



City of Lakeland
VISION ZERO ACTION PLAN
March 14, 2025

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**A – Comprehensive Action Item
Tables**



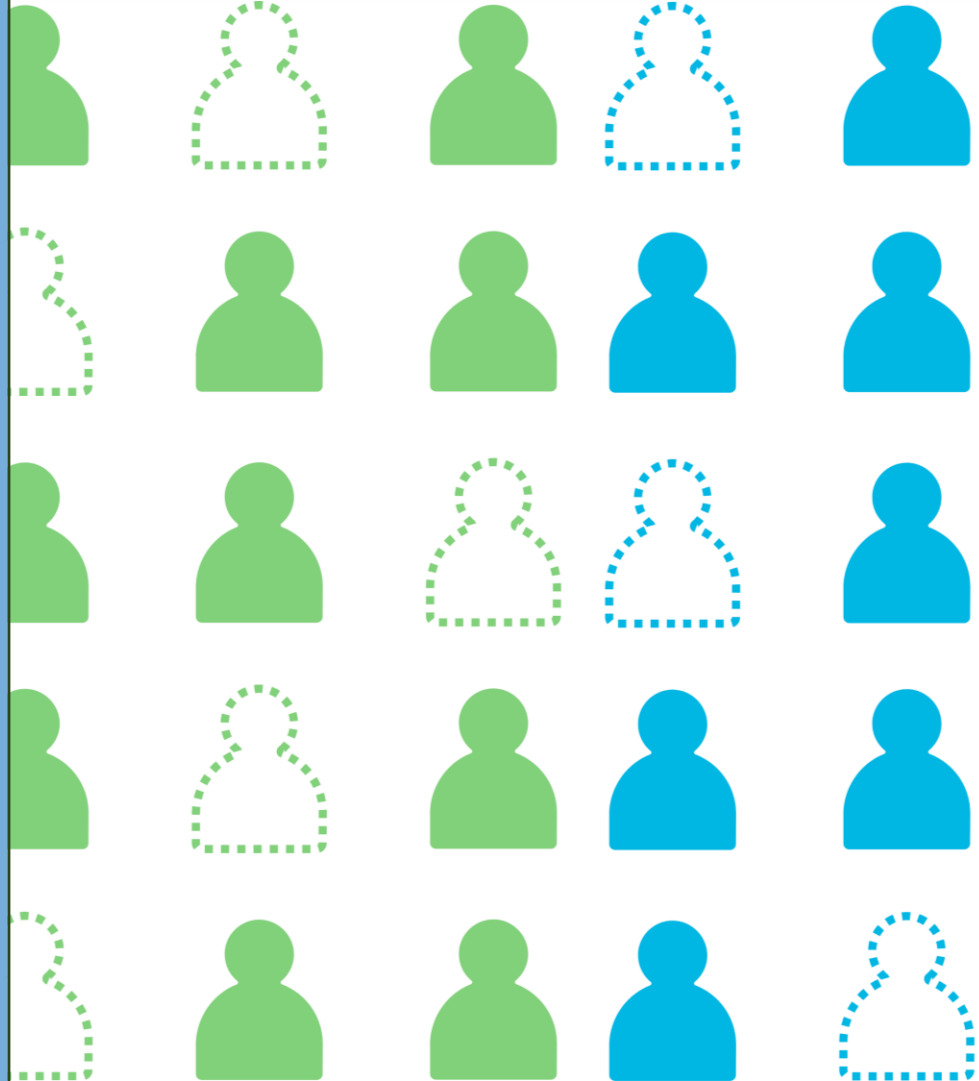
1. Introduction: What is Vision Zero?

The Vision Zero Action Plan is a comprehensive strategy aimed at eliminating all traffic-related fatalities and severe life-altering injuries in Lakeland.





Introduction: Who is involved?







Vision Zero Committee

ADA

Communications

Community & Economic
Development

Fire

GIS

Innovation & Strategy

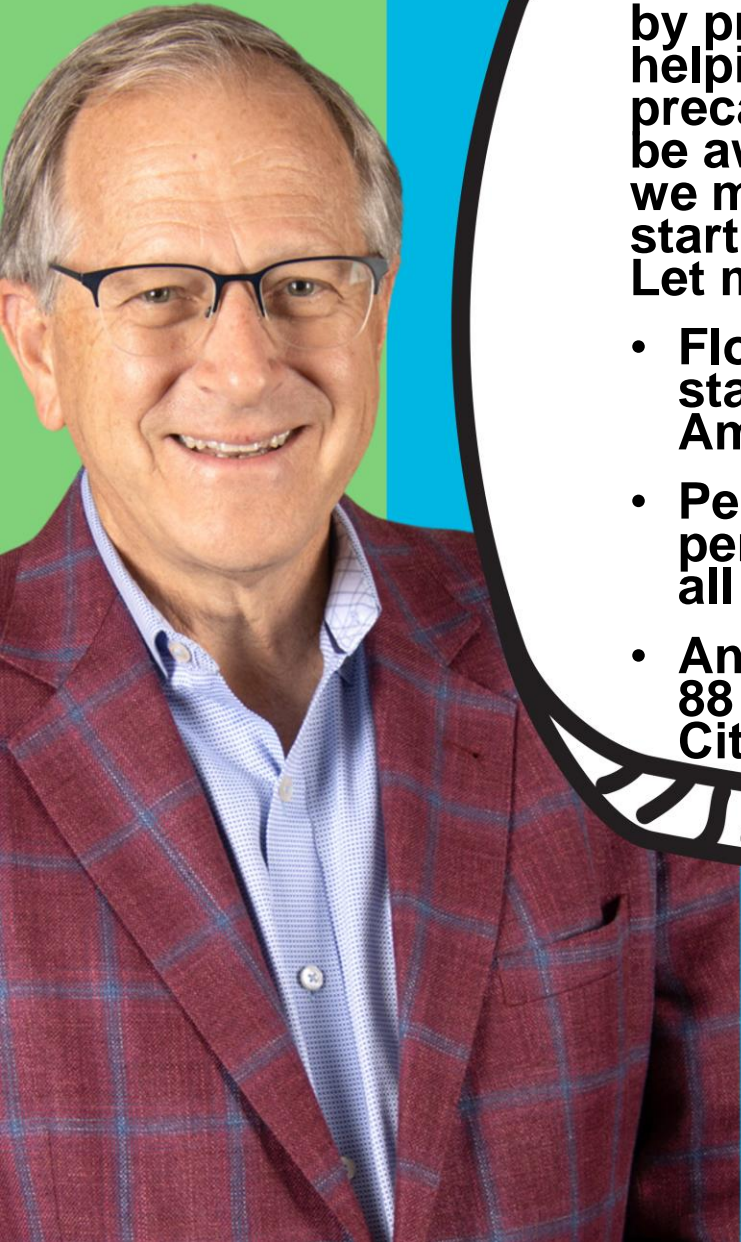
IT

LPD

Parks & Rec

Public Works

Risk Management



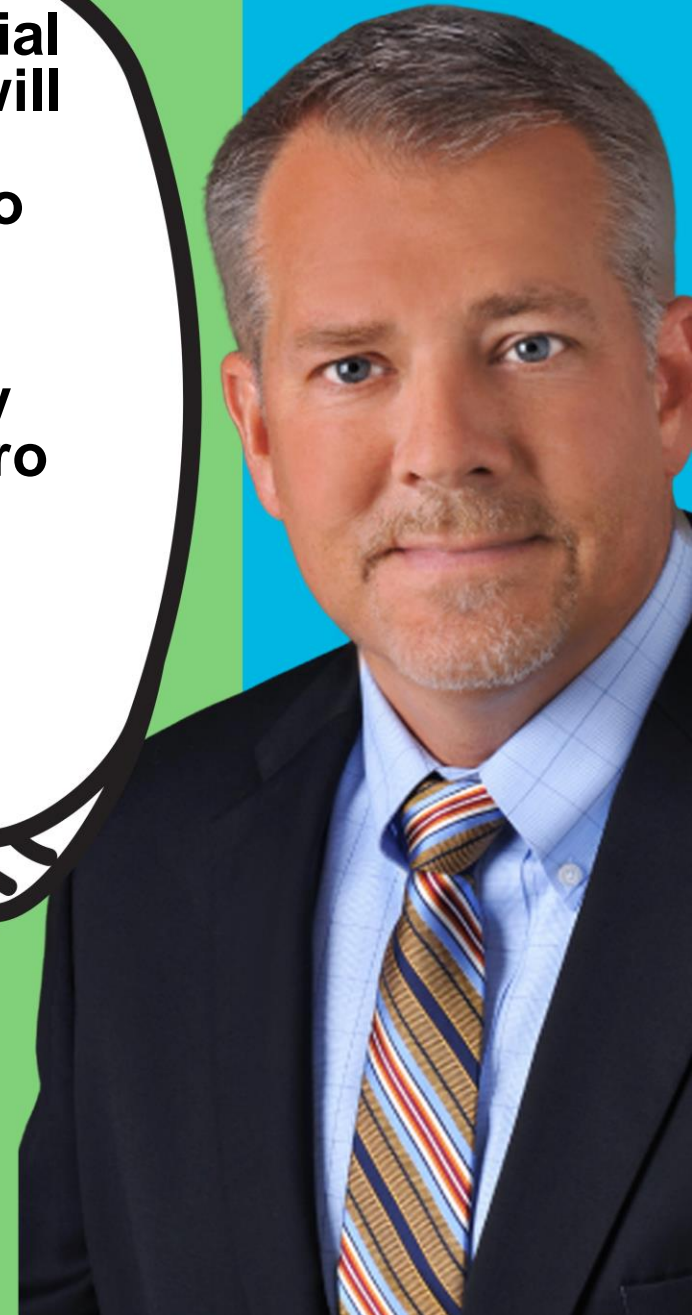
“...Vision Zero strives to Honor Everyone by providing for their plannable safety and helping raise awareness of WHY certain precautions are necessary. You may not be aware of the staggering responsibilities we must share, illustrated by some of the startling realities of traffic-related deaths. Let me share just a few of them:

- **Florida was named #2 most dangerous state for pedestrians by Smart Growth America in 2022.**
- **Pedestrian crashes account for 3 percent of all crashes, but 29 percent of all fatal crashes in Lakeland**
- **An average of 26 people are killed and 88 severely injured within Lakeland’s City limits each year...”**

Mayor H. William "Bill" Mutz

“...I invite you to join us in this crucial initiative. In the coming weeks, we will be launching specific projects and initiatives outlined in our Vision Zero Action Plan.

I encourage you to get involved in promoting traffic safety in your daily life to achieve our shared goal of zero traffic fatalities and severe injuries. Together, we can make a significant difference in our community, saving lives and creating a safer, more sustainable future for all.”



Shawn Sherrouse – City Manager



**Introduction:
What does Vision
Zero hope to
accomplish?**

Eliminate all traffic fatalities and severe injuries while increasing safe, healthy, and equitable mobility for all.

BENEFITS



Reduced Traffic Fatalities and Injuries

Vision Zero aims to eradicate traffic fatalities and severe injuries through road safety enhancements and targeted interventions, leading to a decrease in traffic-related deaths and injuries.



Enhanced Public Safety

Safer roads benefit all users, promoting active transportation methods like walking and cycling for better public health and reduced air pollution.



Improved Quality of Life

Vision Zero promotes walkable, bike-friendly neighborhoods with well-designed streets to create livable communities, fostering community bonds, social interactions, and local business support.



Economic Benefits

Reducing traffic crashes can save costs by lowering healthcare and emergency response expenses, reducing lost productivity, and attracting more visitors for local economic growth.



Equity & Social Justice

Vision Zero aims to enhance safety for all, irrespective of age, income, or transportation mode, by reducing traffic fatalities and injuries in vulnerable communities with high crash rates.



Introduction: Efforts Informing This Plan

- Multi-Modal Levels of Service adopted
- Pathways Plan originally published in 2009
- Complete Streets Policy Adopted in 2012
- Bronze level Bike-Friendly Community designation from the League of American Bicyclists in 2012
- Vision Zero Goal adopted in Comprehensive Plan 2021
- Mayor Mutz VZ Resolution in 2022
- Polk TPO Vision Zero Conditions Assessment 2023
- Lakeland Vision Zero Committee Formed 2023
- Polk TPO Safe Streets for All Grant awarded 2023
- Lakeland Safe Streets for All Grant awarded 2024

Traditional vs. Vision Zero



**Traffic deaths
are inevitable**

**Traffic deaths
are preventable**

Traditional Approach

**Perfect human
behavior**

**Integrate
human failing
in approach**

Vision Zero

**Prevent
collisions**

**Prevent fatal and
severe crashes**

**Individual
responsibility**

**Systems engineering
approach**

**Saving lives is
expensive**

**Saving lives is
not expensive**

What is the Safe System Approach?

- Holistic approach to roadway safety includes Engineering, Education, Enforcement, and Post-Crash Care
- Focus attention on making roadway environments safer at the systemwide level.
- Design and manage road infrastructure to keep the risk of a mistake low.
- When a mistake leads to a crash, the impact on the human body should not result in a fatality or serious injury.
- Design and manage streets to encourage safe speeds and appropriate crash angles to reduce injury severity.



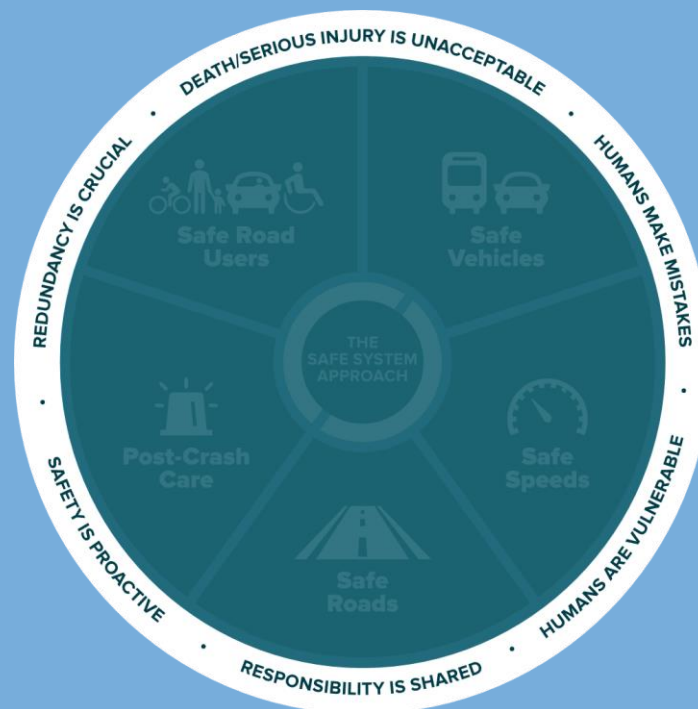
Source: FHWA.

Safe System Principles


Death/Serious Injury
is unacceptable


Humans make
mistakes


Humans are
vulnerable




Responsibility is
shared


Safety is proactive


Redundancy is
crucial

The six principles that form the basis of the Safe System approach, shown around the outside ring of the graphic, are the fundamental beliefs that the approach is built on. A successful Safe System approach weaves together all six principles. It also requires a supporting safety culture that places safety first and foremost in road system investment decisions. To achieve our zero deaths vision, everyone must accept that fatalities and serious injuries are unacceptable and preventable.

Safe System Elements

Making a commitment to zero traffic deaths means addressing all aspects of safety through the five Safe System elements, which are highlighted in the center ring of the graphic that, together, create layers of protection for road users:

- safe road users
- safe vehicles
- safe speeds
- safe roads
- post-crash care

These layers of protection and shared responsibility promote a holistic approach to safety across the entire roadway system. The safe system elements are described in detail on the following pages.



The Safe System Elements

Safe Road Users



**Not distracted
or impaired**



Follow rules



**Act within the
limits of the
road design**

We all make mistakes, but we all need to acknowledge the limits of our capabilities, so it is our responsibility to comply with the rules to ensure that we act within the limits of the road system's design. Transportation system managers and law enforcement can use techniques like traffic or DUI enforcement, speed feedback signs, and education campaigns to promote compliance with rules.

The Safe System Elements



Safe Vehicles



Active safety

Measures to reduce the chance of a crash occurring

- Lane departure warning
- Autonomous emergency braking



Passive safety

Protective systems for when crashes do occur

- Seatbelts and airbags
- Crash-absorbing vehicle crumple zones

The Safe System Elements



Safe Speeds



Hit by a vehicle traveling at

23

MPH

10% risk of death



Hit by a vehicle traveling at

42

MPH

50% risk of death



Hit by a vehicle traveling at

58

MPH

90% risk of death



There is a direct link between safe speeds and our ability to survive a crash. Put simply, humans are unlikely to survive high-speed crashes. Adjusting speeds can accommodate human injury tolerances in three ways: reducing impact forces, providing additional time for drivers to stop, and improving visibility.

There is a direct relationship between the speed at which a vehicle is traveling and the likelihood of survival for the person being hit. 9 out of 10 pedestrians are likely to survive if hit by a vehicle traveling around 20 MPH, while only 1 in 10 pedestrians will likely survive an impact at around 60 MPH.

The Safe System Elements

Safe Roads

Safe roads are designed and operated to:

1. Prevent crashes among all users
2. Keep impacts on the human body at tolerable levels



The Safe System Elements

Safe Roads



Avoiding crashes involves:



Separating users in space



Separating users in time



Increasing attentiveness and awareness

Source for all images: Fehr & Peers



The Safe System Elements

Safe Roads



Managing crash kinetic energy involves:



Managing speed

Source: Fair & Peers



Managing crash angles

Source: City of Carmel, IN



Managing crash energy distribution

Source: FHWA

The Safe System Elements

Post-Crash Care



First responders

Crash investigation

Medical care



Source: Ron Moore



2. Vision Zero Pledge

Because I know my choices matter, I pledge to respect the safety of my community and eliminate all traffic-related injuries in deaths in Lakeland by 2040 by committing the following actions:

I Pledge to:

- Yield to the most vulnerable road user, regardless of the rules of the road.
- Follow all laws and regulations governing the use of Lakeland's Streets.
- Always look out for pedestrians at crosswalks and turn slowly around corners. When I see a pedestrian crossing the street, I will yield the right of way.
- Never park where I obstruct visibility in a crosswalk. Parking too close to a crosswalk is not only illegal, but it also blocks sightlines for approaching pedestrians, bicyclists, and other drivers.



2. Vision Zero Pledge cont.

- Look out by looking up. While distracted driving is one of the leading causes of crashes, it is also one of the most preventable. Therefore, when I'm behind the wheel, I will keep my eyes on the street. Never drive if I am impaired, even slightly, by drugs or alcohol.
- Drive extra slowly and cautiously around schools and parks. If I am dropping a child off at school, I pledge not to park in a manner that prevents pedestrians, bicyclists, and other drivers from safely using the street.
- Remember that when I am behind the wheel, my vehicle can take someone's life or cause serious harm, regardless of which user violated the rules.
- Never flee a crash scene and always call 911 if I hit a pedestrian or cyclist.
- Not to exceed 25 MPH on local streets in Lakeland, realizing that the likelihood of causing serious injury to a pedestrian increases significantly at speeds above 20 mph.



3. Vision and Goals

VISION

Our vision is to create a transportation system that ensures zero fatalities and severe injuries, making our city's streets safe, accessible, and enjoyable for pedestrians, cyclists, motorists, and public transit users alike. We strive to foster a culture of responsibility, respect, and mutual consideration among all road users.

GOAL

Reduce traffic-related fatalities and severe injuries in Lakeland to zero by 2040.



3. Vision and Goals

OBJECTIVES

- Implement infrastructure improvements and safety measures to mitigate risks and enhance road safety.
- Prioritize equity and ensure that vulnerable road users, such as children, the elderly, and people with disabilities, have equal access to safe streets.
- Foster public awareness and education to promote safe behaviors and responsible road use.
- Collaborate with community stakeholders, government agencies, and law enforcement to jointly work towards our shared goal of zero traffic fatalities and severe injuries.



4. Key Components

- **Safe Streets Infrastructure:** Identify high-risk areas and implement engineering solutions such as traffic calming measures, improved crosswalks, protected bike lanes, pedestrian refuge islands, and better signage to enhance safety for all road users.
- **Data-Driven Approach:** Utilize real-time data analysis to identify patterns, hotspots, and high-risk locations, allowing for evidence-based decision-making and resource allocation.
- **Education and Outreach:** Develop educational campaigns to raise awareness about road safety, targeting both drivers and vulnerable road users. These initiatives will emphasize the importance of responsible behavior, obeying traffic laws, and mutual respect among all road users.



- **Equity and Accessibility:** Prioritize safety enhancements in underserved and disadvantaged neighborhoods, ensuring that safety benefits are equitably distributed across all communities.

- **Public Transit and Active Mobility:** Promote the use of public transportation, cycling, and walking as safe and sustainable alternatives to private vehicles.

- **Enforcement and Legislation:** Collaborate with law enforcement agencies to enforce traffic laws rigorously and support legislative measures that align with Vision Zero objectives.

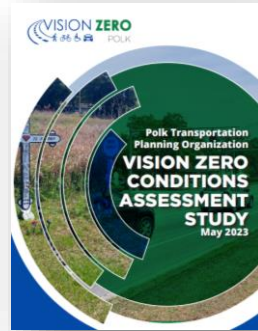
4. Key Components



5. Coordination with State and County Efforts



Polk TPO Vision Zero Timeline



2022- County Formed Vision Zero Task Force w/ the City of Lakeland as a member

May 2023- Completed Vision Zero Conditions Assessment Study

2023- Polk County awarded federal Safe Streets for All (SS4A) Action Plan Grant

Jan. 2025- SS4A Action Plan Grant project to begin





The Lakeland Vision Zero Committee analyzed crash records for City-owned streets over the five-year period from 2020 through 2024

6. Crash Data

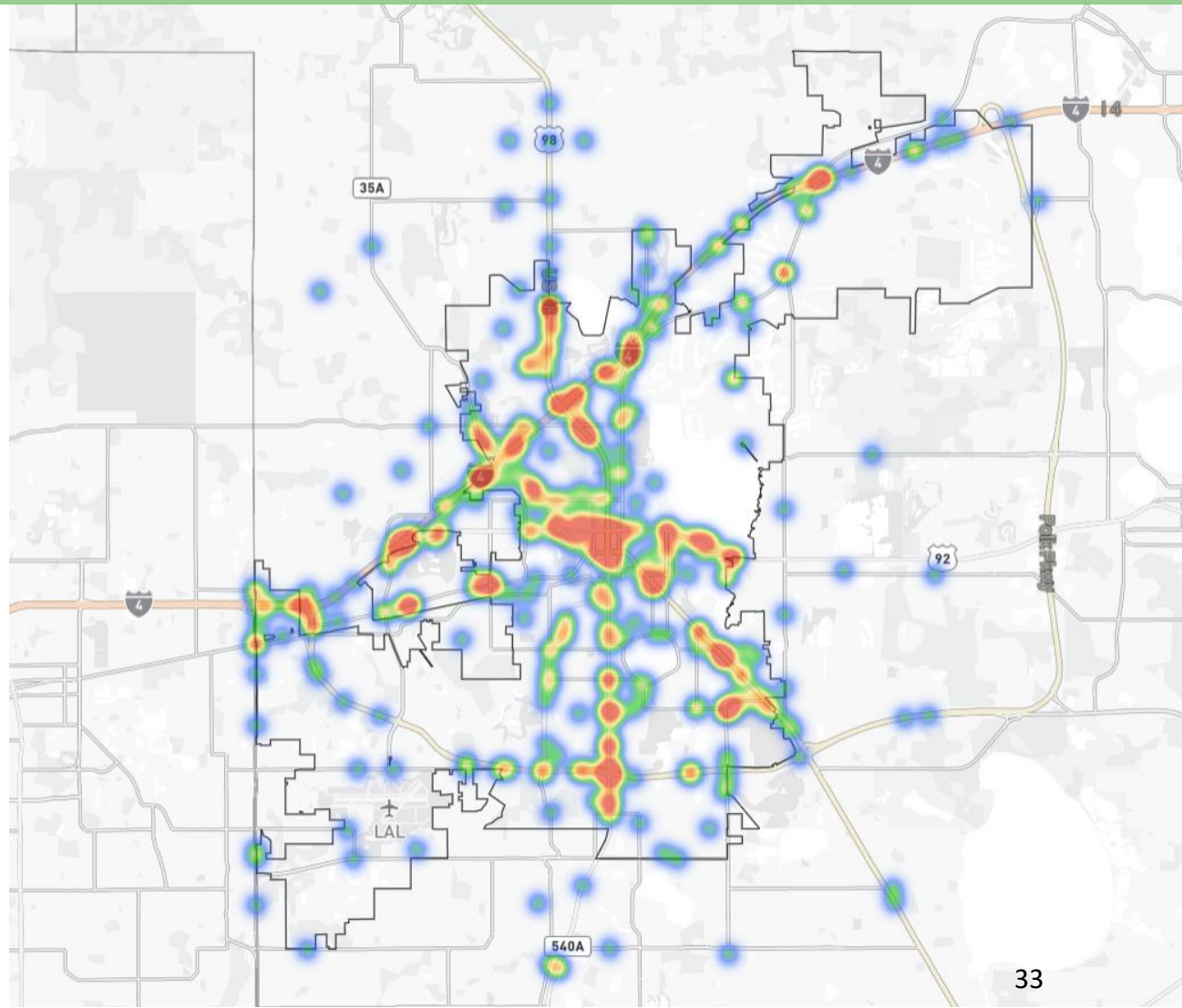


High-Injury Network (HIN)

A High-Injury Network (HIN) is a network of streets and intersections with a disproportionately high number of traffic-related injuries and fatalities

Severe Crashes 2020-2024

Source: Signal 4 Database



Overall High-Injury Network Top 10

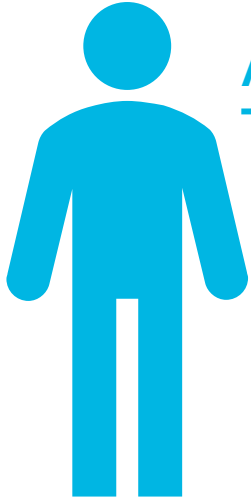
1. Interstate 4
2. South Florida Avenue (SR 37)
3. US 98 North
4. Bartow Road (US 98)
5. E Memorial Boulevard (US 92)
6. George Jenkins Boulevard (US 98/SR 60/SR 548)
7. Polk Parkway (SR 570)
8. Kathleen Road (SR 539)
9. W Memorial Boulevard (US 92)
10. Harden Boulevard (SR 563)

*Based on total number of severe (fatal or serious injury) crashes 2020-2024

City-Owned High Injury Network Top 10

1. E Edgewood Drive
2. Lakeland Highlands Road
3. W 10th Street/Parkview Place
4. N Socrum Loop Road
5. Sleepy Hill Road
6. Lake Hollingsworth Drive
7. E Main Street from N Fern Road to Longfellow Boulevard
8. Griffin Road
9. N Lincoln Avenue
10. Olive Street

*Based on total number of severe (fatal or serious injury) crashes 2020-2024



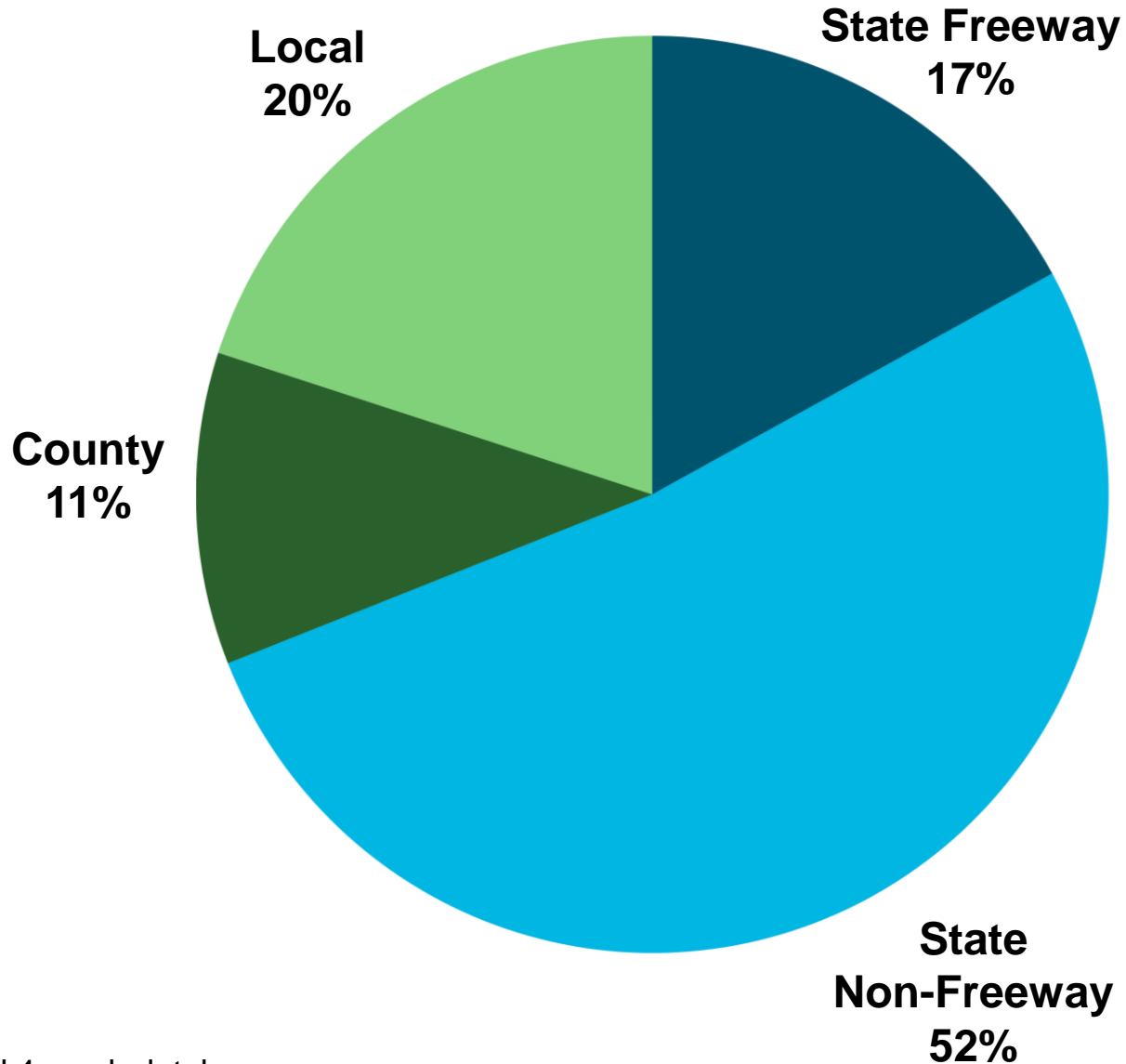
**Average of 26 fatalities per year in Lakeland.
That's a loss of life every two weeks.**

**Average of 88 incapacitating injuries per year.
That's two life-changing injuries per week.**



Data from Signal 4 crash database

Where are severe crashes occurring?



Crash Type Trends (2019-2024)



37% of severe crashes in Lakeland were intersection-related.



30% of severe crashes in Lakeland over the five-year period involved lane departures.



19% of fatal crashes in Lakeland involved unrestrained occupants.



11% of fatal crashes in Lakeland involve an impaired driver.

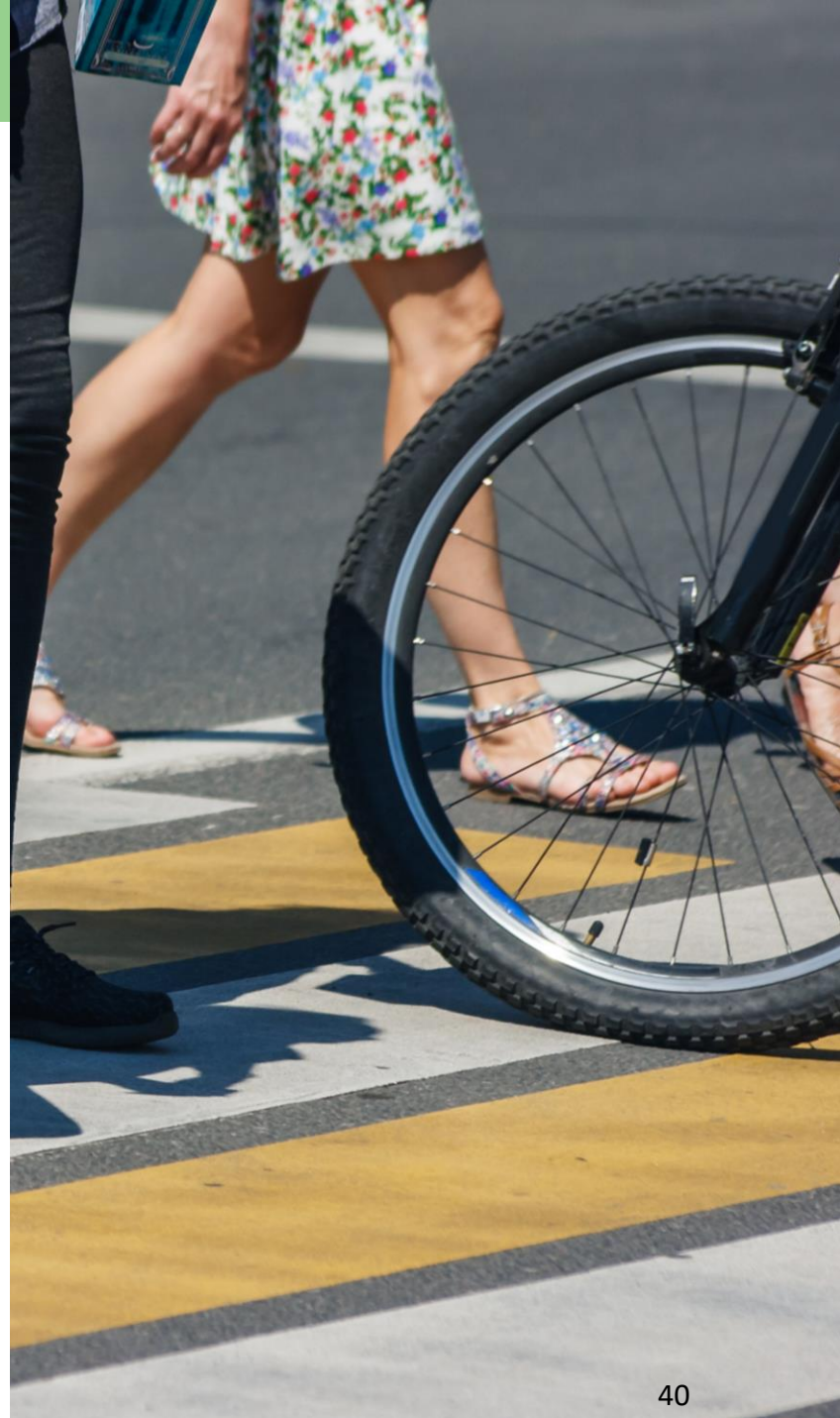
Nighttime Crashes

50% of severe crashes on City-owned streets occurred at night, which is disproportionate considering only 25% of crashes overall occur at night. Nighttime driving safety risks include:

- Reduced visibility
- Drowsy Driving
- Increased Impaired Driving
- Wildlife Activity
- Lack of Street Lighting
- Pedestrian and Cyclist Visibility
- Speeding
- Decreased Visibility of Road Markings
- Reduced Enforcement

Vulnerable Road Users

- **Pedestrians and Bicyclists:** 3% of crashes in Lakeland involve a pedestrian or bicyclist. 19% of severe crashes involve a pedestrian or bicyclist.
- **Socially and Economically Disadvantaged Areas:** residents in these neighborhoods, including children and the elderly, tend to make more trips on foot or by bicycle, which leads to a disproportionate number of fatalities.
- **Motorcyclists:** Less than 2% of motor vehicle crashes in Lakeland involve a motorcyclist, but 18% of fatal crashes in Lakeland involve a motorcyclist.





7. Community Outreach





Lakeland Vision Zero Dashboard



Monitors Progress: Allows city officials, policymakers, and the public to track the progress of road safety projects and initiatives and assess the effectiveness of various interventions. Measures Vision 0 success.

Engages the Public: Increasing accessibility encourages public engagement and participation.

Promotes Transparency and Accountability: Openly shares road safety data and progress reports. It holds authorities accountable for their commitment to reducing traffic-related fatalities and injuries.





8. Action Items

The City of Lakeland's Vision Zero Action Items are framed within the context of the City's Vision Zero goals and objectives and will consist of a set of strategies and tactics for planning and achieving the desired outcome.

Action items will focus on the following areas:

- Safe Streets
- Safe Speeds
- Safe Vehicles
- Safe Behaviors
- Post-Crash Investigation and Care
- Data-Driven Decisions

Safe Streets



Safe streets are critical for long-term and sustainable crash and trauma reduction.

- Establish a dedicated funding source for safety projects
- Identify a list of quick-build safety projects with implementation dates
- Identify a list of long-term safety projects with implementation dates
- Conduct road safety audits for corridors and intersections on the high-injury network and develop lists of recommendations for improvements
- Conduct a systemic review of crosswalks for lighting and other safety enhancements
- Conduct a systemic review of intersection and corridor lighting needs

Safe Speeds

Lower Speeds= decrease in risk of serious injury/death

- Implement speed-reduction projects on high-injury segments, transition areas from rural county roads into the city, and in advance of T-intersections with a severe crash history.
- Amend the land use code to require slow points/traffic calming devices in the street design for new developments
- Evaluate and adopt a data solution for evaluating speeds to proactively identify and target streets for speed limit changes and traffic calming rather than reactively responding to citizen complaints.
- Use high-visibility targeted enforcement of speed limits. Review speed data and locations of citations to inform selection of locations.
- Install school speed zone cameras (currently allowed by state statute) and develop a plan for the use of speed cameras in other areas with a severe crash history should state statute allow it in the future.

Safe Vehicles

Actions for safe vehicles focus on educating the public about safety features and encouraging the use of smaller vehicles and micromobility when possible.

- Develop a policy for using safety technologies in city fleet vehicles
- Right-size city-owned vehicles to the smallest vehicle practical for meeting business needs.
- Develop a plan for more fully utilizing telematics in city vehicles, including the driver behavior feedback component.
- Install after-market 360-degree camera systems and/or use passenger employee as a spotter for large city vehicles.



Safe Behaviors

Road users should operate within the boundaries set by the road system designers. This can include wearing seatbelts, using helmets, and driving at or below posted speeds.

- Develop a comprehensive communications plan of programmed traffic safety outreach (i.e. social media posting schedule, coordinated with other outreach) that aligns with NHTSA's national safety campaigns
- Develop relationships with partners to offer free rides home for intoxicated individuals, particularly during events and holidays.
- Develop relationships with motorcycle dealerships to help disseminate safety information and training resources.
- Develop Vision Zero safety videos on topics including bicycle safety, pedestrian safety, roundabouts, move over for first responders, car seats, 4-way stop control, etc.
- Focus enforcement efforts on behaviors that lead to severe crashes (i.e. speeding, aggressive driving, DUI, seatbelt use).

Safe Vehicles

Rapid response by trained medical professionals is the final safety net to increase the probability that victims survive. After, comprehensive investigation and communication actions can increase the City's understanding of the underlying causes of crashes at the scene and improve reporting to the public.

- Investigate the use of GPS traffic signal pre-emption for emergency response vehicles (ambulance and fire).
- Train in Traffic Incident Management (TIM) to reduce on-scene time for crash response.
- Review availability of fire and medical facilities to determine where new facilities are needed to improve travel times and medical outcomes for crash victims



Data-Driven Decisions



Collecting and reviewing data on traffic safety leads to safer roads.

- Evaluate progress toward Vision Zero goal on an annual basis
- Establish a Vision Zero Dashboard webpage with public information about severe crashes
- Establish a mechanism for triggering before and after crash data analysis as infrastructure projects are completed
- Report severe crashes and trends in annual report to City leadership
- Create a central repository for Traffic Operations and LPD to share data from traffic counts and radar speed signs
- Upgrade crash mapping software and hardware to improve crash reporting quality



9. Implementation

The City's progress toward Vision Zero will be tracked by continuously monitoring and evaluating the effectiveness of the safety measures from the Vision Zero Action Plan as they are implemented within the community.

Progress will be tracked and reported using the set of performance measures outlined on the following page. The Vision Zero Committee will review these performance measures and update the Action Plan Items on an annual basis.

Performance Measures

Measure	Unit	Target
Severe Crashes	Total Number of traffic-related fatalities and severe injuries in Lakeland	0
Fatal Crashes	Total number of Fatal crashes in Lakeland	0
Severe Injury Crashes	Total number of severe injury crashes in Lakeland	0
Pedestrian Crashes	Total number of KSI pedestrian crashes in Lakeland	0
Bicycle Crashes	Total number of KSI bicycle crashes in Lakeland	0
Lane Departure Crashes	Total number of KSI lane departure crashes in Lakeland	0
Intersection Crashes	Total number of KSI intersection-related crashes in Lakeland	0
Safety Projects	Percentage of high-injury network segments addressed with comprehensive safety projects	100%
Systemic Improvements	Percentage of identified systemic safety improvements implemented	100%

Appendices

A – Vision Zero Action Item List