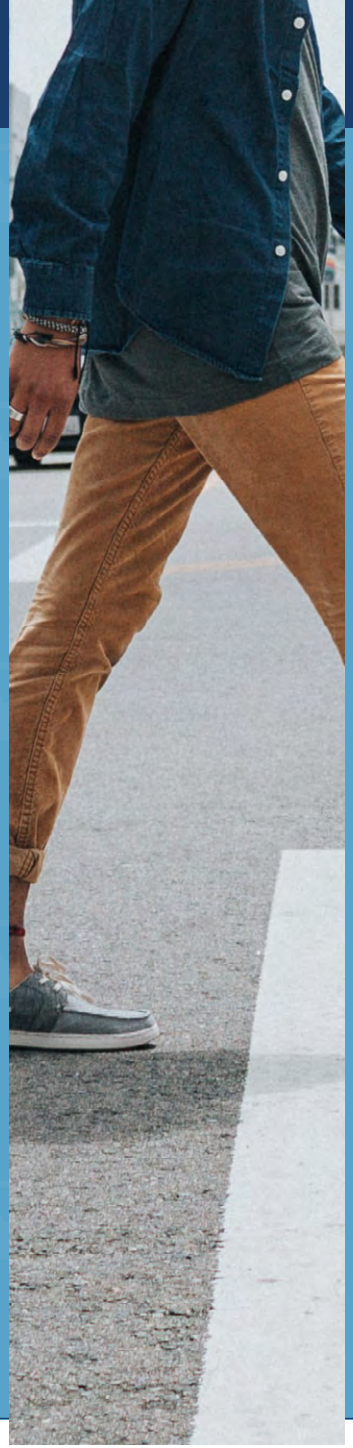
Hall County Safety Action Plan



ADOPTED MAY 2025

HALL COUNTY, GEORGIA

Acknowledgments

Hall County in partnership with the Gainesville-Hall Metropolitan Planning Organization (GHMPO) and the Cities of Flowery Branch, Gainesville, and Oakwood, commissioned the Hall County Safety Action Plan. The project partners thank the residents of Hall County for their contributions of time and expertise through the plan's public involvement process.

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HALL COUNTY GEORGIA

GHMPO

EST 1874 FLOWERY BRANCH Always Blooming!

GAINESVILLE

CITY OF OAKWOOD

alta

Gresham Smith

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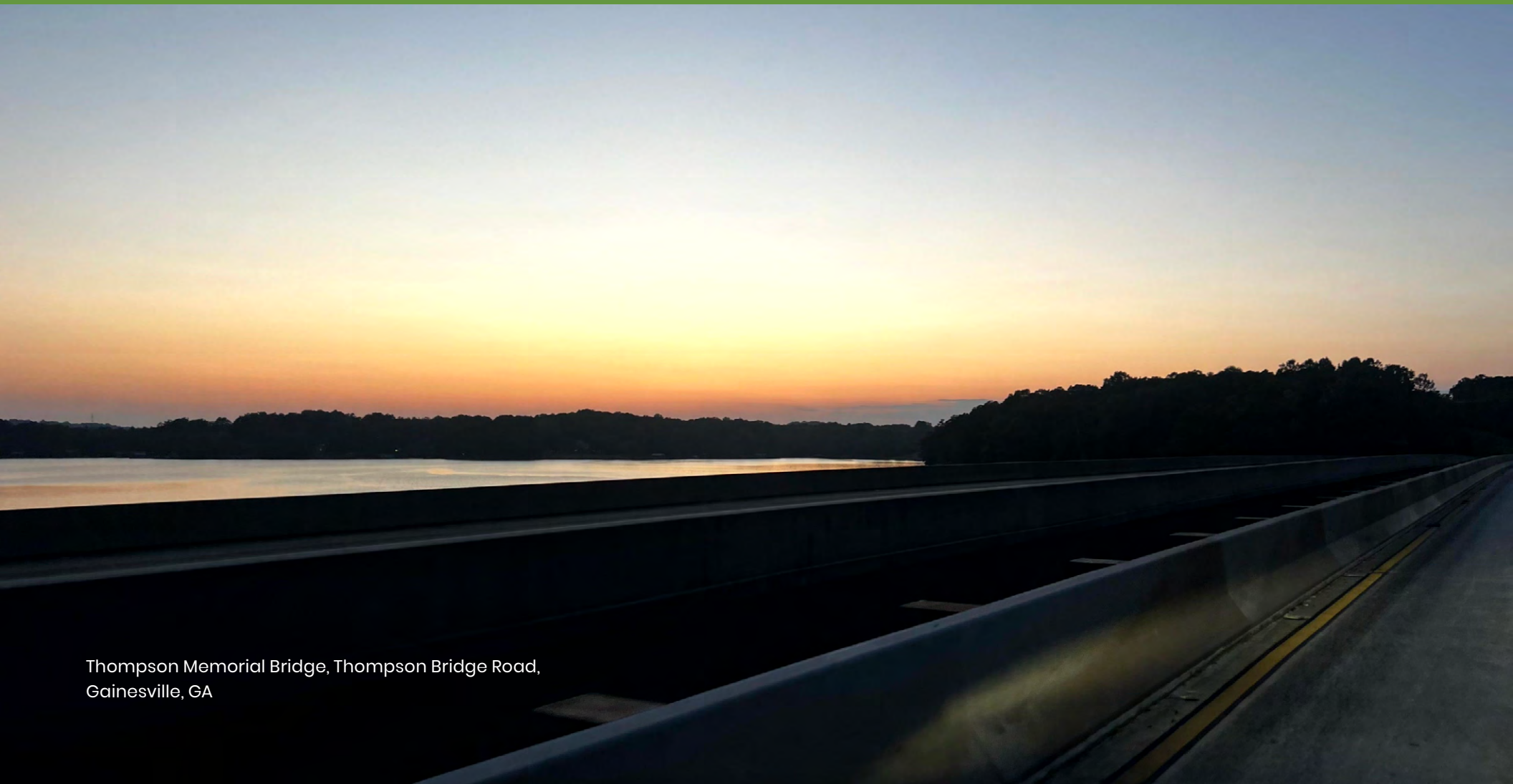
Safe Streets and Roads for All



Thompson Memorial Bridge, Thompson Bridge Road, Gainesville, GA

Why Do We Need Safer Streets?

Local partners are working together to end fatalities and serious injury on Hall County's roadways.

Between 2018 and 2022, Hall County saw 33,697 crashes on roadways outside of its interstates. Of these, 123 crashes resulted in 130 deaths, and 496 crashes led to 625 serious, life-changing injuries. Although only 206 crashes involved a bicyclist or pedestrian, a quarter of those crashes resulted in a fatality or serious injury. Making transportation in Hall County safer to end fatal and serious injury crashes is a many-headed problem that is spread across the entire county.

To begin the work of addressing this problem, Hall County and the Cities of Oakwood, Flowery Branch, and Gainesville came together to apply to the Safe Streets and Roads for All (SS4A) Grant Program from the US Department of Transportation's (USDOT's) Federal Highway Administration (FHWA).

This Hall County Safety Action Plan is a result of the $240,000 SS4A award received in 2023, and was made possible through a collaborative effort between Hall County; the Cities of Oakwood, Flowery Branch, and Gainesville; and the Hall County Safety Steering Committee, led by members of the Gainesville-Hall Metropolitan Planning Organization (GHMPO). This plan will guide the County's approach to road safety, to maximize the number of lives saved.

Over the last 10 years, safety has shifted from the traditional 3Es of Education, Engineering, and Enforcement to the FHWA's Safe System Approach and Vision Zero core principles. This Safety Action Plan uses the FHWA Safe System Approach to address fatal and severe injuries on Hall County roadways.

Pedestrian walks along road without sidewalks in Hall County, GA

Motorcyclist turning onto Athens Hwy, in unincorporated Hall County, GA

Safe System Approach

The Safe System Approach acknowledges that humans make mistakes, that deaths on the roadway are unacceptable, and that transportation facilities should be designed to limit mistakes and protect people from dangerous crashes. The five elements of the Safe System Approach can be seen in Figure 1.

The Hall County Safety Action Plan and associated strategies and action items are guided by the FHWA Safe System Approach principles:

- **Safer Road Users**: Encourage safe, responsible driving and behavior by people who use our roads and create conditions that prioritize their ability to reach their destination unharmed. Safer behavior among individuals can be promoted through targeted safety education campaigns and training, as well as targeted enforcement initiatives.
- **Safer Roads**: Design roadway environments to mitigate human mistakes and account for injury tolerances, to encourage safer behaviors, and to facilitate safe travel by the most vulnerable users. The strategies involve prioritizing safety treatments along the high injury network (HIN), coordinating rural safety improvements, and enhancing safety for vulnerable road users.
- **Safer Vehicles**: Expand the availability of vehicle systems and features that help to prevent crashes and minimize the impact of crashes on both occupants and non-occupants. Under this category, the focus is on incorporating safety technology into County-owned vehicles.
- **Safer Speeds**: Promote safer speeds in all roadway environments through a combination of thoughtful, equitable, context-appropriate roadway design, appropriate speed-limit setting, and enforcement. Actions include identifying and implementing target speeds along HIN corridors and expanding the use of safety cameras in school zones during school hours.
- **Post-Crash Care**: To reduce the frequency and severity of future crashes, it is important to prioritize the use of crash data to identify and address risks proactively. The strategies involve the creation of a multidisciplinary team to identify potential engineering improvements to prevent tragedies from occurring.

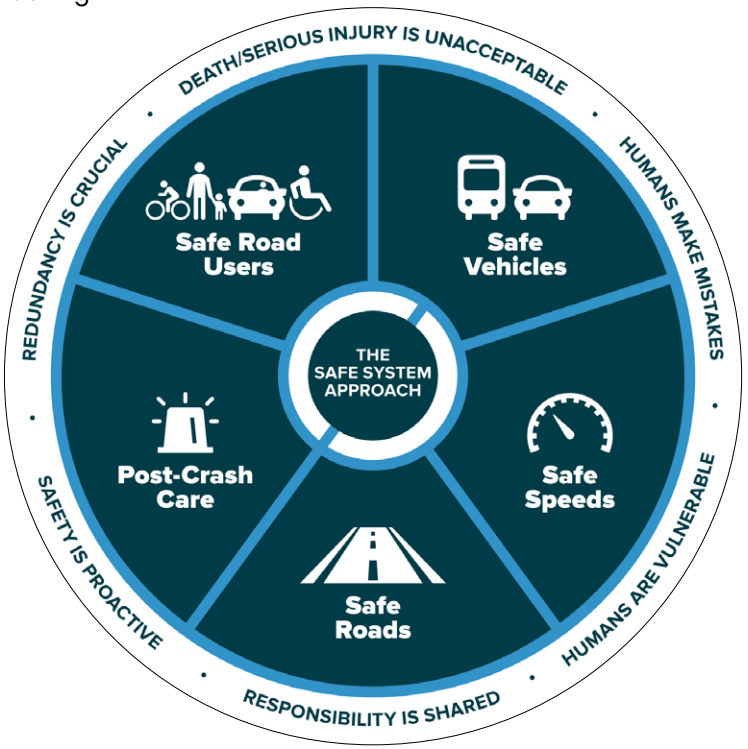


Figure 1 • The Safe System Approach. Source: FHWA

Leadership and Commitment

In 2025, GHMPO committed to eliminating deaths and serious injuries on local, county, and non-interstate state roads by 2050 by adopting a Safe System Approach. Strengthening partnerships and working together will be crucial to achieving the common objective of increasing road user safety. For years, GHMPO, Hall County, and various municipalities have worked toward improving roadway safety through specific efforts, plans and policies, data collection, and analyzing safety data.

Table 1 • Milestones Toward a Safer Transportation Network

YEAR	MILESTONE
2014	Bicycle and Pedestrian Plan Update. The plan focused on the development of shared-use trails as off-road facilities for cyclists and pedestrians.
2017	Sidewalk Inventory Report. The report identified areas for improvement and increased connectivity.
2017	Complete Streets Policy adopted to incorporate Complete Streets improvements at every stage of roadway life (planning, funding, design, construction, operations, and maintenance).
2018	Safety, Bridge and Pavement, and Transit Asset Management performance targets established. Implemented in 2018, and renewed and updated periodically.
2020	Regional Transportation Plan. The plan determined safety objectives to reduce crashes on the region's transportation system.
2025	2025 Bicycle and Pedestrian Plan Update to be adopted in May of 2025.
2025	Hall County finalizes Safety Action Plan.

Call to Action:

In 2025, GHMPO endorsed a Vision Zero goal to eliminate traffic deaths and serious injuries by 2050 on the region's street network.

Through the development of this Safety Action Plan, we identified a roadmap to implementation of strategies, policies, actions, and projects to address safety issues impacting our community. This plan will assist in coordinating resources among agencies, organizations, and individuals of our community.

Steering Committee

The Safety Action Plan was supported by the Hall County Safety Steering Committee. The committee was made up of representatives from across the county (see Table 1), including GHMPO, municipalities, and different County departments, to ensure that the plan was realistic and that responsibility for implementation would be shared among the different agencies. The steering committee met three times during the plan's development process, to gain an understanding of the county's crash profiles, provide expert local input on findings, and collaborate with the project team to develop relevant, practical strategies.

Members of the steering committee shared responsibilities, such as reviewing planning components, participating in interviews, attending and participating in stakeholder meetings, providing expert input and connections to other important stakeholders as needed, and collaborating with Hall County staff and the consultant project team in the development of the Hall County Safety Action Plan.

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Hall County Fire Department	Jerry Smith, Fire Chief Brenda Brady, Administrative Secretary
Hispanic Alliance	Vanesa Sarazua, Founder and CEO
Greater Hall Chamber of Commerce	Anna Hester, Executive Director, Vision 2030

02 Safety Analysis

White Sulphur Road,
Gainesville, GA

Where Are the Most Unsafe Streets?

Some streets are more dangerous than others. By determining which streets have the highest concentrations of crash-related injuries or deaths, Hall County can focus improvements where they will save the most lives.

What Is a High Injury Network?

Official Safety Action Plan guidance released by the Federal Highway Administration (FHWA) cites eight specific components of successful plans, including a full safety analysis. As part of that, a "geospatial identification of higher-risk locations (a high injury network or equivalent)" is needed. Simply put, a high injury network (HIN) represents the portions of the roadway network where there is a high frequency of severe crashes. Identifying HINs can help target safety improvements and guide investments. For Hall County, the HINs were developed using crash data for all roads excluding I-985.

Hall County's HINs

For the purposes of Hall County's Safety Action Plan, the project team developed four separate HINs using data from 2018 through 2022—one HIN for bicyclists and pedestrians; one for motorcyclists; and one for all modes of travel. Identifying HINs by mode of travel allows Hall County to identify issues that may present specific risks to certain groups of travelers or types of crashes. The team also developed a high injury intersection network (HIIN), focused on intersections that have the largest concentration of fatal or serious injury crashes. This HIIN can help the County address a range of safety issues specific to intersection design and configuration.

Crash Weighting and Multipliers

To focus on the most severe crashes and most vulnerable road users, numerical scores were assigned to crashes to account for severity, number of victims, and demographics. Using relevant case studies and learned experience, weights were determined that balanced emphasizing fatal and severe injury crashes, without diminishing the risks still posed by minor injury crashes. Each crash was assigned a severity score based on three factors:

Severity: fatal crashes were given a value of 25, serious injury crashes were given a value of 10, and minor injury crashes were given a value of 1.

Number of Victims: crashes involving two or more severe injuries or fatalities had their values multiplied by 1.5.

Equity: crashes that occurred within areas identified as equity emphasis areas were multiplied by 2.0 for each of three factors (for a potential final multiplier of 8.0 if all three are met).

Equity emphasis areas, see Figure 2, were identified using Justice40 metrics and census data. A total of 11 census tracts were identified as equity emphasis areas (see Chapter 2 for details).

The final aggregated and weighted severity score is calculated as follows:

(weighted severity score) x (victim multiplier) x (transportation equity multiplier) x (linguistic equity multiplier) x (income equity multiplier) = (final severity score)

The crash severity scores were then linked to road segments. Major corridors were divided as closely into 500-foot segments as possible to normalize scores for roadway length.[1] Crashes that occurred within 30 feet of each segment's centerline were spatially joined to the road segment and aggregated to the severity portion's total severity score. The final severity score was then calculated for each segment.

1 The project team undertook an intense "network smoothing" effort to eliminate short gaps and spurs in roadways that might skew final scoring efforts; this involved removing and merging of roadway segments less than 500 feet in length with other roadway segments to increase overall length.

33,697

The project team analyzed 33,697 crashes that occurred between January 1, 2018 and December 31, 2022 (excluding along I-985).

130

During that period, 130 people lost their lives in crashes along Hall County roadways.

625

Another 625 individuals suffered serious injuries from 495 separate crashes within Hall County.

Motorcycle High Injury Network

During the analysis period, 471 crashes involved motorcycles, representing 1.40% of all non-interstate crashes. However, 99 of these resulted in fatal and severe injury crashes, representing 16.02% of all fatal and severe injury crashes in Hall County. Motorcycle crashes disproportionately result in serious injuries and fatalities, compared to crashes overall—an indication that motorcycle crashes tend to be more dangerous. Having a motorcycle HIN (MHIN) will allow Hall County to tailor potential policy and design solutions specifically to reduce risks for motorcyclists (see Map 1). See page 16 for a full overview of Hall County's MHIN.

Bicycle/Pedestrian High Injury Network

More than 200 crashes involved pedestrians or bicyclists within Hall County between 2018 and 2022—making up just 0.61% of all crashes. However, bicycle and pedestrian crashes make up 8.9% (55 crashes) of all fatal and severe injury crashes. Crashes that involve these vulnerable users are significantly more likely to result in serious or fatal injuries. In total, eight crashes involved cyclists, and 47 crashes involved pedestrians between 2018 and 2022. A bicycle/pedestrian HIN (BPHIN) can help Hall County target bicycle- and pedestrian-appropriate safety improvements where they are most needed. See page 18 for a full overview of Hall County's BPHIN.

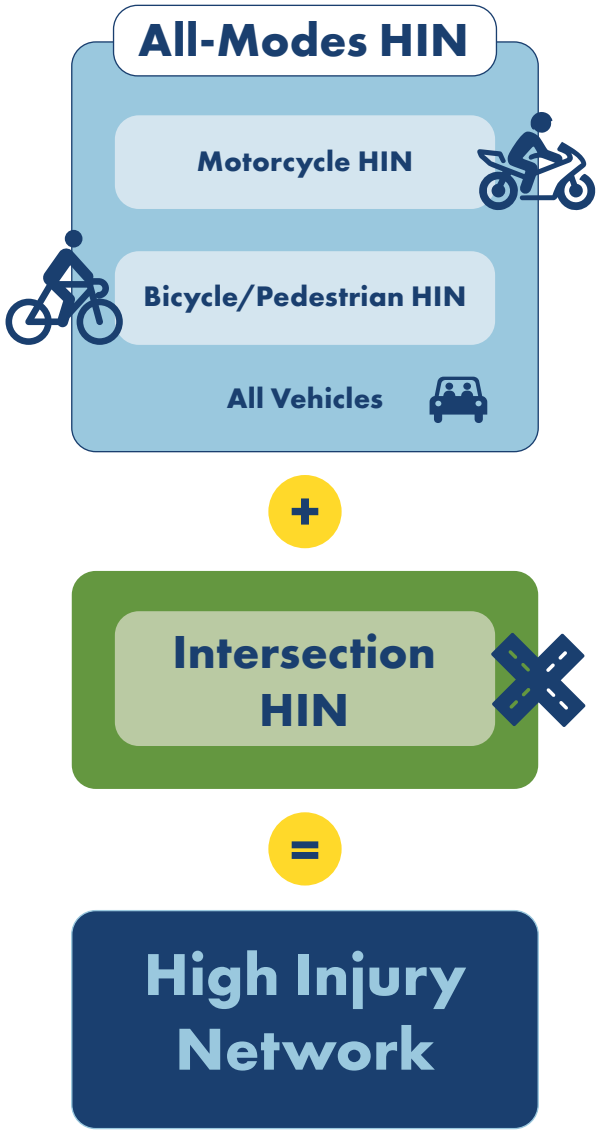
All-Modes High Injury Network

In addition to the mode-specific HINs, the team also analyzed all crashes, regardless of vehicle type or mode of travel. An all-modes HIN (AMHIN) helps pinpoint where fatal and severe injury crashes are more likely to occur, regardless of who is driving, or what vehicle is involved. Of the 33,697 total crashes that occurred within Hall County during the study period, 618 crashes (2.18%) resulted in serious or fatal injuries, seriously injuring or killing 755 individuals. See page 20 for a discussion of the AMHIN.

High Injury Intersection Network

Intersections are frequently the site of a range of serious injury and fatal crashes, due in part to the number of potential conflict points between vehicles, pedestrians, and bicyclists. Hall County's HIIN was developed in a similar manner to the HINs for roadway corridors. Using the same crash severity scores, the HIIN comprises all crashes within 300 feet of intersections that involve at least one collector roadway (or road with equal or higher functional classification). See page 22 for further discussion of the HIIN.

For additional information on the High Injury Network Methodology, see Appendix A.



Equity Emphasis Areas

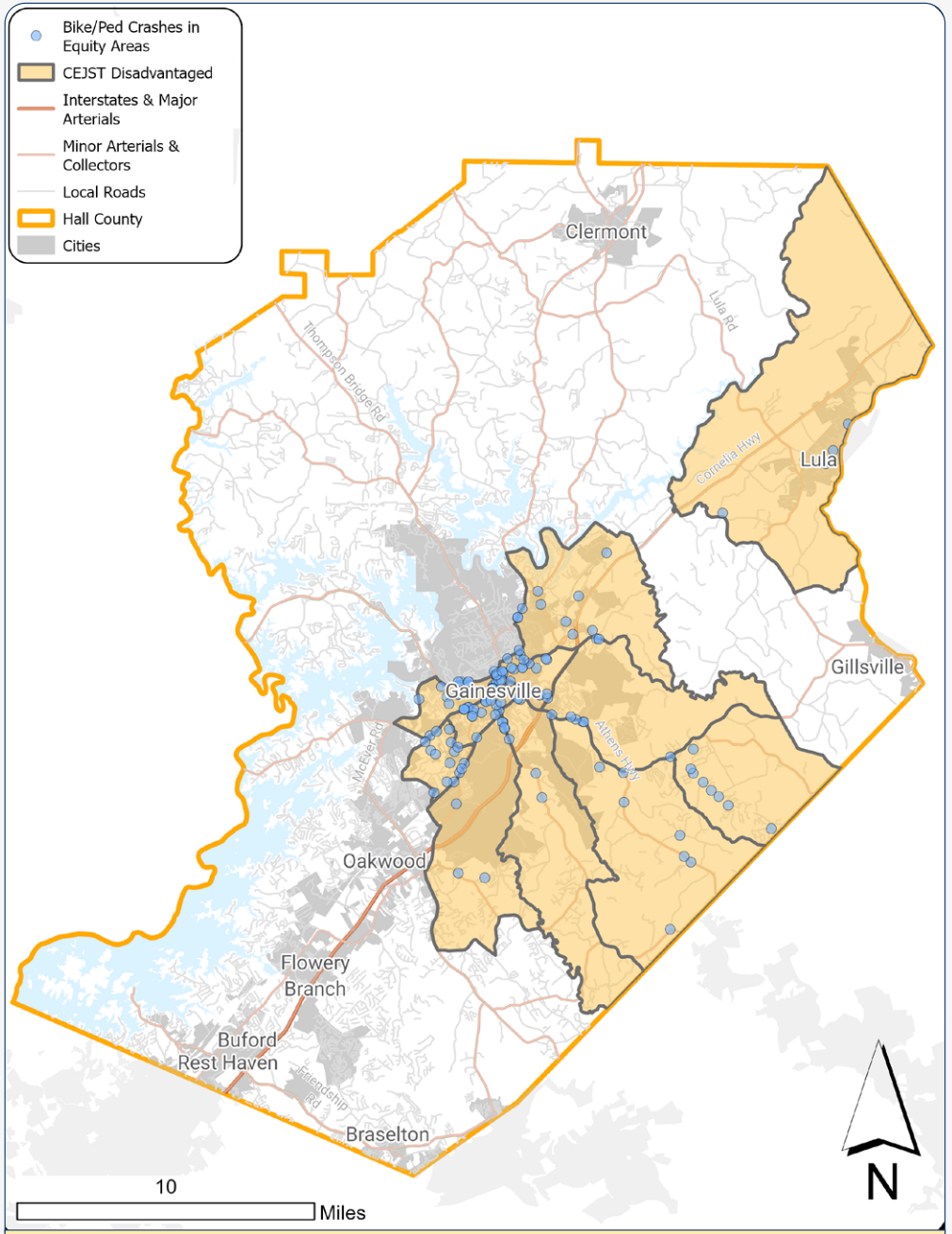
Equity considerations are required for any plan funded through the Safe Streets and Roads for All (SS4A) program. Furthermore, the US Department of Transportation (USDOT) has identified equity as a department-wide strategic goal, and to that end, provides resources and guidance to help communities identify historically disadvantaged, underserved, and overburdened populations. A variety of socioeconomic and demographic characteristics are considered as part of these analyses, including statistics related to income, race/ethnicity, educational attainment, health, housing, transportation, and others.

Using the federal government's Justice40 initiative as a guide, 11 census tracts within Hall County were determined to have significant populations of "disadvantaged" people and households, as shown in Figure 2. The areas identified as disadvantaged are roughly in the central and southeastern portions of the county, with an additional tract in the northeast around the city of Lula. Characteristics of these areas include lower-income households, lower high school graduation rates, greater barriers to transportation, higher instances of heart disease, and closer proximity to contaminated sites requiring monitoring by the US Environmental Protection Agency.

These areas represent about 45% of the land area of Hall County and are also the site of roughly 48% of all crashes in Hall County (excluding those on I-985) between 2018 and 2022. A comparison of crashes within disadvantaged areas to totals in Hall County overall reveals that pedestrian-related crashes are far more likely in disadvantaged areas: 64% of all pedestrian crashes in the county occurred in disadvantaged census tracts (107 out of 167 crashes). On the whole, serious injury and fatal crashes in disadvantaged areas are on par proportionately to the total in Hall County: 292 in equity emphasis areas compared to 618 total, or roughly 47%.

For additional information on the Equity Analysis Methodology and Results, see Appendix A.

Figure 2 • Equity Emphasis Areas



Locations of bicycle and pedestrian crashes in Census tracts identified as being historically disadvantaged using Justice40 criteria and census/demographic data are shown here. Equity emphasis areas make up 45% of all land area within Hall County.

Motorcycle High Injury Network

Because they are relatively unprotected compared to drivers or passengers of other types of vehicles (e.g., sedans and pickup trucks), motorcyclists can be considered vulnerable roadway users—similar to pedestrians and bicyclists. In addition to the lack of physical protection, factors such as speed, turning movements, and visibility may also be correlated with motorcycle crashes.

During the study period (2018 to 2022), 471 motorcycle-related crashes occurred on non-interstate roads within Hall County. A breakdown of those crashes by severity can be seen below. The MHIN includes 100% of all fatal, serious injury, and visible/minor injury motorcycle crashes. These tend to be concentrated along roads with higher speeds in the central and southern parts of the county, and in Gainesville, as shown in Map 1. Key corridors include:

- Cornelia Highway
- Nopone Road
- Holiday Road/Friendship Road

Figure 3 • Motorcycle Crashes by Severity

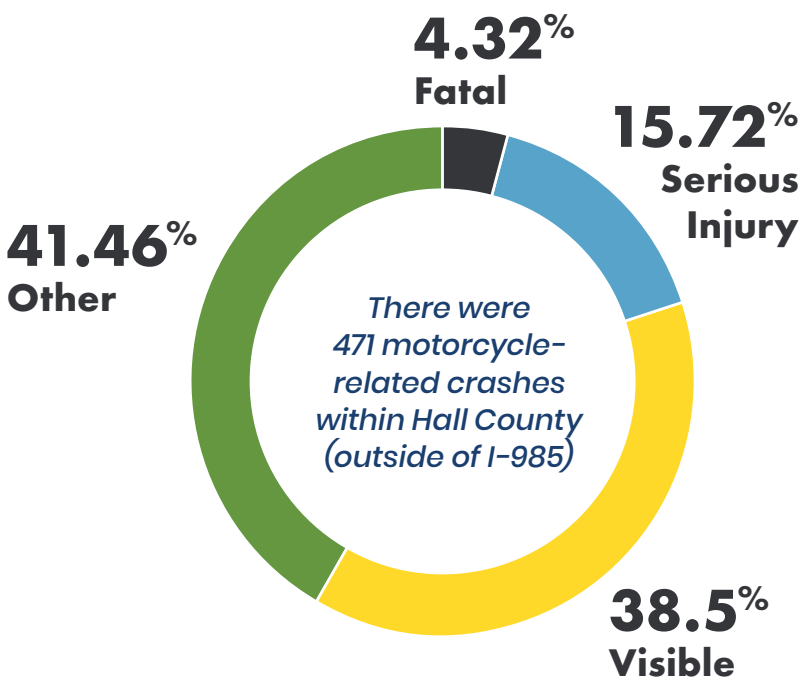
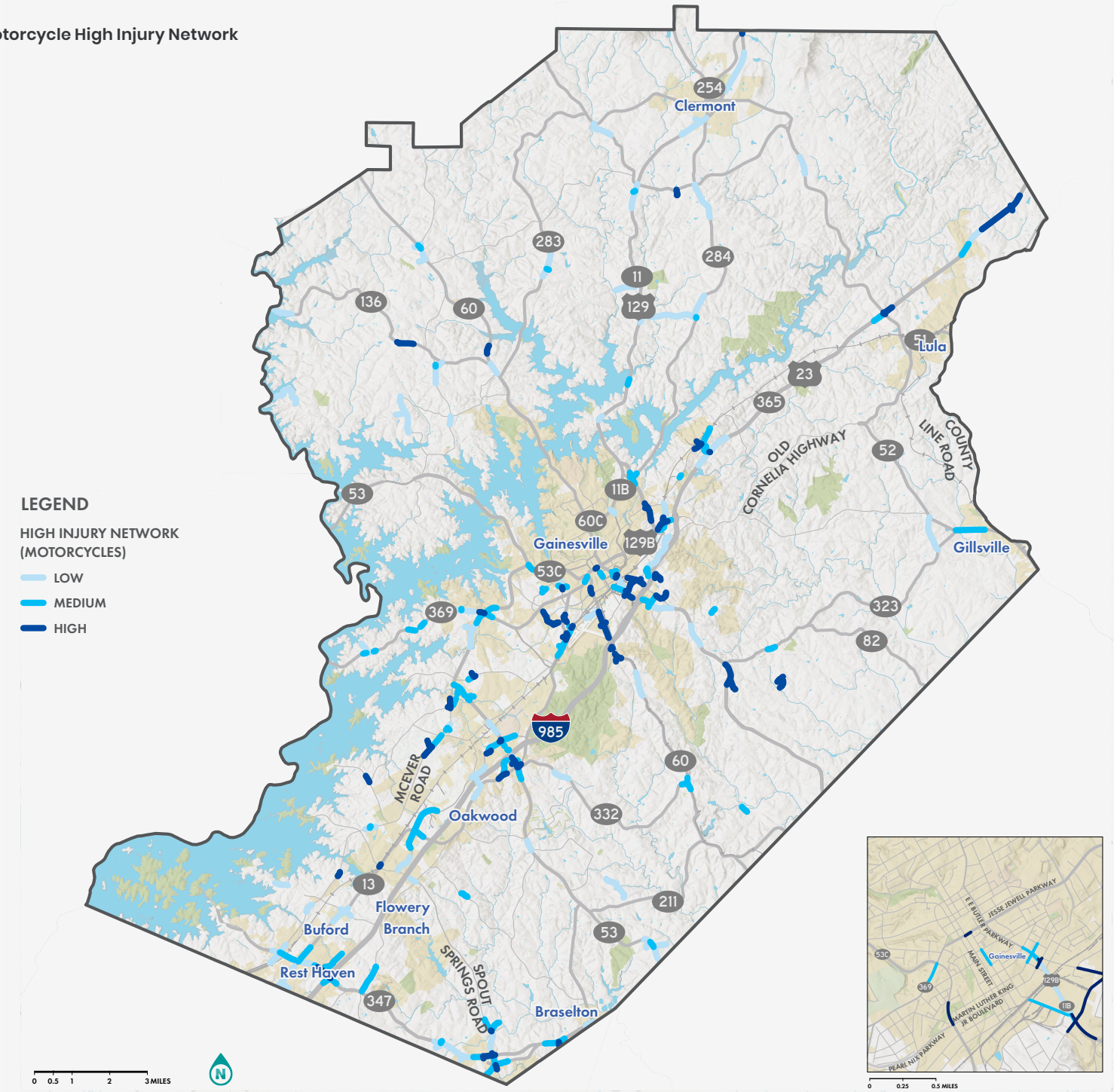


Table 2 • Motorcycle Crashes by Year & Severity

YEAR	FATAL	SERIOUS INJURY	OTHER	TOTAL
2018	5	10	71	86
2019	1	11	76	88
2020	2	23	64	89
2021	4	15	78	97
2022	9	19	83	111

Map 1 • Motorcycle High Injury Network



Bicycle/Pedestrian High Injury Network

Perhaps even more vulnerable than motorcyclists, both bicyclists and pedestrians are at higher risk of crashes and traffic violence. Like motorcyclists, they are also considered vulnerable road users. In total, 206 crashes involved either a pedestrian or a bicyclist. Of these, 54 (26%) resulted in fatal or serious injuries. The BPHIN includes 100% of all fatal injury, serious injury, and visible/minor injury bicycle/pedestrian crashes. This includes:

- 19 fatal crashes
- 35 serious injury crashes
- 59 visible injury crashes

Most crashes involving pedestrians within Hall County between 2018 and 2022 were located closer to historic city centers with diverse land uses and active commercial activity. In fact, a majority of the BPHIN within Hall County is located within incorporated areas of the county, such as Gainesville, as well as other cities (see Map 2). Key corridors within the BPHIN include:

- US 129/Athens Highway
- Holly Springs Road
- Lula Road

While the majority of pedestrian- and bicyclist-related crashes occurred near intersections, there were also a significant number of pedestrian/bicyclist crashes away from intersections on corridors that lack sidewalks. In total, during the analysis period, 21 fatal and severe injury crashes, involving pedestrians or bicyclists occurred on corridors that did not have sidewalks present, representing roughly 38% of all severe bicycle/pedestrian crashes. This includes seven fatal injury crashes (all involved pedestrians), and 14 serious injury crashes (four bicyclist crashes and 10 pedestrian crashes). Crashes fitting this profile pose a significant risk for bicyclists and pedestrians, indicating a need to systematically address the lack of sidewalk along corridors throughout the county.

21

Twenty-one serious and fatal injury crashes involving pedestrians or bicyclists occurred along rural corridors with no sidewalks present.

17

Seventeen of these crashes (81% of the 21 total along rural corridors with no sidewalks) took place along collectors and arterials.

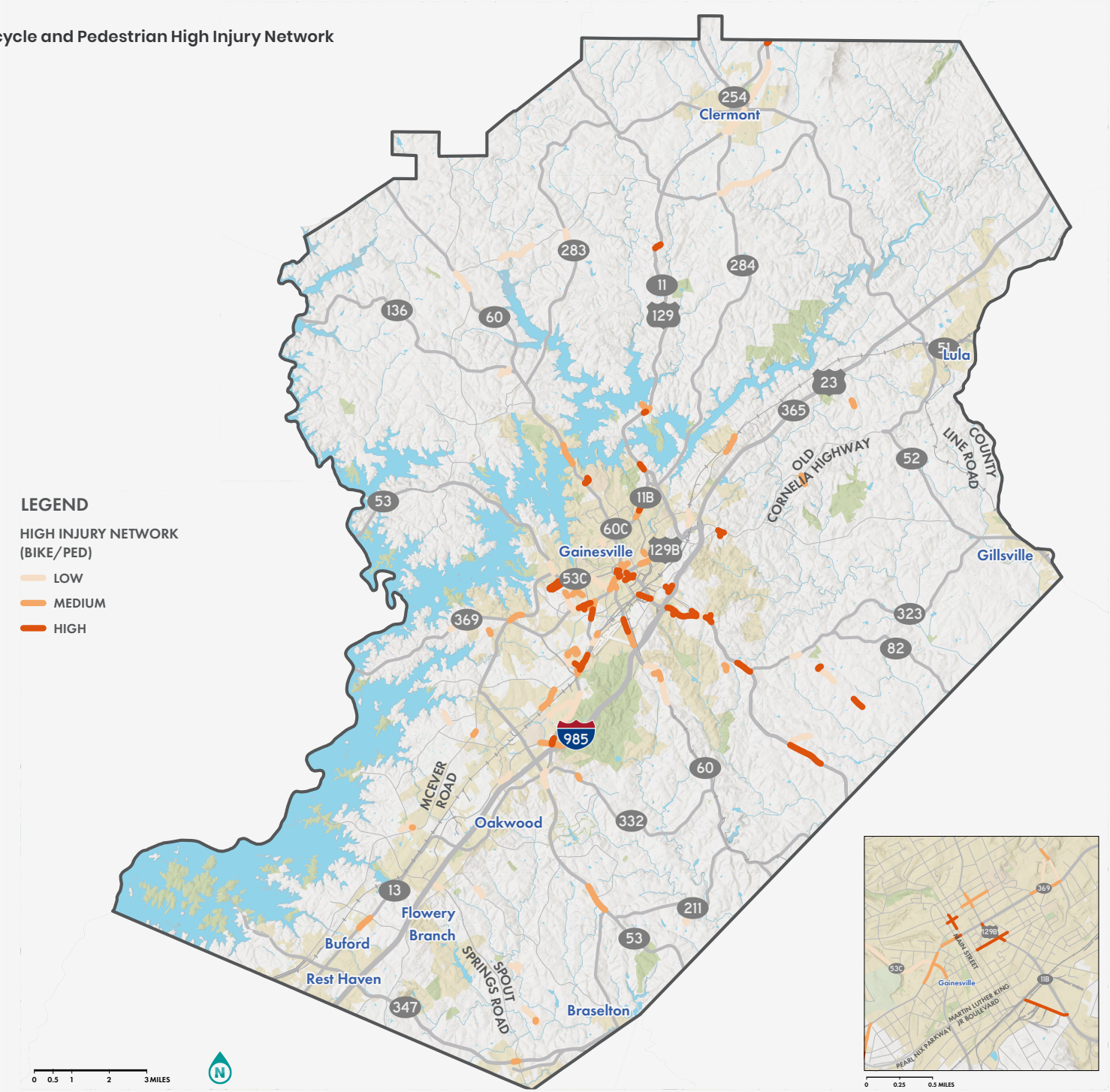
40%

Of the 21 severe and fatal injury crashes where no sidewalks were present, 40% involved crashes with a sports utility vehicle.

10%

Only 10% of all the crashes involving bicyclists or pedestrians also involved a passenger car (most severe outcomes came from larger vehicles).

Map 2 • Bicycle and Pedestrian High Injury Network



Safety Emphasis Areas

Safety emphasis areas are used to identify priorities for safety improvement, based on observed trends in disproportionate or high rates of severe crashes in select categories. In 2022, the update to Georgia's Strategic Highway Safety Plan identified 10 emphasis areas that represent "the top contributing factors of crashes, serious injuries, and fatalities in Georgia":

1. **Intersections**
2. Roadway Departures
3. **Pedestrians**
4. **Bicycles**
5. Older Driver Related (65+)
6. **Motorcycles**
7. Impairment Related
8. Young Driver Related
9. Aggressive Driving Related
10. Distracted Driving Related

Of the 10 statewide emphasis areas, **four** (shown in bold above) are reflected directly in Hall County's HINs, while others helped guide development of crash profiles.

All-Modes High Injury Network

The AMHIN includes crashes among all modes of travel. As with most communities, the roadways that carry the most traffic and have higher speeds tend to be sites of higher numbers of severe crashes. As mentioned previously, this analysis excludes crashes along I-985 to focus on roads that Hall County can more readily address.

Map 3 shows the AMHIN. As shown, when all modes of travel are considered, the roadways with the greatest likelihood of crashes that result in serious or fatal injuries tend to be the ones that carry high volumes of vehicles at higher speeds. Roads in this network are concentrated in Gainesville, in smaller population centers, and along key corridors, such as Thompson Bridge Road, US 129/ Cleveland Highway, and Cornelia Highway.

The AMHIN encompasses the vast majority of all fatal, serious injury, and visible/minor injury crashes:

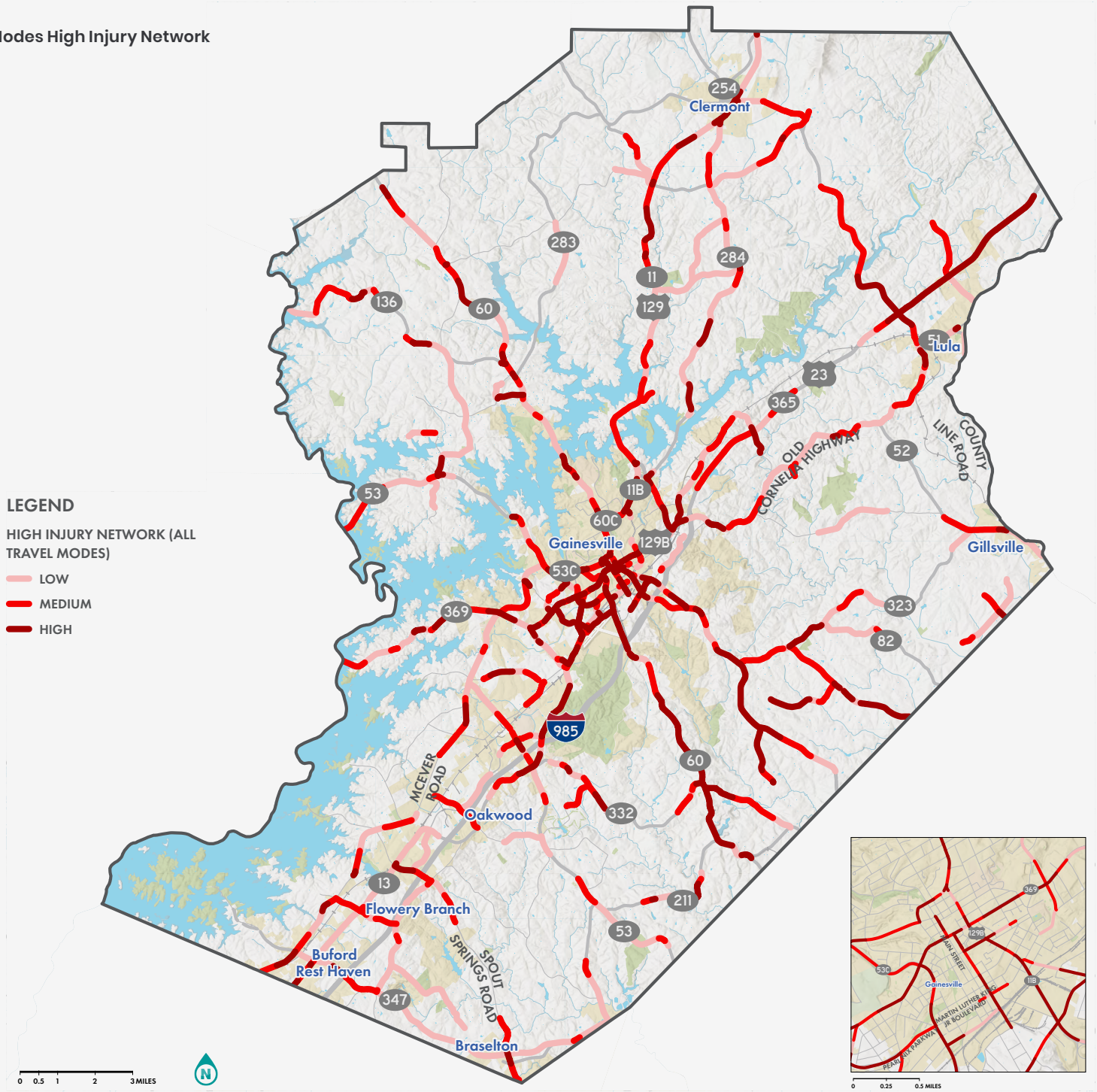
- 122 fatal crashes (99%)
- 471 serious injury crashes (95%)
- 1,999 suspected injury crashes (76%)

A number of trends emerged during the analysis, confirming that Hall County shares several of the same safety emphasis areas identified within both the Georgia Strategic Highway Safety Plan and in the Atlanta Regional Commission's Regional Safety Strategy—see the sidebar at left. In addition, several design and behavioral characteristics appear to be strongly correlated with severe crashes in Hall County. For example, the following categories stood out as significant when analyzing severe crashes:

- Lack of sidewalks
- Unlit/non-daylight corridors
- Speed-related crashes in rural areas
- Speed-related crashes on collectors and arterials
- Intersection-related crashes along high-speed corridors

A more thorough breakdown of the emphasis areas and data trends identified as part of the crash profile development process can be found on page 24.

Map 3 • All Modes High Injury Network



Most Dangerous Intersections

All intersections analyzed were scored following the collision scoring and weighting described on page 12. The following represent the top 10—those intersections that experience the most severe crashes in Hall County (not just the highest number of crashes):

1. Atlanta Hwy. at Thurmon Tanner Pkwy.
2. Athens Hwy. at Highlands Village Rd.
3. Athens Hwy. at Smallwood Rd.
4. Cornelia Hwy. at Athens St.
5. Candler Rd. at Lee Land Rd.
6. Atlanta Hwy. at Valley Green Dr.
7. Cornelia Hwy. at Lula Rd.
8. Candler Rd. at Silverwood Dr.
9. EE Butler Pkwy. at MLK Jr. Dr.
10. Candler Rd. at Construction Dr.

There are several "repeat offender" corridors on the list of the top 10 most dangerous intersections that may signal larger corridor-wide systemic safety issues as well as specific intersection concerns.

High Injury Intersection Network

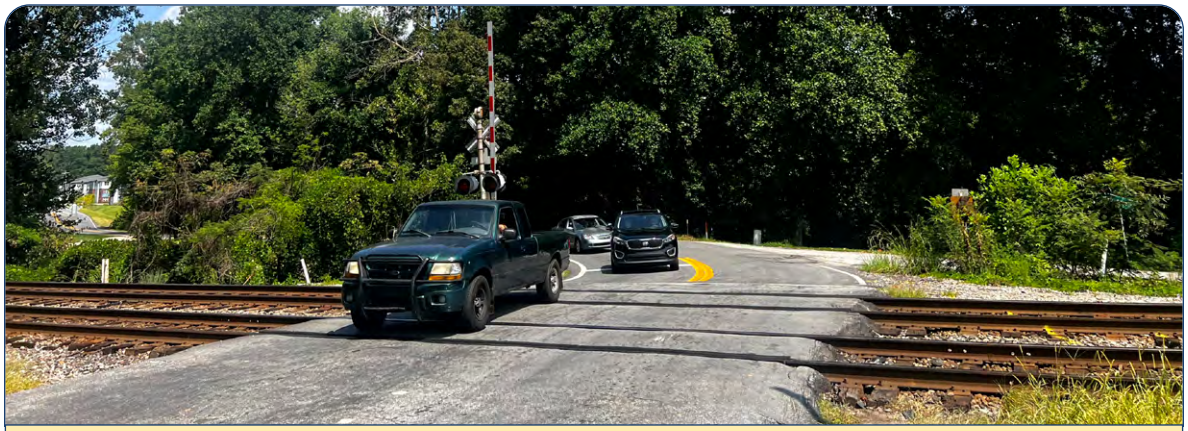
The HIIN includes 310 signalized and unsignalized intersections throughout Hall County. Crashes that occurred within 300 feet of intersections were analyzed for the purposes of creating the HIIN. Taken together, those 310 intersections were the site of roughly 50% of all fatal, serious injury, and visible/minor injury crashes between 2018 and 2022. In total, the HIIN encompasses:

- 31 (42%) of fatal injury intersection crashes (73 total)
- 175 (54%) serious injury intersection crashes (324 total)
- 829 (46%) visible injury intersection crashes (1,767 total)

As shown in Map 4 intersections prone to fatal and severe crashes tend to be located along high-traffic and higher-speed corridors or within more densely populated areas, such as Gainesville. In particular, key corridors include:

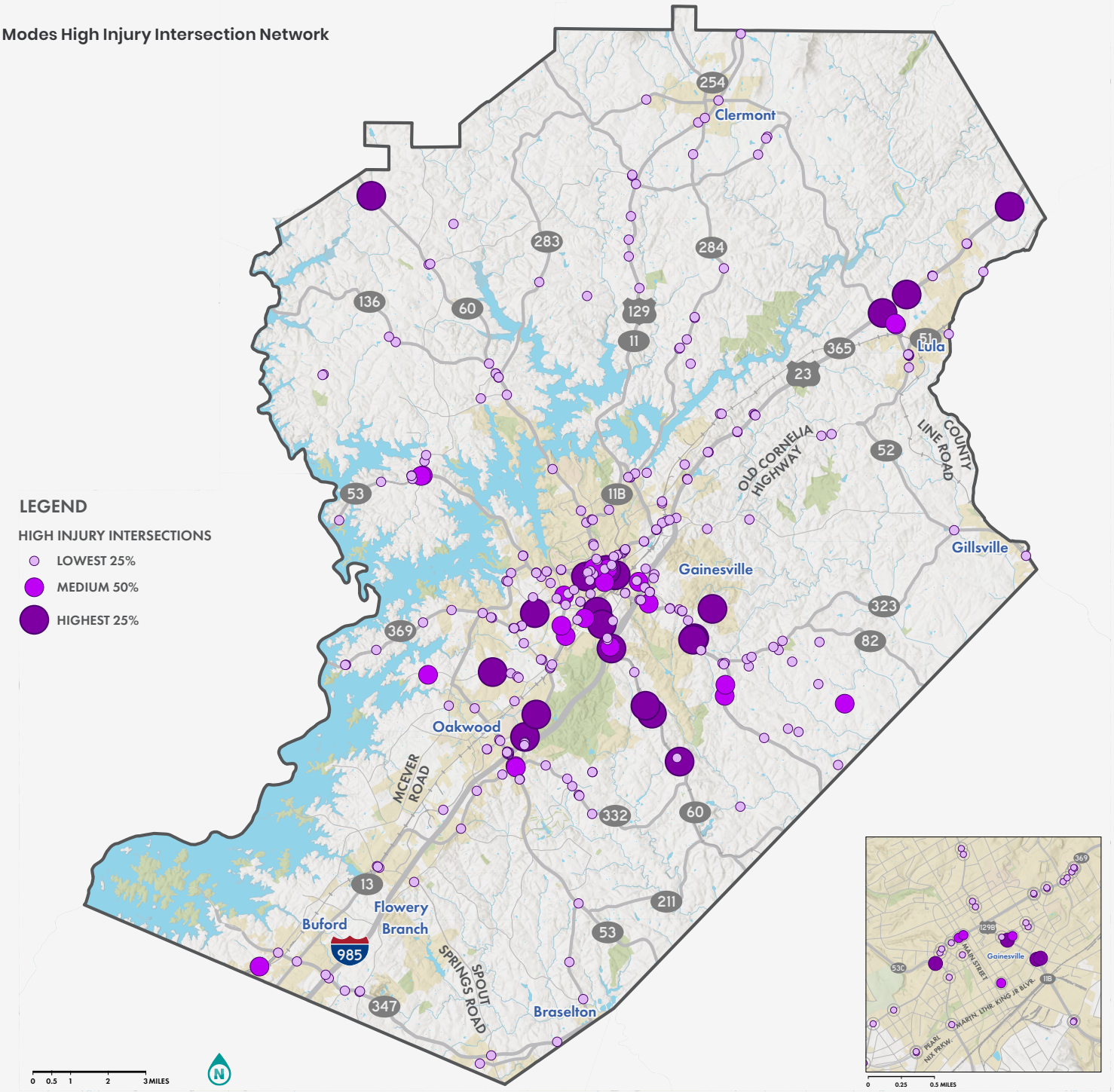
- Cornelia Highway
- Green Street
- Holiday Road/Friendship Road
- Jesse Jewell Parkway
- Queen City Parkway
- Thompson Bridge Road

As noted, the HIIN includes all modes of travel. Naturally, there is some overlap between crashes included in this network and crashes in other HINs. Among severe crashes within 300 feet of intersections, motorcycle crashes on collectors and arterials stood out. Between 2018 and 2022, there were 37 serious injury and 8 fatal motorcycle crashes near intersections.



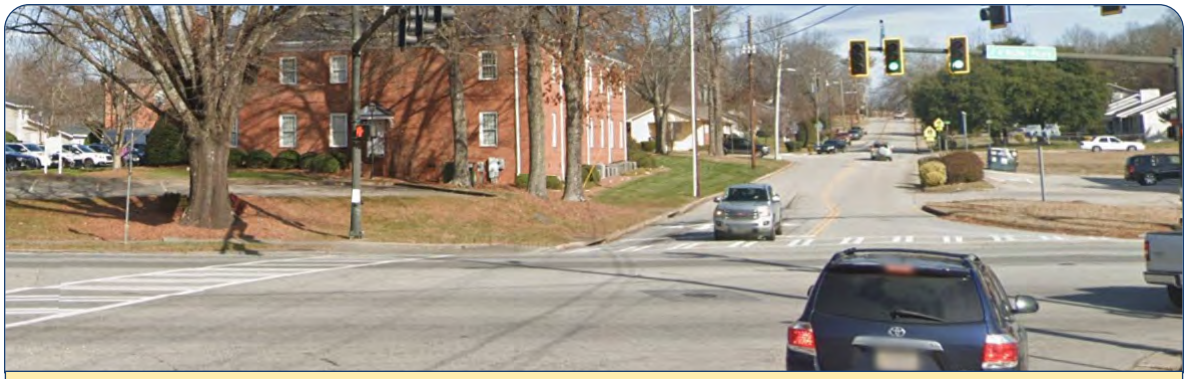
Example of High Injury Intersection Network: White Sulphur at Railroad/Crescent Drive/Pine Valley Road Intersection, Gainesville, GA

Map 4 • All Modes High Injury Intersection Network



Crash Profiles

Addressing traffic safety concerns involves various steps. Crash profiles represent a subset of crashes that are more likely to result in fatal or severe injury crashes within the county. Through the safety analysis, the identification of crash profiles was key to evaluate patterns and trends in crashes in Hall County. These crash profiles focus on crash types that can be addressed by proposed projects or policies in the future, helping determining the causes and potential safety treatments. This chapter provides information on the eight selected crash profiles for this project, and the reasons for their selection. To see the Crash Profile Methodology Memorandum and detailed Crash Profiles, see Appendix A.



The intersection of EE Butler Pkwy. and College Ave. in Gainesville was the site of a fatal pedestrian crash on August 1, 2019. The crash occurred outside daylight hours (8:49 p.m.), and shortly after it had rained (wet pavement conditions were present).

As an example, Intersection-Related Motorcycle Crashes on Collectors and Arterials is one of the crash profiles developed for this study. As the name would suggest, crashes that were included in this crash profile would necessarily have to include at least one motorcycle, be located near an intersection, and have taken place on a road classified either as a collector or an arterial. A motorcycle collision that occurred on the freeway would not be included within that crash profile.

Crash Profile #1 – Non-Intersection Pedestrian/Bicyclist Crashes on Corridors without Sidewalks: Of the 206 pedestrian- and bicyclist-related crashes between 2018 and 2022 in Hall County, 55 resulted in fatal (K) and severe (A) injury crashes (KA crashes). Of those 55 fatal and severe injury crashes involving pedestrians or bicyclists, 37 (67.27%) occurred on major or minor arterials. In addition, most of these crashes (26, or 47.27%) occurred away from intersections, crosswalks or sidewalks—meaning pedestrians and bicyclists traveling along major corridors are particularly at risk for fatal and severe outcomes should a crash occur.

Crash Profile #2 – Pedestrian Crashes at Intersections within Incorporated Cities: Between January 1, 2018, and December 31, 2022, 618 fatal and severe injury crashes occurred within Hall County. Of those 618 crashes, 231 (37.38%) occurred within incorporated areas of the county. In addition, of the 167 pedestrian-related crashes (of all severities), 94 (56.29%) occurred within incorporated areas (Braselton, Clermont, Flowery Branch, Gainesville, Lula, and Oakwood). These crashes are characterized as occurring within denser population areas with a greater mix of land uses.

Crash Profile #3 – Non-Daylight Roadway Departure Crashes in Unlit Areas: Of the 201 non-daylight crashes in unlit areas that resulted in fatal and severe injury crashes within Hall County from 2018 to 2022, 85 (42.29%) were roadway departure crashes. These crashes occurred along diverse roadway types (the crash profile breaks these down by functional class and look at posted speed limit). Helping keep vehicles on roadways in unlit areas represents a significant opportunity to address an ongoing source of KA crashes within the county.

Crash Profile #4 – Intersection-Related Motorcycle Crashes on Collectors and Arterials: Of the 471 crashes involving motorcycles within Hall County from 2018 to 2022, 378 (80.25%) occurred on roads classified as collectors or arterials (meaning only 93 occurred on local roadways, despite local roadways making up a significant majority of roadway miles within the county). Furthermore, of the 471 crashes involving motorcycles, 99 (21.02%) resulted in either fatal and severe injury crashes.

Crash Profile #5 – Speed-Related Crashes in Rural Parts of Unincorporated Hall County: Of the 387 fatal and severe injury crashes that occurred within unincorporated areas of Hall County from 2018 to 2022, 158 (40.83%) involved excessive speed, reckless driving, or a driver losing control of the vehicle—making up the largest portion of such KA crashes.

Crash Profile #6 – Intersection-Related Head-On and Angle Crashes: Of the 618 fatal and severe injury crashes that occurred within Hall County between 2018 and 2022, 297 (48.06%) were the result of angle or head-on collisions. This includes all mode types. Specifically, 219 of the 297 crashes (73.74%) occurred at intersections. Finding a way to make intersections safer will address a significant source of KA crashes within the county.

Eight fatal or severe injury crashes within Crash Profile #7 occurred along Cleveland Hwy. north of Lake Lanier/Gainesville. This portion of Cleveland Hwy. includes a rural typical section, with no streetlights present. Of the eight crashes, five did not involve another vehicle.

Crash Profile #7 – Dark and Not-Lighted Crashes on Arterials: "Dark-not lighted" crashes make up only 15.84% (5,338) of all crashes (33,697), and they make up 29.29% (181) of all KA crashes (618)—indicating a significant over-representation of these crashes among those that result in fatal and severe injuries. This trend is consistent across all modes. Furthermore, 102 (56.35%) of those 181 crashes occurred on arterials (both minor and major).

Seven fatal or severe injury crashes within Crash Profile #8 occurred along Limestone Pkwy. south of Lake Lanier/Gainesville. This portion of Limestone Pkwy. is a divided highway with a grassed median present intermittently along the corridor.

Crash Profile #8 – Signalized Intersection-Related Crashes on Non-Interstate Roads with Speeds of 45 Miles per Hour (mph) or Greater: Speed is a fundamental risk factor in traffic and is inextricably linked to crash severity. Of the 618 fatal and severe injury crashes that occurred within Hall County during the analysis period, 469 (75.89%) took place on roadways that had speed limits equal to or above 45 mph. In addition, 291 of those 469 (62.05%) were intersection related.

03

Community Engagement and Collaboration

Alta team engages with public at Public Meeting, February 2025.

What do Hall County residents think?

The Hall County Safe Streets and Roads for All (SS4A) project is an initiative led by Hall County in collaboration with the Gainesville-Hall Metropolitan Planning Organization (GHMPO) and the Cities of Oakwood, Flowery Branch, and Gainesville, to create a Safety Action Plan—a strategic roadmap to identify, address, and mitigate traffic safety issues. Central to this effort was a robust engagement strategy aimed at raising awareness of the initiative, fostering community participation, and ensuring that diverse voices influenced the planning process. This chapter outlines the engagement activities undertaken for the Hall County SS4A project, highlighting key methods, findings, and the overall impact of these efforts.

Stakeholder Mapping Workshop

In May 2024 the project team gathered for an internal workshop to conduct a rigorous stakeholder mapping process to identify and categorize key stakeholders for the project. Stakeholder mapping in engagement is a strategic process that involves identifying, analyzing, and categorizing individuals or groups who have an interest or stake in a particular project, initiative, or organization.

This mapping aims to understand the relationships, interests, and influence of various stakeholders to effectively engage and manage their involvement throughout the course of a project. By identifying stakeholders and the level of impact this project has over their lives, the engagement team was able to create a tailored engagement strategy for each identified group with a unique and appropriate approach to allow for more effective communication and relationship-building.

OUR PARTNERSHIP WITH THE HISPANIC ALLIANCE GA, LA ALIANZA

The Hispanic Alliance GA, La Alianza (Hispanic Alliance), played a crucial role in strengthening engagement with Gainesville's Latino community. The Hispanic Alliance's project contributions included participating in the stakeholder mapping workshop, generating ideas for engagement activities, attending the public meeting, and distributing digital and print surveys.

The Hispanic Alliance promoted and shared project information with about 1,500 families monthly. Families that visited the Hispanic Alliance offices for services were asked specifically what areas in the county faced the most pressing transportation safety concerns. The Hispanic Alliance staff assisted patrons filling out Spanish written surveys, significantly widening the reach of responses.

HISPANIC ALLIANCE GA
LA ALIANZA

The Hispanic Alliance also promoted the public meetings and survey through social media platforms, informing their 8,440 followers.

Additionally, they hosted project materials in their office, further increasing accessibility. Their partnership was instrumental in ensuring targeted outreach to Latino residents had a voice in the process, reinforcing our commitment to representative community engagement.

Community Engagement Strategy

PUBLIC MEETINGS

Two public meetings were held for this project to engage the community, gather feedback, and ensure that proposed safety and mobility improvements align with residents' needs.

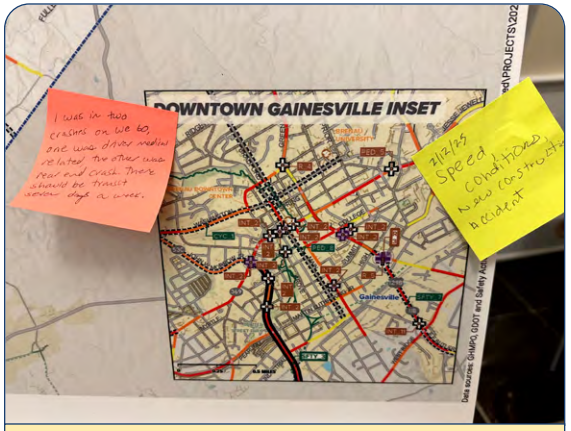
Public Meeting #1: Introducing the Project and Gathering Input

The first public meeting took place on August 22, 2024, at the Hall County Government Center in Gainesville, GA, from 5 p.m. to 7 p.m. Designed to introduce the project to the community, the meeting also aimed to gather input on traffic safety concerns, increase public participation in the survey, and foster dialogue around the region's transportation challenges. As part of a dual outreach effort, the meeting also incorporated engagement for the GHMPO's Bike and Pedestrian Plan and Metropolitan Transportation Plan. Twenty-six community members attended, providing valuable local insights.

Public Meeting #2: Presenting Recommendations and Prioritizations

The second public meeting was held on February 18, 2025 from 5p.m. to 6:30p.m. at the Roy Franklin Hoover Jr. Public Safety Center as part of a broader transportation outreach initiative for four regional projects. The focus of this meeting was to present project recommendations and prioritizations, ensuring they reflected community needs. Twenty-two community members participated in the discussion, providing feedback on proposed improvements.

Public meetings were conducted as part of the community engagement strategy.



Maps were provided at public meetings to help explain the analysis and findings.

Across both meetings, community feedback reinforced several key themes:

- **Safety Concerns:** All transportation modes (bicyclists, drivers, and pedestrians) reported feeling unsafe due to high vehicle speeds.
- **High Injury Networks (HINs):** Nearly all crashes and near-misses identified by attendees aligned with the mapped high injury corridors.
- **Crash Profiles:** Participants expressed particular concern for pedestrian and bicyclist crashes, especially in areas lacking sidewalks and safe crossings.
- **Project Recommendations:** Meeting attendees felt project recommendations adequately addressed areas of concern.

These meetings not only provided critical public input but also helped shape the project's approach to improving transportation safety and accessibility in Gainesville.

The Safety Action Plan public meetings were jointly hosted with other similar planning efforts to maximize turnout and participations.

PUBLIC SURVEY

To complement in-person engagement, the project team conducted a public survey from August 2024 through September 2024 for a total of six weeks. Designed to capture the perspectives of Hall County residents and employees, the survey played a critical role in reaching a broader audience, particularly those unable to attend public meetings. A total of 60 responses were collected, with 44% completed in Spanish. For the Public Survey Report, see Appendix B

Outreach and Promotion

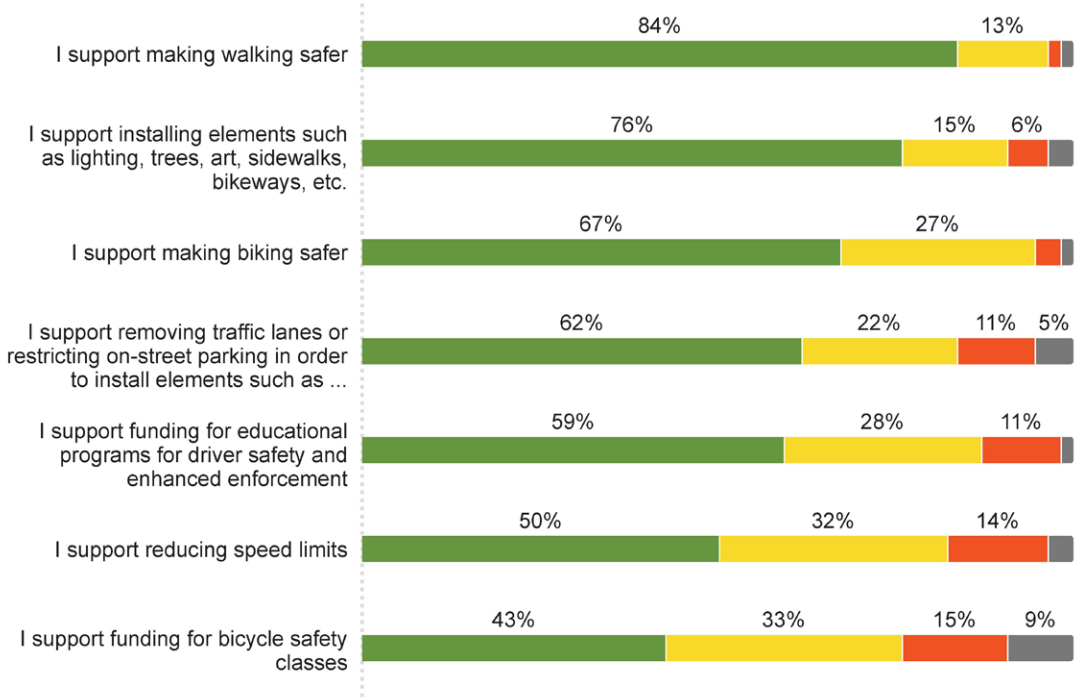
The survey was promoted through local government channels, community organizations, and targeted outreach efforts, including:

- GHMPO
- Cities of Oakwood, Flowery Branch, and Gainesville
- Local community hub (Hispanic Alliance)

Key Survey Findings:

- **Personal Impact:** 58% of respondents reported being personally or indirectly impacted by traffic crashes over the past decade.
- **Travel Behavior:** While 83% of respondents drive frequently, public transit use was minimal, with only one respondent using it more than once a month. Four regular bicyclists unanimously described feeling unsafe on local roads.
- **Safety Priorities:** The three most common traffic concerns centered on driver behavior, such as speeding and distracted driving, rather than infrastructure deficiencies. However, many participants expressed support for infrastructure improvements, even if they increased commute times.

Figure 4 • Online survey question, how do you feel about the following safety strategies? Image shows percentages according to participant responses.



The Hispanic Alliance hosted the Public Meeting Boards and promoted the survey, September 2025.

STEERING COMMITTEE

A diverse and representative Steering Committee was integral to the project's success. Composed of local governments, transportation agencies, law enforcement, schools, and community organizations, the committee provided technical guidance, strategic input, and a crucial link to broader community networks.

Committee Contributions

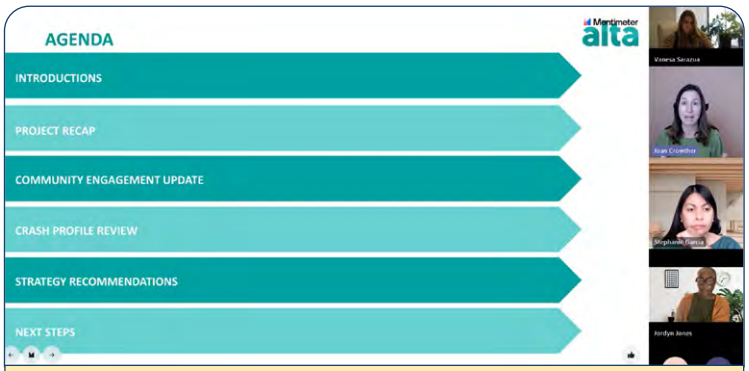
The Steering Committee played a multifaceted role:

- ➔ Guiding Decision-Making: Members reviewed crash data, prioritized safety strategies, and evaluated public feedback.
- ➔ Fostering Implementation: By including organizations like Hall Area Transit and the Greater Hall Chamber of Commerce, the committee positioned the Safety Action Plan for successful execution.

Key Meetings:

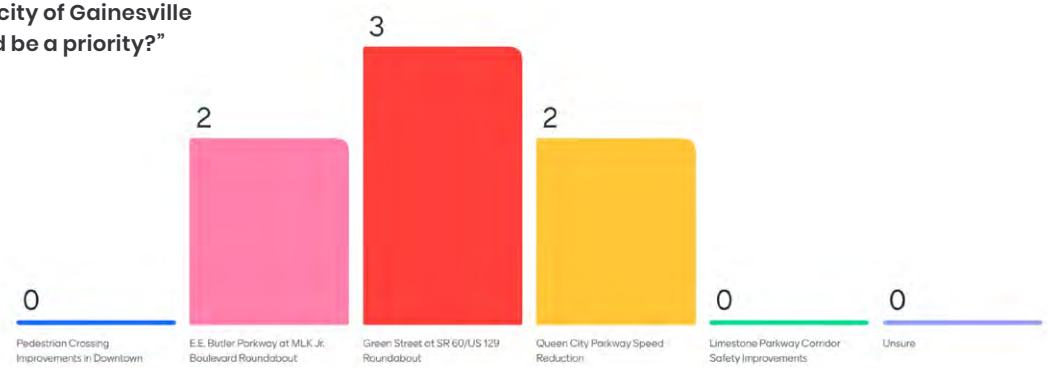
1. Meeting #1 (July 9, 2024): Introduced stakeholders to the SS4A process, presented the HIN, and outlined their role in shaping the plan.
2. Meeting #2 (October 22, 2024): Reviewed public input, discussed crash profiles, and evaluated draft strategies for feedback.
3. Meeting #3 (January 23, 2025): Presented recommended projects and prioritization process and gathered feedback. Feedback received regarding the priority projects informed the development of the final project list.

First Steering Committee Meeting



Second Steering Committee Meeting

Figure 5 • The Mentimeter tool was used to request feedback at steering committee meetings. Results are shown to the question "Which project in the city of Gainesville should be a priority?"



WEBSITE

The project website served as a digital hub for information, updates, and engagement opportunities. Designed for accessibility, it provided:

- Project details and background information
- Interactive features like a survey link and updates on public meeting outcomes
- A platform for ongoing community engagement, ensuring transparency throughout the project life cycle

Consistently updated with digital meeting materials that correlated with the public meetings, the website played a pivotal role in broadening the project's reach, particularly for those unable to attend in-person events.

Figure 6 • Hall County Safe Streets for All website: https://hallcountysafestreets.com/

First Public Meeting, August 2024

Members of the Hispanic Alliance at Second Public Meeting, February 2025

Community members review the boards at First Public Meeting, August 2024

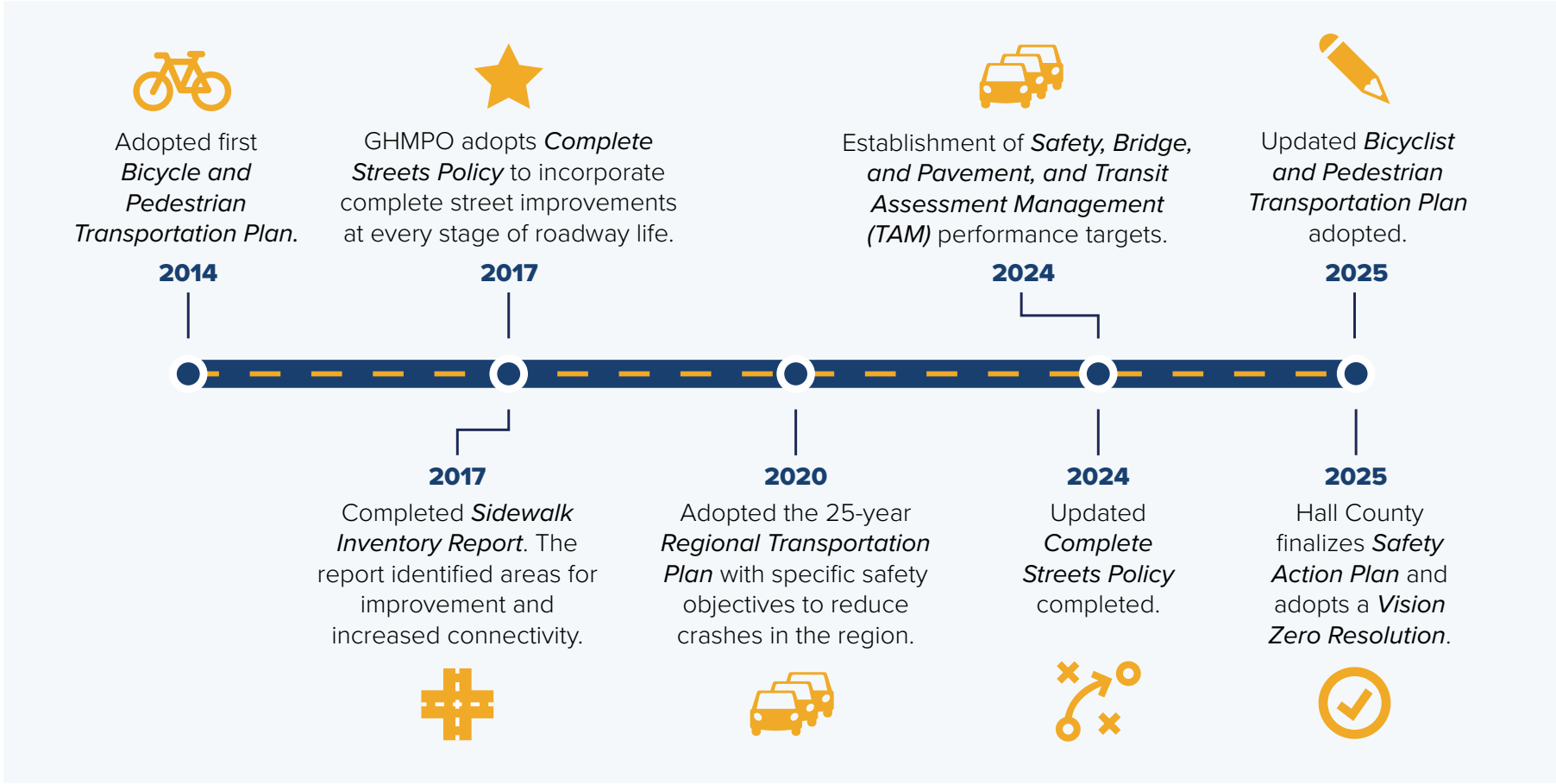
04

Plans and Policy Evaluation

Oakwood City Hall,
Oakwood, GA

Do local plans and policies address roadway safety?

Over the last 10 years, safety approaches and strategies have shifted from the traditional 3Es of Education, Engineering, and Enforcement to the Federal Highway Administration's (FHWA's) Safe System Approach and Vision Zero Approach. The Safe System Approach diverges from traditional practice by prioritizing ending death and serious injury crashes, rather than reducing crashes overall.



Downtown Gainesville Square, GA

Plans and Policies Reviewed

To develop safety strategies and recommendations, the project team evaluated Hall County's current safety policies and compared them to established best practices. The team conducted a policy benchmarking process, with benchmarks based on the Vision Zero core principles and Safe System Approach elements, which holistically address transportation safety. The benchmarks were separated into five categories: safer road users, safer roads, safer speeds, safer vehicles, post-crash care, and system planning.

The benchmarking exercised revealed transportation safety policy successes in Hall County and the municipalities, as well as areas of needed improvement. The results of the benchmarking exercise informed the policy recommendations in Chapter 5.

In addition, the project team interviewed the Cities of Gainesville, Oakwood, and Flowery Branch; Hall County; and Gainesville-Hall Metropolitan Planning Organization (GHMPO) on their approach, needs, and challenges for improving traffic safety outcomes. Please see Appendix C for the full results.

The list of documents reviewed is as follows:

- 2020, *Regional Transportation Plan*, GHMPO
- 2023, Transportation Improvement Program, GHMPO
- 2024, Unified Planning Work Program, GHMPO
- 2017 Complete Streets Policy, GHMPO
- 2014, *Bicyclist and Pedestrian Transportation Plan*, GHMPO
- 2017, *Sidewalk Inventory Report*, GHMPO
- 2019, Microtransit Feasibility Study, Hall County
- *2045 Comprehensive Plan update* (2024), GHMPO
- Street Lighting Policy, Hall County
- 2024, NOT RATIFIED, Resolution Expanding the Special Tax District for Streetlights, Hall County
- Residential Speed Control Program, Hall County
- 2023 Traffic Calming Device and Speed Hump Program, City of Gainesville
- 2019 Flowery Branch Speed and Sign Inventory Study, GHMPO
- 2019 Gainesville Trail Study, GHMPO
- 2018 Citywide Traffic Improvement Study, City of Oakwood and GHMPO
- 2021 SR 365/Jesse Jewell Parkway Traffic Impact Study, City of Gainesville and GHMPO
- 2022 Braselton Trail Study, City of Braselton and GHMPO
- 2019 Dawsonville Highway-McEver Road Connectivity Study, City of Gainesville and GHMPO
- List of programmed and planned projects, City of Gainesville

Highlights from the plan and policy review are as follows:

Current policy guidance demonstrates a strong foundation for safety, including a Complete Streets Policy for street design and a Street Lighting Policy for funding streetlight improvements. The *Regional Transportation Plan* not only has dedicated safety goals but aims to increase multimodal trips and to coordinate its land use decisions with transportation.

- GHMPO has a strong foundation for safety projects strategic planning. Through the *2020 Regional Transportation Plan*, GHMPO identified roadway segments and intersections that were the sites of the most crashes and killed or serious injury (KSI) crashes .
- The *Hall County 2045 Comprehensive Plan* was adopted in December 2024 and includes goals, objectives, and policies that increase pedestrian infrastructure, prioritize street lighting, develop Complete Streets, and enhance public transit. The County plans to adopt a Complete Streets Policy.
- GHMPO prioritized several safety-relevant Planning Emphasis Areas in the 2024 Unified Planning Work Program FY 2025, including Complete Streets and Complete Streets Policy update, crash data collection, trail network expansion, the *Bicycle and Pedestrian Plan Update*, and transit improvements.
- GHMPO adopted the *Bicycle and Pedestrian Plan*, which proposed to provide connections to high demand areas such as K–12 schools and parks. An updated plan will be published in 2025.
- Through the *Sidewalk Inventory Report* from 2017, GHMPO identified areas for pedestrian improvements and increased connectivity.

Performances measures created to track progress from Hall County's Complete Streets Policy can be incorporated into the Safety Action Plan.

- In 2017, GHMPO adopted the Complete Streets Policy, which intends to improve the transportation network for all users of all abilities and work in coordination with all jurisdictions. As of January 2025, the Cities of Gainesville and Oakwood have adopted a Complete Streets Policy. An updated Complete Streets Policy will be adopted in 2025 .

Downtown Oakwood, Oakwood, GA

GHMPO maintains and updates an annual record of crashes and crash profiles in Hall and Jackson Counties, enabling strong decision-making. Since 2018, Georgia drivers can be convicted for using a mobile device while driving after the State passed a law, Hands-Free Georgia Act (HB 673/AP).

Through the policy review and benchmarking exercise came a thorough and holistic picture of Hall County's existing efforts. With this understanding, strategies and goals were developed within the five categories of safety policy and programming established by the benchmarking exercise. These strategies and goals, described in the text chapter, will create, fund, and support safety initiatives to eliminate road deaths and serious injuries.

City of Flowery Branch wayfinding at Spout Springs Road near I-985 interchange

05 Plan of Action

Downtown Flowery Branch,
City of Flowery Branch, GA

What do we do next?

Analysis of current policy and recent crash data, meetings with the public, and meetings with the Steering Committee informed the goals for the Safety Action Plan. ***Achieving these goals is possible through specific, measurable, and actionable strategies.***

Strategies address a safety theme (e.g., high-level commitments from agencies, safe road design). Each strategy is broken down into key action items, according to its responsible agency and timeline. For example, an initial effort for safe road design is a policy commitment to Complete Streets and the National Association of City Transportation Officials (NACTO) Design Guidelines. Later on, policies with a narrower focus can be adopted, like a Pedestrian Crossing Policy.

Three-time frames were established for implementation, with the assumption that the plan actions would be implemented over the course of a 5-year period:

- **Immediate to Short-Term:** Action is projected to be implemented within one year.
- **Mid-Term:** Action is projected to be implemented within two to three years.
- **Mid- to Longer-Term** (within four to five years): These actions need additional staffing and other resources, as well as collaboration with other agencies.

To achieve meaningful change, we use the Safe System Approach to address the different facets of road safety and reducing road deaths. From educational campaigns at schools to installing speed cameras or redrawing roads, the range of responsibilities and actions needed are diverse, and need involvement from an equally diverse range of agencies and departments. The following agencies will be involved in almost all steps:

GEORGIA DEPARTMENT OF TRANSPORTATION

Georgia Department of Transportation (GDOT) owns and maintains the majority (21 of 26) of roadways on the Hall County Safety Action Plan's Project Priority List. See Appendix E. The agency is the state leader for transportation. It manages statewide programs like the Georgia Transportation Funding Act and federal funds. It can also provide training to local staff and educational materials for the public, and make safety upgrades to the state-owned road network.

GAINESVILLE-HALL METROPOLITAN PLANNING ORGANIZATION

The Gainesville-Hall Metropolitan Planning Organization (GHMPO) receives state and federal funding to allocate to projects across the region in its annual Unified Planning Work Program. This includes the Transportation Improvement Program, funds which can be used for upgrades, resurfacing, and construction of roads that include major safety improvements. GHMPO adopts and recommends standards for municipalities, like the Complete Streets Policy. GHMPO coordinates projects that require coordination and collaboration between different jurisdictions, to avoid miscommunications and waste.

HALL COUNTY

The County can pass resolutions and ordinances and communicate with other governments. The County can also encourage the safety program by funding safety initiatives, adopting a Zero-Death resolution and NACTO design guidelines. The County is responsible for road maintenance, upgrades, and (new) construction. The County zones and sets standards for new developments. Hall County and Gainesville jointly manage and fund the region's privately operated microtransit system, WeGO.

Within these larger agencies, several departments will be key to implementing the strategies and actions listed below.

- Public Works

  County and City Public Works departments manage traffic engineering, proposed development review, and road maintenance. They will be responsible for setting and using the latest and greatest safety design standards and deciding how program funds are allocated.

CITY MAYOR'S OFFICE (GAINESVILLE, OAKWOOD, AND FLOWERY BRANCH)

The cities can pass resolutions and ordinances and communicate with other governments. They can encourage the safety program by funding safety initiatives, adopting a Zero-Death resolution and NACTO design guidelines.

Signs and pavement markings provide important information to drivers in school zones.

Strategies, Actions, and Timeline

Partner agencies and timelines were identified for the strategies and action items. The strategies outlined below were developed with feedback received from the County, GHMPO, and City staff to address findings from the safety analysis and concerns from the public. The strategies are organized following the FHWA Safe System Approach principles described on page 6, Safer Road Users, Safer Roads, Safer Vehicles, Safer Speeds, and Post-Crash Care.

Table 3 • Safer Road Users Principle | Strategies, Actions, and Timelines

STRATEGY	ACTION ITEMS	TIMELINE	DESCRIPTION	AGENCIES INVOLVED
Strategy 1: Leadership sets and champions safety targets.	A. Adopt a Vision Zero resolution at each level of government.	Immediate to short-term	Commit to zero deaths on county roads by 2050.	GHMPO Hall County Mayor's Office of Cities of Flowery Branch, Oakwood, and Gainesville
	B. Commit to sharing performance measures annually.	Immediate to short-term	Add language to the Vision Zero resolution committing to public sharing of safety project achievements and outcomes. In semiannual updates for the public, summarize progress made on safety initiatives through funds invested, projects installed, and eventually resulting crash numbers.	GHMPO Hall County Mayor's Office of Cities of Flowery Branch, Oakwood, and Gainesville
	C. Continue participation in Georgia Association of Metropolitan Planning Organizations.	Immediate	GHMPO can participate in regional planning efforts, to strengthen local ties, share and coordinate resources for large-scale infrastructure projects.	GHMPO
Strategy 2: Prioritize disadvantaged communities and people who have fewer mobility choices.	A. Develop engagement and safety education materials in Spanish.	Short-term	GHMPO adopted a Limited English Proficiency Plan, committing to bilingual public meetings and public notices. The County can adopt similar commitments, guaranteeing language access to the public planning process.	Hall County GHMPO
	B. Develop a vulnerable area index that accounts for socioeconomic factors linked to traffic safety and use it to prioritize traffic safety investments.	Short- to mid-term	Work with planning partners across the county to develop a vulnerable area index that accounts for socioeconomic factors linked to traffic safety. Use that index to prioritize safety investments in disadvantaged communities across the county and within each jurisdiction; including countermeasures tied to specific socioeconomic factors.	Public Works: Hall County Cities of Flowery Branch, Oakwood, and Gainesville

STRATEGY	ACTION ITEMS	TIMELINE	DESCRIPTION	AGENCIES INVOLVED
Strategy 3: Educate all road users.	A: Launch targeted safety education campaigns.	Immediate to short-term	Launch campaigns focused on specific risky behaviors identified in crash analysis, such as aggressive driving and speeding. Work with GDOT, the Governor's Office of Highway Safety, and other partners to support these initiatives. Develop additional campaigns in conjunction with the Hall County Sheriff's Office, Fire Rescue, and Emergency Management Services focusing on safe biking and distributing safety equipment.	GHMPO Hall County Cities of Flowery Branch, Oakwood, and Gainesville GDOT
	B: Train staff on best practices, safety countermeasures, Complete Streets Policy, and principles.	Mid-term	Work with GDOT, Federal Highway Administration (FHWA), Smart Growth America, the Governor's Office of Highway Safety, and other partners to develop and offer training to Hall County, GHMPO, and city staff.	GHMPO GDOT Hall County Cities of Flowery Branch, Oakwood, and Gainesville
	C: Implement targeted enforcement initiatives.	Mid-term	Implement targeted enforcement actions to address specific behaviors such as speeding and failure to stop for pedestrians in crosswalks. Focus on safety enforcement related to driver behaviors in high-risk areas for pedestrians and bicyclists.	GHMPO Hall County Cities of Flowery Branch, Oakwood, and Gainesville

Existing Policy: *The 2018 Hands-Free Georgia Act prohibits the use of a cell phone while operating a motor vehicle. This law gives the County power to reduce distracted driving through targeted enforcement campaigns.*

Table 4 • Safer Roads Principle | Strategies, Actions, and Timelines

STRATEGY	ACTION ITEMS	TIMELINE	DESCRIPTION	AGENCIES INVOLVED
Strategy 1: Design roads that encourage multimodal transportation and safe motor speeds.	A. Adopt a Complete Streets Policy.	Short-term	The County and cities can adopt GHMPO's Complete Streets Policy. As of April 2024, the Cities of Gainesville and Oakwood have adopted a Complete Streets Policy.	Hall County City of Flowery Branch GHMPO
	B. Adopt NACTO design guidelines for roadways.	Mid-term	Use published NACTO design guidance for roadway design standards. Incorporate changes according to NACTO guidance to their fullest potential in all types of capital projects.	GHMPO Public Works: Hall County and Cities of Flowery Branch, Oakwood, and Gainesville
	C. Review and Update existing policies, programs, and plans to include multimodal and safety considerations.	Mid-term	Policies and plans such as: Access Plan, Land Disturbance Permit, Development Plans, County and Cities Street Lighting Policy, County Residential Speed Control Program, and Traffic Calming Device and Speed Hump Program.	Public Works: Hall County and Cities of Flowery Branch, Oakwood, and Gainesville
	D. Update design standards and traffic operations procedures.	Mid- to Long-term	Update roadway design standards and traffic operations procedures to allow flexibility and encourage innovation in safety practices. Integrate the GHMPO Complete Streets Policy into the updated standards to promote safe and accessible streets for all users.	Public Works: Hall County and Cities of Flowery Branch, Oakwood, and Gainesville
	E. Create and adopt Quick-Build Policy and Pedestrian Crossing Policy.	Mid- to Long-term	Develop and adopt a policy to expedite the delivery of safety projects, including a formal policy for implementing quick-build safety countermeasures. Create a standard operating procedure for pedestrian crossings to improve safety at crossings.	Public Works: Hall County and Cities of Flowery Branch, Oakwood, and Gainesville

STRATEGY	ACTION ITEMS	TIMELINE	DESCRIPTION	AGENCIES INVOLVED
Strategy 2: Prioritize safety improvements on the High Injury Network (HIN).	A. Prioritize and implement safety treatments along HIN.	Immediate to short-term	Prioritize and implement safety treatments along the HIN, such as improved illumination, pedestrian crossing treatments, intersection treatments, and roadway geometric or surface improvements.	Public Works: Hall County and Cities of Flowery Branch, Oakwood, and Gainesville GDOT
	B. Prioritize and implement signal and operational improvements.	Short-term	Prioritize and implement signal and operational improvements along the HIN, including Leading Pedestrian Intervals (LPIs), longer pedestrian phases, exclusive pedestrian phases, flashing yellow arrow, and protected left turns.	Mayor's Office and Public Works: Hall County and Cities of Flowery Branch, Oakwood, and Gainesville
	C. Diversify funding sources.	Mid- to long-term	Diversify funding sources for long-term funding availability and maximize the efficient use of existing funding opportunities, including Safe Streets and Roads for All (SS4A), Better Utilizing Investments to Leverage Development (BUILD) Grant Program, and Highway Safety Improvement Program (HSIP), Off System Safety (OSS), and Quick Response (QR) funding.	GHMPO Hall County Cities of Flowery Branch, Oakwood, and Gainesville GDOT
	D. Review and update the reconstruction and resurfacing prioritization process to include safety considerations.	Mid-term	Outline a transparent, data driven prioritization approach with greater weight for safety considerations.	Public Works: Hall County and Cities of Flowery Branch, Oakwood, and Gainesville

STRATEGY	ACTION ITEMS	TIMELINE	DESCRIPTION	AGENCIES INVOLVED
Strategy 3: Prioritize safety improvements for vulnerable road users , including pedestrians, bicyclists, and motorcyclists.	A. Update the sidewalk gap inventory and priority project list, prioritizing areas on the HIN.	Mid to long-term	Identify areas with sidewalk gaps or missing sidewalk, prioritizing areas with documented pedestrian and bicycle traffic (including desire paths) and a history of crashes. Identify opportunities for adding midblock crossings and other traffic calming features.	Public Works: Hall County and Cities of Flowery Branch, Oakwood, and Gainesville
	B. Create motorcycle safety priority project list, prioritizing areas on the HIN.	Mid- to long-term	Identify areas with a documented history of motorcycle crashes resulting in a fatality or injury and develop a list of intersection improvements to address those crash types. Identify opportunities for quick-build solutions.	Public Works: Hall County and Cities of Flowery Branch, Oakwood, and Gainesville
	C. Implement targeted lighting installation program.	Mid- to long-term	Create a targeted lighting installation program, starting with corridors on the HIN where roadway departure crashes or crashes involving vulnerable road user s have occurred where lighting would be an effective countermeasure. Corridors without lighting in unincorporated areas which connect to lighted corridors in incorporated areas should be included. Combine lighting installation with other countermeasures as part of a comprehensive safety improvement process.	Public Works, Georgia Power, GDOT
	D. Identifying high-priority pedestrian and bicycle safety improvements within the city of Gainesville.	Mid- to long-term	Identify areas with high pedestrian and bicycle traffic and crash rates, including the downtowns of the City of Gainesville. Create a plan for these areas that includes safety improvements, such as improved crosswalks, lighting, and pedestrian infrastructure.	City of Gainesville Public Works, GDOT

STRATEGY	ACTION ITEMS	TIMELINE	DESCRIPTION	AGENCIES INVOLVED
Strategy 3: Prioritize safety improvements for vulnerable road users , including pedestrians, bicyclists, and motorcyclists (continued).	E. Identify high-priority intersection improvements on high-speed non-interstate roadways within the city of Flowery Branch.	Mid- to long-term	Identify intersections that have a high concentration of crashes, with an emphasis on arterials. Create a plan for these areas that includes safety improvements, such as alternative intersections, roundabouts, lighting, protected-only left turns, and signage visibility and reflectivity improvements to reduce crashes. Coordinate with GDOT for improvements to state routes.	City of Flowery Branch Public Works, GDOT
	F. Identify high-priority corridor improvements on high-speed non-interstate roadways within the city of Oakwood.	Mid- to long-term	Identify corridors that have a high concentration of crashes, with emphasis on non-interstate roadways with speed limits of 45 mph or higher. Create a plan for these areas that includes safety improvements, such as alternative intersections, interchange improvements with I-985, lighting, speed reduction, and signage improvements to reduce crashes. Coordinate with GDOT for improvements to state routes.	City of Oakwood Public Works, GDOT
Strategy 4: Develop a countywide Safe Routes to School (SRTS) program.	A. Develop SRTS plans in partnership with municipalities.	Mid- to long-term	Conduct road safety audits of schools and school zones to identify areas with the highest crash rates and low yielding rates at crosswalks. Begin by focusing efforts on the HIN and areas where drivers have failed to stop for pedestrians in crosswalks. Use the Safe Routes to School Quick-Build Traffic Calming Guidebook from GDOT to guide this effort. Create a countywide SRTS plan based on the audit, including a list of priority sidewalk needs.	GHMPO Hall County Cities of Flowery Branch, Oakwood, and Gainesville GDOT

STRATEGY	ACTION ITEMS	TIMELINE	DESCRIPTION	AGENCIES INVOLVED
Strategy 4: Develop a countywide Safe Routes to School (SRTS) program (continued).	B. Apply for funding and begin implementing safety improvements.	Long-term	Based on the findings of the safety audit and list of priority countermeasures, apply for SRTS or OSS and Transportation Alternatives Program (TAP) funding through GDOT to finance the implementation of safety improvements in high-priority school zones. Begin implementing safety improvements in priority areas using the secured funding.	GHMPO Hall County Cities of Flowery Branch, Oakwood, and Gainesville GDOT
Strategy 5: Create a comprehensive rural and two-lane roadway safety improvement program.	A. Develop a Rural Road Safety Program and coordinate rural safety improvements with maintenance activities.	Mid- to long-term	Create a rural road safety program to systematically improve two-lane undivided roads within the HIN. Implement low-cost, high-impact countermeasures to combat roadway departure crashes, such as enhanced curve signing and delineation, paved shoulders, rumble strips, safety edge, wider edge lines, and high friction surface treatment.	Hall County GHMPO Cities of Flowery Branch, Oakwood, and Gainesville GDOT

Existing Policy: *GHMPO has a Complete Streets Policy, which the Cities of Gainesville and Oakwood have adopted. The policy promises to provide technical assistance to local governments to develop, implement, and fund Complete Streets projects. Complete Street elements typically support safe motorized speeds, while creating a bicyclist- and pedestrian-friendly street environment.*

Existing Program: *GDOT SRTS has dedicated staff and resources to support school districts who want to improve safety outcomes. In 2023, the Safe Routes to School Quick-Build Traffic Calming Guidebook was released, providing a framework to implement low-cost, temporary solutions and then make them permanent.* GDOT Safe Routes to School Quick-Build Traffic Calming Guidebook PDF

GHMPO Complete Streets vision: *Every public right-of-way shall be planned, designed, constructed, and maintained such that all residents within the Gainesville-Hall Metropolitan Planning Organization (GHMPO) planning area have multi-modal transportation options to safely and conveniently travel to and from their destinations.*

Table 5 • Safer Vehicles Principle | Strategies, Actions, and Timelines

STRATEGY	ACTION ITEMS	TIMELINE	DESCRIPTION	AGENCIES INVOLVED
Strategy 1: Advance safety technology on publicly owned fleet vehicles.	A: Equip public fleet vehicles with safety technologies.	Mid- to long-term	Ensure that future purchases of vehicles for the County and other public institutions are equipped with the latest safety-related devices, designs, and technologies such as automatic emergency braking, forward collision warning systems, lane keep assist, drowsiness detection systems, speed governors, and other advanced driver assistance systems.	GHMPO, Hall County Cities of Flowery Branch, Oakwood, and Gainesville.
	B. Integrate and connect small-scale and e-powered mobility options: microtransit, scooters, bike sharing, and golf carts.	Mid- to long-term	Increase visibility of microtransit vehicles, include wayfinding, and streamline pick-up and drop-off locations. Identify priority areas for sidewalk development according to microtransit destinations. Determine zones and road classifications suitable for golf carts and other light vehicles.	WeGO, Hall County Area Transit, Public Works

➔ **Existing Technology:** Hall Area Transit's WeGO fleet has safety technology to flag phone use while driving the vehicle. The technology reduces distracted driving to protect passenger safety.

WEGO

Table 6 • Safer Speeds Principle | Strategies, Actions, and Timelines

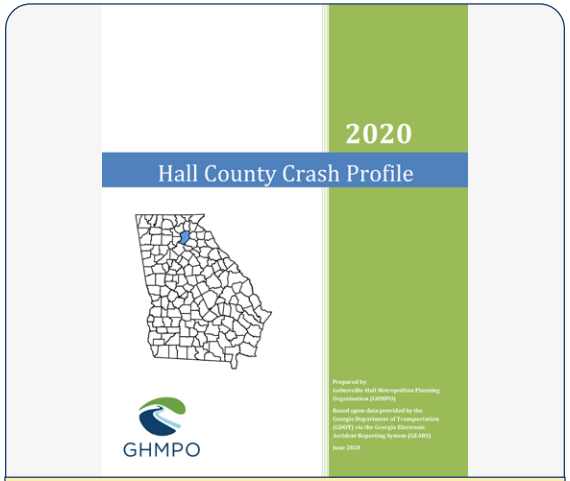
STRATEGY	ACTION ITEMS	TIMELINE	DESCRIPTION	AGENCIES INVOLVED
Strategy 1: Reduce speed through design.	A: Update roadway design standards.	Mid- to long-term	Update roadway design standards to include strategies for "self-enforcing" or self-explaining roads that naturally encourage drivers to adhere to speed limits.	GHMPO, Hall County Cities of Flowery Branch, Oakwood, and Gainesville
	B: Update Traffic Calming Policy for Hall County and the City of Gainesville.	Mid- to long-term	Update County Residential Speed Control Program and the City of Gainesville Traffic Calming Policy to prioritize the HIN and include other safety countermeasures in addition to speed tables.	Hall County Public Works, City of Gainesville Public Works
	C: Develop a Residential Traffic Calming Policy for the City of Oakwood and the City of Flowery Branch.	Short- to mid-term	The City of Flowery Branch and the City of Oakwood should develop a Traffic Calming Policy for residential areas or adopt a version of the Hall County or City of Gainesville Traffic Calming Policy for use on city streets.	City of Flowery Branch Public Works, City of Oakwood Public Works
	D: Adjust traffic signal timing.	Short- to mid-term	Adjust traffic signal timing to increase pedestrian crossing time where appropriate, especially in downtowns and outside pedestrian generators, to encourage driving at lower speeds.	Public Works: Hall County; Cities of Flowery Branch, Oakwood, and Gainesville
	E: Increase use of speed feedback signs.	Short-term	Increase use of speed feedback signs along HIN corridors and ensure accuracy and maintenance of the signage.	Public Works: Hall County; Cities of Flowery Branch, Oakwood, and Gainesville

STRATEGY	ACTION ITEMS	TIMELINE	DESCRIPTION	AGENCIES INVOLVED
Strategy 2: Update speed-limit policies and implement a speed management program.	A: Identify and implement target speeds along the HIN.	Mid- to long-term	Create a process to identify and implement target speeds along HIN corridors to lower speed limits where appropriate, including traffic and engineering studies as required by Georgia Code.	Public Works: Hall County; Cities of Flowery Branch, Oakwood, and Gainesville
	B: Implement school-zone speed safety cameras.	Short- to mid-term	Pilot the use of school-zone safety cameras as permitted by state law, beginning with schools along HIN corridors, along high-speed arterials, and in school zones with documented speeding problems.	Public Works: Hall County; Cities of Flowery Branch, Oakwood, and Gainesville
	C: Move away from the 85th percentile method for setting speed limits.	Mid-term	Move away from the 85th percentile method of setting speed limits for all types of roadways and adopt alternative methodologies that focus on safety.	Public Works: Hall County; Cities of Flowery Branch, Oakwood, and Gainesville

Table 7 • Post-Crash Care Principle | Strategies, Actions, and Timeline

STRATEGY	ACTION ITEMS	TIMELINE	DESCRIPTION	AGENCIES INVOLVED
Strategy 1: Integrate safety into all departments and ensure multi-agency coordination.	A: Create and implement a multi-agency fatal crash rapid-response team, integrating with existing Georgia State Patrol efforts where possible.	Short-term	Establish a multi-agency fatal crash rapid-response team by formalizing a Traffic Safety Committee. The committee should meet quarterly, evaluate progress toward implementation of the Safety Action Plan, leverage their communication channels, and discuss safety concerns.	GHMPO, Hall County, Cities of Flowery Branch, Oakwood, and Gainesville Hall County Sheriff's Office, municipal police departments, GDOT, Georgia State Patrol (Specialized Reconstruction Team)
	B: Update and expand systemic safety analysis.	Short-term	Monitor progress of strategies and actions and update regional Safety Action Plan at least every five years.	GHMPO
	C: Integrate crash data into project prioritization.	Short- to mid-term	Update crash data analysis annually and incorporate findings in strategic planning.	GHMPO Hall County Cities of Flowery Branch, Oakwood, and Gainesville

➔ **Existing Program:** GHMPO already releases annual crash statistics for Hall County, monitoring the number of crashes by severity, location, conditions, and driver characteristics. These reports informed the need for this Safety Action Plan and will be essential for evaluating the success of implemented strategies.



Hall County Crash Profile report

06 Implementation Plan

Corridor on All Modes High Injury Network, White Sulphur Road, Gainesville, GA

Hall County Safety Countermeasures

*The Hall County Safety Action Plan's implementation is a **long-term commitment to traffic safety** by multiple agencies and jurisdictions.*

The success of this plan will be determined by how well it can be implemented through projects and policy. This is where the plan may face constraints created by policies and budgets, as well as site-specific, spatial, and infrastructural constraints. Therefore, it is paramount that Hall County have a clear implementation plan so that they can coordinate with residents, local property owners, public works, and the Georgia Department of Transportation (GDOT).

Countermeasures Tool Kit

Once the project team identified the crash profiles (described in Chapter 2), they then determined the appropriate safety countermeasures to address each crash profile. A safety countermeasure is an infrastructure or policy intervention that attempts to reduce the likelihood of a given crash type at a given location or area. Safety countermeasures can take many forms. Converting an intersection to a roundabout, installing lighting, and improving worn pavement are examples of safety countermeasures that can be implemented to try to improve traffic safety.

The safety countermeasures that were identified were compiled into the following categories:

- Pavement markings
- Pavement surface
- Shoulder treatment/clear zone
- Signs
- Lighting
- Median
- Roundabouts
- Intersection layouts
- Stop-controlled intersections
- Trucks
- Traffic signals
- Pedestrian
- Bicycle
- Speed management
- Studies
- Roadway cross sections
- Outreach and education programs
- Access management

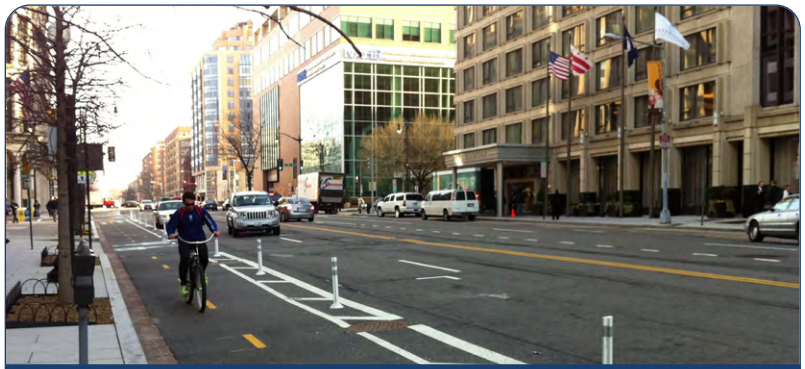
Safety Countermeasure Examples

Pedestrian refuge islands, high-visibility crosswalks, and curb extensions. Addresses Crash Profile 2: Pedestrian Crashes at Intersections within Incorporated Cities.

Pedestrian refuge island (credit: Dan Burden, pedbikeimages.org)

Conversion of a signalized intersection into a multi-lane roundabout. Addresses Crash Profiles 2, 4, 5, 6, and 8.

Bike lane (credit: Dan Burden, pedbikeimages.org)



Flex-post protected bicycle lane. Addresses Crash Profile 1: Non-Intersection Pedestrian/Bicyclists Crashes on Corridors without Sidewalks.

Protected bike lane (credit: Megan Kanagy, pedbikeimages.org)

Grade Separated Pedestrian Bridges are an example of a successful countermeasure.

In most cases, a single crash profile can be addressed with multiple countermeasures. By assigning multiple possible countermeasures to a single crash profile, engineers, policy makers, and advocates have a toolkit they can call upon to address safety concerns at a given location.

The effectiveness of a countermeasure is called the crash modification factor (CMF). CMFs are developed through studies of locations where a given countermeasure has been implemented. For example, if retroreflective backplates were installed on traffic signals at a given intersection, then a study could be conducted to determine whether rear end crashes at the intersection increase, decrease, or roughly stay the same.

The CMF is reported as a decimal number that represents the ratio of a given crash type after a countermeasure has been implemented. A CMF of 0.8 would indicate that a given study found that there were 0.8 times (or 80%) as many crashes of a given type after a countermeasure was implemented. A CMF less than 1 indicates an expected decrease in the number of crashes, and a CMF greater than 1 indicates an expected increase in the number of crashes for a given countermeasure.

Table 8 • Countermeasure Sources

SOURCE	DATA
Proven Safety Countermeasures | FHWA, USDOT FHWA	FHWA's Proven Safety Countermeasures initiative is a collection of 28 countermeasures and strategies effective in reducing roadway fatalities and serious injuries on our nation's highways.
CMF Clearinghouse, USDOT	The CMF Clearinghouse is the primary database for traffic safety countermeasure studies.
National Cooperative Highway Research Program	*Report 926: Guidance to Improve Pedestrian and Bicyclist Safety at Intersections* provides a series of countermeasures with CMFs and relative costs.
National Highway Traffic Safety Administration	*Countermeasures That Work* provides a list of largely non-engineering countermeasures including education programs, studies, and policies.

Crash reduction factors (CRFs) are a value that represents the percent reduction in crashes. For example, in the case of retroflective blackplates, the CMF is 0.85 and the CRF equates to 15 percent crash reduction.

The CRF is the expected percent decrease in crashes of a given type and severity. Table 9 shows safety countermeasures and its correspondent CRF % for Hall County.

It is important to note that the crash reductions indicated by a CMF are not a guarantee. They are intrinsically tied to the location and time in which the study was conducted. The actual impacts on collisions could be greater or less depending on site-specific conditions. Countermeasures and their corresponding CMFs are often sourced from the CMF Clearinghouse, which is maintained by the United States Department of Transportation (USDOT) and from the proven countermeasures list provided by the Federal Highway Administration (FHWA). Other sources include *Countermeasures That Work* provided by the National Highway Traffic Safety Administration and *Report 926: Guidance to Improve Pedestrian and Bicyclist Safety at Intersections* by the National Cooperative Highway Research Program.

Table 9 • **Hall County Safety Countermeasures**

CATEGORY	COUNTERMEASURE	CRF	CRASH TYPE AND SEVERITY
Pavement Markings	Install wider edgelines (4 to 5 inches)	30.1%	All Crash Types, All Severities
	Upgrade existing markings to wet-reflective pavement markings	25.4%	Run Off Road, Wet Road, All Severities
Pavement Surface	Install centerline rumble strips	22.0%	All Crash Types, K, A, B, C
	Install high friction surface treatment	44.0%	Run Off Road, K, A, B, C
	Install high friction surface treatment on ramps	63.5%	All Crash Types, K, A, B, C
	Install high friction surface treatment on horizontal curves	48.5%	All Crash Types, K, A, B, C
	Resurface deteriorated pavement	14.2%	All Crash Types, K, A, B
Shoulder Treatment/Clear Zone	Install safety edge	10.8%	Run Off Road, K, A, B, C
	Install wider markings and shoulder rumble strips with resurfacing (4 to 6 inches)	26.0%	All Crash Types, K, A
	Pave deteriorated 2-ft shoulder	3.0%	Fixed Object, Head On, Run off Road, Sideswipe, K
		4.0%	Fixed Object, Head On, Run off Road, Sideswipe, A, B, C
	Upgrade narrow unpaved shoulder (< 5 feet) to wide paved shoulder (> 5 feet)	72.0%	All Crash Type, K, A, B, C
	Upgrade narrow unpaved shoulder (< 5 feet) to wide unpaved shoulder (> 5 feet)	65.0%	All Crash Type, K, A, B, C
	Flatten side slopes	5.30%	Cross Median, Fixed Object, Run Off Road, Other, K, A, B, C

*A CMF study is not available for this countermeasure. Therefore, the listed crash types for this countermeasure are based on engineering judgment, but not on a formal study.

CATEGORY	COUNTERMEASURE	CRF	CRASH TYPE AND SEVERITY
Shoulder Treatment/Clear Zone continued	Remove or relocate fixed objects outside the clear zone	97.6%	Fixed Object, All Severities
	Install roadside barrier	51.0%	Run Off Road, K, A, B, C
	Install crash cushion	69.0%	Fixed Object, K, A, B, C
	Install shoulder rumble strips (on horizontal curves), rural roads	5.0%	Head On, Run off Road, Sideswipe, All Severities
Signs	Install sequential dynamic chevrons	60.0%	Non-Intersection Crashes, K, A, B, C
	Install new fluorescent curve signs or upgrade existing curve signs to fluorescent sheeting	35.0%	All Crash Types, All Severities
Lighting	Install lighting	37%	All Crash Types, K, A, B, C
	Install intersection illumination	12%	Nighttime Crashes, All Severities
		33%	Angle, All Severities
		42%	Nighttime, Vehicle-Pedestrian Crashes, A, B, C
		43.8%	Vehicle-Pedestrian Crashes, All Severities
		78%	Vehicle-Pedestrian Crashes, K
	Install lighting at interchanges	26%	All Crash Types, K, A, B, C
Median	Provide a raised median	55.0%	Angle, All Severities
		71.0%	Head On, All Severities
	Convert an open median to a directional median	23.0%	All Crash Types, K, A, B, C

*A CMF study is not available for this countermeasure. Therefore, the listed crash types for this countermeasure are based on engineering judgment, but not on a formal study.

CATEGORY	COUNTERMEASURE	CRF	CRASH TYPE AND SEVERITY
Median continued	Install any type of median barrier (for urban areas, only applicable to roadway sections with a depressed median)	43.0%	All Crash Types, K
		30.0%	All Crash Types, A,B,C
	Install cable median barrier	44.0%	Head On, All Severities
	Increase median width	Varies depending on existing and proposed median widths	All Crash Types, All Severities
	Replace two-way left-turn lanes (TWLTL) with Raised Median	19.0%	Rear End, All Severities
Roundabouts	Conversion of intersection to single-lane roundabout	59.0%	All Crash Types, All Severities
	Conversion of signalized intersection to multilane roundabout	20.0%	All Crash Types, K, A, B, C
	Conversion of stop-controlled intersection to multilane roundabout	5.0%	All Crash Types, All Severities
	Convert intersection to high speed (+ 55 mph approach, rural, low annual average daily traffic) roundabout, single lane	79%	All Crash Types, K, A, B, C
Intersection Layouts	Improve angle of channelized right-turn lane	60.3%	Right Turn, Other, All Severities
	Introduce zero or positive offset left-turn lane on crossing roadway	20.0%	Angle, All Severities
	Convert a conventional signalized intersection to a signalized superstreet	22.0%	All Crash Types, K, A, B, C
	Convert intersection to restricted crossing U-turn (RCUT) intersection	20.0%	All Crash Types, All Severities

*A CMF study is not available for this countermeasure. Therefore, the listed crash types for this countermeasure are based on engineering judgment, but not on a formal study.

CATEGORY	COUNTERMEASURE	CRF	CRASH TYPE AND SEVERITY
Intersection Layouts continued	Convert intersection to Type A median U-turn intersection	22.7%	All Crash Types, K, A, B, C
	Convert intersection to Type B median U-turn intersection	28.3%	All Crash Types, K, A, B, C
	Convert a conventional unsignalized intersection to an unsignalized superstreet	44.0%	All Crash Types, All Severities
		75.0%	Angle, Right Turn, All Severities
	Change intersection skew angle	Varies depending on existing roadway geometry	All Crash Types, All Severities
	Increase triangle sight distance	48.0%	All Crash Types, A, B, C
		11%	All Crash Types, O
	Change right-turn lane geometry to increase line of sight (approach level)	59.0%	All Crash Types, All Severities
	Change right-turn lane geometry to increase line of sight (intersection level)	43.6%	All, K, A, B, C
	Convert an intersection into a continuous green T-intersection	15.4%	All Crash Types, K, A, B, C
Stop-Controlled Intersections	Convert minor-road stop control to all-way stop control	70.0%	All, A, B, C
	Replace standard stop sign with flashing LED stop sign	41.5%	Angle, All Severities
	Provide flashing beacons at stop-controlled intersections	10.0%	All Crash Types, A, B, C

*A CMF study is not available for this countermeasure. Therefore, the listed crash types for this countermeasure are based on engineering judgment, but not on a formal study.

CATEGORY	COUNTERMEASURE	CRF	CRASH TYPE AND SEVERITY
Stop-Controlled Intersections continued	Provide "stop ahead" pavement markings	31.0%	All Crash Types, All Severities
	Implement systemic signing and marking improvements at stop-controlled intersections	18.4%	All Crash Types, K, A, B, C
		16.7%	Angle, All Severities
	Improve stop sign retro reflectivity	9.4%	All Crash Types, K, A, B, C
	Install transverse rumble strips on stop-controlled approaches in rural areas	29.0%	All Crash Types, K, A, B, C
	Install intersection conflict warning systems for 2-lane at 2-lane intersections	30.0%	All Crash Types, A, B, C
	Install intersection conflict warning systems for 4-lane at 2-lane intersections	20.0%	All Crash Types, A, B, C
Trucks	Provide truck climbing lane	46.0%	Truck Related, All Severities
	Install advance downgrade warning sign	13.4%	Truck Related, All Severities
Traffic Signals	No turn on red signs	3.0%	All Crash Types, All Severities
	Red-light cameras	32.4%	All Crash Types, K, A, B, C
	Install red-light camera on major road of a 4-leg intersection (motorcycle crashes)	37.0%	Motorcycle Related crashes, All Severities
	Install red-light camera on minor road of a 4-leg intersection (motorcycle crashes)	25.0%	Motorcycle Related crashes, All Severities
	Install red-light camera on major road of a T-intersection (motorcycle crashes)	55.0%	Motorcycle Related crashes, All Severities
	Install leading pedestrian intervals (LPIs)	15.0%	Vehicle-Pedestrian, K, A, B, C

*A CMF study is not available for this countermeasure. Therefore, the listed crash types for this countermeasure are based on engineering judgment, but not on a formal study.

CATEGORY	COUNTERMEASURE	CRF	CRASH TYPE AND SEVERITY
Traffic Signals continued	Install left-turn flashing yellow arrow signals and supplemental traffic signs (protected-permissive left-turn phasing)	14.3%	Left Turn, All Severities
	Install left-turn flashing yellow arrow signals and supplemental traffic signs (permissive only left-turn phasing)	50.2%	Left-Turn, All Severities
	Convert protected/permissive left-turn phasing to protected-only left-turn phasing	34.0%	Left Turn, All Severities
	Convert permissive left-turn phasing to protected -only left-turn phasing	77.0%	Left Turn, All Severities
	Implement coordinated traffic signals	No CMF/CRF Available	Rear End*
	Review green times	No CMF/CRF Available	Rear End*
	Install near-side signal heads	30.0%	Red-Light Run Crashes, Frontal Impact Crashes, All Severities
	Install advanced dilemma zone detection	39.0%	All Crash Types, K, A, B, C
	Implement systemic signing and visibility improvements at signalized intersections	4.5%	All Crash Types, All Severities
		4.00%	Rear End, All Severities
		11.60%	Angle, All Severities
	Install dynamic all-red extension	7.0%	Other Crash Type, All Severities
	Increase all-red clearance interval	20.2%	All Crash Types, K, A, B, C

*A CMF study is not available for this countermeasure. Therefore, the listed crash types for this countermeasure are based on engineering judgment, but not on a formal study.

CATEGORY	COUNTERMEASURE	CRF	CRASH TYPE AND SEVERITY
Traffic Signals continued	Add 3-inch yellow retroreflective sheeting to signal backplates	15.0%	All Crash Types, All Severities
	Install pedestrian countdown timer	12.50%	Rear End, All Severities
		70.00%	Vehicle-Pedestrian, All Severities
	Install dynamic signal warning flashers	20.8%	Rear End, All Severities
		25.5%	Angle, All Severities
	Increase yellow change interval (greater than Institute of Transportation Engineers' recommended practice)	35.70%	Rear End, All Severities
	Install adaptive traffic signal control	12.20%	Rear End, All Severities
	Improve detection of motorcyclists	No CMF/CRF Available	Vehicle-Motorcycle*
Pedestrian	Increase pedestrian crossing time	51.00%	Vehicle-Pedestrian
	Curb extensions	No CMF/CRF Available	Vehicle-Pedestrian*
	Curb radius reduction	No CMF/CRF Available	Vehicle-Pedestrian*
	Crossing barriers/fences to prevent pedestrian crossings in unsafe locations	No CMF/CRF Available	Vehicle-Pedestrian*
	Grade-separated crossings	13.00%	Vehicle-Pedestrian
	High-visibility crosswalks	40%	Vehicle-Pedestrian, All Severities

*A CMF study is not available for this countermeasure. Therefore, the listed crash types for this countermeasure are based on engineering judgment, but not on a formal study.

CATEGORY	COUNTERMEASURE	CRF	CRASH TYPE AND SEVERITY
Pedestrian continued	Install advance yield or stop markings and signs for midblock crossings	25.00%	Vehicle-Pedestrian, All Severities
	Install raised median with marked crosswalk (uncontrolled)	46.00%	Vehicle-Pedestrian, All Severities
	Install raised median with/without crosswalk (uncontrolled)	31.5%	Vehicle-Pedestrian, All Severities
	Install pedestrian refuge	31.50%	Vehicle-Pedestrian, All Severities
	Install a pedestrian hybrid beacon (PHB or HAWK)	45.00%	Vehicle-Pedestrian, K, A, B, C
	Install rectangular rapid flashing beacon (RRFB)	70.00%	Vehicle-Pedestrian, All Severities
	All-walk phase/protected pedestrian phase	35.00%	Vehicle-Pedestrian, All Severities
	Install sidewalk	40.20%	Vehicle-Pedestrian, All Severities
Bicycle	Install shared-use path (on 6-lane divided urban road)	25%	Vehicle-Bicycle, All Severities
	Install bike lane	72.60%	Vehicle-Bicycle, All Severities
	Convert traditional bike lane to separated bike lane with a blend of flexi-post and other vertical elements	36%	Vehicle-Bicycle, All Severities
Speed Management	Install dynamic speed feedback sign	5.00%	Single Vehicle Crashes, All Severities
	Implement appropriate speed limits for all users	No CMF/CRF Available	Run off road, Single Vehicle*
Roadway Cross Section	Narrow lane from 12 to 11 feet (rural highways)	24%	All Crash Types, All Severities
	Road diet (convert 4-lane undivided road to 2-lanes plus turning lane)	29.0%	All Crash Types, All Severities

*A CMF study is not available for this countermeasure. Therefore, the listed crash types for this countermeasure are based on engineering judgment, but not on a formal study.

CATEGORY	COUNTERMEASURE	CRF	CRASH TYPE AND SEVERITY
Roadway Cross Section continued	Change number of lanes on major road of a 4-leg signalized intersection from X to Y	Varies	Motorcycle Related Crashes, All Severities
	Change number of lanes on minor road of a 4-leg signalized intersection from X to Y	Varies	Motorcycle Related Crashes, All Severities
	Change number of lanes on minor road of a signalized T-intersection from X to Y	Varies	Motorcycle Related Crashes, All Severities
	Convert major road of a signalized T-intersection from 2-way to 1-way	60.0%	Motorcycle Related Crashes, All Severities
	Install periodic passing lanes on rural 2-lane highways	35%	Non-Intersection Crashes, K, A, B, C
	Install protected intersection	No CMF/CRF Available	Vehicle-Pedestrian, Vehicle-Bicycle*
Access Management	Absence of access points	44%	All Crash Types, All Severities

*A CMF study is not available for this countermeasure. Therefore, the listed crash types for this countermeasure are based on engineering judgment, but not on a formal study.

Non-Infrastructure Countermeasures

Traffic safety countermeasures do not always take the form of new infrastructure. Focused studies and education programs can also improve safety. GDOT's Safe Routes to School (SRTS) programs and road safety audits can help remediate safety concerns specific to a given corridor or area.

SRTS

GDOT's SRTS program focuses on the 5 Es: Evaluation, Engineering, Education, Encouragement, and Enforcement. The SRTS team should comprise school staff, parents and caregivers, local businesses, local police departments, and other stakeholders, to assess the walking and bicycling infrastructure that students use to travel to and from school. Additionally, transportation data within two miles of the school is collected and analyzed, including crash data, vehicular speeds, and projected future enrollment.

ENGINEERING

Engineering involves the selection and implementation of infrastructural and operational safety countermeasures to reduce traffic volumes, decrease vehicular speeds, and reduce instance of traffic conflicts to improve safety. Education and Encouragement create programs and activities that make walking and biking to school both safe and fun so that students and teachers choose these transportation modes instead of driving. Finally, the program coordinates with local police to ensure the Enforcement of traffic laws, such as school-zone speed limits, to encourage safer behavior from drivers around the school. Once these programs have been enacted, it is necessary to return to the first E, Evaluation, to measure the effectiveness of the program. Are more students walking and biking to school? Has the number of crashes within 2 miles of the school been reduced year over year? These are the kinds of questions that need to be answered to see if the SRTS program is having the desired impacts.

ROAD SAFETY AUDITS

Road safety audits follow a similar pattern to SRTS programs. The main difference is that instead of being focused on a school, the focus is on a specific street, neighborhood, or district within a city or town. Similarly to the SRTS program, a road safety audit involves assembling local stakeholders and then evaluating the existing traffic safety concerns. Evaluating traffic safety can involve analyzing crash and traffic data, conducting walk-throughs of the study area with stakeholders, and conducting public meetings so that residents and businesses can voice their transportation concerns and suggestions. Once this data is collected, a report is created recommending safety countermeasures to improve safety within the study area. The report can take the form of a general menu of safety countermeasures that can be applied within the study area or be as specific as developing a conceptual plan for where to apply safety countermeasures at specific locations along the corridor.

EDUCATION PROGRAMS

Education programs can improve safety by educating road users to choose safer behaviors. The Motorcycle Safety Program for Riders, offered by the Georgia Department of Driver Services, and the Keep Georgia Safe program, offered by GDOT, are both examples of roadway safety education programs offered in the state of Georgia.

MOTORCYCLE SAFETY PROGRAM

The Motorcycle Safety Program for Riders offers courses for both beginners and advanced motorcyclists. Participation in the course is encouraged by providing participants who complete the basic rider course with a 90-day motorcycle license test waiver. These courses teach motorcyclists how to drive defensively, how to react to obstacles, and the importance of proper safety gear and vehicle maintenance. Incentivizing road users to participate in the Motorcycle Safety Program and any similar education programs may improve safety by teaching road users to avoid dangerous behaviors.

KEEP GEORGIA SAFE

Keep Georgia Safe is a set of free educational materials provided by GDOT for students in grades K–12. The content is provided on GDOT's website and is organized by grade so that it is easy for educators to select content that is appropriate for their class. The educational materials include videos, practical examples that can be conducted in the classroom, posters, and activity books. The educational materials provided on this website can give teachers the tools they need to convey to their students how they can be safer when walking, biking, or driving along Georgia's roadways.

Project Recommendations

Based on prior precedent plans and studies in Hall County, the team prepared a prioritization framework and gathered necessary data to perform prioritization. The proposed framework includes factors such as equity emphasis areas, overlap with HINs, fatal and severe injury crashes, risk factors, proximity to community facilities, project complexity and coordination needed, previous plans and studies, community and stakeholder input, and road ownership. For more details regarding the Project Prioritization Methodology, see Appendix D.

The project team also reconciled projects against exiting planning efforts such as the Gainesville-Hall Metropolitan Planning Organization's (GHMPO's) Metropolitan Transportation Plan, GHMPO's Transportation Improvement Program, and the other plans and studies, such as the Bicycle and Pedestrian Plan update, Flowery Branch Downtown Parking and Mobility Study, the Braselton Trail Feasibility Study, the State Route 365/Jesse Jewel Parkway Traffic Impact Study, the Gainesville Trail Study, and the Dawsonville Highway - McEver Road Connectivity Study, among other efforts.

Individual projects were scored based on select criteria. This section briefly describes the criteria used to prioritize safety infrastructure projects in Hall County.

Each of the projects were evaluated according to:

- Overlaps with areas where people are most vulnerable (e.g., low income and areas of persistent poverty)
- Overlaps with one of the four high injury networks (HINs)
- Proximity to fatal or serious injury crashes
- Addresses concerns within identified crash profiles
- Proximity to key community facilities (parks, schools, institutional facilities, courthouses, or commercial and mixed-use land uses)
- Project complexity and required coordination with transportation agencies
- Level of public/stakeholder support (from online survey, community meetings, and stakeholder meetings)

The points associated with the defined criteria were summed for each project to generate a raw score that reflected its overall priority—with higher scores indicating a higher priority for implementation.

The draft list of scored and prioritized projects was presented to the project's steering committee for feedback, which further helped inform the final prioritization of projects for the plan. After assessing the list of projects to see which would have the greatest impact on transportation safety within Hall County, five priority projects emerged. While five priority project emerged for the purpose of producing cutsheets for this Plan, all of the projects in this Plan are important and implementing them will advance the goal of reducing and eliminating fatalities and serious injuries..

The project recommendations include safety countermeasures from the toolkit presented in the previous section; all improvements would meet Americans with Disabilities Act (ADA) requirements. To support project development, the project list incorporates recommended countermeasures to corridors and intersections with crashes that match identified crash profiles.

To assist in planning and budgeting for advancement and implementation of SS4A Action Plan recommendations, the project team prepared planning-level cost estimates for each of the five priority projects detailed in the cutsheets.[1]

See pages 67, 68, 69, 70 and 71 for more detailed information.

1 Cost estimates are shown in current-year (2025) dollars and are subject to change over time, due to factors such as the cost of labor, materials, and inflation. For more information regarding the Cost Estimate Assumptions and Methodology, see Appendix D.

Table 10 • **Top Priority Projects**

PROJECT ID	PROJECT NAME	BEGIN	END	PROJECT DESCRIPTION	INTERSECTING JURISDICTIONS	SRTS ELIGIBLE?	TOTAL SCORE
SFTY-03	Queen City Parkway Corridor Improvements	Jesse Jewell Pkwy.	Old Candler Rd.	Assess and improve Queen City Pkwy. between Jesse Jewell Pkwy. and Candler Rd. to reduce speeds along the corridor. This project will also fill existing gaps in sidewalk networks, as well as assess the potential installation of median U-turn intersections where feasible.	Gainesville, Unincorporated Hall Co.	No	31
PED-03	Main Street Pedestrian Lighting and Safety Improvements in Downtown Lula	Miller Dr.	Lewallen Cir.	Design and construct sidewalks, pedestrian lighting, traffic management devices, and other general streetscape improvements to improve pedestrian safety and movements within Downtown Lula.	Lula	Yes	30
SFTY-02	Limestone Parkway Corridor Safety Improvements	Cleveland Hwy.	Jesse Jewell Pkwy.	Specific safety countermeasures to consider include reduction of speed limits; installation of pedestrian/bicycling improvements; signal timing along Limestone Pkwy; and others. **This proposed project would also seek to implement specific safety countermeasures suggested as part of the SR 365/ Jesse Jewell Parkway Traffic Impact Study** (2021).	Gainesville, Unincorporated Hall Co.	Yes	29

*Safe Routes to School

PROJECT ID	PROJECT NAME	BEGIN	END	PROJECT DESCRIPTION	INTERSECTING JURISDICTIONS	SRTS ELIGIBLE?	TOTAL SCORE
PED-02	Phil Niekro Boulevard/ Spout Springs Road Corridor and Pedestrian Safety Improvements	Atlanta Hwy.	Hog Mountain Rd.	Design and construct speed reduction and safety measurers throughout the corridor. Specific safety countermeasures include implementation of a corridor access management plan; reduction in speed limits; roadway lighting; wider edge lines; and pedestrian improvements at certain intersections throughout the corridor.	Flowery Branch Braselton, Unincorporated Hall Co.	Yes	22
R-03	E.E. Butler Parkway at MLK Jr. Boulevard Roundabout	N/A	N/A	Reconfigure or make geometric improvements at the intersection. A roundabout, if determined to be feasible, could improve the intersection safety and performance.	Gainesville	No	26
SFTY-17	Candler Road Corridor Safety Improvements	I-985	Hall Co. Line	Construct sidewalks, roundabouts, right-in/right-outs, roadway departure countermeasures (where there are curve and visibility issues), without ROW acquisition.	Gainesville Unincorporated Hall Co.	Yes	22

*Safe Routes to School

SFTY-03: Queen City Parkway Corridor Improvements

Corridor Summary

The Queen City Parkway corridor contains portions of each High Injury Network. The corridor was the site of nineteen (19) serious injury crashes, and two (2) fatal crashes.

Prioritization Rank: #1

Planning-Level Cost Estimate: $19.3M - $23.2M

Key Corridor Statistics:

- 71.43% of serious & fatal injury crashes were intersection-related
- 47.62% of serious & fatal injury crashes were left-angle crashes
- 38.10% of serious & fatal injury crashes were night-time crashes in unlit areas

Description: This project would calm traffic speeds along Queen City Pkwy from Jesse Jewell Pkwy to Candler Rd. This segment of Queen City Pkwy lies within an Equity Emphasis Area, and was the site of twenty-one (21) serious and fatal injury crashes between 2018 and 2022. Of the 21 fatal and serious injury crashes occurring in the corridor from 2018 to 2022, 71.43% (15) were intersection-related, 47.62% (10) were left-angle crashes, and 38.10% (8) occurred in unlit areas during non-daylight hours. This project would assess the Queen City Pkwy corridor for traffic-calming and speed reduction measures, including decreasing the posted corridor speed-limit to 35 mph throughout, installation of roadway lighting, and the potential implementation of median U-turn (MUT) intersections at Industrial Blvd and West Ridge Rd.

Right-of-Way (ROW) Needs: Limited potential ROW needs

Coordination Needs: City of Gainesville, Georgia Dept. of Transportation (GDOT)

Local, State or Federal Roadway: GDOT/State

Key Destinations

- **Lee Gilmer Memorial Airport** *(1137 Aviation Way)*
- **Gainesville Municipal Court** *(701 Queen City Pkwy)*
- **Pilgrim's Pride Corporation** *(949 Industrial Blvd)*
- **Midland Greenway** *(682 Grove St)*

Key Observations

Numbers correspond to corridor map (left)

(#1) All four approaches to the Queen City Pkwy/Jesse Jewell Pkwy intersections are in the Bicycle or Pedestrian HINs

(#2) The Aviation Blvd/Queen City Pkwy intersection is in all four HINs

(#3) The W Ridge Rd/Queen City Pkwy intersection was the site of four serious injury crashes and one fatal crash.

(#4) The I-985/Queen City Pkwy intersection is in the top 25% of scores for both the Motorcycle HIN and All-Mode HIN, and was the site of two serious injury crashes and one fatal crash.

Safety Countermeasures

Examples of potential safety countermeasures to consider

Roadway Lighting

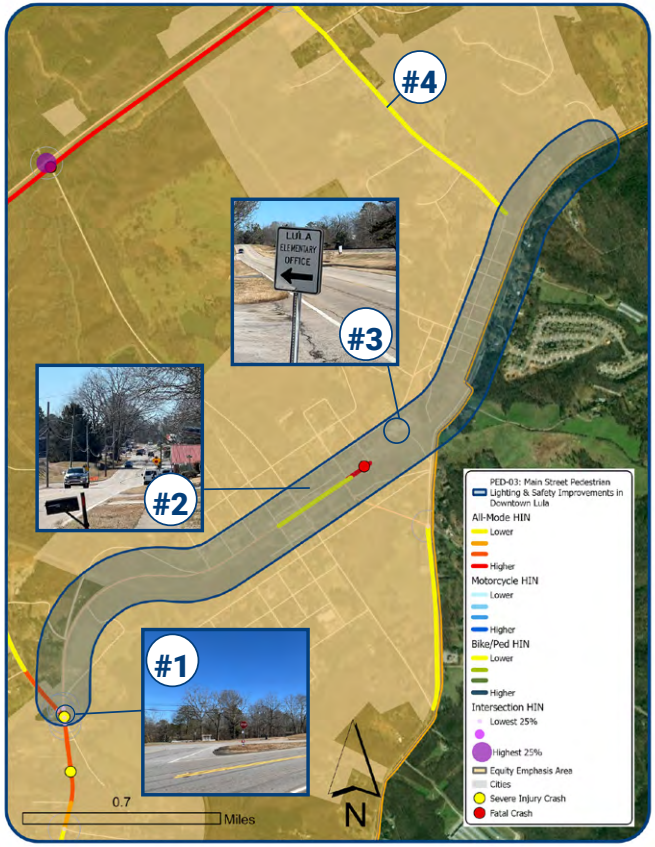
Median U-Turn Intersections

Hall County Safe Streets for All Plan

PED-03: Main St Pedestrian Lighting & Safety Improvements in Downtown Lula

Corridor Summary

The Main Street corridor contains portions of the Intersection & All-Mode HINs. The corridor also was the site of three (3) minor injury crashes, two (2) serious injury crashes, and one (1) fatal injury crash involving a pedestrian.



Prioritization Rank: #2

Planning-Level Cost Estimate: $13.8M - $16.6M

Key Corridor Statistics:

- 60.00% of serious, fatal or minor injury crashes were curve-related
- 40.00% of serious, fatal or minor injury crashes happened at night
- 40.00% of serious, fatal or minor injury crashes involved cyclists/pedestrians
- School Zone present

Description: The proposed project seeks to improve vulnerable road user (VRU) safety and traffic operations along approximately two miles of Main St from Lewallen Cir to Miller Dr in downtown Lula. Specific proposed corridor improvements would include reconstructing existing pedestrian facilities to meet current Americans with Disabilities Act (ADA) standards, constructing ADA-compliant intersection improvements where none currently exist, restriping existing crosswalks, installing audible traffic signals and signs at two major intersections (Main St/Athens St and Main St/8th St), filling all existing sidewalk gaps, widening sidewalks to a minimum of 5.5 feet where not currently present, installing enhanced landscaping and hardscaping, and installing pedestrian- and roadway-level lighting.

Right-of-Way (ROW) Needs: Limited potential ROW needs

Coordination Needs: City of Lula, Georgia Dept. of Transportation (GDOT)

Local, State or Federal Roadway: GDOT/State

Key Destinations

- **Lula Elementary School** *(6130 Chattahoochee St)*
- **Lula City Hall** *(6055 Main St)*
- **Spoken Word Church** *(6467 Main St)*

Key Observations

Numbers correspond to markers on corridor map (left)

#1 The intersection between Lula Rd and Main St is within the bottom quartile of the Intersection HIN

#2 Portions of central Main Street in Lula are in the most severe quartile of corridors within the All-Mode HIN

#3 The corridor includes Lula Elementary School, which is the site of heavy pedestrian and vehicular traffic during the school year.

#4 The entirety of Belton Bridge Rd between Main St and State Route (SR) 365 is within the All-Mode HIN; however, the Main St/Belton Bridge Rd intersection is not within the project's Intersection HIN.

Safety Countermeasures

Examples of potential safety countermeasures to consider

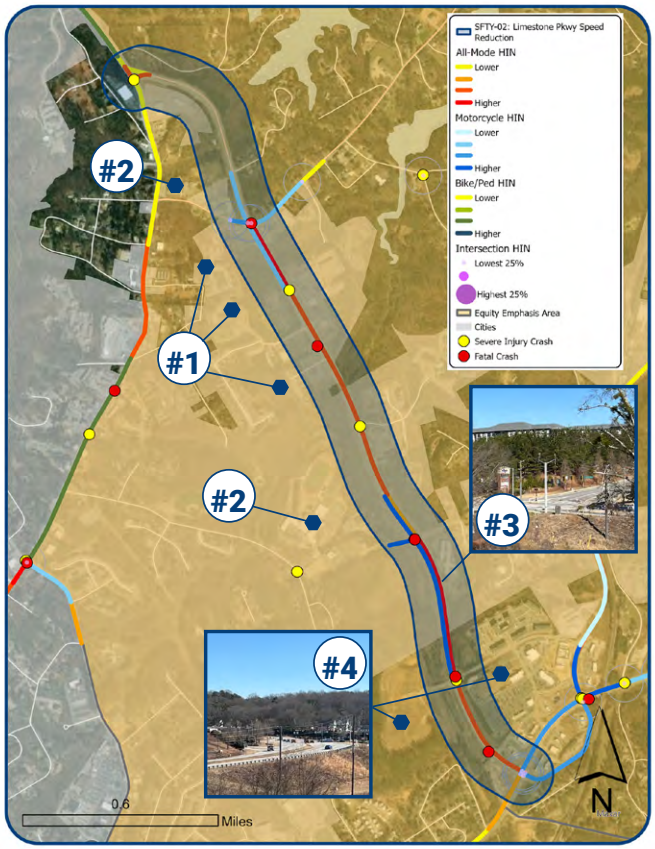
Walkways

Pedestrian Lighting

SFTY-02: Limestone Pkwy Corridor Safety Improvements

Corridor Summary

The Limestone Parkway corridor has portions of the Motorcycle, Intersection and All-Mode HINs; and had six (6) serious injury crashes, and five (5) fatal crashes - the latter representing 4.1% of all such crashes in the County.



Prioritization Rank: #3

Planning-Level Cost Estimate: $7.5M - $9.1M

Key Corridor Statistics:

- 81.81% of serious & fatal injury crashes involved drivers <18 or 65+
- 63.63% of serious & fatal injury crashes were intersection-related
- Served by transit
- Two schools nearby

Description: The project would calm traffic speeds along Limestone Pkwy from Cleveland Hwy to Jesse Jewell Pkwy. This corridor lies within an Equity Emphasis Area, and was the site of eleven (11) serious and fatal injury crashes from 2018 to 2022. Of the corridor's 11 fatal and serious injury crashes, 81.81% (9) involved older (65+) or younger (<19) drivers, 63.63% (7) were intersection-related, and 27.27% (3) involved pedestrians/cyclists. The project would assess the corridor for traffic-calming and speed reduction measures, including implementation of lower posted speed limits (35 mph) and flashing yellow arrow signals; as well as the installation of intersection lighting improvements, signalized and marked crosswalks at signalized intersections where not currently present, crosswalk visibility enhancements and a multi-use path on the western side of the roadway.

Right-of-Way (ROW) Needs: Some potential ROW needs

Coordination Needs: City of Gainesville, Georgia Dept. of Transportation (GDOT)

Local, State or Federal Roadway: GDOT/State

Key Destinations

- **Kroger Grocery** *(1931 Jesse Jewell Pkwy)*
- **Publix Grocery** *(2155 Limestone Pkwy)*
- **Lakeview Academy** *(796 Lakeview Dr)*

Key Observations

Numbers correspond to markers on corridor map (left)

(#1) The corridor is home to several large eldercare/hospice facilities - and a majority of all serious or fatal injury crashes involved a driver aged 65 or older.

(#2) Two schools (Lakeview Academy and Advanced Scholars Academy) are also along the corridor, and 81.81% of fatal and serious injury crashes involved older or younger drivers.

(#3) The southern portion of the corridor is in the top 25% of corridors within the Motorcycle and All-Mode HINs.

(#4) The southern end of the corridor is also the site of two shopping centers anchored by grocery stores.

Safety Countermeasures

Examples of potential safety countermeasures to consider

Crosswalk Visibility Enhancements

Appropriate Speed Limits for All Road Users

PED-02: Phil Niekro Blvd/Spout Springs Rd Corridor & Pedestrian Safety Improvements

Corridor Summary

The Phil Niekro Boulevard/Spout Springs Road contains portions of each HIN. The corridor was the site of twenty-one (21) minor injury crashes, six (6) serious injury crashes, and one (1) fatal crash.

Prioritization Rank: #5

Planning-Level Cost Estimate: $18.2M - $21.8M

Key Corridor Statistics:

- 71.43% of minor, serious & fatal injury crashes were intersection-related
- 57.14% of minor, serious & fatal injury crashes were angle crashes
- 32.14% of minor, serious & fatal injury crashes occurred at night

Description: This project would calm traffic speeds on Phil Niekro Blvd from Atlanta Hwy to Hog Mountain Rd. This corridor was the site of twenty-eight (28) minor, serious and fatal injury crashes from 2018 to 2022. Of the 28, 71.43% (20) were intersection-related, 57.14% (16) were angle crashes, and 32.14% (9) occurred at night. This project would assess Phil Niekro Blvd for traffic-calming measures, including decreasing corridor speed limits to 35 mph. The project would also install corridor and intersection lighting, as well as sidewalks on both sides of the roadway. The project would widen Phil Niekro Blvd to a four-lane typical section, and potentially install roundabouts at the existing intersections with the I-985 on/off ramps.

Right-of-Way (ROW) Needs: High potential ROW needs

Coordination Needs: City of Flowery Branch, Georgia Dept. of Transportation (GDOT), Federal Highway Administration (FHWA)

Local, State or Federal Roadway: GDOT/State/FHWA

Key Destinations

- **Mars Wrigley** *(4755 Thurmon Tanner Pkwy)*
- **Stonebridge Village** *(5855 Spout Springs Rd)*
- **Gibson Flowery Branch** *(900 Crest Village Cir)*

Key Observations

Numbers correspond to markers on corridor map (left)

(#1) A small overlapping portion of Phil Niekro Blvd near large commercial developments east of I-985 is in both the Motorcycle and Bike/PED HINs

(#2) The intersections of Phil Niekro Blvd and the I-985 on/off ramps were both the site of serious injury crashes.

(#3) The stretch of Phil Niekro Blvd between Thurmon Tanner Pkwy and Atlanta Hwy is in the top 25% of corridors in the All-Mode HIN.

(#4) Phil Niekro Blvd at Atlanta Hwy was the site of a fatal crash and is in the top quartile of all intersections in the Intersection HIN; it is also constrained by a nearby active railroad line.

Safety Countermeasures

Examples of potential safety countermeasures to consider

Roadway Lighting

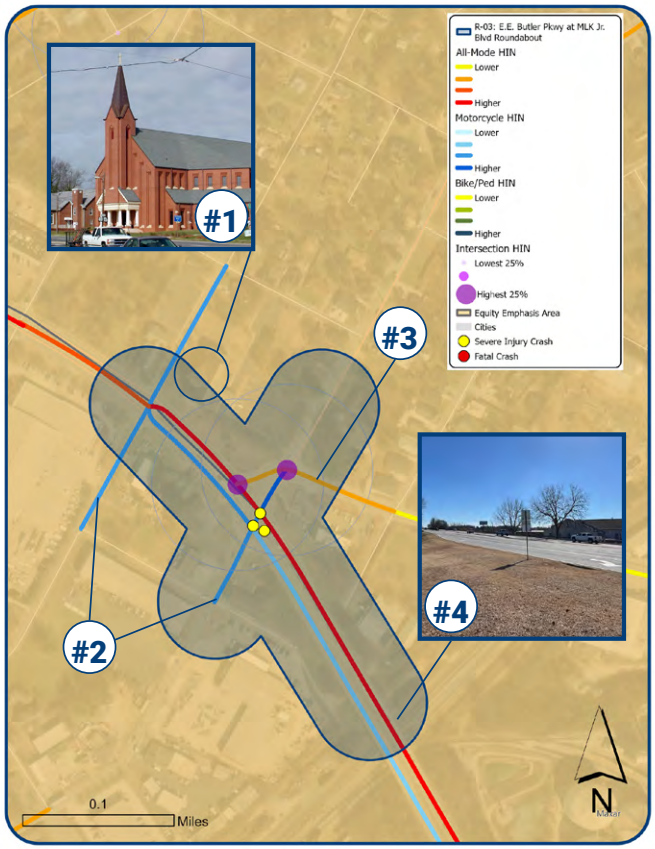
Roundabouts

Hall County Safe Streets for All Plan

R-03: E.E. Butler Pkwy at MLK Jr. Blvd Roundabout

Corridor Summary

The E.E. Butler Parkway/MLK Jr. Boulevard intersection contains portions of the Motorcycle, All-Mode and Intersection HINs. The corridor was also the site of three (3) serious injury crashes, and five (5) minor injury crashes.



Prioritization Rank: #4

Planning-Level Cost Estimate: $11.1M - $13.4M

Key Corridor Statistics:

- 87.50% of serious & minor injury crashes involved "following too closely"
- 87.50% of serious & minor injury crashes were curve-related
- 25.00% of serious & minor injury crashes involved motorcycles
- Served by transit

Description: This project would calm traffic and address safety concerns at the existing intersections of E.E. Butler Pkwy at MLK Jr. Blvd and Athens St. The intersection lies within an Equity Emphasis Area, and was the site of 1% of all crashes in Hall County from 2018 to 2022. Of the 8 serious and minor injury crashes occurring in the corridor from 2018 to 2022, 87.50% (7) were curve-related, 87.50% (7) involved "following too closely", and 25.00% (2) involved motorcycles. This project would assess the existing intersections for installation of a five-legged roundabout, including the installation of pedestrian improvements where possible, and the installation of roadway lighting improvements. The project would also fill existing gaps in the sidewalk network along E.E. Butler Pkwy.

Right-of-Way (ROW) Needs: High potential ROW needs

Coordination Needs: City of Gainesville, Georgia Dept. of Transportation (GDOT)

Local, State or Federal Roadway: GDOT/State

Key Destinations

- **St. John Baptist Church** *(757 E.E. Butler Pkwy)*
- **Cargill** *(826 W Ridge Rd)*
- **Brenau Univ (East Campus)** *(1001 Chestnut St SE)*

Key Observations

Numbers correspond to markers on corridor map (left)

#1 There are several churches near the intersection that may cause increased traffic volumes during off-peak hours.

#2 High St and MLK Jr. Blvd - key cross streets for E.E. Butler Pkwy - are also both in the Motorcycle HIN.

#3 Athens St is also within the All-Mode and Intersection HINs, and would likely need to be included in any potential intersection redesign.

#4 A bridge over active freight rail lines associated with the neighboring Cargill food manufacturing facility at 862 W Ridge Rd may create some project constraints (and may require railroad coordination).

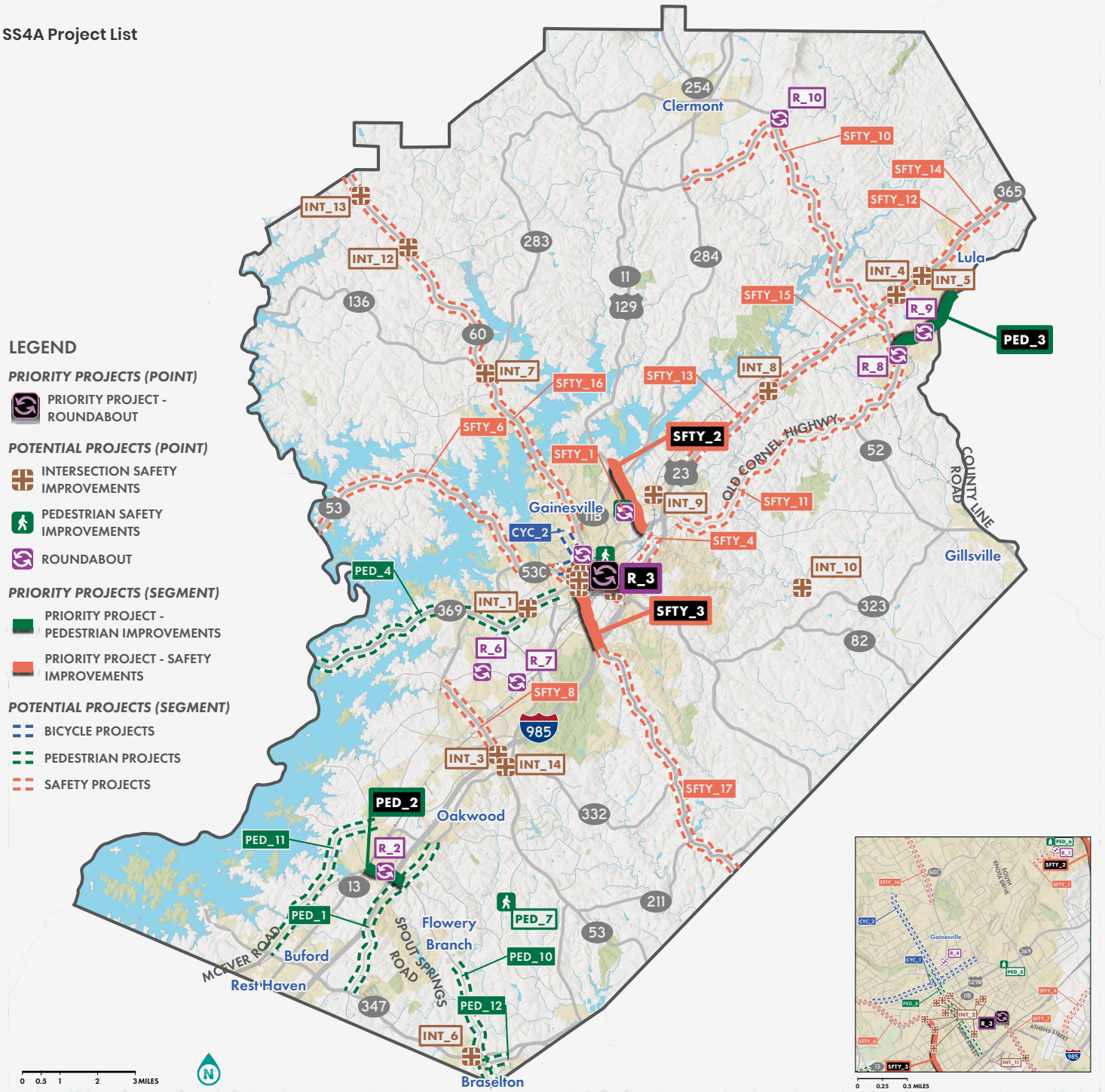
Safety Countermeasures

Examples of potential safety countermeasures to consider

Roadway Lighting

Roundabouts

Map 5 • Hall SS4A Project List



The following projects represent ten priority intersection and ten priority corridor projects. For the complete list of projects, see Appendix E.

Table 11 • Hall County SS4A List of Projects

PROJECT ID	PROJECT NAME	START LIMIT	END LIMIT	PROJECT DESCRIPTION	INTERSECTING JURISDICTIONS	SRTS* ELIGIBLE?	TIMEFRAME DESIGNATION	TOTAL SCORE
INT-02	Pedestrian Crossing Improvements in Downtown Gainesville (Multiple Locations)			Install pedestrian improvements at: Bradford St @ High St E.E. Butler Pkwy @ Hunter St SE E.E. Butler Pkwy @ College Ave SE Race St @ Hunter St SE Bradford St @ Jesse Jewell Pkwy Maple St @ Jesse Jewell Pkwy W Academy St SW @ Jesse Jewell Pkwy Athens St @ W Ridge Rd Specific safety countermeasures to consider include signalization of stop-controlled intersections (if warranted); installation of sidewalks on all intersection approaches; installation of high-visibility crosswalks at all intersections; signal timing between intersections; and others.	Gainesville	Yes	Medium-Term	29
SFTY-12	SR 365 Vehicle Approaching Notification Systems	YMCA Dr	Hall Co. Line	Add flashing vehicle approaching signs at unsignalized intersections including White Sulphur Rd at Cagle Rd, Howard Rd at While Sulphur Rd where approaching vehicles cannot be seen from stop bars.	Gainesville Lula Unincorporated Hall Co.	No	Medium-Term	26
SFTY-13	SR 365 Signal Notifications	YMCA Dr	Hall Co. Line	Design and install flashing signal approaching signs on SR 365 at Ramsey Rd, between Athens St and SR 52, and approaching Cagle Rd.	Gainesville Lula Unincorporated Hall Co.	No	Medium-Term	26

*Safe Routes to School

PROJECT ID	PROJECT NAME	START LIMIT	END LIMIT	PROJECT DESCRIPTION	INTERSECTING JURISDICTIONS	SRTS* ELIGIBLE?	TIMEFRAME DESIGNATION	TOTAL SCORE
SFTY-14	SR 365 Lighting Improvements	YMCA Dr	Hall Co. Line	Assess whether the AASHTO lighting warrant is met and if so, follow the GDOT Lighting Design Process to install lighting along SR 365.	Gainesville Lula Unincorporated Hall Co.	No	Medium-Term	26
INT-04	SR 365 at Athens Street in Lula Intersection Improvements			Reconfigure or make geometric improvements, add improvements: full signalization, or installation of dedicated turn lanes.	Unincorporated Hall Co.	No	Medium-Term	25
INT-05	SR 365 at Belton Bridge Road Traffic Signal Warrant Analysis/Improvements			Implement safety improvements consistent with on-going SR 365 Planning Study.	Lula Unincorporated Hall Co.	No	Medium-Term	25
R-05	E.E. Butler Parkway/MLK Jr. Boulevard/Athens Street Roundabout			Reconfigure or make geometric improvements. Complete Intersection Control Evaluation, potentially install roundabout, based on results.	Gainesville	No	Medium-Term	25
PED-08	Main Street Pedestrian Corridor in Downtown Gainesville	Academy Street NW	Industrial Blvd	Create sidewalks and pedestrian improvements at Main St intersections in downtown Gainesville.	Gainesville	Yes	Medium-Term	24
R-04	Green Street at SR 60/US 129 Roundabout			Reconfigure or make geometric improvements. A roundabout, if determined to be feasible, could improve the intersection safety and performance.	Gainesville	No	Medium-Term	23

*Safe Routes to School

PROJECT ID	PROJECT NAME	START LIMIT	END LIMIT	PROJECT DESCRIPTION	INTERSECTING JURISDICTIONS	SRTS* ELIGIBLE?	TIMEFRAME DESIGNATION	TOTAL SCORE
INT-09	White Sulphur at Railroad/Crescent Drive/Pine Valley Road Intersection Improvements			Reconfigure or make geometric improvements. Specific safety countermeasures to consider include signalization of the intersection, installation of sidewalks, installation of high-visibility crosswalks.	Gainesville	Yes	Medium-Term	22
INT-11	E.E. Butler Parkway at Chestnut Street Intersection Improvements			Shift the existing intersection to the north, further away from intersection of Athens Hwy and Ridge Rd. Extend southbound left turn lane on Athens Hwy on approach to Ridge Rd to prevent left turn traffic queues from blocking the through lane.	Gainesville	No	Medium-Term	22
SFTY-05	Queen City Parkway Sidewalk Installation	Industrial Blvd	Candler Road	Install sidewalks on both sides of Queen City Pkwy.	Gainesville Unincorporated Hall Co.	Yes	Medium-Term	22
SFTY-11	Old Cornelia Hwy Corridor Safety Improvements	Jesse Jewell Parkway	Cemetery Road	Construct improvements in downtown Gainesville. Install sidewalks, roundabouts, right-in/right-out, roadway departure safety countermeasures.	Gainesville Lula Unincorporated Hall Co,	Yes	Medium-Term	22
SFTY-15	SR 365 Incident Area/Crash Investigation Site Installations	YMCA Dr	Hall Co. Line	Construct pull-off areas along the corridor to allow emergency responders and motorists to move incidents away from travel lanes. Area can also be used for crash investigation.	Gainesville Lula Unincorporated Hall Co.	No	Medium-Term	22

*Safe Routes to School

PROJECT ID	PROJECT NAME	START LIMIT	END LIMIT	PROJECT DESCRIPTION	INTERSECTING JURISDICTIONS	SRTS* ELIGIBLE?	TIMEFRAME DESIGNATION	TOTAL SCORE
SFTY-17	Candler Road Corridor Safety Improvements	I-985	Hall Co. Line	Construct sidewalks, roundabouts, right-in/right-outs, roadway departure countermeasures (where there are curve and visibility issues), without ROW acquisition.	Gainesville Unincorporated Hall Co.	Yes	Medium-Term	22
INT-01	Hilton Drive at Browns Bridge Road Intersection Improvements			Reconfigure or make geometric improvements. Specific safety countermeasures to consider include signalization of the intersection; installation of sidewalks along Browns Bridge Rd and Hilton Dr; and installation of a high-visibility crosswalks.	Gainesville	No	Medium-Term	21
SFTY-07	E.E. Butler Parkway Sidewalk Installation	High Street SE	I-985	Install sidewalks on both sides of the corridor.	Gainesville	Yes	Medium-Term	21
INT-03	I-985 at SR 53 Diverging Diamond Interchange			Convert the existing SR 53/I-985 interchange to a Diverging Diamond Interchange.	Oakwood	No	Medium-Term	20
R-07	Mountain View Road at Old Oakwood Road Roundabout			Reconfigure or make improvements - including a potential roundabout. An Intersection Control Evaluation should be completed.	Unincorporated Hall Co.	No	Medium-Term	20
CYC-01	Washington Street Cycling Improvements	Prior Street NE	John Morrow Parkway	Construct cycling improvements in downtown Gainesville. Improvements can include cycle track, semi-protected bike lanes, sharrows, or others.	Gainesville	Yes	Long-Term	18

*Safe Routes to School

Recommended for Washington Street Cycling Improvements, Washington Street, Gainesville, GA

07

Annual Monitoring and Evaluation

Downtown Gainesville,
City of Gainesville, GA

Evaluation Strategies and Metrics

After establishing a baseline of safety conditions, providing a vision for the future, and deciding what strategies and actions should be taken to address safety, ***the Safety Action Plan includes methods for evaluating the progress and efficacy of the safety strategies.***

Wider in scope than a before-and-after study of a single roadway, monitoring and evaluation makes it clear to all agencies, stakeholders, and the public, what steps have been taken to improve safety and how crash trends have changed. Below, a few strategies for self-evaluation are recommended.

Traffic Safety Committee

Action Plan Strategy: Integrate Safety into All Departments and Ensure Multi-Agency Coordination.

A Traffic Safety Committee will track the Safety Action Plan's implementation, to help it stay on track. A committed advisory group, who meets regularly, supports the success of individual projects and communication across agencies. The Traffic Safety Committee can include members of the Safety Action Plan Steering Committee.

While the committee's directives will ultimately be established based on member feedback, potential activities could include:

- Review updated crash/safety data to discuss new crash profiles or potential changes to the HIN
- Identify ongoing efforts and opportunities for coordination
- Provide feedback on equitable engagement strategies for different types of safety projects
- Serve in an advisory capacity on implementation actions and progress

Multi-Agency Fatal Crash Rapid-Response Team

Action Plan Strategy: Create and Implement a Multi-Agency Fatal Crash Rapid-Response Team, Integrating with Existing Georgia State Patrol Efforts where Possible.

After establishment of a Traffic Safety Committee, the committee can create a Fatal Crash Rapid-Response Team for fatal crashes. This team will work to understand the engineering and design failures at play when a fatal crash occurs. This can be done in close coordination with the Georgia State Patrol's Specialized Reconstruction Team. By responding to a fatal crash through a field survey and analysis of crash conditions, quick action and recommendations can be made to lessen the likelihood of a future crash occurring. The Fatal Crash Rapid-Response Team will meet to review police report details, observe behavior at the site, and document the current conditions at the scene of the crash. Members of the team can also serve on the Traffic Safety Committee to facilitate coordination and discuss implementation progress quarterly.

Complete Street Design Guidelines

Action Plan Strategy: Adopt a Complete Streets Policy; Adopt National Association of City Transportation Officials (NACTO) Design guidelines for roadways.

The adoption of Complete Streets supportive design guides by Hall County and the municipalities will update all existing design standards to reflect Complete Streets principles and prioritize the Safe System Approach. These design guidelines will advance safety principles and overall corridor livability throughout Hall County and will apply to future development, maintenance, and major roadway reconstruction projects.

Annual Report Card

The Hall County Safety Action Plan's implementation is a long-term commitment by multiple agencies and jurisdictions to traffic safety. To increase transparency between government and the general public, Gainesville-Hall Metropolitan Planning Organization (GHMPO) will publish progress reports annually. These reports are intended to offer a holistic picture of changes to policy, updates on implemented projects or programs, and most critically, changes in crash numbers and outcomes.

The report can include the following metrics:

Table 12 • Annual Report Card Metrics

METRICS	DATA SOURCE
Total killed or serious injury (KSI) crashes by jurisdiction and county-wide Map of KSI crashes in the county and in the municipalities KSI crash rate by jurisdiction Vulnerable road user KSI crashes by jurisdiction and countywide Number of KSI crashes in vulnerable areas (see Safer Road Users Action Item 2C) Percentage change in KSI crashes and crash types Percentage of KSI crashes occurring on HIN	GDOT Crash Data Dashboard, County HIN, County Road Network, Vulnerable Area Index
Number of initiated safety projects in the year Number of continuing safety projects in the year Number of completed safety projects in the year	Unified Planning Work Program, Capital Improvements Plan
Roadway design, traffic safety, and enforcement policy changes in the year Miles of new and repaired sidewalk Miles of new bikeway projects under construction	Public Works
Number of targeted enforcement campaigns conducted	Sheriff's Department
Number of educational campaigns conducted	Communications, Public Works, Safe Routes to School (SRTS) Program
Number of completed WeGO transit trips	Hall Area Transit, Hall County
Status of individual strategies and action items	Hall County, GHMPO

Strategies and Metrics Template Table

A simplified version of the strategies and actions table from Chapter 5, this table can be included in the annual monitoring report.

Table 13 • Safer Road Users Metrics

#	ACTION	METRICS	AGENCIES INVOLVED
1.A	Adopt a Zero-Death resolution by 2050 at each level of government.	Zero-Death resolution adopted.	GHMPO / Hall County / Mayor's Office (Flowery Branch, Gainesville, and Oakwood)
1.B	Share annual progress reports. Commit to the semi-annual report card summary (see Annual Report Card Table above) in the Zero-Death resolution.	Two annual reports with summary statistics.	GHMPO / Hall County / Mayor's Office (Flowery Branch, Gainesville, and Oakwood)
1.C	Continue participation in Georgia Association of Metropolitan Planning Organizations.	Active representative attends Georgia Association of Metropolitan Planning Organizations meetings.	GHMPO
2.A	Develop engagement and safety education materials in Spanish.	Bilingual education campaigns (flyers, slogans, presentations).	Hall County
2.C	Develop a vulnerable area index that accounts for socioeconomic factors to use during project prioritization.	Map of vulnerable areas and scores.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
3.A	Launch road safety education campaigns targeting risky behaviors like aggressive driving and speeding.	Number of safety campaigns launched. Reduction in KSI crashes and speeding.	GHMPO / Hall County / Mayor's Office (Flowery Branch, Gainesville, and Oakwood) / GDOT
3.B	Conduct trainings for County, GHMPO, and City staff on safety countermeasures and Complete Streets policies and best practices.	Number of staff engaged in trainings.	GHMPO / GDOT / Cities of Flowery Branch, Oakwood, and Gainesville
3.C	Implement targeted enforcement actions in high-crash zones to address risky behaviors like failure to yield to pedestrians, speeding, distracted driving.	Number of targeted enforcement campaigns. Reduction in tickets after repeated enforcement.	GHMPO / Hall County / Cities of Flowery Branch, Oakwood, and Gainesville

Table 14 • Safer Roads Metrics

#	ACTION	METRICS	AGENCIES INVOLVED
1.A	Adopt a Complete Streets Policy.	Complete Streets Policy added to local code.	Hall County / City of Flowery Branch / GHMPO
1.B	Adopt NACTO design guidelines for roadways.	Design Guidelines added to the Roadway Standards.	GHMPO / Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
1.C	Review and update existing policies and plans (Access Plan, Land Disturbance Permit, Development Plans, County and Cities Street Lighting Policy, County Residential Speed Control Program, and Traffic Calming Device and Speed Hump Program) for multimodal and safety considerations.	Plans and policies updated to create safe multimodal travel.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
1.D	Update Design Standards and Traffic Operations Procedures to reflect the Complete Streets Policy and to allow encourage innovation in safety practices (e.g., quick-build and pilot projects).	Update to the Roadway Standards.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
1.E	Create and adopt Quick-Build Policy and Pedestrian Crossing Policy.	Policy added to local code.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
2.A	Implement safety treatments along the HIN.	Number of projects on HIN. Reduction in KSI crashes. Number of completed safety projects in the year.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville / GDOT
2.B	Implement signal and operational improvements along the HIN.	Number of improvements on HIN. Reduction in KSI crashes.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
2.C	Diversify funding sources for long-term funding availability.	Number of grant applications. Amount of funding secured.	GHMPO / Hall County / Cities of Flowery Branch, Oakwood, and Gainesville

Table 14 continued

#	ACTION	METRICS	AGENCIES INVOLVED
2.D	Review and update the reconstruction and resurfacing prioritization process with greater weight given to safety needs.	Update the reconstruction and resurfacing selection to prioritize dangerous roadways.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
3.A	Update the sidewalk gap inventory and priority projects list.	Current inventory of sidewalk gaps and priority projects made available.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
3.B	Create a motorcycle safety priority project list.	Current list of motorcycle priority projects made available.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
3.C	Implement targeted lighting installation program, starting with poorly lit HIN segments. Combine lighting installation with other safety countermeasure projects.	Number of lighting improvements installed. Increase in miles of HIN with adequate lighting.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville / Georgia Power / GDOT
3.D	Identify high-priority pedestrian and bicycle safety improvements in Gainesville.	Current list of pedestrian and bicycle priority projects made available.	City of Gainesville Public Works / GDOT
3.E	Identify high-priority intersection improvements on high-speed, non-interstate roadways within Flowery Branch.	Current list of intersection priority projects on high-speed roads made available.	City of Flowery Branch Public Works / GDOT
3.F	Identify high-priority corridor improvements on high-speed, non-interstate roadways within Oakwood.	Current list of priority projects on high-speed roads made available.	City of Oakwood Public Works / GDOT
4.A	Develop SRTS Plans in each municipality.	Completed SRTS Plans.	GHMPO / Hall County / Cities of Flowery Branch, Oakwood, and Gainesville / GDOT
4.B	Apply for funding through GDOT to finance the implementation of safety improvements in high-priority school zones.	Amount of funding secured.	GHMPO / Cities of Flowery Branch, Oakwood, and Gainesville / Hall County / GDOT
5.A	Develop a Rural Road Safety Program and coordinate rural safety improvements with maintenance activities.	Number of safety and maintenance projects in rural areas. Reduction in rural KSI crashes.	Hall County GHMPO Cities of Flowery Branch, Oakwood, and Gainesville GDOT

Table 15 • **Safer Vehicles Metrics**

#	ACTION	METRICS	AGENCIES INVOLVED
1.A	Equip public vehicle fleet with safety technologies, including automatic emergency braking, forward collision warning systems, lane keep assist, etc.	Percentage of public fleet equipped with safety technology.	GHMPO / Hall County / Cities of Flowery Branch, Oakwood, and Gainesville
1.B	Integrate and connect small, electric mobility options in high visibility microtransit, scooters, bike sharing, and golf carts. Deploy through zones and road classifications.	Presence of micromobility and microtransit service.	WeGO / Hall County Area Transit / Public Works

Table 16 • Safer Speeds Metrics

#	ACTION	METRICS	AGENCIES INVOLVED
1.A	Update Roadway Design Standards to include "self-enforcing" roads that naturally encourage speed-limit adherence.	Update to the Roadway Standards.	GMHPO / Hall County / Cities of Flowery Branch, Oakwood, and Gainesville
1.B	Update the Hall County and Gainesville Traffic Calming Policies to prioritize HIN improvements and diversify traffic calming devices.	Updated policy. Number of traffic calming treatments close to HIN. Reduction in speeding and KSI crashes on treated roads.	Hall County Public Works / City of Gainesville Public Works
1.C	Develop a Residential Traffic Calming Policy for Oakwood and Flowery Branch.	Policy adopted by the cities.	City of Flowery Branch Public Works / City of Oakwood Public Works
1.D	Adjust traffic signal timings to increase pedestrian crossing times and to encourage driving at lower speeds.	Reduced pedestrian crashes at intersections.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
1.E	Increase use of speed feedback signs on HIN.	Number of signs placed on HIN. Change in speeding tickets issued. Reduction in KSI crashes on HIN.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
2.A	Identify and implement context-appropriate, lower speed limits on HIN.	Number of street segments where posted speeds were reduced.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
2.B	Implement school-zone speed safety cameras along and near the HIN, along high-speed arterials, and in school zones with documented speeding problems.	Number of school zones with speed cameras. Reduction in speeding in school zones.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville
2.C	Move away from the 85th percentile method for setting speed limits.	Change in speed-limit setting methodology. New low-speed zones. New speed limits for certain zoning districts or road classifications.	Public Works: Hall County, cities of Flowery Branch, Oakwood, and Gainesville

Table 17 • **Post-Crash Care Metrics**

#	ACTION	METRICS	AGENCIES INVOLVED
1.A	Create and implement a multi-agency Fatal Crash Rapid-Response Team (Traffic Safety Committee), integrated with the existing Georgia State Patrol where possible.	Regular meeting of committee. Participation from all stakeholders.	GHMPO / Hall County / Cities of Flowery Branch, Oakwood, and Gainesville / Hall County Sheriff's Office / Municipal police departments / GDOT / Georgia State Patrol (Specialized Reconstruction Team)
1.B	Update and expand systemic safety analysis to monitor the progress and effect of strategies and actions. Update the Safety Action Plan at least every five years.	Release of updated Safety Action Plan in 2030.	GHMPO
1.C	Update crash data annually and incorporate findings in strategic safety planning.	Publish annual crash trends.	GHMPO / Hall County / Cities of Flowery Branch, Oakwood, and Gainesville

Athens Highway (US 129/GA 11) and Gainesmill Road, Gainesville, GA, corridor on All Modes, High Injury Network.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