



## TECHNICAL MEMORANDUM #1 - VISION AND GOALS

January 24, 2024

Project #: 29061.0

To: Hunter Mulhall and Austin Miller, COMPASS  
From: Matt Steele; Mark Heisinger, PE; Nick Foster, AICP, RSP<sub>1</sub>; and Sonia Daleiden, PE, PTOE, Kittelson & Associates, Inc.  
Yousef Dana, PE; High Street  
RE: Regional Safety Action Plan - Vision, Goals, Performance Measures and Targets

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Transportation safety is a priority for COMPASS and its member agencies. COMPASS has obtained funding for and is now developing, a regional safety action plan (RSAP) covering its planning area. The RSAP will organize COMPASS member agencies around a unified transportation safety vision. The plan will identify specific actions that COMPASS and its member agencies can take to achieve this vision. These actions will include recommended improvements to agency practices and policies and data-driven strategies that address localized and systemic crash risks. An implementation plan will be included with performance measures and targets. The plan will provide COMPASS and its member agencies with a road map towards a safer Treasure Valley and will broaden access to implementation funds through the Safe Streets and Roads for All (SS4A) program, as well as other funding sources.

This memorandum presents the draft vision and goals for the COMPASS Regional Safety Action Plan, as well as draft performance measures and targets. The draft vision and goals were developed based on feedback from the first Safety Working Group (SWG<sup>1</sup>) meeting, best practices from other agencies, and grant funding requirements for the Safe Streets and Roads for All (SS4A) program. The draft vision and goals have been refined once based on feedback from the Project Management Team (PMT)<sup>2</sup>. The vision, goals, performance measures, and targets will continue to be refined throughout the plan's development based on feedback from the SWG, Regional Transportation Advisory Committee (RTAC), and COMPASS Board of Directors, data analysis findings, and the final recommended actions.

## VISION AND GOALS

This section introduces the COMPASS RSAP draft vision statement and accompanying goals. These elements will help guide the development of the RSAP. Performance measures and targets will be set to track progress toward the ultimate vision described here.

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<sup>1</sup> The SWG is made up of representatives of COMPASS member agencies and other organizations with an interest in transportation safety in the Treasure Valley (e.g., law enforcement, Idaho Transportation Department Office of Highway Safety, Idaho Trucking Association).

<sup>2</sup> The PMT consists of COMPASS, member agencies that volunteered to be part of the PMT (i.e., City of Boise, City of Nampa, ACHD), and the consultant team.

## BACKGROUND

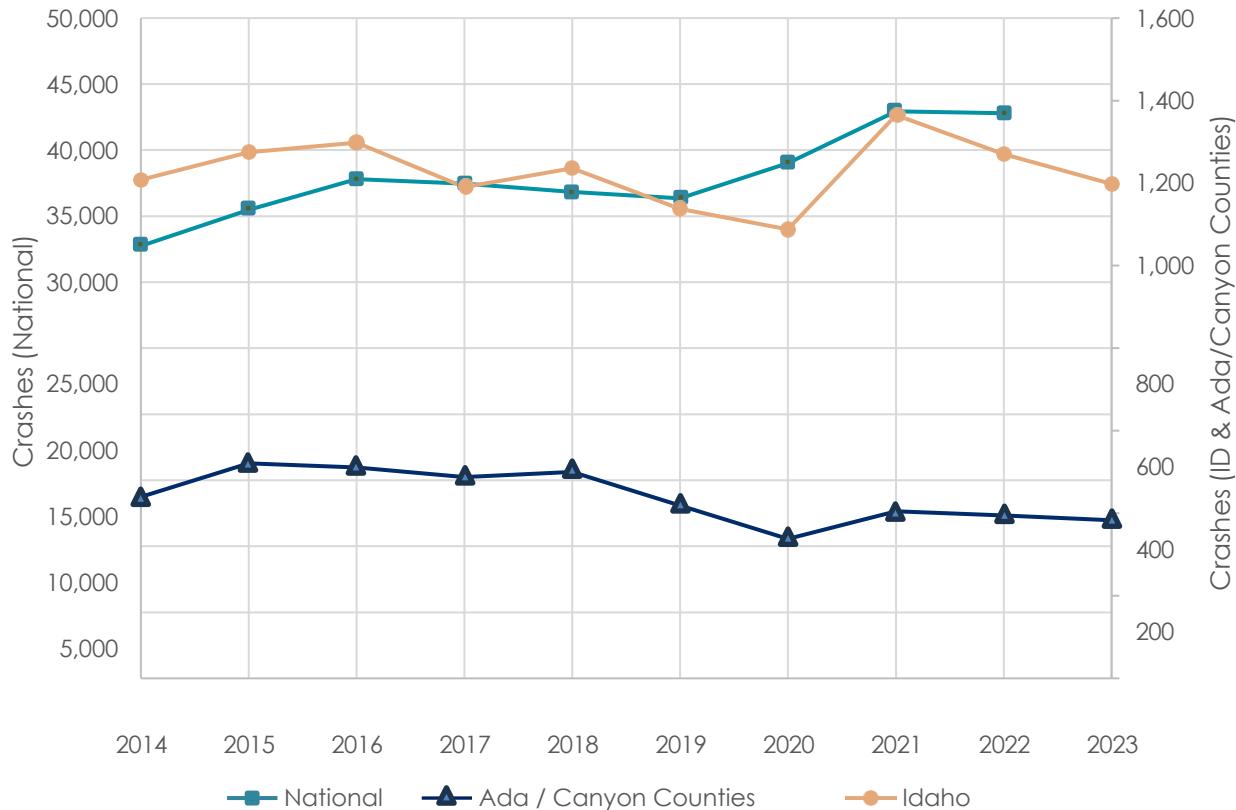
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people lost their lives in Ada and Canyon Counties in crashes during the last 10 years (2014-2023)

Figure 1 shows nationally fatal and serious injury crashes have increased over the last 10 years, from about 33,000 crashes in 2014 to nearly 43,000 crashes in 2022 (the most recent year for which national data is available). Interim years show increases over the 2014-2016 and 2019-2021 periods. Over a similar period, 2014-2023, Idaho experienced over 12,000 fatal and serious injury crashes (i.e., approximately 2,100 fatal and 10,200 serious injury crashes). Interim trends have varied more than in the national data, but the state did see a similar spike in fatal and serious injury crashes in 2021. A decreasing trend in the last two years has brought preliminary 2023 numbers to those seen in 2014 - about 1,200 crashes each year. While the crash numbers are similar, preliminary 2023 data shows that more people were killed in car crashes than in 2014.

During this same period, Ada and Canyon Counties have experienced 4,400 fatal and serious injury crashes (i.e., about 450 fatal and 4,000 serious injury crashes). These crashes declined in 2020, which may have been impacted by COVID-19 related changes in travel patterns. Fatal and serious injury crashes increased from 2020 to 2021 and have been relatively flat since then, with nearly 400 such crashes occurring each year.

Figure 1: National and Regional Fatal and Serious Injury Crash Trends (2014-2023\*)



Sources: <https://itd.aashtowaresafety.net/itd-safety-dashboards>, Safety Dashboards; US DOT, *Traffic Safety Facts*, June 2023 [crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/813482](https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/813482)

\*2023 crash data is preliminary and is not available nationally.

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## DRAFT VISION AND GOALS

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This section presents the draft vision statement, the proposed interim target to meet that vision, and goals to help the region achieve its vision.

### VISION

The SS4A program requires a safety action plan with a goal of zero fatalities and serious injuries to be eligible for Implementation Grants. Applying agencies also need to set a specific date for achieving this goal or for achieving a significant reduction in fatalities and serious injuries.

The project team reviewed these requirements with the SWG as part of SWG Meeting #1 (please see Appendix A for meeting notes). Within the SWG, there was agreement that although it might seem ambitious, eliminating fatalities and serious injuries in the Treasure Valley is important and the right goal to pursue. Based on this feedback, and input from the PMT on the initial draft statement, the draft vision statement for the COMPASS RSAP is:

***Vision Statement:*** *A Treasure Valley unified by a commitment to eliminate fatalities and serious injuries on its roadways through innovation, collaboration, education, and engagement.*

### INTERIM TARGETS

SWG members noted that this is a lofty vision that will require significant time and a concerted approach from policymakers, engineers, planners, business owners, community leaders, first responders, and others in the public and private sectors to prioritize safety. There was concern that some may view the goal as impractical given that it is dependent not just on member agency actions, but also the behavior of the traveling public. Given this, SWG members also supported setting interim targets for the region as we move toward the ultimate goal. In response to this feedback, the project team proposes a target of a *50% reduction in fatal and serious injuries on the transportation system by 2055*.

The 50% target is meant to be aggressive, but achievable. Figure 2 shows that international experience proves that reductions of 33% to nearly 70% are achievable in a 20-year timeframe. The target date of 2055 matches the horizon year of the next iteration of the long-range transportation plan, *Communities in Motion (2055)*. Some individual agencies may choose to adopt a quicker timeframe, such as the City of Boise, which has already set a target of a 50% reduction by 2032.

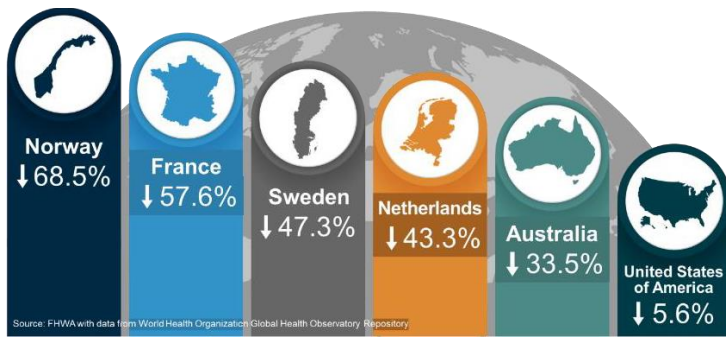
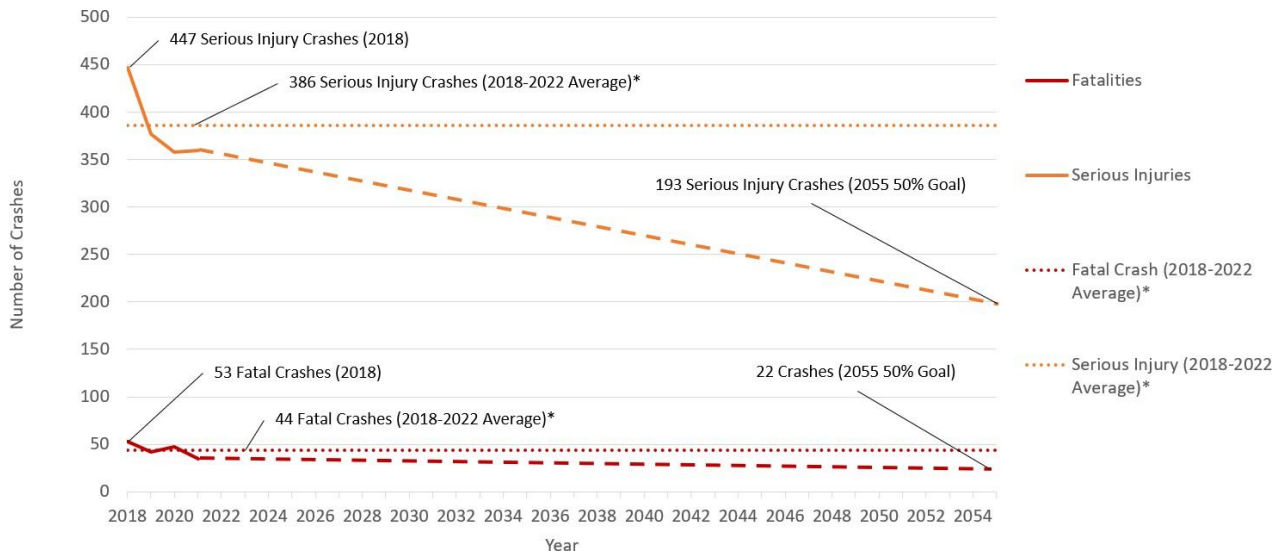


Figure 2 Change in Fatalities from 2000 to 2019<sup>2</sup>

Figure 3 illustrates the recent five-year trend in fatal and serious injury crashes in the Treasure Valley. It also shows the decrease in crashes that would be necessary to reach the 50% reduction target by the year 2055. Based on these trend lines, interim targets to meet along the way to the 2055 target would include a 19% reduction by the year 2035 and a 34% reduction by year 2045.

Figure 3: Crash Trends to Meet Proposed Targets



\*Year 2020 data excluded from averages due to COVID-19 related restrictions

<sup>2</sup> Federal Highway Administration. *The Safe System Approach Presentation*. <https://highways.dot.gov/safety/zero-deaths/safe-system-approach-presentation-0>. Last updated January 6, 2023

## GOALS

To achieve this vision, the project team proposes the following goals, which have been developed using feedback from the PMT:

- Design and build a transportation network that is safe for all users.
- Strengthen safety practices through collaboration, engagement, and education.
- Use a data-driven approach to plan and implement proactive, innovative, and proven safety countermeasures.
- Embrace the Safe System Approach and promote a culture of safety.

These goals will be refined based on feedback from the PMT, SWG, and the COMPASS Board of Directors and as plan recommendations develop.

## Safe System Approach



Figure 4: Safe System Approach Principles and Objectives (Source: FHWA)

The fourth goal references the Safe System Approach (SSA). The SSA has been in use in countries around the world for decades to help them move towards a goal of zero roadway deaths and serious injuries. It has proven to be effective, with countries adopting the approach in a variety of contexts, generally seeing decreases of 33% to nearly 70% in roadway fatalities from 2000 to 2019, as shown in Figure 2. The SSA is a mindset shift *from crash prevention to injury/fatality prevention*. It puts less emphasis on improving behavior and more emphasis on designing for mistakes that people make.

Figure 4 illustrates the six principles and five objectives of the Safe System Approach. The six SSA principles, shown on the outside ring of the figure, encompass the fundamental beliefs the approach is built on. The five SSA objectives, shown in the middle ring of the figure, are conduits through which the approach is implemented. The SSA is discussed further in Technical Memorandum #2.

SSA is discussed further in Technical Memorandum #2.

## PERFORMANCE MEASURES

This section reviews COMPASS' current performance measures and targets and presents additional performance measures for consideration. *These measures and targets will be updated as the plan progresses to reflect the final strategies and emphasis areas in the plan.* Updates will include setting targets and may also include additional performance measures for specific crash types or other objectives.

## CURRENT PERFORMANCE MEASURES AND TARGETS

COMPASS is currently required to establish safety performance measures as part of the Highway Safety Improvement Program (HSIP) Final Rule. The Final Rule establishes five performance measures, which are evaluated as five-year rolling averages. COMPASS currently reports these five performance measures in their *Change in Motion Scorecard*<sup>3</sup> – a report of the region’s progress towards meeting the *Communities in Motion* goals. Table 1 presents these performance measures, and their respective targets and timeframes, as presented in the most recent *Change in Motion Scorecard*.

Table 1 - COMPASS Safety Performance Measures and Targets

COMPASS Performance Measure	Target	Timeframe	2021 Results
Number of auto fatalities (5-year average)	13.10	2030	51.20
Rate of auto fatalities (per 100 million vehicle miles traveled (VMT), 5-year average)	< 1.41	2022	1.06
Number of auto serious injuries (5-year average)	123.90	2030	467.20
Rate of auto serious injuries (per 100 million VMT, 5-year average)	< 7.30	2022	9.76
Non-motorized fatalities and serious injuries (5-year average)	21.90	2030	59.60
Total injury crashes (5-year average)	1,343	2030	3,890

The scorecard notes that COMPASS has met the rate of auto fatalities, but that for all other performance measures, it is not on track to meet the target within the allotted timeframe, though progress is being made.

## POTENTIAL ADDITIONAL PERFORMANCE MEASURES

Performance measurement can serve a range of purposes, including compliance (e.g., the federal measures described above), program evaluation and monitoring, resource allocation, project screening, and project prioritization. Incorporating safety considerations into all these purposes can help achieve desired targets. The performance measures in this memorandum focus on program evaluation and monitoring. Project-related screening and prioritization metrics will be proposed in subsequent tasks addressing enhancements to existing practices and policies.

<sup>3</sup> 2022 Change in Motion Scorecard, COMPASS.

[https://compassidaho.org/wp-content/uploads/2022\\_Change\\_in\\_Motion\\_Scorecard.pdf](https://compassidaho.org/wp-content/uploads/2022_Change_in_Motion_Scorecard.pdf)

Generally, program evaluation and monitoring focuses on two categories, program implementation (i.e., Is the program being carried out as envisioned?) and program outcomes (i.e., Is the program's implementation resulting in the desired outcomes?). The lists below present example performance measures that could be considered in each of these categories. Some measures are qualitative and require staff judgment to evaluate, while others are objectively evaluated through data analysis. *The performance measures shown are illustrative of the types of measures that could be included in the final plan. These measures will be refined as the project progresses based on the data analysis, recommended strategies, and feedback from the PMT, SWG, RTAC, and COMPASS Board of Directors.*

- **Program Implementation** – This entails evaluating progress made in implementing the program and could include monitoring and evaluating the following:
  - a. Level of funding being allocated to safety programs and projects.
  - b. Number of actions from the RSAP implemented.
  - c. Number of safety projects completed.
  - d. Frequency and quality of engagement with regional oversight group (e.g., SWG).
  - e. Frequency and level-of-use of resources provided by COMPASS.
  - f. Identifying implementation barriers and lessons learned (e.g., additional data needs, policy/funding challenges, training needs, additional coordination needed).
  - g. Number of member agencies adopting recommended practices.
  - h. Geographic and/or demographic diversity of the above metrics.
- **Program Outcomes** – This includes evaluating the success of the program in achieving its goals (e.g., reducing fatalities and serious injuries). Performance measures COMPASS may consider using for this purpose include:
  - a. Number of crash-related fatalities and serious injuries (or number of fatal and serious injury crashes), including breakouts by:
    - i. Emphasis areas (e.g., vulnerable roadway users, intersection crashes) – *Emphasis areas will be defined in the completion of Task 4 of this plan.*
    - ii. Urban vs. rural context (or other demographically defined areas)
    - iii. Roadway ownership (i.e., State vs. non-State)
  - b. Rate of crash-related fatalities and serious injuries (or fatal and serious injury crashes) per 100 million VMT, with similar breakouts as the above.

Table 2 presents an example of how these measures can be tied to the project goals. *Outcome measures are tied to each goal and are not included in the table.*

Table 2 - Example Performance Measures for Each Goal

Plan Goal	Potential Performance Measures
Design and build a transportation network that is safe for all users.	<ul style="list-style-type: none"> <li>• # of projects completed</li> <li>• # of member agencies that have adopted the Safe System Approach or other recommended practices</li> </ul>
Strengthen safety practices through collaboration, engagement, and education.	<ul style="list-style-type: none"> <li>• Frequency and quality of engagement with regional oversight group</li> <li>• Frequency and level-of-use of resources provided by COMPASS</li> <li>• Identifying implementation barriers and lessons learned</li> </ul>
Use a data-driven approach to plan and implement proactive, innovative, and proven safety countermeasures.	<ul style="list-style-type: none"> <li>• Frequency and level-of-use of resources provided by COMPASS</li> <li>• Identifying implementation barriers and lessons learned</li> <li>• # of fatal and serious injury crashes</li> </ul>
Embrace the Safe System Approach and promote a culture of safety.	<ul style="list-style-type: none"> <li>• Level of funding being allocated to safety programs and projects</li> <li>• Number of actions from the RSAP implemented</li> <li>• Frequency and quality of engagement with regional oversight group</li> <li>• # of member agencies that have adopted the Safe System Approach or other recommended practices</li> </ul>

The results of these evaluation and monitoring activities can be used to track progress and outcomes and to refine the process as necessary to increase its effectiveness. Evaluating implementation can be started in the immediate timeframe after the plan is adopted. Evaluating the outcomes of the program may take longer as it may take several years for there to be sufficient data available and for enough actions to be implemented to have an impact at the regional level.

## NEXT STEPS

This memorandum will be reviewed by the PMT and then presented to the SWG, RTAC, and COMPASS Board for their review and feedback. It will be updated once more based on this feedback. It will be evaluated again during Task 6 (Implementation Plan) of the RSAP.



# APPENDIX A: SWG #1 MEETING NOTES



## **Safety Working Group Meeting #1 MEETING SUMMARY**

*Tuesday, November 14*

*COMPASS Headquarters – Main Floor Conference Room*

### **Attendance**

Project Team: COMPASS, Kittelson, Atlas Strategic Communications

SWG Members: ACHD, ITD, City of Boise, Garden City, City of Caldwell, City of Middleton, City of Notus, Idaho State Police, Boise Police Department, Idaho Trucking Association, FHWA, Valley Regional Transit, Boise State University, Ada County

- **Welcome and Introductions**
  - Doug (Atlas) welcomed the group, covered the agenda and housekeeping.
  - Individual introductions around the room.
  - Doug (Atlas) covered the role of the Safety Working Group.
- **RSAP Overview**
  - Hunter (COMPASS) presented project overview and benefits of a regional approach.
  - Nick (Kittelson) presented SS4A Action Plan components; Safe System Approach; “Swiss cheese” redundancy model; successful safe system approach examples; vision, goals, performance measures, targets; safety performance evaluation plan; systemic vs. location-specific definitions; final plan components.
- **Stakeholder and Community Engagement**
  - Doug (Atlas) presented an overview of the Stakeholder and Community Engagement plan, including goal and objectives, equity lens, and key strategies and tactics.
- **Breakout Groups**
  - Attendees were split into three groups. Facilitated by Amanda, Natalie, and Doug (Atlas), the groups discussed items in three categories: vision & goals, safety concerns, and community engagement. Common responses, key themes, and items of note that were raised by attendees in the discussion groups are below.

### **Vision & Goals**

- Reactions to Vision Zero and RSAP requirement to set a goal of zero fatalities and serious injuries:
  - While lofty, it should be the goal of the safety plan. It should not be reasonable to set a goal where any death or serious injuries are acceptable.



- The goal has merit because a reduction in deaths and serious injuries is achievable.
- While group members agreed this has to be the goal, questions were raised about how to truly achieve it and if it is realistic to do so.
- “Setting the goal is great, but getting there is a different story.”
- Doubts were expressed due to limits on behavior change. Infrastructure and policy can help change behavior, but there will always be variables that make this goal difficult to achieve.
- What needs to happen to achieve that vision?
  - Achieving (or working toward) this goal will require buy-in to all five of the items in the Safe System Approach wheel.
  - Mindset shift across the board – planners, leadership, oversight, multi-disciplinary partners – everyone needs to be on the same page.
  - Education on the Safe System Approach will be required to aid in the mindset shift, ideally tailored to each audience to “speak their language.”
  - Set various milestones where X% reduction in fatalities and serious injuries should be reached until we hit zero.
  - We need transparency through the process.
  - Identify what is not working now to help inform what the solutions need to be.
  - Public education is critical.
- What are the desired outcomes from your municipality/agency?
  - Develop an actionable plan to pursue SS4A Implementation grant.
  - Identify projects and priorities in my community.
  - Learn how to better incorporate safety into our programs across the organization.
  - Educate the public on the benefit of the approach and improve their understanding.
  - Foster behavior change through thoughtful, repetitive education efforts, especially related to safety for commercial trucking, public transit and bicyclists/pedestrian travel.
  - Set unified vision and goals. Improved partnerships among municipalities/agencies as a result of working on the RSAP together. If we can align behind this vision, we can better work together on projects stemming from the RSAP and other future projects.



- Better integrate between agencies in comprehensive planning related to city development and transportation impacts.
  - Develop safer travel routes, including multi-use pathways for cyclists.
  - Foster a thoughtful and effective approach that adequately accounts for future growth.
  - Pay equal attention to behavior and infrastructure that contribute to serious crashes.
- What obstacles do you anticipate the RSAP will need to navigate?
  - Constraints by MUTCD guidelines. It is difficult to make design decisions without vision alignment from engineering guidance.
  - Mindset shift and overcoming the “that’s the way we’ve always done it” among those not yet bought in on the Safe System Approach and/or Vision Zero.
  - Funding for public education programming, funding for infrastructure improvements including roundabouts, medians and designated crosswalks.
- What is the political climate the project team should be aware of surrounding specific safety issues, the RSAP, or other safety-related programs?
  - Most in elected leadership positions are on board with Vision Zero and are supportive of safety programs.
  - Those that have or may have pushback should be educated that Vision Zero does not set zero deaths/serious injuries as the only success metric but should be the goal that safety programs work toward.
  - The unique dynamic between the regional highway districts and addressing solutions within those different jurisdictions.
  - General feeling that people do not like to be told what to do, applicable to seat belt laws, speed, etc.
- Are there particularly vocal advocacy groups that the RSAP project team should consider? (e.g. bike/ped, MADD, etc.)
  - ACHD advisory committees
  - Accessibility community
  - Destinations where people congregate (Village at Meridian, fairgrounds, YMCA, etc.)
  - Idaho Walk Bike Alliance
  - MADD
  - FACTS (Foundation for Ada and Canyon County Trail Systems)
  - School districts



- Boise Bike Project
- Traffic control companies/construction companies
- What do you need from the RSAP project team to gain buy in from your leadership/stakeholders? What tools or resources do you need to improve transportation safety? (e.g. funding, analysis support, partnerships, help selecting treatments, etc.)
  - Funding, or recommendations to take to leadership for approval to pursue funding like an SS4A Implementation grant
  - Ready projects
  - Grant writing assistance
  - Resources to assist in educating skeptical elected officials, mindset that safety will never be enough
  - Resources to expand bandwidth, enable smaller municipalities to pursue funding like the SS4A implementation grant

### **Safety Concerns**

- Are there high-level safety concerns that are common issues in your municipality/agency? (e.g. school safety, bike/ped infrastructure, etc.)
  - Distracted driving, DUIs are most common for ISP and City of Boise.
  - Team should consider that speed is not only solution for intersection crashes. Speed contributes to severity of injuries but not necessarily the only problem. If they're speeding, they're doing something else wrong (distraction, inattention, inebriation).
  - Farm vehicles on roads and railroad crossings are problematic in smaller communities like Notus.
  - Rural highways, primarily in Canyon County, need to be paid attention to as well. Farming industry especially can unintentionally strain rural roadways and inhibit travel.
  - Not enough infrastructure for safe bicyclist and pedestrian travel.
  - Left hand turns and vehicle versus pedestrian crashes are common issues.
- More specifically, are there particular areas that are known to your municipality/agency that should be addressed in the RSAP? (e.g. problem intersections, frequent school zone issues, etc.)
  - Rural Canyon County is problematic due to high speeds and four-way stops that get missed.



- Fairview Ave has so many entry points that lead to more safety issues.
  - Lack of bike lanes on urban streets such as Chinden, Parkcenter and State.
- What are your biggest barriers to addressing known safety issues in your jurisdiction?
  - Resources. There just is not enough manpower to necessarily prioritize safety over other issues.
  - Lack of awareness from constituencies, both related to behavior on the road and not recognizing the need to prioritize safety.
- Are there communities, neighborhoods, or a particular demographic/group that you feel are more impacted by transportation safety issues in your jurisdiction/area than others?
  - Highway Safety is partnering with local health districts and the Department of Health and Welfare to document social vulnerabilities in communities and identify public health issues that lead to transportation safety challenges. Trying to determine who these more vulnerable people are and how to mitigate.
  - Canyon County seems to be at a bigger disadvantage than Ada County considering wealth disparities and demographics.

### **Community Engagement**

- What support may your organization be able to provide the RSAP project team in engaging your community in the RSAP process?
  - Garden City: social media
  - ISP: social media; can contribute to PSAs
  - Boise: inclusion in upcoming behavior change campaigns; insert into utility bills, employee newsletter, public newsletter
  - Notus: email list
  - Valley Regional Transit: social media
- What channels do you have most success with in your community to garner public feedback?
  - Social media
  - Local agency outreach directly to the community
  - Email campaigns