

2.0 INTRODUCTION

2.1 What is the TSAP?

The TSAP is a strategic document that defines Oregon's traffic safety trends and challenges and identifies a vision, goals, policies, strategies and actions to eliminate fatalities and serious injuries. It fulfills the federal requirement for all states to develop a Strategic Highway Safety Plan (SHSP). The TSAP also serves as Oregon's long-range safety policy plan that is integrated with ODOT's other long-range transportation plans and refines the direction of the Oregon Transportation Plan (OTP).

The motivation for developing the TSAP is clear: traffic crashes are one of the leading causes of preventable deaths and injuries in Oregon. In 2013, 313 people were killed in motor vehicle crashes in Oregon and another 1,400 suffered life-altering injuries. While significant progress has been made in the last decade, preliminary 2014 and 2015 data suggest that fatalities have since begun to increase.

There is a need and intention to drive down these fatalities for all modes in Oregon. Traffic crashes are a significant problem for Oregon's residents. There is an opportunity to save lives and reduce injuries through implementation of strategic actions in the areas of engineering, enforcement, education, and Emergency Medical Services (EMS). To take advantage of this opportunity, a change in culture is needed both within government agencies and other public entities, private sector businesses, and the traveling public.

The development of the TSAP is an important step toward changing the traffic safety culture in Oregon. It comes at a pivotal time as it is imperative to counteract the recent fatality increase. In order to make significant progress, a high degree of coordination and collaboration across agencies and the public will be required. This is particularly true for crashes resulting from behavioral factors, such as speeding and impaired driving. The TSAP establishes the framework for addressing Oregon's most significant transportation safety challenges.

2.2 Brief History of TSAPs in Oregon

Forthcoming from ODOT: As specified in the TSAP outline, this section will be prepared by ODOT.

2.3 How was the TSAP Developed?

The TSAP update process began in October 2014. A Policy Advisory Committee (PAC) with representation from ODOT, Oregon Health Authority, Oregon State Police, Metropolitan Planning Organizations, Emergency Medical Services, Tribal organization, City and County

planning and engineering departments, the Judiciary, the freight industry, and advocacy groups was formed to provide direction for the project. The PAC met 12 times throughout the course of the project. The PAC identified strengths, weaknesses, opportunities, and threats; shaped the plan vision, goals, policies, and strategies; selected emphasis areas for the plan after reviewing crash data trends and other factors; reviewed and synthesized public input to develop near-term actions; and guided the development of the Plan itself.

Along with the PAC, a Project Coordination Team (PCT) was established to ensure other ODOT plans and programs were considered in the TSAP update process. The PCT reviewed all major aspects of the Plan, with a particular focus on identifying content needed to be sure the plan could be implemented once adopted. The PCT met 4 times throughout the course of the update.

Prior to the start of the project, 22 interviews were conducted with staff from various ODOT divisions to better understand how the 2011 TSAP was used and to get suggestions for this TSAP update. Broader concerns and opportunities related to safety planning in Oregon were also discussed. Following these interviews, 11 'Community Conversations' were held in locations throughout Oregon. At these meetings, community members and advocates were invited to provide input on the existing TSAP and to highlight concerns that should be addressed in the TSAP update. More than 90 participants representing a wide range of topics and disciplines participated in the discussion groups. Additionally, an online survey was conducted in March and April 2015 to give stakeholders an opportunity to provide input on transportation safety issues and to increase awareness of the TSAP update. There were close to 500 survey responses, the majority of which were from interested citizens.

Another series of listening sessions was held in January 2016 in each of the five ODOT regions to update local stakeholders on progress made thus far and to gain input on potential actions that could be included in the plan. The input from this process was reviewed by the PAC and helped to identify the emphasis areas and form the near-term actions included in the plan. Concurrent with these meetings, an online open house was conducted to gather yet more input on plan vision, goals, policies and strategies, and emphasis areas and actions. Following the development of the TSAP document, a public review process was conducted, including a public hearing and eventual adoption by the OTSC and OTC.

In addition to the public input described above, there were several key activities that contributed to the development of the plan. These include:

- Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis: this review synthesized and built on the public input that occurred early in the project. Additional interviews were conducted with key safety stakeholders from ODOT, an MPO (Lane Council of Governments), and a County government (Clackamas County) to identify important considerations and themes for the development of the TSAP. The SWOT analysis also related gaps in the 2011 TSAP to MAP-21 requirements to ensure that the updated plan meets federal regulations. Key themes and recommendations related to

consultation, data, performance management, using a multidisciplinary approach, coordination, evaluation and special rules were provided.

- Crash data from 2009 to 2013 was reviewed to identify trends and problematic crash types and behaviors. The analysis helped the PAC and PCT understand the “*who, why, where, and what*” of crashes, fatalities, and serious injuries in Oregon.
- The PAC developed a Vision for the TSAP along with supporting Goals, Policies, and Strategies. The Goals, Policies, and Strategies define Oregon’s long-term approach to eliminating fatalities and serious injuries on its transportation system. This part of the plan provides consistency with Oregon’s other transportation policy documents.
- The PAC reviewed a variety of factors to select emphasis areas for the plan. The emphasis area selection process was based on a review of fatal and serious injury crash frequency and severity and trends, implementation considerations, and policy significance.
- Performance Measures were developed to assist ODOT in tracking progress implementing the TSAP. The performance measures are consistent with MAP-21 requirements.

More detail on the TSAP update process is included in Appendix XX.

2.4 How will this TSAP be Used?

2.4.1 Roles and Responsibilities

[ODOT has prepared text for this section that will be inserted into the next draft]

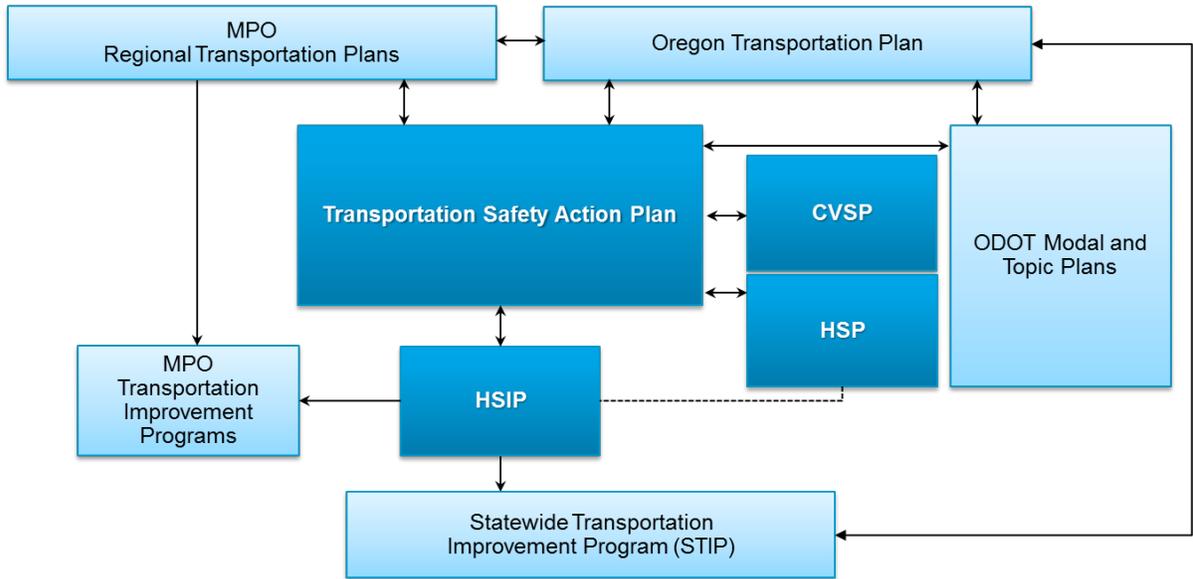
2.4.2 How Does the TSAP Link to Other Plans?

The TSAP serves as the unifying framework for safety planning in Oregon. Various other plans, policies, and processes in the State have a safety component that should be consistent with the guidance in the TSAP. Figure 1 [*to be updated*] illustrates the relationship of the TSAP to other Oregon and MPO plans.

As part of the TSAP update process, a review of existing plans was conducted, with a specific emphasis on safety. The purpose of this review was to identify policies and strategies that should be considered in the TSAP to ensure consistency across plans. The plans reviewed include: Oregon Transportation Plan, Oregon Freight Plan, Oregon Rail Plan, Oregon Highway Plan, Oregon Transportation Options Plan, Oregon Public Transportation Plan, and the Oregon Bicycle and Pedestrian Plan. Additionally, strategies from the Oregon Traffic Safety Performance Plan, Oregon Commercial Vehicle Safety Plan, Roadway Departure Implementation Plan, Intersection

Safety Implementation Plan, and Bicycle and Pedestrian Safety Implementation Plan were considered to develop appropriate near-term actions for the TSAP.

Figure 1. Relationship of TSAP to Other State and MPO Plans. (CS to update graphic to include local governments and legends)



Going forward, the TSAP must be consulted as Oregon plans are updated or new plans are developed. These plans should be consistent with the TSAP with respect to safety. The TSAP must also be consulted in the development of MPO and local long-range transportation plans and safety-specific plans.

2.5 State and Federal Requirements

2.5.1 State Requirements

Forthcoming from ODOT: As specified in the Outline, ODOT to write state requirements related to the TSAP

2.5.2 Federal Requirements

Oregon's first TSAP was developed in 1995. It was not until 10 years later, in 2005, that the federal government passed the Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU), which required all states to develop a Strategic Highway Safety Plan (SHSP). Whereas the TSAP was an element of the Oregon Transportation Plan (OTP) with a 20-year planning horizon, SHSPs were considered to establish safety priorities for the next five years. After the TSAP was updated in 2004, it was subsequently amended in 2006 to better align with the SHSP requirements established in SAFETEA-LU. However, the TSAP was (and is

currently) designed to serve as both the shorter-term SHSP as well as the longer-term OTP safety element.

More recent federal legislation – the 2012 Moving Ahead for Progress in the 21st Century (MAP-21) and the 2015 Fixing America’s Surface Transportation (FAST) Act - continued the requirement for states to have an SHSP. Moreover, several specific process-oriented requirements must be met as states develop their SHSPs. The SHSP must incorporate input from a range of partners from diverse disciplines, **address all roadway users on all public roads**, be data-driven, include measurable objectives, and identify how progress will be evaluated. The SHSP must be developed through a cooperative process involving local, state, Federal, Tribal, and private-sector safety stakeholders. In particular, the following stakeholders must be consulted in the SHSP update process:

- Governors Highway Safety Representative;
- Metropolitan Planning Organizations;
- Representatives of major modes of transportation;
- State and local traffic enforcement officials;
- Highway-rail-grade crossing safety representative;
- Motor carrier safety program;
- Motor vehicle administration agencies;
- County transportation officials;
- State representative of nonmotorized users; and
- Federal, state, Tribal, and local safety stakeholders.

MAP-21 established a new High-Risk Rural Roads (HRRR) special rule under 23 USC 148(g), which requires a state to obligate a certain amount of funds on HRRRs if the fatality rate has increased during the past two years. In particular, it states that: “If the fatality rate on rural roads in a State increases over the most recent 2-year period for which data are available, that State shall be required to obligate in the next fiscal year for projects on high risk rural roads an amount equal to at least 200 percent of the amount of funds the State received for fiscal year 2009 for high risk rural roads.”

MAP-21 also includes a special rule (23 U.S.C. 148(g)(2)) related to drivers and pedestrians over 65: if statewide traffic fatalities and serious injuries per capita for these groups increase during the most recent two-year period for which data are available, the state must include strategies in its SHSP to address those issues.

As mentioned, the TSAP fulfills Oregon's requirement to have an updated SHSP, but also plays a broader role in the Oregon transportation policy framework. A checklist detailing how Oregon has met MAP-21 requirements is provided in the appendix, and a few key highlights are listed here:

- **Consultation:** The TSAP update process included extensive stakeholder and public involvement. Consultation with the required groups occurred throughout the process. The PAC was provided with several opportunities to review the document and to offer suggestions. Additionally, the draft final plan was distributed for public comment in **May** 2016.
- **Data:** A thorough analysis of crash data was conducted to identify trends and areas of concern, and to support selection of emphasis areas for the TSAP.
- **Performance Management:** [TO BE CONFIRMED] Oregon has set the five required safety performance measure targets (fatalities, fatality rate, serious injuries, serious injury rate) via the TSAP update process. HSIP and HSP staff were involved in the target-setting process.
- **Multidisciplinary Approach:** The PAC was established to oversee all aspects of the update. The PAC included representatives from the four Es (Engineering, Education, Enforcement, EMS), various transportation modes (bicycles, pedestrians, trucking), and from public and private organizations. Technical staff from ODOT were also included in the developing the plan. Many different divisions of ODOT staff were on the PCT including: pedestrian and bicycle experts, motor carriers, freight, traffic operations, traffic engineering, construction and maintenance.
- **Coordination:** A thorough review of existing plans was conducted to inform the development of the TSAP.
- **Evaluation:** The TSAP includes a chapter on evaluating progress, including but not limited to monitoring the MAP-21 required performance measures.
- **High-Risk Rural Roads (HRRR) Special Rule:** A review of the fatal crash rate on Oregon's rural roads indicates that the HRRR Special Rule does not apply to Oregon currently [*CS to review requirements related to definitions*].
- **Older Drivers and Pedestrians Special Rule:** A review of the per capita older drivers and pedestrians fatal and serious injury rate indicates that this rule does apply to the update process. Strategies to address the increase in fatalities and serious injuries among the older population are included in the TSAP.

While the TSAP meets the federal requirements for States to have an updated SHSP, it goes well beyond those requirements. The TSAP is integrated into the Oregon transportation policy framework, and includes long-term planning goals and policies. As a result it serves as both a short-term (5-year) and long-term policy document to guide Oregon toward no fatalities and serious injuries on its transportation system. It also creates an opportunity for a wide range of stakeholders to become involved in statewide safety planning and programming.