2004 Oregon Transportation Safety Action Plan

AN ELEMENT OF THE OREGON TRANSPORTATION PLAN

The 2004 Oregon Transportation Safety Action Plan was recommended for approval by the Oregon Transportation Safety Committee on May 11, 2004. The Plan was formally adopted by the Oregon Transportation Commission on July 14, 2004.

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Implementation of the Oregon Transportation Safety Action Plan is dependent upon the availability of funding. Adoption of this plan by the Oregon Transportation Safety 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.


TOYOTA

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Pictures and graphics used throughout this document are a sampling of the images used during the public input sessions held statewide to develop the Oregon Transportation Safety Action Plan.

PREFACE

This document, the second 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 required by the federal Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. 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.

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.

This renewed version of the *OTSAP* challenges us to continue the current effective programs, extend successful local initiatives statewide, and initiate new programs. It recognizes 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 sixty nine actions to be implemented over the next 20 years and identifying specific implementation strategies for nine key actions that should be in place by the year 2010. 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 approximately 150 transportation safety professionals 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 ten 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 2004.

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 2014 and the year 2024 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 nine key actions is provided. A separate technical appendix available at the Planning Section, ODOT, provides supporting information for the remaining actions.

The Implementation Strategy: legislation and investment requirements needed to implement the nine key actions by the year 2012. The implementation strategy also includes recommendations for organizational changes needed to implement all actions in the plan. It recommends that a Safety Coalition be formed 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 persons 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. 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 statewide traffic death rate was nearly halved to 2.7 deaths per 100 million vehicle miles traveled.

In 2002, 436 reported traffic fatalities occurred and Oregon's highway death rate continued to fall to 1.26 people killed per 100 million vehicle miles traveled, or about 15% below the national average for the first time in forty years. Meanwhile, 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 2002:

- Alcohol and/or other drugs were involved in 45.6 percent of the fatal motor vehicle crashes in Oregon.
- Safety restraints were not used by the fatal victim in 50 percent of the fatal motor vehicle crashes in Oregon in 2002.
- Speed contributed to 51.6 percent of the fatal motor vehicle crashes in Oregon.
- Drivers less than 21 years of age accounted for 18.47% of the drivers involved in fatal and injury crashes, yet comprised only 8% of the driving population.

Moderate reductions in Oregon's highway death toll can be continued through current programs, but a more concentrated effort will prevent many crashes and save a significant number of lives and dollars. This renewed *Oregon Transportation Safety Action Plan* will help 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 renewed version *OTSAP* was adopted by the Oregon Transportation Commission (OTC) in July of 2004 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 the original, this renewed *Oregon 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 sixty nine actions in the renewed *OTSAP* were chosen by the Oregon Transportation Safety Committee after thorough consideration of the crash data and information provided by more than 150 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.

Nine actions that respond to the factors that contribute to the most transportation-related deaths and injuries—impaired driving, not using safety restraints, speed, and inexperience—were identified as key actions which should be implemented by the year 2014.

The key actions and the transportation safety problems they address are presented in Figure I, Oregon *Transportation Safety Action Plan* —Key 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 NHTSA, the Governor's Highway Safety Association (GHSA), and the American Association of State Highway and Transportation Officials (AASHTO).

Many of the sixty nine 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 2007 legislative session.

A Safety Coalition should be considered 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 Nine Key Actions

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


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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 2002, 436 fatalities occurred and the rate fell to1.26. This rate is about 15% below the national average, but we can 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 $1,040,000 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, 2002 Edition. Economic costs for 2002 were estimated to be $1,040,000 for each death, $52,100 for each nonfatal disabling injury, and $6,200 for each property damage crash (including minor injuries). Using these figures, it is estimated that the total economic loss in Oregon exceeds $1,038,481,600 – or $296.31 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 Plan. 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 2004 *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 1 summarizes motor vehicle crash data and characteristics about the population and transportation system for Oregon for the 1992-2002 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 1992 to 2002, a percent decline in the rate of fatalities per 100 million vehicle miles traveled is demonstrated.

11 Year Statistics

Table 1

Oregon Summary of Traffic Demographics and Fatalities, 1992-2002

Year	Population (Thousands)	Licensed Drivers (Thousands)	Registered Vehicles (Thousands)	Vehicle Miles Travelled (100 Million)	Traffic Fatalities	Fatality Rate	Alcohol Involved Fatalities	Percent Alcohol Involved
1992	2,979	2,277	3,058	278.51	471	1.69	203	43.10%
1993	3,038	2,352	3,159	296.57	524	1.77	215	41.03%
1994	3,082	2,408	3,259	294.51	494	1.68	200	40.49%
1995	3,132	2,341	3,304	300.36	574	1.91	229	39.90%
1996	3,181	2,528	3,427	302.34	526	1.74	218	41.44%
1997	3,217	2,782	3,474	315.28	524	1.66	221	42.18%
1998	3,268	2,476	3,547	333.76	538	1.61	223	41.45%
1999	3,301	2,462	3,641	347.12	414	1.19	163	39.37%
2000	3,437	2,791	3,678	350.52	451	1.29	174	38.58%
2001	3,472	2,826	3,842	343.95	488	1.42	173	35.45%
2002	3,505	2,853	3,893	345.78	436	1.26	163	37.40%
% Change 1992-2002	17.66%	25.30%	27.31%	24.15%	-7.43%	-25.44%	-19.70%	-13.23%
% Change 2001-2002	0.95%	0.96%	1.33%	0.53%	-10.66%	-11.27%	-5.78%	5.50%

Sources: Oregon Department of Transportation
Fatality Analysis Reporting System, U.S. Department of Transportation
Center for Population Research and Census, School of Urban and Public Affairs, Portland State University

Table 2

U.S. Summary of Traffic Demographics and Fatalities, 1992-2002

Year	Population (Thousands)	Licensed Drivers (Thousands)	Registered Vehicles (Thousands)	Vehicle Miles Travelled (100 Million)	Traffic Fatalities	Fatality Rate	Alcohol Involved Fatalities	Percent Alcohol Involved
1992	255,030	173,125	184,938	22,470	39,250	1.75	18,290	46.6%
1993	257,783	173,149	188,350	22,960	40,150	1.75	17,473	43.5%
1994	260,327	175,403	192,497	23,580	40,716	1.73	16,580	40.7%
1995	262,803	176,628	197,065	24,230	41,817	1.73	17,274	41.3%
1996	265,229	179,539	201,626	24,860	42,065	1.69	17,126	40.7%
1997	267,784	182,709	203,568	25,620	42,013	1.64	16,189	38.5%
1998	270,248	184,980	208,076	26,320	41,501	1.58	15,935	38.4%
1999	272,691	187,170	212,685	26,910	41,717	1.55	15,786	37.8%
2000	282,224	190,625	217,028	27,470	41,945	1.53	17,380	41.4%
2001	285,318	191,376	221,230	27,810	42,196	1.52	17,400	41.2%
2002	288,369	N/A	N/A	28,300	42,815	1.51	17,419	40.7%
% Change 1992-2002 * - 2000-2001	13.07%	*10.54%	*19.62%	25.95%	9.08%	-13.39%	-4.76%	-12.69%
% Change 2001-2002 * - 2000-2001	1.07%	*0.39%	*1.94%	1.76%	1.47%	-0.29%	0.39%	0.09%

Sources: National Highway Traffic Safety Administration
Fatality Analysis Reporting System, U.S. Department of Transportation
U.S. Bureau of the Census

Table 2 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.

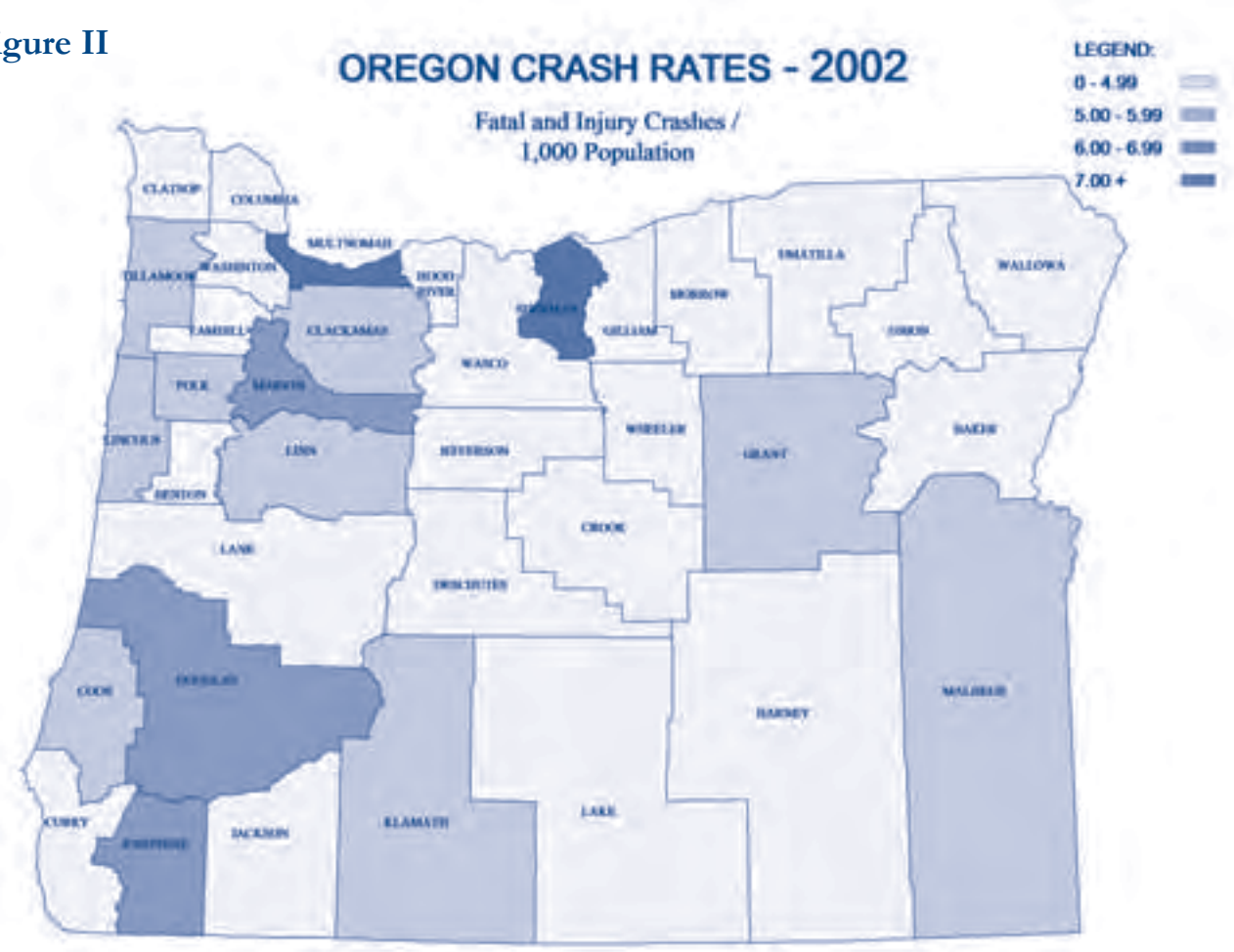
Three factors contribute to a significant proportion of Oregon's fatal motor vehicle crashes:

- In 2002, alcohol and/or other drugs were involved in 45.6 percent of the fatal motor vehicle crashes in Oregon.
- In 2002, safety restraints were not used by the victim in 50 percent of the fatal motor vehicle crashes in Oregon.
- In 2002, speed contributed to 51.6 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 2002 snapshot of crash rate status for Oregon counties.

Figure II



THE VISION

In September 1992, the Oregon Transportation Commission completed work on the Oregon Transportation Plan (OTP), a 40-year strategic plan that establishes new directions for Oregon's transportation system. The OTP includes four goals, the first of which is:

To enhance the quality of life and comparative economic advantage by the provision of a transportation system with the following characteristics:

- Balance
- Efficiency
- Accessibility
- Environmental Responsibility
- Connectivity among Places
- Connectivity among Modes and Carriers
- Safety
- Financial Stability

For each element of this goal, a policy has been established. The policy for safety (Policy 1G) follows:

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

Twelve actions are identified in the OTP for achieving this goal, the first of which is the development of a *Transportation Safety Action Plan* (*OTSAP*) to establish safety priorities for the Oregon Department of Transportation and the State of Oregon for the next 20 years.

Develop a Transportation Safety Action Plan addressing air, land and water transportation to reduce fatal, injury, and property damage accidents among system users. (OTP Action 1G.1)

The other actions relate to specific attributes of the transportation safety system and form the basic structure for presenting the sixty nine actions comprising the *OTSAP*.

The actions in the renewed *OTSAP* also reflect other changing conditions. In the years since the original Plan was adopted, sustainability has emerged as a significant government initiative. Concurrent to the preparation of this renewed Safety Action Plan, ODOT has developed a draft 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 Transportation Safety Action Plan 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			2010	2015	2020	2025
1	Deaths due to unintentional injuries per 100,000 population (OBM)	Rate	38	37	36	35
		Lives Lost	1331	1297	1261	1226
2	Transportation-related deaths per 100,000 population	Rate	9.75	9.50	9.25	9.00
		Lives Lost	342	333	324	315
3	Deaths due to motor vehicle crashes per 100 million VMT	Rate	0.99	0.97	0.94	0.91
		Lives Lost	342	334	324	315
4	Deaths due to motor vehicle crashes per 100,000 population that is 19 and under	Rate	9	8.5	8	7.5
		Lives Lost	67	63	59	55
5	Total motor vehicle crashes, per 100 million VMT	Rate	135.5	123	112	101.5
		# of Crashes	46852	42530	38726	35096
6	Deaths due to alcohol and drug related motor vehicle crashes, per 100 million VMT (.01 BAC or greater)	Rate	0.55	0.54	0.53	0.52
		Lives Lost	190	187	183	180
7	Percentage of occupants using vehicle safety restraints – Children 4-15, Children under 4		98	100	100	100
8	Communities with transporation safety programs		65	70	75	80
9	Percentage of teens free of involvement with alcohol in the previous month - (OBM)		83	84*	85*	86*
10	Percentage of teens free of involvement with illicit drugs in the previous month - a. eighth graders, b. eleventh graders (OBM)		88	89*	90*	91*
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
12	Citations issued/Fatal and injury crashes		To be created			
13	Time judicial system takes to resolve cases: Traffic cases disposed of in 6 months		To be created			
14	Percentage of imposed sanctions that are completed		To be evaluated			

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 *OTSAP*, 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 sixty nine actions that follow can be considered Oregon's transportation safety agenda for the next twenty years. These actions are organized by the actions that were included in the Oregon Transportation Plan. Bold face type highlights the key actions—these will be given highest priority for implementation by the year 2010. Implementation packages for these start on page 55. 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 ACTION – Traffic Law-Enforcement

Improve the enforcement of transportation safety laws and regulations intended to reduce injury and property damage. Emphasize enforcement of laws and regulations involving excessive speed, alcohol and other drug use, use of safety belts, and use of helmets for motorcycle drivers and passengers. (OTP Action 1G.2)

ACTION 1 **

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.**
- **Deployment and maintenance of traffic teams, and identify incentives to persuade sheriffs and chiefs to establish teams locally.**

As specific elements of the plan are developed and finalized, begin implementation of those elements.

ACTION 2

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 3 **

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

ACTION 4

Evaluate 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. Initially implement the following techniques:

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

ACTION 5

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 6

Evaluate the use of intoxilyzers installed in police vehicles and, if research indicates this tool is effective in improving transportation safety, pursue appropriate legislation.

ACTION 7 **

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 such as Give 'Em a Brake. Review ODOT policies and procedures relating to crew activity in work zones. Review road construction contract specifications dealing with placement and condition of traffic control devices. Consider legislative action to implement photo radar in work zones.

OTP – Public Awareness, Education, and Training

Develop and deliver a comprehensive safety awareness, education, and training program for all system users. (OTP Action 1G.3)

Through the Safety Action Plan and other means, expand public awareness of travel safety to reduce transportation-related crashes (accidents). Provide information on the primary causes of crashes (accidents) including drug and alcohol abuse, driver error and vehicle maintenance neglect, and their results in deaths, injuries and economic loss. (OTP Action 4O.2)

ACTION 8

Continue a sustained research-based transportation safety public information/education program based on behavior modification. Develop a new Transportation Safety Communications Plan 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 9 **

Make motorcycle rider education mandatory to age 21 and fund the increased cost by raising the motorcycle indorsement fee from $7.00 to $10.00. By 2012, extend requirement to all persons seeking their first motorcycle indorsement.

ACTION 10 **

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.**
- **Evaluate the possibility of funding the increased cost of providing this additional training by raising learning permit fees.**
- **If feasible, by the year 2015 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.**
- **Establish a definition of what a model driver is in terms of knowledge, skill, behavior and habits. Once the definition is established, design a curriculum that is aligned with the expectations of a model driver. The curricula should address content, methods, and student assessments.**
- **Establish 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.**
- **Establish program standards that apply to every driver education/training program/school.**
- **Develop oversight and management standards that hold the driver education system accountable. These standards should encourage quality and compel adherence to program standards.**
- **Identify and promote strategies that establish a driver and traffic safety education system. This 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.**

ACTION 11

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

ACTION 12

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

ACTION 13

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 14

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 15

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.

OTP ACTION – Facility Design, Construction, and Maintenance

Improve the safety in planning, design, construction and maintenance of new and existing systems and facilities for the 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. (OTP Action 1G.4, modified)

ACTION 16

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 17

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 18

In planning and project development, continue to consider access management techniques 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 19

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 20

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

ACTION 21

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 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 22

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 23

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 24

Investigate the usefulness and impact of advance signing, transverse rumble strips and other devices as countermeasures for rural intersection crashes. Raise local government awareness of identified improvement opportunities.

ACTION 25

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

ACTION 26

Complete a review of emergency medical service (EMS) related statutes with the goal of developing an effective and integrated EMS system for the state of Oregon. Develop a comprehensive statewide EMS plan and designate the EMS Section of the Health Division to do the following:

- **Establish standards for local EMS service delivery, transportation services, and care facilities**
- **Establish certification requirements for EMS service providers**
- **Provide training**
- **Develop a statewide communication system**
- **Establish a statewide trauma system**
- **Provide public information and education about EMS services**
- **Provide adequate funding and periodically evaluate system performance**

ACTION 27

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

ACTION 28

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

ACTION 29

Continue to evaluate locations and safety treatments of centerline and shoulder areas of roadways statewide. Finalize related policies, and distribute widely.

OTP ACTION – Interagency Cooperation

Increase interagency cooperation among federal, state and local governments and private enterprises in order to implement more effective community-based safety programs. (OTP Action 1G.6)

Work with local, state and federal governments to permit efficient transportation operations consistent with environmental or safety goals. (OTP Action 3A.4)

ACTION 31

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 32

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 33

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

ACTION 34

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

OTP ACTION – Transportation Records

Develop and implement a comprehensive and coordinated transportation records and crash (accident) reporting program to manage and evaluate transportation safety. (OTP Action 1G.7)

ACTION 35

Continue implementation of recommendations from Traffic Records Assessment conducted in 2000, 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 accident records systems that are currently maintained by separate state and local agencies or the development of one accident data system
- Wider, more timely distribution of accident and related data, including quarterly distribution of available data
- Evaluation of new technology to improve quality and timeliness of reporting accident 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

ACTION 36

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 improvement elements should be included:

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

- Oregon's SMS should seek ways to improve the current highway safety improvement process, including additional tools and modifications of the Safety Priority Index System
- 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.

OTP ACTION – Impaired and High Risk Operators

Develop effective efforts to reduce the number of alcohol and other drug impaired and high risk operators (and system users). (OTP Action 1G.8)

ACTION 37

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:

- **Address the legal 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 38 **

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 39 **

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.

ACTION 40

Conduct an evaluation of the DUII Education and Treatment Program. 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 Education and Treatment Program 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 41

After conducting and evaluation of the DUII Education and Treatment Program, 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 may be considered.

ACTION 42

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 43

Continue and expand education regarding legislation that allows hospital records of blood tests used for treatment of the offender to be admitted into evidence to show BAC. Monitor for hospital compliance. Expand law to include controlled substances.

ACTION 44

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 45

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

ACTION 46

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 47

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

OTP ACTION – Transportation System User Safety and Security

Build, operate and regulate the transportation system so that users feel safe and secure as they travel. (OTP Action 1G.9)

ACTION 48

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 49

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 50

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

ACTION 51

Identify and implement strategies to retain nationally certified child passenger safety technicians.

ACTION 52

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

ACTION 53

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 54

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 55

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 PI&E program to address fatigue driving.

ACTION 56

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 57

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

OTP ACTION – Truck Safety

Promote high safety standards for truck and truck operators.

- Work with national organizations to accurately determine the safety implications of alternative truck sizes, weights, and configurations.
- Expand the truck inspections program and have strong sanctions for consistent violators of trucking regulations. Continue to develop and institute a mobile enforcement plan to provide more effective size and weight enforcement utilizing weigh-in-motion, automatic vehicle identification, and other Intelligent Vehicle Highway System technologies.
- Take action to minimize conflicts between trucks, automobiles, and recreational vehicles. (OTP Action 1G.10)

Assure the safe, efficient transport of hazardous materials within Oregon. Require that local, regional, and state transportation systems plans provide for safe routing of hazardous materials consistent with federal guidelines, and provide for public involvement in the process. Develop hazardous materials crash (accident) and spill management skills to deal with potential crashes (accidents). (OTP Action 1D.6)

ACTION 58

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 59

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 issues.

OTP ACTION – Rail Safety

Promote high safety and compliance standards for operation, construction and maintenance of the rail system. (OTP Action 1G.11)

ACTION 60

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

ACTION 61

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 62

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 63

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 64

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.

OTP ACTION – Navigational Conflicts

Reduce navigational conflicts on waterways between commercial and recreational users, including windsurfers, in cooperation with the U.S. Coast Guard. (OTP Action 1G.12)

OTSAP Action 1, relating to enforcement and *OTSAP* Action 9, relating to public information address this OTP action.

OTP ACTION – Transit, Pedestrian, and Bicyclist Safety

Increase availability and use of transit, walking, bicycling, and ridesharing. Promote the design and development of infrastructure and land use patterns which encourage alternatives to single occupancy vehicles. (OTP Action 2B.3)

Make walkways, pedestrian shelters and bikeways an integral part of the circulation pattern within and between communities to enhance safe interactions between motor vehicles and pedestrians and bicyclists, using techniques such as:

- Renovating arterials and major collectors with bike lanes and walkways and designing intersections to encourage bicycling and walking for commuting and local travel
- Developing all transit centers near residential areas to be safely and expeditiously accessible to pedestrians and bicyclists (OTP Action 2D.1)

ACTION 65

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 66

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 67

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 68

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 69

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*.]

KEY ACTIONS

Following are the Nine key actions selected as the highest priority

OTSAP ACTION 1 – Traffic Law Enforcement Strategic Plan

Develop a Traffic Law Enforcement Strategic Plan that 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, Top-Down support)
- Targeted analysis of enforcement of laws that would address, following too closely, corner and "run off the road" crashes
- Multi-violation (i.e. Aggressive Driving) 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
- Support creation of traffic enforcement teams. Eliminate barriers to establishment and maintenance of traffic teams, and identify incentives to persuade sheriffs and chiefs to establish teams locally

How does this action relate to the OTP?

OTP Action 1G.2: Improve the enforcement of transportation safety laws and regulations intended to reduce injury and property damage. Emphasize enforcement of laws and regulations involving excessive speed, alcohol and other drug use, use of safety belts, and use of helmets for motorcycle drivers and passengers.

OTP Action 1G.12: Reduce navigational conflicts on waterways between commercial and recreational users, including windsurfers, in cooperation with the U.S. Coast Guard.

What are we doing now?

There are approximately 300 state troopers and 5,400 local police and sheriff deputies in Oregon. Because of other enforcement demands, many departments do not have dedicated traffic patrols. Traffic patrol has become a low priority. Adequate traffic enforcement presence demands additional personnel.

The TSD traffic law-enforcement /speed control program currently is providing or developing the following:

- Speed enforcement overtime and speed equipment is being provided
- Legislative pre-filed bills to address speed racing and enhance Oregon speed laws.
- PI&E on speed and speed racing are being delivered
- Tailgating technology has been identified and is being tested for use in Oregon at this time
- An automated police traffic crash form has been developed and is being tested at this time
- Traffic Crash Investigations training is currently being delivered via regional courses

The need for increased traffic enforcement resources is generally recognized but the specifics regarding staffing levels, training, and equipment have not been identified. The assessment of resource needs should consider training needs due to passage of new laws as well as improved technology.

What needs to happen to accomplish this action?

The Transportation Safety Division, Oregon Department of Transportation, should update the 1996 Police traffic Services assessment and determine what items identified in that document have been completed and develop a strategic plan based on the updated version of that plan.

An advisory committee or task force should be formed to guide the planning effort.

The target completion date for the strategic plan should be July 30th, 2006.

The *Traffic Law Enforcement Strategic Plan* should be considered an element of the *OTSAP* and be adopted by the Oregon Transportation Commission as a revision to the *OTSAP*. It should be incorporated in future updates of the *OTSAP*.

What are the benefits of doing more?

Surveys by the TSD indicate that the public thinks the risk of arrest is low (58 percent believe their chances of being caught for DUII are 10 percent or less) and that enforcement is an effective tool to increase the safety of Oregon's transportation system.

Traffic Enforcement plays a key role in apprehension of felons and reduction of crime.

Research indicates a direct relationship between increased enforcement and reduced incidence of traffic crashes and therefore a reduction in injuries and deaths. A study published in the Transportation Research Record (1983) on a Boise, Idaho selective traffic enforcement project compared the change in crashes in Boise during the period in which traffic enforcement was increased to the record of an eastern county that

had no increase in effort. For an investment of $788,000 over a 22 month period, that there was a net savings of $1.6 million. There was a 17 percent reduction in fatal and injury crashes.

How will we measure progress?

The Traffic Law Enforcement Strategic Plan will identify enforcement resource requirements and the strategies for their effective use. The plan will include an implementation schedule and performance measures to evaluate progress toward the goal of increasing traffic enforcement as a way to reduce transportation-related deaths and injuries.

How much will it cost?

Development of a Traffic Law Enforcement Strategic Plan, is estimated to cost $50,000 in consultant services. It is estimated that .25 FTE ODOT staff time will be required during the two-year development period.

What legislative, administrative, organizational changes are needed?

The strategic plan should be completed by July 1st, 2006. It is likely that the plan will call for substantial legislative action in a number of areas. The timing of the plan means that the desired legislation will be introduced in the 2007 legislative session. No legislative or administrative rule changes are required to develop the plan.

Devotion of .25 FTE ODOT personnel to this project may require realignment of staff work to accomplish the mission.

OTSAP ACTION 2 – Traffic Law Enforcement Training

Encourage more traffic law enforcement training for police as part of the requirements for the Basic Academy (when expanded) 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), Radar/Lidar training and Instructor certification, Crash investigations, Traffic Enforcement Program Management and a Motor Officer Training Program.

How does this action relate to the OTP?

OTP Action 1G.2: Improve the enforcement of transportation safety laws and regulations intended to reduce injury and property damage. Emphasize enforcement of laws and regulations involving excessive speed, alcohol and other drug use, use of safety belts, and use of helmets for motorcycle drivers and passengers.

What are we doing now?

Currently all of the specified training courses are occurring at some level on a regional training basis.

What needs to happen to accomplish this action?

DPSST will need to concur that the traffic safety courses identified above are a necessary part of the basic police academy and take action to develop curriculum changes that add the training courses to the basic academy.

What are the benefits of doing more?

Research indicates there is a direct relationship between increased enforcement and reduced incidence of traffic crashes. With better training, officers will develop and assimilate better data which will be used to determine crash problem areas so solutions can be developed.

How will we measure progress?

We will monitor the results of more enforcement training as evidenced by the increase in arrests and decrease in the rate of traffic crashes.

How much will it cost?

Currently, the cost to offer these courses as stand alone activities exceeds $150,000 annually. Integration of the above mentioned key training areas will allow TSD dollars to be used for new regional trainings as courses are developed.

What legislative, administrative rule, or organizational changes are needed?

The Strategic Plan for Traffic Law Enforcement will include specific investment requirements for meeting staffing, training, equipment, and other support needs essential to providing effective traffic law enforcement. Those investment requirements will require legislative actions in the 2007 session.

OTSAP ACTION 4 – Judicial Training

Evaluate 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. Initially implement the following techniques:

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

How does this action relate to the OTP?

OTP Action 1G.2: Improve the enforcement of transportation safety laws and regulations intended to reduce injury and property damage. Emphasize enforcement of laws and regulations involving excessive speed, alcohol and other drug use, use of safety belts, and use of helmets for motorcycle drivers and passengers.

What are we doing now?

Currently, an annual conference for Oregon Municipal and Justice Court judges occurs, and further opportunities exist for Oregon judges who attend a Multi-Disciplinary Impaired Driving Conference. Judges have been provided with a DUII desk reference manual.

What needs to happen to accomplish this action?

The Transportation Safety Division needs to develop a strong partnership with the State Court Administrators Office and other stakeholders to provide resources to educate State Circuit Court judges in traffic safety issues.

What are the benefits of doing more?

Consistent adjudication of traffic safety laws at the state, city and county level will increase the confidence of Oregon law-enforcement in traffic enforcement and will provide a significant deterrence to violating Oregon traffic laws which will in turn reduce crashes, injuries and fatalities.

How will we measure progress?

TSD will assess the results of more judicial training by monitoring rates of convictions for traffic law violations, and increase/decrease in occurrences. In addition to analyzing the increase/decrease in the rate of traffic crashes.

How much will it cost?

The annual cost for providing training to Oregon circuit, Municipal and Justice court judges is estimated at approximately $60,000.

What legislative, administrative rule, or organizational changes are required?

A potential source of funding for this and other traffic safety improvements might be a surcharge of at least $20.00 per citation. Such a surcharge would require legislative action. The surcharge could be added to the unitary assessment, and be dispensed by the Transportation Safety Division for use providing traffic law enforcement and training in addition to judicial education programs.

OTSAP ACTION 8 – Public Information and Education

Continue a sustained research-based transportation safety public information/education program based on behavior modification. Develop a new Transportation Safety Communications Plan 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.

How does this action relate to the OTP?

OTP Action 1G.3: Develop and deliver a comprehensive safety awareness, education, and training program for all system users.

OTP Action 4O.2: Through the Safety Action Plan and other means, expand public awareness of travel safety to reduce transportation-related crashes. Provide information on the primary causes of crashes including drug and alcohol abuse, driver error and vehicle maintenance neglect, and their results in deaths, injuries and economic loss.

OTP Action 1G.12: Reduce navigational conflicts on waterways between commercial and recreational users, including windsurfers, in cooperation with the U.S. Coast Guard.

What are we doing now?

The Transportation Safety Division has coordinated a comprehensive multi-media transportation safety communications program since 1984. Originally started to publicize and gain support for new DUII laws, the program has been expanded to include messages relating to safety belt use, motorcycle safety, work zone safety, safe driving, bicycle safety, and pedestrian safety. Public attitude surveys and focus group research to help identify audience and message, and evaluate the results. The program currently costs approximately $300,000 per year, which includes development of materials, research, and printing costs. It is estimated that approximately $1,250,000 in free public service time is donated. Responsibility for the program is shared by several staff persons.

The Oregon Railroad Association, in cooperation with its member railroads and the Public Utility Commission, conducts safety education programs aimed at the motoring and walking public and designed to reduce the number of railroad-crossing crashes.

Other agencies may conduct safety education programs targeted at certain segments of the population and focused on specific issues.

What needs to happen to accomplish this action?

- A staff person should continue to be designated as the Transportation Safety Public Information Program Coordinator. This person should be responsible for development and implementation of the Transportation Safety Communications Plan and would work with media and other organizations. 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.
- The Transportation Safety Communications Plan should be a three-year plan, updated annually, that includes all modes and identifies program needs, costs, implementation schedule, and responsible agencies and expected outcome.
- Public attitude surveys, crash data, and other information sources should be used to identify needs and target messages. Additional research on driver behavior modification and message delivery should be undertaken.
- Additional effort should be given to expanding the pedestrian safety public information program and to addressing safety concerns that might discourage walking or the transit or bicycle modes.

What are the benefits of doing more?

National research supports the value of public information activities as a complement to other programs such as strict laws and aggressive enforcement. An investment in public information will increase the impact of other investments. Research conducted by Intercept Research, Incorporated, indicates the current program is effective. Ninety-three percent of the public agrees that drinking and driving is not acceptable behavior; 82 percent is aware of DUII laws; 96 percent is aware of the safety belt law.

How will we measure progress?

Telephone surveys of the public should be continued to measure the impact of the communications program as well as other programs identified in the *OTSAP* for expansion or initiation. Surveys can measure awareness of new laws and safety programs as well as measure exposure to messages.

How much will it cost?

It is estimated that $300,000 per year will continue to be required each year in order to implement the program as described above. This will allow for a sustained effort in high priority areas identified in the Transportation Safety Communications Plan, the tailoring of programs to geographic as well as demographic and lifestyle characteristics, and the development of safety programs focused on moving Oregonians safely to other modes. Additional programs identified in the *OTSAP* will increase the need to over $400,000 annually over time.

What legislative, administrative, organizational changes are needed?

No legislation or administrative rule changes have been identified. Assignment of a public information specialist to this project may require organizational changes.

OTSAP ACTION 10 – Expand Driver Education in Oregon

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.
- Evaluate the possibility of funding the increased cost of providing this additional training by raising learning permit fees.
- If feasible, by the year 2015 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.
- Establish a definition of what a model driver is in terms of knowledge, skill, behavior and habits. Once the definition is established, design a curriculum that is aligned with the expectations of a model driver. The curricula should address content, methods, and student assessments.
- Establish 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.
- Establish program standards that apply to every driver education/training program/school.
- Develop oversight and management standards that hold the driver education system accountable. These standards should encourage quality and compel adherence to program standards.
- Identify and promote strategies that establish a driver and traffic safety education system. This 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.

How does this action relate to the OTP?

OTP Action 1G.6: Increase interagency cooperation among federal, state and local governments and private enterprises in order to implement more effective community-based safety programs.

What are we doing now?

Last year, approximately 10,400 students took driver education through the public schools, and approximately 4,000 students took driver education through a private vendor. At this time, ODOT currently provides driver education expense reimbursement of up to $150 per qualified student. Public schools, community colleges, and Educational Service Districts may submit a reimbursement request annually. An Advisory Committee meets quarterly to provide the program director with recommendations related to driver education issues. A model parent involvement resource guide has been developed.

What needs to happen to accomplish this action?

- Public support, funding, and inclusion of private providers
- Agreement should be reached on the majority of issues under consideration
- Implement consistent, statewide standards for the driver education curriculum and the driver education instructor
- Practical, available & affordable instructor training
- Develop a database to track Master Trainer activity as they provide training for front line teachers throughout the state
- DMV examiners must be exposed to the same "Fundamentals of Traffic Safety" as driving instructors

What are the benefits of doing more?

This will reduce the over-representation of 16 and 17 year old drivers in fatal and injury crashes. 16 & 17 year olds account for 6% of the fatal & injury crashes in the state. In 2000 there were 2,099 injury and fatal collisions among 16 & 17 year olds, with an economic cost of $117 million dollars per year.

In 2002, 436 people were killed and 28,348 injured in traffic crashes in Oregon with an economic impact of $1,948,000,000 or $569 per person. By training all new drivers' lives will be saved and losses will be reduced.

How will we measure progress?

- By establishing a task force that meets regularly and is given the resources to lay out the framework
- Track whether or not the rate of fatal & injury crashes is being reduced.

How much will it cost?

- Instructor training: 200 per year @ $1,000 each
- Ongoing curriculum development
- Student training costs: 45,000 teens @ $400 each (45+8+8)
- Training DMV examiners

What legislative, administrative rule or organizational changes are required?

- Reimbursement to qualified commercial driving schools
- Mandatory DE with minimum competency requirements
- Hold providers accountable for student learning
- Require driver training for drivers of all ages seeking a license for the first time
- Raise learner permit fees
- Require assessments and training for at-risk drivers

OTSAP ACTION 16 – Improve ODOT ability to allocate resources to the highest priority needs

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.

How does this action relate to the OTP?

OTP Action 1G.4: Improve the safety in design, construction and maintenance of new and existing systems and facilities for the 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. OTP Action 1G.9: Build, operate and regulate the transportation system so that users feel safe and secure as they travel. OTP Action 1G.10: …Take action to minimize conflicts between trucks, automobiles and recreational vehicles.

What are we doing now?

The Oregon Department of Transportation is currently working with its' congressional delegation to influence future transportation acts, potentially SAFETEA, and other transportation funding packages before congress to assure that flexibility needs are met. Furthermore, the Oregon Department of Transportation continues to negotiate with FHWA to seek ways to improve safety flexibility within current federal guidelines and regulations. Finally, the Oregon Department of Transportation uses various controls and measures to identify locations and corridors on its facilities which may fall short of ideal conditions or experience higher crash rates.

What needs to happen to accomplish this action?

Initially the Oregon Department of Transportation and its municipal partners need to continue to work with its congressional delegation so that the future transportation act, potentially SAFETEA, and other transportation funding packages include flexible language. Long term strategies that allow the Oregon Department of Transportation to improve resource allocation will need to be developed and deployed in conjunction with the Oregon Department of Transportations' municipal partners.

What are the benefits of doing more?

As the Oregon Department of Transportation and its municipal partners increase their flexibility the facility problems and their specific locations will more rapidly be addressed and resources allocated to locations for the maximum lives saved. Estimating the total number of lives saved and otherwise quantifying success under this measure is directly related to the level of flexibility obtained. Theoretically, achieving maximum flexibility could reduce crashes up to 10 percent, as prompt response in identifying and remedying traffic safety hazards is known to have the ultimate impact in reducing crashes.

How will we measure progress?

Progress will be measured by comparing the Oregon Department of Transportation 2004 flexibility in allocating resources with future ODOT flexibility levels.

How much will it cost?

This action results in minimal hard costs to the Oregon Department of Transportation and its municipal partners however there are significant soft costs. Soft costs include staff time to identify areas where specific flexibility improvements could be made. Additional staff resources will be needed to prepare documentation of the value of flexibility and result in savings. Educating stakeholders, decision-makers and policy makers of the need for these new flexibilities is another source of soft cost. Finally, the Oregon Department of Transportation will need to make a conscious effort to identify and promote these flexibility changes through its communications and future planning.

What legislative, administrative, and organizational changes are needed?

The future federal funding act, potentially SAFETEA as it has been presented, may begin the process for ODOT flexibility. The legislation would carry forward to procedural decisions. Because this is a continuous improvement process, the Oregon Department of Transportation will need to consistently identify new opportunity areas and promote those opportunities to legislative decision-makers.

OTSAP ACTION 26 – Develop and effective and integrated EMS system

Complete a review of emergency medical service (EMS) related statutes with the goal of developing an effective and integrated EMS system for the state of Oregon. Develop a comprehensive statewide EMS plan and designate the EMS Section of the Health Division to do the following:

- Establish standards for local EMS service delivery, transportation services, and care facilities
- Establish certification requirements for EMS service providers
- Provide training
- Develop a statewide communication system
- Establish a statewide trauma system
- Provide public information and education about EMS services
- Provide adequate funding and periodically evaluate system performance

How does this action relate to the OTP?

OTP Action 1G.5: Improve delivery of emergency medical services to transportation related crashes (accidents).

What are we doing now?

Much work is currently underway to improve Oregon's EMS and Trauma systems. Specific ongoing activity includes:

- At this writing the EMS and Trauma Systems section is governed under ORS 431 (Trauma System) and ORS 682 (EMS) and follows OAR 333.200 - Trauma system, OAR 333.250 -Ambulance service licensing, OAR 333.255 - Ambulance licensing, OAR 333.260 - Ambulance Service areas and OAR 333.265 EMS. These rules are monitored by assigned staff for effectiveness and appropriateness.
- Presently OAR 333.265 allows for certification within four levels in the DHS/EMS section: EMT – Paramedic, EMT – Intermediate, EMT – Basic, and First Responder. Currently EMT – B, EMT – I, and EMT – P are certified through the DHS/EMS office. First Responders are certified by their training agency (academic institution or fire/EMS agency).
- Currently a Mobile Training Unit (MTU) provides outreach emergency medical services continuing education programs to rural/frontier EMS providers. The goal of the MTU is to reduce the anxiety of the rural/frontier/frontier provider by providing training that augments initial training and builds confidence in little used knowledge and skills. The MTU also develops qualified instructors in rural/frontier communities who will continue to provide the quality training, which fosters confidence and growth with individual EMTs and EMS organization.
- At present DHS/EMS sits on the Interoperability Committee as a contributing member. The existing HEAR radio system is antiquated. Many hospital stations are in poor condition. The Portland metro area no longer uses the low band HEAR systems. Many ambulances will need to upgrade their existing communication systems.

- The state of Oregon has a comprehensive trauma system in place. The state is divided into seven area trauma advisory boards (atabs). Currently there are:
  - 2 – Level 1 trauma centers
  - 3 – Level 2 trauma centers
  - 21 – Level 3 trauma centers
  - 18 – Level 4 trauma centers
- At this time, minimal funds are used to promote public education about EMS services. The main vehicle for education is the trauma system and the Emergency Medical Services for Children (EMS-C) program.
- The DHS/EMS section is currently developing the Oregon Prehospital Registry and the Oregon Trauma Registry that will gather field data and hospital data to track incident trends as well as other related data.

What needs to happen to accomplish this action?

Specific actions will need to occur to address the need for a fully integrated EMS and Trauma systems. Currently identified strategies include:

- OAR 333.200, 333.250, 333.255, 333.260 and 333.265 are currently in the review process by DHS/EMS. Public comment will need to be elicited as part of the review process. It is expected that rules will be streamlined and updated as a result of this process.
- DHS/EMS plans to move the certification of First Responders to the same level of authority as the EMT's. To achieve this DHS/EMS needs to ascertain the number of First Responders in the state. Estimates are as high as more than 3,500. DHS/EMS would need to survey existing First Responder agencies and then create a system that would be compatible to the existing EMT certification and examination systems. This action is expected to require at least one additional 1.0 FTE at the AS 1 level and one 0.5 FTE at the compliance specialist level.
- DHS needs to consider the impacts of training needs for First Responders and EMT's and consider how existing requirements and future changes negatively impact rural and frontier Oregon communities, and take active steps to reduce those impacts.
- The MTU program should be continued, paying special attention to rural and frontier community needs. If the funding for the MTU program were to be eliminated, many EMS agencies would not be able to train their personnel effectively; this lack of training could result in loss of life or limb. In 2003 the MTU program conducted 170 classes, provided 7528 hours of continuing education, and met with 2660 providers. A survey of rural and frontier EMS recruitment/retention must be performed. Specific steps need to be identified to make EMS volunteer service desirable, and to increase the ranks of providers at all levels, with an emphasis on rural and frontier EMS agencies.
- Each EMS agency and hospital in the state needs some type of communication protocol that would allow the agencies to speak to each other. The currently identified easiest way to accomplish this would be to issue a satellite phone to each hospital and to each licensed ambulance.
- Oregon hospitals are continually reviewed and accredited as appropriate – this should continue.
- A concentrated public awareness campaign detailing the ways to access the EMS system, proper EMS systems use, and recruitment and retention of EMS personnel for rural and frontier areas should be undertaken, possibly in conjunction with other ODOT or DHS media functions.

- The DHS/EMS section is currently developing the Oregon Prehospital Registry and the Oregon Trauma Registry. Both projects are in the design phase, and should be implemented. The Oregon Prehospital Registry will be on-line within the next six months. The Oregon Trauma Registry will follow. A 1.0 FTE program representative would be necessary to maintain and update each registry. Plans should be finalized for long term maintenance of these registries.

What are the benefits of doing more?

There are many benefits to a health EMS/Trauma system, both in economic and quality of life terms. Following are benefits tied to specific activities currently identified in the *OTSAP* action:

- As the ORS and OAR better define standards, the more efficient the systems will become, resulting in cost savings, and increased effectiveness.
- Placing responsibility for the First Responder certification and examination under DHS/EMS would provide for greater accountability of those who are certified to care for the most vulnerable in our population.
- The reduction of the MTU program for rural and frontier EMS providers would be detrimental not only to the providers but also to the communities that these, primarily volunteer, providers serve. Not only do local residents benefit, from the training provided by the MTU but all individuals who travel through rural parts of the state benefit by having quality EMS services available in the event they were involved in an accident or become ill. The loss of even a single EMT in a rural community may mean the difference between life-saving procedures and death.
- During a mutual aid situation or disaster it is imperative that agencies are able to communicate with each other. Lives will be in danger if an out of the area ambulance cannot talk to a receiving hospital or request mutual aid.
- The larger the trauma system the greater reduction in trauma related deaths at the tertiary care level.
- Awareness programs about EMS would allow people to better respond to their local programs. Increased volunteer participation in the EMS provider system, particularly in the rural and frontier areas would result. Additional awareness of accessing the system, as well as the needs and challenges to EMS providers will result in more appropriate public response, yielding better outcomes for patients.
- Once the registries are operational the State of Oregon will have statistical data that can be used to identify potential areas for education, prevention and system design improvement.

How will we measure progress?

There are a series of specific ways we will measure progress in the EMS system:

- As the OAR's are streamlined the system will be easier understood.
- The success of the MTU program is measured by the amount of classroom contact hours to rural agencies as well recruitment and retention of EMS personnel.
- We will be able to monitor and track the number of certified First Responders in the state.
- Responding units from outside their normal response area would be able to communicate with each other and receiving facilities. Communications systems deployed is the best measure of this change.

- Reduction of morbidity and mortality among patients that enter the trauma system.
- An increase of awareness of EMS within the general public. An increase of EMS personnel in the rural areas.

How much will it cost?

There are specific costs identified with each improvement currently identified. The following represents cost estimates associated with select items:

- Changing Administrative Rules: $3,000 for administrative costs and $2,000 for public hearing costs = $5,000
- Certification systems: $194,000 per biennium
- Mobile Training for rural and frontier: $360,000 per biennium. This includes 2 public health educators and the use of two vehicles.
- Communications Systems Solution: One satellite phone in each hospital ER (60) and in each licensed ambulance (581) at $1000 per phone $641,000 initial cost
- Prehospital and Trauma Registries: $200,000 per biennium. This would include a 1.0 FTE program representative
- $90,000 per biennium for public service announcements and related promotional materials
- Progress will be measured by successful implementation of the statewide reporting process

OTSAP ACTION 37 – Driving Under the Influence of Substances other than Alcohol

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

- Address the legal issues around sobriety check points.
- Expand the definition of intoxicants to "any substance that adversely affects a person's physical or mental faculties to operate a vehicle to a noticeable or perceptible degree."
- To support implementation of these revisions, continue to support the statewide multi agency DRE training program.
- Continue to provide public information and training on the dangers of driving under the influence of any substance that impaired a person's physical or mental faculties.

How does this action relate to the OTP?

OTP Action 1G.8: Develop effective efforts to reduce the number of alcohol and other drug impaired and high risk drivers.

OTP Action 1G.2: Improve the enforcement of transportation safety laws and regulations intended to reduce injury and property damage. Emphasize enforcement of laws and regulations involving excessive speed, alcohol and other drug use, use of safety belts, and use of helmets for motorcycle drivers and passengers.

What are we doing now?

Oregon's current law includes alcohol, controlled substances and inhalants. Oregon's implied consent law requires a person arrested for driving under the influence of intoxicants to take a breath test to measure the level of alcohol. Urine testing is done to determine the presence of other substances. Blood testing, in Oregon, is used only to determine BAC if the suspect is unable to blow due to crash, in hospital, etc. There is a penalty for refusing to take a breath test as well as refusing to take a urine test and for refusing taking a blood test. Testing blood is not a problem for drugs in Oregon because Oregon does not test blood for the presence of inhalants or controlled substances.

2002 statistics indicate that there were 199 impaired driving fatalities in Oregon; 147 were alcohol only, 36 were substances other than alcohol, and 16 combined alcohol and other substances. 26 percent of impaired driving fatalities were due to substances other than or in combination with, alcohol in 2002.

Oregon presently has 200 certified Drug Recognition Experts (DREs). All law enforcement agencies, Oregon State Police, local police and sheriffs participate and are trained in the program. Oregon State Police is the lead agency for the Drug Evaluation Classification Program, DRE training. National Highway Traffic Safety Administration funds provide support for the training and use of overtime through grants administered by the Impaired Driving Program in the Transportation Safety Division at ODOT.

What needs to happen to accomplish this action?

- The Governor's Advisory Committee on Driving Under the Influence of Intoxicants, DUII, is introducing the required legislation.
- Oregon State Police serves as the lead agency for DRE training, with funding provided by the National Highway Traffic Safety Administration.
- The Transportation Safety Division's communication program continue to include messages relating to alcohol as a drug, drugged driving, and changes in the implied consent law.
- The Transportation Safety Division should continue to provide information to judges, district attorneys, and other criminal justice system personnel about changes in the law and about the DRE program.
- Develop strong partnerships between treatment and prevention professionals, the medical community and the impaired driving prevention and enforcement community.

What are the benefits of doing more?

Inclusion of all impairing substances under the definition of intoxicants will allow more consistency in enforcement of impaired driving. A law complemented by a police officer training program and public information efforts, will discourage driving under the influence of any substance that adversely affects a person's physical or mental faculties to operate a vehicle to a noticeable or perceptible degree.

How will we measure progress?

A decrease in the rate of traffic crashes, particularly those involving drugs, should occur.

How much will it cost?

OSP has estimated the cost of laboratory tests to be $57,000 annually.

Funding for the DRE training program is being provided by the National Highway Traffic Safety Administration. Some federal Section 402 or 410 grant funds may be required for supplemental costs such as travel and per diem costs of officers attending training.

Cost of providing public information and informing criminal justice system personnel of the change in statute are estimated to be $50,000.

What legislative, administrative rule, or organizational changes are needed?

Legislation to change the definition of intoxicants will be introduced again in the 2005 legislature. This will be the fifth or sixth attempt.

OTSAP ACTION 50 – Continue public education efforts aimed at increasing proper use of safety belts and child restraint systems

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

How does this action relate to the OTP?

OTP Action 1G.3: Develop and deliver a comprehensive safety awareness, education, and training program for all system users.

OTP Action 4O.2: Through the Safety Action Plan and other means, expand public awareness of travel safety to reduce transportation-related crashes. Provide information on the primary causes of crashes including drug and alcohol abuse, driver error and vehicle maintenance neglect, and their results in deaths, injuries and economic loss.

What are we doing now?

There are three primary avenues that ODOT TSD's occupant protection program uses for delivering education to the general public regarding safety belts and child safety seats. These include a contracted statewide advertising campaign, contracted child safety seat technical training, and maintenance of an in-house supply of current educational literature and videos.

The statewide advertising campaign provides for design and distribution of public service announcements to television, radio, billboard, and newsprint media. Message content and appropriate media modes are determined annually and jointly by the contractor and the program manager based upon annual attitude surveys and perceived lack of public knowledge. Messages address things such as changes to Oregon laws and proper use of safety belts, child safety seats and belt-positioning booster seats and where to go for assistance with these issues.

Statewide child safety seat technical training is delivered and coordinated by a non-profit entity, ACTS Oregon's Child Safety Seat Resource Center. Training is delivered in a variety of formats which have been customized for various audiences including child care providers, medical professions, civic groups emergency/fire/police personnel, parent groups, church groups and others upon request. Nationally standardized training leading to individual certification as a "National Child Passenger Safety Technician" is also provided several times each year. Certified technicians are then qualified to independently check child safety seats and booster seats for correct installation, within their own communities and workplaces.

Printed educational materials such as brochures and posters are available to the general public, free-of-charge and upon request, at the ODOT Storeroom. Videos are available for loan from the ODOT Media Library upon request. These items are reviewed periodically by the program manager for needed updating or replacement.

What needs to happen to accomplish this action?

All of these programs are funded annually with federal transportation safety grant funding from USDOT, National Highway Traffic Safety Administration.

What are the benefits of doing more?

The intended but intangible benefit of providing public education is increased voluntary compliance with Oregon's safety belt, child safety seat and booster laws. It is logical to assume that increased public awareness and understanding of the importance of proper restraint use will lead to a long-term reduction in crash injuries and fatalities.

How much will it cost?

The amount of annual funding allocated for these programs for federal fiscal year 2004 is $225,885.

What legislative, administrative rule, organizational changes are needed?

None.

THE IMPLEMENTATION STRATEGY

Implementing the actions proposed in the 2004 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 key 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 2007 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 2005 session should be submitted to the 2007 Oregon Legislature.

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 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 2006 or early 2007. 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 2005 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 $100,000 in additional resources each year, increasing the overall cost to $400,000 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 OSSOM, 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 nine key and sixty 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 some plans will require 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 nine key 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.

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 spring and summer of 2003, a series of ten Public Input Forums were held in Oregon City, Eugene, Redmond, Grants Pass, Coos Bay, Klamath Falls, Pendleton, Ontario, Hillsboro, 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. 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 January, 2004 by the Oregon Transportation Safety Committee. A draft *OTSAP* was distributed for public comment for a 45-day review period beginning in January 2004. The review period was subsequently extended to 90 days to allow for late submission of comments.

Appendix II
OREGON TRANSPORTATION SAFETY ACTION PLAN PANELISTS AND PARTICIPANTS

Transportation Safety Committee Members

Dr. John Tongue
Chair, Oregon Transportation Safety Committee

Mark Koberstein
Oregon Transportation Safety Committee

Helen Liere, Retired Member
Oregon Transportation Safety Committee

Marian Owens
Oregon Transportation Safety Committee

Bob Montgomery
Oregon Transportation Safety Committee

Panel and Input Participants

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

Stacey Berning
Transportation Safety Division, ODOT

Gretchen McKenzie
Transportation Safety, ODOT

Jay Remy
Transportation Safety, ODOT

Kelly Hampton
Transportation Safety, ODOT

Larry Christianson
Transportation Safety, ODOT

Melody McGee
Transportation Safety, ODOT

Rick Waring
Transportation Safety, ODOT

Shari Davis
Transportation Safety, ODOT

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Transportation Safety, ODOT

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Transportation Safety, ODOT

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Transportation Safety, ODOT

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Transportation Safety, ODOT

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Transportation Safety, ODOT

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Transportation Safety, ODOT

Rachelle Nelson
Transportation Safety, ODOT

Sandi Bertolani
Transportation Safety, ODOT

Stan Porter
Transportation Safety, ODOT

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Transportation Safety, ODOT

Walter McAllister
Transportation Safety, ODOT

KC Humphrey
Transportation Safety, ODOT

Debbie Kroske
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Intercept Research Corporation

Joanne Fairchild
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Adrienne Greene
Oregon Health Division

Mark Hopkins
Lincoln City Police

Gary Judd
Bend Area Traffic Safety Commission

Richard Kuehmichel
Oregon State Police

Mike Laverty
ACTS Oregon

Robert Fynn
ODOT – Region 2

Chris Fink
Washington County Sheriff's Office

Lesa Pinker
Ride Connection

Mojie Takallou
Portland State University

Randy Phipps
Bike PAC of Oregon, Inc.

Shane Potter
City of Molalla

Mike Hattan
Clackamas County DOT & Development

Dale Rutledge
Oregon State Police

Julie Wilcke
Ride Connection

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Rosalee Senger
Transportation Safety, ODOT

Patty McClure
Transportation Safety, ODOT

Val Adamson
City of Sheridan MWACT

Jean Celia
Lincoln City Urban Renewal

Ron Suit
Depoe Bay Fire

Dale Janzen

Joe Dellavalle
KBCH Radio

Dennis Gibson
Lincoln City Traffic Safety

C. Norekis
TSC

Dwight Hageman

Ken Lanfear
City of Florence

Kevin Urban
City of Oakridge

Mitch Mason
Salem Police Department

Rich McSwain
Retired

Jim Mitchell
City of Corvallis

Jim Rentz
Oregon State Police

Tom Larsen
City of Eugene

Ted Comins

Harry Ebel

Adam Argo
Tri Met

Dakota Inyo Swan
Portland Transportation

Lucie Drum
AMR

Margaret Middleton
City of Beaverton

Chris Rasmussen
Hillsboro Police Department

Nick Fortey
FHWA

Brian Barnett
City of Milwaukie

John O'Brien
Lincoln County Sheriff's Office

Ken Woods
City of Dallas

Jim Hamilton
Grants Pass DPS

Mike Stupfel
Oregon State Police

Corey Wampler
South Coast Head Start

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Pat Creedican
ODOT – District 10

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Russ Hirsh
Malheur County

Dave Hoffman
Oregon State Police

Scott Traina
City of Ontario

Jon Crocham
Baker County

Monte Grove
ODOT – Region 5

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ABATE

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Judge Karl Myers
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Sylvia Vogel
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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
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Sgt. Scot Lorimor
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Jerome Gjesvold
Governor's Advisory Committee on DUII (Member)

Charles Hayes
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
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 form $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)

1990

- Safety Belt Initiative implemented on December 7, 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 *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 administered through Oregon State University*
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
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 21st 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."

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 1G: "It is the policy of the State of Oregon to improve continually the safety of all facets of statewide transportation for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners."

OTP Action 1G.1 states: Develop a Transportation Safety Action Plan addressing air, land, and water transportation to reduce fatal, injury, and property damage accidents among users.

Each of the actions in the *OTSAP* is directly linked to one of the safety-related actions included in the OTP. These are actions 1.G.2-12.

Additional OTP policies considered in the *OTSAP* include:

Policy 1A: It is the policy of the State of Oregon to provide a balanced transportation system. A balanced transportation system is one that provides transportation options at appropriate minimum service standards, reduces reliance on the single occupant automobile where other modes or choices can be made available, particularly in urban areas, and takes advantage of the inherent efficiencies of each mode.

Policy 1C: It is the policy of the State of Oregon to promote a transportation system that is reliable and accessible to all potential users, including the transportation disadvantaged, measured by availability of modal choices, ease of use, relative cost, proximity to service, and frequency of service.

Policy 2A: It is the policy of the State of Oregon to develop transportation plans and policies that implement Oregon's statewide Planning Goals, as adopted by the Land Conservation and Development Commission.

Policy 2B: It is the policy of the State of Oregon to define minimum levels of service and assure balanced, multimodal accessibility to existing and new development within urban area to achieve the state goal of compact, highly livable urban areas.

Policy 2D: It is the policy of the State of Oregon to promote safe, comfortable travel for pedestrians and bicyclists along travel corridors and within existing communities and new developments.

Policy 3A: It is the policy of the State of Oregon to promote a balanced freight transportation system which takes advantage of the inherent efficiencies of each mode. Action 3A.4 states: Work with local, state, and federal governments to permit efficient transportation operations consistent with environmental or safety goals.

Policy 4H: It is the policy of the State of Oregon to promote the development of innovation management practices, technologies and regulatory techniques and safety measures that will further implementation of the Oregon Transportation Plan and lead to new approaches to meeting mobility needs.

Policy 4K: It is the policy of the State of Oregon that:

- Local governments shall define a transportation system of local significance adequate to meet identified needs for the movement of people and goods to local destinations within their jurisdictions; and

- Local government transportation plans shall be consistent with regional transportation plans and adopted elements of the state transportation system plan.

Policy 4N: It is the policy of the State of Oregon to develop programs that ensure opportunities for citizens, businesses, local governments, and state agencies to be involved in all phases of transportation planning processes.

Policy 4O: It is the policy of the State of Oregon to provide a program of public information and education for the implementation of the Oregon Transportation Plan. Action 4O.2 states: Through the Safety Action Plan and other means, expand public awareness of travel safety to reduce transportation related accidents. Provide information on the primary causes of accidents include drug and alcohol abuse, driver error and vehicle maintenance neglect, and their results in deaths, injuries and economic loss.

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