HB 10-1014 Report Calendar Year 2014 Annual Report of Fatal Crashes in State Highway Work Areas Colorado Department of Transportation

Section 1. Purpose:

The HB 10-1014, now encoded as CRS 42-4-1612, requires the Department of Transportation and the Colorado State Patrol to annually present by February 15, a joint report to the Transportation and Energy Committee of the House of Representatives and the Transportation Committee of the Senate regarding fatal crashes occurring in state highway work areas.

Section 2. Calendar Year 2014 Work Zone Fatality Data:

CDOT conducted an analysis of data derived from the Fatality Analysis Reporting System (FARS) to determine the number and attributes of work zone fatalities occurring in state highway work areas during Calendar Year 2014. The FARS System contains data on all vehicle crashes in the United States that occur on a public roadway and involves a fatality. A couple of comments about the query are necessary:

- CDOT has chosen to use the ANSI D-16.1-2007 (Manual on Classification of Motor Vehicle Traffic Accidents) federal definition of "work zones" to determine the total number of crashes/fatalities. This standard does not differentiate between construction and maintenance work zones.
- In keeping with the state statutory definition of "construction zones", troopers and other officers investigating crashes have not indicated whether or not workers are present in the construction zone at the time of these fatal crashes. The legal definition does not differentiate between a construction zone with workers present and one without active work taking place.

As requested in HB 10-1014, the following information is provided:

A. Summary of total number of fatal crashes and total number of individuals killed

In Calendar Year 2014, there were a total of seven fatal crashes statewide in state highway work zones in which eight people died. This is three less crashes and five less fatalities than 2013.

B. Categorization of total number of individuals killed (DOT employees, contractors or subcontractors, other individuals)

In Calendar Year 2014, eight citizen fatalities occurred in work zones. In 2014, no fatal crashes on state highway work areas happened for CDOT employees, contractors, or subcontractors.

C. Copy of the accident reporting form for each fatal accident

Appendix A contains the accident reporting form for each of the seven fatal accidents.

Crash summaries provided below are compiled from the Accident Report Form DR 2447 as filled in by the law enforcement officer and edited for readability. The actual reports are attached in Appendix A. Findings of investigations into each crash are made by CDOT

personnel responsible for the construction area, supervisors, traffic engineers, safety officers, and other CDOT staff as applicable.

<u>Crash 1</u> Date: March 21, 2014 Location S. Santa Fe Dr. under I25 S/B Flyover Region 1 Time: 20:41 CDOT Construction Project: Yes # Vehicles Involved: 2 # Fatal CDOT employee, contractor, sub-contractor: None # Fatal CItizen: 1

Description of Event: Vehicle #1 was northbound on S. Santa Fe Drive in lane #3, lost control of his vehicle and traveled into lane #2 and struck Vehicle #2, which was northbound on S. Santa Fe Drive in lane #2. As a result of the impact, the driver of Vehicle #1 was ejected from the motorcycle, which slid across lanes #2 and #1 and struck the concrete barrier in the center median.

Findings: The construction project was partially accepted on January 7, 2014. This means the roadway surface was accepted at this time, and the fiber optics and landscape remained until it was accepted during July 2014. No temporary traffic control devices were on the roadway or in the Right-of-Way, so we do not have any recommendations for changes.

Crash 2

Date: April 21, 2014 Location: EB I70 between Airport Blvd. and Tower Rd. Region 1 Time: 11:18 CDOT Construction Project: Yes # Vehicles Involved: 3 # Fatal CDOT employee, contractor, sub-contractor: None # Fatal Citizen: 1

Description of Event: Two motorcycles (Vehicles #1 and #2) traveling together eastbound in the #1 lane tried to pass a semi-truck (Vehicle #3). The #1 lane was closed ahead and Vehicles #1 and #2 grazed each other, causing Vehicle #1 to careen off course and hit two construction barrels. The driver of Vehicle #1 was ejected from the motorcycle, fell into the path of Vehicle #3 traveling eastbound in the #2 lane, and was run over by the rear tires of Vehicle #3's trailer.

Findings: The work zone was in full compliance with all regulations and standards, so no changes on future projects of this type are recommended at this time by the project's staff.

<u>Crash 3</u> Date: June 22, 2014 Location: I25 at Milepost 155.9 Region 2 Time: 15:59 CDOT Construction Project: Yes # Vehicles Involved: 1 # Fatal CDOT employee, contractor, sub-contractor: None # Fatal Citizen: 1

Description of Event: Vehicle #1 was northbound on I25 in the area of mile post 155.9 in the left lane. The road is asphalt; however it was milled for resurfacing. Vehicle #1 traveled over grooved marks from milling, then over a bridge joint where vehicle #1 started losing control approximately 27.6' north of the bridge joint. Vehicle #1 left brake marks for approximately 74.6' before the bike fell onto its left side leaving approximately 40.2' of gouge marks. Vehicle #1 continued northbound leaving gouge and tire marks for approximately 53.8' on the left shoulder. Vehicle #1 traveled northbound off the left shoulder for approximately 70.3' before coming to a stop on top of the operator approximately 15.1' north of mile post 156 and 4.4' west of the road edge.

Findings: All traffic control and methods of handling traffic were correct. No deficiencies were found during the review that need to be changed.

<u>Crash 4</u> Date: June 29, 2014 Location: I-25 SB Just south of the North Academy Interchange Milepost 150 Region 2 Time: 00:15 CDOT Construction Project: Yes # Vehicles Involved: 1 # Fatal CDOT employee, contractor, sub-contractor: None # Fatal Citizen: 1

Description of Event: Vehicle #1 was southbound in the right lane of I25 when the driver lost control of the vehicle. Vehicle #1 began rotating clockwise, traveled off the right side of the road, and through the gore separating the southbound lanes from the off-ramp to Exit 150 (N. Academy Blvd). Vehicle #1 continued to rotate through the gore, reached the ramp, and began overturning until it came to rest on its roof facing northeast. As vehicle #1 was overturning, the front right passenger was ejected.

Findings: The driver of Vehicle #1 was charged with Vehicular Homicide and Driving under the Influence of Drugs. All traffic control and methods of handling traffic were correct. No deficiencies were found during the review that need to be changed.

<u>Crash 5</u> Date: July 18, 2014 Location: I-25 NB Just south of the North Academy Interchange Milepost 150 Region 2 Time: 01:25 CDOT Construction Project: Yes # Vehicles Involved: 2 # Fatal CDOT employee, contractor, sub-contractor: None # Fatal Citizen: 1

Description of Event: Vehicle #1 was northbound on I25 at a high rate of speed in the construction zone, and swerved partially into the middle lane, knocking down traffic cones. A State Trooper performing UTC observed Vehicle #1 and began pursuit. Vehicle #2 (a TCS truck with its yellow flashing lights on) was stopped in the northbound middle lane of the construction zone on I25 to fix traffic cones that were knocked down. The right front of Vehicle #1 collided with the left rear of Vehicle #2. Vehicle #2 was pushed across the right lanes of traffic, and a worker on the back of Vehicle #2 jumped to safety. Vehicle #1 rotated clockwise into the middle lane and rolled two times, ejecting the driver.

Findings: Both CDOT inspector's diaries confirm that the traffic control setup was in conformance with the MHT (Method of Handling Traffic) for the project both before and after the accident. Colorado State Patrol was also on site as part of the normal nighttime Uniform Traffic Control operations. This incident was unrelated to the construction zone setup, so no changes on future projects of this type are recommended at this time.

<u>Crash 6</u> Date: August 9, 2014 Location: I76 near Milepost 85 Region: 4 Time: 02:25 CDOT Maintenance Project: Yes # Vehicles Involved: 1 # Fatal CDOT employee, contractor, sub-contractor: None # Fatal Citizen: 2

Description of Event: Vehicle #1 was eastbound on I76 in the #1 westbound lane near milepost 85, approaching the west edge of a construction zone. The front end of Vehicle #1 hit the end of a Type VII concrete construction barrier, which was in the left lane as temporary traffic control for westbound traffic as they exited the construction zone. The impact of Vehicle #1 with the concrete barrier caused fatal injuries to the occupants, and Vehicle #1 to rotate slightly less than one-quarter rotation counter-clockwise. Vehicle #1 came to final rest on its wheels facing northeast, partially in the left lane and partially on the median shoulder, with its front end approximately two feet away from the Type VII concrete construction barrier.

Findings: The driver was most likely impaired and entered the highway at an off ramp in the wrong direction over five miles from the construction zone. The work zone was in full

compliance with all regulations and standards, so no changes are recommended at this time by the project's staff.

Crash 7

Date: September 2, 2014 Location WB I70 between Gun Club Road and E470 Region 1 Time: 18:58 CDOT Construction Project: Yes # Vehicles Involved: 3 # Fatal CDOT employee, contractor, sub-contractor: None # Fatal Citizen: 1

Description of Event: Vehicle #1 was traveling westbound on I70 in the #1 lane near milepost 289 approximately 15 to 20 feet behind Vehicle #2 (2006 Harley-Davidson motorcycle). Vehicle #2 was traveling westbound on I70 in the #1 lane, and trailing Vehicle #3 (2006 Chevy Silverado 1500 pulling a trailer. Just west of the crash location, westbound I70 merged to the left from two lanes to one lane in a construction zone. Vehicle #2 and #3 began to slow due to the merging traffic ahead in the construction zone. Vehicle #1 struck the rear of Vehicle #2 with its left front corner. Vehicle #2 was pushed forward into the right rear of Vehicle #3's trailer, ejecting the driver of Vehicle #2 who struck the left side of Vehicle #3's windshield with his head and back. Vehicle #1 was driven to rest on the north side of the roadway. Vehicle #2 came to rest in the right lane of westbound I70, and the driver of Vehicle #2 came to rest in the left lane of westbound I70. Vehicle #3 was driven to rest on the south side of the roadway.

Findings: The driver of Vehicle #1 stated that he was using his windshield washer fluid and did not see the motorcycle slowing down in front of him. The work zone was in full compliance with all regulations and standards, so there are no recommended changes from the project's staff at this time.

Section 3. Work Zone Safety Program Update:

HB 10-1014 requests a description of both ongoing and newly implemented measures taken by CDOT to prevent fatal crashes in work zones. A description of CDOT's Work Zone Safety and Mobility (WZSM) Process Review and a cooperative effort between CDOT and CSP related to the development and implementation of a statewide work zone safety campaign is provided below.

A. Work Zone Safety and Mobility (WZSM) Process Review

In September 2004, the Federal Highway Administration (FHWA) published updates to the work zone regulations at 23 CFR 630 Subpart J referred to as the *Work Zone Safety and Mobility Rule* (WZSM Rule). In December 2007, FHWA added new regulations at 23 CFR 630 Subpart K referred to as the *Temporary Traffic Control Devices Rule*. Both are applicable to all Federal-Aid Highway Projects with the intent to improve work zone management and decrease the likelihood of fatalities and injuries to road users and workers exposed to motorized traffic. The Safety and Mobility Rule was effective on October 12, 2007 and the Subpart K was effective on December 4, 2008.

The WZSM Rule requires a process review at least every two years to assess the effectiveness and consistency of work zone safety and mobility policies and practices at the project level for both design and construction. The review also evaluated CDOT's processes and procedures as they relate to WZSM at both the program and project levels. A process review was completed in December of 2014.

Generally, the 2014 review revealed that the Regions recognize that while implementing WZSM procedures adds construction costs to projects, the procedures add safety value to work zones. The following are the key findings recommendations from the 2014 review include:

- A new, formal WZSM training program is needed to ensure all Region design, construction and Section maintenance personnel have a uniform, working knowledge of WZSM.
- Implementing the CDOT WZSM procedures continues to add costs to the projects, but provided safe traffic maneuvering through work zones.
- The Regions continue to implement their respective lane closure strategies successfully.
- There were examples of well-coordinated public outreach and relations efforts on projects reviewed.
- Variable message signs continue to be used in the cases of extended delays and to notify the traveling public of upcoming construction.
- Additional training requirements for traffic control personnel, including flaggers, are needed to ensure safe traffic control in work zones.
- Speed reduction training is needed for the CDOT Maintenance personnel to ensure proper speed reductions in maintenance project work zones.
- Updated guidance on speed reduction is needed for all work zones.
- Concerns with flagger performance were noted. Ways to improve flagger performance should be explored.
- Several projects reviewed did not have a Transportation Management Plan (TMP).
- The WZSM Procedures document needs to be rewritten to inform the Regions that this document shall be followed on all projects.

- There is a need to communicate to the Regions that all projects, including CDOT Maintenance projects, should follow the CDOT WZSM Procedures document. Publicize the document during statewide RE visits, PE II and III, and Traffic Engineer meetings, as well as during the Maintenance Academy, so the Regions and Maintenance Sections are informed.
- Definitions of key terms should be included in the next Process Review.
- Additional uniformed traffic control (UTC) is needed to enforce the posted work zone speed limit and 'Fines Double' regulations, which would lead to safer traffic control in work zones.
- There continues to be a need to improve the implementation of pedestrian and bicycle paths, crosswalks, and/or stop bars into the Method of Handling Traffic (MHT) for projects.
- There continues to be a need for collecting, analyzing and sharing WZ operations data.
- Efforts of this review need to be carried on proactively; therefore, the review team recommends that a continuously meeting task force be formed to carry out the recommendations of this review, as well as other identified WZ safety and mobility improvements.

CDOT will form a standing task force to ensure the recommendations listed in the 2014 report are addressed, along with any other work zone issues that arise. CDOT will again conduct a work zone safety and mobility process review with FHWA in 2016.

All of the above references are available online to CDOT personnel for use in designing and constructing projects, many of which can be found at the following public link.

http://www.coloradodot.info/library/traffic/traffic-manuals-guidelines/lane-close-work-zone-safety

B. Traffic Control Reviews

Annually, CDOT conducts inspections of construction work zones to score compliance with federal and state requirements, standards, and specifications. In 2014, eight inspections were conducted in CDOT Region 1 (Denver Metro Area), six each in Regions 2, 3 and 4, and five in Region 5. In each Region, the team attempted to review at least one nighttime operation, two CDOT Maintenance operations, and one full office review of a construction project, including traffic control documents.

The inspections consisted of a drive-thru of each project with information and comments recorded on a standard form. The office review included a review of project safety plan, the Method of Handling Traffic (MHT) and other traffic control related documentation. Following completion of the inspection and entry of data and comments, an overall percentage score was assigned to each project. The percent score was communicated to project or region personnel and was reported to FHWA in September of 2014. Project percentages were averaged to formulate a Region and Statewide average. Maintenance operations were scored similarly but are reported separately. The scores for the construction projects reviewed without prior notification are also reported separately below.

Results of the annual inspections form the basis for identifying needed changes and improvements to ensure continuous improvement in program results. Region staff will be expected to make changes as appropriate in the design process and in maintenance procedures, as well as in individual project management. Staff Branches will use the results to identify and support needed improvements in standards, specifications, procedures and training.

The goal for FY14 was a statewide average quality rating of 90%, with no individual projects rated below 85%. The average statewide quality rating for the 22 engineering projects was 91.3%. There were two construction projects of the 22 (17 with prior notification and 5 with no notification) reviewed with a score below 85%. The statewide average of the 17 construction projects that received notification was 91.6%. The statewide average of the 5 construction projects that did not receive prior notification was 90.2%. The statewide average for the nine maintenance activities was 92.0%.

C. Slow for the Cone Zone Campaign and Enforcement –

To increase awareness and improve construction work zone safety, every summer beginning in June and continuing through September, the Colorado Department of Transportation (CDOT) partners with the Colorado State Patrol (CSP) troop offices and other local law enforcement agencies to conduct the "Slow for the Cone Zone" campaign, which entails overtime enforcement on highly-visible construction projects across Colorado. This enforcement is provided to protect the workers from dangerous driving.

End of Report

APPENDIX A

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DR 2447 (02/01/06) COLORADO DEPARTMENT OF REVENUE

MAIL TO: STATE OF COLORADO

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Page 1 of 3 DOR CODE Case # Accident Date Agency AA HH 14519802 3B-14-1521 08/09/2014 **Colorado State Patrol** Describe Accident AA VEHICLE #1 WAS EASTBOUND ON INTERSTATE 76 IN THE WESTBOUND LANES NEAR MILEPOST 85 IN HH THE LEFT (#1) LANE, APPROACHING THE WEST EDGE OF A CONSTRUCTION ZONE. THE FRONT END OF VEHICLE #1 IMPACTED THE END OF A CONCRETE JERSEY BARRIER WHICH WAS IN THE LEFT RB LANE AS TEMPORARY TRAFFIC CONTROL FOR THE WESTBOUND TRAFFIC LANES AS THEY EXITED THE CONSTRUCTION ZONE. THE IMPACT OF VEHICLE #1 INTO THE CONCRETE BARRIER CAUSED J. VEHICLE #1 TO ROTATED SLIGHTLY LESS THAN ONE-OUARTER ROTATION COUNTER-CLOCKWISE. VEHICLE #1 CAME TO FINAL REST ON ITS WHEELS FACING NORTHEAST, PARTIALLY IN THE LEFT JJ CC LANE AND PARTIALLY ON THE INSIDE (MEDIAN) SHOULDER, WITH ITS FRONT END APPROXIMATELY TWO FEET AWAY FROM THE CONCRETE JERSEY BARRIER. CC KK DD кк DD LL EE Not To Scale LL EE 3B141521 MM 10' MM Interstate 76 To Ft. Morgan Westbound Lanes 12 **Dry Concrete** Concrete Jersey Barrier 12 4 No visible marks on GG NN roadway prior to impact. T Carrier Name NN GG US DOT State DOT ICC 🗌 U # Carrier Identification # Address GG NN 1 ,, Т **Carrier Name** US DOT State DOT ICC 🗌 GG U NN # Carrier Identification # Address 0

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EARS ID:

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				Page <u>1</u> of <u>8</u>	
AA	Case #	DOR CODE	Accident Date	Agency	нн
	Describe Accident	14523986	09/02/2014	Colorado State Patrol	
AA	Veh #1 was traveling to 20 feet behind Veh	westbound on In #2. Veh #2. a mo	terstate 70 in the left la torcycle, was traveling	ane in the area of milepost 289, approximately westbound on Interstate 70 in the area of	15 нн
BB	milepost 289 in the le 70 in the left lane ahe	ft lane ahead of V ad of Veh #2. Jus	eh #1. Veh #3, pulling t west of the crash loca	a trailer, was traveling westbound on Interstation, westbound Interstate 70 merged to the l	ate eft
BB	from 2 lanes to 1 lane	in a construction	zone. Veh #3 began to	slow due to the merging traffic ahead in the	JJ
	construction zone. Ve	h #2 began to slo	w due to the slowing th	raffic ahead. Driver #1 stated that he was usin	g
cc	his windshield washe	r fluid and did no	t see the motorcycle sl	owing in front of him. Veh #1 struck the rear	of ^{JJ}
	Veh #2 with its left fr	ont corner. Veh #	2 was pushed forward	out from under the driver of the motorcycle	and
cc	the motorcycle driver	struck the left si	de of Veh #3's windshi	eld with his head and back. Veh#2 was pushe	d KK
	forward into the right	t rear of Veh #3's	trailer. Veh #1 was di	iven to rest on the north side of the roadway.	
	ven #2 came to rest in	n the right lane of	westbound Interstate	70. Ven #3 was driven to rest on the south sid	e
DD	of the roadway. The t	iriver of venicle #	2 came to rest in the i	ent falle of westbound interstate 70.	
		Interst	ate 70 💈	- Westhound lanes	КК
DD		~	·····		
					1
EE			-3	- Median Wall <u>- 3</u> <u>- 5</u>	щ
EE	easthound lanes -				ц
FF		✓ Vehicle	e #1 Final Rest	icle #2 Final Rest	MM
		mandra	man		
FF		ciar -	Y		мм
	·				
		Vehicle t	3 Final Rest		
	Grassy Medain			Median Wall	
	-				
	eastbound lanes				
		#1 Einel Deet	Vahiela #2 Final Post	Vahiala #2	
		#I Final Rest	100 west of DOL 2	614' west of POI 2	
	Vehicle 540' wes	st of POI2	400 West of PUIZ		
	Vehicle 540' wes 10' sout	st of POI 2 h of north road edge	21' south of north road e	edge 39' south of north road edge	
	Vehicle 540' wes 10' souti	of north road edge POI 1	21' south of north road e POI 2	dge 39' south of north road edge	
	Vehicle 540' wes 10' sout	t of POI2 h of north road edge POI 1 184' west	400 west of POI 2 21' south of north road e POI 2 of MP 289 190' west for other west	edge 39' south of north road edge	
	Vehicle 540' wes 10' sout	t of POI2 h of north road edge POI1 184' west 20' north o	21' south of north road e POI 2 of MP 289 190' wes of median wall 24' north	edge 39' south of north road edge st of POI 1 of median wall	
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