

Safety Analysis Guide

for Design Projects

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Multimodal Development and Delivery

Transportation Safety and Systems Analysis Division Traffic Operations Division Development Division

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ACRONYMS

Acronym	Description
5Es	engineering, education, enforcement, emergency medical services, and evaluation
AADT	Annual Average Daily Traffic
AASHTO	American Association of State Highway and Transportation Officials
ADT	Average Daily Traffic
ARM	Accumulated Route Mileage – part of WSDOT linear referencing system
B/C or BCR	Benefit Cost ratio
CAC	Collision Analysis Corridor
CAL	Collision Analysis Location
CMF	crash modification factor
CPDM	Capital Program Development and Management
DM	Design Manual
FARS	Fatality Analysis Reporting System
FHWA	Federal Highway Administration
TDGMO	Transportation Data, GIS, and Modeling Office (WSDOT)
HFG	NCHRP Report 600: Human Factors Guidelines for Road Systems: 2 nd Edition
HSEC	WSDOT Highway Safety Executive Committee (WSDOT)
HSIG	WSDOT Highway Safety Issues Group (WSDOT)
HSM/ HSM1	AASHTO Highway Safety Manual (AASHTO, 2010)
HSM2	2 nd Edition of the HSM – currently under development
12	The sub-program used to manage and track investments in capital transportation projects with
	a primary need related to improving safety
IAL	Intersection Analysis Location
IHSDM	Interactive Highway Safety Design Model
ISATe	Interchange Safety Analysis Tool enhanced
KABCO	Crash injury severity scale used to describe the most severe injury level sustained in a crash.
	K – Fatal injury crash
	 A – Serious injury crash/suspected serious injury crash
	B –Suspected minor injury crash
	C – Possible Injury crash
	PDO – Property-damage only
LRS	Linear Referencing System
MMUCC	Model Minimum Uniform Crash Criteria
NCHRP	National Cooperative Highway Research Program
NHTSA	National Highway Traffic Safety Administration
PDO	Property Damage Only
PTCR	Police Traffic Collision Report
SHSP	Strategic Highway Safety Plan
SPF	Safety Performance Function
SRMP	State Route Mile Post – part of WSDOT LRS and is accompanied by an ahead or back indicator
	(these values can change over time)
TRB	Transportation Research Board
TZ	Target Zero (Washington State Strategic Highway Safety Plan, SHSP) – <u>www.targetzero.com</u>
WSDOT	Washington State Department of Transportation
WSP	Washington State Patrol
WTSC	Washington State Traffic Safety Commission

1. Purpose

The purpose of this guide is to provide guidance to WSDOT staff regarding expectations for safety analysis. This guide defines the focus, scale, and scope of safety analyses across the different WSDOT program areas as well as safety analysis outside the typical program areas. The target audience for the document is staff that have the responsibility for safety analysis as part of program and project development and associated activities. This document is also for those who decide on the appropriate scale and scope of the safety analysis for a project. This guide will include current documentation policies related to safety analysis and assumptions considered reasonable to make within the current WSDOT context. The goal of this guide is to support integration of safety performance considerations throughout planning, project development, operations, maintenance, and other WSDOT activities, projects, and programs without creating undue burden, staying practical and focusing on high value for effort. This document is currently one of two guides for safety analysis, the other focuses on planning level safety analysis. These two documents will be consolidated into a single document in future updates. The guide provides guidance in a manner that balances the simplicity of a safety analysis with the thoroughness of a safety analysis that aids in making sound decisions that are data driven and science based. The guide is intended to supplement sound engineering judgement and experience based on specific project conditions, context, and modal priorities. Engineering judgement should also be used to address items not covered in this guide. The guide does not replace the WSDOT Design Manual (DM), rather it supports the DM by clarifying safety analysis components that are not easily described within the DM.

The guide is not inclusive of every condition, nor does it constitute specific requirements for projects. The document is used as guidance and recognizes that individual project analysis aspects will vary as those doing the analysis consider how best to achieve their stated project goals. The guide expects teams to consider how best to achieve the safety analysis goals and objectives, early in the project development process to minimize rework and extraneous analysis efforts.

2. Policy

Over the years WSDOT has undergone a number of changes related to how it develops and operates the highway system. Most recently, the WSDOT incorporated the Safe System Approach into our policy documents. To do so, WSDOT modified its safety planning, project, and program decision-making process through executive orders and Design Manual changes. An important aspect of these policy changes was the incorporation of the AASHTO Highway Safety Manual (HSM) methods into WSDOT practices related to design and operational decision-making within the Safe System Approach. These policies highlight data driven safety analysis in considering how to effectively and efficiently approach safety performance related issues on WSDOT highways. The policies also recognize that safety data analysis is a tool, and safety performance considerations are not the only issue that WSDOT deals with in the development of a project or program. The HSM methods do not fit every case (see Appendix A), nor every facility type encountered. The HSM and safety analysis in general continues to evolve and the Department envisions that this guide will evolve as additional information on new methods, procedure

and information becomes available. The practitioner is encouraged to make use of multidisciplinary experts in planning, operations, maintenance, design and safety.

2.1 Executive Policies

The executive policy that addresses safety is contained in:

• E 1085.01 Road Safety – Advancing the Safe System Approach for All Users

This executive policy provides the framework for integrating the Safe System Approach into daily practices during the planning, project development process, operations, and maintenance; along with the use of the HSM. The policies also provided direction on redevelopment of the WSDOT Design Manual to align with the executive direction set to advance the reduction of fatal and serious injury crashes on Washington highways.

2.2 Target Zero

Target Zero, the Washington State Strategic Highway Safety Plan (SHSP), forms the basis for how Washington State measures safety performance and sets priorities and emphasis areas for safety performance investments. This statewide plan is developed and updated in consultation with agencies and safety partners in the state. It is a formal statewide safety planning document approved by the FHWA Division Administrator. Building upon the federal MAP-21FAST, the Infrastructure and Jobs Acts require that WSDOT integrate the SHSP into WSDOT safety business practices and processes and requires states to set performance targets related to fatal and serious injuries. Target Zero's intent is to reduce fatal and serious injury crashes and includes emphasis areas with priorities based on the number of fatalities or number of serious injuries. The plan highlights the need for multimodal approaches to safety by including emphasis areas for pedestrians, bicyclists, motorcyclists, heavy trucks, older drivers, younger drivers, lane departures, and intersection crashes.

To address *Target Zero* goals and other WSDOT safety objectives, WSDOT considers the full range of crash types and severity depending on the objectives of the investment, with the intended outcome of reducing the potential for fatality and serious injuries. The *Target Zero Implementation Plan* refers to WSDOT's programmatic approach to addressing the emphasis areas within *Target Zero*.

2.3 Highway Safety Improvement Program (Federal)

The <u>Highway Safety Improvement Program</u> (HSIP) is a Federal-aid program administered through the Federal Highway Administration (FHWA). The purpose of the program is to reduce fatal and serious crashes on all public roads regardless of ownership. The HSIP requires a data-driven strategic approach with a focus towards performance. HSIP funds are divided between WSDOT and local agencies. WSDOT uses HSIP funds to address I2 safety needs (I2 is the WSDOT Safety Improvement Subprogram).

<u>23 U.S. Code § 148</u> provides the legislation to carry out the HSIP, the implementation regulations are found in Part 924 of Title 23, Code of Federal Regulations (<u>23 CFR Part 924</u>). The HSIP consists of three main components, the Strategic Highway Safety Plan, State HSIP or program of highway safety improvement projects, and the Railway-Highway Crossing Program. In addition, Washington also has a

federally funded High Risk Rural Roads program because of an increasing fatality rate on rural roads. Federal legislation requires each state to have a Strategic Highway Safety Plan. In our state, this is called Target Zero. Target Zero, also contains a Vulnerable Road User Assessment that highlights data and strategies related to nonmotorized vulnerable road users. The HSIP Implementation plan is developed each year highlighting WSDOT detailed safety program approach.

The HSIP and state safety funding is smaller in comparison to other capital programs, compelling us to work diligently to integrate safety considerations into our everyday work at WSDOT. This includes consideration of safety performance, specifically fatal and serious injury crashes, in other program areas so that we optimize the overall performance of the system across the different performance areas WSDOT is responsible for, given RCW 47.04.280.

2.4 Design Manual

The Design Manual chapters provide specific policies and guidance, criteria, procedures, and the process of documentation on safety analysis. The safety analysis guidance presented as part of this guideline (referenced in Chapter 321) supplements the Design Manual to provide additional information on intent, scale and scope of safety analysis aspects for different project types. The primary chapters in the WSDOT Design Manual those performing safety analysis should be aware of are:

Chapter 321: Safety

Chapter 1100: Practical Design
Chapter 1101: Need Identification
Chapter 1102: Context Identification
Chapter 1103: Design Control Selection
Chapter 1104: Alternatives Analysis
Chapter 1105: Design Element Selection
Chapter 1106: Design Element Dimensions

These safety analysis guidelines do not supersede the Design Manual. The Design Manual uses the Strategic Highway Safety Plan (Target Zero), FHWA rules, MUTCD requirements and state and federal policies and guidance to identify fatal and serious injury crashes as the focus area for safety performance and use in the priority programming process. WSDOT uses data on crash contributing factors, crash injury levels, or crash types might influence design and operational choices.

Safety analysis does not necessarily refer to HSM analysis.

2.5 Priority Programming for Highway Development

In <u>RCW 47.05</u>, the Washington State Legislature recognized that the complexity and diversity of transportation needs were becoming increasingly challenging. The legislature also recognized that the needs of the transportation system outweighed the ability to fund every location. The RCW requires that projects be selected based on a policy of priority programming where objectives are defined within available resources, and that the selection of projects be based on factual need and evaluation of the

life cycle costs and benefits. It is within this law that WSDOT develops and implements its safety subprogram (I2) and as a result:

- Specific procedures and documentation are to be developed and implemented consistently statewide under the leadership of the State Safety Engineer.
- b) HQ is responsible for the screening and development of ranked lists for assessment by regions and the method and result of doing so is officially approved by the Highway Safety Executive Committee. These ranked lists and the methods to develop the ranked lists are developed under direction of the State Safety Engineer.
- c) Safety needs are *funded* and *programmed* I2 projects that have been identified and analyzed using the specified procedures and with the required documentation. Safety needs are not identified outside the I2 subprogram but rather considered as a performance area in the development and implementation of projects and programs.

3. Purpose of Safety Analysis at WSDOT

The purpose of Safety Analysis at WSDOT is to reduce fatal and serious crashes on the Washington Roads. To address *Target Zero* goals and other WSDOT safety objectives. Within the safe system approach, it is recognized that injuries occur because of excessive crash forces to the human. Reducing these forces stems from safe road user behaviors, and changes within the infrastructure and operational process such as designing for target speeds or installing roadside safety hardware can occur that will benefit the severity outcomes when crashes do occur. Analysis allows the decision maker to have necessary information and knowledge to make these decisions, and adjusting designs given the context and characteristics of a given location.

Through the process of conducting safety analysis, staff must frequently weigh the tradeoffs of implementing each change to the roadway. For example, installing a traffic signal may reduce entering at angle crashes but increase rear end crashes. Each time a tradeoff is encountered, explicitly considering the roadway and roadside, transportation facility presence and mix of road user and how they conflict or interact is part of informed decision making. Carefully weigh the crash potential of each alternative, for each road user, and discuss how to optimize the safety opportunities with your design team and project stakeholders.

3.1 Limitations

The HSM1 predictive methods (chapters 10 through 12 and 17 and 18) incorporate geometric configurations and traffic volumes, as well as other factors. Using a predictive method outside of the boundaries for which it is developed brings the validity of the results into question. As such, it is important to understand the limitations of the methods that are used. Some of the application constraints have been summarized in Appendix A. In addition to limitations listed in Appendix A, the HSM predictive methods do not account for some unique roadway configurations such as peak period shoulder driving, toll plazas or reversible lanes. If the highway configuration or traffic volumes are outside the applicable ranges discussed in the HSM, consult your ASDE. Your ASDE will consult with safety analysis subject matter experts from Design Transportation Safety, and Transportation

Operations to determine if the HSM predictive method(s) can still be used. If the HSM predictive method(s) cannot be used, the crash history (observed crashes) can be used along with crash modification functions and factors (CMFs). When only observed crash histories are used, the discussion of results should include specific reference to the fact that observed crash history was used and indicate the reasoning for not using the HSM predictive methods. Because the HSM predictive methods consider site characteristics and traffic growth they are considered statistically more reliable estimates of future crash potential.

Achieving our safety goals requires the effective and efficient use of scarce resources. Optimization of the safety performance analysis means that not all projects will receive the same detail of analysis as each project's detail of analysis will be scaled based upon its funding category as laid out in Section 6 through 8 of this guide. WSDOT has aligned the analysis guidelines to programming and project structure. As an example, preservation projects receive less analysis than a targeted safety project, because the focus is not on reducing contributing factors leading to fatal and serious crashes, but on preservation of the system. Mobility and economic initiative projects require safety analysis in project decision making for optimizing performance to address the identified purpose of the project while still achieving WSDOT safety goals.

The I2 Safety Program with its focus on fatal and serious crashes uses a network screening process to identify potential locations for further analysis. The next step in this process is to determine crash contributing factors and crash types for the ranked locations provided as part of the priority programming process.

The priorities for the safety program are identified in Target Zero, detailed by the HSIP Implementation and Plan and projects are programmed consistent with RCW 47.05. This law requires WSDOT to follow a defined process that identifies project locations for priority programming. Methods are outlined in the HSIP implementation plan and the prioritized list of projects use a benefit/cost in project selection.

Network screening begins with the use of specific criteria that is developed to address the historic crashes, the potential for crashes at a given location, or both. The criteria typically consider crash severity, crash type, contributing factors, historic trends, location characteristics or other identified factors that are considered to affect fatal and serious injury crash or injury potential, exposure, or crash severity

Selecting the appropriate scale and scope of analysis is critical in order to optimize value of the safety analysis for decision-making with the technical resources used in completing the analysis. In mobility projects, safety analysis focuses on comparative evaluation of different design decisions for the potential difference in terms of safety performance outcomes or the safety performance of alternatives; and the focus is on fatal and serious injury crashes. In preservation, a review may not occur or be limited because of the scope of those projects.

WSDOT approaches safety in several ways:

- Within the I2 Program, the state highway system is screened approximately every two years to identify segments and intersections where the expected number of fatal and serious injury crashes are greater than what would be anticipated at a similar site (given the site conditions using methods defined by the HSM, aka predicted average crash frequency). These locations, called collision analysis locations (or corridors), are then analyzed and evaluated by the regions. When further investigation indicates that engineering countermeasures could reduce the anticipated number of fatal and serious injury crashes at the location for the given context, a report describing contributing factors and a benefit-cost analysis is presented to a panel for recommended investment through the I2 program. Final approval for the program occurs through the Highway Safety Executive Committee (HSEC). Note that these projects are typically implemented within a relatively short time period of 4-6 years, but potentially longer.
- As part of the I2 Program, systemic treatments that address a specific crash type or contributing factor are also funded and implemented. Each of these investment types requires a specific priority programming process for identifying suitable locations and prioritizes implementation. These systemic treatments are developed to align with Target Zero emphasis areas. For each investment type, the target crash type/ contributing factor(s) and severity along with the priority programming process are documented and formally approved by HSEC prior to deployment and implementation.
- During planning studies, the required approach for safety analysis as part of corridor planning studies is outlined in the WSDOT Safety Guidance for Corridor Planning Studies.

As we move from planning to programming in the project development process, the methods outlined in this guide are intended to increase the likelihood that higher level injury crashes will diminish over time where investments have occurred. This desire to make data-driven and science-based decisions that have a higher probability of returning on target investment means that additional information on roadway user, travel, roadway and roadside characteristics are added during safety analysis. The methods presented leverage the HSM predictive methods along with its associated tools to inform decisions.

Given the purpose and need of the project, it is important to determine and agree to the nature, extent, and method for safety analysis upfront. This includes identifying and agreeing to the analysis and evaluation focus within the context of *Target Zero* and the Safe Systems Approach to achieve the right sized analysis to determine the "right projects at the right location at the right time."

4. Concepts

This section discusses concepts like performance-based approaches, the units for safety performance analysis, crash severity, and different measures of crash frequency.

4.1 Units of safety performance

WSDOT uses the units of "crashes per year" when quantifying and reporting safety performance. Safety analysis also distinguishes between the different levels of crash severity and crash type to target investments in safety performance to align with *Target Zero* and Federal safety performance metrics for the state.

4.2 Crash severity

WSDOT staff analyzes reportable crashes rather than person level injuries. The severity level of a crash is determined by the most severe injury in a particular crash and there are five crash severity levels: fatal crashes (K crashes) where one or more fatalities occurred within 30 days of a crash, serious injury crashes (A crashes) where serious injuries are the most severe injury, minor injury crashes (B crashes) for crashes with minor injuries being the most severe injury, possible injury crashes (C crashes) where possible injuries are the most severe, and property damage only crashes (PDO or O crashes) where injury is none or unknown. Also, the term severe crashes is typically not used in analysis or reports because the term is not defined in our industry and can be confusing.

For example, if a motor vehicle crash involves four occupants and two have no injury, one has a suspected minor injury, and one has a serious injury, then the crash is a suspected serious injury crash. See Section 6.3.3 for more on PTCRs.

The KABCO scale is used in the HSM. Table 1 summarizes references to crash severity in the HSM with respect to WSDOT terminology.

Table 1. HSM Terminology Related to Crash Severity

HSM Terminology (Crash Level)	WSDOT Crash Severity Level(s)	KABCO Crash Level(s)
Fatal and injury crashes (FI)	Fatal, suspected serious injury, minor injury and possible injury crashes	KABC
Fatal, suspected serious injury, and evident injury crashes	Fatal, suspected serious injury, and minor injury crashes	KAB
Property damage only crashes (PDO)	Property damage only crashes	0

4.3 Crash frequency

The term crash frequency refers to the number of crashes per year. Crash frequency is used to describe:

• Observed average crash frequency: the historic average of the number of crashes per year (usually the annual average across five years measured in full calendar years). When the HSM predictive method is used with crash history, the expected average crash frequency replaces the observed average crash frequency as a more reliable value of actual average historic performance. When only crash history is used in an analysis the reasons for doing so should be documented along with statements that reflect that the analysis is less reliable than that of the HSM predictive methodologies.

- **Predicted** average crash frequency is an output from the HSM predictive analysis. It is the average safety performance of similar locations in crashes per year (see Section 6.6.1 for a discussion of the predictive method, and Section 0 for examples of how results can be described as part of documentation).
- Expected average crash frequency is a more reliable metric of existing average crash performance, measured in crashes per year. This is the value calculated during the HSM Predictive Methods. The predictive method uses the predicted average crash frequency and observed crash history as input to the empirical Bayes method. Results from the empirical Bayes method is considered a more reliable metric for determining average site-specific safety performance. The empirical Bayes analysis reliability comes from its ability to account for regression to the mean (see Section 6.6.1 for a discussion of the predictive method, and Section 0 for examples of how results can be described as part of documentation).

These terms are used in the HSM predictive method (see Section 6.6.1). Note that:

- The expected average crash frequency is a more reliable metric of existing average crash
 performance. As such, use the HSM predictive method with empirical Bayes where it applies.
 Relying on observed crash history for decision making is not preferred. Consult with your ASDE
 before relying on observed crash history for safety investment tradeoff decisions. Your ASDE will
 consult with subject matter experts from Design, Traffic, and Transportation Safety and Systems
 Analysis to determine if the observed crash history can be used effectively.
- Safety analysis results are reported as average crashes per year and should not be interpreted as point (absolute) values. It is important to recognize this aspect in decision-making.
- Predictive method analysis results should be rounded to one decimal place¹ in the discussion of findings and presentation of final analysis results.

5. Technical Support

Technical assistance with safety analysis is available from a network of subject matter experts from Design, Transportation Safety Office, and Transportation Operations. If you need assistance with safety analysis or have questions on how to conduct safety analysis on your project, contact your ASDE. They will work with you to answer your general safety analysis related question or to reach out to the network of subject matter experts for assistance.

6. Common Practice

This section covers specific items of safety analysis that are applicable across all program and subprogram types.

¹ All decimal places are kept throughout analysis calculations and the only the final report results are rounded to one decimal place.

6.1 Data needed for Safety Analyses

Safety analysis uses multiple data sources and the data sources will vary across project types, program types, and the analysis purpose. Based on 23 U.S. Code § 148 and 23 U.S. Code § 407, WSDOT regards any data used as part of safety analysis as safety data and not subject to discovery or admission into a court of law. The WSDOT uses a disclaimer (see Section 6.3.1) to highlight this fact and it is the intent of the Department to use this disclaimer on any safety related data, spreadsheets, summaries, reports, or other documents.

6.2 Data Preparation for HSM Predictive Analysis

When developing the dataset(s) for HSM predictive analysis, it is important to note that:

- a) WSDOT crash data contains a Target Zero indicator/flag to identify intersection related crashes. Use this indicator to identify the intersection crashes. Segment crashes are any crashes that are not labelled as intersection crashes. Note that it is not acceptable to assign all crashes within a particular radius of an intersection as intersection crashes (it overestimates the amount of intersection crashes and underestimates the amount of segment crashes): the Target Zero intersection flag should be used.
- b) All historical crashes should be entered into the particular predictive method tool.

6.3 Handling of Safety Data - 23 USC §148 and 23 USC §407

The United States Congress requires state DOTs to collect safety data for use in the development of the Highway Safety Improvement Program (HSIP). Congress requires states, when considering use of federal funds, to identify locations that experience a higher than expected number of fatal and serious injury crashes (23 USC §148). Congress recognizes that the collection and use of safety data for the purposes of identifying locations had the potential to create significant legal liability for DOTs and exempted safety data from discovery and use as evidence against agencies. Safety data is widely defined as data used in analysis of locations and includes crash, traffic, geometric, roadside, and other data used for the purposes of safety analysis. WSDOT recognizes the value of this privilege and has taken steps to inform its staff in aspects related to 23 U.S. Code § 148 and 23 U.S. Code § 407 and how it relates to safety data or the development of reports, lists, surveys, analyses, evaluations, or assessment. With respect to these deliverables, care is taken to include the disclaimer described in Section 6.3.1.

6.3.1 Disclaimer language

The WSDOT has developed standard disclaimer language that should be included on any page, table, or graph representing safety data or analysis results and included in emails or discussions of safety data. For safety analysis, this disclaimer must be in the footer and the font size can be adjusted to fit:

Under 23 U.S. Code § 148 and 23 U.S. Code § 407, safety data, reports, surveys, schedules, lists compiled or collected for the purpose of identifying, evaluating, or planning the safety enhancement of potential crash sites, hazardous roadway conditions, or railway-highway crossings are not subject to discovery or admitted into evidence in a Federal or State court proceeding or considered for other

purposes in any action for damages arising from any occurrence at a location mentioned or addressed in such reports, surveys, schedules, lists, or data.

The disclaimer reflects the evidentiary exclusion provided for safety data as part of 23 USC §148 and 23 USC §407, as interpreted by the WSDOT Attorney General's Office.

6.3.2 Release of crash data or summaries to entities outside WSDOT

Because of 23 USC §148 and 23 USC §407 and subsequent federal and state court decisions, WSDOT attempts to strike a balance between providing information to the public, while not unduly increasing the liabilities against the state in terms of potential lawsuits.

WSDOT staff is expected to contact the HQ public records office on all public (see Executive Order 1023) release of any crash data or summaries to any individuals outside of WSDOT (e.g., public, consultant, external agencies).

6.3.3 Police Traffic Collision Reports

During the review and analysis of crashes, including motor vehicle crashes with people who walk or bike, WSDOT staff is encouraged to review the Police Traffic Collision Report (PTCR) narratives and sketches to help develop their understanding of the contributing factors, actions and events preceding, during, and after a crash. PTCRs are for information only. PTCRs are not to be printed, stored, copied, scanned or emailed², or kept as part of project documentation. WSDOT staff may request access to PTCRs by contacting the Crash Data and Reporting Branch at WSDOT's TDGMO at CrashAnalysis@wsdot.wa.gov.

Note that information other than the narrative and sketch of a PTCR should not be used for analysis: staff should use data directly from the WSDOT Engineering Crash Data Mart through tools such as Cognos.

6.3.4 Crash data

Locating crashes requires an understanding of the WSDOT state route linear referencing system, changes to the adjusted route miles, and how this might affect crash locations overtime. Staff is strongly encouraged to contact the Crash Data and Reporting Branch of the WSDOT Transportation Data, GIS and Modeling Office for any questions about the linear referencing system. The GIS and Modeling Office can also answer questions or comments about crash data. It is through these questions and discussions that staff develop a working understanding of the data, how to use it, and its limitations. It is important to note that *collision data* refers to the Washington State Patrol (WSP) data, and that *crash data* refers to the engineering crash data warehouse used at WSDOT for analysis. The WSDOT Engineering Crash Data Warehouse differs from the WSP collision database in that it includes many fields that WSDOT crash coding staff create after review of the PTCR, the narrative of the PTCR, and the sketch on the PTCR. The

² Note that this discussion is not applicable to the financial recovery process.

WSDOT Engineering Crash Data Warehouse is the source for crash data in safety performance analysis at WSDOT and for WSDOT projects.

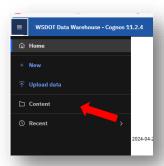
Querying crash data

WSDOT staff can access the crash data through Cognos™. The steps are as follows:

- 1. Go to the Data Warehouse intranet website.
- Click on the Cognos™ link under Cognos Reports.
 NOTE: Review the status flag: if it is orange or red, review the notes provided by IT. Do not use Cognos™ for crash data queries if there are any issues noted with the Collision Data Warehouse.
- 3. Select the four bars in the upper left corner of the screen.



4. Select *Content* from the navigation bar.



5. Select Team Content:



- 6. Select *Reports*, then *Transportation Planning*, then *Collision*. If you do not see *Collision*, you must contact the Crash Data and Reporting Branch to gain access.
- 7. Several report options are available, but there are three that are commonly used:
 - a. Standard Crash History:
 - i. Click View Reports

- ii. Select *State Route Number* & Enter *Begin SRMP* & Enter *End SRMP* along with the ahead/back indicator
- iii. Enter or select from calendar Begin Date & End Date (Optional Collision Type)
- iv. Select Standard Diagram Detail Report or Summary Report & Sort Type.
- b. Standard Crash Row Flat File: Crash history with all information items in columns.
- c. **STATE ROUTE ONLY Condensed SRFF:** Crash history with a limited number of information items in columns.

Important notes (please contact the Crash Data and Reporting Branch if there are questions):

- Location information in Cognos™ is provided by SRMP and ahead/back indicator (this is different from the ARM values in other systems). The SRMP and ARM are shown for each crash in the data.
- When extracting crash data for freeway mainline segments, review the "Primary Trafficway" column to determine if the crashes were on the freeway, on the ramps, or on the crossroad.
- The Cognos™ reports can be customized by right clicking on 'Standard Crash History' (or any
 of the other two query options), selecting 'Edit report', selecting 'Save as' (saving it under
 'My Content'. Then select the navigation item and select the Report page that you would
 like to customize and save it for future use.

Reportable crashes

ANSI D16.1-2017³ and MMUCC 5.0⁴ set the requirements for the reporting of motor vehicle crashes in the U.S. and in Washington State WAC 446-85-010 (accident reporting threshold), RCW 46.52.030 (accident reports), and RCW 46.52.070 adds additional requirements. To meet these reporting criteria, a motor vehicle crash must:

- (1) Have property damage of at least \$1000 or injury of any individual
- (2) Be on a public roadway
- (3) Involve at least one motorized vehicle, and
- (4) Not involve an intentional act, a legal intervention, or be medically caused.

Note that a crash is not recorded if a citizen is able to drive away without the assistance of an officer, therefore some locations may experience more crashes than is reported in the WSDOT Engineering Crash Data Warehouse. For uniformity with reporting standards across the state and realizing that WSDOT's focus is on fatal and serious crashes, non-reported crashes should not be included in project specific crash analysis.

The Fatality Analysis Reporting System (FARS) is a national data system for fatal crashes. This data system is used for fatal metrics in the federal required state safety performance reporting and updates

³ Manual on Classification of Motor Vehicle Traffic Accidents, 2017. 8th Edition

⁴ <u>Model Minimum Uniform Crash Criteria 5th Edition (MMUCC 5.0)</u>, with more information at https://www.nhtsa.gov/mmucc-1

to *Target Zero*. The Washington State Traffic Safety Commission (WTSC) manages the FARS database in Washington. WSDOT is continuing efforts to more closely align the data in the WSDOT Engineering Crash Data Warehouse with FARS. Staff should continue to use the crash data in the WSDOT Engineering Crash Data Warehouse as the basis for safety analysis.

Aggregating crashes by location for analysis

It is necessary during safety analysis to add up all the crashes by location type (segments/ intersections/ ramps/ ramp terminals) for input into the analysis. This should be done using the state route ID (a combination of the state route number, related roadway type (RRT), and related roadway qualifier (RRQ)) and accumulated route mileage (ARM) values. GIS should not be used to assign crashes to locations because snapping of crashes to roadway segments or intersections introduces location errors. Refer to the section titled *Data Preparation for HSM Predictive Analysis* for more information about how to distinguish between intersection and segment crashes using WSDOT crash data. The use of state route mile post (SRMP) to aggregate data can be complex and should be avoided because some SRMP values have an associated back indicator that should be considered: ARM values are values that increases in size as one moves in the increasing direction of a roadway and is continuous from the start to the end of the route.

6.3.5 Traffic volume data

Safety analyses using the HSM predictive method requires the Average Annual Daily Traffic (AADT) volumes as an input. This data is accessible through Cognos™ as part of the Transportation Planning category where crash data can be found (see Section 6.3.4), through the Washington State Pavement Management System (WSPMS) (see Section 6.3.6), online the interactive Traffic Geoportal map, or by contacting the Transportation Data, GIS & Modeling Office. Except in areas where high traffic growth occurred or where traffic volumes greatly reduced, staff is encouraged to rely on available data without investing in additional traffic counts. Region Traffic Offices may have additional traffic count data on state and non-state route approaches.

6.3.6 Roadway data

A variety of tools at WSDOT provide access to roadway data:

- SRView contains photos, maps, and tabular roadway data. The tool can be accessed via a WSDOT computer as an installed application or via SRWeb.
- The State Highway Log summarizes roadway data on an annual basis.
- The Washington State Pavement Management System (<u>WebWSPMS</u>) contains roadway, traffic, and other data. Data can be downloaded, viewed on a map, or printed as strip maps.

6.4 Study Period

Use five full calendar years (January 1st to December 31st) of historic crash data for safety analyses. Deviation from this WSDOT protocol should only occur if significant changes occurred at the location/corridor being analyzed. Note that the shorter the period, the more likely it becomes that the crash data might indicate an unusually high or low number of crashes (lower reliability). By including five

years of historic crash data into HSM predictive methods, the more likely that results from the predictive analysis would represent a reliable metric for actual average performance. Use a minimum 2 years of data where major modifications at the site have occurred. In rare cases, when only one year of data will be available, then the use of the predicted average crash frequency from the HSM predictive method is recommended rather than the one-year crash history.

Document the study period, reasoning behind the selection and any assumptions as noted in Sections 7 and 8 of this guide. For complex cases, consult your ASDE. The ASDE will consult with subject matter experts from Design, Traffic, and Transportation Safety and Systems Analysis.

6.5 Study Area

A study area is the area impacted by the potential project or alternative solutions/strategies. Setting an appropriate study area is important and should occur as early as possible in the safety analysis process. Traffic analyses also use study areas and if there is a traffic analysis associated with the project then the study area would be a good starting point: this area can be modified if the safety impact area is different. Document the study area, reasoning for selection, and any assumptions as noted in Sections 6.9, 7, and 8 of this guide.

When selecting the study area consider the type of decision being made, the area that affected that decision, and the amount of information necessary to draw reasonable and supportable decisions. The scale and scope of the analysis should consider how the potential safety performance and operational changes might affect the surrounding road and highway networks, the need to evaluate alternatives, and input from key stakeholders and approval authorities.

6.6 Crash Analysis Tools and Methods

This section discusses various crash analysis tools and methods used at WSDOT. The content is not meant to be all-inclusive but provides an overview of the tools, best use applications, and special considerations for use. In all cases, the tools and methods selected for the analysis are best selected early in the project with the management team. If the HSM predictive methods cannot be used, the observed crash history can be used along with CMFs. Perform a human factors review of the alternatives being considered and document a review of the fatal and serious injury crashes, and all crashes involving pedestrians or bicyclists.

6.6.1 HSM Predictive Methods

The HSM predictive methods assume that similar roadways and intersections with similar roadway and traffic characteristics are likely to experience similar crash frequencies, severities, and crash types.

The HSM predictive methods provides procedures to analyze safety performance in terms of crash severity, crash types, and number of vehicles involved in the crashes. In the first edition of the HSM, this is accomplished with default distributions of crash severity level or crash types, or both. This Guide will be updated once the second edition of the HSM is released to reflect changes that have occurred.

The HSM predictive methods use safety performance functions (SPFs, see later in this section) and predictive method-specific crash modification factors (CMFs, see later in this section). The HSM predictive methods calculate the safety performance of similar facilities or sites (called the *predicted average crash frequency*), and, where applicable, the more reliable metric of existing crash performance (called the *expected average crash frequency*). Note that analysis results are averages and should not be interpreted as point values. The predictive method results are rounded to one decimal place in the discussion of findings and presentation of final analysis results. Note that results denote average values and should be interpreted as such.

Site types

The WSDOT uses tools (see Section 6.6.2) to implement the HSM predictive methods for the following facility types (showing relevant HSM 1st Edition, chapters):

- Rural two-lane, two-way highways (Chapter 10 in HSM)
- Rural multilane highways (Chapter 11 in HSM)
- Urban and suburban arterials (Chapter 12 in HSM)
- Freeways (Chapter 18 in HSM)
- Ramps and ramp terminals (Chapter 19 in HSM).

Each of these chapters cover segments (segment configurations) and intersections (number of legs and control type). A project can consist of a single element (segment or intersection) or several elements (segments and/or intersections) depending on the needs of the analysis.

Safety Performance Functions (SPFs)

Safety Performance Functions (SPFs) are equations that estimate the *predicted average crash frequency* for a specific roadway facility type, as is defined by segment or intersection type with **a specific set of base conditions** for those facilities identified. Each HSM chapter may have slightly different base conditions, facility designations, segment or intersection types, and variables used in the development of a given SPF because data, locations, modeling methods and statistical considerations may differ.

Calibration Factors

Calibration is the process of adjusting the SPF curves up or down in an attempt to account for the differing crash frequencies between different jurisdictions. Because much of the data used to develop the HSM predictive methods were from Washington State and Washington State was used in the single state calibration process with the development of the first edition of the HSM, WSDOT uses a calibration factor of 1.00, which is the default calibration factor in the HSM predictive methods.

Crash Modification Factors (CMFs)

There are two types of CMFs (Part C CMF and Countermeasure CMF). These CMFs have slightly different purposes and are often confused as interchangeable. It is true that both adjust the average number of crashes that might be anticipated at a site, but the reasoning as to how this is done is quite different. The following sections, highlight these differences.

a) Part C - CMFs

In the HSM Part C, predicted method-specific CMFs are adjustment factors to the base condition SPF for the particular HSM predictive method. That is, the CMFs adjust the safety performance for the base condition for the particular method to the site-specific condition. For instance, if the base condition for a particular HSM predictive method was 12' lanes and 8' shoulders, and the location being evaluated is 11' lanes and 4' shoulders, the method will use two separate adjustment factors for lane and shoulder widths to adjust the SPF value. In the second edition of the HSM, the CMFs in the predictive models will be referred to as "SPF adjustment factors" or Adjustment Factors (AF) to reduce confusion.

The CMFs in the HSM predictive methods are only used with the specific SPF for which they were developed and a set of CMFs are specified for each facility and site type. The CMFs for the predictive methods will differ across facility and site types. For example, in the two-way two-lane rural highway segment analysis, several method-specific CMFs (i.e., SPF adjustment factors) are used with the SPF for the base conditions of the SPF: lane width, shoulder width, horizontal curve, grade, driveway density, etc.

b) Countermeasure CMFs

Countermeasure CMFs are CMFs that are used to estimate the anticipated impact of a countermeasure or mitigation on safety performance. Before selecting a countermeasure CMF, it is important to first identify the target crashes for the countermeasure or mitigation, i.e. the particular crash types, contributing factors and severities addressed by the countermeasure or mitigation for the given context being considered. Target crashes are the most common crash types or grouping of crashes that occur at the site. Note that for countermeasure selection purposes, the focus is on groupings of crash types associated with higher severity crashes.

Countermeasure CMFs are generally developed using multiple sites and statistical methods. The quality of CMFs varies significantly, making it necessary for WSDOT to have requirements in place for the review and approval of CMFs for use in analysis. WSDOT maintains a CMF short list that contains CMFs for various measures and this list is available from the TSSA Highway Safety SharePoint Site. A detailed report for each of these CMFs describes the context and background for the CMFs, allowing the analyst to determine whether the CMF is suitable for the application (i.e. it matches the context and specific considerations for use).

When CMFs are not available from the short list for the context you are analyzing, contact your ASDE who will contact the Transportation Safety Office for assistance on selection of the appropriate countermeasure for the given location. The ASDE will consult with subject matter experts from Design, Transportation Safety, and Transportation Operations as appropriate to help select a CMF. The FHWA CMF clearinghouse does contain numerous CMFs and may serve as a starting point for consideration if a particular countermeasure or context for application of a countermeasure is not available from the shortlist. The FHWA CMF Clearinghouse presents all available CMFs regardless of quality. The approval authority is required to approve a CMF if it is not selected from the WSDOT CMF shortlist prior to use in required documentation, and for a particular CMF from the shortlist to be applicable, it has to match the treatment and context of application.

Any CMFs selected should meet the following requirements:

- 1) The analysis site or corridor context matches the context of the identified CMF.
- 2) The quality of the study that developed the CMF is the best available for the identified CMF.

The more specific a CMF is, in other words whether it accounts for crash types and/or severities, the better.

When multiplying several countermeasure CMFs to a set of target crashes or severity levels, the result is often a combined CMF value implying incorrectly a large reduction in the target crashes. Exercise care when multiplying more than one countermeasure or mitigation CMF. Where more than one CMF applies, the CMFs should each apply to a different subset of target crash types or severity levels; or the analysis should only use one CMF.

There are many types of CMFs, including those that consider all crashes, specific crash types and specific injury severity. Where CMFs on crash types or severity levels exists, they are preferred because it enables WSDOT to address the specific crash characteristics and the potential impact of the countermeasure being analyzed.

The quality of CMFs is influenced by a multitude of factors. Assumptions made in the study can greatly impact the outcome of a CMF analysis. The following items represent general considerations for the quality of the CMF study:

- The quality of SPF used in the before-after study can impact the reliability of a CMF.
- Some studies do not isolate the impact of the particular countermeasure or ignore other changes made to the road environment, biasing the results.
- The quality of the SPF used in Empirical Bayes before-after studies impacts the reliability of results in that it biases the estimation of the typical performance of similar sites.
- Some studies suffer from omitted variable bias: changes that can affect the results are not accounted for.
- A countermeasure may have different impacts on safety performance across regions and states, sometimes because of how the measure is implemented, other times because of differences in user behavior.
- The context is sometimes not well defined, mixing distinctly different road environments together and biasing results.
- Some CMFs may be applicable to certain crash severity groupings rather than all the reported crashes.
- Small sample sizes reduce the reliability of results.
- Ignoring whether results of statistical significance during CMF analysis may lead to erroneous conclusions (lack of statistical significance indicates that the analysis does not offer findings that can be used for decision making).

- CMF development with meta-analysis is often challenging because it combines different studies and these studies often represent many different analysis methods, different assumptions, and contexts.
- CMFs showing no effect or an increase in crash types or severities are often not published (publication bias).

6.6.2 Tools for the HSM Predictive Methods

There are two sets of tools that WSDOT uses for the HSM Predictive Methods: the extended spreadsheets available from the TRB Standing Committee on Safety Performance Analysis website and the IHSDM. A third tool, the ISATe, is no longer recommended for WSDOT safety analysis given that data entry is complex. Use of any other tools for project analysis is not allowed.

The selection of tools is project specific and as follows:

- a) For large projects the use of IHSDM is greatly encouraged as it simplifies data entry and management for the project: data can be pre-prepped in Excel and copied and pasted into the tool.
- b) For small projects, i.e. single or small sets of intersections and segments the use of the spreadsheets are usually easier.
- c) The extended HSM spreadsheets are ideal for testing how a particular data entry may change results for a single segment or intersection.

Extended HSM Spreadsheet Tools

Extended spreadsheets are applicable to the following roadway types:

- Rural two-way two-lane highways (HSM Chapter 10)
- Rural multilane highways (HSM Chapter 11)
- Urban and suburban arterials (HSM Chapter 12)

These <u>spreadsheet tools</u> provide detailed outputs of safety performance in terms of crashes by crash severity: fatal and all injury, property damage only (PDO), and total crashes. The results can also distinguish between the typical safety performance of similar sites (predicted average crash frequency) and the site-specific safety performance (expected average crash frequency).

Use these tools in accordance with the applicable chapter in the HSM predictive methods outlined in Part C of the HSM (see bulleted list above). Data element definitions for HSM tools may differ between what is customary at WSDOT and what is required as input to the predictive method. These definitions may also vary between chapters. Therefore, the input to the HSM predictive methods is applied as outlined in the specific chapter, based on the facility and site type to reflect the existing and/or future condition(s). The text in the relevant section within Part C of the HSM should be consulted when gathering the input for the predictive analysis. All analysis assumptions need to be documented in the safety analysis and should be detailed enough to allow for replication of analysis results. The safety analysis will be included in the appropriate project or planning documents.

Section 0 of this guide provides examples of how the results from the predictive method can be discussed in reports and project documentation.

IHSDM

The Crash Prediction Module of the Interactive Highway Safety Design Model (IHSDM) is software developed and maintained by FHWA and available for free. IHSDM is a suite of analysis tools and includes the Crash Prediction Module (CPM) to implement the HSM predictive analysis chapters. This software performs the predictive analysis from the AASHTO Highway Safety Manual. In 2018 the IHSDM team made several changes to the software that makes the tool practical for use at WSDOT. The major advantage of IHSDM is that it supports analysis across the different HSM Predictive Chapters. For example, a corridor may require the use of several chapters in the predictive methods of the HSM. The HSM spreadsheets listed above would then require the use of several spreadsheets and the project team/user needs to assemble these sheets to show performance across the corridor. With IHSDM this is no longer necessary because it is included as one tool. The IHSDM training is now part of the Highway Safety Manual training series for staff.

IHSDM is available for WSDOT employees to download and install via the Software Center. External people can download and install IHSDM from the Highway Safety Manual website.

When the output from IHSDM is processed, staff is required to remove columns reporting crash rates as WSDOT no longer uses crash rates for decision-making. This is because crash rates can incorrectly assume that there is always a linear relationship between traffic volume and crashes, and short segments can overinflate crash rates during analysis. Crash rates can also shift emphasis to locations with higher traffic volumes.

6.7 Societal Cost

The societal cost of a crash is a monetary value that a state agency adopts to quantify the benefits of a change in safety performance as part of a benefit-cost analysis. These values are used department wide and set as a matter of policy by the HSEC. The values used by WSDOT are modified from NHTSA and FHWA values. These FHWA values may be updated to account for inflation, most commonly these changes occur based on federal cost estimates modifications or recommendations. WSDOT incorporates these changes periodically and the most current values are available from the <u>TSSA Highway Safety</u> <u>SharePoint site</u>.

6.8 Human Factors

The purpose of the human factors review is to evaluate the operation of the proposed configuration. For example, evaluate how information is provided to the user, driver expectation, perception-reaction conditions, potential conflict points, the context and speed of users at the site, and how the users will interact with one another.

Chapter 2 of the HSM (2010) and NCHRP Report 600, Human Factors Guidelines for Road Systems (2nd Edition, 2015) are valuable resources that can be used to perform human factors task analysis and specific human factors considerations during design.

6.9 Hot Spot Analysis

WSDOT uses the priority programming process for network screening. WSDOT does not perform hot spot analysis, rather it works through the priority programming process and regions to develop crash analysis reports.

Hot spot analysis refers to an approach to safety analysis where crashes or combinations of crashes were summed by location and those values were used to rank intersections and segments for further analysis. A hot spot analysis approach is based on the premise that a higher number of crashes or combination of crashes indicate that there is a compelling reason to act. However, the number of crashes fluctuate from year to year (resulting in regression to the mean) and, even if a five-year average is used, it still does not provide any performance comparison with similar facilities. With the HSM WSDOT and other agencies moved to practices that compares the performance of facilities with similar facilities (i.e. the predictive method) to identify whether a location/corridor is experiencing more crashes or combination of crashes than their peers and improves reliability further by considering factors beyond just crash counts or crash counts and traffic volume. This is also the reason why WSDOT does not use heat maps for decision making: heat maps do not provide insight into the relative difference in safety performance at sites or on corridors compared to facilities with similar characteristics or account for the fact that crashes fluctuate over time.

6.10 Planning, Scoping, and Programming

6.10.1 Relationship between Planning and the I2 Safety Program

The State Highway Strategic Plan (SHSP) is the primary focal point that guides planning, public input, and the safety priority programming processes. The IIJA Act, along with federal safety performance rulemaking, require states to develop a SHSP, safety performance metrics, and to align their safety programs, policies, and processes with the SHSP. To set targets for fatal and serious crashes, to develop vulnerable road user assessments, and highway safety improvement program implementation plans.

In Washington State, *Target Zero* is the SHSP. This plan is developed and updated starting in 2024 on a five-year schedule. The SHSP uses stakeholder, partner and public engagement processes. The SHSP, represents agreement among state agencies and safety partners in Washington about the emphasis areas, priorities, and safety performance metrics. The SHSP is signed by the governor and is intended for all public roads.

Target Zero uses data analysis to identify and prioritize leading crash contributing factors and types. Each priority has associated strategies in education, enforcement, engineering, emergency services, and evaluation (e.g., the 5Es). WSDOT uses Target Zero to provide direction in the development and approach to highway safety by organizing its safety improvement program consistent with the priorities and emphasis areas of Target Zero. In this manner, WSDOT is coordinated with other agencies in carrying out its responsibilities.

Data is made available to staff through the Cognos crash queries. These queries now include the Target Zero indicators to assist staff in incorporating *Target Zero* emphasis area crash summaries when doing

safety analysis in the project development process. For consultants, the single row flat file format now includes the Target Zero emphasis area indicators as well and can be requested through the Crash Data and Reporting Branch at WSDOT. Local agencies with data feeds from WSDOT receives these indicators as part of their data feeds as well.

Figure 1 shows how Target Zero is developed with statewide stakeholder input and public engagement, and how it serves as the foundation for the development of projects that make up WSDOT's Target Zero Implementation Plan. This implementation plan relies upon the priority programming processes in the development and programming of capital safety projects. The figure shows how this process; along with planning, community engagement, and field operational assessments, may lead to non-capital actions to reduce crash potential including Low-Cost Enhancements (Q3), maintenance activities, policy or operational activities.

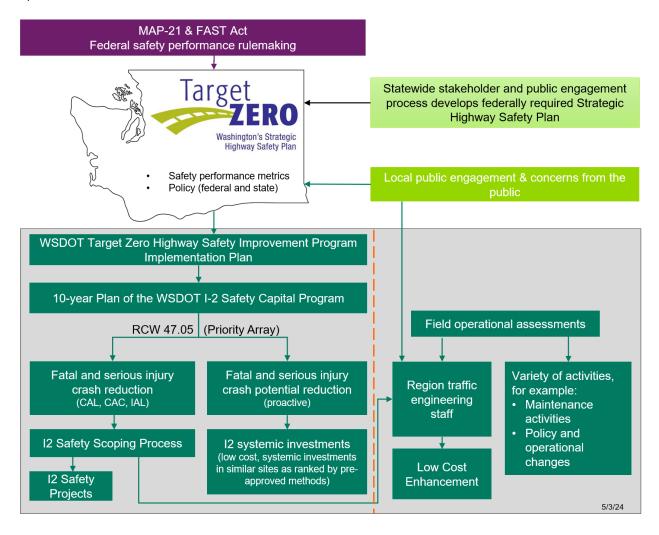


Figure 1. Safety Priority Programming and Public Processes (For questions about the process, please contact the Director of Transportation Safety and Systems Analysis for more information.)

6.10.2 I2 Safety Project Identification and Community Engagement

WSDOT uses three approaches to identify potential projects. The most restrictive approach is through the WSDOT safety priority array. For a project to be identified as a location funded by the I2 Safety Program, it must be identified, analyzed, and programmed through the priority programming based on observed and expected future crashes; and only after it is ranked in comparison to other like locations throughout the state.

When a location is not identified in the priority array, the WSDOT's Traffic Operations Q3 Low Cost Enhancement Program may be used to identify quick turnaround and lower cost solutions. With this approach, public comments are sometimes provided to region traffic staff for consideration. The demand for low-cost enhancement funding exceeds the amount available and therefore it undergoes a prioritization process lead by the Region Traffic Engineer.

Based on the public input or comments, and the ability to identify a lower cost investment, a small project may be considered. Engineers may deem it necessary to continue to monitor the location or identify the need to gather more data before determining next steps. In some cases, no action will be taken because a lower cost solution is not available or the analysis indicates that the potential solution(s) are unlikely to provide a return on the investment. As mentioned, both the Safety Improvement subprogram and the Low Cost Enhancement Program are limited in the type, scale and costs of the projects they were developed to address. Some comments from the public may request actions that are outside of WSDOT's ability to respond. For instance, a project outside of WSDOT safety priority array, or outside of the scope of Low Cost Enhancement projects. Although less common, the comments may result in future planning efforts, local investments, or other legislative actions.

6.10.3 WSDOT's I2 Safety Improvement Subprogram Overview

WSDOT's highway safety subprogram has been developed to reduce fatal and serious crashes across the state in the most economical and efficient manner. The process followed, documentation required, and roles and responsibilities outlined for this subprogram are based on the requirements of RCW 47.04.280 (WA state law) and federal laws related to the HSIP. WSDOT works with its partners in developing and implementing a strategic approach to highway safety. This strategic approach is highlighted in *Target Zero*. Using *Target Zero* as its guide, WSDOT uses a statewide priority programming system to identify and determine what locations have the highest potential for the reduction of fatal and serious injury crashes and return the greatest benefit for the cost of the project.

In this manner, projects are identified through data driven safety analysis, which is a key point to emphasize. This approach is required by Federal regulations and makes good business sense. This is because projects are more likely to return on investment because the deliberate and science-based approach is based on crash data, science, and risk. The opinion or perceptions of drivers and other road users is very important to WSDOT as it provides information not available to WSDOT, but it is supplemental to the priority programming.

The Safety Improvement Program has been developed to address both the occurrence and potential for crashes. These two categories are referred to as *Crash Reduction* and *Crash Prevention* categories.

Crash Reduction

The Crash Reduction category focuses on locations that experience fatal and injury crashes that meet the Collision Analysis Location/Collision Analysis Corridor (CAL/CAC) or Intersection Analysis Location (IAL) criteria. CAL/CAC and IAL locations are screened and ranked on a statewide basis. These ranked lists are provided for further analysis to the Region Offices responsible for safety scoping.

The Region identifies countermeasures and conducts cost/benefit analysis. Based on this process, proposed countermeasures are documented in a Crash Analysis Report (CAR – see Section 8.4). This information is presented to an I2 safety panel to evaluate and recommends the project to HSEC for programming or additional analysis and evaluation. Of primary importance is that the correct process was followed and that the associated documentation is consistent with *Target Zero* and WSDOT policies and processes.

Crash Prevention

The *Crash Prevention* program identifies infrastructure countermeasures that can be applied on statewide, corridor or localized basis to address particular contributing factors, crash types, or countermeasures. The selection of project approaches within the Crash Prevention program considers the characteristics and context of a given facility. Systemic treatments and roadside features are commonly considered and implemented. Each of these investment types requires specific priority programming processes for identifying suitable locations and prioritizes implementation. This includes development and documentation of a method for ranking, scoping and determining benefits and costs in prioritizing projects. HQ develops the proposed methods and scope of the program, as well as the required documentation for each treatment type. White papers are developed and included in the HSIP implementation plan. They include information on associated systemwide benefits and costs, and the methodology for identifying locations for the treatment. These projects may also be addressed through design manual changes that incorporate the countermeasure within the project development processes. For instance, inclusion of shoulder rumble strips.

Program Approval

Together these two categories (*Crash Reduction* and *Crash Prevention*) form the WSDOT Safety Improvement (I2) Subprogram. However, not all projects that are analyzed by the regions are programmed within the safety program because the contributing factors to the crashes may not be effectively reduced through engineering countermeasures. For instance, behavioral issues, such as impaired driving related crashes. In addition, some projects may be driven by multiple performance requirements, including mobility, economic vitality, or preservation. These types of projects are typically higher costs and are addressed within other program areas. In some cases, WSDOT will implement lower cost projects through its Q3 Low Cost Enhancement Program. These projects typically have multiple factors driving their selection. These types of projects are limited in scale, scope and cost.

The I2 Safety Subprogram is divided into two investment categories: Crash Reduction and Crash Prevention. These categories are sub-divided by countermeasure groupings (sub-categories). For example, Crash Prevention for lane departure crashes includes new rumble strip installation. The Division of Transportation Safety and System Analysis leads a joint effort with the Highway Safety Issue Group and Highway Safety Executive Committee to develop a 10-Year Capital Investment Plan. This 10-Year plan is presented to HSEC for agreement. Finally, the list of categories, sub-categories, and the projects contained within the 10-year Program Plan of WSDOT's I2 Safety Subprogram is approved by FHWA annually as part of the FHWA Highway Safety Improvement Program (HSIP) submittal. The HSIP report is submitted by the Director of Transportation and Systems Analysis (State Safety Engineer). The submittal outlines WSDOT's approach to reducing fatal and serious crashes consistent with its Strategic Highway Safety Plan, *Target Zero*. Further, as required by federal regulations, WSDOT may also be required to submit a *Target Zero Implementation Plan* when the state safety performance targets are not met.

6.10.4 Design Analysis

The purpose of safety analysis in a design analysis is to quantify the safety performance impacts of the alternatives to inform the optimization decisions and/or determine the potential mitigation measures. In some cases, safety performance may be impacted while in other cases it may have no or a negligible impact.

Safety analysis is contained in the 'Options Analysis' section of the design analysis template. The safety analysis should focus on the number of fatal and serious injury crashes per year and crashes involving pedestrians or bicyclists. Lower severity crashes may be taken into consideration on projects where safety is a contextual need. Compare the alternatives being considered and discuss the tradeoffs with respect to safety performance.

Trigger	Design selection or alternative selection outside DM ranges and may impact safety	
	performance.	
Study Area	The location of the elements being analyzed in the design analysis.	
Study Period	Five calendar years unless there has been a significant change that justifies a	
	reduction in the number of years (2 years minimum).	
Scope	The elements for which the design analysis is being written.	
Methodology	Follow the methodology detailed in Section 6.11.	
Tools	See Section 6.6	
Goals	Evaluate existing safety performance to identify safety investment	
	opportunities and inform design decisions.	
	2. Analyze the safety performance of all identified alternatives to provide safety	
	performance measures to help inform the tradeoff decisions during the	
	preferred alternative selection.	
	3. To reduce crashes for users, with an emphasis on fatal and serious crash	
	reduction.	
Documentation	Discuss the safety performance results and tradeoffs in the "Options Analysis"	
	section of the design analysis template.	

6.11 Safety Analysis Scope and Methodology for Non-Preservation Projects

NOTE: This section details the methodology for I1, I2, I3, ARR, EIS, or TIA projects/processes.

Only use this section when directed to by the table in Section 7 or 8

that relates to the project funding or process.

The following five steps describe the general safety analysis scope and methodology for non-preservation projects and processes. Consult the ASDE for assistance in interpreting these steps and the applicability of each step to the particular project. As the analyst go through these steps, document all assumptions, results, and conclusions.

- STEP 1. Consult the table from Section 7 or 8 that relates to project funding or process. Work with the ASDE to reach agreement on an appropriate scale and scope of the safety analysis. The agreement on scale and scope is critical to assuring the appropriate analysis is conducted. The ASDE will consult with subject matter experts from Design, Transportation Safety and Transportation Operations to determine if steps 2 thru 4 of this process may be skipped or modified.
- STEP 2. If the project will be making significant changes to the existing facility, it may skip steps 2 through 4 and go directly to step 5. An example of a significant change is converting a diamond interchange into a diverging diamond or replacing a two-way stop with a roundabout. In both of these significant changes, the history of what happened may not be directly applicable to what may happen in the future. Obtain, the crash data (Section 6.2.4) for the applicable study period and study area. The items listed below are ways to summarize this data to get a better understanding of the existing facility.
 - If an HSM predictive method is available for the existing conditions, one can calculate the predicted crash frequency within the study area and determine if the location is experiencing fewer or more crashes, or crashes of a particular severity grouping are greater than predicted.
 - Create charts and/or tables of the data to help visualize patterns. The charts can depict
 many things such as injury severity, driver age, mode, crash type, contributing factors,
 time of day, or day of the week. Focus on actionable items that can inform
 infrastructure related investments/mitigation.
 - Map the crash data. Mapping is commonly done as summary level data to assist in visualizing the data in relationship to the geometrics, roadside conditions, or development. This may be done in GIS, Excel, MicroStation, or simply on an aerial photo. Visualization of crash data can be beneficial in public forums.
 - If the study area includes an intersection, it may be helpful to draw an intersection crash diagram for each intersection. See Chapter 5.2 of the HSM for guidance.
 - A human factors review of the project area and crash history may provide a better understanding of crash patterns in the study area. See Section 6.7 for more information on human factors.
- STEP 3. As part of *Target Zero* (see Section 2.3), review all fatal and serious injury crashes and any crashes involving people who walk, bike or roll. Consider the items listed in STEP 2 and determine if any of these tools will help in the review. Identify mitigation strategies and

proactive countermeasures to reduce these crash types through the Complete Streets process for the project. Be aware that improving a roadway for one user may have safety performance impacts on another mode of transportation.

STEP 4. Analyze the data from Step 2 and 3 to determine if there are any patterns to the crashes or if there are concentrations of crashes at a particular location(s). If there are no patterns or concentrations of crashes, document there is no pattern and end this process. Otherwise, determine the target crash types, severities, and their contributing factors. It may be necessary to develop condition diagrams for the locations with crash patterns or concentrations to better understand the contributing factors (see HSM Chapter 5.2 for guidance). During this step, the diagrams from Police Traffic Collision Reports may be helpful to understand the contributing factors (see Section 6.3.3) and mechanisms of the crashes.

NOTE: The patterns and target crashes one identifies in this STEP are a factual representation of the data and are used for assessment purposes. These are not to be identified as "safety projects" or "safety needs". WSDOT is directed by RCW 47.05 to develop a priority programming process for the purpose of ranking and prioritizing project. To reduce misunderstanding, the sub-program I2 Safety contains the only projects that are referenced to as "safety projects". Traffic operations, preservation, mobility, economic initiatives or environmental retrofit (Q, P, I1, I3, I4 respectively) have characteristics that may influence safety performance, but these projects are driven by other baseline needs. In analysis for these kinds of projects the safety analysis should focus on fatal and serious injury crashes and proactive mitigation of potential increases in these crashes as a result of the different project alternatives.

- STEP 5. The purpose of this step is to conduct a safety performance analysis of each reasonable alternative to assist in the selection of a preferred alternative. It is important to document the safety analysis done on each alternative and how safety analysis was considered when selecting the preferred alternative.
 - a. If the alternatives can be analyzed using the HSM predictive method(s) (See Appendix A for what the HSM can analyze), follow the HSM procedure. Conduct the analysis using the tools noted in Section 6.6.2. Use the safety analysis results in the alternatives comparison process to help select the preferred alternative. Document all assumptions.
 - b. If there is no HSM predictive method available to assess the safety performance for a particular alternative, but there is a CMF that represent the particular alternative, apply the CMF to the observed crashes per year. Follow Section 6.6.1 on how to select a CMF. This will determine an average number of anticipated crashes per year for that alternative. It may be necessary to repeat this process for each countermeasure that is employed in an alternative. Compare the anticipated crashes per year for each alternative. Use this information in the alternatives comparison process to help select the preferred alternative. Documentation should reflect that the analysis relied on crash history only (not an HSM predictive analysis) and therefore has less reliability.
 - c. If there are no CMFs for a countermeasure, consult your ASDE. WSDOT requires a consistent scientific basis for CMF development and acceptance for use. Therefore, your ASDE will consult with subject matter experts from Design, Transportation Safety and Transportation Operations for assistance on how to proceed with determination of a CMF. The subject matter experts may have additional knowledge of research that may

be used for identifying or developing the CMF. They may also ask if similar countermeasures have been deployed for use when developing a new or interim CMF. In some cases, it may be necessary to track the performance of the countermeasure as a series of pilot projects and report back on the countermeasure's effectiveness.

7. Safety Analysis by Program Type

This section of the guide steps through the primary funding mechanisms and discusses safety analysis for each sub-program for the Preservation (P), Investment (I), and Traffic Operations (Q), programs. The Project Definition contains the primary need, investment type, and purpose for a project and is used to determine the program and sub-program for a project. Final determination of the appropriate program and sub-program for a project is the responsibility of CPDM.

In each sub-section, there is a table with the following rows: Trigger, Study Area, Study Period, Scope, Scale, Methodology, Tools, Goals, and Documentation. Each table is intended to summarize the safety analysis that is needed for a project in the particular program type. The guide does not take away the responsibility of the user to apply sound engineering judgement based on specific project conditions or to address items not covered in this guide.

7.1 Preservation (P)

7.1.1 Pavement Preservation (P1)

Projects funded from P1 are to preserve pavements at the lowest life cycle cost⁵ and safety is not a baseline need but can be a contextual need. Designers should contact their region's Field Assessment program to determine whether there are low/no cost contextual safety elements that have been identified for the corridor and can be incorporated into the project. Documentation for these improvements has to follow the requirements of the Field Assessment program, will include a traffic basis of design (QBOD), and need to be incorporated into the Project Development Approval.

Trigger	If the lane width or shoulder width is reduced, see Section 7.1.2. If Field
	Assessment or Traffic Operations programs identify items to incorporate into the
	project through a QBOD, see Section 7.3
Study Area	N/A
Study Period	N/A
Scope	N/A
Scale	N/A
Methodology	N/A
Tools	N/A
Goals	N/A
Documentation	The Field Assessment program will provide a QBOD that is appropriate for their
	program. QBODs are approved by the Region Traffic Engineer. Include the QBOD in
	the Project Design Documentation Package (DDP).

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⁵ WSDOT 2017-2019 Capital Improvement and Preservation Program, September 2016, page II2

7.1.2 Bridge Preservation Program (P2)

The bridge preservation program addresses the overall preservation of bridges and structures on the state highway system⁶. This program includes vehicular bridges, culverts longer than 20 feet, pedestrian bridges, tunnels, lids, and deck overlays.

Bridge preservation projects preserve the state's bridge network through cost effective actions. There are numerous types of bridge preservation actions including: deck rehabilitation, seismic retrofit, painting steel bridges, and scour repair. The primary type of bridge preservation work that effects safety performance is where the lane or shoulder widths change and with roadside barriers. If the bridge is widened so that the lane and/or shoulder widths will end up larger and neither are reduced, then no safety analysis is needed.

Trigger	If the lane or shoulder width is reduced. If a Field Assessment or Traffic Operations	
	programs identifies items to incorporate into the project, follow Section 7.3. If a	
	bridge is being replaced, follow Section 7.2.1.	
Study Area	Where the lane width or shoulder width is changed.	
Study Period	Crash history is not used in this analysis because the analysis only compares the	
	predicted average annual crash frequencies across alternatives.	
Scope	Analyze the lane and shoulder widths being considered. Analyze the crash data for	
	crashes that can be attributed to lane and shoulder width and their contributing	
	factors.	
Methodology	Use the applicable CMF tables/equations for the roadway type with respect to lane	
	and shoulder width. Compare the CMFs of the lane/shoulder widths being	
	considered.	
Tools	For the appropriate roadway type, use the following items from the HSM:	
	Rural Two-Lane, Two-Way Roads:	
	o Lanes: Table 10-8	
	 Shoulders: Table 10-9 	
	Undivided Roadway Segment	
	o Lanes: Table 11-11	
	 Shoulders: Table 11-12 	
	Divided Roadway Segment	
	o Lanes: Table 11-16	
	 Shoulders: Table 11-17 	
	Freeway Segments: See HSM Chapter 18.7.1	
	 Lane Width: Equation 18-25 	
	 Inside Shoulder Width: Equation 18-26 	
	 Outside Shoulder Width: Equation 18-35 	
Goals	Assess the safety performance of the alternatives being considered.	
Documentation Include safety performance as a contextual need in the BOD. Include a disc		
	the alternatives comparison section of the BOD. Summarize the findings of the	
	safety analysis in the BOD. If Field Assessment or Traffic Operations request the	
	change, then complete a QBOD and include it in the project's DDP.	

⁶ WSDOT 2017-2019 Capital Improvement and Preservation Program, September 2016, page II-5

7.1.3 Other Highway Facilities Preservation Program (P3)

Preservation of other facilities includes basic safety guardrail and signing, major drainage, major electrical, unstable slopes and other project types. P3 signal rehabilitation projects require a safety analysis as part of the Intersection Control Evaluation (ICE). If the signal is being replaced with a single lane roundabout, no safety analysis is needed. If another P3 project type impacts lane and shoulder width, follow the safety analysis requirements for the Bridge Preservation Program described in Section 7.1.2.

Trigger	Refurbishing an existing signal or modifying lane/shoulder width. For projects that only modify lane/shoulder width, follow the directions provided in Section 7.1.2. If the existing signal is being replaced by a single lane roundabout, a safety analysis is not required.
Study Area	The intersection with the signal and any roadway segments that are changed.
Study Period	Use five calendar years of crash history as part of the input into the analysis unless there has been a significant change that justifies a reduction in the number of years (2 years minimum).
Scope	The scope of the safety analysis is limited, focusing on the characteristics and contributing factors of the intersection and intersection-related target crashes (rear-end, right-angle and sideswipe crashes) that can be addressed within the scope of the P3 signal replacement activities. For example, signal related installation, signal timing, lane markings, and signage. Recommendations should be general in nature and presented as suggestions for consideration during the installation and implementation of the signal replacement system.
Methodology	Compare the portion of fatal and all injury crashes for intersection and intersection related crashes of the following types: rear-end, right-angled and sideswipe crashes to the typical proportions of these crashes in the applicable HSM Part C chapter and section. If the HSM Predictive methods cannot be used, the crash history can be used along with CMFs. Perform a human factors review of the feasible alternatives and document a review of the fatal and serious injury crashes, and any crashes involving pedestrians or bicyclists. Define mitigation strategies to address changes in safety performance.
Tools	Use the following HSM tables: Rural Two-Lane Two-Way Intersections (all crashes): Table 10-6 Rural Multilane Intersections (all crashes): Table 11-9 Urban/Suburban Intersections Multiple-Vehicle Crashes (3 leg & 4 leg signals) - Table 12-11 Single-Vehicle Crashes (3 leg & 4 leg signals) - Table 12-12 Ramp Terminal Intersections (all crashes) - Table 19-16
Goals	If this is a signal rehabilitation, compare the crashes to determine if there is benefit to switching the signal to another method of intersection control.

Documentation	Include documentation of the results of the safety analysis in the ICE. Briefly
	summarize the findings from the investigation done in the scope and methodology
	sections of this table. If there is an over-representation of particular crash types
	when reviewing the portion fatal and serious injury crashes (using the relevant HSM
	predictive method tables), review and discuss the contributing factors to these
	higher severity crashes at the location based on a human factors and crash
	characteristics review. Also, review and discuss the factors that contributed to any
	cashes involving people walking or biking. Where appropriate, recommend
	additional analysis related to modification of signal operations and/or lane
	markings.

7.2 Highway Improvement (I)

7.2.1 Mobility Improvement (I1)

The purpose of the I1 Mobility Improvement Program is to make "investments to move people, goods, and reduce congestion, by managing demand effectively, operating transportation systems efficiently, improving local network, changing policies when necessary before considering adding infrastructure capacity"."

Safety performance is integral to these projects and WSDOT is committed to multimodal safety as identified in WSDOT's *Target Zero*. To meet this commitment, projects are required to include a baseline performance metric for evaluating the number of fatal and serious injury crashes in **safety**, **mobility**, and **economic vitality** category projects⁸." Note: Analysis of the safety performance of mobility alternatives is required regardless of whether any fatal or serious injury crashes occurred within the study area.

The size and scope of many I1 projects require flexibility in the safety analysis approach. Getting agreement on the specific scope and scale of the given project by the respective Region and Headquarters teams should occur early in the project development.

Crashes may increase with an I1 project because of the increase of exposure created by increased VMT. Crashes may reduce the mobility performance of a given network. Consider potential strategies to address these crash impacts.

Trigger	Safety performance in terms of fatal and serious injury crashes is a baseline need (per DM Chapter 1101.02(1)). Safety performance of alternatives is required. The scope is flexible as noted below and in Section 6.11.
Study Area	Begin by matching the study area of the traffic analysis. Adjust the study area as necessary and as agreed to by your stakeholders. If no traffic analysis is completed for the project consult Section 6.5.
Study Period	Use five calendar years of crash history unless there has been a significant change that justifies a reduction in the number of years (2 years minimum).

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⁷ WSDOT 2017-2019 Capital Improvement and Preservation Program, September 2016, page II-9

⁸ Design Manual, July 2023, Chapter 1101.04(1)

Scope and	Follow the Safety Analysis Scope and Methodology detailed in Section 6.11.
Methodology	
Tools	Use the extended HSM spreadsheets or IHSDM (see section on tools for selection
	considerations and where these tools are located).
Goals	The goals are achieved by following the scope and methodology detailed in
	Section 6.11.
Documentation	Document the steps from Section 6.11 that were completed. Document the
	assumptions, what was discovered in each step, and the conclusions. This
	document will be the safety analysis that is required for Design Approval.

7.2.2 Safety Improvement (I2)

The Safety Improvement Subprogram is developed to reduce fatal and serious crashes on the state highway system. The program is derived from *Target Zero* emphasis areas and priorities and its detailed approach is provided in WSDOT's *Target Zero* Implementation Plan, where WSDOT highlights the subcategories of the safety program and the intended performance objectives of each. The safety program is structured into Crash Reduction and Crash Prevention Categories, and sub-categories are defined with a focus on specific crash types, contributing circumstances, historical data, or systemic treatments. These categories may change based on performance over time (See Figure 2). Priority programming process is used to determine a ranked list of projects where countermeasures are evaluated and priorities are determined using a benefit cost analysis as required per RCW 47.05.

Section 6.10 discusses the priority programming process, legislative requirements, and approach for the I2 Program.

I2 projects that fall within the CAL, CAC, and IAL sub-categories will require a Crash Analysis Report (CAR). The CAR is a standard document that is typically reviewed by the Region Traffic Engineer and ASDE then provided to the State Safety Engineer for review and presentation to the I2 Panel. The I2 Panel may require technical modification and adjustments before the project moves forward in the programming process.

Trigger	See Figure 2. If a CAR is required, see Section 8.4. For I-2 crash prevention projects
	that require a safety analysis per Figure 2, follow the guidance in this section.
Study Area	Begin with the project limits as defined in the project documentation. The study
	area can be adjusted as needed to reflect the area of impact.
Study Period	Use five calendar years of crash history as part of the input into the analysis unless
	there has been a significant change that justifies a reduction in the number of years
	(2 years minimum).
Scope and	Follow the Safety Analysis Scope and Methodology detailed in Section 6.11.
Methodology	
Tools	CAR template.
	For freeway segments, ramps, and ramp terminals, use IHSDM.
	Benefit/cost spreadsheet provided with the I2 scoping instructions.
Goals	The goals are achieved by following the scope and methodology detailed in Section
	6.11.

Documentation	Document what was done as Section 6.11 was followed. Document the
	assumptions, what was discovered in each step, and the conclusions. This
	document will be the safety analysis that is required for Design Approval.

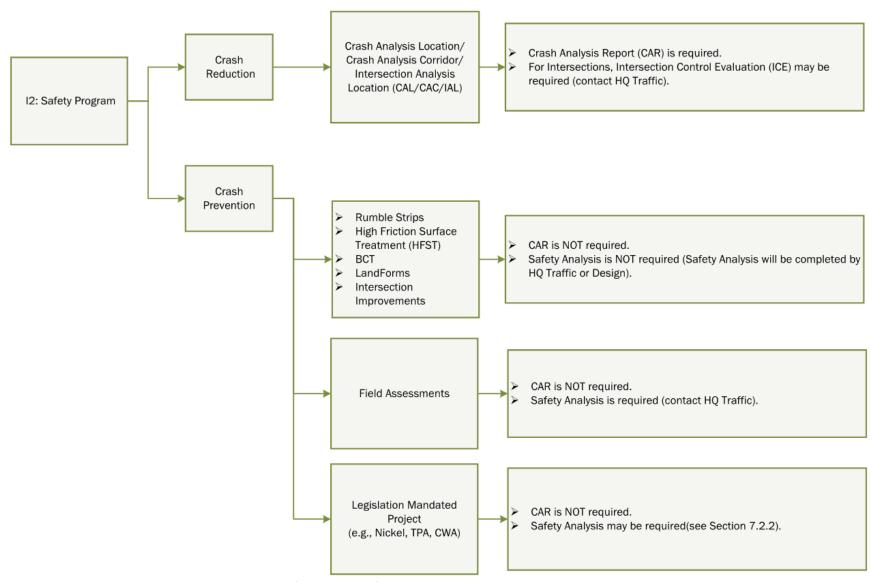


Figure 2. I2 Safety Analysis for Collision Reduction and Prevention Programs

7.2.3 Economic Initiatives (I3)

I3 Economic Initiatives projects include promoting and developing "transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy. Economic Initiatives support freight movement and tourism development through the construction of new rest areas and bicycle touring facilities along scenic and recreational highways. To achieve the program goals, the Economic Initiatives program is subdivided into the following subcategories: 1. Freight (upgrading all-weather pavements and bridges with restricted vertical clearance). 2. Community Livability and Economic Vitality. 3. Scenic and Recreational Highways. ⁹"

Chapter 1101.04(1) of the Design Manual requires a baseline metric for evaluating the number of fatal and serious injury crashes for all I3 projects.

Safety analysis for all I3 project is the same as for I1 Mobility projects. As a result, follow the process outlined for I1 Mobility projects (Section 7.2.1.).

7.2.4 Environmental Retrofit (I4)

I4 environmental retrofit projects enhances "Washington's quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment. Environmental retrofit projects reduce or eliminate environmental impacts of existing highway systems to meet environmental requirements that have emerged since the highways were built. "Environmental retrofit projects include fish passage barriers, chronic environmental deficiency, plant management, stormwater runoff, noise reduction, and wildlife connectivity. Generally, these projects do not change the characteristics of the roadway, but do have the ability to impact clear zones and side slopes. Clear zones should be evaluated or treated per DM Chapter 1600.

Trigger	If the lane width or shoulder width is reduced. If the project replaces a culvert with
	a bridge or buried structure, safety is a contextual need and one must complete a
	safety analysis in accordance with Section 7.2.1 skipping the Trigger noted in 7.2.1.
Study Area	Where the lane width or shoulder width is reduced.
Study Period	Crash history is not used in this analysis because the analysis only compares the predicted average annual crash frequencies across alternatives.
Scope	Analyze the lane and shoulder widths being considered.
Methodology	Use the applicable CMF tables/equations for the roadway type in terms of lane and shoulder width. Compare the CMFs of the lane/shoulder widths being considered.
Tools	For the appropriate roadway type, use the following items from the HSM: Rural Two-Lane, Two-Way Roads: Lanes: Table 10-8 Shoulders: Table 10-9 Undivided Roadway Segment Lanes: Table 11-11 Shoulders: Table 11-12

⁹ WSDOT 2017-2019 Capital Improvement and Preservation Program, September 2016, page II-17

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¹⁰ WSDOT 2017-2019 Capital Improvement and Preservation Program, September 2016, page II-17

	Divided Roadway Segment
	o Lanes: Table 11-16
	Shoulders: Table 11-17
	Freeway Segments: See HSM Chapter 18.7.1
	 Lane Width: Equation 18-25
	 Inside Shoulder Width: Equation 18-26
	 Outside Shoulder Width: Equation 18-35
Goals	Assess the safety performance of the alternatives being considered.
Documentation	Include safety performance as a contextual need on the BOD. Include CMF
	discussion in the alternatives comparison section of the BOD.

7.3 Traffic Operations (LCE)

"Low Cost Enhancements (LCE) are projects that can be quickly implemented to improve operational performance on state highways. The Washington State Department of Transportation's (WSDOT) six regions use LCEs strategically to improve the operational safety and efficiency of the highway system, and to respond quickly to emergent roadway safety issues. LCE projects are implemented through WSDOT's Traffic Operations Program¹¹."

LCE projects can be standalone projects or incorporated into capital projects. All LCE projects must be documented per HQ Transportation Operations Office direction and approved by the Region Traffic Engineer. If an LCE project is incorporated into another capital project, the documentation (QBOD) is completed by the Region Traffic Office and provided to the project office. The project office will incorporate the LCE documentation into the Design Approval or Project Development Approval as appropriate. LCE projects that are incorporated into other capital projects have a safety analysis included in the documentation provided by the Region Traffic Office per the following table.

Trigger	If the lane width or shoulder width is reduced or if turn lanes are added.
Study Area	Where the lane width or shoulder width is reduced or where turn lanes are added.
Study Period	Crash history is not used in this analysis because the analysis only compares the
	predicted average annual crash frequencies across alternatives.
Scope	Analyze the lane and shoulder widths being considered.
Methodology	Use the applicable CMF tables/equations for the roadway type with respect to lane
	and shoulder width. Compare the CMFs of the lane/shoulder widths being
	considered. Include a discussion on countermeasures as needed to mitigate for
	increased crash potential.
Tools	For the appropriate roadway type, use the following items from the HSM:
	Rural Two-Lane, Two-Way Roads:
	o Lanes: Table 10-8
	 Shoulders: Table 10-9
	Undivided Roadway Segment
	o Lanes: Table 11-11
	o Shoulders: Table 11-12

¹¹ WSDOT Traffic Operations Low Cost Enhancement 2013-15 Biennium Interim Report, page 2

	 Divided Roadway Segment Lanes: Table 11-16 Shoulders: Table 11-17 Freeway Segments: See HSM Chapter 18.7.1 Lane Width: Equation 18-25 Inside Shoulder Width: Equation 18-26 Outside Shoulder Width: Equation 18-35
Goals	Assess the safety performance of the alternatives being considered.
Documentation	Include safety performance as a baseline or contextual need on the QBOD. Include CMF discussion in the alternatives comparison section of the QBOD. Document decision related to safety performance outcomes of the preferred alternative. Provide comparative safety considerations of the preferred alternative versus those not selected. Include documentation on treatment of targeted crashes.

8. Miscellaneous Activities

This section introduces different activities that provide opportunities for different scales of analysis. Note that the goal is to optimize the value of safety analysis for the particular activity.

8.1 Access Revision Reports

The access revision process consists of two steps: *Non-Access Feasibility Study* and *Access Revision Report* (ARR). Safety analysis is used in the feasibility study phase to understand the safety performance of the existing network and help compare non-access alternatives. Then, if applicable, safety analysis is used again in the ARR phase to inform the tradeoff decision in selecting a preferred alternative that modifies access. The details of the two phases are addressed in Chapter 550 of the Design Manual.

The safety analysis methodology and scope of the feasibility study are discussed, agreed upon, and documented in the Methods and Assumptions (M&A) document. The M&A is reevaluated for the ARR phase. The table titled 'Non-Access Feasibility Study Safety Analysis' (below) details the scale and scope of the safety analysis part of a Non-Access Feasibility Study. The table titled 'Access Revision Report Safety Analysis' (below) details the scale and scope of the safety analysis part of an ARR.

Non-Access Feasibility Study Safety Analysis

Trigger	A Non-Access Feasibility Studies requires a safety analysis.
Study Area	Match the study area of the operational analysis. If necessary, adjust the study area
	to the safety impact area as agreed to by the ARR technical support team. The
	safety analysis needs to focus on the non-access network. Safety analysis of the
	freeway mainline is not required.
Study Period	Use the feasibility study periods/years as documented in the Non-Access Feasibility
	Study M&A.
Scope and	Follow the Safety Analysis Scope and Methodology detailed in Section 6.11.
Methodology	
Tools	See Section 6.6.2.

Goals	1. Determine the safety performance of the existing conditions to understand the
	safety performance within the study area.
	2. Compare the safety performance of the no-build and all reasonable non-access
	alternatives to help determine the preferred alternative.
	3. Determine if the preferred alternative will significantly increase crashes. If so,
	determine and document what countermeasure(s) will mitigate crashes.
Documentation	A separate safety analysis document is not required. The safety analysis is
	incorporated into the Non-Access Feasibility Study as follows:
	Method and Assumptions: In the "Safety Performance Analysis" section,
	discuss the study area, study period, study years, methodology, tools, and
	measures of effectiveness.
	Non-Access Feasibility Study: the safety analysis section of the Non-Access
	Feasibility Study should contain a summary of the safety analysis and the details
	should be contained in an appendix. The write-up should explain how the goals
	listed above were addressed as well as contrast and compare all feasible
	alternatives and the no-build.

Access Revision Report Safety Analysis

Trigger	An Access Revision Report requires a safety analysis.
Study Area	Start with the feasibility study area and add needed freeway segments, ramps, and
	other roadway segments and intersections to model the expanded access point
	alternatives agreed to by the ARR technical support team.
Study Period	Use the feasibility study periods/years as documented in the ARR M&A.
Scope and	Follow the Safety Analysis Scope and Methodology detailed in Section 6.11.
Methodology	
Tools	See Section 6.6.2.
Goals	1. Determine the safety performance of the existing conditions to understand any
	the safety performance within the study area.
	2. Compare the safety performance of the no-build and all reasonable alternatives
	to help determine the preferred alternative.
	3. Determine if the preferred alternative will significantly increase crashes. If so,
	determine and document what countermeasure(s) will mitigate crashes.
Documentation	A separate safety analysis document is not required. The safety analysis is
	incorporated into the Access Revision Report (ARR) as follows:
	Method and Assumptions: In the "Safety Performance Analysis" section,
	discuss any changes to the study area, study period, study years, methodology,
	tools, and measures of effectiveness from the Non-Access Feasibility Study.
	Access Revision Report: The safety analysis section of the Non-Access Feasibility
	Study should contain a summary of the safety analysis and the details should be
	contained in an appendix. The write-up should explain how the goals listed
	above were addressed as well as contrast and compare all feasible alternatives
	and the no-build.

8.2 Environmental Impact Statement/Environmental Assessment

Environmental Impact Statements (EIS) or Environmental Assessment (EA) use crash analysis to help inform the tradeoff decisions during the preferred alternatives selection process. If the EIS has a corresponding ARR, the safety analysis requirements below are applicable to both processes and documents. The Transportation Discipline Report will contain the safety analysis and the following table details the scale and scope:

Trigger	An EIS/EA with a Transportation Discipline Report and the technical advisory
	committee agrees a safety analysis is needed.
Study Area	Begin by matching the Study Area of the Traffic Analysis. Adjust the Study area as
-	necessary and as agreed to by your Stakeholders.
Study Period	The study period must align with other documents related to the EIS. If the other
	documents do not set a study period, reference Section 6.4.
Scope and	Analyze no-build and all feasible alternatives that are analyzed in the EIS. Analyze
Methodology	all locations where there has been a physical change to the infrastructure and/or a
	greater than 10% change in volumes. Follow the Safety Analysis Scope and
	Methodology detailed in Section 6.11.
Tools	See Section 6.6.2.
Goal	1. Determine the safety performance of the existing conditions to understand the
	safety performance within the study area.
	2. Compare the safety performance of the no-build and all feasible alternatives to
	inform the preferred alternative selection.
	3. Determine if the preferred alternative will significantly increase crashes with
	particular emphasis on fatal and serious injury crashes. If so, identify and assess
	mitigation for these crashes.
Documentation	Crash Analysis for the Transportation Discipline Report: Begin by discussing the
	study area, study period, scope, methodology, and tools (refer to the above
	sections of this table for more detail), then conclude with a comparison of the
	safety performance of the reasonable alternatives. Summarize the crash analysis
	details in the Transportation Discipline Report. The crash analysis write-up should
	quantitatively contrast and compare all feasible alternatives. If the preferred
	alternative does not have the highest benefit-cost ratio or has a higher number of
	fatal and serious injury crashes than the alternatives, document your reasoning and
	mitigation strategy for the chosen approach. Include the outputs of the tools as an
	appendix to the crash analysis.

8.3 Developer Reviews – Traffic Impact Analysis

Developer reviews are where a developer is proposing a modification to the state highway system and has been requested to address the impacts of that development. Many of these are small projects that will not require a Traffic Impact Analysis (TIA). In these small projects, no safety analysis is required. For larger projects, when a TIA is requested (See DM Chapter 320.05), a safety analysis is required. The safety analysis for a TIA should follow the scope and scale as detailed in the following table:

Trigger	When a TIA is required.
Study Area	The study area should match that of the TIA as detailed in DM Chapter 320.06(1).

Study Period	The study period must align with other documents related to the EIS. If the other
	documents do not set a study period, reference Section 6.4.
Scope and	Analyze no-build and all feasible alternatives to match the TIA traffic analysis
Methodology	scenarios as detailed in DM Chapter 320.06(2). Follow the Safety Analysis Scope
	and Methodology detailed in Section 6.11.
Methodology	Follow the Safety Analysis Scope and Methodology detailed in Section 6.11.
Tools	See Section 6.6.2.
Goal	Provide quantitative safety performance metrics to inform the tradeoff decision in
	preferred alternative selection. This can be supplemented with discussion of
	engineering reasoning in selecting a recommended alternative.
Documentation	TIA Method and Assumptions: In the "Crash Analysis" section, discuss the study
	area, study period, scope, methodology, and tools. Refer to the above sections of
	this table for more detail.
	TIA: The crash analysis for a TIA is contained in Traffic Analysis section (see DM
	Chapter 320.10). The crash analysis write-up should quantitatively contrast and
	compare all feasible alternatives. If the preferred alternative is not the best
	performing from a crash analysis perspective, document your reasoning in this
	section.

8.4 Crash Analysis Report

A Crash Analysis Report (CAR) is a specific report used only for the I2 Crash Reduction program. The CAR is written during the scoping phase of the project and is required before funding for design is released. As a result, the CAR will provide sufficient safety analysis for a project and no further safety analysis is required during the design phase. Note that a crash reduction project cannot be reclassified as a crash prevention project after the fact.

8.5 Intersection Control Evaluation

An Intersection Control Evaluation (ICE) conducts both an operation and safety analysis of a potential change to an intersection. For the safety analysis portion, follow the scope and scale as detailed in the following table:

Trigger	An ICE has safety as a project need as noted in DM Chapter 1300.05(3), Step 3.
Study Area	If the ICE is a standalone document, the study area should be the intersection of
	interest corresponding to the study area of the ICE. If the ICE is part of a larger
	project, follow the guidance associated with that funding source.
Study Period	Select the study period in accordance with Section 6.4 of this document.
Scope and	Analyze the no-build and all feasible alternatives to match the alternatives analyzed
Methodology	in the operational analysis section of the ICE. Follow the Safety Analysis Scope and
	Methodology detailed in Section 6.11.
Tools	See Section 6.6.2.
Goal	To have a quantitative analysis supplemented with a qualitative discussion that can
	help select a preferred alternative.
Documentation	Incorporate the safety analysis into the ICE. The safety analysis write-up should
	quantitatively contrast and compare all feasible alternatives. If the selected

alternative does not have the lowest total number of crashes, document your
reasoning in the ICE. Include the details of the safety analysis in an appendix.

8.6 Work Zones

Properly designed work zones are important to worker safety as well as to the safety of the traveling public. While the HSM methodologies cannot analyze how a work zone will affect worker safety, it can help in the selection of lane and shoulder widths and how this will affect the safety performance of the work zone.

Trigger	Safety analysis in not required as part of the design of a work zone. However, HSM methodologies can be beneficial when selecting lane and shoulder width that will be implemented as large direction works and as				
	be implemented on long duration work zones.				
Study Area	Length of work zone.				
Study Period	Use only the typical performance of the proposed work zone alternatives (predicted				
	average crash frequencies) to compare work zone alternatives. Assessment of				
	contributing factors to fatal and serious injury crashes, and crashes involving				
	bicyclists and pedestrians can be helpful to support work zone alternative identification and assessment.				
Scope	Analyze the lane and shoulder widths being considered.				
Methodology	Use the applicable CMF tables/equations for the roadway type with respect to lane				
	and shoulder width from the HSM as per the tools section below. Compare the				
	CMFs of the lane/shoulder widths being considered.				
Tools	For the appropriate roadway type, use the following items from the HSM:				
	Rural Two-Lane, Two-Way Roads:				
	o Lanes: Table 10-8				
	 Shoulders: Table 10-9 				
	 Undivided Roadway Segment Lanes: Table 11-11 				
	 Shoulders: Table 11-12 				
	Divided Roadway Segment				
	o Lanes: Table 11-16				
	 Shoulders: Table 11-17 				
	Freeway Segments: See HSM Chapter 18.7.1				
	 Lane Width: Equation 18-25 				
	 Inside Shoulder Width: Equation 18-26 				
	 Outside Shoulder Width: Equation 18-35 				
Goal	Quantify and understand the safety performance of different alternatives to assist				
	in the selection of a preferred alternative.				
Documentation	No documentation is necessary. You may include a summary of the analysis in the				
	Transportation Management Plan if it helped select the preferred alternative.				

8.7 Local Agency Projects

When a local agency project modifies a state highway within state jurisdiction, they must follow the documentation requirements as set forth in Chapter 300.04(3). For the safety analysis requirements, the local agency must follow the section of the document that aligns the closest with the type of project

the local agency is doing. For example, if the local agency is just paving a portion of the state highway, follow Section 7.1.1 for a paving project. Confirm the selection of the appropriate section of the Safety Analysis Guide with your ASDE.

9. Example language for the HSM Predictive Method

This section contains example language for a report that discusses the existing safety performance of different intersections or segments in comparison to similar facilities. There are three scenarios: location with similar crash performance, location with more crashes than similar locations, and location with fewer crashes than similar locations. Use the text below in reports that discuss the comparison of the facility being analyzed with the HSM predictive method results.

9.1 Scenario 1: Location with similar crash performance

Use the following text and table for locations where the safety performance of the location being analyzed is close to similar facilities (the values for expected average crash frequency is equal to or close to the predicted average crash frequency). The reference to "Appendix XX" is an appendix to the safety analysis report that contains the outputs of the HSM models used in the analysis:

Table 2 summarizes the results of the predictive analysis for Intersection A. The worksheets for the analysis are included as part of Appendix XX. Based on the analysis, it is anticipated that the intersection will have a safety performance similar to other intersections that have the same roadway characteristics and traffic volumes. The analysis indicates the potential for two fatal and all injury crashes on average per year at the intersection compared to 2.1 fatal and all injury crashes on average per year for similar intersections with similar characteristics. In other words, Intersection A is performing as expected.

Table 2. Predictive Analysis Results for Intersection A

Safety performance metric	Typical performance of similar intersections: Predicted average crash frequency (crashes/year)	Average performance of the intersection: Expected average crash frequency (crashes/year)	Potential for improvement: Excess average crash frequency (crashes/ year)
Fatal and injury crashes	2.1	2.0	0.0
Total crashes	5.6	5.5	0.0

9.2 Scenario 2: Location with more crashes than similar locations

Use the following text and table for locations where the safety performance of the location being analyzed is experiencing more crashes than similar locations (expected average crash frequency is larger than the predicted average crash frequency). The reference to "Appendix XX" is an appendix to the safety analysis report that contains the outputs of the HSM models used in the analysis:

Table 3 summarizes the results of the predictive analysis for Intersection B. The worksheets for the analysis are included as part of Appendix XX. Based on the analysis, it is anticipated that the intersection will experience more crashes on average per year than intersections with similar roadway characteristics and traffic volumes. The analysis indicates the potential for 2.8 fatal and

all injury average crashes per year at Intersection B compared to 2.3 fatal and all injury average crashes per year for similar intersections with similar characteristics.

Table 3. Predictive Analysis Results for Intersection B

Safety performance metric	Typical performance of similar intersections: Predicted average crash frequency (crashes/year)	Average performance of the intersection: Expected average crash frequency (crashes/year)	Potential for improvement: Excess average crash frequency (crashes/ year)
Fatal and injury crashes	2.3	2.8	0.5
Total crashes	7.2	8.8	1.5

9.3 Scenario 3: Location with fewer crashes than similar locations

Use the following text and table for locations where the expected average number of crashes are smaller than the predicted average number of crashes. The reference to "Appendix XX" is an appendix to the safety analysis report that contains the outputs of the HSM models used in the analysis:

Table 4 summarizes the results of the predictive analysis for Intersection C. The worksheets for the analysis are included as part of Appendix XX. Based on the analysis, it is anticipated that the intersection will experience fewer crashes than intersections with similar characteristics. The analysis indicates the potential for 1.3 fatal and all injury average crashes per year compared to two fatal and all injury average crashes per year for similar intersections with the same characteristics.

Table 4. Predictive Analysis Results for Intersection C

Safety performance metric	Typical performance of similar segments: Predicted average crash frequency (crashes/year)	Average performance of the segment: Expected average crash frequency (crashes/year)	Potential for improvement: Excess average crash frequency (crashes/ year)
Fatal and injury crashes	2.0	1.3	0.0
Total crashes	6.8	4.3	0.0

APPENDIX A

Roadway Elements Covered by the HSM, 1st Edition, predictive methods

Design Elements NOT Covered by the HSM1 Predictive Method Design Elements Indirectly Covered by the HSM **Design Elements Covered in the HSM1 Predictive methods** vered by the HSM Chapters There may be a Crash Modification Factor (CMF) that covers this Design Element Updated 08/01/16 Rural Two-Lane Highways Limitations Roadway Bridges Intersections Barriers Other Elements Covered **Designs Not Covered** (Chapter 10 of HSM1) Fill/ Ditch - Shoulder Surface Type Align. Grade. Not Centerline Rumble Strips **Roadway Segments** Bike & Ped - Passing Lanes Auxillary Lanes Slope (Roadsic Roadside Width Width Width Capacity Hazard azard Not Super Transitions Two-Way Left-Turn Lane Rating) - Auto Speed Enforcement Rating) Intersection Control Types ign, De oundabouts: A CMF is available on the + 4ST - 4 Leg 2-Way Stop Controlled Turn Radii NSDOT CMF short list (Intranet: Sustainable + 4SG - 4 Leg Signal Controlled Intersections Bike & Ped I/S Sight Distance not included 4-way Stop Intersections - Right Turn Lanes **Rural Multilane Highways Barriers** Roadway **Bridges** Intersections Other Elements Covered Limitations **Designs Not Covered** (Chapter 11 of HSM1) Roadway Segment Types So. Clear Zone is assumed to be + Divided the same on both sides. Cross Cross Slope Slope Lane Shldr Lane Tran-Slopes Shldr **Roadway Segments** ridge Rai Horiz, Alian Access Bike & Ped rans. Std. Run Assumes Roadway Section is the Auxilery Lanes Туре Width Zone same on both sides. Shoulder Rumble Strips not - Auto Speed Enforcement Most of these intersections can + 3ST - 3 Leg Side Street Stop Controlled of this model and CMFs. + 4ST - 4 Leg 2-Way Stop Controlled Turn Radii Intersections Bike & Ped + 4SG - 4 Leg Signal Controlled I/S Sight Distance not included 4-way Stop Intersections The "Alternative Intersections" - Right Turn Lanes From DM (July 2014),1300.04(7) **Urban & Sub-urban Arterials** Roadway **Bridges** Intersections Barriers Other Elements Covered Limitations Designs Not Covered (Chapter 12 of HSM1) + 2U - 2 lane Undivided Access + 4U - 4 Lane Undivided Zone Cross Cross Slope Slope Lane Shldr Auxilery Lanes Width Fill/ Ditch Shldr Width Assumes Roadway Section is the same on both sides. **Roadway Segments** Horiz. Align Bike & Ped. Std. Run ridge Rail + 5T - 5 lane with Left-turn Lane · 6 or more lanes total Width Divided Only) Density - Type of On-street Parking - % of Curb Length w/On-street Parking - Auto Speed Enforcement - Speed Less or More than 30mph Intersection Control Types + 3ST - 3 Lea Side Street Stop Control + 3SG - 3 Leg Signal Controlled + 4SG - 4 Leg Signal Controlled lost of these intersections can be addressed with a combination Bike & Ped - Left Turn Lanes (Mainline Approaches) - Right Turn Lanes (Mainline Approaches) Intersections I/S Sight Distance not included Radii 4-way Stop Intersections Ped. Lan - Approaches w/Left-Turn Phasing Incontrolled Intersections - Type of Left-Turn Phasing - Right-Turn on Red Prohibited From DM (July 2014),1300,04(7) - Bus Stops Within 1 000 ft of I/S - Alcohol Sales Within 1,000 ft. of I/S Freeways & Interchanges Roadway Intersections **Barriers** Other Elements Covered Limitations **Bridges** Designs Not Covered (Chapter 18 and 19 of HSM1) High Occupancy Vehicle (HOV) Lanes Cannot divide NB From SB High Occupancy Toll (HOT) Lanes Tunnels (The best we can do is barrier on So, Clear Zone is assumed to be Freeway Segments & Radius, (No Width Fill/ Ditch Sian, Del. Shidr Structura - Rumble Strips Bike & Ped the same on both sides. ooth sides but cannot cover the light/dark Slopes Speed Change Lanes Assumes Roadway Section is the or Super - Type "B" Weave ame on both sides. Freeway along another roadway without rrier between them Horiz, Alian, - Number of Through Lanes Ramps & Lane Fill/ Ditch Shidr Two-way CD lines need to be Radius (No Median Sign, Del. Structura Ramps along roadways Bike & Ped. Std Run Bridge Rai Align. Width Slopes oded as a highway. Single Point Urban Interchange **Collector Distributor Lanes** Access Mediar close to Sign, Del. & Illumin. - Number of Through Lanes - Right & Left Turn Channelization Turn Radii Single Point Urban Interchange **Ramp Terminal Intersections** Bike & Ped I/S Sight Distance not included Diverging Diamond Intersections stance t Right & Left Turn Lanes