By totaling the votes of all groups, several emphasis areas clearly emerged as higher priorities.

A second Florida Safety Summit was held on June 30, 2006, in Miami and was attended by over 100 safety partners, stakeholders, and interested members of the public. The format was identical to the first Summit and the additional input on priority emphasis areas was combined with data from the earlier Summit to arrive at potential SHSP emphasis areas for further refinement.

In association with the Summits, FDOT hosted an on-line survey. The purpose was to solicit public involvement in SHSP development. The survey asked responders to identify the most pressing travel safety needs of Florida's travelers – pedestrians, motorcyclists, auto drivers and passengers, public transit passengers, truck drivers, and bicyclists – and to explore solutions that might involve engineering, enforcement, and/or educational efforts.

Executive Committee – Composed of 13 management representatives from key safety partner agencies and associations this committee provided oversight during development of the SHSP. Because of the Executive Committee's recognition of the ongoing need for safety partners to work in close coordination to achieve full SHSP implementation, a Memorandum of Understanding (MOU) was drafted and executed.



Executive Committee Memorandum of Understanding (MOU) – The MOU both formalizes and memorializes the mutual commitment of the 12¹ member organizations of the Executive Committee to support the Vision, Mission, and Goal of the SHSP. The committee is committed under the MOU to continue to meet as needed to review progress toward achieving the SHSP goals and agency-specific safety initiatives. Each member of the Executive Committee is committed to ensuring coordination of individual agency planning and budget processes with the SHSP going forward.

Steering Committee – This committee is composed of 20 representatives from a broad range of partner organizations and provided day-to-day oversight and guidance of the SHSP planning and development process. Steering Committee members also serve as team leaders for the emphasis area teams, and will continue to be involved during plan implementation and will have an ongoing role in performance monitoring and evaluation activities.

Emphasis Area Teams – Four teams were formed (one for each emphasis area) and include members of the Steering Committee as well as statewide Summit participants who volunteered during the Summits for later participation on Emphasis Area teams. To the extent possible, team memberships were designed to be representative of all levels of government as well as all of the 4 Es.

The teams met on two occasions each to review data and resource materials and to develop goals, objectives, and strategies for improving performance in each emphasis area. Each team drafted a report, which was reviewed by the Steering Committee.

SHSP Implementation Team – This team is proposed as a mechanism for facilitating and managing implementation of the SHSP on a statewide basis. The team will develop and deploy implementation strategies and conduct outreach around the State to encourage discussion and consensus around the SHSP emphasis area goals and strategies.



¹ There are 13 member agencies represented on the Executive Committee, but NHTSA was precluded from signing the MOU due to agency regulations.

5.0 Statewide Planning Framework

Development of the SHSP took place within the context of Florida's body of existing policy relating to highway safety. Some of these policies are high-level in nature and are part of long-range statewide policy plans; as such, they provide general guidance and direction to strategic plans such as the SHSP. Other policies are part of shorter-term plans or existing strategic plans, which contribute to development of the SHSP in more specific ways, as resources for measures and strategies.

Prior to and during SHSP development, relevant statewide policies and goals were reviewed and consulted to ensure SHSP consistency with high-level state policy and to build on and provide continuity with existing strategic plans. The following policy documents were reviewed and consulted during SHSP development:

- The 2025 Florida Transportation Plan
- Florida Department of Transportation Short Range Component and Annual Performance Report
- Florida Department of Transportation Strategic Highway Safety Plan (2003)
- State of Florida Highway Safety Performance Plan 2006, FDOT Safety Office
- Commercial Vehicle Safety Plan, FY 2006, FDOT Motor Carrier Compliance
- Department of Highway Safety and Motor Vehicles Long Range Program Plan
- Florida's Strategic Intermodal System Plan
- Florida Emergency Medical Services Strategic Plan
- The Strategic Traffic Records Improvement Plan

The idea is to align the goals, objectives, and strategies of the SHSP with other safety partner plans as part of the SHSP implementation process. These goals and objectives should influence strategic funding priorities and ultimately should be realized in the outcomes of safety projects and activities. The goal for all safety partners is to have a strong linkage established between SHSP goals and objectives, safety program funding, and safety projects.

The FTP identifies long-range goals and policy-level objectives for the entire transportation system. The FTP Short Range Component provides more detailed, strategic goals for implementing the FTP and sets short-range measurable objectives for periods of up to 10 years. FDOT's Executive Board reviews an annual system performance report that evaluates FDOT progress toward achieving the goals and objectives of the Short Range Component. The Board establishes financial policies to guide the allocation of funds to the various programs. The Program and Resource Plan sets detailed operating policies and establishes sufficient funding levels for all state programs to achieve adopted objectives. In this way, the Program and Resource Plan guides development of FDOT's five-year Work Program, that lists all projects and activities to be implemented over the five-year period. Funding at sufficient levels is needed to meet established objectives allocated to

The goal for all safety partners is to have a strong linkage established between SHSP goals and objectives, safety program funding, and safety projects.

FDOT's seven districts, where district staffs develop components of the five-year Work Program and work directly with MPOs and counties to program projects in MPO transportation improvement programs (TIPs). Together, the TIPs and the five-year Work Program comprise the State Transportation Improvement Program or STIP for Florida.

Following approval of the SHSP, implementation will begin as relevant goals and objectives are incorporated into the annual update of the Short Range Component of the FTP, to become an integral part of the process by which goals and objectives are linked to funding priorities and project implementation.

6.0 Emphasis Area and Strategy Selection Process

The Florida SHSP was developed through a collaborative process that involved representatives of all major safety partners and stakeholders. The process was led by FDOT and supported by a coalition of federal, state and local government agencies, law enforcement, and transportation safety advocates.

6.1 Florida Emphasis Area Selection

Attendance at the Summits included over 300 participants representing federal, state, regional, and local agencies, private-sector organizations, and private citizens united under the goal of improving safety on Florida's roadways. Before prioritizing the AASHTO emphasis areas, attendees were given presentations on existing safety strategies in each of the 4 Es, safety efforts at the national level, and a review of Florida's crash data. Following the presentations, participants were divided into small interdisciplinary groups to facilitate open discussion on the relative importance of the 22 emphasis areas. Following the small group discussions, each attendee was asked to cast 10 votes (with a limit of four votes for any one area) for the emphasis areas they felt were of highest priority in Florida.

Because of this prioritization process, some of the AASHTO focus areas were combined, others were omitted, and the number of emphasis areas was reduced to nine. The nine emphasis areas selected were:

1. Aggressive Driving
2. Occupant Protection
3. Intersections
4. Driver Safety Awareness
5. Traffic Data and Decision Support
6. Vulnerable Road Users
7. Driver Competency
8. Lane Departure
9. Impaired Driving



The SHSP Steering Committee met on July 11, 2006, to review the data and preliminary work from the Summits. The Committee reviewed the nine preliminary emphasis areas from the Summits and reached a consensus to focus on those areas where efforts to address the problems need to be redoubled, and not to include the areas of driver safety awareness, impaired driving, and traffic data, as they believed those issues are being addressed in a comprehensive manner through other programs. The following six areas were selected for recommendation to the Executive Committee:

1. Aggressive Driving
2. Intersections
3. Vulnerable Road Users
4. Driver Competency
5. Lane Departure
6. Occupant Protection



The recommendation for six emphasis areas was presented to the SHSP Executive Committee, comprised of 13 representatives of senior agency management with authority to commit resources to implement SHSP strategies. The Executive Committee met on July 11, 2006, to review the six emphasis areas and decided to remove Occupant Protection and Driver Competency as emphasis areas. The rationale for this decision was related to the fact that Driver Competency and Occupant Protection receive sufficient resources, and countermeasures are in place to effectively address these issues. The three areas of Occupant Protection, Impaired Driving, and Traffic Data and Decision Support are addressed in the Emphasis Areas section of this plan.

The consensus decision of the Executive Committee was to focus efforts and resources over the next five years on four emphasis areas:

Aggressive Driving
Intersection Crashes
Vulnerable Road Users (pedestrians, bicyclists, and motorcyclists)
Lane Departure Crashes

6.2 Strategy Selection Process

The Executive Committee named a team leader for each of the four emphasis areas. Volunteer sign up lists from the Summits were provided to the team leaders and they recruited members from those lists and from the collective experience of the Executive and Steering Committees. To the extent possible, the teams were built to reflect jurisdictions at all levels as well as the 4 Es.

The Emphasis Area Teams each held two meetings along with additional research and discussions to develop goals and objectives and to select strategies. The strategy selection process focused on identifying actions that will be effective and are reasonably feasible within the five-year timeframe for the plan.

Some strategies are cross cutting in that they will affect all the emphasis areas as well as other countermeasure efforts. For example, building effective partnerships and collaboration efforts is critical for success in any area. High visibility law enforcement campaigns could have a positive effective in many of the areas, and public information and education campaigns are necessary for many other strategies to effectively reduce fatal and serious injury crashes.

The original AASHTO SHSP focused on the traditional fourth E – emergency medical services. That area is, of course, very important because the availability of triage and treatment within “the Golden Hour” often determines not only the seriousness of injuries but also survivability. It is not only important to treat crash victims in a timely and optimal manner, but also to protect the safety of responders and prevent the secondary crashes that occur because of a crash scene. Emergency response is another cross cutting set of strategies that affects all countermeasure areas. The proposed strategies are outlined below as a separate section.

6.3 Emergency Response

Emergency response is a complex area due to the many entities that may be involved, including fire and rescue, emergency medical technicians and paramedics, law enforcement perhaps from multiple departments, the driving public, the crash victims themselves, and others. First, the responders must be able to get to the scene, which is sometimes a challenge in dense and congested traffic patterns. Second, they must be able to secure the scene to protect the safety of the not only the victims but also responders themselves. Third, paramedics and other medical responders must have the appropriate training and equipment to provide effective medical treatment. Finally, the crash scene must be cleared as quickly as possible to prevent secondary crashes and restore the normal traffic flow.

Objectives	Strategies
<p>Incorporate emergency response data into the overall problem definition process.</p>	<ul style="list-style-type: none"> ■ Link EMS data to crash reports by including the crash report number in EMS data collection. ■ Determine predominant causes of serious injuries and fatalities reported in EMS data that are not related to motor vehicle crashes. The intent of this evaluation is to increase understanding of serious injuries associated with non-motorized victims, e.g., pedestrians, bicyclists, etc.
<p>Improve coordination with, and awareness of, emergency services.</p>	<ul style="list-style-type: none"> ■ Coordinate with emergency medical services to establish guidelines for the safe and efficient transport of patients to and from trauma centers. ■ Increase public awareness of the importance of yielding the right of way to emergency vehicles.
<p>Increase access to and the security of crash scenes.</p>	<ul style="list-style-type: none"> ■ Coordinate with emergency responders to establish guidelines for the safe and efficient use of roadways and access points for incident management purposes. ■ Promote the use of preemption devices for emergency vehicles. ■ Move disabled vehicles from the roadway as soon as possible and practical to keep these vehicles from potentially obstructing emergency vehicle access to a crash scene. ■ Encourage statewide implementation and adherence to Florida's Open Roads Policy and statute. ■ Continue to locate emergency management with traffic management centers for urban areas and freeways to facilitate the exchange of information provided by cameras and other technologies. ■ Continue to expand systems such as dynamic message boards (DMBs), 511 System, and other motorist information systems to provide crash scene information.

7.0 Vision, Mission, and Goal

The following Vision, Mission, and Goal statements were developed by the SHSP Steering Committee and recommended to the SHSP Executive Committee. The final Vision, Mission, and Goal are included in the Memorandum of Understanding executed by members of the Executive Committee.

VISION:

To provide a safer surface transportation system for residents, businesses, and visitors.

MISSION:

The State of Florida, utilizing engineering, enforcement, education, and emergency management will focus resources where opportunities for safety improvements are greatest.

GOAL:

To improve the safety of Florida's surface transportation system by achieving a five percent annual reduction in the rate of fatalities and serious injuries beginning in 2007.

8.0 Emphasis Areas

For each emphasis area, a team of diverse, multi-disciplinary safety partners developed an overall goal, objectives for achieving the goal, and strategies that can be used by partners to implement improvements. Each team prepared a report, which was then presented to the Steering Committee for discussion and refinement. In the pages that follow, emphasis areas are addressed in detail and include lists of emphasis area team members and leaders.

Each emphasis area is designed to be comprehensive and address the 4 Es. It is important to recognize that many of the strategies focusing on improvements in one emphasis area will benefit other emphasis areas as well. Cooperative and mutually supportive working relationships among the various safety partners will be an important factor in the effectiveness of the strategies adopted for each emphasis area.

The goals for each emphasis area are measurable and will be used to assess performance over the five-year implementation period. The average of the most recent five years of data (2000-2004) is calculated for each goal and will serve as a baseline against which performance will be measured for the four emphasis area goals.

Aggressive Driving

Goal	Reduce the rate of fatalities and serious injuries involving aggressive driving
Performance Measures	<ul style="list-style-type: none"> ■ Rate of fatalities and serious injuries per 100M VMT involving aggressive driving ■ Proportion of all fatalities and serious injuries that involve aggressive driving

Aggressive driving often manifests itself in coincidental discourteous and unsafe driving behavior. Although aggressive driving is not new, its prevalence and threat to safety on our highways have increased dramatically during recent years. Special efforts to curb such behavior are warranted.

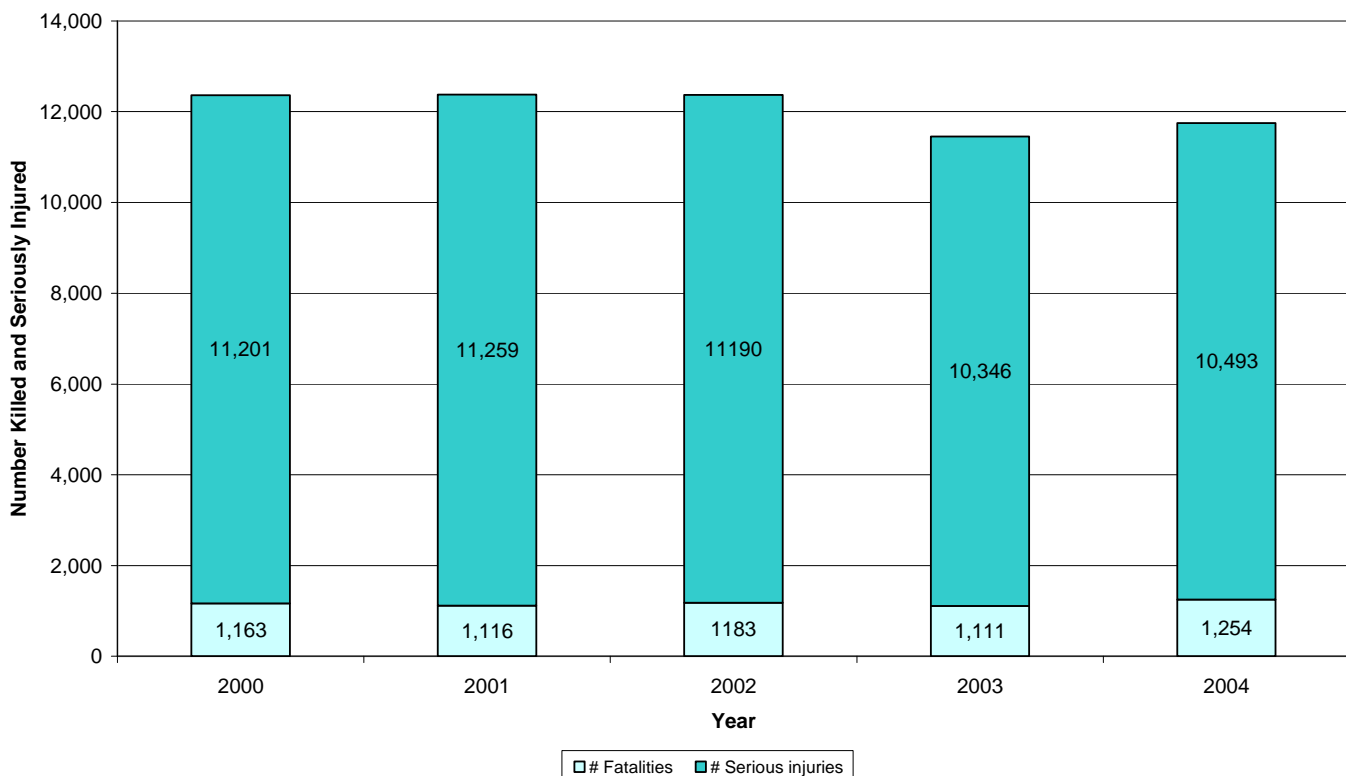
In Florida, during the period from 2000 to 2004, aggressive driving behavior contributed to 36 percent of all fatalities and serious injuries. Figure 2 shows that the number of fatalities due to aggressive driving is creeping up and the number of serious injuries is remaining static.

Figure 2: *Fatalities and Serious Injuries Involving Aggressive Driving*

Aggressive Driving Behaviors

(Includes: speeding, failure to yield R/W, improper lane change, following too closely, improper passing and disregarded other traffic control)

Magnitude of Overall Fatality & Serious Injury Problem 35.8%



Nationally, more than 60 percent of drivers view unsafe driving by others as a major personal threat to themselves and their families. Aggressive driving often manifests itself as a combination of speeding and recklessness, including dangerous highway behavior and dangerous behavior on local roads, which threatens motorists, bicyclists, and pedestrians.

Speeding, changing lanes frequently without signaling, following too closely, flashing lights, driving on shoulders to pass, driving across marked barriers, shouting or gesturing at other drivers, uncontrolled anger, and stress-related behavior are all manifestations of aggressive driving. Aggressive drivers also tend to be high-risk drivers who are more likely to be unrestrained and to drive while impaired.

Objective One	Enhance and promote effective law enforcement programs to reduce aggressive driving
Strategies	<ul style="list-style-type: none"> ■ Create and promote multi-agency, multi-jurisdictional enforcement efforts, using data to identify high-crash locations involving aggressive driving. ■ Employ technology and innovative operational strategies to improve enforcement efforts. ■ Plan and develop a program to recognize individual and agency aggressive driving efforts. ■ Promote the use of law enforcement programs that assist motorists in reporting aggressive drivers.
Objective Two	Increase training and education on the problem of aggressive driving
Strategies	<ul style="list-style-type: none"> ■ Train enforcement personnel to identify, properly report, and act on observed instances of aggressive driving. ■ Develop and implement a statewide public awareness campaign to address aggressive driving and promote courteous driving behaviors. ■ Develop and implement a comprehensive plan to increase the awareness of prosecutors, judges, and hearing officers to the risks associated with aggressive driving.
Objective Three	Identify and mitigate roadway features that may trigger aggressive driving
Strategies	<ul style="list-style-type: none"> ■ Incorporate engineering and design practices that have proven to reduce aggressive driving behavior. ■ Provide better information about travel delays, e.g., incident management and traffic control.

Table 2: *Aggressive Driving Team (Leader: Major Grady Carrick)*

Dave Blodgett, Safety Coordinator	Florida Department of Transportation
Sheryl Bradley, CTST Chair	Orange Co./Orlando, Traffic Operations
Major Grady Carrick, Troop Commander	Florida Highway Patrol
Tommy Cook, Transportation Services Engineer D3	Florida Department of Transportation
Lisa Finch	FDOT Safety Office
Bill Ham, President	Transportation Policy Consultant, Inc.
Bob Jacob	IPTM / UNF
Susan McDevitt	Florida Department of Health
Harley Morgan, Captain	FDOT Motor Carrier Compliance
Tracy Phelps, Traffic/Roadway Engineer	Seminole County
Al Roop, Counter Terrorism Programs	Institute of Police Technology & Management
David Tassinari, Manager of Finance and Performance	Florida Transportation Commission
Clayton Tyson, Major	FDOT Motor Carrier Compliance

Intersection Crashes

Goal	Reduce the rate of fatalities and serious injuries occurring at intersections
Performance Measures	<ul style="list-style-type: none"> ■ Rate of fatalities and serious injuries per 100M VMT involving intersection crashes ■ Proportion of all fatalities and serious injuries that involve intersections

On average, there are five crashes at intersections every minute and one person dies every hour of every day at an intersection somewhere in the nation. In addition, national statistics show that almost one in every four fatal crashes occurs at or near an intersection, one-third of which are signalized.

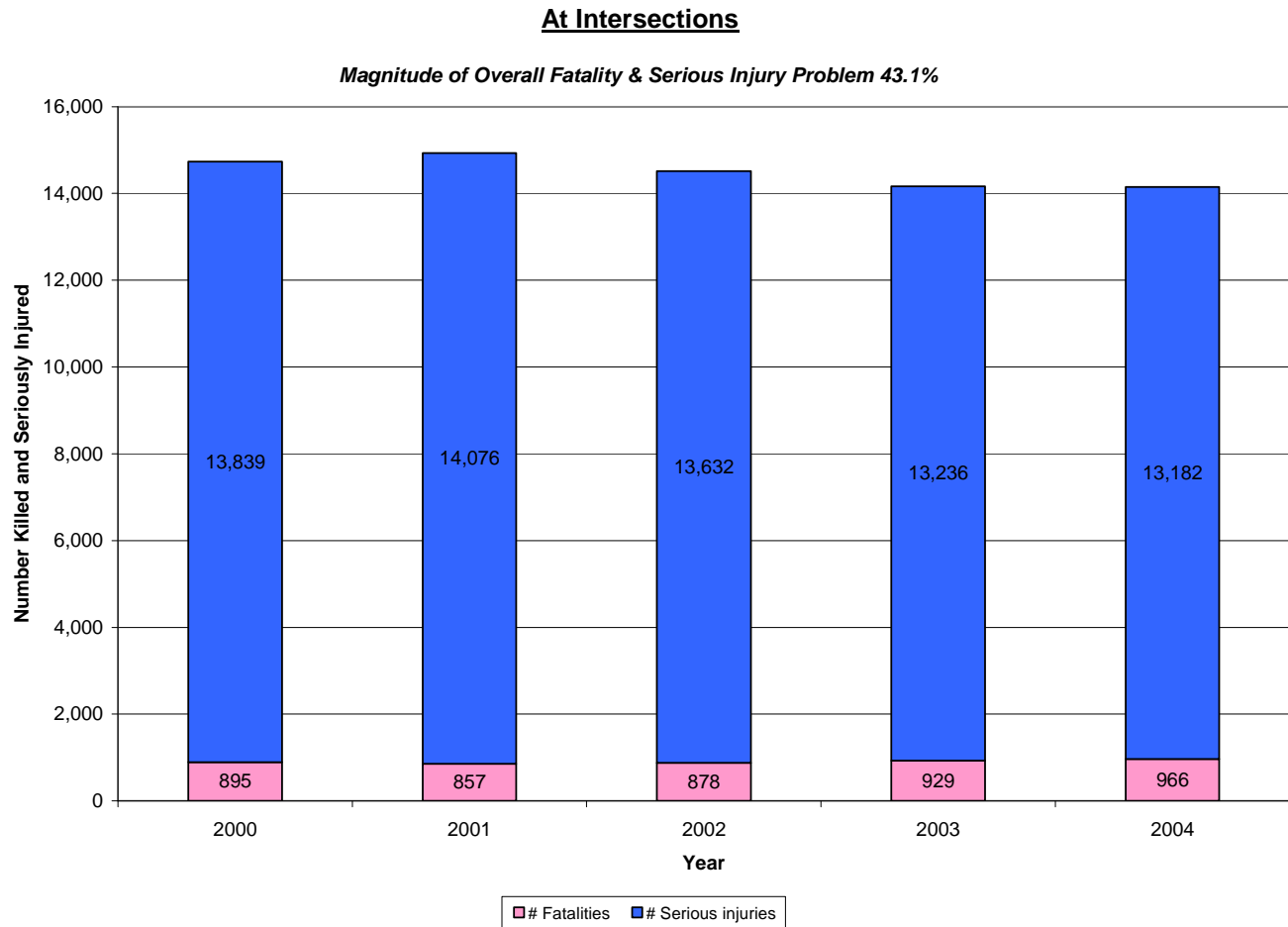
In Florida, there were 3,257 traffic fatalities in 2004 and as shown in Figure 3, 966 or 30 percent of those fatalities occurred at intersections. In that year, Florida led the nation in intersection fatalities, totaling over 50 percent higher than most states, surpassing California, the second place state, by 200 intersection-related fatalities. Nationally, the total number of fatalities from intersection-related crashes for 2004 was 9,117; meaning Florida contributed approximately 11 percent of the total.



From 2000 to 2004, the number of intersection-related fatalities increased 895 to 966. In comparison, the number of serious injuries from the intersection crashes decreased from 13,839 to 13,182. The years 2002 through 2004 have shown a steady decrease in serious injuries from a high exceeding 14,000 in 2001. As was noted earlier, this could be due to increased belt use.

A major contributing factor in intersection crashes involves running a stop sign or red light. In Florida, the data show both fatalities and serious injuries for running red lights exceed that for running a stop sign. As Figure 3 shows, the number of fatalities and serious injuries did not vary significantly from 2000 to 2004 for either type of traffic control. The numbers for 2004 are slightly less than for 2000, while overall intersection fatalities have increased.

Figure 3: Fatalities and Serious Injuries Occurring at Intersections



Objective One	Increase the safety of intersections for all users
Strategies	<ul style="list-style-type: none"> ■ Improve intersection design and operation from minimum to optimal standards by addressing the following partial list of strategies: <ul style="list-style-type: none"> ■ Better placement of signal heads. ■ Improved sight distance. ■ Offset right and left turns. ■ Refuge islands and other pedestrian friendly designs. ■ Shorter, continuous right turn lanes. ■ Better signage, pavement markings, and channelization. ■ Pedestrian countdown signals. ■ Improved signal timing. ■ Better lighting. ■ Roundabouts and other innovative intersection treatments. ■ Pedestrian signals at signalized intersections, where needed. ■ Better use of detection systems for motorcycles and bicycles. ■ Promote improved access management at the local government level through the following: <ul style="list-style-type: none"> ■ Use of state standards (Florida Green Book). ■ Restriction or elimination of turning maneuvers, i.e., channelization, closure of median openings, etc.
Objective Two	Strengthen traffic enforcement at intersections
Strategies	<ul style="list-style-type: none"> ■ Promote the purchase, installation, and use of confirmation lights to improve signal enforcement. ■ Enforce complete stop before right turn on red. ■ Increase speed enforcement at intersections.

Objective Three	Increase educational efforts concerning intersection behavior, design, and engineering
Strategies	<ul style="list-style-type: none"> ■ Conduct a public information and education campaign to educate the public about the following intersection behaviors: <ul style="list-style-type: none"> ■ Yield to pedestrian in crosswalk (pedestrian right of way in marked or unmarked intersections). ■ Proceed through intersection with caution. ■ Right turn on red after stop. ■ Red-light running. ■ Right turn yield to U-turn. ■ Four-way stop when signals are not functioning. ■ Develop information to educate elder drivers on speed and distance at intersections. ■ Educate the engineering, design, and operations communities on the following: <ul style="list-style-type: none"> ■ Available techniques to improve intersections. ■ Effect of signal timing on safety. ■ Intersection-related elder driver issues.

Table 3: Intersection Crashes Team (Leader: Lap Hoang)

Mohamed Abdel-Aty, Associate Professor	University of Central Florida
Dave Blodgett, Safety Coordinator	Florida Department of Transportation
Gary Fitzpatrick, State Coordinator	Florida Operation Lifesaver
Lap Hoang, State Traffic Operations Engineer	Florida Department of Transportation
John Izzo, CTST Chair, Volusia Co.	West Volusia CTST
Lee Ann Jacobs, Transportation Planning Specialist	Federal Highway Administration
Christopher LeDew, Assistant Traffic Operations Engineer	Florida Department of Transportation
Chris Lee, Research Associate	University of Central Florida
Edward Mierzejewski, Director	Center for Urban Transportation Rsch UCF
Jim Mills	FDOT Roadway Design
Shankar Ramasamy, Research Associate	University of Central Florida
Hussein Sharifpour, Safety Engineer	Federal Highway Administration
Mark Trammell, Major	Florida Highway Patrol
Mark Wilson, Deputy State Traffic Operations Engineer	Florida Department of Transportation

Vulnerable Road Users: Pedestrians, Bicyclists, and Motorcyclists

Goal	Reduce the rate of fatalities and serious injuries involving vulnerable road users
Performance Measures	<ul style="list-style-type: none"> ■ Rate of fatalities and serious injuries per 100K population involving pedestrians and bicyclists ■ Rate of fatalities and serious injuries involving motorcycle riders per 100K licensed motorcyclists

The areas of pedestrian and bicycle safety are major challenges for Florida. Figure 4 shows a five-year trend in the number of fatalities and serious injuries. For 2005, Florida ranked first or worst in the nation for pedestrian deaths with 580 fatalities. This represents a 15 percent increase over 2004 when Florida had 504 pedestrian fatalities.

Florida also ranked near the top in the nation in bicycle fatalities at 119 deaths in 2005, even though the number remained constant from 2004. Nineteen percent of all fatalities involve pedestrians and bicyclists. As one might expect, 10 primarily urban counties account for about 70 percent of all bicycle and pedestrian fatalities and serious injuries. Research indicates that walking and bicycling are on the increase in Florida.



Figure 4: Fatalities and Serious Injuries Involving Pedestrians and Bicyclists

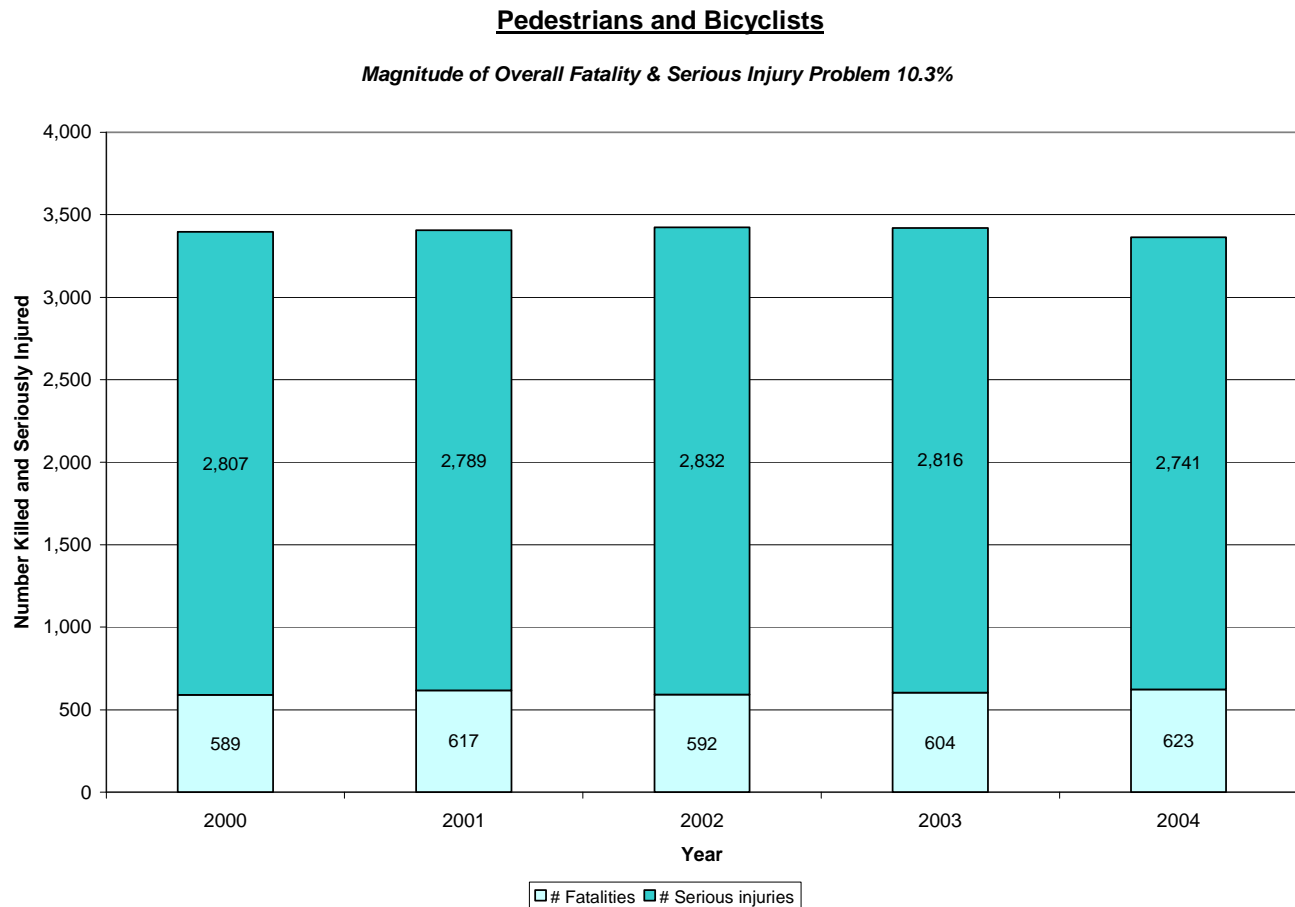
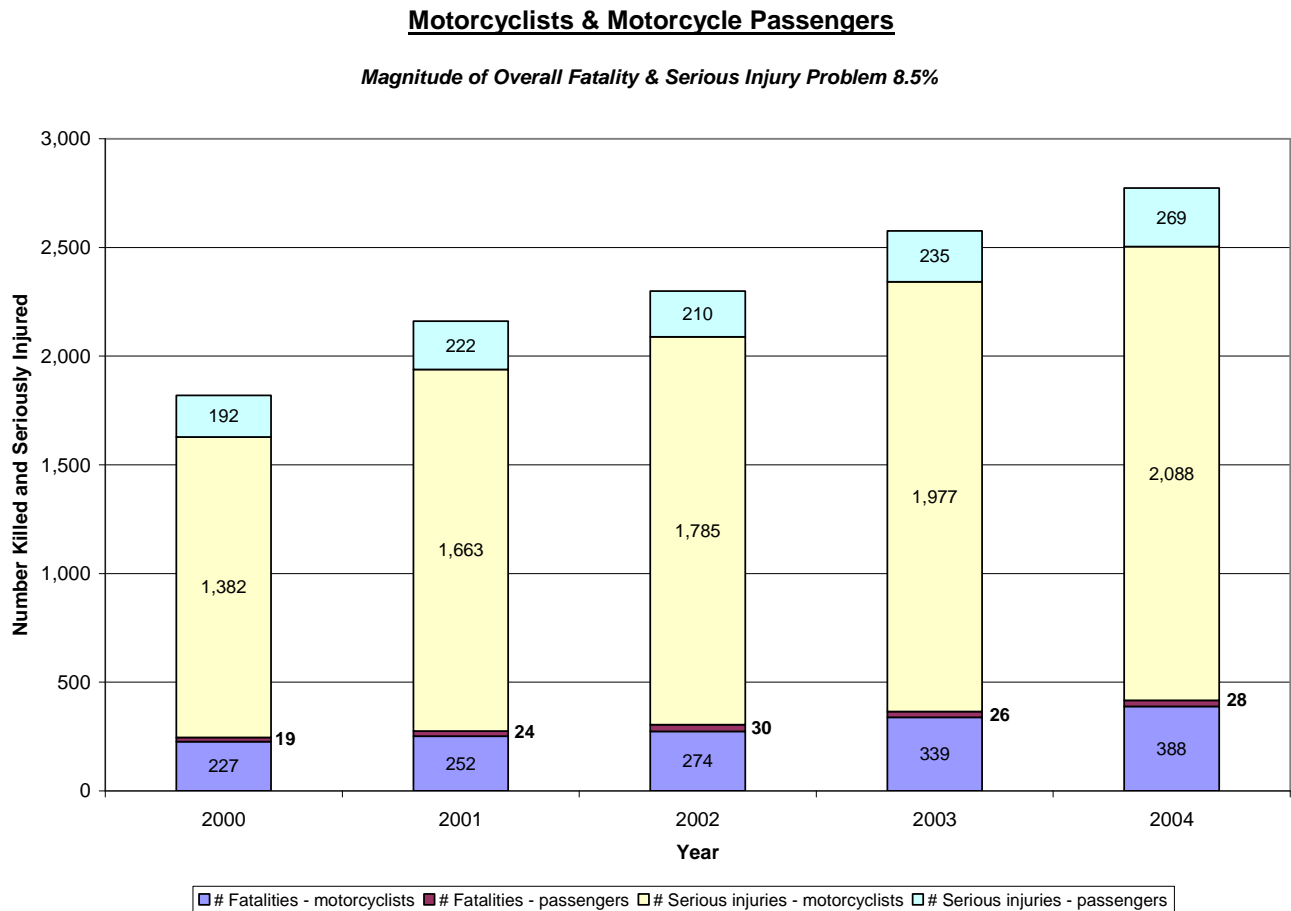


Figure 5 shows that motorcycle rider fatalities have been rising since 1997. Despite the fact that fewer than three percent of registered passenger vehicles are motorcycles, they account for nearly nine percent of all passenger vehicle occupant fatalities. In 2005, there were 441 motorcycle operator fatalities as compared to 388 in 2004. This represents a 14 percent increase. In addition, there were 36 motorcycle passenger fatalities in 2005 as compared to 28 in 2004 representing a 29 percent increase. There were 6,558 serious injuries related to motorcycle crashes in 2004.

Figure 5: Motorcycle Drivers and Passengers Fatalities and Serious Injuries



Objective One	<p>Provide local and state agencies with the data, skills, and tools to identify effective safety countermeasures for pedestrians, cyclists, and motorcyclists in the areas of engineering, education, enforcement, and emergency response.</p>
Strategies	<ul style="list-style-type: none"> ■ Reduce the barriers that exist between the large amount of available data and analytical techniques, and the appropriate user groups. ■ Conduct evaluations of countermeasures and safety improvements to determine effectiveness; publish and disseminate evaluations to promote best practices. ■ Make training available for state and local agency staff on effective safety countermeasures in the 4 Es of engineering, education, enforcement, and emergency response. ■ Initiate bicycle, pedestrian, and motorcycle traffic count programs to determine the existing rate of walking, bicycling, and motorcycling and analyze crash data using exposure variables. ■ Provide an annual summary of services available to local governments, civic groups, and state agencies through grant-funded projects (e.g., helmet availability, educational literature, workshops, training).
Objective Two	<p>Make strategic safety investments, focusing resources where opportunities for safety improvements are greatest for pedestrians, cyclists, and motorcyclists.</p>
Strategies	<ul style="list-style-type: none"> ■ Develop, implement, and evaluate countermeasures for the 100 highest crash locations involving pedestrians, cyclists, and motorcyclists on and off the State Highway System, and provide the analysis to law enforcement to support more focused enforcement efforts. ■ Review and update the guidelines for use of safety and hazard elimination funding for pedestrian, bicycle, and motorcycle safety improvements to reflect current priorities and identify opportunities to streamline the administration of federal funds. ■ Enhance partnerships among state, regional, and local agencies, advisory committees, community traffic safety teams (CTST), and community organizations, through joint engineering projects, education, and enforcement activities. ■ Increase outreach and education with law enforcement, prosecutors, and judges for enforcing traffic laws relating to pedestrians, cyclists, and motorcyclists.

Objective Three	Establish mobility strategies that are consistent with pedestrian, cyclist, and motorcyclist safety.
Strategies	<ul style="list-style-type: none"> ■ Determine the relationship between design, capacity and safety by taking steps to: <ul style="list-style-type: none"> ■ Identify the effects of adding lanes to roadways on the safety and mobility of vulnerable road users. ■ Develop strategies to mitigate the adverse effects of mobility enhancements on vulnerable road users. ■ Update standard roadway design guidelines to incorporate these strategies. ■ Promote improved safety at intermodal connections. ■ Finalize and conduct on an annual basis bicycle and pedestrian design training. ■ Increase implementation of innovative intersection design options such as roundabouts and restricted turning movements to minimize conflict severity. ■ Increase knowledge of and compliance with policies, laws, programs, and procedures related to mobility and safety strategies. ■ Support training to educate planners, engineers, and decision-makers on community and infrastructure design that enhances use of transportation alternatives (e.g., Livable Communities and Context Sensitive [Design] Solutions).

Table 4: Vulnerable Road Users Team (Leaders: David Henderson and MaryAnn Koos)

Dave Blodgett, Safety Coordinator	Florida Department of Transportation
Jennifer Carver	Florida Department of Community Affairs
Michelle Greene, Bike/Ped Program Coordinator	Florida Department of Transportation
David Henderson, Bicycle/Pedestrian Coordinator	Miami-Dade MPO
Gail Holley, Elder Driver & Research Program Mgr.	Florida Department of Transportation
Shannon Jacobs, Director of Operations	Florida Department of Health
Mary Ann Koos, Pedestrian & Bicycle Coordinator	Florida Department of Transportation District 3
Barbara Meyer, Bike/Ped Safety Coordinator	Brevard Metropolitan Planning Organization
Joe Nelson	State EMS Medical Director
Pat Pieratte, Safe Routes to School Coordinator	Florida Department of Transportation
Dennis Scott, State Pedestrian/Bicycle Coordinator	Florida Department of Transportation
Gary Tait, Manager Bike/Ped & School Safety	Hillsborough County Public Works
Mighk Wilson, Bicycle & Pedestrian Coordinator	Metroplan Orlando

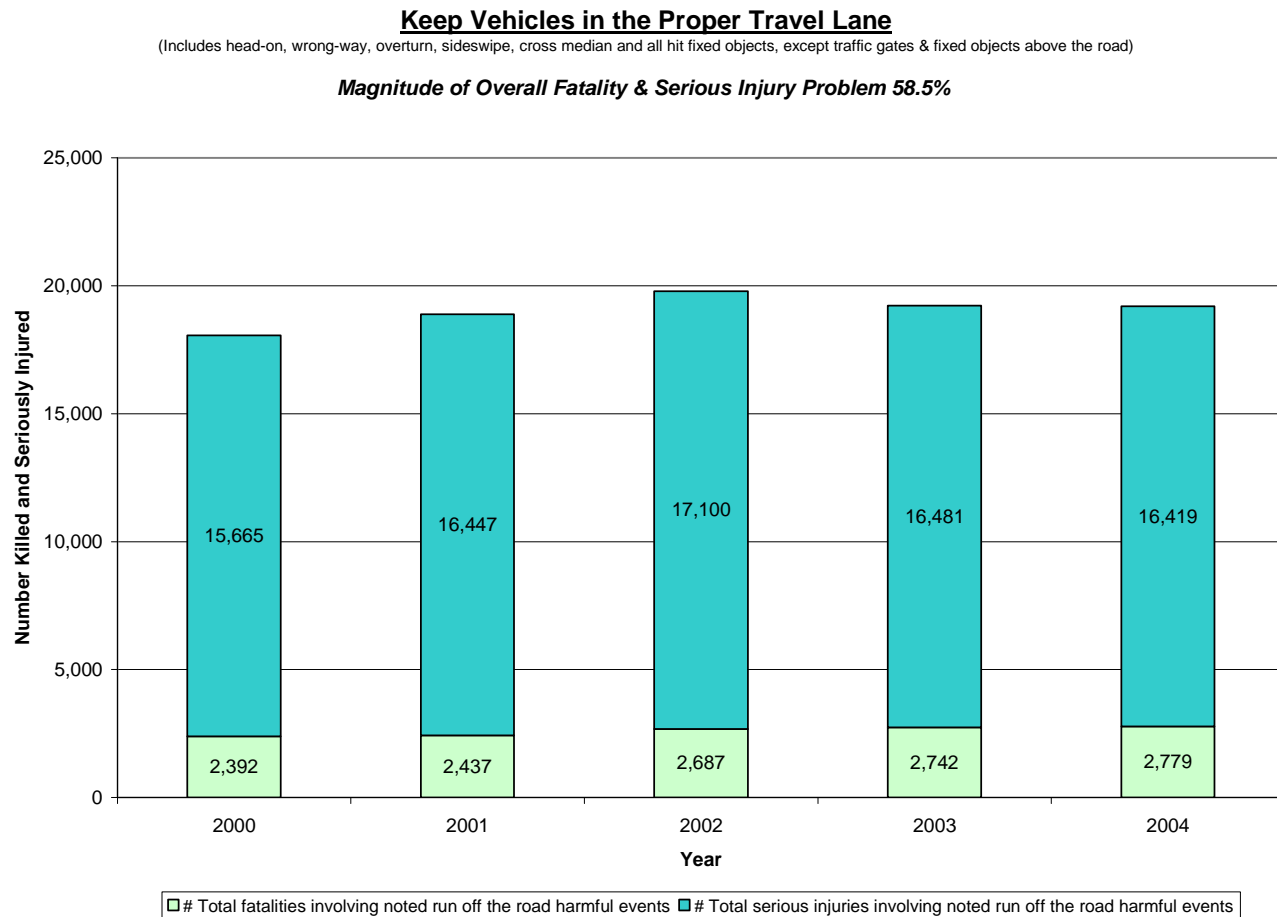
Lane Departure Crashes

Goal	Reduce the rate of fatalities and serious injuries involving lane departures
Performance Measures	<ul style="list-style-type: none">■ Rate of fatalities and serious injuries per 100M VMT involving lane departure crashes■ Proportion of all fatalities and serious injuries that involve lane departure crashes

Lane departure crashes account for 58.5 percent of Florida's fatalities (2000-2004). They include running off the road, crossing the center median into an oncoming lane of traffic, and sideswipe crashes. Running off the road may also involve a rollover or hitting a fixed object. When a vehicle leaves the roadway, the result is often disastrous. A review of data for lane departure crashes in Florida reveals that most lane departure crashes occurred on limited access roadways and on rural two-lane roadways. Figure 6 shows again that the number of fatalities and serious injuries involving a lane departure did not vary significantly from 2000 to 2004.



Figure 6: Fatalities and Serious Injuries Involving Lane Departure



Head-on collisions are related to crashes involving departure from the roadway. One of the most severe types of crashes occurs when a vehicle crosses into an opposing traffic lane and crashes head-on with an oncoming vehicle. Nationally, severe crashes of this sort occur primarily on rural two-lane roadways and limited access roadways with narrow medians. The severity of these crashes is compounded by the additive nature of vehicle speeds at the time of collision: vehicles collide with other vehicles traveling toward them as opposed to stationary objects.

To reduce the serious injuries and fatalities resulting from lane departures, efforts must be made to: 1) keep vehicles from leaving the road or crossing the center median, 2) reduce the likelihood of vehicles overturning or crashing into roadside objects, and 3) minimize the severity of an overturn.

Objective One	Improve engineering practices to reduce lane departure crashes on limited access and rural two-lane roadways.
Strategies	<ul style="list-style-type: none"> ■ Conduct a periodic in-depth study of lane departure crashes involving fatalities and serious injuries to identify over represented locations and contributing crash factors, and identify appropriate countermeasures. ■ Enhance maintenance practices on sign and pavement marking replacement from “minimum” to a higher, more desirable level. ■ Use quantitative methods of measuring pavement markings and signage to maintain acceptable levels of delineation and visibility. ■ Beginning with an initial focus on limited access roadways, establish a standard for the installation of median barrier devices in those sections where the potential for crossover, head-on collisions is high. ■ Develop evidence-based guidance on tools and strategies for reducing the incidence of lane departure crashes, e.g., low-cost road improvements. ■ Use signage and pavement markings to help drivers understand their lane assignments and assist them in making earlier and wiser decisions. ■ Assess and periodically evaluate current conditions, initiate research, and identify opportunities to enhance roadways in high-crash locations with desirable, as opposed to minimum, design. ■ Remove obstructions from clear recovery areas. ■ Beginning with an initial focus on rural two-lane roadways, increase audibility and visibility of lane delineation in all weather conditions in conjunction with routine maintenance and other roadway repair and/or enhancement projects.
Objective Two	Improve public education to reduce lane departure crashes on limited access and rural two-lane roadways.
Strategies	<ul style="list-style-type: none"> ■ Develop and implement a public information and education campaign addressing behaviors for avoiding and/or mitigating the consequences of lane departure crashes, e.g., “Keep it between the lines,” “don’t slam on the brakes”, “hold on/slow down”, “don’t sleep and drive”, etc., using various delivery mechanisms such as signage, dynamic message boards, the 511 System, and signs within the right of way to educate motorists on lane departure safety issues. ■ Educate motorists to move disabled vehicles from the roadway as soon as possible and practical.

Objective Three	Improve law enforcement practices to reduce lane departure crashes on limited access and rural two-lane roadways.
Strategies	<ul style="list-style-type: none"> ■ Support increased traffic law enforcement. ■ Identify and develop training, incentives, and other strategies for improving the consistency and completeness of crash data collection. ■ Encourage law enforcement to move vehicles from the roadway as soon as possible and practical.

Table 5: Lane Departure Crashes Team (Leader: Peter Yauch)

Mohamed Abdel-Aty, Associate Professor	University of Central Florida
Dave Blodgett, Safety Coordinator	Florida Department of Transportation
Michael Davis, Senior Program Manager	PBS&J - Florida's Turnpike
Fred Ferrell, Director of Transportation Operations	Florida Department of Transportation
Richard Gillenwater, Senior Highway Safety Specialist	Florida Department of Transportation
Rami Harb, Research Associate	University of Central Florida
Grier Kirkpatrick, Transportation Safety Specialist	ATSSA Governmental Relations
Glenn Luben, Sergeant	Pinellas County Sheriff's Office
Norbert Muñoz, Technical Systems Engineer	Federal Highway Administration
Anurag Pande, Research Associate	University of Central Florida
Sandy Richardson, Highway Safety Specialist	National Highway Traffic Safety Administration
William Roll, Senior Associate	Tindale-Oliver & Associates, Inc.
John Temple, VP Transportation	TBE Group, Inc.
Scott Walls, Vice President	AKCA, Inc.
Peter Yauch, Director of Transportation	Pinellas County

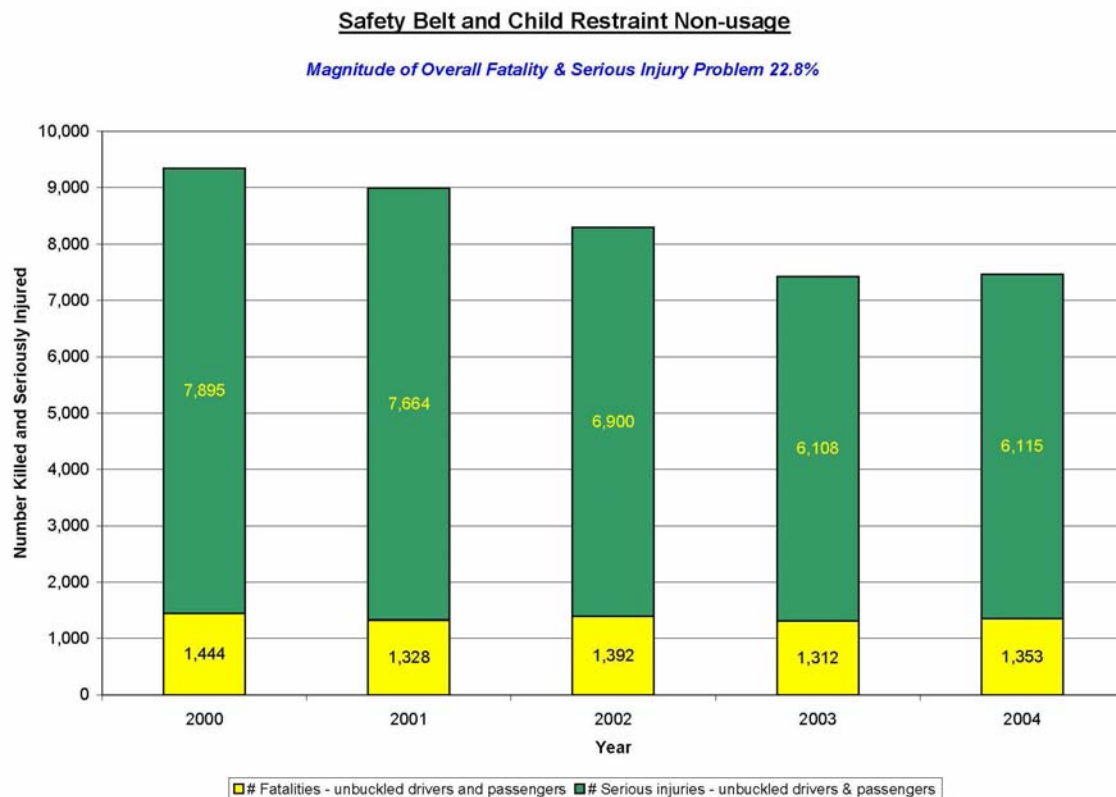
9.0 Continuing Priority Areas

As noted earlier, at various points in the decision process three important areas were omitted because participants felt they are already being addressed in a comprehensive fashion and concluded that to include them would not only be redundant but also reduce the focus on the four emphasis areas in need of attention. These areas are occupant protection, impaired driving, and traffic data and decision support systems, e.g., traffic records. However, it is necessary to address these areas to ensure their strategies are aligned with the overall SHSP where possible and appropriate.

9.1 Occupant Protection

Properly used safety belts and child safety seats are proven effective measures for reducing fatalities and serious injuries. As Figure 7 shows, a large number of Florida's citizens continue to be killed and seriously injured in crashes because they fail to use occupant restraints.

Figure 7: Fatalities and Serious Injuries Involving Failure to Use Occupant Restraints



A well-coordinated and successful high-visibility safety belt enforcement campaign was conducted during the spring of 2006. The campaign's effect was significantly strengthened by FDOT Secretary Denver Stutler's determination to put on a "full court press" by developing internal and external agency wide grassroots initiatives involving local communities, schools, law enforcement, etc. Together these efforts pushed the safety belt use rate in Florida to nearly 81 percent, a seven percent increase. Florida's secondary safety belt law may hinder further improvement but plans are underway to repeat and enhance the success experienced in the most recent campaign.

To continue the momentum, FDOT will lead a statewide, multi-jurisdictional effort to enhance the statewide structure that supports the high visibility enforcement campaign, Click It Or Ticket (CIOT); increase the focus on low belt use groups, such as young African American and Hispanic males and pickup truck drivers; and step up activities in low belt use areas. The following list outlines some of the action steps that are currently planned:

Properly used safety belts and child safety seats are proven effective measures for reducing fatalities and serious injuries.

- Conduct roundtable meetings at the eight Florida DOT District offices. Included will be FDOT Central Office and District personnel; CTST coordinators and representatives from the area; Law Enforcement Liaisons who will also assist in identifying key local law enforcement officers, particularly those that demonstrated a high level of enthusiasm during the recent CIOT mobilization; key government officials from agencies such as health, education, and others; and FDOT and local MPO Public Information Officers.
- Identify the activities that took place during the 2006 CIOT campaign; successful strategies and those that did not work as well; suggestions for the 2007 campaign; and methods for effectively distributing campaign information.
- Compile the information into a best practices/lessons learned publication for widespread distribution.
- Identify key gatekeepers from local Hispanic and African American communities.
- Schedule one-on-one meetings with the gatekeepers to obtain their ideas and support for the initiative.
- Use the information to develop effective, focused campaigns.
- Host a Florida Road Safety Conference and invite individuals identified through the District meetings, 2006 Summit participants, the Traffic Records Coordinating Committee, the Florida Technical Advisory Committee on DUI Enforcement and Prosecution, and other partners and stakeholders. Focus on low belt use locations and recruit participants from those areas to attend.
- Conduct a half-day workshop on CIOT and other safety belt activities. Provide best practices and define roles and responsibilities, especially in low belt use locations.
- Consider increased media buys in low belt use areas.

9.2 Impaired Driving

Figure 8 shows a slight decline in the number of fatalities and serious injuries involving impaired drivers. The trend reversed in 2005 with 1,240 fatalities or 35 percent of total fatalities involving impaired drivers.

Florida has vigorously pursued aggressive campaigns designed to change the public perception of the acceptability of drinking and driving.

Figure 8: Fatalities and Serious Injuries Involving Impaired Driving



The Florida Technical Advisory Committee on DUI Enforcement and Prosecution oversees statewide efforts to address the impaired driving issue. This effort and others will continue to institute statewide, high-visibility enforcement campaigns and build partnerships to reduce impaired driving. Despite these efforts, the issue remains a challenge both for our State and for the nation. The following actions are underway:

- Continue statewide, high-visibility enforcement and media campaigns to reduce impaired driving.
- Support efforts to simplify and streamline the DUI arrest process.
- Enhance law enforcement training in alcohol and drug detection.
- Develop appropriate messages and methods to reach segments of the population with a high incidence of impaired driving arrests.
- Develop educational messages in multiple languages.
- Continue holding meetings every four months of the Florida Advisory Committee on DUI Enforcement and Prosecution.

- Continue prosecutorial education addressing DUI issues.
- Continue efforts such as the annual DUI symposium.
- Utilize county traffic safety task forces to address impaired driving issues.
- Continue the Florida Student Traffic Safety Program.
- Support expansion of DUI courts in at least one additional county per year.

9.3 Traffic Data and Decision Support

Critical to reducing Florida's traffic fatalities and serious injuries is an integrated highway safety data system that is accurate, timely, and available to all safety stakeholders for analyzing safety problems and developing potential corrective strategies. Understanding and using integrated traffic records is critical for planning and assessing safety programs, as well as leveraging critical resources. Systems currently in place must be assessed and improved to meet the needs of safety professionals. A complete traffic records program is necessary for planning (problem identification), operational management or control, and evaluation of Florida's highway safety activities. This type of program is basic to the implementation of all highway safety countermeasures and is the key ingredient to effective and efficient management.

SAFETEA-LU emphasizes the need for each state to advance its capabilities for traffic data collection, analysis, and system integration to include all public roads and to perform critical analysis, identification, and prioritization of safety problems and hazards.

The role of the Traffic Records Coordinating Committee (TRCC) is to ensure these tasks are addressed. That role is uniquely the responsibility of the TRCC. No other state or local entity has the mission to make sure there is a coordinated traffic records system to support safety analyses, let alone make sure that it runs well and gives users, managers, and data collectors what they need.

The TRCC is a partnership of state and local interests from the transportation, law enforcement, criminal justice, and health professions. This traffic records coalition fosters understanding among stakeholders and promotes the use of safety data in identifying highway safety problems and developing effective countermeasures to improve highway safety. To address issues relating to traffic data and records, the TRCC was reconvened in 2006. This committee currently includes representatives from the following agencies:

- Department of Transportation
- Department of Health
- Department of Highway Safety and Motor Vehicles
- Agency for Healthcare Administration
- Office of the State Courts Administrator
- Florida Highway Patrol
- Office of Motor Carrier Compliance

The TRCC will continue working to improve the timeliness, accuracy, completeness, uniformity, integration, and accessibility of the safety data needed to identify priorities for national, state, and local highway and traffic safety programs by implementing the following actions:

- Improve coordination among data collection agencies to promote an integrated statewide traffic records data system.
- Increase the number of law enforcement agencies using TraCS, an electronic data collection system for use in reporting traffic crash information.
- Increase use of geographic information systems (GIS) capabilities for plotting crash location data.
- Promote availability and utilization of electronic crash data from the Florida Department of Highway Safety and Motor Vehicles (DHSMV), printable crash reports, geographic information system (GIS) mapping and analysis tools, and crash-typing software.
- Provide training on data analysis, e.g., turning data into useful information.
- Provide web access to appropriate data and analyses for the media and the public.

The TRCC will also lead efforts to link the State's traffic records and other data systems, such as systems that contain medical, roadway, and economic data by adopting the following approaches:

- Improve timeliness and accuracy of data collection, analysis processes, and systems including the linkage (Oracle) of crash, roadway, driver, medical, Crash Outcome Data Evaluation System (CODES), enforcement, conviction, homeland security data, etc.
- Implement TraCS and other compatible electronic systems for the collection of data.
- Expand the local agencies' roles and resources to improve safety data.

A final objective being shepherded by the TRCC is an effort to improve the compatibility and interoperability of the State's data systems with national traffic safety data systems and data systems of other states to enhance NHTSA's ability to observe and analyze national trends in crash occurrences, rates, outcomes, and circumstances. This objective will require the following activities:

- Improve and expand the warehousing and accessibility of safety data.
- Continually update data definitions in accordance with Model Minimum Uniform Crash Criteria (MMUCC).

10.0 Implementation: Taking It on the Road

The greatest challenge may be coordinating the efforts of a multi-disciplinary group of agencies and organizations at all levels of jurisdiction across 67 counties and over 450 cities around a common set of goals and objectives. The magnitude of this challenge might be compared to the degree of coordination and shared focus required of a multitude of agencies during natural disaster planning and response in Florida. The urgency and priority given to natural disasters such as hurricanes has resulted in a coordinated emergency planning and response system that is second to none. The purpose is to save lives, to take Floridians out of harm's way.

No less urgency and priority is due the SHSP and its purpose of saving lives, and of preventing Floridians from dying or being seriously injured in a traffic crash. The SHSP goals, objectives, and strategies have the potential to save many lives. To accomplish this requires strong and energetic leadership, improved coordination among all safety partners, and the sustained and committed efforts of many individuals, groups, and agencies throughout the state.

Implementation of the Florida SHSP will focus on "taking the SHSP on the road." This means that each safety partner who has championed and supported SHSP development will be responsible for expanding that circle of supporters until it encompasses safety partners throughout the entire state.

As partners embrace the SHSP, efforts will focus on how their plans and programs can be aligned to accomplish the statewide goals and objectives.

Early emphasis is on promoting awareness, discussion, and understanding of the plan among safety partner agencies and organizations. As partners embrace the SHSP, efforts will focus on how their plans and programs can be aligned to accomplish the statewide goals and objectives. The next step is to develop detailed implementation plans for each of the emphasis areas to ensure success.

10.1 Promoting Awareness of the SHSP

The purpose of the initial stage of implementation is to ensure that all safety partners throughout the state have multiple opportunities to become familiar with the SHSP through distribution of the plan and follow-up meetings and other events.

Statewide distribution of the SHSP will rely heavily on electronic means and on the ability of statewide partner organizations represented on the SHSP Executive and Steering Committees both to provide copies of the plan and to engage their constituencies in active discussions concerning its content.

The following mechanisms can be used to make safety partners aware of the SHSP and keep them informed as implementation progresses:

- **E-mail lists** – Extensive e-mail lists have been compiled from attendees at statewide Summits, the web site, associations, and other sources. These lists will be used to distribute electronic versions of the SHSP as well as to send out information related to the SHSP web site.

- **Web site** – The SHSP can be made available in PDF format for downloading through links on all safety partner web sites. These web site addresses could be widely advertised in agency newsletters, brochures, etc.
- **Statewide Associations** – These partner organizations and associations can help disseminate the SHSP to their members and facilitate discussion of the plan at association conferences and meetings. The following associations will be helpful in this regard:

Florida Association of Counties	AAA
Florida Association of County Engineers and Road Superintendents	Community Traffic Safety Team (CTST) Coalition
Florida Highway Patrol	Court Administrators
Florida League of Cities	MPO Advisory Council
Florida Police Chiefs Association	Small County Coalition and the Rural Economic Development Initiative (REDI)
Florida Public Transportation Association	Traffic Safety Resource Prosecutor's Office
Florida Sheriffs Association	Florida Trucking Association
Florida Chapter – ATSSA	Florida Section – American Planning Association
Florida Section – Institute of Transportation Engineers	Florida Section – American Public Works Association

- **Generic PowerPoint or other Presentation** – The presentation will cover the development and content of the SHSP and include information on “next steps” for implementation. It will be accompanied by talking points to assist presenters and to ensure a consistent message reaches partners throughout the state. The presentation will be customized for special audiences, as needed.
- **Executive and Steering Committees** – Members also will “champion” the plan with their constituencies and serve on a volunteer basis as a “speakers’ bureau” using a generic SHSP PowerPoint presentation.
- **Brochures** – An informative brochure will be developed to describe the SHSP emphasis areas, including the goals, objectives, and key strategies. The brochure will be distributed to partners and the public at meetings and by partner agencies at locations where the public is present, e.g., at driver license offices, Florida Welcome Centers, Interstate rest areas, etc.
- **Posters** – Partners will be provided with posters that can be used at booths and other venues during their routine activities.

10.2 Partner Roles, Responsibilities, and Action Plans

All safety partners can contribute to achieving the goals of Florida's SHSP. To accomplish this, the Emphasis Area teams will work with other safety partners and individuals to develop detailed action plans and work with all the partners to define roles and responsibilities in ways that are compatible with resources and missions. The identification of roles and responsibilities must be pursued in close coordination with other partners so that overlap is avoided and opportunities to leverage combined resources and expertise are maximized.

Once there is clarity among partners concerning roles and responsibilities, action plans will be developed based on SHSP objectives and strategies. These action plans "translate" general strategies into actions that can be taken by a partner group and are tailored to that partner's available resources and labor capabilities.

There is no doubt that effective and full implementation of the SHSP will depend on closer coordination and more effective working relationships among partners. During implementation, emphasis will be placed on convening workshops and discussion sessions to further collaboration and improved working relationships among safety partners. The following mechanisms can be employed to facilitate implementation:

- **Web Portal** – The potential benefits of this tool are many, and much of its value derives from its ability to evolve to meet the growing needs of a more collaborative partner base. It can be used by implementing agencies around the state as a resource and as a forum for partner dialogue. It can offer some or all of the following:
 - A resource library of nationally accepted best practices
 - Florida-specific success stories and homegrown best practices
 - A forum for exchanging ideas and seeking peer guidance and experience
 - An automatic e-mail safety news service tailored to user groups (e.g., engineering, education, enforcement, emergency medical services)
- **State-level Implementation Team** – This Team will work with a broad range of safety stakeholders to create consensus around key elements of the SHSP and motivate partners to support the SHSP and full implementation of its goals and objectives. A team focused on implementation can guide and monitor implementation activities effectively. Such a team can be a catalyst to improve coordination and working relationships among partners as part of the implementation process. Team membership would consist of volunteers from the SHSP Steering Committee and emphasis area teams.
- **Statewide or Regional Workshops** – Gathering partners at the statewide or regional level to kickoff implementation could be effective in motivating partners to collaborate more effectively. Small group breakouts could be used to begin the discussion of roles and responsibilities and to discuss how partners can strengthen their working relationships by developing interdependent action plans. Regional workshops could be planned at the FDOT District level with support from the State-level implementation team.
- **Regional-level Implementation Teams** – A desired spin-off of regional workshops would be the development of regional safety action teams that include representatives of FDOT District Offices, CTSTs, MPOs, local governments, law enforcement agencies, and other area safety partners to coordinate SHSP implementation activities and to leverage funding and other resources.

- **Tool Kit** – Implementation tools are suggested in some of the SHSP strategies. These and others can be developed to provide information on best practice, training, technical assistance, and incentives.

10.3 Funding and Other Resources

The Mission Statement of Florida’s SHSP states that:

The State of Florida, utilizing engineering, enforcement, education, and emergency management will focus resources where opportunities for safety improvements are greatest.

In both purpose and function, the SHSP reflects the 2025 Florida Transportation Plan long-range objective to make *strategic* safety investments. That objective calls on Florida safety partners to focus resources proactively where opportunities for safety improvements are greatest, as identified by best available data and trends.

The SHSP implements this objective by identifying four emphasis areas where resources should be focused for the greatest impacts on saving lives and preventing serious injuries. As safety partners throughout the State undertake implementation of the SHSP, they will seek to identify areas where reallocation of resources is needed and appropriate. It will be essential for safety partners to reevaluate their priorities in light of SHSP goals and objectives and to collaborate on ways to leverage current resources and invest them more effectively.

At the same time that all safety partners must take steps to ensure that limited resources are focused appropriately, there may be a need for additional funding to accomplish the goals and objectives of the SHSP. Funding issues should be evaluated initially by the Implementation Teams to determine if the need is critical for achieving SHSP goals and if there is broad-based support among safety partners to pursue additional funding. The following funding and resource strategies can be effective during implementation:

- Seek ways to leverage limited resources through collaboration with safety partners.
- Seek commitments from partner agencies to align resources with the SHSP.
- Evaluate existing funding priorities and realign budgets with SHSP strategic priorities.
- Increase involvement of private-sector interests in funding partnerships and sponsorships.
- Increase local community participation in safety programs (volunteers, resources).
- Pursue funding and resources available to states under SAFETEA-LU (e.g., Safe Routes to School, High-Risk Rural Roads, traffic records improvements, etc.).

10.4 Leadership and Accountability

Strong leadership and accountability are essential for successful implementation of Florida’s SHSP. A committed and representative leadership team is critical for ensuring accountability of all partners and monitoring progress. At the same time, all safety partners must be accountable for fulfilling their responsibilities under the plan in coordination with appropriate partners.

SHSP Executive Committee

The SHSP Executive Committee provided high-level direction and oversight to development of the Plan and will continue to provide leadership and accountability oversight during the five-year SHSP implementation period.

Executive Committee leadership could be shared by the two state agencies with vital roles in highway safety: the Florida Department of Highway Safety and Motor Vehicles and the Florida Department of Transportation. Together, these two agencies can provide the strong leadership that is needed throughout the safety community. The Executive Committee is composed of the following 13 organizations or agencies having safety leadership roles in Florida:

- Florida Department of Education
- Florida Department of Health
- Florida Department of Highway Safety and Motor Vehicles
- Florida Department of Transportation
- Florida Highway Patrol
- Florida Operation Lifesaver
- Florida DOT Office of Motor Carrier Compliance
- Metropolitan Planning Organization Advisory Council
- Florida Police Chiefs Association
- Florida Sheriffs Association
- Federal Highway Administration
- Federal Motor Carrier Safety Administration
- National Highway Traffic Safety Administration

A Memorandum of Understanding (MOU) was executed by all members of the Executive Committee as a mutual commitment of the signatory organizations to provide sustained support for improving safety as envisioned by the SHSP. As part of the MOU, the Executive Committee membership agrees to:

- Meet as needed to review progress toward achieving SHSP goals and agency-specific safety initiatives.
- Dedicate staff to serve on committees and to assist with implementation of the SHSP.
- Provide guidance on transportation safety-related issues, as needed.
- Ensure coordination of their individual planning and budgeting processes with the SHSP implementation process.
- Help elevate safety to equal standing with other key planning factors by creating and committing to a shared safety goal.

The Executive Committee has assigned leadership responsibility for each of the four emphasis areas:

Emphasis Area	Champions
Aggressive Driving	<ul style="list-style-type: none"> ■ Colonel Graham Fountain, Director, FDOT Motor Carrier Compliance ■ Colonel Christopher Knight, Director, Florida Highway Patrol
Intersection Crashes	<ul style="list-style-type: none"> ■ Lap Hoang, State Traffic Operations Engineer, Florida Department of Transportation ■ Hussein Sharifpour, Safety Engineer, Federal Highway Administration
Vulnerable Road Users	<ul style="list-style-type: none"> ■ Bob Kamm, Staff Director, Brevard County MPO ■ Howard Glassman, Executive Director, MPO Advisory Council ■ Dennis Scott, State Pedestrian/Bicycle Coordinator, Florida Department of Transportation
Lane Departure Crashes	<ul style="list-style-type: none"> ■ David O'Hagan, State Roadway Design Engineer, Florida Department of Transportation ■ Gary Fitzpatrick, State Coordinator, Florida Operation Lifesaver

The Emphasis Area Champions will identify leaders for each strategy and other partners to assist. They will be responsible for tracking activities, addressing challenges, identifying opportunities, and providing technical and other assistance as needed. They will produce quarterly progress reports to the Executive Committee, which will meet periodically to review the reports.

SHSP Steering Committee

The 20-member Steering Committee provided leadership in development of the SHSP and will continue to provide leadership within their respective agencies and organizations. The Steering Committee also can continue to:

- Demonstrate leadership by example by “raising the bar” for improved coordination among partner plans to include SHSP goals, objectives and performance measures.
- Provide continuing support to the Executive Committee through “hands-on” performance monitoring around the state and working with partners to help improve performance.
- In conjunction with the HSIP reporting requirements, develop an annual SHSP implementation performance report for review by the Executive Committee, accompanied by recommended corrective measures where needed by August 1 each year.
- Act in a leadership capacity as “Champions” for the SHSP emphasis areas by continuing to build a larger base of partners around the state who take responsibility for implementing the plan and support performance measurement and monitoring programs.

Performance Monitoring

Periodic monitoring of implementation progress using sound performance measures is imperative if Florida's safety community is to track progress and identify both challenges and opportunities. During August of each year, the Executive Committee will conduct an annual comprehensive performance review of the following areas:

- Progress toward achieving the four emphasis area goals.
- Progress made by partner agencies and organizations toward increased coordination with plans and initiatives.
- Extent to which partner plans reflect alignment with appropriate SHSP strategic goals and objectives.
- Extent to which available funding is being strategically allocated to emphasis area-related programs and strategies.
- Degree to which local governments have embraced the SHSP and contribute to the attainment of the emphasis area goals.
- The need for adding, modifying, or deleting goals, objectives, or strategies.

Evaluation Design

Progress toward achieving SHSP goals will depend on the effectiveness of the strategies and implementation actions developed to implement the strategies. Essential components of SHSP performance monitoring include evaluating the performance measures (e.g., Are we measuring the right things?) as well as the effectiveness of the strategies themselves (e.g., Are we doing the right things?). Informed evaluators should conduct the evaluations using objective criteria at the appropriate time.

It is suggested that a data analysis and evaluation multi-disciplinary task force be formed as a subcommittee of the Steering Committee. The task force would be charged with tracking implementation data and annually reviewing the impact of the strategies. It would assess the effectiveness of a cross-section of selected strategies that have been implemented, striving to evaluate strategies in all four emphasis areas. Evaluation reports will also be submitted to the Executive Committee for review.

10.5 Conclusion

The unifying goal of Florida's safety community is to improve the safety of Florida's transportation system for residents and visitors. Florida's safety partners will focus funding and other resources to reduce fatalities and serious injuries, the overarching goal of Florida's Strategic Highway Safety Plan. Together, these safety partners will implement strategic safety priorities to save lives and keep Florida's residents and visitors out of harm's way.