



MOBILITY 2040



Draft Technical Report No. 8 Safety and Security



Technical Report No. 8
SAFETY AND SECURITY

MOBILITY 2040



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Section 1: Introduction

With a growing population and economic growth, transportation safety and security have become key integral parts of any major multimodal planning activity in Pasco County. When creating plans associated with the county's multimodal transportation network, safety and security impacts on users of all types of modes, including road users, bicyclists, and pedestrians, must be considered and addressed.

Consideration of safety and security in multimodal transportation systems is also a key federal requirement. Under current federal law, the metropolitan planning process for a metropolitan planning area must provide for consideration of projects and strategies that will increase the safety and security of the transportation system for motorized and non-motorized users. In addition, review and analysis of the safety target areas or "emphasis areas" identified at the state level by the Florida Strategic Highway Safety Plan also are federally-required.

MOBILITY 2040 recommends enhanced strategies and effective countermeasures that address the emerging transportation safety and security concerns in Pasco County. This technical report summarizes the safety and security components of MOBILITY 2040 by reviewing existing transportation safety and security conditions and trends, measures/initiatives already in place to address them, and various strategies and considerations leading to a safer and more secure transportation network in the next 25 years.

Section 2: Transportation Safety

Enhancing the safety of the multimodal transportation network is critical to the health and well-being of all residents and visitors in Pasco County and the region. Although this is a necessity both locally and regionally, safety is also a federal requirement as a key part of the metropolitan transportation planning process. This section summarizes the safety element of MOBILITY 2040, including the safety emphasis in the Moving Ahead for Progress in the 21st Century (MAP-21) federal transportation legislation, which superseded the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) requirements for metropolitan planning.

Federal Safety Emphasis

Signed into law by President Obama in 2012, MAP-21 transportation legislation created a streamlined, performance-based, and multimodal program to address the many challenges to the existing nation's multimodal transportation network. Building on and refining highway, transit, bike, and pedestrian programs/policies, MAP-21 supports an aggressive safety agenda by identifying safety as a national goal "to achieve a significant reduction in traffic fatalities and serious injuries on all public roads." In addition, it continues the successful Highway Safety Improvement Program (HSIP) and doubles funding for infrastructure safety, strengthens the linkage among modal safety programs, and creates a positive agenda to make significant progress in reducing highway fatalities.

The performance-based approach in MAP-21 identifies three key areas in which to set performance goals, including:

- Serious injuries and fatalities per vehicle miles of travel (VMT)
- Number of serious injuries and fatalities
- Transit safety

The U.S. Department of Transportation (USDOT) is in the process of establishing measures/targets to achieve these goals; once the targets are determined, Florida and other states are required to establish their own targets within one year, adjusting them as appropriate for urban or rural areas, including Pasco County.

MAP-21 and Continuation of SAFETEA-LU Provisions on Safety

The Federal Transit Administration (FTA) and the Federal Highway Administration (FHWA) have advised that although MAP-21 changes the requirements of metropolitan planning efforts by including new performance measures and reporting requirements, metropolitan planning organizations (MPOs) that are in the process of updating and approving regional planning should continue to apply the current processes under SAFETEA-LU legislation. Until MAP-21 performance measures are established for safety, MPOs should continue to place additional emphasis on safety planning as advanced by SAFETEA-LU and should continue to:

- Provide for the consideration and implementation of projects, strategies, and services that will increase the safety of the transportation system for motorized and non-motorized users.
- Stay consistent with the State Strategic Highway Safety Plan (SHSP).
- Include operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods.
- Include a safety element that incorporates or summarizes the priorities, goals, countermeasures, or projects for the metropolitan planning area contained in the SHSP.
- Develop a Congestion Management Process (CMP) for identification and evaluation of the anticipated performance and expected benefits of appropriate congestion management strategies that will contribute to the more effective use and improved safety of existing and future transportation systems based on the established performance measures.

State Emphasis on Safety

The 2012 Florida Strategic Highway Safety Plan (SHSP) is the statewide plan that addresses the “4Es” of safety in Florida—Engineering, Enforcement, Education, and Emergency Response. The plan identifies core emphasis areas for reducing fatalities and serious injuries on roadways throughout Florida, including Pasco County.

In the 2012 SHSP, eight emphasis areas are identified, increasing the focus from the four emphasis areas identified in the 2006 SHSP update. The emphasis areas for the 2012 SHSP update include:

- Aggressive Driving
- Intersection Crashes
- Vulnerable Road Users, including Pedestrians, Bicyclists, and Motorcyclists
- Lane Departure Crashes
- Impaired Driving (*new in 2012*)
- At-Risk Drivers, including Aging Road Users and Teens (*new in 2012*)
- Distracted Driving (*new in 2012*)
- Traffic Data (*new in 2012*)

Performance in each of these emphasis areas (excluding the newly-added Distracted Driving) in Pasco County is summarized later in this section. (Whereas distracted driving such as texting and use of cell phones while driving is identified as a major problem across Florida, specific data currently are not available. With

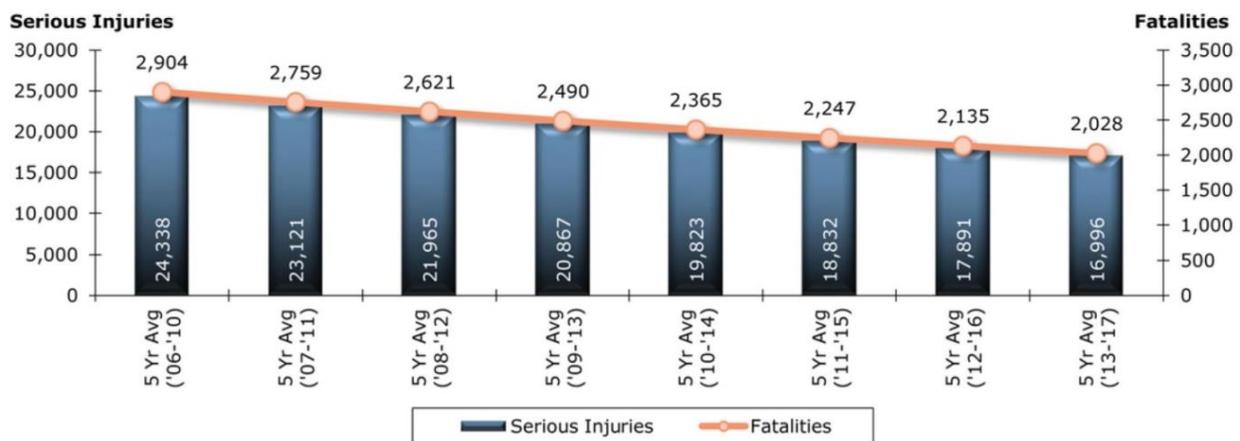


Safety and Security

new revisions in crash record forms, these data are expected to be available in the future, as law enforcement agencies now collect data in this category.)

With the most recent SHSP update in 2012, a key goal was revised to achieve a 5% annual reduction in the actual number of fatalities and serious injuries rather than a reduction in the rate. Using the five-year averages from 2006–2010 as a baseline, the FDOT safety goal identified in the 2012 SHSP is to reduce fatalities from a five-year average of 2,904 to a five-year average of 2,028 by 2017. Figure 2-1 shows the five-year average for 2010 and the goal for each year through 2017, as identified in the 2012 SHSP. In addition, the SHSP also sets a statewide goal of reducing serious injuries from a five-year (2006–10) average of 24,338 to a five-year (2013–17) average of 16,996 by 2017.

Figure 2-1
5% Annual Reduction in Fatalities and Serious Injuries, 2010–2017
(Five-Year Average)



Local Emphasis on Safety

Understanding the extent of SHSP emphasis area crashes within the total crashes occurring in Pasco County can help prioritize programs and safety countermeasures to improve the county's safety performance. Using the eight emphasis areas also ensures that MOBILITY 2040 integrates and promotes the State's efforts to strategically focus funding and other resources on the problem areas in which the opportunity for improvement is greatest.

Performance in each of the SHSP emphasis areas was analyzed for Pasco County as part of the safety component for MOBILITY 2040. Figures 2-2 and 2-3 show all crashes and fatal crashes from 2010–2012 for these emphasis areas, excluding the newly-added Distracted Driving emphasis area.

Figure 2-2
All Crashes by Emphasis Area in Pasco County, 2010–2012

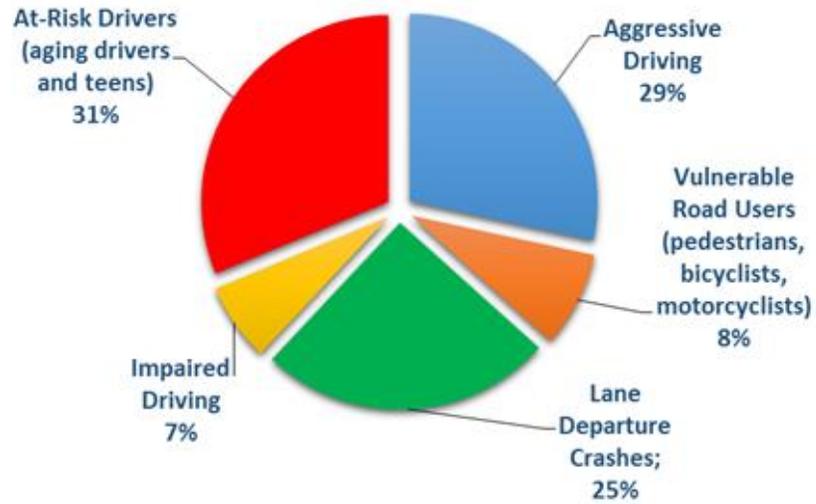
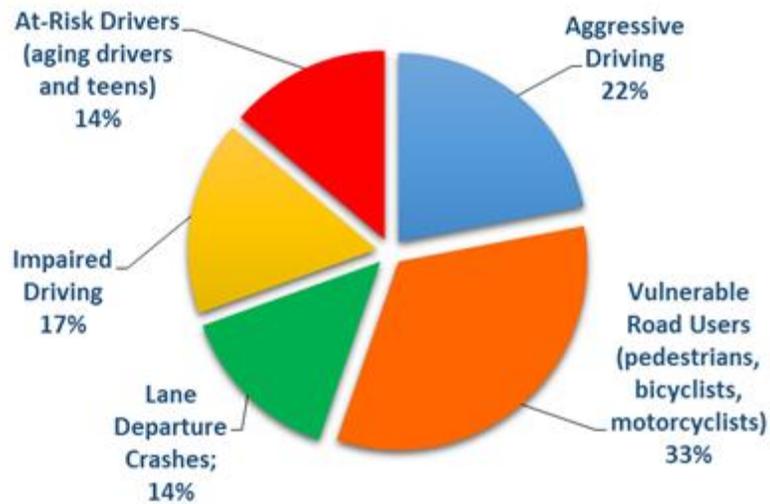


Figure 2-3
Fatal Crashes by Emphasis Area in Pasco County, 2010–2012



Crashes involving vulnerable users, including pedestrians, bicyclists, and motorcyclists, account for only 8% of total crashes, but account for 33% of all traffic fatalities, thus highlighting the need for extra focus on mitigation measures in this area. Crashes by SHSP emphasis area also reveal that, in addition to more focus on the safety of pedestrians, bicyclists, and motorcyclists in Pasco County, measures to minimize crashes corresponding to aggressive driving, aging, and teenage drivers (at-risk drivers) are key to improving the safety of Pasco’s multimodal transportation network.

Trend data for SHSP emphasis areas for Pasco County and the immediate region were analyzed and summarized. Figures 2-3 through 2-9 show a comparison of the SHSP emphasis area crash distributions in Pasco County compared with the surrounding FDOT District 7 region, which includes Hillsborough, Pasco, Pinellas, Hernando, and Citrus counties.

Figure 2-4
Aggressive Driving Crashes, 2010–2012

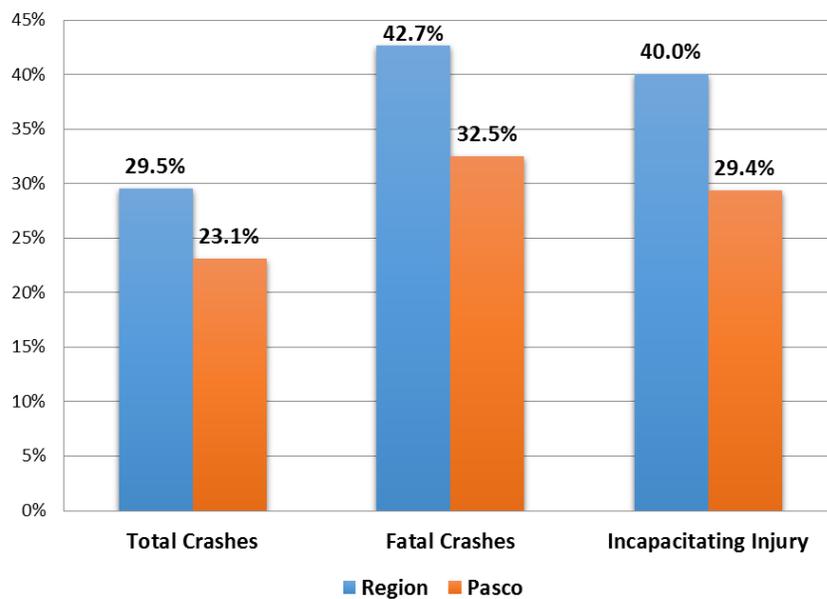


Figure 2-5
At Intersection Crashes, 2010–2012

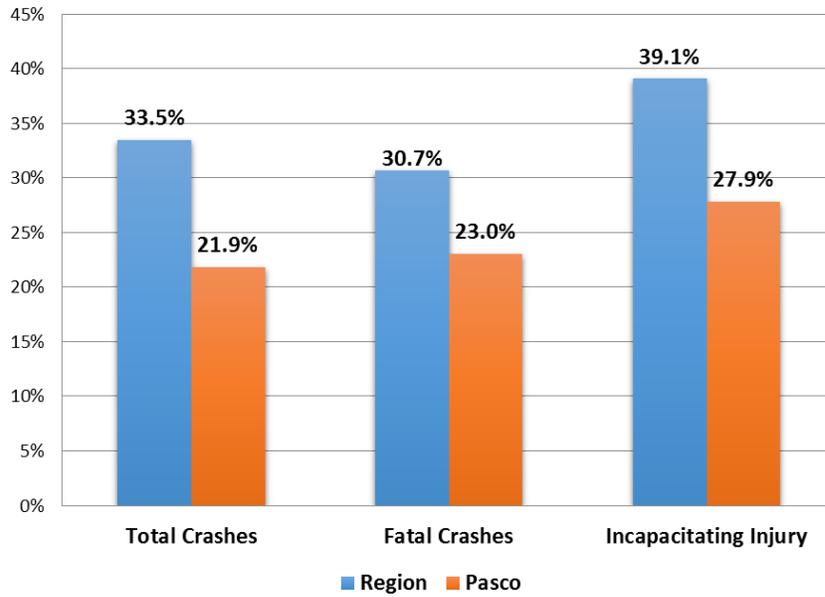


Figure 2-6
Vulnerable Road User Crashes, 2010–2012

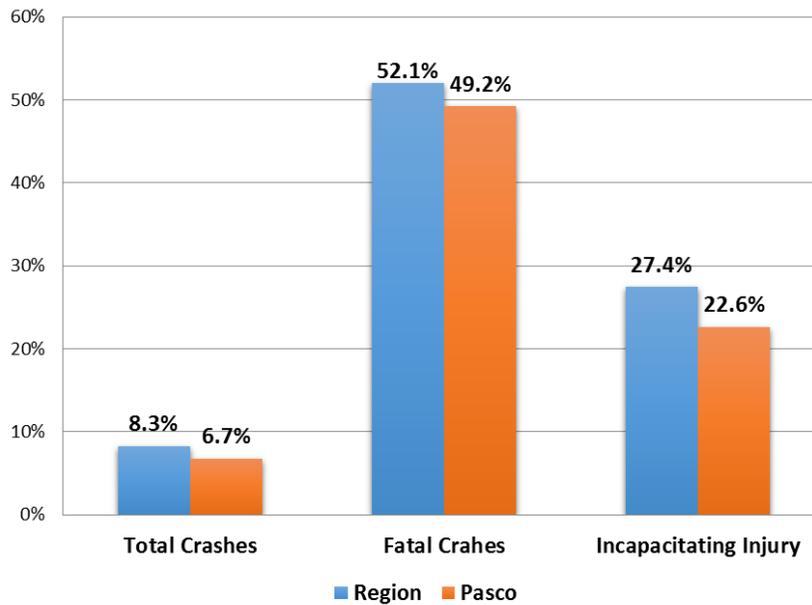


Figure 2-7
Lane Departure Crashes, 2010–2012

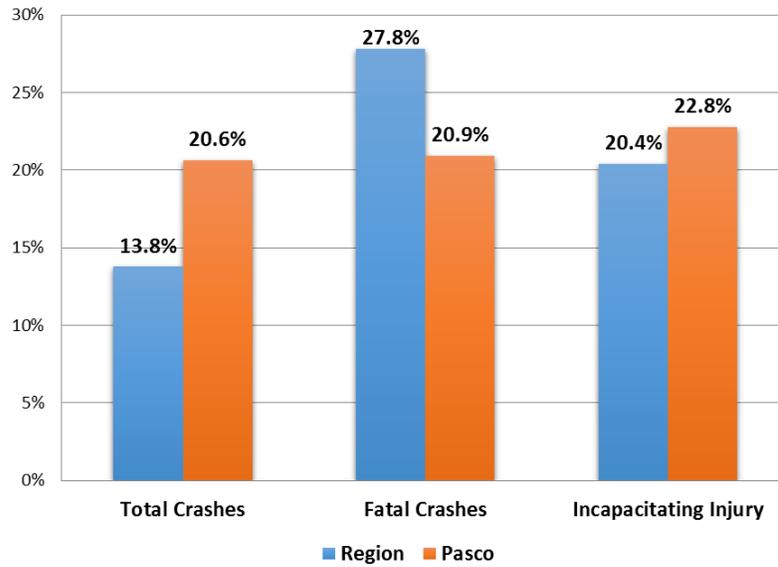
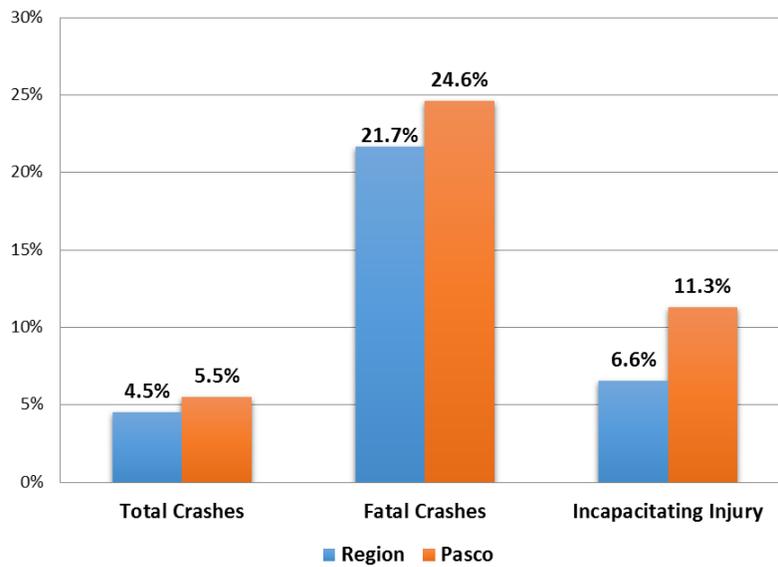
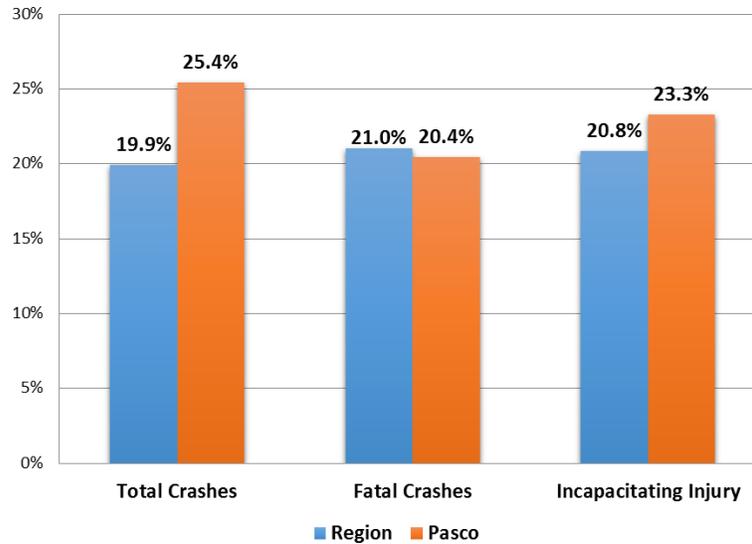


Figure 2-8
Impaired Driving Crashes, 2010–2012

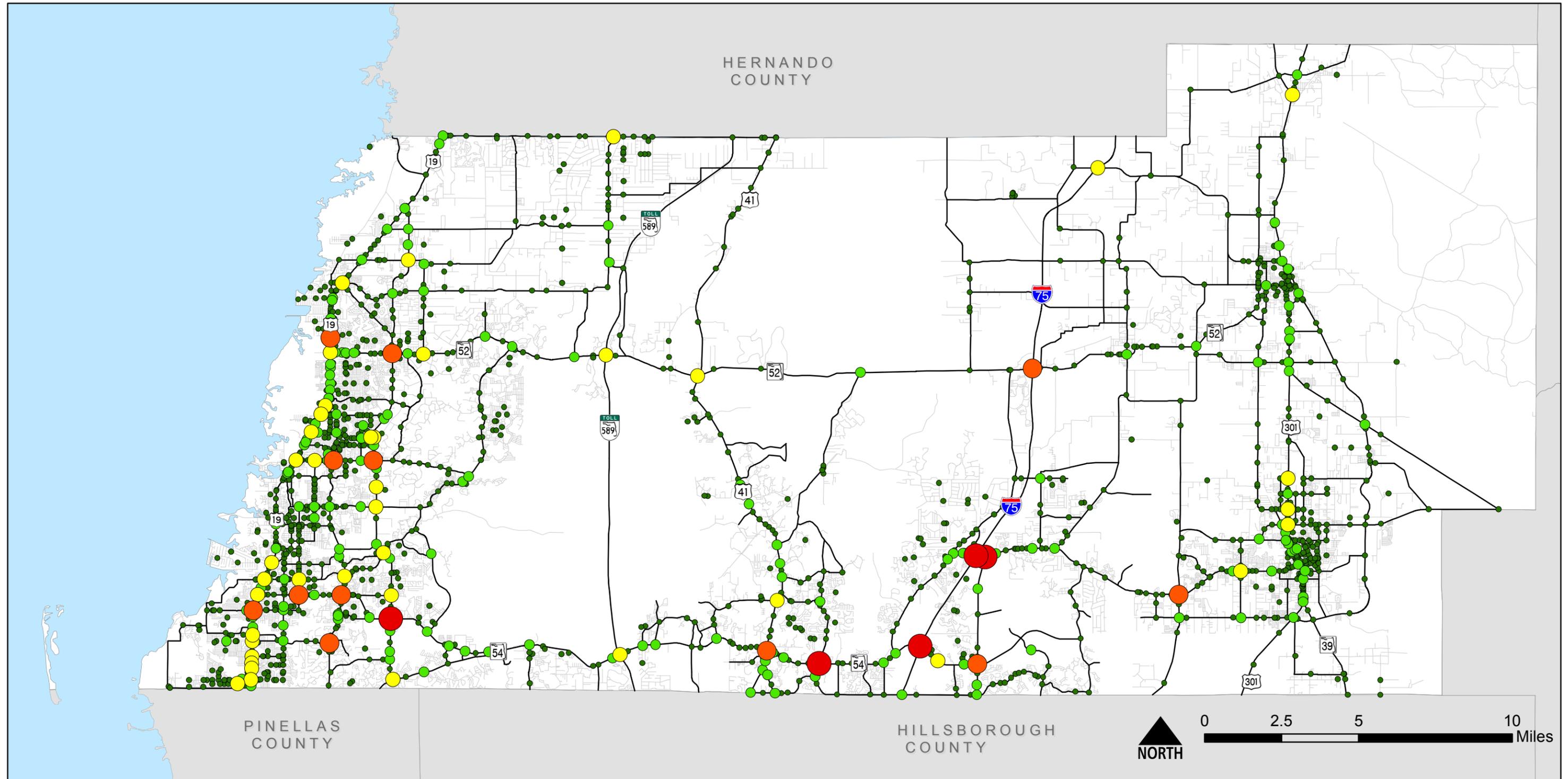


**Figure 2-9
At-Risk Crashes, 2010–2012**

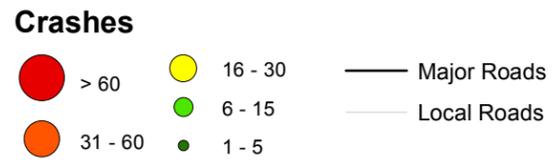


Crash locations on the major roadway network were geographically located for Pasco County. Using the state-of-the-art crash data management system maintained by Pasco County, the crashes were mapped to illustrate their locations for the SHSP safety emphasis areas. Maps 2-1 through 2-12 illustrate crash locations in each safety emphasis area. Using this information, roadway corridors in Pasco County with the highest frequency of crashes in each emphasis area were identified. This information was then used in the prioritization of projects on the basis of safety in the MOBILITY 2040 Cost Affordable Plan.

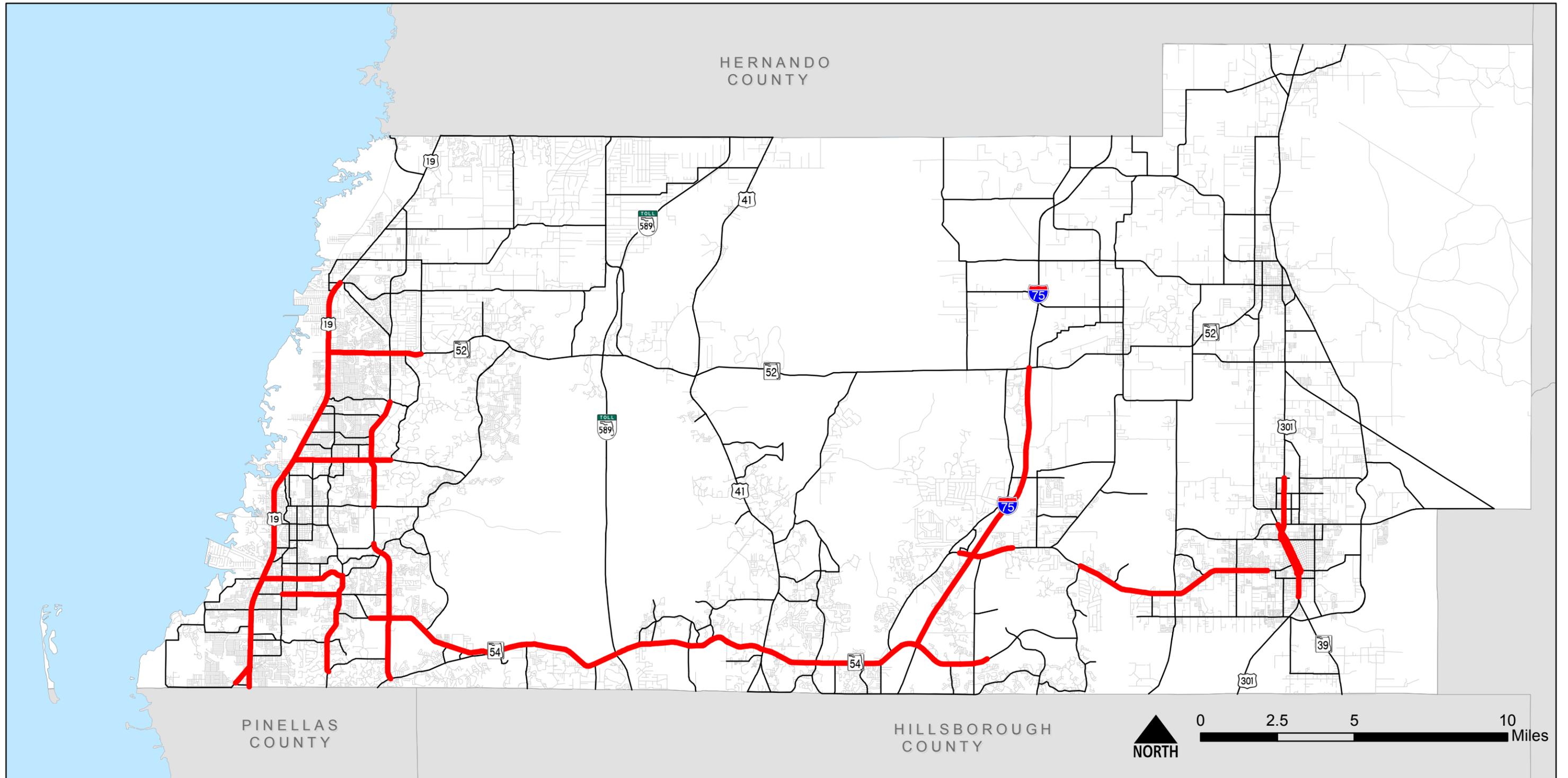
Map 2-1: Intersections with High Crash Frequency Due to Aggressive Driving (2010 - 2012)



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Map 2-2: Corridors with High Crash Frequency Due to Aggressive Driving (2010 - 2012)



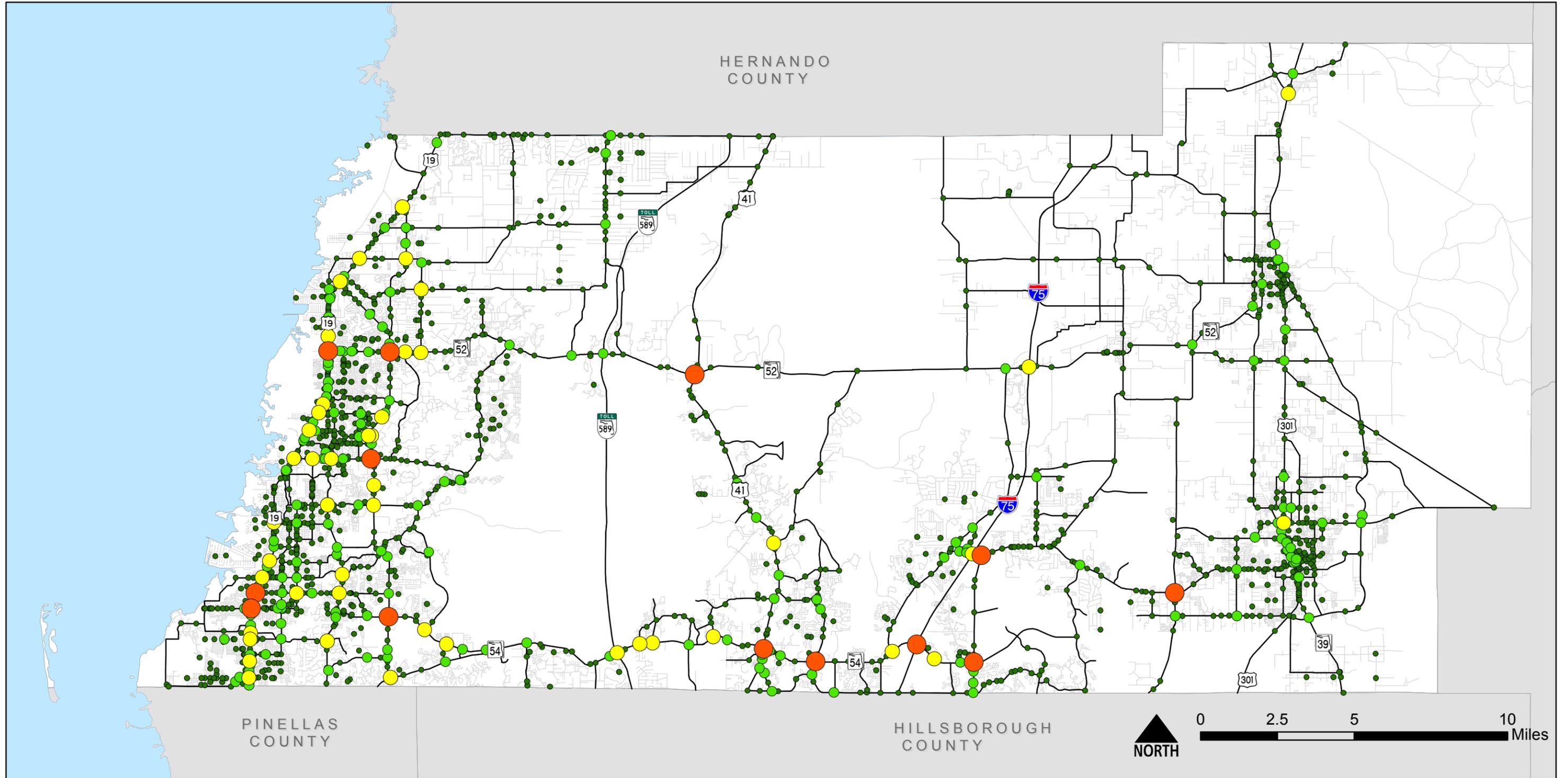
— Corridors with High Crash Frequency Due to Aggressive Driving

— Major Roads

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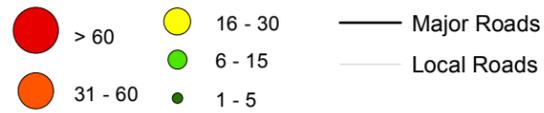


Map 2-3: Intersections with High Crash Frequency (2010 - 2012)

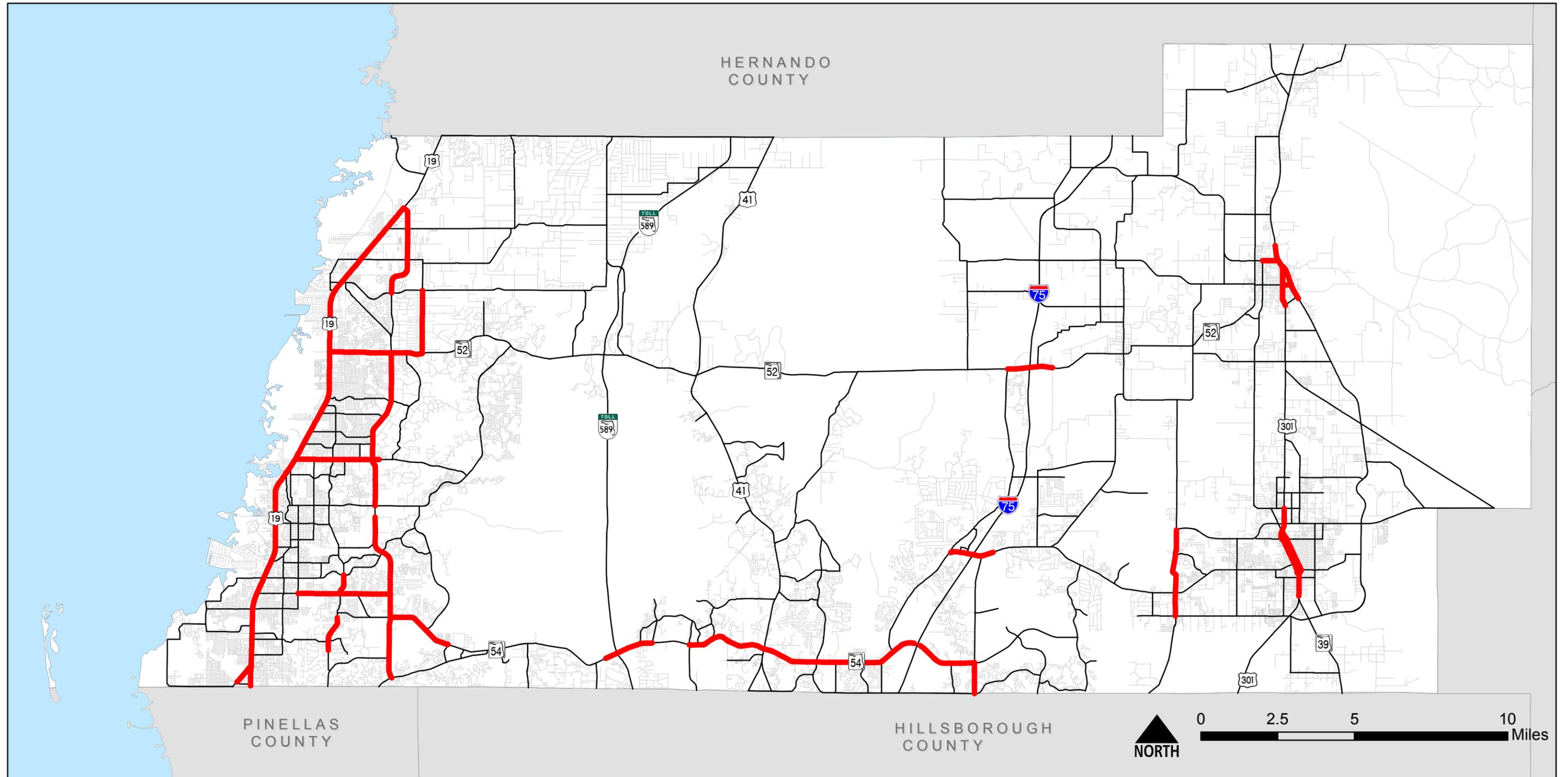


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Crashes



Map 2-4: Corridors with High Crash Frequency Occuring at Intersections (2010 - 2012)



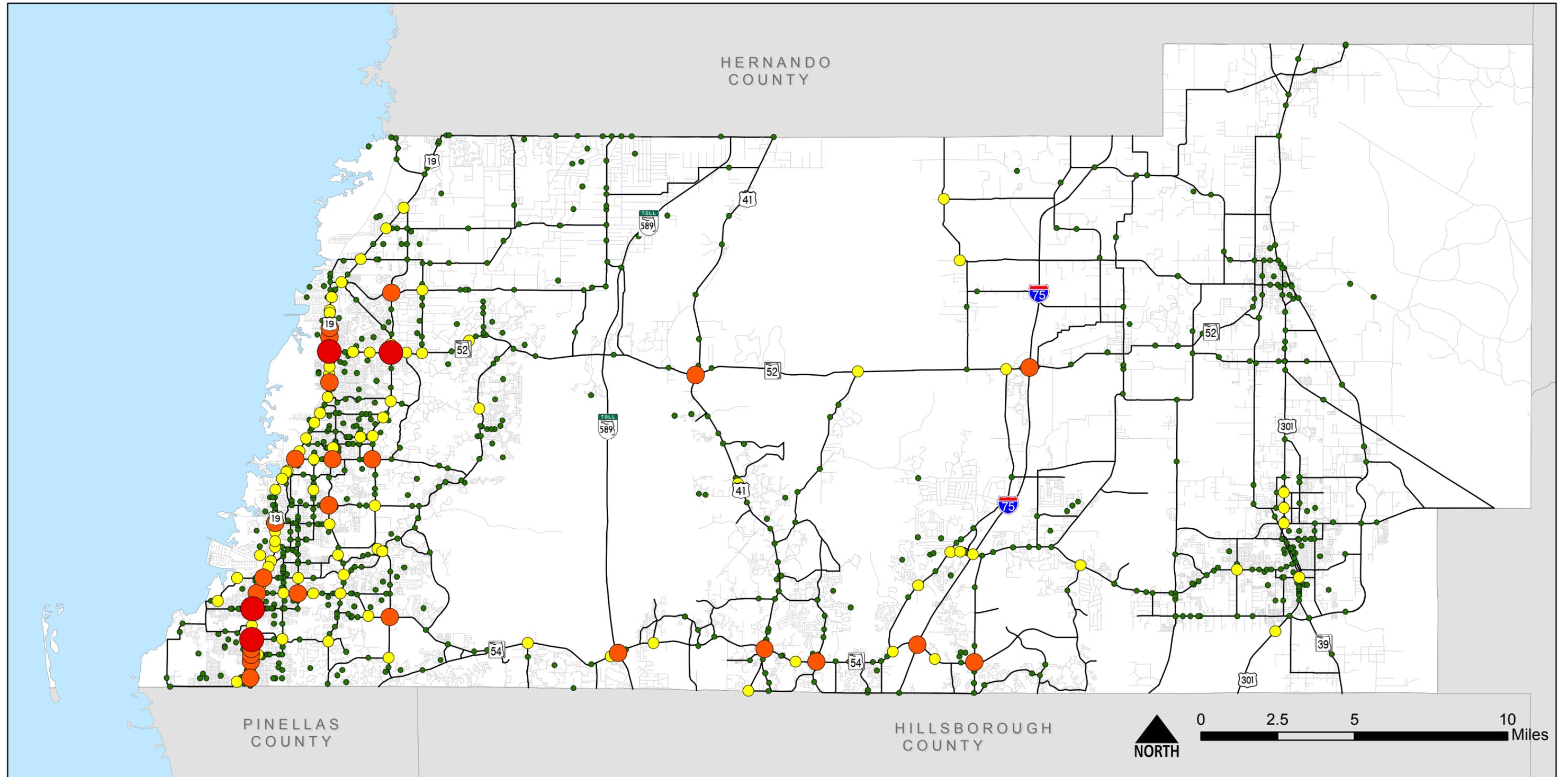
— Corridors with High Crash Frequency Occuring at Intersections

— Major Roads

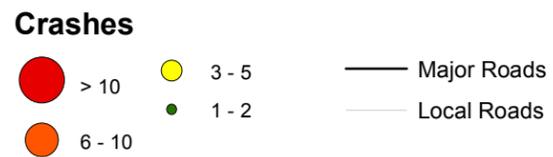
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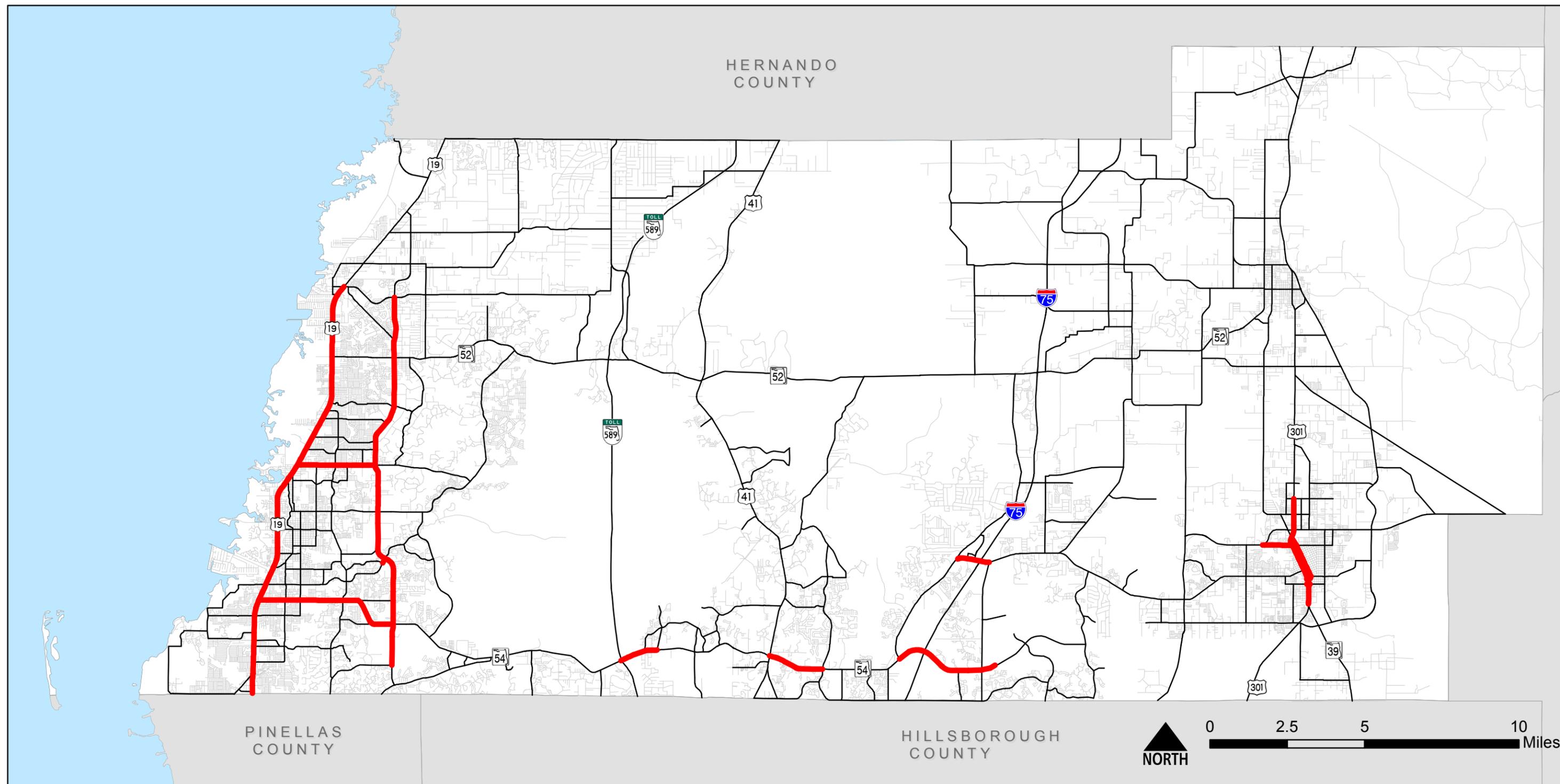
Map 2-5: Intersections with High Crash Frequency Due to Vulnerable Users (2010 - 2012)



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Map 2-6: Corridors with High Crash Frequency Due to Vulnerable Users (2010 - 2012)

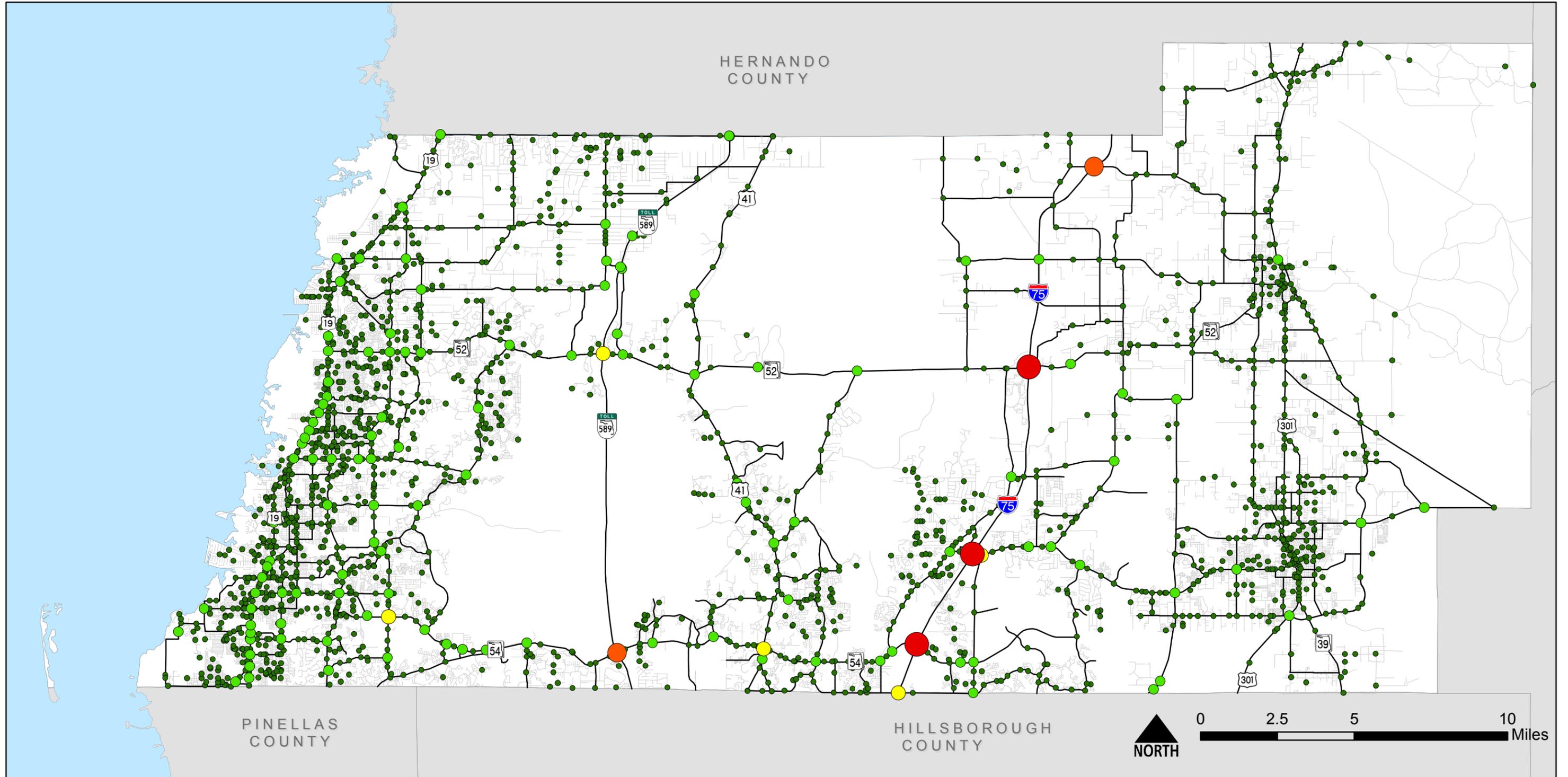


— Corridors with High Crash Frequency Due to Vulnerable Users
— Major Roads

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Map 2-7: Intersections with High Crash Frequency Due to Lane Departures (2010 - 2012)

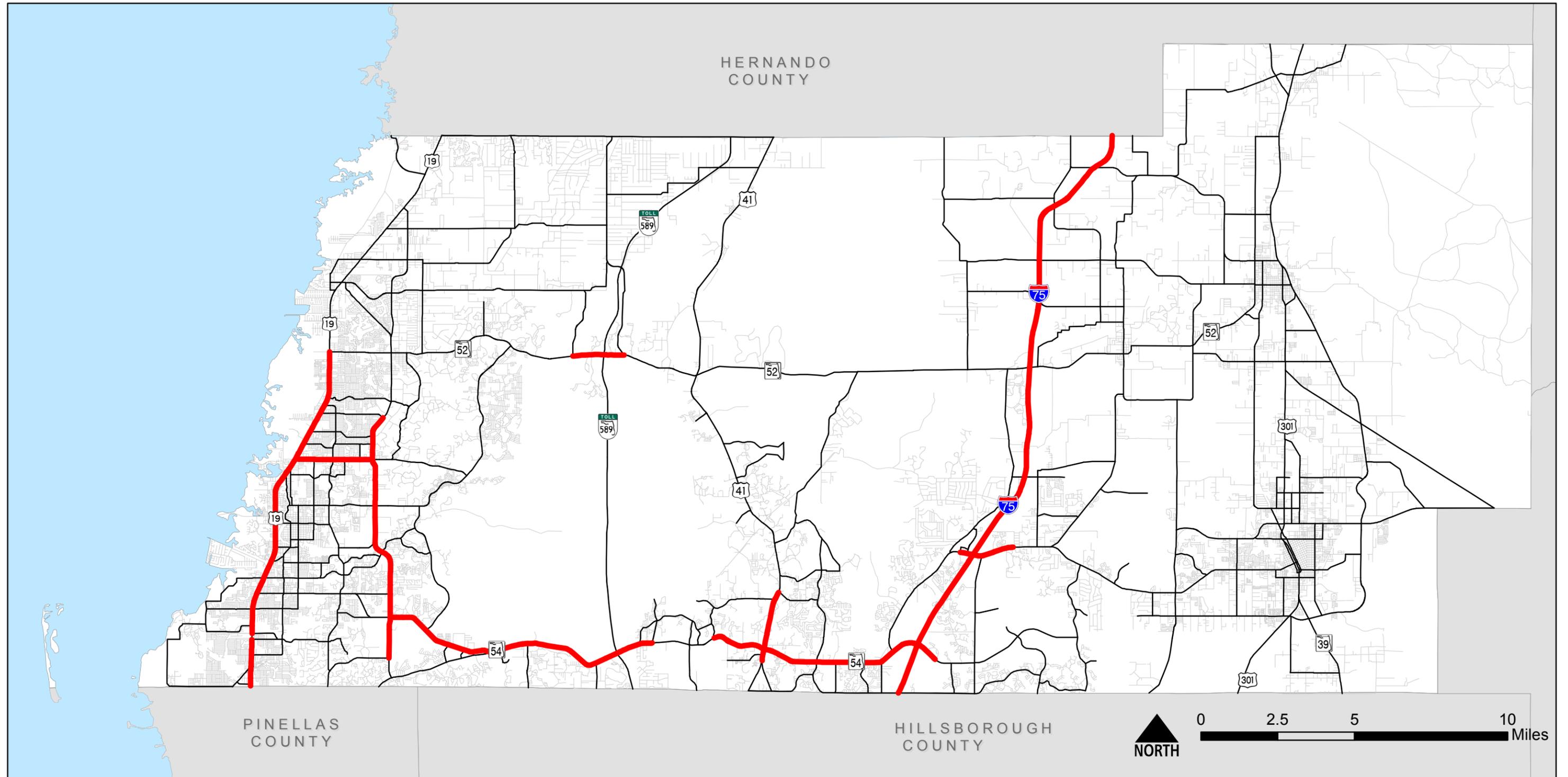


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Crashes

● > 75	● 26 - 50	— Major Roads
● 51 - 75	● 6 - 25	— Local Roads
● 1 - 5		

Map 2-8: Corridors with High Crash Frequency Due to Lane Departures (2010 - 2012)

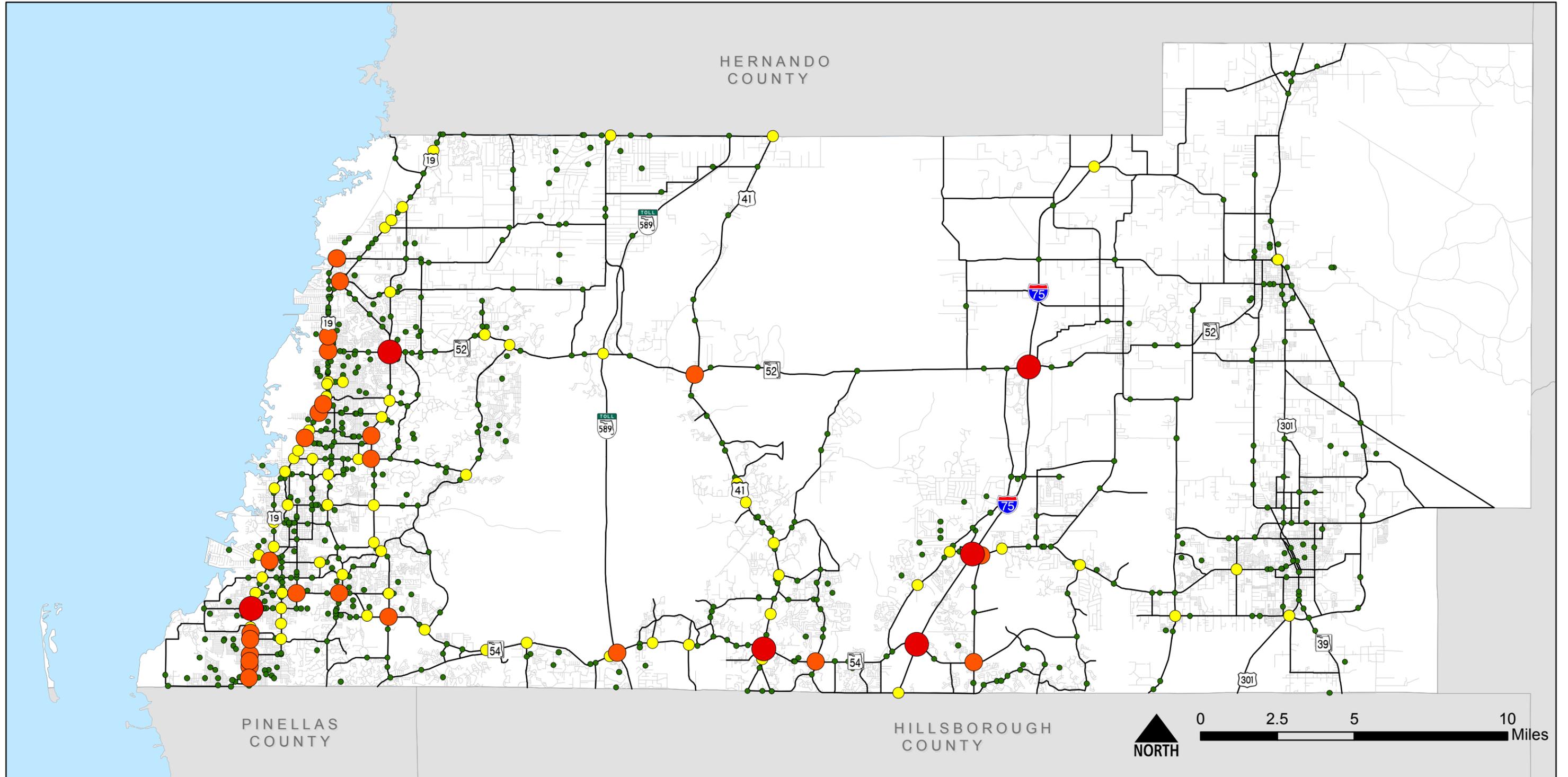


— Corridors with High Crash Frequency Due to Lane Departures
— Major Roads

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Map 2-9: Intersections with High Crash Frequency Due to Impaired Drivers (2010 - 2012)

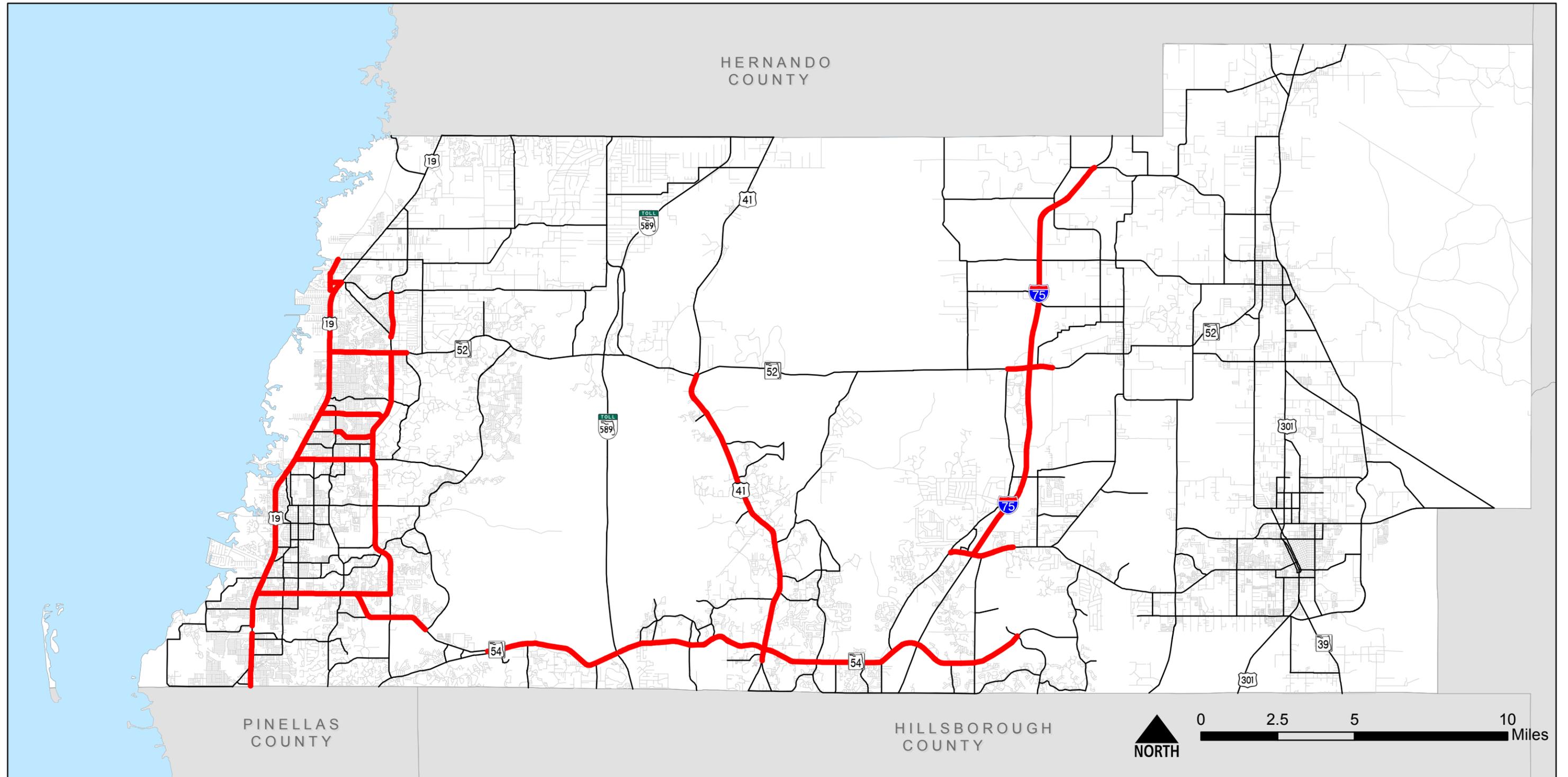


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Crashes

- > 10
- 6 - 10
- 3 - 5
- 1 - 2
- Major Roads
- Local Roads

Map 2-10: Corridors with High Crash Frequency Due to Impaired Drivers (2010 - 2012)



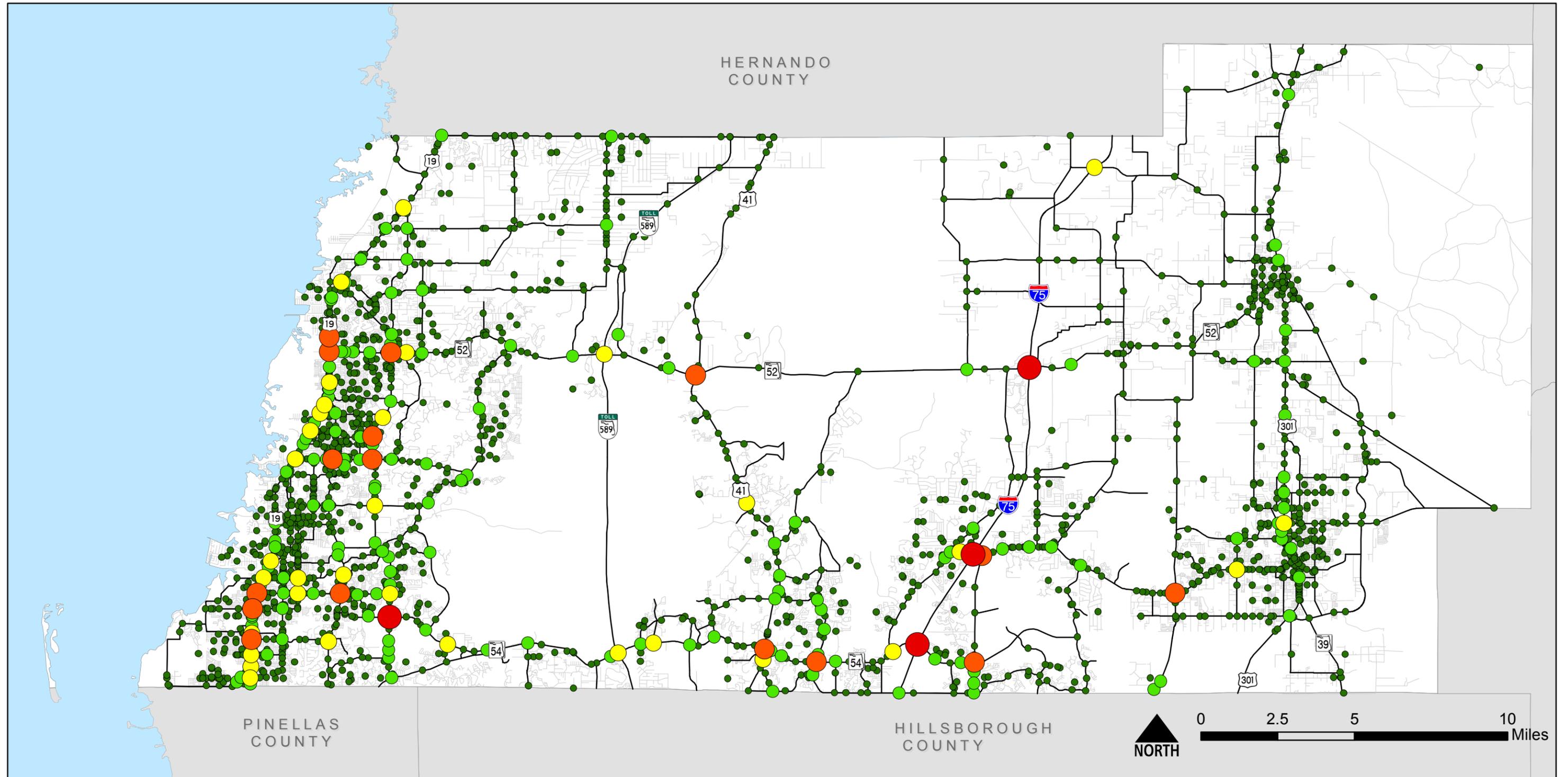
— Corridors with High Crash Frequency Due to Impaired Drivers

— Major Roads

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Map 2-11: Intersections with High Crash Frequency Due to At-Risk Drivers (2010 - 2012)



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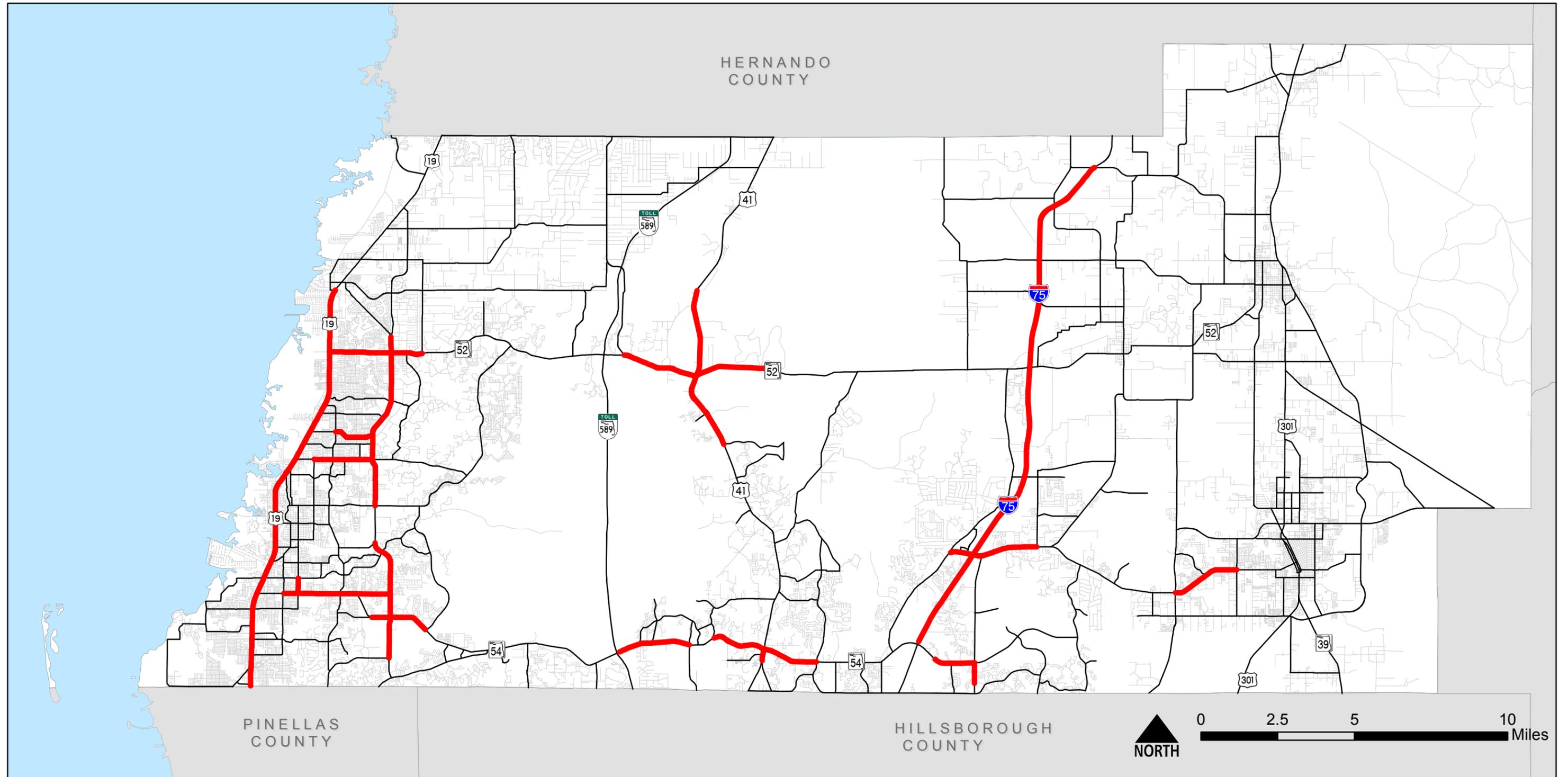
Crashes



*Note: At-Risk Drivers (aging adults 70 and above, as well as teens 15-20 years of age).



Map 2-12: Corridors with High Crash Frequency Due to At-Risk Drivers (2010 - 2012)



— Corridors with High Crash Frequency Due to At-Risk Drivers
— Major Roads
 *Note: At-Risk Drivers (aging adults 70 and above, as well as teens 15-20 years of age).

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Safety Initiatives in Pasco County

Currently, several regional and local agencies work in collaboration to improve safety on the multimodal transportation network in Pasco County. Some of these key local agencies are described below.

County Emergency Management

Pasco County's Office of Emergency Management (OEM) conducts functions that serve transportation safety, including emergency and incident responses, ambulance transportation, paramedic response, and hazardous materials (HAZMAT) and hazardous incident teams. The County also has a Community Emergency Response Team (CERT) with special training to recognize, respond to and recover from a major emergency.

Community Traffic Safety Team



DISTRICT 7 Community Traffic Safety Teams

hillsborough + pasco + pinellas + west central florida (citrus & hernando counties)



Managed by FDOT, the Community Traffic Safety Team (CTST) program was established to help reduce the number of traffic crashes that occur on Florida roadways. Pasco County's CTST undertakes traffic safety-related projects and activities and serves as a resource to local communities, agencies, and roadway users to assist in the reduction of traffic crashes and related injuries and fatalities on Pasco County's roadways.



County Traffic Operations

Pasco County's Traffic Operations Division is responsible for the operation and maintenance of all traffic signals, signal systems, flashing beacons, and school flashers in the county. It also operates the US 19 Advanced Traffic Management System (ATMS) and 16 closed loop signal systems. The division is working on expansion of ATMS and other traffic control systems on Pasco County roadways.

Pasco County Pedestrian Safety Action Plan

Developed by the Pasco County MPO in coordination with FDOT, the Pasco Countywide Pedestrian Safety Action Plan (PSAP) addresses pedestrian safety issues in the county. The plan clarifies the nature of the pedestrian crash problem in Pasco County and identifies an action plan to reduce pedestrian crashes, with an emphasis on reducing fatal and incapacitating injury crashes (severe injury crashes), which has become a key priority for the MPO, as illustrated by data presented previously. The MPO Pedestrian Safety Action Plan:



- Defines the characteristics of the pedestrian crash problem in Pasco County.
- Identifies short-term actions to improve pedestrian safety.
- Identifies longer-term policy initiatives and actions to sustain pedestrian safety improvements.
- Identifies opportunities for interagency and intra-agency coordination.
- Provides an opportunity for elected leaders to support agency staff in implementing short- and long-term strategies.
- Where appropriate, applies a multidisciplinary “4E” approach to improve pedestrian safety.

In addition to these programs/initiatives/efforts, the Pasco County MPO and other local agencies continue to collaborate with regional and state agencies such as TBARTA and FDOT on various initiatives, strategies, and studies that focus on improving the safety of the multimodal transportation network.

Road Safety and Pedestrian Safety Audits

In conjunction with FHWA and FDOT, Road Safety and Pedestrian Safety Audits are conducted at high crash locations. With appropriate design and equipment provided by FDOT, safety improvements are made at locations identified in the audits to reduce crashes and enhance roadway safety. These audits also identify locations where higher-cost long-term future improvements can be made to reduce crashes and enhance safety of the county road system.

Public Transit Safety

A safe public transit system is a key component towards to a more accessible and efficient transportation system. As the local transit agency, Pasco County Public Transportation (PCPT) recognizes safety as a fundamental element to the success of its program and services. Through its System Safety Program Plan (SSPP), PCPT maintains an ongoing safety program that contains procedures and guidelines to provide its passengers and employees with a safe environment to use its services or work. With a safety plan as required by MAP-21 already in place and many safety initiatives for safe access to, at, and on buses, PCPT and the Pasco County MPO have made transit safety a priority. Addressing the next 20 years, MOBILITY 2040 includes numerous transit projects, from improving accessibility at bus stops to exclusive bus lanes with enhanced state-of-the-art bus stations.

Recommended Safety Strategies

MOBILITY 2040 identifies several recommended strategies for incorporating safety into the transportation planning process and promoting the implementation effort to meet the safety goals set by Pasco County and FDOT. These strategies include the following:

- Identify and implement operational improvements/engineering initiatives that minimize aggressive driving and make roadways safer for vulnerable users, including pedestrians, bicyclists, and motorcyclists.
- Continue to establish partnerships between local and regional agencies such as TBARTA to incorporate the “4E” approach on safety into existing and future plans.
- Evaluate high crash rate locations in more detail to determine specific countermeasures to address the specific crash types associated with safety emphasis areas.
- Use SHSP emphasis areas in the LRTP project prioritization criteria and consider safety performance of roadway facilities as a key aspect of the LRTP needs plan project identification process.
- Cross-reference planned long- and short-range capital projects with emphasis area problem locations and institutionalize project development procedures to ensure that safety issues are analyzed and addressed as part of a planned project. This should be addressed through FDOT District 7 project development and the Pasco County CTST project and CMP taskforce.
- Consider existing safety issues as a key component of the CMP planning process and utilize SHSP emphasis areas in the CMP project selection and prioritization process.
- Maintain a database of potential safety projects that could not be constructed with HSIP funds due to right-of-way, environmental, or benefit/cost issues and consider these projects as CMP candidates based on the combined merit of congestion and safety mitigation benefits.
- Incorporate aging user- and motorcycle-friendly policies and practices into roadway design and operations.
- Improve engineering practices to reduce lane departure crashes.
- Use signage and dynamic messaging signs (DMS) facilities to assist safety driving education and awareness programs with educating the public on the dangers of distracted and/or impaired driving (such as the “Put It Down” or “Stay Alive ... Just Drive” distracted driving public awareness campaigns or the “Stay Sober or Get Pulled Over” impaired driving campaign.)
- Improve safety at bus stops and pedestrian accessibility to transit and other facilities.

MOBILITY 2040 Projects and Other Measures for Improved Safety

The MOBILITY 2040 LRTP includes numerous facility improvements geared toward safety, including intersection/interchange improvements, intelligent transportation system (ITS) improvements, road resurfacing/maintenance, and bridge repairs, as well as improvements that help improve safety for alternative modes of transportation, including transit stop and accessibility improvements and the addition of sidewalks and bike lanes.

As summarized below, all of these measures to improve the safety of Pasco’s multimodal transportation network support national safety goals and strategies, as well as those identified in the Florida SHSP, including the reduction of fatalities and serious injuries. These measures include the following:

- Safety-related improvements associated with numerous roadway widening and intersection improvement projects included in MOBILITY 2040.
- Expansion of the sidewalk network associated with new roadway construction or expansion of existing roadways in a cost-effective manner in the urbanized area.
- Significant expansion of the bicycle network associated with new roadway construction or the expansion of existing roadways in a cost-effective manner, especially in the central Pasco County and Wesley Chapel areas.
- Resurfacing Program to ensure that 80% of State Highway System pavement meets FDOT standards.
- Bridge Program to ensure that 90% of FDOT-maintained bridges meet FDOT standards while keeping all FDOT-maintained bridges safe.
- Operations and Maintenance Program to achieve 100% of acceptable maintenance condition standards on the State Highway System.
- Establishment of safe and accessible bus transit facilities, including bus stations and terminals, park-and-ride facilities, and bus stops.
- Construction/upgrading of sidewalks and ramps, adding crosswalks to enhance safe and better access to existing bus stops.
- Conduct of bus stop ADA accessibility compliance reviews for existing PCPT bus stops/facilities.

For public transit, MAP-21 legislation and existing Florida laws require transit agencies to develop and maintain safety plans to ensure that transit systems are meeting basic, common-sense safety requirements and maintaining their systems in a state of good repair. Pasco County recognizes the importance of increasing its investment in highway maintenance and recently adopted the full 5-cent Local Option Fuel Tax to ensure that additional local resources are available to meet the maintenance needs of the county road network.

Section 3: Transportation Security

Federal requirements for metropolitan planning include considering security as a factor in LRTPs. The planning process should provide for consideration and implementation of projects, strategies, and services that will increase the security of the transportation system for motorized and non-motorized users. Security goes beyond safety and includes planning to prevent, manage, or respond to threats of a region and its transportation system and users.

USDOT defines transportation system security as freedom from intentional harm and tampering that affects both motorized and non-motorized travelers and may also include natural disasters. In addition to the possibility of man-made security issues, Pasco County identifies itself to be highly vulnerable to hurricanes, wildfires, floods, and tornadoes/severe weather.

Homeland Security

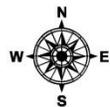
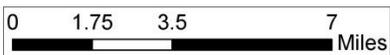
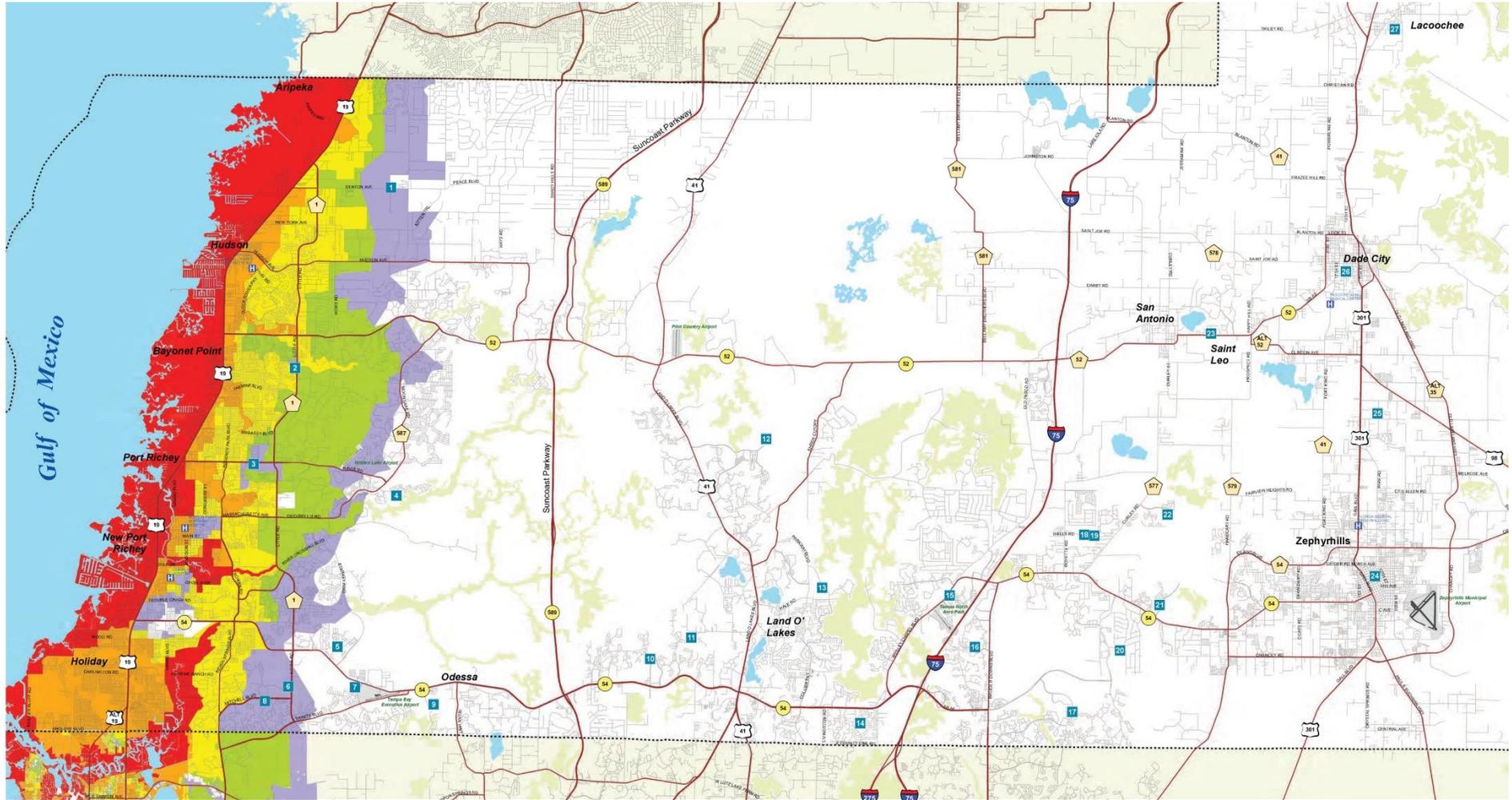
Attention to man-made and natural disaster security concerns has increased in recent years due to events such as September 11, 2001, and Hurricane Katrina. The vulnerability of the transportation system and its use in emergency evacuations has become a key concern for the Department of Homeland Security (DHS), which was created in response to 9/11. The DHS Urban Areas Security Initiative (UASI) program focuses on enhancing regional preparedness in major metropolitan areas, including the Tampa urban area. The Tampa UASI, which includes Pasco and seven neighboring counties, was established to coordinate with the Florida Division of Emergency Management to expand regional collaboration and develop integrated regional systems for prevention, protection, response, and recovery. Other DHS initiatives related to Pasco also address security at transit facilities and vehicles.

Local Emergency Preparedness

In addition to natural disaster vulnerability, hazardous materials spills present a major vulnerability along Pasco County's major transportation corridors. Pasco County's Office of Emergency Management (OEM) data indicate that Dade City, New Port Richey, Port Richey, and the western portions of unincorporated Pasco County have the highest probability of an industrial chemical incident. The volume of truck traffic moving through the county in other populated areas increases this vulnerability in those areas.

To ensure emergency preparedness for man-made emergencies or natural disasters, a local disaster mitigation plan is a federal requirement by both the Federal Emergency Management Agency (FEMA) and DHS under 44 CFR Part 201. Pasco County recently updated its local mitigation plan for implementing pre-disaster mitigation and post-disaster recovery initiatives, including guidelines for evacuations and shelter assistance. Map 3-1 shows the hurricane evacuation routes and shelters in Pasco County.

Map 3-1: Pasco County Hurricane Evacuation Routes, Zones, and Shelters



Hurricane Watch:
 An announcement that hurricane conditions (sustained winds of 74 mph or higher) are possible within the specified area. The hurricane watch is issued 48 hours in advance of the anticipated onset of tropical-storm-force winds.

Hurricane Warning:
 An announcement that hurricane conditions (sustained winds of 74 mph or higher) are expected somewhere within the specified area. The hurricane warning is issued 36 hours in advance of the anticipated onset of tropical-storm-force winds.

Source: <http://www.nhc.noaa.gov/aboutgloss.shtml#h>

SAFFIR-SIMPSON HURRICANE WIND SCALE	
CATEGORY	WIND VELOCITY (MPH)
Category 1	74 to 95
Category 2	96 to 110
Category 3	111 to 129
Category 4	130 to 156
Category 5	157 and over

LEGEND		Potential Storm Tide Heights (FT)
	Level A - Evacuate red areas and all manufactured home residents	To 9'
	Level B - Evacuate red and orange areas and all manufactured home residents	To 15'
	Level C - Evacuate red, orange and yellow areas and all manufactured home residents	To 21'
	Level D - Evacuate red, orange, yellow and green areas and all manufactured homes	To 27'
	Level E - Evacuate red, orange, yellow and green areas and all manufactured home residents	To 34'
	Evacuation Routes	



The County continues to actively coordinate its responses to emergencies with local, regional, and federal agencies. The County operates the 9-1-1 system to assist in this coordination and to serve local communities/agencies with emergency communication services and coordinates with the Florida emergency management “all-hazards” preparedness program on domestic security and natural and technological hazards.

Public Transit Role

With an established route network and facilities, PCPT plays a critical role in emergency evacuations in Pasco County, primarily in evacuating citizens without access to a private vehicle or with special needs. In addition to providing secure bus facilities, PCPT works with the Pasco County Emergency Operations Center (EOC) to assist with such evacuations by providing transportation to designated shelters.

Recommended Security Strategies

A number of strategies are recommended for integrating security into transportation planning process in Pasco County, including the following:

- Identify and implement transportation projects that add alternate routes and connections.
- Coordinate with the Pasco County Hazard Mitigation Committee and the Office of Emergency Management on implementing mitigation actions related to the multimodal transportation network.
- Coordinate/partner with local and regional agencies to incorporate transportation security into regional and local projects and plans.
- Identify and implement ITS and other technologies, including DMS, signage/wayfinding, Advanced Traffic Management Systems (ATMS), Automatic Vehicle Location (AVL), and other traffic and transit technologies to improve communications during hazards/events.

Safety and Security Considerations in MOBILITY 2040

MOBILITY 2040 identifies improving security and safety as a key planning goal for Pasco County. In addition, safety and security also are incorporated into establishing project priorities for the MOBILITY 2040 improvements. Examples of projects included in the plan include:

- Intersection capacity/safety/operational improvements on major evacuation routes
- ITS improvements in highway and transit modes.
- Capacity additions, including widening and interchange improvement projects on major evacuation routes/critical transportation infrastructure.

