

Transportation Safety Action Plan Review Draft

May 10, 2011

As submitted to the OTSC at their regular meeting

This draft version does not reflect changes requested by the OTSC on 5/10/11

This Page reserved for OTC Approval Information

Implementation of the Oregon Transportation Safety Action Plan is dependent upon the availability of funding. Adoption of this plan by the Oregon Transportation Commission does not guarantee adequate financial resources to carry out projects nor can the Commission commit the financial resources of other agencies or public bodies.

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❖ PREFACE

This document, the third generation of the *Oregon Transportation Safety Action Plan*, is developed as the safety element for the *Oregon Transportation Plan (OTP)* and will be considered part of the *Statewide Transportation Plan*. It is one of several modal or multi-modal plans called for in the OTP that defines, in greater detail, system improvements, legislative needs, and financial needs. These plans provide guidance for investment decisions that are reflected in the *Statewide Transportation Improvement Program (STIP)*, the *Highway Safety Performance Plan*, and the operating budgets of implementing agencies. This document, in conjunction with annual Performance Plans and corresponding Annual Evaluations serve to fulfill the role of the Strategic Highway Safety Plan document as well.

In developing the *Oregon Transportation Plan (OTP)*, the Oregon Transportation Commission (OTC) took an important step in establishing the goals, policies, and actions that would lead to the development of an efficient, effective, and safe multimodal transportation system for Oregon. The OTP recognizes the importance of safety, provides general direction, and calls for the development of specific safety initiatives. The *Oregon Transportation Safety Action Plan (OTSAP)* identifies a safety agenda to guide the Department of Transportation and the State of Oregon for the next 20 years.

The mission of the Oregon Department of Transportation (ODOT) is “to provide leadership and vision in the development and management of a statewide transportation network” and “ensure the safety of transportation system users.” Included in ODOT’s values, which are intended to guide the behavior in every section of the organization is “Safety—We take special care to protect the safety and health of both our employees and the public.”

While every unit of ODOT recognizes safety considerations in its delivery of services, the most significant transportation safety program responsibilities are carried out by the Transportation Safety Division, Driver and Motor Vehicle Services Motor Carrier Transportation Division, Traffic Engineering, and the five Regions.

The focal point for transportation safety programs in ODOT is the Transportation Safety Division (TSD) (until 1991, the Oregon Traffic Safety Commission). This division, with guidance from the Oregon Transportation Safety Committee carries out most of the responsibilities established in ORS 802.310. The Oregon Transportation Safety Committee (OTSC) is a five-member governor-appointed committee that acts as an advisory committee to the Oregon Transportation Commission (OTC) and the Department.

TSD organizes, plans and conducts a statewide transportation safety program by coordinating activities and programs with other state agencies, local agencies, non-profit groups, and the private sector. It serves as a clearinghouse for transportation safety materials and information, and cooperates and encourages research and special studies to support legislative initiatives and new programs.

Much of the funding for the transportation safety programs administered by TSD is provided through the National Highway Traffic Safety Administration and Federal Highway Administration Section 402 and similar federal traffic safety grant programs. These funds, which are programmed through the *Performance Plan*, generally are about \$5 to \$6 million dollars a year. Grants support

statewide services such as public information, education, training, and program administration and evaluation and provide a financial incentive to state and local agencies and non-profit groups interested in starting new transportation safety programs.

Additional federally financed safety programs are operated by ODOT and provide safety enhancements to highway maintenance and preservation projects. ODOT programs are available to local agencies to encourage safety improvements to address high crash intersection and road segment problems. Specifically, this third generation of the OTSAP also fulfills a role as the “Strategic Highway Safety Plan” for Oregon. Under SAFETEA-LU, the most recent federal funding authorization, the Federal Highway Administration was directed to enter the safety arena in a more holistic way – and states were tasked with developing a plan like the OTSAP already in place in Oregon in order to be eligible for Highway Safety Improvement Program federal funding. In 2006, amendments were made to the 2004 OTSAP to address new areas of federal interest and concern. The annual Performance Plan document serves as the annual work update for the federal SHSP process, and the Annual Evaluation document serves the evaluation role requested in SHSP guidance.

This 2011 version of the *OTSAP* challenges us to once again continue the current effective programs, extend and expand successful local initiatives statewide, and initiate new programs. The plan continues to recognize that safety is a community issue and confirms that the Oregon Department of Transportation (ODOT) should continue to guide and support local agencies and volunteer groups interested in increasing the safety of the roadway, changing driver behavior, and improving vehicle safety.

The renewed *OTSAP* reinforces the safety goals, policies, and actions of the *OTP* by identifying a group of actions to be implemented over the next 20 years and identifying specific implementation strategies for Emphasis Area actions that should be in place by the year 2020. Implementation of this renewed *OTSAP* will result in a continued significant decline in the rate of deaths, injuries, and economic loss resulting from transportation-related crashes.

The recommendations in the renewed *OTSAP* reflect the information and ideas that a wide array of transportation safety professionals and committed citizens presented to the Oregon Transportation Safety Committee through various methods, including public meetings. This committee of five persons representing various transportation safety interests guided the development of the *OTSAP*. Public input was encouraged throughout the planning process. Each of the meetings of the committee were open to the public and an opportunity was provided for public comment. A public meeting was held by the Oregon Transportation Commission regarding the renewed *OTSAP* in July 2011.

Four main sections follow an **Executive Summary**.

The Transportation Safety Picture: an overview of the current transportation safety environment.

The Vision: the vision for what changes will occur by the year 2020 and the year 2030 that will result in a safer transportation system for Oregon.

The Actions: the major actions included in the renewed *Oregon Transportation Safety Action Plan*. Detailed information on the current status of transportation safety problems, countermeasures now in place, and the expected outcome of implementing each of the Emphasis Area actions is provided. Annually updated data supporting the actions is included in the annual Performance Plan.

The Implementation Strategy: legislation and investment requirements needed to implement the Emphasis Area actions by the year 2020. The implementation strategy also includes recommendations for organizational changes needed to implement all actions in the plan. It recommends that a Safety Coalition be come more formalized and strengthened to help guide plan implementation. The Highway Safety Management System, which is required by ISTEA, will continue to provide an integrated traffic safety records system, methods to measure and evaluate the need for safety improvements such as those called for in this version of the renewed *OTSAP*, and performance measures to monitor results.

Appendices include a list of implementation responsibilities for all actions, a description of the public involvement process including a list of the locations and groups contributing to OTSAP development, references to key transportation safety statutes, acronyms and definitions, and findings of compliance with statewide planning goals and the *Oregon Transportation Plan*.

❖ EXECUTIVE SUMMARY

The *Oregon Transportation Safety Action Plan* envisions a future where Oregon's transportation-related death and injury rate continues to decline- we envision a day when days, then weeks and months pass with not a single fatal or debilitating injury occurs. Someday, we see a level of zero annual fatalities and few injuries as the norm. During the last 20 years, Oregon's traffic death rate has fallen dramatically. The year 1972 marked Oregon's highest traffic death toll when 737 persons died in motor vehicle crashes in Oregon, amounting to 4.8 people killed per 100 million vehicle miles traveled. By 1983, the traffic death rate was nearly halved to 2.7 deaths per 100 million vehicle miles traveled.

In 2009, 377 reported traffic fatalities occurred and Oregon's highway death rate continued to fall to 1.11 people killed per 100 million vehicle miles traveled, just below the national average of 1.13. Deaths related to other transportation modes have fallen only slightly.

Oregon's significant reduction in transportation-related deaths and injuries largely resulted from a public outcry that too many people were dying needlessly, and from citizen demands for tougher laws and more effective programs. Consequently, stricter laws, coupled with aggressive education and public information efforts, have increased safety awareness and encouraged changes in driving behavior. Oregonians have shown a growing confidence in the safety of their transportation system.

While Oregon's progress has been significant, traffic crashes are still the leading cause of death for persons under age 35. In 2009

- Alcohol and/or other drugs were involved in 38.2 percent of the fatal motor vehicle crashes in Oregon.
- Safety restraints were not used by the fatal victim in 44.6 percent of the fatal motor vehicle crashes in Oregon in 2002.
- Speed contributed to 41.6 percent of the fatal motor vehicle crashes in Oregon.
- Drivers less than 21 years of age accounted for 12.29% of the drivers involved in fatal and injury crashes, yet comprised only 6.3% of the driving population.

Moderate reductions in Oregon's highway death toll can be continued through current programs, but a sustained, concentrated effort will prevent many crashes and save a significant number of lives and dollars. This third generation *Oregon Transportation Safety Action Plan* will help sustain and strengthen the focus of our efforts to the factors contributing to the most transportation-related fatalities and injuries and will encourage safety programs and practices that address other significant safety problems. These problems include the rising death toll for pedestrians and roadside workers, secondary crashes occurring on our urban freeways, inadequate emergency response services, and conflicts between motor vehicles and other travel modes.

In developing the original *Oregon Transportation Plan (OTP)* in 1992, the state Transportation Commission established broad, long-range goals, policies, and actions that will help develop an efficient, effective, and safe integrated transportation system for Oregon during the next 20-40

years. The original 1995 *Oregon Transportation Safety Action Plan (OTSAP)* is one of several more specific plans that further defines the *OTP*'s near-term goals and actions.

This third generation *OTSAP* was adopted by the Oregon Transportation Commission (OTC) in October of 2011 at the recommendation of the Oregon Transportation Safety Committee.

Like the *OTP*, the *OTSAP* continues to recognize that Oregon's population is growing and changing, and that its transportation needs are changing too. As we move through the 21st century, improvements in highway design and aggressive application of new technologies will not only lead to more efficient use of our roadways, but also increase driving safety. Because more people will use public transportation and the pedestrian and bicycle modes, we must provide a transportation system that is not only "balanced, efficient, accessible, environmentally sound, and connective," but also safe and secure.

This renewed *OTSAP* encourages us to develop partnerships among state and local governments, community groups, businesses, and the media to achieve a safer transportation system. With a shared commitment, the actions in the plan can be effectively implemented.

As with its predecessors, this third generation *Transportation Safety Action Plan* is a living document that gives direction to our efforts and guides investment decisions. As the actions this renewed plan recommends are implemented, we will learn more about which programs are most effective and we will make increasingly better decisions. Amendments to this new *OTSAP* should be accomplished through formal OTC action based on the recommendation of the Oregon Transportation Safety Committee.

The actions in the renewed *OTSAP* were chosen by the Oregon Transportation Safety Committee after thorough consideration of the crash data and information provided by transportation safety experts who presented their views on the most troubling problems and promising solutions. These actions are organized by the framework provided in the *OTP*.

Emphasis Area actions that respond to the factors that contribute to the greatest number of transportation-related deaths and injuries—impaired driving, not using safety restraints, speed, and inexperience—were identified as Emphasis Area actions which should be implemented by the year 2020.

The Emphasis Area actions and the transportation safety problems they address are presented in Figure I, *Oregon Transportation Safety Action Plan —Emphasis Area Actions*.

The remaining actions respond to the high priority problems and address a variety of transportation safety problems covering all modes and all aspects of safety. Many also contribute to furthering additional *OTP* goals and will help reduce congestion, encourage use of alternative modes, and improve livability. Finally, the *OTSAP* seeks to respond to the safety challenges offered by our national partners such as the Federal Highway Administration (FHWA), NHTSA, the Governor's Highway Safety Association (GHSA), and the American Association of State Highway and Transportation Officials (AASHTO).

Many of the actions included in this renewed *OTSAP* can be implemented with existing resources by existing staff. They do not require legislative or administrative changes, but instead call for re-focusing of priorities. Other actions require a modest initial investment in planning and evaluation to better define specific resource needs and potential funding sources. The renewed *OTSAP* priorities and investment requirements can be clarified after planning is completed for law

enforcement and criminal justice system resource needs, traffic records, and incident management. Many of these planning efforts should be finished before the 2013 legislative session.

A resurgent coalition of safety advocates should be developed to help guide implementation of the *OTSAP*. Each action will be monitored and the overall results evaluated annually to see if the rate of transportation-related crashes, deaths and injuries declines, and if more emphasis should be given to specific safety problems. Performance measures, including the Oregon Benchmarks related to transportation safety, and other measures of overall transportation system performance will be tracked. A coalition could help interpret the results of this tracking, and make meaningful recommendations to the Oregon Transportation Safety Committee.

Figure I: Oregon Transportation Safety Action Plan - The Emphasis Area Actions

Action Number	OTSAP Action	Significant Factor in Fatal Crashes
30	Traffic law enforcement strategy	Speed, Occupant Protection, DUII
34	Traffic law enforcement training	Speed, Occupant Protection, DUII
36	Judicial training	Speed, Occupant Protection, DUII
57	Transportation safety public information/education program	Speed, Occupant Protection, DUII
60	Expand driver education in Oregon	Speed, Occupant Protection, DUII, Young Drivers
4	Improve ODOT ability to allocate resources to the highest priority safety needs	Single Vehicle Run-off, Speed, DUII, Rural Roads
88	Develop an effective and integrated EMS system	Post crash medical care – availability and location
38	Revise driving under the influence of intoxicants (DUII) statutes	DUII
63	Continue public education efforts aimed at increasing proper use of safety belts and child restraint systems	Occupant Protection

(Note: This table may change on 5-10-11 based on OTSC choices)

❖ THE TRANSPORTATION SAFETY PICTURE

During the last two decades, Oregon has made significant progress in transportation safety.

The motor vehicle crash fatality rate fell dramatically. In 1972, the year Oregon experienced its highest recorded traffic-related deaths, 737 persons were killed in motor vehicle crashes on Oregon's roads, or 4.8 per 100 million vehicle miles traveled. By 1983, the motor vehicle fatality rate was 2.7 deaths per 100 million vehicle miles traveled. In 2009, 377 fatalities occurred and the rate fell to 1.11. This rate is just below the national average of 1.13 for 2009, but we can still do better. During this same time, deaths occurring on other transportation modes fell slightly as well.

Another way of measuring our success is by recognizing the economic impact of traffic deaths and injuries. According to a study by the National Safety Council, each death costs \$1,290,000 in medical expenses and lost productivity.

The National Safety Council presents these estimates on the cost of motor vehicle crashes in its publication, Accident Facts, 2009 Edition. Economic costs for 2009 were estimated to be \$1,290,000 for each death, \$68,100 for each nonfatal disabling injury, and \$8,200 for each property damage crash (including minor injuries). Using these figures, it is estimated that the total economic loss in Oregon exceeds \$ 2,583,014,500 – or \$675.67 in traffic crash loss per Oregonian.

The significant reduction in transportation related deaths and injuries is largely due to public outcry that too many people died unnecessarily and that Oregon needed tougher laws and more effective programs. Some of the laws and programs implemented were:

- Administrative license suspension for drivers suspected of driving under the influence of intoxicants.
- Lowering of the blood alcohol content for all drivers to .08.
- Establishment of zero blood alcohol content for drivers under 21.
- Establishment of a mandatory server education program.
- Establishment of a provisional driver license program for drivers under 19.
- A safety belt or safety system requirement for all vehicle occupants.
- A motorcycle helmet law for all riders, and training requirements for drivers under 21.
- Establishment of boating under the influence of intoxicants as a Class A Misdemeanor.
- Establishment of a comprehensive continuing transportation safety public information program on motor vehicle safety, railroad crossing safety, and boating safety.
- Encouragement of local transportation safety programs in 40 Oregon communities.

- Establishment of comprehensive corridor safety programs to target high crash locations, including truck safety corridors.
- Development of a statewide “9-1-1” system.
- Motor carrier safety improvements.
- Vehicle safety improvements.
- Improved roadway design.

These laws and programs were the foundation for Oregon’s first *Transportation Safety Action Plans*. Coupled with additional legislation in the ensuing years, such as the Teen Driving Law, and many others, they serve as a solid foundation for moving forward with the renewed 2011 *Transportation Safety Action Plan*.

A review of available data on the number of transportation-related crashes, the vehicles and road users involved, and their causes and location allowed the *OTSAP* to focus on the worst problems and lead to the identification of the most effective solutions.

Detailed information about fatal crashes compiled in the Fatality Analysis Reporting System (FARS) was utilized in most cases. More data about injury crashes—the drivers and vehicles involved, the roadway environment, the criminal justice system—would have been helpful. It was apparent throughout the planning process that more complete information about problems, programs, and overall system performance would help to guide safety-related investment decisions.

The following tables highlight some of the most significant information about transportation related crashes occurring in Oregon.

Table I summarizes motor vehicle crash data and characteristics about the population and transportation system for Oregon for the 1999-2009 period. During this period, significant increases occurred in population, licensed drivers, registered vehicles and vehicle miles traveled, and significant decreases occurred in the number of crashes and the number of persons killed. Comparing 1999 to 2009, a significant decline in the rate of fatalities per 100 million vehicle miles traveled is demonstrated.

Table I
Oregon Summary of Traffic Demographics and Fatalities, 2000-2009

Year	Population (Thousands)	Licensed Drivers (Thousands)	Registered Vehicles (Thousands)	Vehicle Miles Traveled (Millions)	Traffic Fatalities	Fatalities per 100 Million VMT	Alcohol Involved Fatalities ¹	Percent Alcohol Involved
2000	3,437	2,791	3,678	35,052	451	1.29	174	38.58%
2001	3,472	2,826	3,842	34,395	488	1.42	173	35.45%
2002	3,505	2,853	3,893	34,578	436	1.26	163	37.39%
2003	3,542	2,887	3,980	35,103	512	1.46	184	35.94%
2004	3,583	2,911	3,986	35,598	456	1.28	187	41.01%
2005	3,631	2,955	4,005	35,282	488	1.38	177	36.27%
2006	3,691	3,031	4,063	35,482	478	1.35	179	37.45%
2007	3,745	3,167	4,153	34,751	455	1.31	181	39.78%
2008	3,791	3,018	4,130	33,469	416	1.24	171	41.11%
2009	3,823	2,999	4,121	33,983	377	1.11	144	38.20%
% Change 2000- 2009	11.2%	7.4%	12.0%	-3.1%	-16.4%	-13.8%	-17.2%	-1.0%
% Change 2008- 2009	0.8%	-0.7%	-0.2%	1.5%	-9.4%	-10.7%	-15.8%	-7.1%

Table II
U.S. Summary of Traffic Demographics and Fatalities, 2000-2009

Year	Population (Thousands)	Licensed Drivers (Thousands)	Registered Vehicles (Thousands)	Vehicle Miles Traveled (Billions)	Traffic Fatalities	Fatalities per 100 Million VMT	Alcohol Involved Fatalities ²	Percent Alcohol Involved ²	Alcohol Involved Fatalities ³	Percent Alcohol Involved ³
2000	274,634	190,625	217,028	2,747	41,945	1.55	13,324	31.77%	15,746	37.54%
2001	276,918	191,276	221,230	2,797	42,196	1.53	13,290	31.50%	15,731	37.28%
2002	279,189	194,296	225,685	2,856	43,005	1.51	13,472	31.33%	15,793	36.72%
2003	281,452	196,166	230,633	2,890	42,884	1.48	13,096	30.54%	15,423	35.96%
2004	283,713	198,889	237,949	2,965	42,836	1.44	13,099	30.58%	15,311	35.74%
2005	285,981	200,549	245,628	2,989	43,510	1.46	13,582	31.22%	15,985	36.74%
2006	288,269	202,810	251,415	3,014	42,708	1.42	13,491	31.59%	15,970	37.39%
2007	290,583	205,742	255,748	3,032	41,259	1.36	13,041	31.61%	15,534	37.65%
2008	292,928	208,321	257,494	2,974	37,423	1.26	11,711	31.29%	13,826	36.95%
2009	295,306	209,618	257,494	2,979	33,808	1.13	10,839	32.06%	12,744	37.70%
% Change 2000- 2009	7.5%	9.3%	-100.0%	8.4%	-19.4%	-27.1%	-18.7%	0.9%	-19.1%	0.4%
% Change 2008- 2009	0.8%	0.6%	-100.0%	0.2%	-9.7%	-10.3%	-7.4%	2.5%	-7.8%	2.0%

Table II shows data for the entire United States. A comparison with Oregon data reveals that since the 1995 *OTSAP* was developed, Oregon has enjoyed a significant positive departure from national data, though it must be acknowledged that substantial improvement has occurred on the national level.

Three factors contribute to a significant proportion of Oregon's fatal motor vehicle crashes:

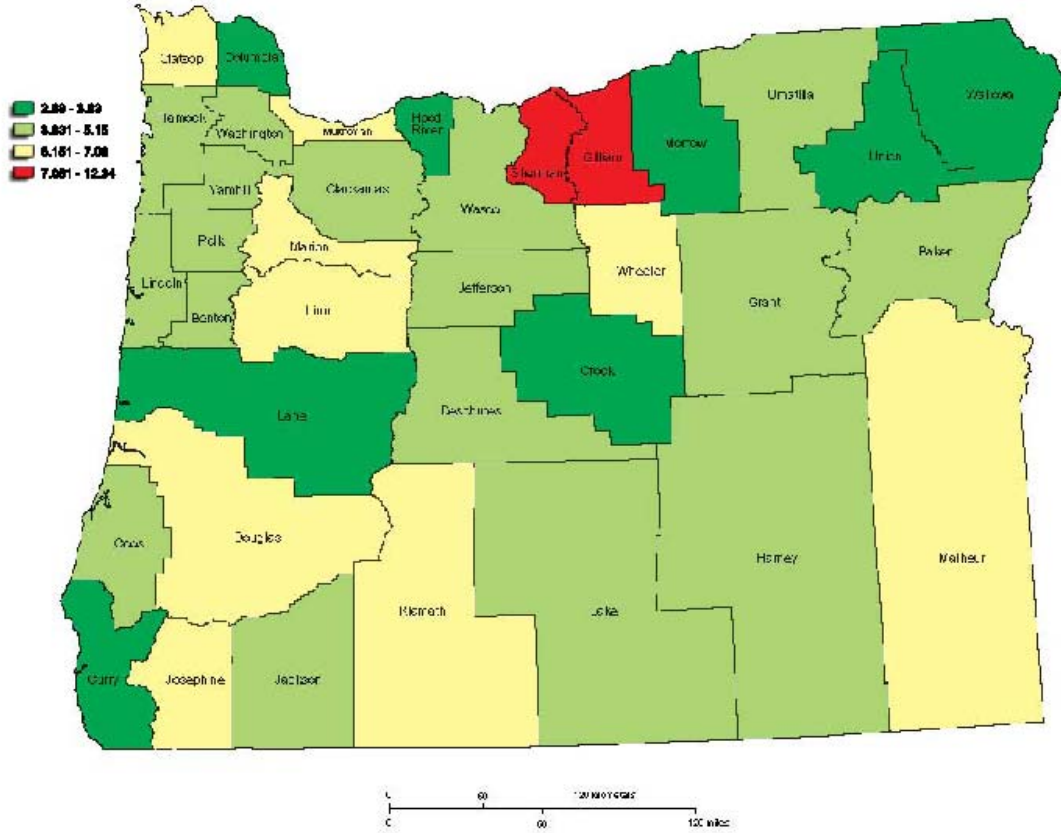
- In 2009, alcohol and/or other drugs were involved in 38.2 percent of the fatal motor vehicle crashes in Oregon.
- In 2009, safety restraints were not used by the victim in 44.6 percent of the fatal motor vehicle crashes in Oregon.
- In 2009, speed contributed to 41.6 percent of the fatal motor vehicle crashes in Oregon.

Also helpful in selecting appropriate programs are demographic information on drivers involved and the location of crashes.

In selecting locations for programs, it is also important to look at transportation crash data for cities and counties. It is useful to evaluate fatal and injury crash rates for each city and county, and compare them to one another and to the state rates. Once a jurisdiction is identified as having a high rate of crashes, additional analysis of specific problems and existing services will help to focus efforts. The following map in Figure II gives a 2009 snapshot of crash rate status for Oregon counties.

Figure II

Oregon Fatal and Injury Rate, 2000-2009



❖ THE VISION

In September 2006, the Oregon Transportation Commission completed work on a revised *Oregon Transportation Plan (OTP)*, a 40-year strategic plan that establishes new directions for Oregon's transportation system. This revised OTP includes seven goals, including a specific goal for the Safety and Security of Oregonians. The goals are as follows:

- Mobility and Accessibility
- Management of the System
- Economic Vitality
- Sustainability
- Safety and Security
- Funding the Transportation System
- Coordination, Communication and Cooperation

As part of the Safety and Security goal, the following policy statement has been developed:

It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.

The new OTP elevates the standing of safety issues to better reflect the Department's position that Safety is our number one priority. The upshot is that the Commission has taken a dramatic step to infuse safety discussions at all levels of management of the transportation system. Weaving safety systems is to be into the very fabric of Oregon's transportation systems going forward is the challenge.

The TSAP seeks to establish actions that support this new OTP, and renew the plan reflect changing conditions. In the years since the original and second generation Plans were adopted, sustainability has also emerged as a significant government initiative. Concurrent to the preparation of this renewed Safety Action Plan, ODOT has developed a plan to address the long term sustainability of the Department's efforts. This plan places safety as a key effort for the Department, including stated objectives specifically addressing transportation safety. The OTSAP and Sustainability Plans are complementary, and provide sufficient overlap.

The actions in this Plan were selected by the Oregon Traffic Safety Commission – the Plan’s advisory committee for their potential impact on addressing Oregon’s transportation safety problems. Actions address the compelling need to increase the efficiency of the transportation system as well. They recognize the importance of building partnerships with other units of state government, with local governmental units, and with private sector interests.

The challenge is to accept these actions as our priorities and focus on their accomplishment. Success will be measured by further reductions in the rate of crashes and the emotional trauma from death and injury, as well as the economic loss.

Performance measures given in **Table III** will be used to measure results. This table lists Oregon Benchmarks related to transportation safety and additional measures of overall transportation system performance. It includes measures related to individual components of the transportation safety system: enforcement, adjudication, sanctioning, emergency response, and engineering, as well as transportation-system user perception of safety.

The performance measures listed in **Table III** include Oregon Benchmarks (OBM) related to transportation safety. These are augmented with additional measures of overall system performance and measures related to individual components of the transportation system: enforcement, adjudication, sanctioning, emergency response, and engineering, as well as driver perception of safety.

Table III: Transportation Safety Performance Measures

Measures			2015	2020	2025	2030
1	Deaths due to unintentional injuries per 100,000 population (OBM)	Rate	37	36	35	30.5
		Lives Lost	1297	1261	1226	1189
2	Transportation-related deaths per 100,000 population	Rate	9.50	9.25	9.00	8.75
		Lives Lost	333	324	315	306
3	Deaths due to motor vehicle crashes per 100 million VMT	Rate	0.97	0.94	0.91	0.88
		Lives Lost	334	324	315	305
4	Deaths due to motor vehicle crashes per 100,000 population that is 19 and under	Rate	8.5	8	7.5	7
		Lives Lost	63	59	55	50
5	Total motor vehicle crashes, per 100 million VMT	Rate	123	112	101.5	91.5
		# of Crashes	42530	38726	35096	31586
6	Deaths due to alcohol and drug related motor vehicle crashes, per 100 million VMT (.01 BAC or greater.)	Rate	0.54	0.53	0.52	0.51
		Lives Lost	187	183	180	176
7	Percentage of occupants using vehicle safety restraints - Children 4-15, Children under 4		100	100	100	100
8	Communities with transportation safety programs		70	75	80	54
9	Percentage of teens free of involvement with alcohol in the previous month - (OBM)		84*	85*	86*	87*
10	Percentage of teens free of involvement with illicit drugs in the previous month - a. eighth graders, b. eleventh graders (OBM)		89*	90*	91*	92*
11	Driver perception of safety: percent of persons who think the transportation system is as safe or safer than a year ago.		75	75	75	75

All calculations are based on 2002 VMT and populations, and do not reflect growth estimates.

* OBM offers a goal for 2010 only.

While our progress has been significant, motor vehicle deaths continue to be the leading cause of death for persons under age 35 and account for millions of dollars in health care and other costs each year. While we can continue to expect moderate progress by continuing the programs in place, a more concerted effort and relatively small investments can lead to the avoidance of many crashes and a significant saving of lives and dollars.

With the implementation of the updated *OTSAAP*, we envision a future in which the rate of transportation-related deaths and injuries continues to decline. Fatalities will decline from 15.1 per 100,000 population in 2002, to 14 per 100,000 in 2010 and 13 per 100,000 in 2015. This is approximately 150 fewer transportation-related fatalities per year.

Community transportation safety programs will be strong throughout Oregon. With greater resources and with technical assistance from the Oregon Department of Transportation, such programs will address safety issues that affect all modes and will work effectively with other community organizations to address the most significant problems.

Oregon will continue to be noted for its tough Driving Under the Influence of Intoxicants (DUII) and other transportation safety laws. All drivers will make responsible decisions about the use of alcohol and other drugs while driving.

More aggressive enforcement efforts will be reinforced with consistent mass media public information programs.

Effective transportation safety education programs will take place in the schools statewide. Young persons under the age of 21 will not use alcohol or other drugs and will exhibit safer driving, cycling and walking behaviors.

There will be less irresponsible driving and possibly special licensing programs for young, older, and problem drivers.

Virtually everyone will wear a safety belt, and young children will be secured correctly in the proper child safety seat.

Post-crash emergency care will be more effective. We will see significant improvement in care available in rural areas.

Less travel will occur by single occupancy vehicles and there will be more use of other modes. Special safety programs to make transit, bicycle, and pedestrian modes safer and more secure will be available throughout Oregon. Most bicycle riders will wear helmets and use other safety equipment.

Intelligent Transportation Systems will be widely used and contribute greatly to the improved safety of the transportation system. These will include the use of sensors to warn drivers of traffic and obstacles and infrared cameras to improve visibility in inclement weather.

Additional safety-related research will be completed. Technologies and programs proven to be effective will be aggressively implemented.

Safety will receive more consideration in planning, designing, constructing, and maintaining the transportation system.

High crash locations will be systematically reviewed and countermeasures identified to address engineering, education, enforcement, and emergency care problems. Analysis will transition from a reactive program to a pro-active program.

Having met the 1995 TSAP target of 16.4 deaths per 100,000 population in 2000, the new targets of 14 deaths per 100,000 population in 2010, and 13 per 100,000 in 2010 represent an aggressive extrapolation of Oregon Benchmark #83. The document, *Oregon Benchmarks; Standards for Measuring 125 Progress and Government Performance*, published by the Oregon Progress Board in December 1994 and revised in 1997 indicates deaths due to unintentional injuries per 100,000 annually should be 30.6 in 2000 and 21.9 in 2010. Historically, transportation-related deaths have accounted for about half of total unintentional injuries.

As it becomes more widely recognized that intelligent laws, aggressive enforcement, effective education programs, and engineering improvements work, Oregonians will maintain a high confidence of safety in the transportation system.

Our progress will be evaluated annually by reviewing achievements and results. The Highway Safety Management System, the most significant safety program required by ISTEA will remain fully implemented. Transportation safety data will be readily available to all users through an electronic bulletin board. Analysis tools and methods to track investments and measure their benefits will be available and widely used.

Oregon's transportation system will be safer.

❖ THE ACTIONS

The actions that follow can be considered Oregon’s transportation safety agenda for the next twenty years. These actions are organized by best fit to the select strategies that were included in the *Oregon Transportation Plan’s Goal 5 – Safety and Security*. **Bold face type** highlights the key actions—these will be given highest priority for implementation by the year 2030. Implementation packages for these start on page XX. In implementing these actions, consideration should be given to those geographical areas with the greatest needs, based, in part, on an analysis of transportation crash data.

Those actions that will or may require legislative action are indicated with the following mark: **.

OTP Strategy 5.1.1– Enhance the safety leadership group to provide for cooperation among federal, state and local governments, private enterprises, and user and advocacy groups in order to address safety issues strategically and implement more effective safety programs.

OTP Strategy 5.1.2 - Develop a comprehensive Strategic Transportation Safety Action Plan addressing all modes. Key areas in driver behavior and impairment, Commercial driver performance and vehicle standards, Use of technology, Safety needs of vulnerable populations such as the young, aged, persons with disabilities and non-English speaking populations, Regular opportunity for information sharing across the modes, and Adequacy of trauma care statewide.

Action 1

Continue to implement an ongoing transportation safety action planning process that takes into account the wide variety of needs existing in the transportation safety field. Regular updates of this twenty year plan should occur – perhaps as frequently as every five years. Annually document efforts to implement and evaluate the plan through the TSD Performance Plan and Annual Evaluation documents.

Action 2

Assist and encourage local, tribal and regional governments in understanding the need for, developing and implementing local transportation safety action planning processes.

OTP Strategy 5.1.3 - Ensure that safety and security issues are addressed in planning, design, construction, operation and maintenance of new and existing transportation systems, facilities and assets.

Action 3

Continue to identify, evaluate, and implement engineering solutions for bicyclist, pedestrian, and other non motorized vehicles with an eye to improving the safety of system users. Specific considerations include:

- ◆ “Complete street” designs that accommodates all users
- ◆ Consider the needs of families and children when designing and maintaining facilities
- ◆ Consider bicycle only traffic signals where appropriate.

Action 4

Advocate modifying federal standards and guidelines to continuously improve the ability of the Oregon Department of Transportation to allocate resources to the highest priority safety needs.

Action 5

Strongly advocate for the consideration of roadway, human, and vehicle elements of safety in modal, corridor and local system plan development and implementation. These plans should include the following:

- ◆ Involvement in the planning process of engineering, enforcement, and emergency service personnel as well as local transportation safety groups.
- ◆ Safety objectives.
- ◆ Resolution of goal conflicts between safety and other issues.
- ◆ Application of access management standards to corridor and system planning.

Action 6

In planning and project development, continue to consider access management techniques in both rural and urban settings that show significant improvements in safety for the roadway user. Access management techniques which may be used individually or in various combinations include the following:

- ◆ Appropriate access and public street spacing and design
- ◆ Proper spacing and coordination of traffic signals
- ◆ Installation of non-traversable medians
- ◆ Proper spacing and design of median openings
- ◆ Provision of lanes for turning traffic
- ◆ Inter-parcel circulation
- ◆ Use of city and county road infrastructure as an alternative to increased access
- ◆ Protection of the functional area of an intersection
- ◆ Proper spacing of interchanges

Action 7

Continue to consider safety—including the special needs of motorcyclists, bicyclists, and pedestrians—in all road maintenance functions. Educate ODOT District Maintenance Managers as to the importance of considering the special safety needs of these users.

Action 8

With consideration to the scenic quality of the roadway, use vegetation management techniques to accomplish the following:

- ◆ Reduce ice on roadway
- ◆ Increase visibility in deer crossing areas
- ◆ Eliminate “tunnel like” corridors and provide variation along roadway edges to keep drivers alert
- ◆ Remove clear zone hazards
- ◆ Remove hazard trees
- ◆ Improve visibility of signs and roadway markings
- ◆ Improve sight distance at intersections
- ◆ Reduced the presence of wildlife near the roadway

Action 9

Continue to conduct research on driver behavior and roadway engineering issues. Evaluate the safety impact of new laws, new programs, and new materials. Specific research needs in addition to those identified in other actions, include the following:

- ◆ Snow and ice control
- ◆ High visibility striping, signs and legends
- ◆ Use of alternative modes
- ◆ Night time work zone illumination
- ◆ Skid-resistant and low spray pavements
- ◆ Crash investigation techniques
- ◆ Specialized enforcement equipment

Action 10

The Oregon Department of Transportation, Metropolitan Planning Organizations (MPOs), and other appropriate agencies should develop regional ITS plans that serve as part of a statewide Intelligent Transportation System (ITS) plan. The regional plans should include safety standards for the design, implementation, and operation of all ITS measures.

Action 11

Evaluate the value of individual Intelligent Transportation System tools and subsystems for use in improving the Safety Management System. Adopt those tools or subsystems deemed to be effective and efficient.

Action 12

Continue to consider the needs of non-English speaking Oregonians and visitors in establishing guidelines for highway signs.

Action 13

Continue to support the expansion and increase in stature of local transportation safety programs by providing technical assistance, mentor programs, legislative coordination, training, and other resources to local transportation safety programs, groups and committees statewide. Encourage communities to use the Safe Communities process and approach to addressing injury control. Establish a network to disseminate information to local governments. Evaluate current delivery methodologies for efficiency and effectiveness. Evaluate the practicality of establishing a “traffic safety academy” or course of study that prepares individuals of all ages to engage in safety projects and activities at the local level. Implement academy if practicable. Identify mechanisms to assist groups in maintaining and improving collaboration within their communities.

Action 14

Identify and assist existing groups and organizations to value and incorporate transportation safety topics, projects and programs into their normal course of operation. Effectively communicate to local and state government the resource savings benefits of establishment of community groups.

Action 15

Continue to provide a Transportation Safety Specialist position in each of the Oregon Department of Transportation regions, providing a safety perspective to all operations as well as direct communication between the Oregon Department of Transportation and local transportation safety agencies and programs.

Action 16

Continue to improve Oregon Department of Transportation internal and external communications on issues related to local safety needs. Continue to improve local input to Oregon Department of Transportation planning and decision making. Help to “translate” federal and state requirements to improve local agency understanding and efficiency.

Action 17

Continue to consider local needs and resource limitations when establishing safety standards for operations and maintenance by communicating consistently with local agencies.

Action 18

Continue to work with local government units, utility companies, and contractors to encourage improvements in the reliability of work zone signing.

Action 19

Key Infrastructure Safety Emphasis Areas should include, but not be limited to the following:

- ◆ Rural Non-Signalized Intersection Crashes - Investigate the usefulness and impact of advance signing, transverse rumble strips and other devices as countermeasures for rural non-signalized intersection crashes.
- ◆ High Speed Signalized Intersection Crashes – Investigate the usefulness and impact of advance signing, dilemma zone protection through advance detection technologies and other countermeasures for high speed signalized intersection crashes on highways with posted speeds of 45 MPH or greater.

- ◆ Lane Departure Crashes (Lane departure crashes include run off the road crashes and head-on crashes) - Investigate the usefulness of rumble strips, shoulder widening, median widening, cable barrier, durable marking, fixed object removal, roadside improvements and other countermeasures and safety treatments of centerline and shoulder areas for lane departure crashes.
- ◆ Pedestrian Crashes - Investigate the usefulness of curb bulb-outs, refuge islands, warning signage improvements and other countermeasures for pedestrian crashes.

Action 20

The Oregon Department of Transportation should maintain responsibility for the continued implementation, enhancement, and monitoring of the Safety Management System (SMS) that serves the needs of all state and local agencies and interest groups involved in transportation safety programs. The following are some, but not all, of the potential improvement elements to be included:

Oregon's SMS should be further improved to serve the needs of state and local agencies and Metropolitan Planning Organizations (MPO's).

Oregon's SMS should seek ways to improve the current highway safety improvement process, including the following:

- ◆ Improve the Safety Priority Index System (SPIS) reports with added information from the roadway inventory files.
- ◆ Update ODOT's crash reduction factors.
- ◆ Modify the SPIS to allow variable segment lengths and specific types of crashes and roadway types.
- ◆ Update SMS to be able to process local crashes (off state highway) and calculate SPIS for all public roads possibly through geospatial referencing systems.
- ◆ Determine a method for reporting the top 5 percent of locations statewide which exhibit the most severe safety needs.
- ◆ Develop a performance tracking system for ODOT's Safety projects similar to that required for evaluating highway safety improvement projects in Section 148 of SAFETEA-LU.

The SMS should continue to be designed to help monitor implementation of the Oregon Transportation Safety Action Plan and to assist with evaluating the effectiveness of individual actions and overall system performance.

Action 21

Continue to monitor and consider the impact of state facilities that pass through communities. Specific areas of local concern include:

- ◆ Four or more lane facilities becoming defecto passing lanes.
- ◆ Express facilities with communities at the base of downhill
- ◆ Freight routes that negatively impact pedestrians and other users.

Action 22

Seek legislation that would prohibit cell phone and texting activities by all motor vehicle operators, with no exception groups.

Action 23

Evaluate the possibility of establishing minimum personal protective gear requirements for motorcycle riders.

Action 24

Evaluate the effectiveness of a .00 BAC standard of impairment for motorcycle operators. Introduce legislation to adjust the standard to the optimal level.

Action 25

Work with public works directors and ODOT staff to improve surface conditions for motorcyclists in work zones and other areas.

Action 26

Evaluate ways to improve the equipment standards for motorcycles, including requirement of FMVSS compliance.

Action 27

Develop a plan or series of plans and policy changes designed to improve the likelihood that when construction or repair decisions are made, safety is the highest weighted consideration.

Action 28

Seek ways to assure that the construction project plans shown to the public and local governments match the project outcomes, or that discrepancies and the reasons for changes are clearly communicated to the public in a manner timely enough to allow advocates the ability to review changes that impact safety.

OTP Strategy 5.1.4 - Support the further development and improvement of interoperable communication systems among safety and security-related agencies, jurisdictions and private entities. Ensure that clear communication protocols are established.

Action 29

Evaluate the cost and resource effectiveness of an enhanced 511 system that would allow the public to make ODOT and local government aware of emerging issues that will impact safety, but are not yet an emergency. The system could also provide for the public to access pre-recorded information about matters of importance to traffic safety.

OTP Strategy 5.1.5 - Ensure that laws and regulations are appropriate to meet multimodal safety and security goals. Coordinate enforcement of transportation safety and security laws and regulations intended to reduce injury and property damage. Use enforcement strategically to address the identified problems of each mode.

Action 30

Develop a Traffic Law Enforcement Strategic Plan which addresses the needs and specialties of the Oregon State Police, County Sheriff's and City Police Departments. The plan should be developed with assistance from a high level, broadly based Task Force that includes representatives of all types of enforcement agencies, as well as non-enforcement agencies impacted by enforcement activities. Specifically, the plan should develop strategies to address the following:

- ◆ Speed Issues (enforcement, laws, legislative needs, equipment, PI&E). Targeted analysis of enforcement of laws that would address corner and “run off the road” crashes.
- ◆ Aggressive driving and hazardous violation issues.
- ◆ Crash investigations curriculum for an expanded Police Academy.
- ◆ Rail trespass issues and highway rail crossing crashes.
- ◆ Identify and seek enabling legislation for the best methods of providing secure, stable funding for traffic law-enforcement.
- ◆ Staffing needs; training; use of specialized equipment such as in-car video cameras, mobile data terminals, computerized citations (paperless), statewide citation tracking system, lasers and improved investigation tools; handling of cases by courts, information needs; and financing should be included in the strategic plan.
- ◆ Development of automated forms to increase law enforcement efficiency, and increase the number of police traffic crash forms completed and submitted.
- ◆ Maintenance of traffic teams, and identify incentives to persuade sheriffs and chiefs to establish teams locally.
- ◆ Seek mechanisms to automate enforcement activities

- ◆ Identify strategies that encourage voluntary compliance, negating the need for enforcement activities.
- ◆ As specific elements of the plan are developed and finalized, begin implementation of those elements.

Action 31

Research the relationship between income and transportation safety issues. If relationships between income levels and crashes are established, identify advocacy groups partners, and actual mechanisms necessary to interrupt any relationship to crashes.

Action 32

Develop a communications strategy for raising awareness and acceptance of the need for law enforcement.

Action 33

Evaluate the practicality of establishing ODOT owned billboards specifically placed and designed to address transportation safety issues.

Action 34

Encourage more traffic law enforcement training for police as part of the requirements for the Basic Certificate and improve traffic law training offerings. To encourage participation, offer training on a regional basis on a variety of topics including Standard Field Sobriety Testing (SFST), Drug Recognition Expert (DRE), and Traffic Enforcement Program Management.

Action 35

Enact legislation that will prohibit the use of radar detectors in all vehicles traveling in Oregon.

Action 36

Evaluate and promote techniques and new approaches for providing training and updates to Oregon's Judicial body, seeking to develop consistent adjudication outcomes statewide. Implement the most promising techniques and approaches as they are identified. Evaluate the effectiveness of these techniques and approaches through survey and research tools and court monitoring. Initially implement the following techniques:

- ◆ Develop a traffic enforcement desk reference for Oregon Judges.
- ◆ Develop a training program for judges.
- ◆ Continue to offer the annual Traffic Safety Education Conference for Judges, and increase the number of judges that attend.
- ◆ Develop a training program for impaired driving.

Action 37

Continue efforts to establish processes to train enforcement personnel, deputy district attorneys, judges, Driver and Motor Vehicle Services personnel, treatment providers, corrections personnel and others. An annual training program could include information about changes in laws and procedures, help increase the stature of traffic enforcement, and gain support for implementing changes.

Action 38

Continue to recognize the prevalence of driving under the influence of controlled substances and revise driving under the influence of intoxicants (DUII) statutes to address the following:

- ◆ Maintain, strengthen and support DRE training.
- ◆ Support prosecution of impaired drivers through training for prosecutors regarding alcohol and other impairing substances.
- ◆ Address the legal and information issues around sobriety check points.
- ◆ Expand the definition of DUII to include over the counter and prescription medications.
- ◆ To support implementation of these revisions, develop and offer a comprehensive statewide DRE training program.

Action 39

Pass legislation to establish .04 percent BAC as the standard for measuring alcohol impairment for all Oregon drivers 21 years old and older. Continue the zero tolerance law for persons under 21. Initially request legislation requiring that repeat offenders be required to adhere to the .04 standard. Once this step has been proven successful, request that the standard be expanded to all drivers.

Action 40

Pass legislation to require all courts to notify Driver and Motor Vehicle Services, Oregon Department of Transportation, of all court actions relating to DUII offenders including initiation of diversion agreements, their completion, their early termination and any subsequent court action to ensure that the driver record information is complete and can be effectively utilized to support the treatment and rehabilitation of DUII offenders. Provide court education about these requirements, and conduct random checks of court compliance. Move to establish requirement of ignition interlock systems for all offenders over time.

Action 41

Conduct ongoing evaluation of the DUII Treatment System. The evaluation should be completed by an independent researcher with participation from an advisory group consisting of representatives from the Office of Mental Health and Addiction Services (OMHAS), Transportation Safety Division, Driver and Motor Vehicle Services (DMV), courts, police and DUII Summit Task Force on Treatment. Results of the evaluation study should be used to recommend modifications to the system to better meet the needs and demands of clients, the courts and DMV. The evaluation, among other things, should contemplate recommendations on the following:

- ◆ Whether the DUII Treatment System should be streamlined to eliminate duplication of evaluation services.
- ◆ Whether the role of the independent evaluator should include case management responsibilities.
- ◆ Whether to provide for state funded supervised probation of DUII offenders to monitor compliance with diversion and court ordered sanctions.
- ◆ Consider role of recidivism.

Action 42

After conducting an evaluation of the DUII Treatment System, encourage implementation of innovative programs targeted at high-risk drivers, evaluate effectiveness, and if results merit, aggressively promote statewide implementation. Consider additional issues beyond DUII treatment.

Action 43

Mandate a clerk training education program for persons working in grocery stores and contracted liquor stores. The information should include state alcohol beverage laws, especially sale to minors and sale to intoxicated persons, penalties for violation of the laws, and recognition of false ID and signs of intoxication.

Action 44

Expand legislation that allows hospital records of blood tests used for treatment of the offender to be admitted into evidence to show impairing substance levels. , to be reported within six hours.

Action 45

Pass legislation to require mandatory BAC testing of all surviving and deceased drivers involved in traffic crashes where a fatality or transport to medical facility is involved.

Action 46

Revise the DUII statutes to require the Intoxilyzer result to report grams of alcohol in the breath and/or blood alcohol content.

Action 47

Continue to promote alternative transportation programs for impaired drivers in a manner that assures responsible service and promotes moderation in alcohol consumption by drivers as well as non-driving patrons.

Action 48

Encourage cities and counties to pass and implement local ordinances that provide for vehicle seizure, impoundment and forfeiture, ignition interlock devices as may be appropriate, for repeat DUII offenders and those who drive after suspension.

Action 49

Encourage enforcement organizations to partner with advocacy and interest groups to conduct high visibility enforcement targeted at enhancing the safety of vulnerable road users. These efforts should use data to identify behaviors leading to crashes. Enforcement actions may affect those who place vulnerable users at risk, but may also address the actions of vulnerable users who place themselves at significant risk. Enforcement actions should include a significant media outreach component.

Action 50

Evaluate the use of decoy vehicles, variable message speed monitors, and other low cost alternatives to enforcement as mechanisms to improve voluntary compliance.

OTP Strategy 5.1.6 - Ensure the development and delivery of coordinated and comprehensive safety and security awareness, education and training programs.

Action 51

Continue to incorporate the concepts of Intelligent Transportation Systems (ITS) into the transportation safety public information program so the public gains familiarity with and accepts changes. These messages should include specific information about the traveler information tools provided by the Department.

Action 52

Continue efforts to maintain the Transportation Safety Division, Oregon Department of Transportation, as the Transportation Safety Resource Center for Oregon, and actively encourage greater use of public information materials and research reports by local agencies

Action 53

Continue to improve public knowledge of vehicle safety equipment, and its role in safe vehicle operation. Improve current mechanisms to raise awareness of common vehicle equipment maintenance and use errors, and seek new or more effective ways to raise awareness and increase compliance with proper use and maintenance guidelines. Develop improved mechanisms to educate the public about Antilock Braking System (ABS) use.

Action 54

Evaluate the use of roadside impaired driving testing devices and, if research indicates this tool is effective in improving transportation safety, pursue appropriate legislation.

Action 55

Establish a funding mechanism for DUII Courts

Action 56

Continue and expand efforts to reduce traffic-related deaths and injuries in roadway work zones. Continue the work zone enforcement program and enhance public information programs. Conduct periodic reviews of ODOT policies and procedures relating to crew activity in work zones. Conduct periodic review of road construction contract specifications dealing with placement and condition of traffic control devices. Consider legislative action to further develop photo radar in work zones.

Action 57

Continue a sustained research-based transportation safety public information/education program based on behavior modification. Develop bi-annual *Transportation Safety Communications Plans* to maintain focus on the most significant transportation safety problems and to identify audience, message, and expected results for all campaigns. This bi-annually updated plan should be developed with input from all transportation safety interests and include the safety concerns of transit, rail, pedestrian, bicycle, air, and water modes.

Action 58

Evaluate the necessity and effectiveness of a separate endorsement for recreational vehicle operators. Seek legislation of a change if supported by research.

Action 59

Improve inter-division partnerships and cooperation on media and safety outreach projects within ODOT. Specifically, evaluate opportunities to reach more Oregonians with safety messages through DEQ test centers, DMV offices, Rest Areas, and other ODOT locations where the public is served. Specifically consider installing video based media and re-testing kiosks in field locations such as DMV offices.

Action 60

Improve and expand the delivery system for driver education in Oregon. Consider the following in designing a model program:

- ◆ Consider legislation to make driver education mandatory for new drivers under age 18.
- ◆ Consider raising the provisional licensing age to 21 from the current 18, also evaluate extending provisional licensing for all new drivers for the first two years regardless of age.
- ◆ Evaluate the possibility of funding the increased cost of providing this additional training by raising learning permit fees.
- ◆ If feasible, by the year 2020 extend this requirement to all persons seeking their first driver license.
- ◆ Establish new and improved standards to support quality driver and traffic safety education programs.

- ◆ Continue to evaluate and update the definition of what a model driver is in terms of knowledge, skill, behavior and habits. Once Continue to offer a curriculum that is aligned with the expectations of a model driver. The curricula should continue to address content, methods, and student assessments.
- ◆ Improve and expand standards for teacher preparation programs that fully prepare instructors to model and teach the knowledge, skill behavior and habits needed. These standards should include specific requirements for ongoing professional development.
- ◆ Evaluate the possibility of establishing a licensing process that measures driver readiness as defined by the model driver, and employs a process that facilitates the safety means to merge the learning driver into mainstream driving, regardless of age.
- ◆ Establish uniform program standards that apply to every driver education/training program/school.
- ◆ Develop additional oversight and management standards that hold the driver education system accountable for performance. These new and existing standards should encourage quality and compel adherence to program standards.
- ◆ Identify and promote strategies that establish a complete driver and traffic safety education system. This complete system should promote life long driver learning, and foster a commitment to improve driver performance throughout the driver's life span.
- ◆ Create partnerships to support driver education. Identify and promote best practices for teaching and learning among and between parents, educators, students and other citizens. Consider making driver education a part of the school day and convenient.
- ◆ Consider the use of on-line, and on-line interactive education as a way to expand driver education, raising the amount of overall training time a student receives. In frontier areas, seek creative delivery systems.

Action 61

Continue to identify funding sources for a statewide incident management program designed to minimize traffic congestion and secondary crashes by clearing incidents as quickly as possible and returning the roadway to normal operating conditions. A Statewide Incident Management Strategy that identifies roles of the various cooperating agencies and includes the four elements of safety, technology, public awareness, and enforcement will be continuously developed. The program should be developed into a coordinated statewide incident management system. A technology assistance program to support the development of Incident Management Teams in other parts of the state and in local communities should be included. Expand efforts to integrate wireless systems and communications centers into the incident response system.

Action 62

Continue to endorse the multi-discipline Incident Command System (ICS) statewide and provide training to personnel of police, fire, emergency medical services and public works agencies.

Action 63

Continue public education efforts aimed at increasing proper use of safety belts and child restraint systems.

Action 64

Identify and implement strategies to actively recruit and increase the rate and duration of retention for nationally certified child passenger safety technicians.

Action 65

Seek and develop additional sources of funding to subsidize provision of child safety systems for low-income families.

Action 66

Implement the applicable recommendations from the 2002 NHTSA Youth Assessment. Utilize the Assessment document as a tool to guide the Youth Program in future years and to assess program effectiveness. Coordinate with the Youth Advisory Group to implement this comprehensive plan including the following categories: legislation/regulation, licensing, enforcement, judicial system involvement, information & education, traffic safety environment/engineering, program management, program evaluation, and data collection systems & analysis. Continue to meet with the Youth Advisory Group for updates on the status of recommendation implementation and to glean further yearly direction. Focus on the following top ten assessment recommendations chosen by the Youth Advisory Group:

Licensing

Monitor Graduated Driver License effectiveness over an extended period of time.

Identify restrictions and elements of graduated licensing that offer the most crash reduction benefits.

Develop statistical data to compare the 100-hour educational program effectiveness with other educational program effectiveness.

Information and Education

Create opportunities to engage parents and guardians of young drivers in a meaningful safety issue impact course that is reality-based and skill-based, taking into consideration education levels, regions, diversity, socioeconomic status and other factors that impact adult learning.

Legislation/Regulation

Continue to support efforts of the Oregon Transportation Safety Division (TSD) for working closely with lawmaking officials developing and promoting legislative issues that support current youth crash reduction efforts

Judicial System Involvement

Coordinate and implement training on the traffic safety laws that affect youth for the judiciary including judges, prosecutors, and trial court administrators.

Conduct an assessment of how the MIP, GDL and other youth safety laws and regulations are being handled within the justice system in each jurisdiction.

Information and Education

Develop a comprehensive, coordinated plan for youth traffic safety.

Traffic Safety Environment/Engineering

Advocate, on behalf of children, in the planning and design of transportation routes through the appropriate channels within state government.

Program Management

Assist locals with program evaluation planning and implementation through training workshops and providing user-friendly impact evaluation tools.

Data Collection, Systems & Analysis

Prepare an annual document in conjunction with the Health Division that examines the variety of behaviors, morbidity, and mortality associated with youth traffic safety.

Enforcement

Assist law enforcement in identifying and targeting areas where the greatest number of speed related collisions are occurring. Provide funding for electronic speed devices and the requisite trainings so those officers can work directed enforcement in these areas in need of attention.

Action 67

The United States Administration on Aging reports that during the next 3-4 decades, we can expect a very dramatic increase in both the number of elderly persons and in the proportion of elderly persons in the population. Among the 50 states, Oregon is projected to have the 4th highest proportion of elderly in 2025. The proportion of Oregon's population classified as elderly is expected to increase from 12.8% in 2000 to 24.2% in 2025. With the advent of medical technology, more people will be outliving their ability to drive. Additional programs targeted at older drivers and transportation system users should be designed and implemented. These should include the following:

- ◆ Programs that help older persons maintain or improve their driving skills.
- ◆ Programs that help older persons evaluate their driving skills and modify driving behavior based upon known limitations.
- ◆ Programs that identify drivers most at risk due to medical impairments which may increase with age.
- ◆ Programs that provide insurance incentives to persons who participate in driver education.
- ◆ Evaluate changes in standards relating to signs, traffic control, highway design and operations to better accommodate older persons, as needed. Ensure there is a safety balance between the needs of older drivers and pedestrians.
- ◆ Programs that provide transportation options and alternatives.

Action 68

Implement a program to address the problem of fatigued driving. The program should follow national progress toward identifying data sources, and developing countermeasures for fatigued driving. As part of the program, implement a public information and education program to address fatigue driving.

Action 69

Continue development of a program to address the issue of distracted driving. Use nationally available materials and information on the problem. Continue to progress in addressing the problem through:

- ◆ Identify sources of distraction including in-vehicle equipment and distracting driver and passenger behaviors.

- ◆ Provide public information and education about distractions and their relationship to crashes, paying special attention to distractions identified as significant crash causes.
- ◆ Raise law enforcement and judicial awareness of the role of distraction in crashes; encourage application of existing statutes as an appropriate response to the problem.

Action 70

Continue to anticipate future ITS opportunities, and actively seek to participate in pilot testing and deployment of emerging systems, as practicable.

Action 71

Implement legislation calling for Motor Carrier Transportation Division to develop annual commercial motor vehicle safety plans. The goal of the plans should be to reduce injuries and fatalities resulting from commercial vehicles. The plans should be based on accurate and timely data, using performance measures to evaluate the success of each successive plan.

Action 72

Identify times and opportunities for the Oregon Transportation Safety Committee, and the Motor Carrier Transportation Advisory Committee to work together to improve transportation safety in Oregon. The groups should, over time, develop a close working relationship that provides the Department with advice and support for transportation safety.

Action 73

Maintain the current rail track inspection program and continue to utilize crash history data to identify key locations needing additional inspections.

Action 74

Continue to conduct round-the-clock, thorough assessments of key maintenance facilities, working cooperatively with the Federal Railroad Administration, when the routine rail equipment inspection program indicates a need.

Action 75

Consider the following in developing the high-speed rail project:

- ◆ Passenger on-board safety and security needs as well as passenger security at intermodal stations.
- ◆ Various options to reduce conflicts with other modes, especially grade separations and closures of crossings.
- ◆ Right-of-way security fencing where necessary.

Action 76

Reduce the potential of crossing crashes by working aggressively to eliminate redundant highway-rail intersections. Upgrade warning devices or construct grade separations at the most heavily traveled intersections.

Action 77

Consider mechanism to raise the issue of bicycle and pedestrian rail trespass crossings with the FRA.

Action 78

Evaluate the effectiveness of using a remote video system to record highway-rail crossing violations and developing a system of mailing citations and, if indicated, implement as appropriate.

Action 79

Increase emphasis on programs that will encourage pedestrian travel and improve pedestrian safety. The following efforts should be undertaken: Provide a consistent and comprehensive program for the Pedestrian Safety Program to:

- ◆ Expand public education efforts relating that focus on driver distraction and driver behavior near schools.
- ◆ Expand public education efforts relating to pedestrian awareness and responsibilities.
- ◆ Encourage more aggressive enforcement of pedestrian traffic laws, particularly near schools, parks and other pedestrian intensive locations.
- ◆ Consider legislative approaches to improving safety for the disabled and elderly communities.
- ◆ Assist communities to establish pedestrian safety efforts by providing technical assistance and materials.
- ◆ Address and resolve the widespread reluctance to install marked crosswalks; establish where they are appropriate and where other safety enhancing measures are needed.
- ◆ Require walkways and safe pedestrian crossings on all appropriate road projects. The lack of walkways and safe crossing opportunities contribute to pedestrian crashes.
- ◆ Increase funding for pedestrian system deficiencies including walkways and crossings. Funds should be allocated to serve schools, transit, business and commercial uses, and medium to high-density housing.
- ◆ Work with local and state transit authorities to review policies determining siting of transit stops and revise as needed to enhance safe access.
- ◆ Consider legislation requiring that police officials must investigate all pedestrian automobile crashes leading to injury.
- ◆ Support research to increase walking and promote pedestrian safety.

Action 80

Increase public education and enforcement efforts regarding the rules of operation for bicycles, scooters, skates, skateboards, personal assistive devices and any new device that is legally permitted on the roadways of Oregon.

Action 81

Increase emphasis on programs that will encourage bicycle and other alternative mode travel and improve safety for these modes. The following actions should be undertaken:
Support implementation of the *Oregon Bicycle and Pedestrian Plan* guidelines and goals.

- ◆ Support the Bicyclist and Pedestrian Safety Program annual performance plan process, including allocating sufficient funding for achieving those goals.
- ◆ Establish a stable funding source to implement and institutionalize bicyclist and alternative mode safety education in the schools with a curriculum that includes supervised on-street training.
- ◆ Increase funding for maintenance of bikeways and for programs that make walking and bicycling safe and attractive to children.
- ◆ Provide consistent funding for a comprehensive bicyclist and alternative mode safety campaign for all users. Include information to encourage helmet use.
- ◆ Raise law enforcement awareness of alternative mode safety issues. Increase enforcement efforts focused on motorist actions that endanger bicyclists, and on illegal bicyclist behaviors.

Action 82

Continue to enhance the efforts of all transit service providers to improve passenger safety and security on their vehicles, at stops, and at park and ride lots. Outreach and intervention efforts that may be part of community policing programs can improve transit users' perception of safety.

Action 83

Evaluate the need for a safety oversight program for transit and paratransit operators and their vehicles, and identify alternative approaches for providing such a program.

[Note: See also *Oregon Bicycle and Pedestrian Plan* and *Oregon Public Transportation Plan*.]

OTP Strategy 5.1.7 - Support the delivery of timely emergency medical services to transportation-related incidents and crashes in urban and rural areas. Improve the transportation system to facilitate delivery of necessary supplies and services for non-transportation emergencies. Support incident response units on major facilities where warranted.

Action 84

Provide incentives in the implementation guidelines for the Oregon Health Plan to encourage employers to participate in injury prevention and response programs.

Action 85

Identify opportunities to improve injury prevention program delivery by coordinating with Children and Family Commissions in each county.

Action 86

Consider legislation requiring the inclusion of helmets, reflective gear and lighting with new bicycles.

Action 87

Consider legislation allowing the requirement of flashing beacons, reflectorization and personal protective gear on bicycles operated in no-shoulder highway/high speed facility situations.

Action 88

Work with partner agencies, service providers, volunteers and concerned citizens to position Oregon's EMS system as world class and affordable for the average Oregonian. To aid in reaching this goal, consider the following:

- ◆ Conduct regular independent assessments of Oregon's EMS system.
- ◆ At regular intervals, review emergency medical service (EMS) related statutes with the goal of developing an effective and integrated EMS system for the state of Oregon.
- ◆ Provide public information and education about EMS services and their value.
- ◆ Improve internal and external communications of EMS program and its issues.
- ◆ Increase emphasis on the success of rural and volunteer agencies.
- ◆ Provide EMS education that is local and accessible. Specifically offer at least five EMT Basic and 1st responder courses targeted at rural and frontier communities.
- ◆ Seek ways to provide one day educational opportunities at the home stations of EMS volunteers, and those stations with few paid staff.
- ◆ Establish OTSC member involvement at the state EMS level, to assure connectivity of efforts.
- ◆ Identify funding assistance sources for rural and frontier EMS providers.

Action 89

Maintain quality of 9-1-1 services and look for opportunities for improvements, as new technologies become available.

Action 90

Continue efforts to enhance communication between engineering, enforcement, education, and EMS.

Action 91

Work to place a state focus on volunteer creation and development. Develop strategies to assure the recruitment and retention of EMS and rescue volunteers is emphasized by working to assure that the standards are attainable and affordable to volunteers in terms of time and resource demands. Develop easy, effective entry points for EMS and Fire volunteers. Work with affected

agencies and local governments to identify existing and emerging barriers to volunteer participation in the EMS and Fire systems.

Action 92

Identify ways to increase the volume of responders able to reach traffic crash victims within short time periods in rural and frontier areas. Work with local agencies to identify strategies and tactics that may improve the speed of response; identify a frontier location to pilot test and evaluate a “Ready-Response” first responder pickup or van style vehicle equipped with basic supplies needed at crash scenes.

OTP Strategy 5.1.8 - Support the safe and secure transport of hazardous materials in Oregon through driver education and screening, vehicle inspections, regulations and enforcement.

OTP Strategy 5.1.9 - Develop and implement a reliable, comprehensive and coordinated multimodal transportation data, crashes and incidents reporting program to manage and evaluate transportation safety with the goal of better data integration. The data should be timely, easy to use and accessible to all users to support analysis, effective response to safety problems and identification of projects.

Action 93

Seek a mechanism for tracking bicyclist and pedestrian only transportation crashes, deaths and injuries.

Action 94

Continue implementation of recommendations from a Traffic Records Assessment conducted every five years, which will create a traffic records system that will adequately serve the needs of state and local agencies. Key elements include:

- ◆ Methods to improve reporting of traffic crashes by police and citizens.
- ◆ Better integration of the various crash records systems that are currently maintained by separate state and local agencies or the development of one crash data system.
- ◆ Wider, more timely distribution of crash and related data, including quarterly distribution of available data.
- ◆ Evaluation of new technology to improve quality and timeliness of reporting crash and other data.
- ◆ Improved coordination among state and regional criminal justice system information systems and other traffic records systems.
- ◆ Utilization of geospatial referencing systems to locate and code crashes.

❖ EMPHASIS AREAS

Note: This section is reserved for supplemental information about the emphasis areas selected by the OTSC on 5-10-2011

Format:

Emphasis Area– Simple Descriptions

Summary of emphasis Area

How does this action relate to the OTP?

Relationship language

What are we doing now?

Brief Rundown of current activities

What needs to happen to accomplish this action?

Elaboration on the action or actions in the emphasis area.

What are the benefits of doing more?

Cost, life saving benefits, or other information as appropriate and available.

How will we measure progress?

Performance Measure or other measurement tool for the emphasis area

How much will it cost?

Known fiscal and FTE needs.

What legislative, administrative, organizational changes are needed?

What is needed to provide sufficient emphasis.

❖ THE IMPLEMENTATION STRATEGY

Implementing the actions proposed in the 2011 *Oregon Transportation Safety Action Plan* will, in some cases, require legislative or administrative rule changes, changes in investment priorities, and/or organizational changes. On the other hand, many of the actions can be implemented with existing

resources and by existing staff. They don't require legislative changes or administrative changes; they just call for doing things a little differently. These actions encourage persons that are working in transportation programs to try new things, to look at safety more broadly, to establish partnerships with many, diverse agencies and groups in order to achieve greater results.

This section summarizes what needs to happen to implement the eleven key actions. The section on organizational considerations includes recommendations about the way ODOT delivers transportation safety-related services.

LEGISLATION

Many of the Emphasis Area actions in the *OTSAP* will require legislative action. Legislation will be needed to provide funding for individual programs and permanent support for enforcement and other criminal justice system personnel. In some instances, enabling legislation will be needed to permit actions to proceed. Other legislation will continue and enhance existing programs.

The schedule for completing *OTSAP* means ODOT will not submit legislation to implement specific actions in the *OTSAP* until the 2013 legislative session.

Other state agencies may submit bills that are compatible with *OTSAP* actions. In addition, legislators and interested citizens independently may submit legislation that furthers *OTSAP* actions. Those actions not accomplished in the 2013 session should be submitted to the 2015 Oregon Legislature.

Possible legislation for 2013 falls into two categories: legislation already identified as necessary to further *OTSAP* actions; and legislation that may arise from special studies called for in *OTSAP* Emphasis Area actions.

Legislation already identified includes the following:

1. A dedicated source of funding to support traffic enforcement is essential if traffic enforcement is to be effective. The Oregon State Police and most counties and cities do not have enough officers to provide more than sporadic traffic enforcement. An amendment to the Criminal Fine and Assessment Account is a possible approach, although it is unlikely that the funds that could be generated by that account will be sufficient to fully meet this objective. Other potential sources include an assessment on fines or fees assessed traffic offenders, an increase in driver license or vehicle license fees, and a dedication of a portion of alcohol tax revenue. In light of failure of previous attempts to address this problem (some as a result of the 1995 *OTSAP* Action 1) suggest that careful study and diligent work will be necessary to achieve success.
2. Legislation to strengthen DUII laws.
3. Certain safety programs targeted at children and youth have been demonstrated to be successful and should continue to be made available statewide. These programs include examples such as *OSSOM*, *Think First*, and *Trauma Nurses Talk Tough*. Sufficient funding in the current legislative climate will be difficult to secure, but could come from an increase in alcohol tax revenue. Legislation would be required.

Possible sources for new legislation include:

1. The *Traffic Law Enforcement Strategic Plan* will be completed in 2013 or early 2014. It will review the need for enforcement in such areas as DUII, safety belt laws, speeding, commercial vehicle infractions, and for the transit, marine, bicycle, and pedestrian modes. It will propose strategies, including legislative actions.
2. A *Driver Education Strategy* is proposed. The strategy likely will identify investment requirements and the need for legislation to implement specific programmatic actions.
3. A Youth Assessment was completed in 2003. The recommendations from the assessment team call for legislation in several areas.

INVESTMENT REQUIREMENTS

The mission of the Oregon Department of Transportation is “to provide leadership and vision in the development and management of a statewide transportation network and ensure the safety of transportation system users.” Included in ODOT’s statement of ten values, which are intended to guide behavior in every part of the organization, is “Safety —We take special care to protect the safety and health of both our employees and the public.” Promoting and ensuring transportation safety ultimately will require resources commensurate with the stated importance of safety to ODOT’s mission and values.

As with the 1995 *OTSAP*, securing adequate resources in the current fiscal environment of diminished funding and downsizing will present a major challenge to the success of the renewed *OTSAP*. The Oregon Legislature is unlikely to provide sufficient funds for new program development or current program enhancement. In the near term, generating commitment, enthusiasm, momentum, and resources for high priority *OTSAP* actions will require reprioritizing federal funds ODOT receives, reallocation of staff, and creating efficiencies in the delivery of currently available transportation safety programs.

Listed below are proposed initial investment requirements associated with implementing the nine high priority *OTSAP* actions. The requirements for some actions are already known; in some cases, funding has been secured. Other investment requirements will be identified by task forces, special studies, and pilot tests currently underway or called for in the *OTSAP*. The investment requirements are in three categories: actions where existing resources are already identified; actions that will require a re-prioritizing of existing positions or funds within ODOT; and actions which will require new funds.

Actions where existing resources are already identified

- Federal 402 funds can be used for start-up grants to communities for local transportation safety programs. Generally, the Transportation Safety Division distributes more than half the \$2 to \$3 million in federal Section 402 or similar funds that is available each year to local agencies or to agencies providing projects with a local benefit. Of this, approximately \$400,000 is awarded for community transportation safety programs. To receive these funds, communities must commit to continuing the programs with their own resources. These funds can also be used to initiate many of the other actions in the renewed OTSAP.
- Oregon Department of Transportation, Planning Section, has allocated FTE to support the development of a revised Oregon Transportation Plan. This plan is the master guide for ODOT's efforts statewide.
- Approximately \$300,000 is being spent yearly for public information and education programs. About \$25,000 of this is spent for pedestrian safety public information efforts. Implementing the programs and efforts in this OTSAP will increase this need to \$400,000 per year in 2004 dollars.
- Existing staff should continue to be allocated so that a transportation safety specialist is assigned to each of the five Oregon Department of Transportation regions.
- A staff person should continue to be assigned to coordinate the planning and implementation of the Statewide Incident Management Strategy.
- The Transportation Safety Division should continue to allocate at least .25 FTE in staff resources to maintain the services it offers to communities with establishing pedestrian safety programs. TSD already offers the services of specialists in Impaired Driving, Occupant Protection, Bicycle Safety, Motorcycle Safety, Work Zone Safety, Community Development and Vehicle Equipment Standards.
- A renewed emphasis on efforts update and maintain the Transportation Safety Communications Plan should occur. The responsibility for the public information program is currently assigned to staff persons in the Transportation Safety Division and ODOT Public Affairs on a part time basis. Efforts should be made assure that these staff are able to focus on the plan.

Actions which will require a reprioritizing of existing positions or funds within ODOT

Actions that require realigning staff work assignments within ODOT, or reprogramming federal transportation safety funds or other funds in fiscal year 2012 or later, fall into four categories.

Program needs that could be met through reallocation of staff work assignments:

The Youth Assessment process identified significant efforts for this age group. While significant changes in the work of staff assigned to this area have been made, more changes for this staff person, and associated positions may be necessary to achieve each of the goals identified.

Program needs that can be met through Section 402 or similar federal traffic safety grant funds:

- A Police Traffic Services Assessment and additional consultant time for the development of the *Traffic Law Enforcement Strategic Plan* will require approximately \$50,000.
- The cost of providing for all public information and training needs regarding changes in the DUII laws is estimated to be a total of \$100,000.
- An Incident Command System training program should be initiated as part of the incident management program.
- An additional \$25,000 per annum should be devoted to providing public information and education about pedestrian safety.

Program needs that can be met through other Oregon Department of Transportation funds:

- The Oregon Department of Transportation could use non-safety dollars to promote cooperative aspects of combining safety and related engineering, maintenance, and other Oregon Department of Transportation services.
- Continued implementation of the Safety Management System, especially the recommendations made in the *Strategic Plan for Traffic Records Improvements*, will likely require a considerable investment. Other agencies may need to make investments as well.

Actions which will require new funding

- Increasing traffic law enforcement and other criminal justice system personnel resources to effective levels will require a dedicated funding source. For example, increased enforcement resources could be funded through an increase in fines, a reallocation of the Criminal Fine and Assessment Account, a special assessment, or an increase in the alcohol tax or liquor license fees. Other sources that will provide consistent funding for traffic law enforcement should be identified and pursued. The specific needs will be identified through the *Strategic Plan for Traffic Law Enforcement*. A mechanism for distributing the funds will be identified as well. One option is to distribute funds through the TSD grant program. This could require 3.0 FTE that could be funded through new revenue.
- Enhancing the transportation safety public information/education program to address all transportation safety issues will require an estimated \$300,000 in additional resources each year, increasing the overall cost to \$600,000 annually.
- Establishing community-based safety programs statewide is estimated to cost \$1.2 million annually with most of these costs to be provided by the communities. This would allow for a full-time coordinator in counties with more than 50,000 population, and part-time coordinators in counties with smaller populations. Communities should continue to be encouraged to implement programs that can be self-sufficient in the long term.

- Implementing all of the elements in the Driver Education Strategy will require significant public policy change and investment to a fund large scale driver training program. At full implementation, assuming 45,000 students per year at \$400 per student, student training costs alone are \$18,000,000 in 2004 dollars. This cost would be shared with students, but a percentage of the total cost would need to be offset through an assistive funding mechanism.
- The estimated cost of providing programs such as *Trauma Nurses Talk Tough*, and *Think First* statewide is \$560,000 per year. These and other activities identified in the youth assessment process will require significant investment.
- It is not possible to estimate the cost of providing adequate pedestrian facilities until some local jurisdictions have completed pedestrian facility plans. Only a portion of the cost could be attributed to safety.

ORGANIZATIONAL CONSIDERATIONS

Implementation of the Emphasis Areas and XX additional actions will require a significant commitment by the Department of Transportation as well as other agencies involved in transportation safety programs.

Currently the Transportation Safety Division (TSD) is the focal point for the transportation safety activities of the Department of Transportation. The Administrator of the Transportation Safety Division is the Governor's Representative for Highway Safety. General guidance for conducting this program is provided in ORS 802.310.

The Transportation Safety Division fulfills most of these responsibilities. The Transportation Safety Committee (OTSC), which is a five-member governor-appointed policy-recommending committee, oversees the administration of the federally funded traffic safety grant program and provides general advice to the OTC regarding safety implications of transportation policies.

Nearly every unit of ODOT recognizes safety considerations in its delivery of services. Significant transportation safety program responsibilities are assigned to Driver and Motor Vehicle Services, Motor Carrier, Rail, Traffic Engineering, the Regions, Planning, Transportation Data, and Research.

While it is important for the Transportation Safety Division to be recognized as the focal point for transportation safety in ODOT, it is equally important that each operating unit of ODOT assume responsibility for implementing the renewed *OTSAP* actions relevant to its operation. With a shared commitment, the actions in the plan can be implemented with only moderate increase in staff commitment and minimal staff reorganization.

The following specific recommendations relate to organizational structure and program management:

- The Oregon Department of Transportation should ensure that organizational changes made within the Department enhance the effectiveness of the transportation safety programs. ODOT should make every effort to maintain the recognition of the Transportation Safety Division as the focal point for transportation safety activities in the state.

- The Oregon Transportation Safety Committee (OTSC) serves an important function of advising the Oregon Transportation Commission (OTC) about transportation safety programs. The OTSC should continue to provide guidance to the federally funded highway safety program and it should be encouraged to be more active in providing advice to the OTC about all safety-related policies. Among other things, the OTSC should advise the OTC on the adoption and updating of the renewed *OTSAP* and policy issues.
- To be successful in this expanded role, the OTSC should be supported by a broad-based technical committee or Safety Coalition whose membership would include representatives of key state agencies, local agencies, Metropolitan Planning Organizations (MPOs) and special interest groups. Such a technical committee could assume the role of tracking *OTSAP* implementation and provide information and recommendations to the OTSC about all aspects of the transportation safety program. The Safety Coalition could be supported by staff of the Transportation Safety Divisions.
- The federally mandated Safety Management System requires that “formalized interactive communication, coordination, and cooperation shall be established among the organizations responsible for major safety elements including enforcement, emergency medical services, emergency response, motor carrier safety, motor vehicle administration, state highway safety agencies, and state and local railroad regulatory agencies.” (500.405)
- Any existing and proposed technical advisory committees should be considered sub-committees of the OTSC or Safety Coalition. While various technical advisory committees or task forces may need to be established for specific purposes, it is important that their efforts relate to priorities established in the *OTP* and the renewed *OTSAP* and that their recommendations be reviewed by established policy-setting bodies. Policy recommending committees such as the Governor’s Advisory Committee on DUI and the Governor’s Motorcycle Safety Advisory Committee should remain independent.
- There is currently a proliferation of committees and more committees are called for in the renewed *OTSAP*. It may be possible to combine functions and reduce the number of committees. This will increase efficiency and reduce staff time commitments.
- To more effectively fulfill the role of encouraging local initiatives to address transportation safety problems, ODOT should maintain the current transportation safety specialists in each ODOT region. These positions should continue to be tasked with providing a safety perspective to all regional operations and direct communication between ODOT and local transportation safety agencies and programs. An effort should be made to provide continuing training and to encourage effective communication among persons working at the regional level and the rest of the organization.
- The Transportation Safety Division should be established as the Transportation Safety Resource Center for Oregon and aggressively promote greater use of public information materials and research reports by local agencies.
- A staff person should be maintained as the Transportation Safety Public Information Program Coordinator. This person should be responsible for development and implementation of the *Transportation Safety Communications Plan*. The relationship of the transportation safety public information program and other public information programs to be implemented by ODOT to encourage use of alternative modes should be considered.

- Several strategic planning efforts are called for in the *OTSAP*. Plans include the *Traffic Law Enforcement Strategic Plan* and a *Driver Education Strategy*, and others. At minimum, the plans should be reviewed by the Oregon Transportation Safety Committee. Some should seek the approval by the Oregon Transportation Commission. Each should be considered an element of the *OTSAP*, much the same way the *OTSAP* and modal plans are each considered an element of the *Oregon Transportation Plan*. Most plans should be developed as partnership efforts with appropriate units and agencies involved.
- Projects funded through the federal Section 402 and similar programs, as well as with state dollars should continue to be included in the *Performance Plan*, which should be viewed as the annual strategic implementation plan for the *OTSAP*. The *Performance Plan* should also be considered a means to provide a single transportation safety reference tool for the public. Projects included in the *STIP* that are being planned in response to a specific action or actions of the *OTSAP* should be identified as such, as well.

PLAN IMPLEMENTATION AND MONITORING

The responsibility for implementing each of the Emphasis Area actions is identified in a special section of the renewed *OTSAP*. The responsibility for implementing these, and the remaining sixty actions is identified in a separate addendum to be prepared at a later date, and updated from time to time.

The *OTSAP* should be viewed as the framework upon which program decisions are based. All investment decisions relating to transportation safety should be consistent with the recommendations of the *OTSAP*. Continued use of federally mandated Safety Management System will include monitoring renewed *OTSAP* implementation. The tools the SMS provide help to evaluate plan and project impact. An annual report prepared in response to the *Performance Plan* will summarize activities and report on performance measures.

Amendments to the *OTSAP* should be accomplished through formal OTC action based on the recommendation of the Oregon Transportation Safety Committee.

ODOT staff envision that actions identified in the strategic plan, the *TSAP*, will be implemented as time and resources become available. A specific annual tactical plan, the *Performance Plan* documents the problems, and strategic actions being addressed each year. Among the items to be included in the *Performance Plan*, will be a listing of the specific safety projects to be implemented under the HSIP.

We envision that the HSIP projects will be implemented in two ways. A portion of the funds will be specific tactical projects, selected by the Highway Safety Engineering Committee (HSEC). The HSEC will focus their selections based on targeting specific problem areas such as run off the road crashes or high speed rural intersections. It is expected that the group will weigh problem severity and likelihood of completion in selecting projects. Another portion of the funds will be allocated to ODOT regions to address hazardous road locations and segments based on project selection and prioritization outlined in the ODOT Safety Program Guidelines.

The projects selected will be forwarded to the Oregon Transportation Safety Committee as

part of the Performance Plan for input and validation of the selected targets, and to provide a public forum for commentary. As the Oregon Transportation Safety Committee annually arrives at agreement on the Performance Plan each year, it is forwarded to the Oregon Transportation Commission for adoption as the Department's formal annual tactical plan for transportation safety.

At the end of each annual tactical plan cycle, Department staff will prepare an Annual Report document which evaluates each of the tactical projects, and details problems encountered, and promising approaches to problems.

❖ APPENDICES

Appendix I The OTSAP Public Involvement Process

Recognizing the role the public and various other agencies will play in the implementation of the actions included in the renewed *Oregon Transportation Safety Action Plan (OTSAP)*, an effort was made to encourage the participation of as many people as possible in development of the plan.

The following public involvement activities were a part of the development of the *OTSAP*:

1. Select members of the Oregon Transportation Safety Committee were chosen to form a committee to assist ODOT staff with plan development. Each of the members of the Oregon Transportation Safety Committee, and each of the members of the Governor's Advisory Committee on DUI and Motorcycles, respectively was given the opportunity to shape the document at many stages of its development. Each of the committee members have been involved with transportation safety for many years and have made significant contributions to passage of laws and implementation of innovative programs.
2. Approximately 100 persons took advantage of opportunities to attend public input sessions and provided significant input into this document. Transportation Safety Specialists from the Transportation Safety Division, ODOT, served as topical coordinators. An effort was made to include representatives from various units of ODOT, other state agencies, local government, and special interest groups in the formation of this document. The list of *OTSAP* process participants appears in Appendix II.
3. Approximately 80 persons were invited to make oral presentations to a team of national experts conducting Oregon's first NHTSA Youth Assessment in 2003. Recommendations made by the Assessment Team were incorporated into the planning process. Many of these recommendations appear as actions in the *OTSAP*. A list of Youth Assessment panelists appears in Appendix II.
4. Newsletters including *Inside ODOT*, *Traffic Safety Connections*, and *selected press releases* included information about the renewed OTSAP development process.
5. In winter and spring of 2009/10, a series of ten Public Input Forums were held in Oregon City, Eugene, Tumalo, Phoenix, Coos Bay, Klamath Falls, Hermiston, Portland, Burns, John Day, Salem, and Lincoln City. Traffic safety professionals and the public were invited to have direct input into ODOT's transportation safety planning efforts and to offer their ideas about actions that should be taken to address transportation safety issues. Specific invitations and follow up phone calls went out to tribes and MPOs adjacent to the sites. These forums offered an opportunity to share information about the *OTSAP* development process and past key actions and to listen to new ideas. Written comments were considered.

A public meeting/hearing was conducted in May, 2011 by the Oregon Transportation Safety Committee. A draft OTSAP was distributed for public comment for a 60-day review period

beginning in XX 2011. The review period was subsequently extended to XX days to allow for late submission of comments.

Appendix II

OREGON TRANSPORTATION SAFETY ACTION PLAN PANELISTS AND PARTICIPANTS

Transportation Safety Committee Members

Micheal Lavery
Chair, Oregon Transportation Safety Committee

Jerome Cooper
Oregon Transportation Safety Committee

Victor Hoffer
Oregon Transportation Safety Committee

Marian Owens
Oregon Transportation Safety Committee

Luis Ornelas
Oregon Transportation Safety Committee

Panel and Input Participants

Note: To be finalized just prior to OTC submittal

Troy E. Costales
Governor's Highway Safety Representative
Transportation Safety Division, ODOT

Stacey Berning
Transportation Safety Division, ODOT

Gretchen McKenzie
Transportation Safety, ODOT

Monte Turner
Transportation Safety, ODOT

Kelly Hampton
Transportation Safety, ODOT

Larry Christianson
Transportation Safety, ODOT

Melody McGee
Transportation Safety, ODOT

Carla Levinski
Transportation Safety, ODOT

Linda Fisher-Lewis
Transportation Safety, ODOT

Julie Yip
Transportation Safety, ODOT

Kelly Mason
Transportation Safety, ODOT

Mary Ann Shefcheck
Transportation Safety, ODOT

Rachelle Nelson
Transportation Safety, ODOT

	Nicole Charleson Transportation Safety, ODOT
Shari Davis Transportation Safety, ODOT	Michele O'Leary Transportation Safety, ODOT
Steve Vitolo Transportation Safety, ODOT	Sue Riehl Transportation Safety, ODOT
Walter McAllister Transportation Safety, ODOT	Anne Holder Transportation Safety, ODOT
KC Humphrey Transportation Safety, ODOT	Rosalee Senger Transportation Safety, ODOT
Debbie Kroske Transportation Safety, ODOT	Patty McClure Transportation Safety, ODOT
Dean Bolon Intercept Research Corporation	

Youth Program Assessment Panelists

Steve Doan Orange County Sheriff's Department	Terry Kline Traffic Safety Institute
Chris Hanna National Children's Center for Rural & Agricultural Health & Safety	Iris Key National Judicial Council of Juvenile Court Judges
Jennifer Scofield Health Museum of Cleveland	Cheryl Neverman USDOT
Rosemary Nye NHTSA – Region X	

Youth Program Assessment Participants

Ruth Harshfield ACTS Oregon	Janet Bubl Oregon Dept. of Education
Debra Slover OSSOM	Max Margolis Oregon Partnership
Jim Pettyjohn Office of Multicultural Health	Susan Hunt Oregon Child Dev. Coalition
Caroline Cruz	Richard Smith

Mental Health and Addiction Services

Scott Bricker
Bicycle Transportation Alliance

Mark Wills
TDS

Kathy Jones
TDS

Larry Culbertson
Consumer Advocacy Unit

Barbara Cimaglio
Mental Health & Addiction Services

Jan Janssen
Ashland Police Department

Larry Olgesby
Marion County Juvenile Dept.

Gary McGrew
OLCC

Rod Rosenkranz
DMV

Deb Letney
DMV

Richard Ubel
DSAO

Sandi Nelson
Jackson County SO

Rod Lucich
Portland Police Traffic Division

Rogue Valley Transportation

Rae Rosenberg
Think First Program

Lisa Millet
Injury Prevention

Krista Fischer
Insurance Information Service

Bryan Hoffman
State Farm Insurance

Nina Robart
OCRUD

Judge Paula Bechtold
Coos County

Judge Karl Myers
Keizer Municipal

John Tawney
Oregon State Police

Curt Curtis
Oregon State Police

Judy Ode
OTSEA

Al Shannon
Oregon School Boards Assoc.

Gary Miller
Oregon State Police

Traffic Records Assessment Panelists

To be listed in final

Traffic Records Assessment Participants

To Be listed in final

Governor's Advisory Committee on Motorcycle Safety

Guy "Mitch" Putman

Governor's Advisory Committee on Motorcycle Safety (Chair)

James Bennett

Governor's Advisory Committee on Motorcycle Safety (Vice-Chair)

June Clark

Governor's Advisory Committee on Motorcycle Safety (Member)

Shawn Roberti

Governor's Advisory Committee on Motorcycle Safety (Member)

Charlie Mitchell

Governor's Advisory Committee on Motorcycle Safety (Member)

James Wyffels

Governor's Advisory Committee on Motorcycle Safety (Member)

James Stewart

Governor's Advisory Committee on Motorcycle Safety (Member)

David Belton

Governor's Advisory Committee on Motorcycle Safety (Member)

Sgt. Scot Lorimor

Governor's Advisory Committee on Motorcycle Safety (Liaison)

David Jurgenson

Governor's Advisory Committee on Motorcycle Safety (Liaison)

Ray Pierce

Governor's Advisory Committee on Motorcycle Safety (Liaison)

Governor's Advisory Committee on DUII

Charles Hayes
Governor's Advisory Committee on DUII (Chair)
Multnomah County

Mary Anderson
Governor's Advisory Committee on DUII (Member)
Deschutes County DA's Office

Carl Davis
Governor's Advisory Committee on DUII (Member)
Columbia Sportswear Company

Teresa Douglas-Drake
Governor's Advisory Committee on DUII (Member)

Thomas Erwin
Governor's Advisory Committee on DUII (Member)

Jerome Gjesvold
Governor's Advisory Committee on DUII (Member)

Governor's Advisory Committee on DUII (Member)

Vinita Howard
Governor's Advisory Committee on DUII (Member)

Rod Monroe
Governor's Advisory Committee on DUII (Member)

Sue Rimkeit
Governor's Advisory Committee on DUII (Member)

Jeffrey Ruscoe
Governor's Advisory Committee on DUII (Member)

Appendix III

Note: To be finalized at completion of 2009 Session/prior to OTC approval
Significant Transportation Safety Laws, 1931 - 2001

1931

- As part of National Model Driver License law, driver licenses could be suspended upon conviction for DUII.

1937

- Law passed making driving under the influence of intoxicants a misdemeanor. Upon conviction, punishable by fine of up to \$1,000 and a year in jail or both and license revocation for one year.

1941

- DUII law amended to permit police to test blood, breath and urine for alcohol content unless driver objected. BAC of 15% set as presumptive evidence.

1965

- Implied consent law on DUII passed but limited to breath test.

1971

- Blood alcohol level at which a driver is presumed to be under the influence of intoxicants lowered to .10 BAC. Illegal per se set at .15 BAC.
- Judge required to order registration suspended or vehicle impounded in case of driving while suspended.

1973

- Minimum jail sentence for driving while suspended established. First: two days; second: 10 days; third: 30 days.
- To receive an occupational license, a convicted drunk driver must submit to a mental health exam and complete an alcohol education program.
- Habitual offender act. Regular driver license suspended for 10 years for anyone convicted of three major traffic offenses or 20 moving violations in five years.

- Open container law: Illegal to have an opened bottle of alcoholic beverage in the passenger compartment.
- Driver improvement program established.

1975

- Driver license examination expanded to include knowledge and understanding of safe driving practices.

1977

- Motorcycle helmet law repealed, except for riders under age of 18.

1979

- State constitution amended to limit use of motor vehicle fuel and other taxes. Eliminated use for policing.

1981

- Motorcycle instruction program established.
- Reimbursement for driver education increased from \$50 to \$100.
- Diversion program for drivers arrested for first DUII in a 10-year period established.
- Minimum damage increased from \$200 to \$400 for reporting a property damage crash.

1983

- Child safety seat or seat belt required for all children less than five years old.
- BAC limit for DUII reduced from .10 to .08.
- Responsibility for motorcycle rider education transferred to Oregon Traffic Safety Commission.
- Juvenile denial law: Persons age 13-17 convicted of any crime, violation, or infraction involving possession, use, or abuse of alcohol or controlled substances have their driving privileges suspended or right to apply denied.
- Administrative license suspension for failure of breath test or refusal to take breath test. (Implemented in 1984)

- Alcohol treatment or education and additional penalties upon conviction of DUII. (Implemented in 1984)

1985

- Classified driver license system established.
- Occupant protection law strengthened. Children under one year must be in a child safety seat and children between one and 16 must be secured by a seat or belt.
- Alcohol server education program established.

1987

- Bicycle rider education program established.
- Issuance of hardship licenses restricted.
- Ignition interlock system established as a pilot study.
- Motorcycle helmet law re-established. Passed by a vote of the people after the Legislature's referral placed the measure on the ballot.

1989

- Ignition interlock program extended. Oregon Traffic Safety Commission directed to evaluate diversion program.
- Alcohol and drug policies and curriculum mandated for educational institutions.
- Provisional driver license for persons under 18 established. Persons under 18 found to have consumed any alcohol subject to an implied consent suspension.
- Pilot program started requiring police to mark the license plates of persons driving while suspended or revoked.
- Commercial driver license program implemented. .04 BAC established as the standard of intoxication for commercial vehicle operators. (Implemented in 1990)
- A safety belt law for all occupants. Passed by a vote of the people after an initiative placed the measure on the ballot. (Implemented in 1990)

1991

- .00 BAC limit for implied consent suspension extended to include all persons under age 21.

- Driver license suspended for minors using false identification to purchase alcohol.
- Boating under the influence of intoxicants established as a Class A misdemeanor.

1993

- Child restraint system for all children less than 40 pounds or less than four years required.
- Minimum damage for reporting a property damage crash increased from \$400 to \$500.
- Tuition reimbursement for driver education increased to \$150 and some restrictions were changed.
- Bicycle helmets required for riders and passengers under age 16.

1995

- Health care providers permitted to report blood alcohol content of motor vehicle accident victims.
- Suspension of driving privileges under implied consent law for failing blood test for BAC.
- Police officers may request urine test when presence of controlled substances is suspected.
- Photo radar speed enforcement demonstration project authorized in Beaverton and Portland.
- Fines double in work zones.
- Federal government repeals national maximum speed limit.

1997

- Accident reporting amount increased from \$500 to \$1,000.
- Vehicle immobilization on vehicle owned or operated by person convicted of driving while suspended/revoked or second or subsequent DUII.
- Motorcycle education (TEAM Oregon) required for all individuals under age 21 applying for motorcycle endorsement.
- Vehicle impoundment for operation by person driving while suspended/revoked or DUII.
- Sunset provision removed for urine testing of DUII's.
- School Zones "When Children are Present" defined.

- School Zones - doubles fines when signs posted.

1999

- Graduated Driver License program recommending completion of traffic safety education course and requiring a period of supervised driving before persons under 18 years receive non-restricted driver license. (Implemented in 2000)
- Certain cities authorized to establish demonstration project using cameras to record drivers failing to obey traffic signals.
- Certain cities authorized to operate photo radar systems to record drivers relative to speeding.
- Establishes DUII as Class C felony when individual has three or more prior convictions.
- Authorization for use of immobilization devices in addition to boot.

2001

- Uniform standards established for minor decoy operations by law enforcement relative to MIP.
- Photo Red Light project expanded to cities with populations over 30,000 except Newberg. Repeals sunset scheduled for December 31, 2001.
- License suspension required for cited MIP individual for failure to appear in court date.
- Safety Corridor legislation extended sunset provision to December 30, 2003. Court required to sentence minimum fine.
- Booster Seat requirement for children between ages of 4 through 6 or weight 40 to 60 pounds.
- Creates crime of improper repair of vehicle inflatable restraint system.
- Requires training for law enforcement officers using speed detection devices.
- Defines motor-assisted scooter and rules/laws surrounding same.
- Provides that that an intoxicated person cannot sue the alcohol server for injuries sustained by the intoxicated person due to their intoxication.

Appendix IV

Acronyms and Definitions

AASHTO	American Association of State Highway and Transportation Officials
ACTS	Alliance for Community Traffic Safety
AGC	Associated General Contractors
ATV	All terrain vehicles
BAC	Blood Alcohol Content
BPSST	Board on Public Safety Standards and Training
CFAA	Criminal Fine and Assessment Account
DHR	Oregon Department of Human Resources
DMV	Driver and Motor Vehicle Services, Oregon Department of Transportation
DOE	Oregon Department of Education
DRE	Drug Recognition Expert
DUII	Driving Under the Influence of Intoxicants, sometimes DUI is used
EMS	Emergency Medical Services
F & I	Fatal and injury crashes
FARS	Fatal Analysis Reporting System, U.S. Department of Transportation
FHWA	Federal Highway Administration
FMCSA	Federal Motor Carrier Safety Administration
GHSA	Governor's Highway Safety Association
HSP	Highway Safety Plan, the grant application submitted for federal section 402 and similar funds. Funds are provided by the National Highway Traffic Safety Administration and the Federal Highway Administration.
ICS	Incident Command System
IRIS	Integrated Road Information System
ISTEA	The federal Intermodal Surface Transportation Efficiency Act of 1991 that funds the national highway system and gives state and local governments more flexibility in determining transportation solutions. It requires states and MPOs to cooperate in long-range planning. It requires states to develop six management systems, one of which is the Highway Safety Management System (SMS).
LCDC	Land Conservation and Development Commission
MADD	Mothers Against Drunk Driving
MPO	Metropolitan Planning Organization. MPOs are designated by the governor to coordinate transportation planning in an urbanized area of the state. MPOs exist in the Portland, Salem, Eugene-Springfield, and Medford areas.
NHTSA	National Highway Traffic Safety Administration
OMHAS	Office of Mental Health and Addiction Services
OBM	Oregon Benchmark
ODAA	Oregon District Attorneys Association
ODOT	Oregon Department of Transportation
OJD	Oregon Judicial Department
OJIN	Oregon Judicial Information Network
OLCC	Oregon Liquor Control Commission
OSP	Oregon State Police
OSSOM	Oregon Student Safety On the Move, a youth empowerment program
OTC	Oregon Transportation Commission
OTP	Oregon Transportation Plan

OTSAP	Oregon Transportation Safety Action Plan
OTSC	Oregon Transportation Safety Committee
PAM	Police Allocation Model
PUC	Oregon Public Utility Commission
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
SFST	Standard Field Sobriety Testing
SMS	Safety Management System or Highway Safety Management System
STIP	Statewide Transportation Improvement Program
TSD	Transportation Safety Division, Oregon Department of Transportation
TEA21	Transportation Efficiency Act for the 21 st Century. Federal legislation that funds the national highway system and gives state and local governments more flexibility in determining transportation solutions.
VMT	Vehicle miles traveled

Appendix V

Findings of Compliance with Statewide Planning Goals and the *Oregon Transportation Plan*

SAC Program Requirements

ODOT's certified State Agency Coordination (SAC) Program and Oregon Administrative Rules Chapter 31, Division 15 describe the procedures that ODOT will follow when developing and adopting plans to assure that they comply with statewide planning goals and are compatible with acknowledged comprehensive plans. The SAC Program recognizes that planning occurs in stages and that compliance and compatibility obligations depend on the stage of planning being undertaken. The SAC Program describes the step-wise process that follows.

ODOT's program for assuring compliance and compatibility recognizes the successive stages of transportation planning and establishes a process that coordinates compliance and compatibility determinations with the geographic scale of the plan and the level of detail of information that is available. At each planning stage, some compliance and compatibility issues come into focus with sufficient clarity to enable them to be addressed.

The Department's coordination efforts at the transportation policy plan and modal systems plan stages will be directed at involving metropolitan planning organizations, local governments, and others in the development of statewide transportation policies and plans. Since these plans have general statewide applicability and since ODOT has the mandate under ORS 184.618 to develop such plans, compatibility with the comprehensive plan provisions of specific cities and counties will not be generally established. However, compatibility determinations shall be made for new facilities identified in modal systems plans that affect identifiable geographic areas. Compliance with any statewide planning goals that specifically apply will be established at these planning stages.

The focus of the Department's efforts to establish compatibility with acknowledged comprehensive plans will be at the facility planning and project planning stages of the planning program. At these stages, the effects of the Department's plans are more regional and local in nature, although some statewide effects are also present.

The *Oregon Transportation Safety Action Plan (OTSAP)* is a transportation policy plan as defined in the SAC Program. The *OTSAP* is the safety element of the Oregon Transportation Plan (OTP) and further identifies specific strategies for implementing safety related goals, policies, and actions included in the *OTP*. The *OTSAP* is part of the multi-modal element. The Department is following the coordination requirements for a policy plan. The Department has done the following to comply with these requirements:

- A public meeting was held on the *draft Oregon Transportation Safety Action Plan*. See Appendix II, The *OTSAP* Public Involvement Process, for additional detail on public involvement.
- Compliance with applicable planning goals has been evaluated.
- The Oregon Transportation Commission will adopt findings of compliance with all applicable statewide planning goals when it adopts the final *OTSAP*.

- The Department will provide copies of the final OTSAP and findings to the Department of Land Conservation and Development (DLCD), the metropolitan planning organizations, and others who request a copy.

Transportation Planning Rule

The Land Conservation and Development Commission adopted the Transportation Planning Rule (OAR 660-12) to implement Statewide Planning Goal 12 (Transportation) and “to explain how local governments and state agencies responsible for transportation planning demonstrate compliance with other statewide planning goals.”

The Transportation Planning Rule (TPR) describes transportation planning as follows (Section 010):

(1) As described in this division, transportation planning shall be divided into two phases: transportation system planning and transportation project development. Transportation system planning establishes land use controls and a network of facilities and services to meet overall transportation needs. Transportation project development implements the TSP by determining the precise location, alignment, and preliminary design of improvements included in the TSP.

Section 15 of the Transportation Planning Rule recognizes that ODOT’s transportation system plan (TSP) is composed of a number of elements as described in the Department’s State Agency Coordination (SAC) Program.

(1) (a) The state TSP shall include the state transportation policy plan, modal systems and transportation facility plans as set forth in OAR 731, Division 15.

The *OTP* is ODOT’s policy plan. The *OTSAP* is the safety element of the *OTP*. The policy plan is described in the SAC Program as follows:

This is the policy plan for the state transportation system, encompassing all modes of transportation. It addresses matters such as overall direction in the allocation of resources, coordination of the different modes of transportation, the relationship of transportation to land use, economic development, the environment and energy usage, public involvement in transportation planning, coordination with local governments and other agencies, transportation financing, and management of the department.

It can be seen from this description that the *OTSAP*, like the *OTP*, is meant to be broad in scope and general in nature. The *OTSAP* does not identify specific projects or specific locations for projects.

Section 15 of the TPR describes ODOT planning responsibilities under the statewide planning goal.

1) ODOT shall prepare, adopt and amend a state TSP in accordance with OAR 660-12-030, -035, -050, -.065, and -.070. The following are findings relating to each of these sections:

OAR 660-12-030—Determination of Transportation Needs

This plan identifies (insert amount) actions that will lead to a safer transportation system. These actions address the specific needs of the following transportation system users: youth, older

persons, bicyclists, pedestrians, and public transportation system users. Needs are identified at the statewide level, not for specific jurisdictions. The *OTSAP* states that implementation should consider those geographic areas with the greatest needs, based, in part, on an analysis of transportation crash data.

OAR 660-12-035—Evaluation and Selection of Transportation System Alternatives

OAR 660-12-050—Transportation Project Development

OAR 660-12-065—Transportation Improvements on Rural Lands

OAR 660-12-070—Exceptions to Transportation Improvements on Rural Lands

These sections do not apply to the *OTSAP*.

Statewide Planning Goals

The following is a list of goals that relate to the *OTSAP*. *OTSAP* actions are identified.

Goal 1 Citizen Involvement

This goal is “to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.”

Citizen involvement has been considered throughout the planning process. Citizens participated on the advisory committee, provided input to the advisory committee, participated in planning forums, and received copies of and commented on the draft plan. Appendix II, The *OTSAP* Public Involvement Process, describes specific opportunities that were provided for citizen involvement. All persons who provided comments on the draft plan received a written response.

Goal 2 Land Use Planning

This goal is “to establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.”

See *OTSAP* Actions: 19-27 which identify specific activities to address *OTP* Action 1G.4: Improve the safety in design, construction and maintenance of new and existing systems and facilities for users and benefactors including the use of techniques to reduce conflicts between modes using the same facility or corridor. Target resources to dangerous routes and locations in cooperation with local and other state agencies. *OTSAP* Action 19 calls for the consideration of the roadway, human, and vehicle elements of safety in modal, corridor and local system plan development and implementation. It states:

“Consider the roadway, human, and vehicle elements of safety in modal, corridor and local system plan development and implementation.” These plans should include the following:

- Involvement in the planning process of engineering, enforcement, and emergency service personnel as well as local transportation safety groups
- Safety objectives
- Resolution of goal conflicts between safety and other issues
- Application of access management standards to corridor and system planning

Goal 5 Open Spaces, Scenic and Historic Areas, Natural Resources

This goal is “to conserve open spaces and protect natural and scenic resources.”

OTSAP Action 22 relates to managing vegetation to ensure that safety is not compromised, while considering the scenic quality of the roadway. It states:

“With consideration to the scenic quality of the roadway, use vegetation management techniques to accomplish the following”:

- Reduce ice on roadway
- Increase visibility in deer crossing areas
- Eliminate “tunnel like” corridors and provide variation along roadway edges to keep drivers alert
- Remove clear zone hazards
- Remove hazard trees
- Improve visibility of signs and roadway markings
- Improve sight distance at intersections

Goal 12 Transportation

This goal is “to provide and encourage a safe, convenient, and economic transportation system.” The focus of the *OTSAP* is to identify those actions that will lead to a safe transportation system without compromising convenience, economics, and other values. *OTSAP* Action 19 specifically addresses the desirability of considering safety in all transportation planning efforts.

The *OTSAP* has an insignificant relationship to the other goals.

The Oregon Transportation Plan

The *Oregon Transportation Safety Action Plan (OTSAP)* is developed to respond specifically to OTP policy 5: “**To plan, build, operate and maintain the transportation system so that it is safe and secure.**”

Following is Section 5.1 excerpted from the OTP:

Policy 5.1 – Safety

It is the policy of the State of Oregon to continually improve the safety and security of all modes

and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.

Strategy 5.1.1

Enhance the safety leadership group to provide for cooperation among federal, state and local governments, private enterprises, and user and advocacy groups in order to address safety issues strategically and implement more effective safety programs.

Strategy 5.1.2

Develop a comprehensive Strategic Transportation Safety Action Plan addressing all modes of transportation based on risk analysis to reduce fatal, injury and property damage accidents among system users. This plan and other state transportation plans should include, but not be limited to, measures involving education, engineering, enforcement and emergency response that address:

- Key areas in driver behavior and impairment,
- Commercial driver performance and vehicle standards,
- Use of technology,
- Safety needs of vulnerable populations such as the young, aged, persons with disabilities and non-English speaking populations, Regular opportunity for information sharing across the modes, and
- Adequacy of trauma care statewide.

Strategy 5.1.3

Ensure that safety and security issues are addressed in planning, design, construction, operation and maintenance of new and existing transportation systems, facilities and assets.

Strategy 5.1.4

Support the further development and improvement of interoperable communication systems among safety and security-related agencies, jurisdictions and private entities. Ensure that clear communication protocols are established.

Strategy 5.1.5

Ensure that laws and regulations are appropriate to meet multimodal safety and security goals. Coordinate enforcement of transportation safety and security laws and regulations intended to reduce injury and property damage. Use enforcement strategically to address the identified problems of each mode.

Strategy 5.1.6

Ensure the development and delivery of coordinated and comprehensive safety and security awareness, education and training programs.

Strategy 5.1.7

Support the delivery of timely emergency medical services to transportation-related incidents and crashes in urban and rural areas. Improve the transportation system to facilitate delivery of necessary supplies and services for non-transportation emergencies. Support incident response units on major facilities where warranted.

Strategy 5.1.8

Support the safe and secure transport of hazardous materials in Oregon through driver education and screening, vehicle inspections, regulations and enforcement.

Strategy 5.1.9

Develop and implement a reliable, comprehensive and coordinated multimodal transportation data,

crashes and incidents reporting program to manage and evaluate transportation safety with the goal of better data integration. The data should be timely, easy to use and accessible to all users to support analysis, effective response to safety problems and identification of projects.