

12)13-069



Florida Department of Transportation

RICK SCOTT
GOVERNOR

801 North Broadway Avenue
Bartow, FL 33830

ANANTH PRASAD, P.E.
SECRETARY

April 1st, 2013

Mr. William E. Tomlinson
Chief of Police
City of Sanibel Island
800 Dunlop Road
Sanibel, Florida 33957

RE: Local Memorandum of Understanding – Traffic Incident Management

Dear Mr. Tomlinson:

This letter requests your participation in joining with the Florida Department of Transportation (FDOT), and the Collier-Lee-Charlotte Traffic Incident Management (TIM) team, in the Local Memorandum of Understanding (LMOU) to reduce the impact of incidents on our transportation system. Tragically, more and more incident responders are struck by traffic on our nation's highways each year, becoming a leading cause of death and injury for responders. Traffic incidents also cost American commuters \$87.2 billion in lost time and wasted fuel. Approximately 25% of all congestion is due to crashes alone. Over half of daily congestion is associated with crashes, spills, debris and disabled vehicles.

The safety of the public and our incident responders are of the highest priority and must be maintained. All those who respond to traffic incidents share in this responsibility along with achieving and maintaining the free movement of people, vehicles and commerce on Florida's roadways. The multi-agency Collier-Lee-Charlotte TIM Team has taken the initiative to formalize the LMOU with the local area response agencies. By signing the LMOU, you are agreeing to join FDOT, FHP and the TIM Team in the Open Roads philosophy, the implementation of which will make Florida's roadways safer for both incident responders and the motoring public.

This Agreement provides a framework and guidelines to promote a collaborative effort by and between the TIM Team Agency Members within Collier, Lee, Charlotte, Sarasota, Manatee and Polk Counties, to further refine and promote the TIM program within FDOT District One. It *does not* obligate the TIM Team Agency Members, or the TIM Team Agency Member representatives to commit or donate funds, equipment or personnel to the association's activities or initiatives. Specifically the agreement:

- Endorses the Statewide Open Roads Guidelines
- Defines incident scene roles and responsibilities
- Establishes a local incident scene lighting guideline
- Establishes a local incident communication guideline

Your support in these efforts would be greatly appreciated. Please return a signed copy to Mr. Bill Fuller at your earliest convenience. This can be a hard or electronic copy to: 10041 Daniels Parkway, Fort Myers, FL 33913 or william.fuller@dot.state.fl.us. If you have any questions, please contact Mr. Fuller at (239) 225-9815 or william.fuller@dot.state.fl.us.

Sincerely,

Billy L. Hattaway, P.E.
District Secretary

Enclosure
BLH:CRB:wf





LOCAL MEMORANDUM OF UNDERSTANDING

For

TRAFFIC INCIDENT MANAGEMENT TEAM WITHIN FLORIDA DEPARTMENT OF TRANSPORTATION DISTRICT ONE

Introduction

Whereas;

The National Traffic Incident Management Coalition (NTIMC) estimates that traffic incidents are the cause of about one-quarter of the congestion on US roadways, and that for every minute a freeway lane is blocked during a peak travel period, four minutes of travel delay results after the incident is cleared.¹ Responders to these incidents routinely face dangers at incidents and are sometimes victims of secondary crashes, as are other travelers. Traffic incidents result in substantial economic impact, increased air pollution, motorist frustration, and negatively impact the general quality of life.

As such, the Florida Department of Transportation (FDOT) has developed a Traffic Incident Management (TIM) Strategic Plan to identify programs and actions to sustain the commitment to and expand the TIM program in Florida to better meet our travel needs. Moreover, the FDOT has reached a milestone where the Department can now strengthen its already successful TIM Program to reach new levels of leadership and vision. The program's future success will include increased TIM Team Agency Member participation, an in depth understanding of stakeholder needs, a statewide and national perspective on transportation management and operations, and credibility to lead the TIM community to achieve new goals.

Purpose

This **Memorandum of Understanding** is intended to provide the framework and guidelines to promote a collaborative effort by and between the TIM Team Agency Members within Collier, Lee, Charlotte, Sarasota, Manatee, and Polk Counties, to further refine and promote the TIM program within FDOT District One.

Parties to this Document recognize and understand the importance of data and resource-sharing and public safety through efficient and timely use of TIM. However, the associated Memorandums of Understanding *do not* obligate the TIM Team Agency Members, or the TIM Team Agency Member representatives to commit or donate funds, equipment or personnel to the association's activities or initiatives. The TIM Team Agency Members do however commit to participating in collaborative efforts intended to advance the interest of the TIM program for the benefit of public safety.

FDOT District One TIM Goals and Objectives

Goal 1: Endorsement of the Statewide Open Roads Guideline.

¹ NTIMC: *Benefits of Traffic Incident Management*, available online:

http://www.ce.siu.edu/faculty/hzhou/Information%20CD/Menu%20Files/Materials/20-Managing%20Emergency%20Incidents%20on%20the%20Roadway/NTIMC_NUG%20Information/Benefits%20of%20TIM.pdf

TIM Objective:

The Statewide Open Roads Policy is shown in Attachment A. This agreement by and between Florida Highway Patrol (FHP) and the Florida Department of Transportation (FDOT) establishes a policy for FHP and FDOT personnel to expedite the removal of vehicles, cargo, and debris from roadways on the State Highway System to restore, in an URGENT MANNER the safe and orderly flow of traffic following a motor vehicle crash or incident on Florida's roadways.

The policy establishes an overall time goal for roadway and incident scene clearance times as follows - **all incidents be cleared from the roadway within 90 minutes of the arrival of the first responding officer.** By recognizing and understanding the importance of the Open Roads Policy, the District-One TIM Team Agency Members agree to work toward meeting and/or exceeding this goal.

Goal 2: Definition of Incident Scene Roles and Responsibilities for Participating TIM Team Agency Members.

TIM Objective:

This section of the Memorandum of Understanding provides the definition of the incident scene roles for participating TIM Team Agency Members established by the TIM Team Agency Members themselves and based on National Incident Management System and Incident Command System guidance. These roles and responsibilities are as follows:

1. Law Enforcement

Including State, County, City and Municipality Department of Law Enforcement

- A. Secures incident scene
- B. Performs first responder duties
- C. Assists responders in accessing the incident scene
- D. Establishes emergency access routes
- E. Controls arrival and departure of incident responders
- F. Polices perimeter of incident scene and impact area
- G. Conducts crash investigation
- H. Performs traffic control
- I. Assumes role of Incident Commander, if appropriate
- J. Supports unified command, as necessary

2. Fire and Rescue

Including State, County, City and Local Volunteer Fire and Rescue Departments

- A. Protects incident scene
- B. Rescues/extricates victims
- C. Extinguishes fires
- D. Responds to and assesses incidents involving a hazardous materials release
- E. Contains or mitigates a hazardous materials release
- F. Performs traffic control
- G. Assumes role of Incident Commander, if appropriate
- H. Supports unified command, as necessary

3. Emergency Medical Services (EMS)

Including State, County, City and other Municipality Medical Departments

- A. Provides medical treatment to those injured at the incident scene
- B. Determines destination and transportation requirements for injured victims
- C. Transports victims for additional medical treatment
- D. Supports unified command, as necessary

4. Emergency Management Agencies
Including State, County and City Emergency Operation Centers
 - A. Coordinates government response and resources
 - B. Provides technical expertise
 - C. Provides evacuation recommendations
 - D. Facilitates communication and coordination across jurisdictions
 - E. Coordinates response from other State and Federal agencies
 - F. Assumes role of Incident Commander, if appropriate

5. Environmental Agencies
Including the Department of Environmental Protection and other local agencies such as Pollution Control and Natural Resources
 - A. Provide technical expertise
 - B. Ensure hazardous material releases are remediated properly
 - C. Respond to and assess incidents involving hazardous materials
 - D. Coordinate the responsible party response to the incident
 - E. Supports unified command, as necessary

6. Transportation Agencies
Including: Highway Maintenance, Service Patrols, Traffic Transportation Management Centers (TMC), and Metropolitan Planning Organization
 - A. Protects incident scene
 - B. Implements traffic control strategies and provides supporting resources
 - C. Monitors traffic operations
 - D. Disseminates motorist information
 - E. Mitigates incidental vehicle fluid spill confined to the roadway
 - F. Assesses and directs incident clearance activities
 - G. May perform first responder duties (service patrol)
 - H. Clears minor incident (service patrol)
 - I. Clears major incident (Rapid Incident Scene Clearance contract)
 - J. Performs incident detection and verification (service patrol/TMC)
 - K. Develops and operates alternate routes
 - L. Assesses and performs emergency roadwork and infrastructure repair
 - M. Assumes role of Incident Commander, if appropriate
 - N. Supports unified command, as necessary

7. Towing and Recovery
Including the Department of Environmental Protection and other local agencies such as Pollution Control and Natural Resources
 - A. Recovers vehicles and cargoes
 - B. Removes disabled or wrecked vehicles and debris from incident scene
 - C. Mitigates non-hazardous material (cargo) spills
 - D. Supports unified command, as necessary

Goal 3: Establishment of a local incident scene Lighting Guideline.

TIM Objective:

The creation of a Lighting Policy establishes the on-scene lighting procedures developed with the guidance of the 2012 Manual on Uniform Traffic Control Devices (MUTCD) Section 61.05 shown in Attachment B.

Public safety agencies should examine their policies on the use of emergency-vehicle lighting, especially after a traffic incident scene is secured, with the intent of reducing the use of this lighting as much as possible while not endangering those at the scene. Special consideration should be given to reducing or extinguishing forward facing emergency-vehicle lighting, especially on divided roadways, to reduce distractions to oncoming road users.

Vehicle headlights not needed for illumination, or to provide notice to other road users of the incident response vehicle being in an unexpected location, should be turned off at night.

By recognizing and understanding the importance of the local Lighting Policy, the District-One TIM Team Agency Members agree to restrict the use of incident scene lighting as noted in the policy.

Goal 4: Establishment of a local incident Communication Guideline.

TIM Objective:

The FDOT District One TIM Team Agency Members are resolved to improve incident communications by establishing the Southwest Interagency Facility for Transportation (SWIFT) SunGuide Center as a clearinghouse for incident information. The purpose of this resolve is to ensure that all participating TIM Team Agency Members are committed to notifying the SWIFT SunGuide Center of all incident information including but not limited to notification of the incident, response taken to the incident, verification of incident information and clearance actions taken during an incident.

IN WITNESS WHEREOF, the undersigned parties have executed this Memorandum of Understanding, effective as of the latest date of execution set forth below.

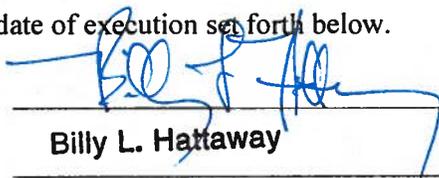
Name: _____
Print: Judith A. Zimmerman
Title/Rank: City Manager
Agency Name: City of Seaside
Date: _____

Reviewed by:


Agency's General Counsel Office

IN WITNESS WHEREOF, the undersigned parties have executed this Memorandum of Understanding, effective as of the latest date of execution set forth below.

Name:



Print:

Billy L. Hattaway

Title/Rank:

District One Secretary

Agency Name:

Florida Department of Transportation District One

Date:

April 1, 2013

Reviewed by:



Agency's General Counsel Office

Attachment A

State of Florida

"OPEN ROADS POLICY"

Quick Clearance for Safety and Mobility

This agreement by and between the Florida Highway Patrol (FHP) and the Florida Department of Transportation (FDOT) establishes a policy for FHP and FDOT personnel to expedite the removal of vehicles, cargo, and debris from roadways on the State Highway System to restore, in an URGENT MANNER the safe and orderly flow of traffic following a motor vehicle crash or incident on Florida's roadways.

Whereas: Public safety is the highest priority and must be maintained especially when injuries or hazardous materials are involved. The quality of life in the State of Florida is heavily dependent upon the free movement of people, vehicles, and commerce. The FHP and FDOT share the responsibility for achieving and maintaining the degree of order necessary to make this free movement possible. Agencies have the responsibility to do whatever is reasonable to reduce the risk to responders, secondary crashes, and delays associated with incidents, crashes, roadway maintenance, construction, and enforcement activities.

The following operating standards are based on the philosophy that the State Highway System will not be closed or restricted any longer than is absolutely necessary.

Be it resolved: Roadways will be cleared of damaged vehicles, spilled cargo, and debris as soon as it is safe to do so. It is understood that damage to vehicles or cargo may occur as a result of clearing the roadway on an urgent basis. While reasonable attempts to avoid such damage shall be taken, the highest priority is restoring traffic to normal conditions. Incident caused congestion has an enormous cost to society.

Florida Highway Patrol Responsibilities

Members of FHP who respond to the scene of traffic incidents will make clearing the travel portion of the roadway a high priority. When an investigation is required, it will be conducted in as expedient a manner as possible considering the severity of the collision. Non-critical portions of the investigation may be delayed until lighter traffic conditions allow completion of those tasks. The FHP will close only those lanes absolutely necessary to safely conduct the investigation. The FHP will coordinate with FDOT representatives to set up appropriate traffic control, establish alternate routes, expedite the safe movement of traffic at the scene, and restore the roadway to normal conditions as soon as possible.

Whenever practical, damaged vehicles on access controlled roadways will be removed to off ramps, accident investigation sites, or other safe areas for completion of investigations to reduce the delays associated with motorists slowing to "gawk." Tow trucks will be requested as soon as it is evident that they will be needed to clear the roadway. FHP will assure that all authorized tow operators have met established competency levels and that the equipment is of appropriate size, capacity, and design to meet all standards of the State of Florida.

The FHP will not unnecessarily cause any delay in reopening all or part of a roadway to allow a company to dispatch its own equipment to off-load cargo or recover a vehicle or load that is impacting traffic during peak traffic hours or creating a hazard to the public. The FHP and FDOT will cooperate in planning and implementing clearance operations in the most safe and expeditious manner.

Florida Department of Transportations Responsibilities

When requested by FHP or other emergency agency, FDOT will respond and deploy resources to major traffic incidents 24 hours a day, 7 days per week. Each FDOT District will develop and implement response procedures to meet the goal of providing initial traffic control within **30 minutes** of notification during the assigned working hours of each maintenance yard, and **60 minutes** after hours.

The FDOT, in coordination with FHP, will upgrade traffic controls, determine detour routes, and discuss clearance strategies. When requested, FDOT will provide temporary traffic controls to ensure a safe work zone for all responders and the motoring public.

The FDOT, in cooperation with the FHP, will determine and deploy the necessary heavy equipment and manpower to reopen the roadway if there is a delay in clearing the travel lanes, or if the task is beyond the capabilities of the wrecker service on scene. If cargo or spilled loads [non-hazardous] are involved, FDOT will make every effort to assist in the relocation of the materials in the shortest possible time, using whatever equipment necessary. All such materials or any vehicles relocated by FDOT will be moved the minimum possible distance to eliminate traffic hazards.

FDOT personnel will document all hours and equipment used for traffic control, roadway clearance, and debris clean up. FDOT will place traffic control devices at the scene should any damaged vehicles or cargo remain on the shoulder adjacent to the travel lanes for removal at a later time.

The FDOT and FHP will continually work together to ensure that the needs of motorists on state roadways are being met in the most professional, safe, and efficient manner.

Therefore, it is agreed as follows:

The FHP and the FDOT will evaluate and continually update and modify their operating policies, procedures, rules, and standards to assure they are consistent with this "OPEN ROADS POLICY" agreement.

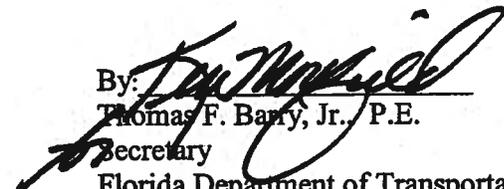
FHP, together with FDOT, will research, evaluate, and conduct training in the most advanced technologies, equipment, and approved methods for the documentation and investigation of crash or incident scenes. FHP, using these techniques, will prioritize the investigative tasks and reopen travel lanes upon completion of tasks that must be conducted, without the impediment of traffic flowing.

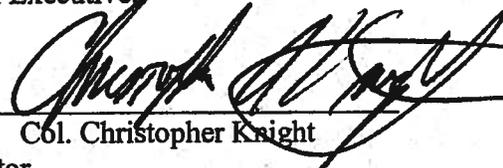
Roadways will be cleared as soon as possible. It is the goal of all agencies that **all incidents be cleared from the roadway within 90 minutes of the arrival of the first responding officer.** This goal being made with the understanding that more complex scenarios may require additional time for complete clearance.

It is further agreed that:

FHP and FDOT will actively solicit and enlist other state, county, and local agencies, political subdivisions, industry groups, and professional associations to endorse and become party to this "OPEN ROADS PHILOSOPHY" for the State of Florida.

In witness whereof, each party hereto has caused this document to be executed in its name and on its behalf by its duly authorized Chief Executive.

By: 
Thomas F. Barry, Jr., P.E.
Secretary
Florida Department of Transportation

By: 
Col. Christopher Knight
Director
Florida Highway Patrol

Date: 10/30/02

Date: 11-7-02

Reviewed By:


Agency's General Counsel Office


Agency's General Counsel Office

Attachment B

(MUTCD) Section 6L.05 Use of Emergency-Vehicle Lighting

Support:

The use of emergency-vehicle lighting (such as high-intensity rotating, flashing, oscillating, or strobe lights) is essential, especially in the initial stages of a traffic incident, for the safety of emergency responders and persons involved in the traffic incident, as well as road users approaching the traffic incident. Emergency-vehicle lighting, however, provides warning only and provides no effective traffic control. It is often confusing to road users, especially at night. Road users approaching the traffic incident from the opposite direction on a divided facility are often distracted by emergency-vehicle lighting and slow their vehicles to look at the traffic incident, posing a hazard to themselves and others traveling in their direction. The use of emergency-vehicle lighting can be reduced if good traffic control has been established at a traffic incident scene. This is especially true for major traffic incidents that might involve a number of emergency vehicles. If good traffic control is established through placement of advanced warning signs and traffic control devices to divert or detour traffic, then public safety agencies can perform their tasks on scene with minimal emergency-vehicle lighting.

Guidance:

Public safety agencies should examine their policies on the use of emergency-vehicle lighting, especially after a traffic incident scene is secured, with the intent of reducing the use of this lighting as much as possible while not endangering those at the scene. Special consideration should be given to reducing or extinguishing forward facing emergency-vehicle lighting, especially on divided roadways, to reduce distractions to oncoming road users. Vehicle headlights not needed for illumination, or to provide notice to other road users of the incident response vehicle being in an unexpected location, should be turned off at night.