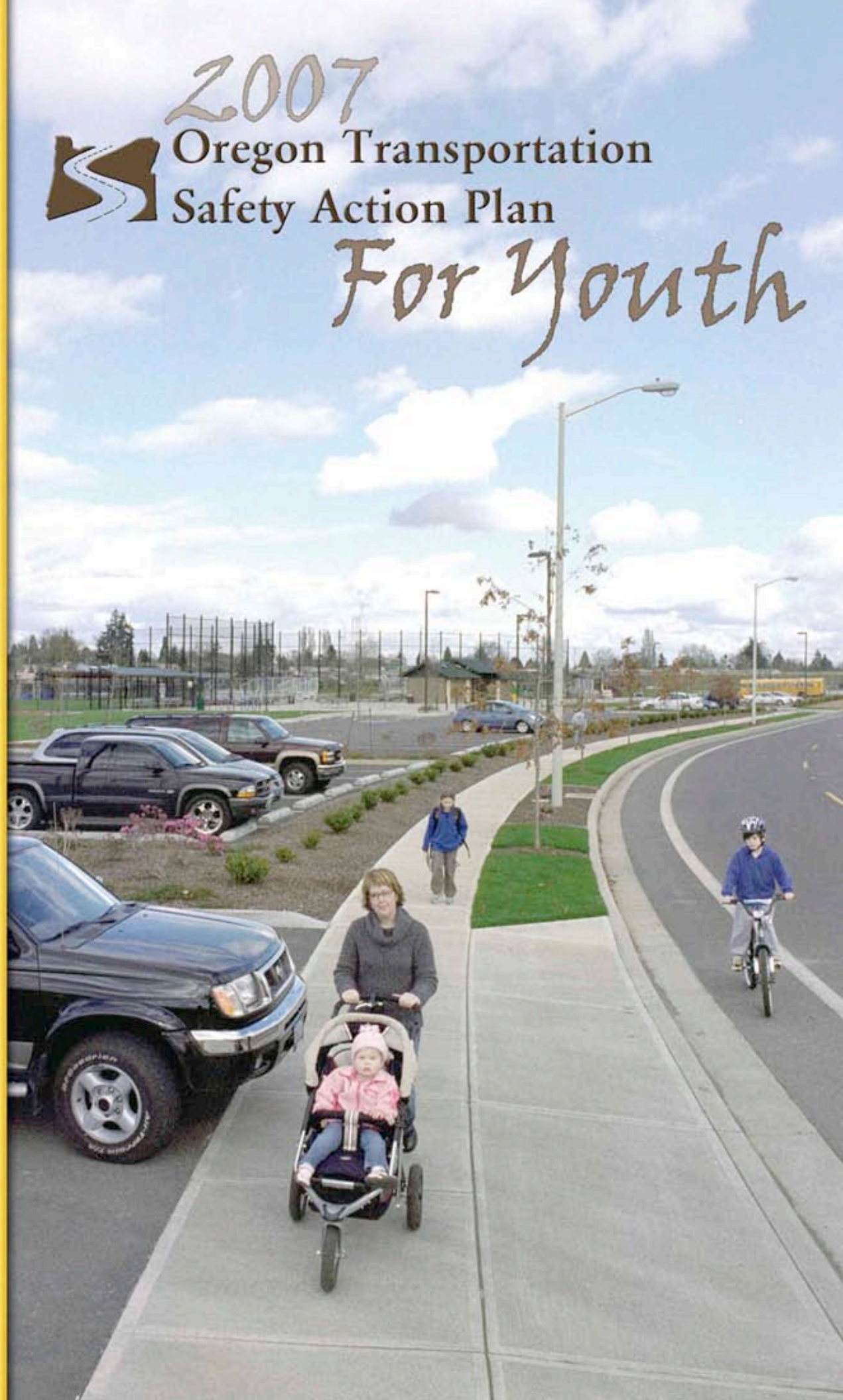
2007 Oregon Transportation Safety Action Plan

For Youth



2007

Oregon Transportation Safety Action Plan

For Youth

The Transportation Safety Division Of ODOT
CORE Youth Advisory Group

The Mission

of the Transportation Safety Division is saving lives and reducing costs due to crashes and injuries on Oregon roads.

Youth Advisory Group

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- KC Humphrey, *Traffic Safety Coordinator*, ODOT Region 1 for his innate ability to lead a group of people in making collective decisions and accomplishing the task with a style that made each individual member comfortable while forming a strong unit.

- Shari Davis, *Operations Support*, Transportation Safety Division, not only for her organizational skills and administrative support before, during and after the meetings, but for joining the group in meaningful discussion.

- The entire Core Youth Advisory Group for their commitment to the project and the investment of their time, knowledge and resources to help in the creation of a comprehensive, coordinated youth traffic safety plan for Oregon.

In addition, much appreciation is in order for the larger group of reviewers who will be spending untold hours reading text, reviewing concepts and initiatives, and providing responses and recommendations for a more complete Youth Traffic Safety Plan.

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Forward

Forward

This draft report is the direct result of a key major recommendation made by the 2002 National Highway Traffic Safety Administration's Youth Traffic Safety Assessment conducted for the Oregon Department of Transportation.

The reason for this report is to document a traffic safety plan for youth. In so doing, it will touch upon issues that span across all of the Youth Program, the 0-14 age group and the 15-20 young drivers.

To accomplish the task a Core Youth Advisory Group was identified. The purpose for this group was threefold: to advise and confer on youth traffic safety matters, to serve as youth traffic safety advocates, and to work toward the goal of creating a Youth Traffic Safety Plan for Oregon.

The overarching task was to restate existing long range goals, create measures that would lead to the goals, and then create the strategies or activities for the targeted audience of youth ages 0-20 and their parents or guardians. This plan reflects several already established documents such as the Oregon Transportation Safety Action Plan, the Oregon Traffic Safety Performance Plan and the State of Oregon Youth Safety Program Assessment by the National Highway Traffic Safety Administration.

The Core Youth Advisory Group initially met June 8th and 9th, 2005 in Portland. This meeting set the stage for defining the major categories of youth traffic safety issues needing to be addressed and for determining strategies within each category that would clearly pave the way toward a wider range of goals. The second meeting was held in Salem on August 24th and 25th, 2005. It was at this meeting that the more intensive work of creating Youth Initiatives began. These initiatives describe the problem, define the category and time frame, identify the target group, list the activities (who does what and how) and state the benefits.

This Youth Plan is aligned with the Oregon Transportation Safety Action Plan, An Element of the Oregon Transportation Plan, which envisions a future where our transportation-related death and injury rates continue to decline. It is the hope of the writer that this document sets the stage and direction for reaching that ultimate goal through implementing these necessary improvements.

Executive Summary

Executive Summary

All Oregonians "want" successful youth safety programs. But which ones? Where should we focus our effort if money is limited? Our task is to document the youth traffic safety problems that exist in Oregon, look at the options, and make choices by creating new programs or changing those that exist.

Most of what is contained in this draft report is an in-depth description of the priority initiatives for youth traffic safety as discussed and documented during the two Core Group meetings. Once the group listed the initiatives, it was then necessary to determine the timeline by which they might be accomplished. In other words, was the strategy or activity a low hanging fruit that could be immediately addressed, or would it fall into a middle ground range or even into a long-range plan? In addition, the group needed to determine, if possible, what agency or group would take the lead in doing the work of each initiative.

This report also includes important pieces of the established documents mentioned in the FORWARD such as the Oregon Transportation Safety Action Plan, the Oregon Traffic Safety Performance Plan and the State of Oregon Youth Safety Program Assessment by the National Highway Traffic Safety Administration. These are current and valuable works and have been used as the foundation upon which we have built the most prominent initiatives directly affecting the safety of Oregon's youth on our highways. In the initial pages of this report there are data and/or specific wording taken directly from those documents. These are included for your reference and are meant to provide some background by which the Core Group made their decisions for selecting priority issues.

It is important to take into account that the Transportation Safety Division has a separate Driver Education Program. It would be remiss not to include this integral program's goals and directives in a Youth Traffic Safety Plan. The expansion of Driver Education in Oregon has been highlighted in the Oregon Transportation Safety Action Plan as one of the nine key actions which will be given the highest priority for implementation by the year 2010. For this reason, those goals are included in this document on page 7.

Goals

As stated in the 2007 Oregon Traffic Safety Performance Plan:
(This is the plan that helps Oregon receive federal grant funds for traffic safety programs and projects.)

Youth Transportation Safety (0-14)

- Reduce the number of crash-related fatalities of children ages 0-14 from the 2005 level of 19 to 16 by 2010.
- Reduce the number of crash-related injuries of children ages 0-14 from the 2005 level of 2,268 to 1,948 by 2010.

Youth Drivers (15-20)

- To reduce the over-representation of drivers age 20 and under in fatal and injury crashes from the 2005 level of 2.15 to 1.95 by the year 2010.
- To reduce the number of drivers age 20 and under in fatal and injury crashes from 5,220 in 2005 to 4,482 by the year 2010.

(Goals for the year 2010 were written by the Youth Program Manager and approved by the Oregon Transportation Safety Committee and the Oregon Transportation Commission in 2006. Please see the following data on page 4 for past trends and a look at how we are currently doing in relation to these goals.)

Youth Transportation Safety (0-14)

Oregon Crashes, 2001-2004

	96-00 Average	97-01 Average	2001	2002	2003	2004	2005	% Change 2001-2004	% Change 2002-2005
Fatalities, ages 0-4	10	9	9	4	9	11	4	22.2%	0.0%
Fatalities, ages 5-9	9	9	11	6	8	11	6	0.0%	0.0%
Fatalities, ages 10-14	12	13	16	11	11	11	9	-31.3%	-18.2%
Total	**31**	**31**	**36**	**21**	**28**	**33**	**19**	**-8.3%**	**-9.5%**
Injuries, ages 0-4	788	716	490	467	476	519	537	5.9%	15.0%
Injuries, ages 5-9	964	869	744	770	48	739	735	-0.7%	-4.5%
Injuries, ages 10-14	1,265	1,168	994	998	963	871	996	-12.4%	-9.5%
Total	**3,017**	**2,954**	**2,228**	**2,235**	**2,187**	**2,129**	**2,268**	**-4.4%**	**1.5%**

Source: Crash Analysis and Reporting, Oregon Department of Transportation

Youth Drivers on Oregon Roadways, 2001-2004

Involvement in Crashes:

Involvement in Crashes:	96-00 Average	97-01 Average	2001	2002	2003	2004	2005	% Change 2001-2004	% Change 2002-2005
Age 15-20, % of Total Licensed Drivers	N/A	N/A	7.82%	7.52%	7.39%	7.19%	6.78%	-8.1%	-9.8%
Overrepresentation of Drivers Age 15-20*	**N/A**	**N/A**	**2.08**	**2.09**	**1.97**	**1.99**	**2.15**	**-4.3%**	**2.9%**
Total 15-20 Drivers in Fatal Crashes	88	83.4	75	68	84	75	84	0.0%	23.5%
Total 15-20 Drivers Alcohol-Involved	**22**	**20.8**	**17**	**8**	**16**	**17**	**15**	0.0%	**87.5%**
Percent Alcohol-Involved	24.7%	24.9%	22.7%	11.8%	19.2%	22.7%	17.9%	0.0%	51.7%
15-20 Auto Occupant Fatalities	69	65.2	57	59	70	59	59	3.5%	0.0%
15-20 Unrestrained Auto Occupant Fatalities	32	29.6	31	24	21	14	24	54.8%	0.0%

* *Representation is percent of drivers age 15-20 in fatal and injury crashes divided by percent of licensed drivers.*

Sources: *Crash Analysis and Reporting, Oregon Department of Transportation*
Driver and Motor Vehicle Division, Oregon Department of Transportation
Fatality Analysis Reporting System, U.S. Department of Transportation
Law Enforcement Data System

Goals

As stated in the 2004 Oregon Transportation Safety Action Plan
(This is the state's long range plan for Youth safety over the next ten years.)

ACTION 53

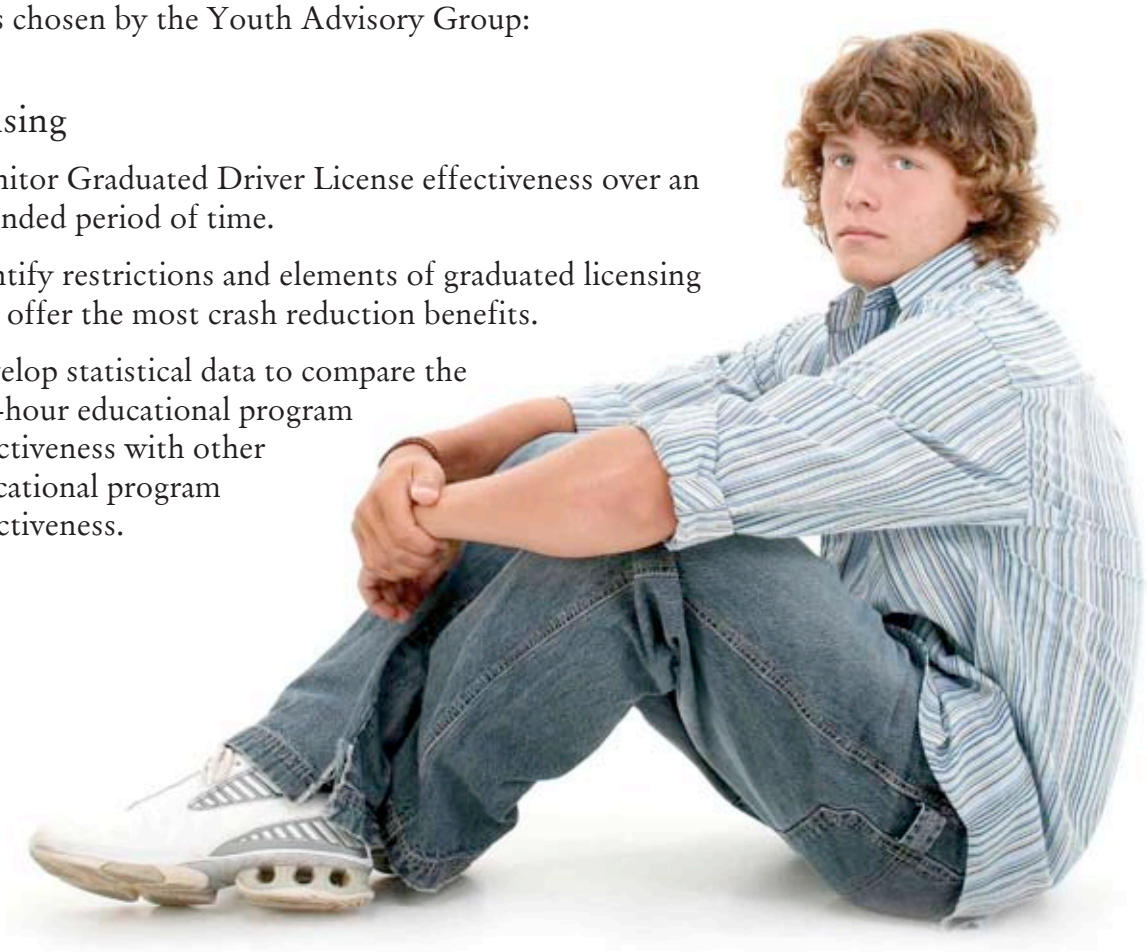
Implement the applicable recommendations from the *2002 NHTSA Youth Assessment*. Utilize the Assessment document as a tool to guide the Youth program in future years and to assess program effectiveness. Coordinate with the Youth Advisory Group to implement this comprehensive plan including the following 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:

Section 2: Licensing

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

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

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



Section 5: Information and Education

c.) 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.

Section 1: Legislation/Regulation

a) 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.

Section 4: Judicial System Involvement

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

Section 4: Judicial System Involvement

a) 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.

Section 5: Information and Education

b) Develop a comprehensive, coordinated plan for youth traffic safety.

Section 6: Traffic Safety Environment/Engineering

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

Section 7: Program Management

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

Section 9: Data Collection, Systems & Analysis

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

Section 3: Enforcement

d) 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 that officers can work directed enforcement in these areas in need of attention.

Goals

As stated in the 2004 Oregon Transportation Safety Action Plan
(This is the state's long range plan for Driver Education over the next ten years.)

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.

Categories Listing

Categories Listing

This listing is made available to you as a quick reference of the major topics of youth traffic safety addressed in greater detail on the following pages.

A. Graduated Driver Licensing: We're interested in how the GDL Program can be further improved and better evaluated.

B. Public Information and Education: Immediate, timely and relevant information should be relayed when youths are most vulnerable to outside influences and when and where parents are in need of "point of sale" information.

C. Legislation: Changes in current laws or new legislation may be necessary.

D. Judicial System: Improvements may be needed in the way sanctions for youths are handled. Tools already provided to the judiciary may need updating.

E. Environment/Engineering: Issues centered more on initiatives that would require prior data-related studies, such as matching crash data to Geographic Information System data.

F. Program Management: For anyone who funds initiatives, evaluation standards should be required.

G. Data: The use of current data sources should be used for unanswered questions and data comparisons of other states would be valuable to us.

H. Enforcement: Legislative funding for enforcement is the largest issue.

I. DUII or Underage Drinking: Further legislation may be needed to increase penalties. Also consistent review or monitoring may be needed of unspent funding for the prevention of underage drinking.

J. Helmets: There is a need for further helmet use promotion and dissemination of helmet laws.

K. Pedestrians: Current pedestrian programs are operating but fatalities remain steady especially in certain localities.

L. School Programs: What role should the Department of Education take on school bus safety and school safety patrols?

M. Youth 0-14: There are important issues for this age group such as child fatalities in alcohol-related crashes, the need for reaching all families with child safety seat information, and recent child fatality data as a result of all terrain vehicle crashes.

Categories

Categories

The Core Group first decided upon thirteen major categories or topics under which their chosen priority initiatives would fall. For all practical purposes they are listed and described below. Keep in mind all the ideas mentioned in the description under each category do not necessarily represent the group's priority initiatives.

Graduated Driver Licensing: The Graduated Driver Licensing law, which went into effect March 1, 2000, allows teens the privilege of gradually easing into getting a full driver license. Drivers under the age of 18 must have an instruction permit for at least 6 months and be able to certify they have had at least 50 hours of supervised driving practice. Then they need to either complete an approved driver training course or complete an additional 50 hours of supervised driving practice. Once they move beyond the permit to a license, there are certain incremental restrictions, such as passenger restrictions and restrictions of specific times of the day when they cannot drive. Discussion of this topic centered around issues such as taking a look at some deeper data evaluations or further research on how different types of data may relate to each other, looking for relationships among crashes, driving time, education and convictions, and how parental involvement should be increased.

Public Information and Education: The art of relaying important traffic safety information to the public is crucial to making sure laws, data, research and sometimes just helpful suggestions are relayed. This category brought forth thoughts on how to address other at-risk populations such as street racers, distracted drivers, or bar hoppers and on identifying how other agencies such as the Driver and Motor Vehicles Services Division (DMV) may be able to provide "point of sale" information for parents and new drivers.

Legislation: It is well known that state and local legislation and regulation provide the framework for an effective youth traffic safety program. Numerous suggestions were initially made for the possibility of new laws such as more funding for law enforcement and adjudication, and perhaps a higher penalty for young drivers not using their safety belt.

Judicial System: In order to effectively deal with youth traffic safety issues, the justice system must be actively engaged and responsive to the community's needs and must support law enforcement's efforts. Discussed were issues such as the fact that after receiving a citation some youths never go to court, so license sanctions never occur.

Environment/Engineering: Safe transportation for all ages includes the appropriate design of communities, crosswalks, roadways and signage. The group showed interest in this area by discussing such things as whether new technologies such as portable light units or more noticeable signs are needed for school zones.

Program Management: The issues discussed in this area were thoughts on developing program "evaluation standards." Where programs are funded and even unfunded, the impact of their efforts should be evaluated. In addition, the group felt that the program manager should consider some required funding in each grant for an evaluation study if NHTSA rules allow.

Data: The office of the Transportation Safety Division (TSD) relies heavily on data collection and analysis in order to allow for problem identification to be made and to provide specific information to the public. Considerations in this area included the comparison of data from other states and the use of recent Graduated Driver Licensing surveys to answer questions such as "What is GDL doing for us?"

Enforcement: This category represents the backbone of any effective Youth Traffic Safety program. Numerous suggestions were brought forward from the need for more funding for law enforcement to expanding the use of teen or peer courts and considering pilot testing targeted safety activities for School Resource Officers.

DUII or Underage Drinking: Discussion of this area centered around concern over the Governor's Underage Drinking Task Group, its purpose and reorganization. Also discussed was unspent funding or the late disbursement of funds for the prevention of underage drinking by the Department of Human Services.

Helmets: The group included this category because of concerns regarding the need for more helmet use promotion. Their thoughts included having specific in-school bicycle rider training for elementary and middle school ages or new physical education standards to promote bicycle and pedestrian safety for the younger age group.

Pedestrians: There are current pedestrian programs operating at the Oregon Department of Transportation Traffic Management Section and at the Transportation Safety Division. However, the topic was identified as one which has been recently fraught with death and injury in Oregon. There is also a new Safe Routes to School Program prompting children to walk and bike to school. The Youth Plan will cooperate with this new program.

School Programs: School bus safety and school safety patrols were two topics of discussion in this area. These programs come under the discretion of the Oregon Department of Education. The question was raised as to whether there should be safety belts on school buses. The Core Youth Advisory Group acknowledges that current studies show that safety belts on school buses are not beneficial in all cases. In addition, state funding has been provided to ODE for safety patrol equipment for use by crossing guards for schools located on state highways. However, for several years, although the funding has been provided, it has been unspent.

Youth 0-14: As a group, youth issues not necessarily related to young drivers were addressed. What rose to the top in this category were issues such as children riding adult-sized all terrain vehicles and children riding with a driver who is driving under the influence of intoxicants. The area of concern is that children this age are completely dependent upon their parents, caregivers and elders not only for their protection, but for modeling correct traffic safety behaviors.

Please note each category is assigned a letter. Priority initiatives on the following pages also add the use of numbers and small letters signifying the possibility of more than one initiative within each category, or more than one issue under that particular initiative.

Initiatives

Initiatives

The Core Youth Advisory Group decided upon twenty-four initiatives or activities that should be established as the basis for a Transportation Safety Action Plan for Youth. After final revisions to this report were made twenty-two initiatives were kept as the top priority concepts. Each initiative covers the following essentials: the category, the timeline, the description, the target group, the activities, and the outcomes or benefits.

The categories are the major topics of youth traffic safety as described in the previous pages and proposed to be those that define where most problems relating to youth traffic safety exist. Some initiatives fell under several categories, but all were identified by one primary category.

The timeline or time frame in which the initiatives could be expected to be completed were designated by three periods of time: immediate, middle range and long range. Those activities determined to fall within the immediate timeline should potentially be accomplished between 12 and 18 months. The middle range initiatives were those that needed more time and might take anywhere between 18 months to four years. If the initiative was tagged as long range, then it could mean the successful completion of such an activity may not occur until approximately four to eight years out.

The description of the initiative seeks to explain in detail the scope of the problem and reasons why the problem exists. Within the body of the description will come the actual activity or "fix" that needs to occur in order to reverse the negative process of the problem. In most cases, you will find that the target group, whether it be a state agency, a parent, the Legislature or some other entity, is identified as to who should take the lead in addressing the issue.

Finally, the outcomes or benefits of the initiatives are given, indicating the positive things to which we could look forward should these initiatives be completed.

Initiatives Listing

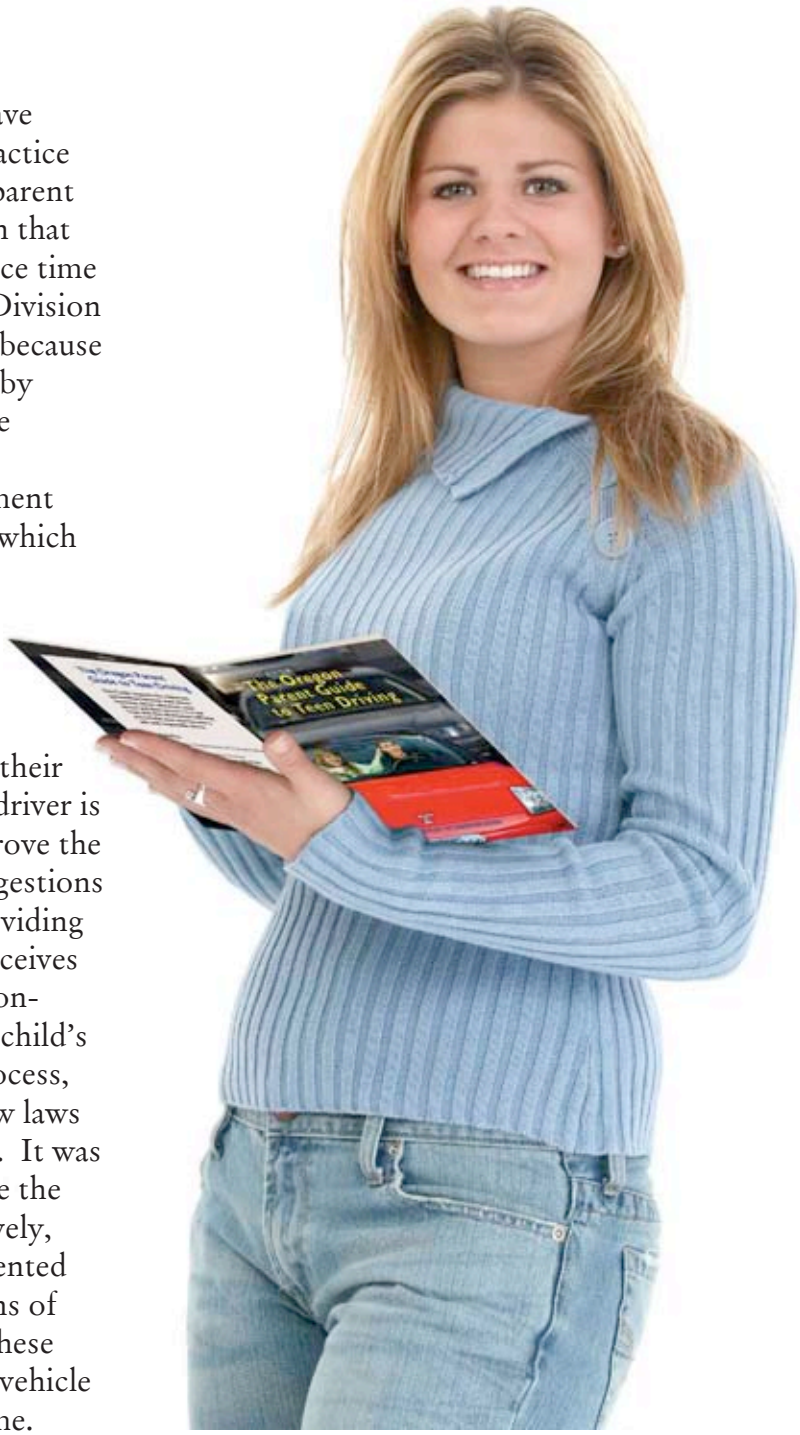
Code	Initiative	Primary Category	Time Frame	Page
A-1	Improve GDL driving log responsibility	GDL	middle range	15
A-2	GDL for all "new drivers"	GDL	middle range	17
A-3	Do parts of GDL hinder parents making the program work?	GDL	immediate	19
B-1	The continuance of TNTT & related programs	P I & E	middle range	21
B-2	Bad drivers (distracted drivers)	P I & E	middle range	23
D-1	Expand peer/teen courts, related activities	Judicial	immediate	25
D-2	Alcohol license revocation handled administratively	Judicial	middle range	27
D-3	Update Judicial Desk Reference Manual	Judicial	immediate	31
F-1	Anyone who funds a program, measures & evaluates it	Program Mgmt.	middle range	33
G-1	What about GDL works?	Data Collection	middle range	35
G-2	What do other states know about youth safety?	Data Collection	immediate	37
G-3	Survey youth about programs that affect them	Data Collection	immediate	39
H-1(a)	Street racing	Enforcement	immediate	41
H-1(b)	Street racing reduction strategies/penalties	Enforcement	long range	43
H-2	Expand community policing & other community based activities	Enforcement	middle range	45
H-3	School Resource Officer Training	Enforcement	immediate	47
I-1	Investigate Governor's UAD Task Group & funding	DUII/UAD	immediate	49
I-2	Community intervention in underage alcohol consumption	DUII/UAD	middle range	51
J-1	Bike helmets, motorized scooters, etc.	Helmets	immediate	53
J-2	Motorized scooters	P I & E	immediate	55
M-1	How do we transmit info on child passenger safety?	P I & E	immediate	57
M-2	Children riding adult sized ATVs	Youth 0-14	middle range	59

Initiative A-1

Improve GDL Driving Log Responsibility

(Primary category is GDL, but may also include legislation, enforcement, and public information & education)
Time Frame: Middle Range (18 months – 4 years)

Teen drivers under age 18 are required to have fifty (50) to one hundred (100) hours of practice driving before they are fully licensed. The parent or guardian is required to sign a certification that their teen has completed the required practice time to the Driver and Motor Vehicles Services Division (DMV) at the time of licensure. However, because there is no driving log collected or retained by DMV, nor is it validated or "certified," there is little accountability for adherence to this requirement. There is no practical enforcement of parent certification under ORS 807.530, which deals with false statements on driver license applications. Hence, the need exists to collect and/or retain a driving log and for someone to validate the driving log.

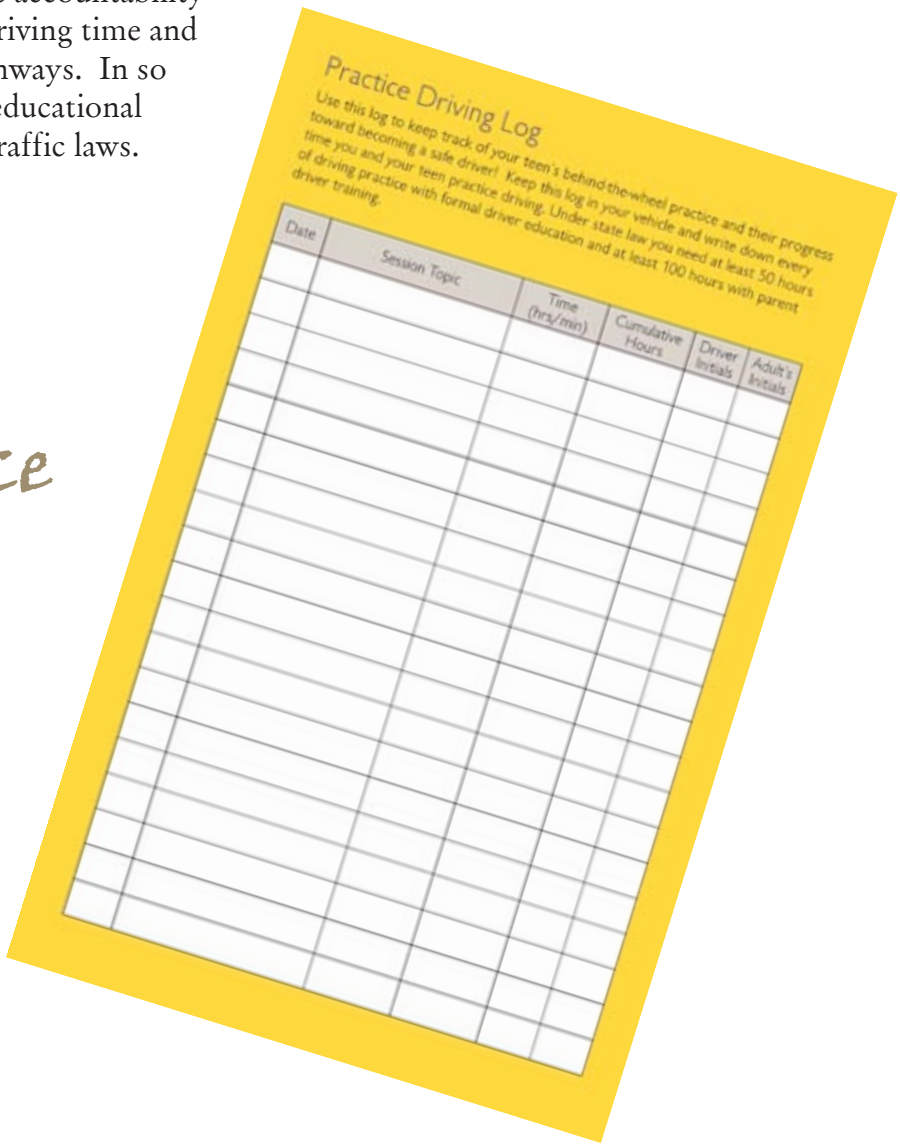


Requiring inexperienced drivers to practice their driving skills with an approved supervising driver is very important, and ways to correct or improve the driving log problem must be explored. Suggestions for more parental involvement included providing more log book tools at the time the child receives his or her permit, or providing software or on-line computer help with documenting their child's practice driving time. In the instruction process, parents themselves need information on new laws or practices before they can help their child. It was suggested that parents be allowed to manage the documentation of a driving log more creatively, such as using a notary to certify the documented hours or having the DMV authorize portions of driving times documented. In addition to these ideas, technology devices that attach to the vehicle are available to track mileage and driving time.

However, the parent would be responsible for the cost of such a device.

Although collection or validation of the log is not currently being done by the DMV, the parent must still verify the completion of the appropriate practice driving time given to the teenage driver. In October of 2006 The Oregon Parent Guide to Teen Driving was completed which took the place of the "Tuning Up Manual" previously distributed for several years by the Motor Vehicles Division. The new guide contains a pull-out practice driving log for the parent's use in the center of the book. It also addresses setting family rules and guidelines for driving, such as no cell phone use. While this is an excellent tool to assist parents in teaching their kids and becoming a model coach for them, the benefits of it hinges primarily upon the DMV for making sure it is disseminated and upon the parents for actually using it.

The possibility exists that one way to address this problem is through legislation. Support for a new law or the revision of the existing law will need to be sought. Whatever the solution, the benefits for fixing this problem will mean more accountability for the required teenage practice driving time and eventually safer drivers on our highways. In so doing, parents as well will receive educational information on Oregon's newest traffic laws.



Practice Driving Log

Use this log to keep track of your teen's behind-the-wheel practice and their progress toward becoming a safe driver! Keep this log in your vehicle and write down every time you and your teen practice driving. Under state law you need at least 50 hours of driving practice with formal driver education and at least 100 hours with parent driver training.

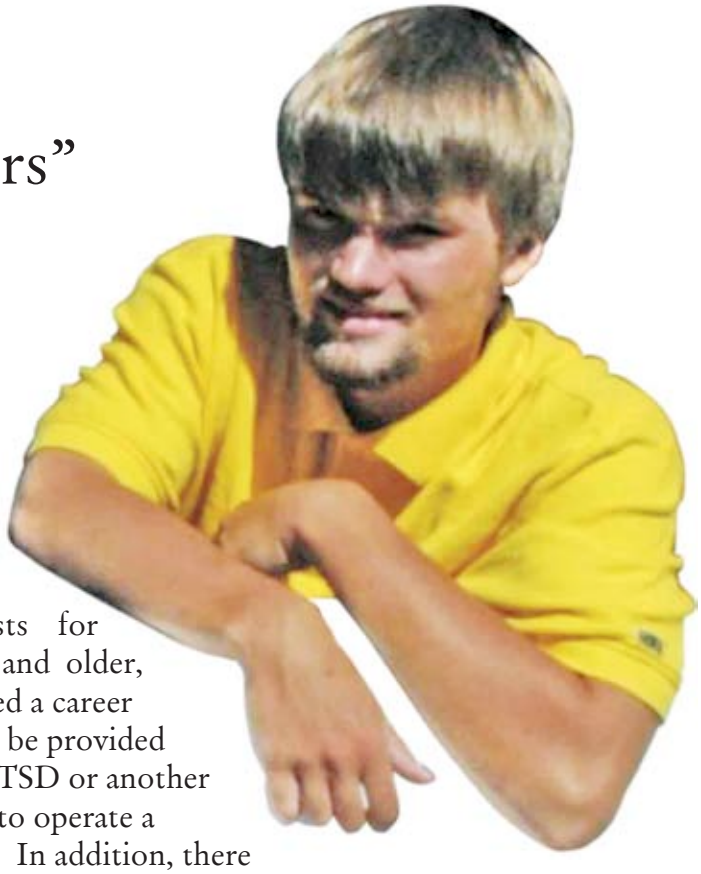
Date	Session Topic	Time (hrs/min)	Cumulative Hours	Driver Initials	Adult's Initials

At A Glance

- ✓ Validate driving log
- ✓ Assist parents as driving coaches
- ✓ Enforcement of non-compliance

Initiative A-2

GDL For All "New Drivers"



(Primary category is GDL, but may also include legislation, enforcement and public information & education)
Time Frame: Middle Range (18 months – 4 years)

This initiative will create a form of graduated driver licensing for all new drivers and will apply to all first time drivers regardless of their age and regardless of from what state they may have originally resided. Provisions or changes in the way GDL currently exists for youths may need to be considered for those 21 and older, since this group of people usually have already started a career and possibly a family. Driver education will need to be provided for them, just as it is provided for teens. Either the TSD or another entity will need to secure funding for a staff person to operate a Driver Education Program extension for this group. In addition, there may be the need to create some sort of financial aid for this age group and/or seek auto insurance breaks.

Recent data supports the fact that poor driving behavior is being exhibited sometimes more prominently by new drivers over the age of 16. However, the need exists to initially gather all kinds of data for all novice drivers prior to seeking support for this initiative. The research alone will likely take a year or more to pull together and analyze. Secondly, a survey will need to begin of the prepared government, industry and citizen partners who may support such an initiative. Only then will the TSD or the DMV propose legislation on the topic and begin a campaign to garner further support. The process of proposing legislation will also require much time. History has shown it may take as many as two or three sessions to gather enough momentum for a legislative concept to get on its feet. It must be noted that in past years this idea of having some sort of graduated driver licensing system for all new drivers has been brought to the table of governmental leaders, but has not been successful in securing partnering support.

An initiative like this has the possibility of a very broad outcome. It seems correct to believe that a definite decrease in fatalities and injuries will be found as a result and at the least better educated novice drivers will move about on Oregon's roadways. An added benefit may be that teens will feel more fairly treated and that they will no longer be singled out as the only "bad" drivers on the road. In addition, the total impact on the DMV and on Driver Education in general will be enormous.

At A Glance

- ✓ GDL for all first time drivers
- ✓ Provide driver education program for this group
- ✓ (Current status: The OTSC approved and passed this as one of their top 3 legislative concepts, however ODOT and the OTC voted to delay proposal for the upcoming 2007 legislative session.)

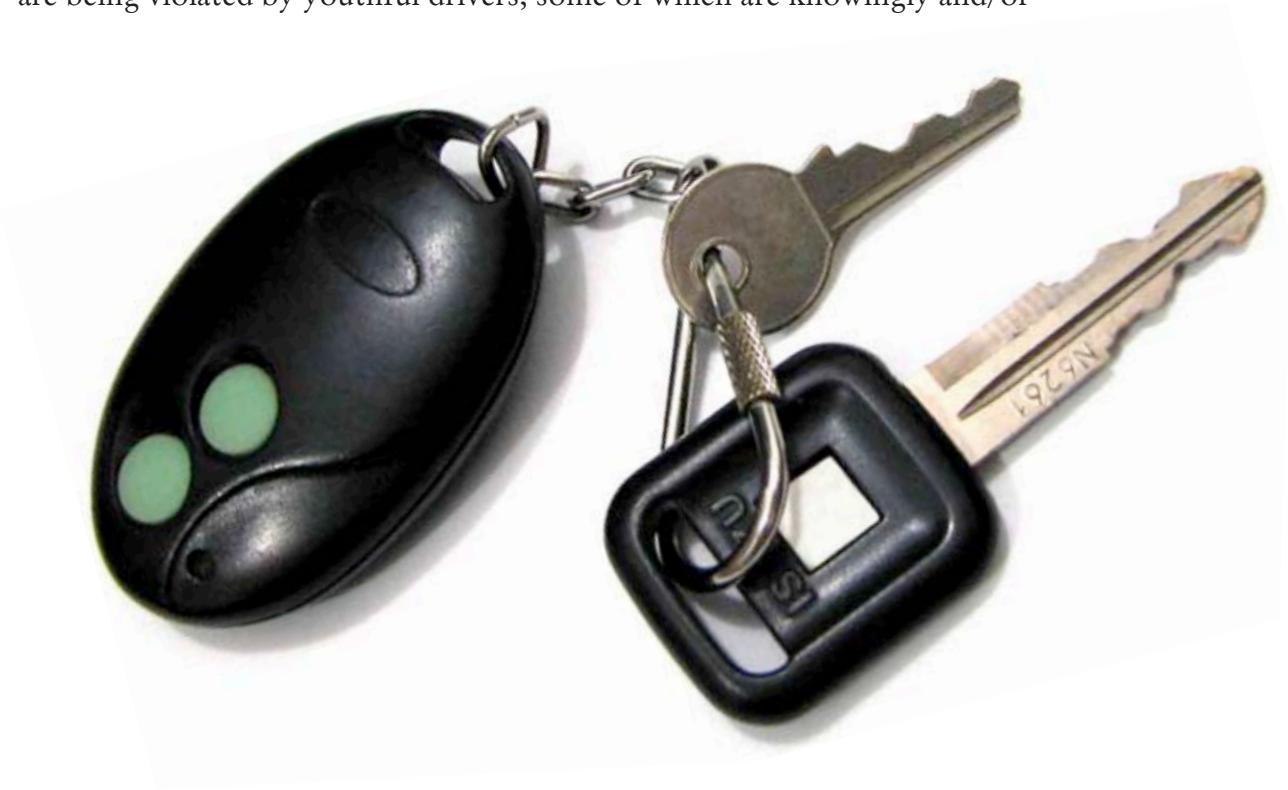
Initiative A-3

Do Parts of GDL Hinder Parents Making the Program Work?

(Primary category is GDL, but may also include public information & education and enforcement)
Time Frame: Immediate (12 - 18 months)

Oregon's Graduated Driver Licensing law includes such restrictions as holding an instruction permit for six months, certifying fifty hours of supervised driving practice, completing an approved driver education course or either completing another fifty hours of driving practice, passenger restrictions for the first six months after licensure (no one under 20 who isn't an immediate family member), passenger restrictions for the second six months (not more than three passengers under 20 who aren't immediate family members), and for the first year teens can't drive between midnight and 5:00 a.m. unless (1) driving between home and work, (2) driving between home and a school event for which there is no other transportation, (3) driving to work, and/or (4) accompanied by a licensed driver who is at least 25 years old. Provisional license holders are also subject to stricter Driver Improvement sanctions.

There are varying opinions as to whether the restrictions are always necessary. For example, there may be a different danger for kids joy-riding than for those traveling together to non school-related activities. Many of these restrictions are being violated by youthful drivers, some of which are knowingly and/or



unknowingly "approved" by the parents. There is a need for research on the implementation of the law by parents and for further data supporting these restrictions. Then, in addition, there are needs for assisting parents and teens in adhering to the restrictions, such as good driving contracts for teens and parents to agree upon and sign.

The Core Group discussed the possibility (and even the necessity) of teens actually promoting their own self-regulation. Adults sometimes find it surprising that teenagers know more than they do about the Graduated Driver Licensing law. They are generally very alert at "sizing up" their peers and know who to trust when it comes to good driving practices. It is a known fact that any program seeking to increase teens' driving safety must be accepted and supported by the teen. They are the ultimate decision-makers regarding their safety.

The confusion among parents and guardians of young drivers on the GDL law is sometimes exacerbated by the lack of informational materials provided to them at the "point of sale." When a parent heads to the DMV for the first time with their son or daughter to pursue a driving permit, in the past they may have received only minimal take home materials. But more recently, the new Oregon Parent Guide To Teen Driving," released October 1, 2006, is now being distributed. While the TSD will seek further data on all the intricacies of the GDL restrictions and research the implementation of it cross culturally, the DMV will have the responsibility of providing easily understood information to all teens who apply for a driving permit and driver license and to their parents.

Projected outcomes of this initiative will inherently mean there will be better understanding of the why's of GDL restrictions among both parents and teens and likely better adherence to them. This will assist in lowering the fatality and injury rates of teenagers.

At A Glance

- ✓ Research implementation of GDL restrictions
- ✓ Provide good parental support tools (parent guide, driving contract, point of sale information)

Initiative B-1

The Continuance of TNTT and Related Programs

(Primary category is public information & education, but may also include program management)
Time Frame: Middle Range (18 months – 4 years)

The Trauma Nurses Talk Tough Program, funded by federal and state grants from the TSD, created a specific project which combined a parent education piece with their injury prevention education required by the court for a youth's first moving violation or safety belt violation. This particular project was funded for the four-year time span allowed by federal funding guidelines. It has been an excellent way for a Youth Program project to incorporate parents into the educational process. However, federal funding may not continue to this particular program beyond the four years.

This initiative stems from a recommendation of the National Highway Traffic Safety Assessment of the Youth Program which states, "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." However, in order to keep these types of programs operating, there is a need for further funding, be it from private grants, fees from traffic citations, insurance company funding or further federal funding. The recommendation does not specify that only the Trauma Nurses Talk Tough program should be used, as valid and effective a program as it is. Rather, the generic nature of the advice suggests that any other entity could be used to accomplish this task, as long as the program is effective, productive, and able to be measured and evaluated. It was determined that whatever program is used, best practices must be followed in its delivery.

The audience for such an initiative is, of course, young drivers and their parents. But often, in today's world, there are other guardians that play a major part in a young person's life. Those may include stepparents, grandparents, aunts or uncles, or even older siblings. These should be provided education as well, to help in the youth's learning process.

So, who should be taking the lead with this initiative? If federal guidelines allow, the TSD will consider the continuation of such a program, even though it may not be provided to the Trauma Nurses Talk Tough program. TSD could also research the availability of other fund sources and avenues for delivering valuable programs like these. In addition, the Trauma Nurses Talk Tough program will need to consider how it will continue to provide this type of parent and youth combined education in the future.

Especially if these kinds of programs carry on without interruption, it will afford parents and youths valid and consistent educational opportunities in learning the importance of traffic safety issues together. It will also be effective in lowering youth fatality and injury rates.

At A Glance

- ✓ Research ways to provide combined parent and youth traffic safety courses
- ✓ Programs should use best practices provided by current research

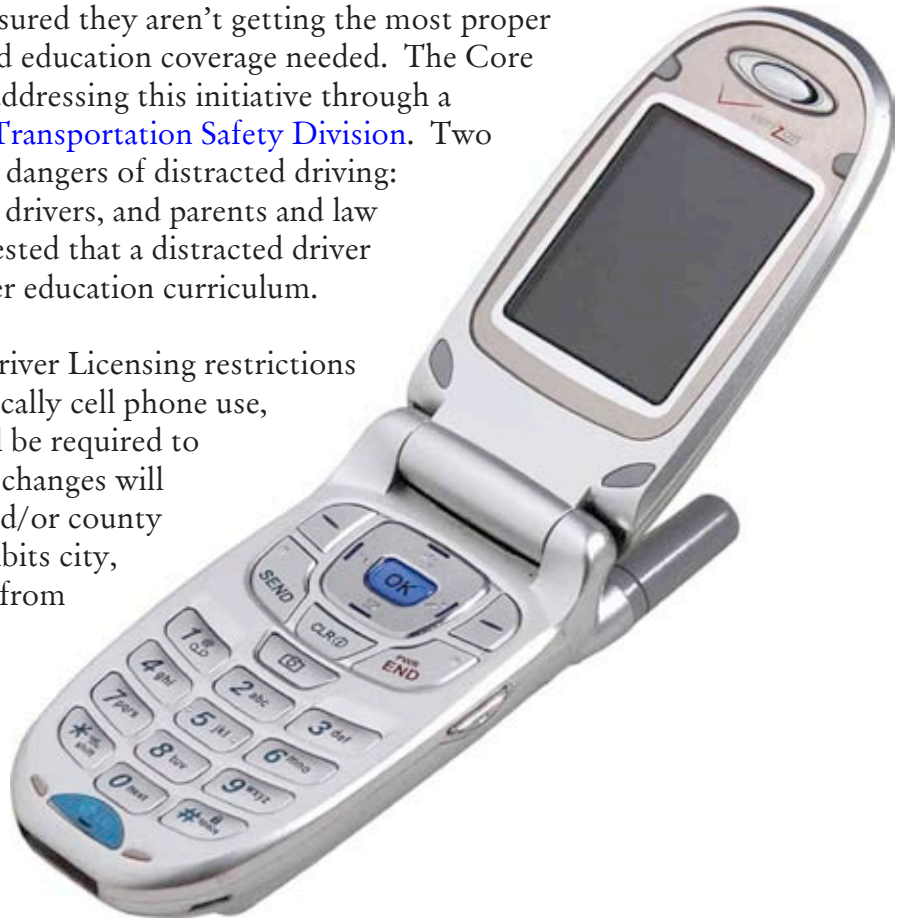
Initiative B-2

Distracted Drivers

(Primary category is public information & education, but may also include GDL & legislation)
Time Frame: Middle Range (18 months – 4 years)

Current research has provided evidence that cell phone use by drivers, no matter whether dialing the cell phone by hand or using a hands-free model, contributes to crashes and incidents on the road simply because conversing on the phone while driving interrupts the decision-making process of driving. Other distractions may be just as harmful, such as eating, drinking beverages, applying make-up, reading a book or newspaper, adjusting the radio or rubbernecking. Throw into the mix today's electronics expansion and drivers have the opportunity to handle not only cell phones, but computers, game systems, On Star devices, DVD players, and even televisions while trying to control their vehicles on the roadway among thousands of other drivers.

These are dangers that must be exposed to the public in a consistent and well-planned manner. Today, these kinds of distractions are so prevalent, even so accepted that you can be assured they aren't getting the most proper and effective public information and education coverage needed. The Core Youth Advisory Group suggested addressing this initiative through a media campaign conducted by the Transportation Safety Division. Two audiences would be targeted on the dangers of distracted driving: teens and other new, inexperienced drivers, and parents and law enforcement. The group also suggested that a distracted driver section be added to the state's driver education curriculum.



Changing the current Graduated Driver Licensing restrictions to include distraction issues, specifically cell phone use, was also suggested. Legislation will be required to make this change. In addition, any changes will need to be coordinated with city and/or county actions. Current Oregon law prohibits city, county or other local governments from enacting or enforcing any charter provision, ordinance, resolution or other provision regulating the use of cell phones in motor vehicles. (ORS 801.038)

While the idea of revising the GDL law with further restrictions may be

met with resistance, it may prove to be very effective in the reduction of injuries and fatalities among youth. However, for a firm foundation to stand upon in the case of driver distraction, documented research is needed. Do we know if eating behind the wheel is as dangerous as talking on the phone? Consensus among the team was that data be gathered initially prior to the start of any campaign, whether it be for public information and education or legislation.

At A Glance

- ✓ Gather driver distraction data first
- ✓ Create a public information & education campaign
- ✓ Ensure Driver Education curriculum includes distracted driver issues
- ✓ Promote legislation of GDL restriction regarding cell phone use

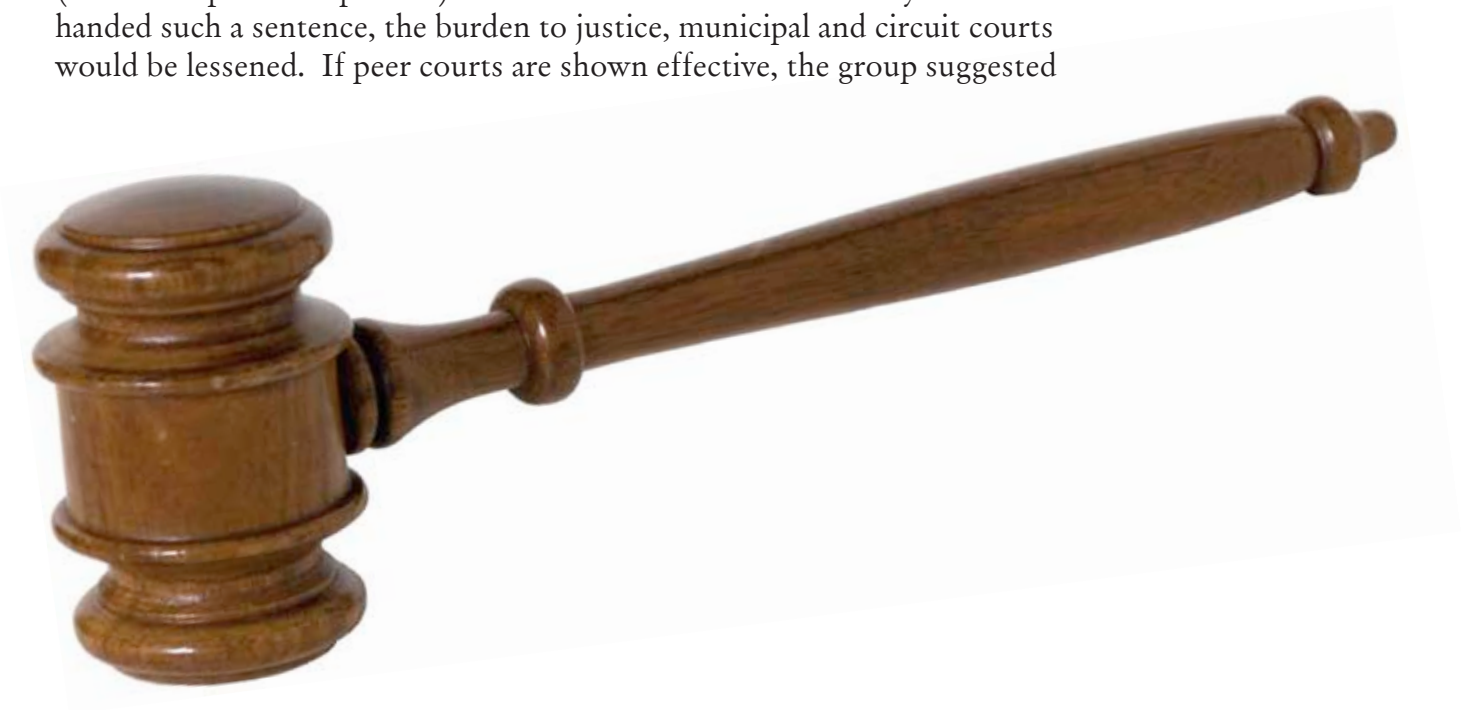
Initiative D-1

Expand Peer/Teen Courts, Related Activities

(Primary category is judicial system)
Time Frame: Immediate (12-18 months)

Peer courts, sometimes known as teen, student or youth courts, are programs in which youth sentence their peers for minor delinquent and status offenses and other problem behaviors. Although they have been around for more than 30 years, peer courts have increased in the past 10 years. According to the National Youth Court Center's database, in 1994 there were only 78 youth court programs in operation, but as of February 2005, there were more than 1,000. Oregon has a total of 40 youth court programs. Peer courts are considered a "best practice" program and when young offenders are sentenced by their peers, recidivism is relatively low.

There exists a need for determining how county juvenile departments or courts are handling youth referrals involving traffic crimes, minor in possession convictions, or possession of less than an ounce of marijuana. The group suggested the TSD survey and analyze the youth programs being conducted statewide through juvenile and adult courts, juvenile departments, teen courts and local accountability boards. A key question to be asked of the courts is whether youths are provided diversion to complete an educational course (with their parent or parents) related to their citation. If more youths were handed such a sentence, the burden to justice, municipal and circuit courts would be lessened. If peer courts are shown effective, the group suggested



that the TSD provide funding for expansion. A couple of ideas surfaced regarding this initiative. Members asked of the possibility of funding certain case enforcement within a juvenile department targeting only traffic issues or perhaps reimbursing juvenile departments (similar to public school driver education courses) for handling targeted cases. A pilot project may be initially completed with six counties to determine its feasibility.

The Core Youth Advisory Group recommended that updates to the Judicial Court Desk Reference Manual on the Teen Driver Program be made when needed and posted on the DMV or TSD website. This manual was distributed by the TSD to all Oregon courts in August of 2004 and was a joint project by the DMV and the TSD in an effort to provide judges with the most current information available on traffic safety laws affecting young people.

The benefits of the suggestions made in this initiative will be threefold: (1) All jurisdictions will have accountability programs and/or services and sanctions for traffic crime violators and youths sentenced with MIP or possession of controlled substance violations; (2) there will be less traffic crashes involving injuries and fatalities and more accountability; and (3) Oregon's judges will become more aware of youth-related traffic laws.

At A Glance

- ✓ Research county Juvenile Departments & courts for youth programs & fund if necessary
- ✓ Update the Judicial Court Desk Reference Manual and post on the web

Initiative D-2

Alcohol License Revocation Handled Administratively

(Primary category is judicial system, but may also include legislation, enforcement & GDL)
Time Frame: Middle Range (18 months – 4 years)

It is a general public perception that when young people are cited for minor in possession, judges often find a way to redirect the appropriate sentence for having the minor's license suspended by handing them a lesser charge. While this initiative may be a potential "fix," the Core Youth Advisory Group, as a whole, may not necessarily support it as the perfect societal choice for addressing the problem.

The initiative proposes two separate, but important changes to existing Oregon driver permit and licensure laws to allow the DMV the ability to suspend the driving privileges of or place limitations upon any licensed driver (or driver holding a permit) under the age of 21 who is charged with an alcohol or drug-related offense. This program will be similar to the "implied consent" statute (ORS 813.095) which allows for the suspension of driving privileges of any driver with a BAC of .08% or more, or if the driver refuses a breath test. The program will be handled with administrative action and will be separate from any judicial action taken against a minor in possession of alcohol or drugs.

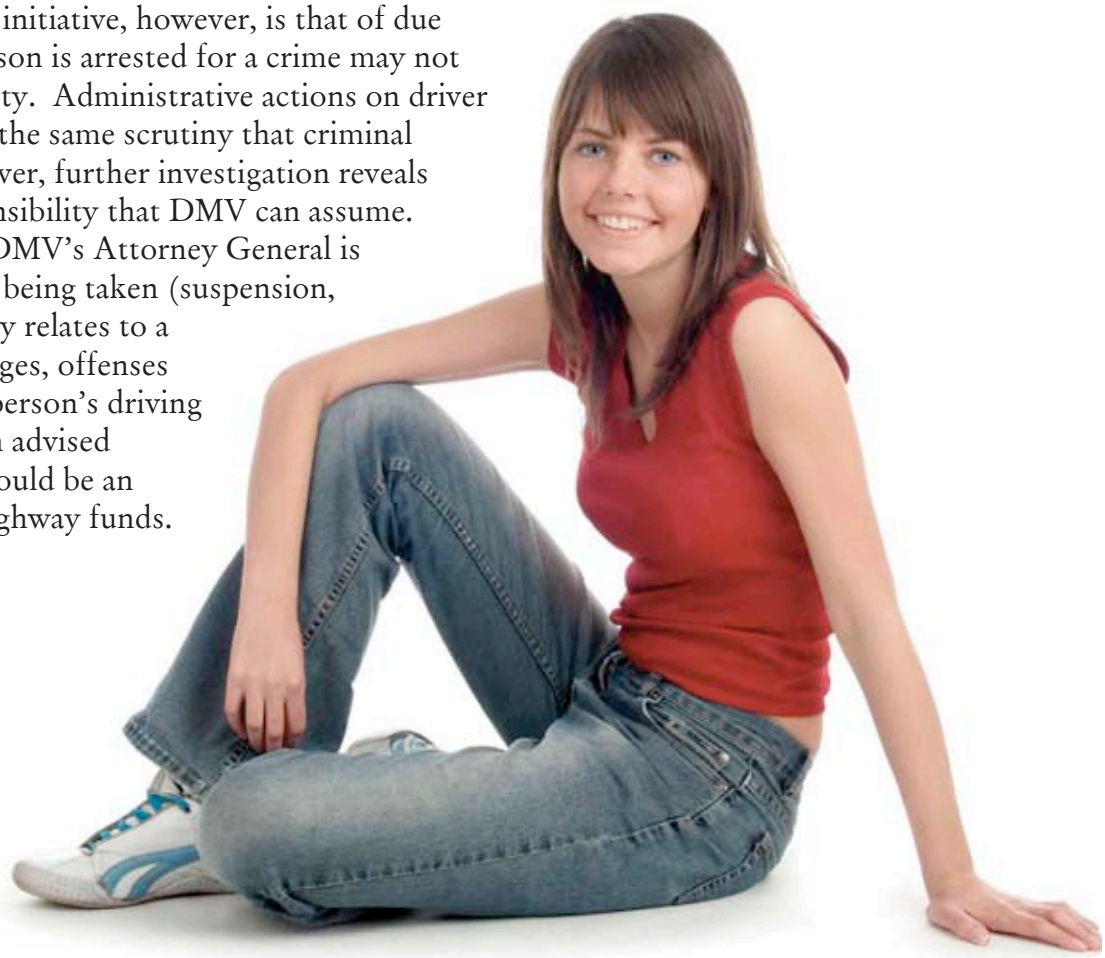
Currently, when a police officer arrests a driver for DUII, that person is transported to either a police station or jail where a chemical analysis of the blood alcohol is performed, usually by a non-invasive test with an Intoxilyzer machine. This testing is a part of the procedures performed by the police following a DUII arrest. Presently, if a driver is found to have blood alcohol content greater than .08% by weight, or if the driver refuses to participate in the testing, the arresting officer will (1) take possession of the driver's license; (2) give the driver a temporary "paper" license good for 30 days; and (3) provide a Notice of Suspension of driving privileges that will take effect in 30 days.

The Notice of Suspension outlines the appeal rights the driver has through DMV to avoid the administrative suspension of the license. If there is no appeal the suspension occurs through administrative action. This administrative action is separate and apart from the criminal charge of DUII. That crime is prosecuted in the courts and is completely independent of the DMV license suspension proceeding.

This initiative proposal is two-fold. First the state will broaden DMV's administrative procedures to include drivers under the age of 21 who are arrested for DUII that have any alcohol in their system. A license suspension proceeding against the youthful offender will occur automatically. The administrative proceeding occurs irrespective of whether the DUII charge is prosecuted in the courts.1 DMV already has an administrative process in place to handle this proposal.

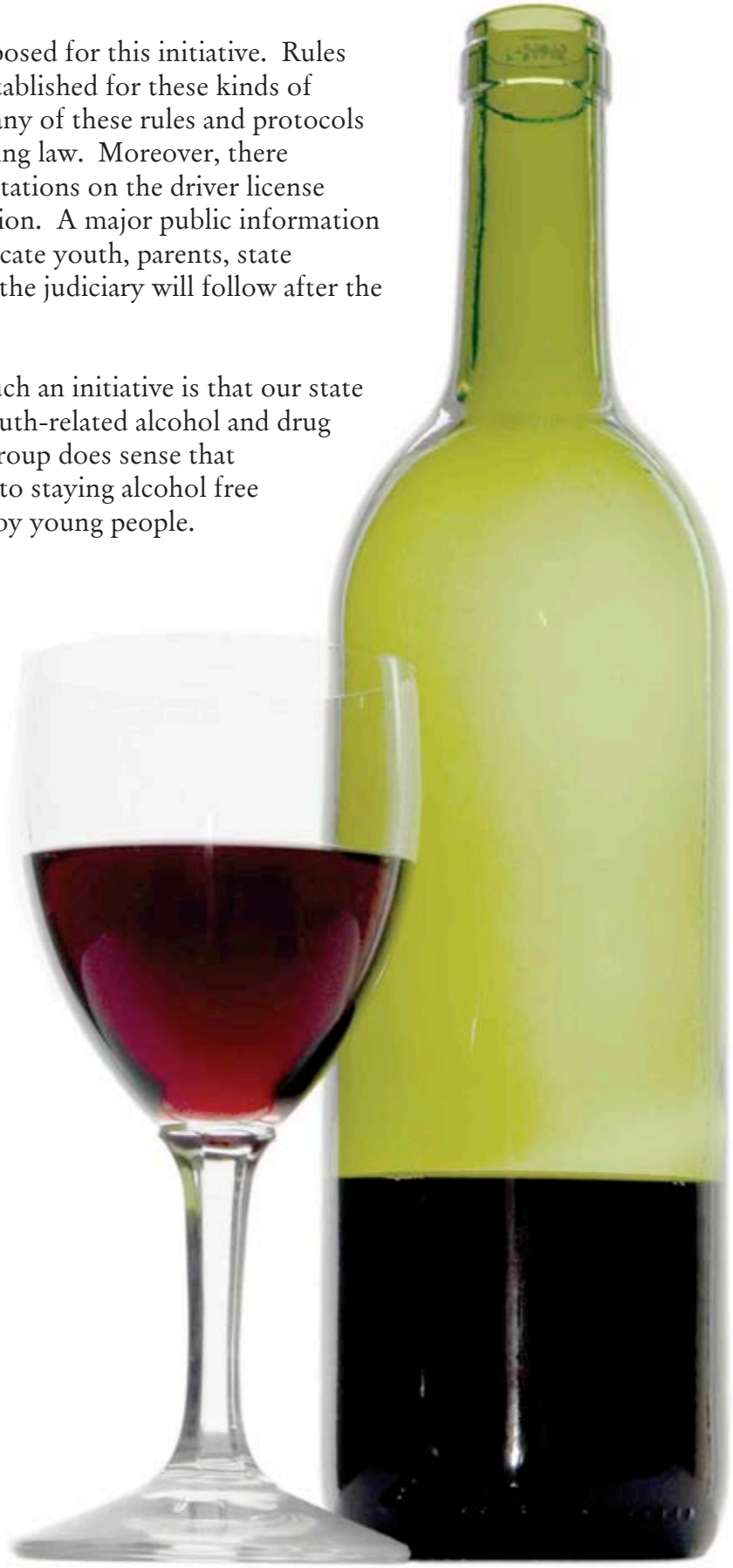
The second proposal, if possible, is to use DMV to track licensed drivers under the age of 21 who are cited for any non-driving alcohol-related offense. That ticket or citation (such as MIP) will then be forwarded to the DMV. This will serve as a "flagging" of a potential future alcohol or drug problem and will be an administrative process separate and apart from any judicial proceeding.2

The issue with such an initiative, however, is that of due process. Because a person is arrested for a crime may not mean the person is guilty. Administrative actions on driver licenses do not invoke the same scrutiny that criminal charges invoke. However, further investigation reveals that this is not a responsibility that DMV can assume. Advice received from DMV's Attorney General is that unless an action is being taken (suspension, restriction) that directly relates to a person's driving privileges, offenses cannot be posted to a person's driving record. DMV has been advised that to do otherwise would be an inappropriate use of highway funds.



Legislation will have to be proposed for this initiative. Rules and protocol will have to be established for these kinds of administrative hearings, but many of these rules and protocols are already in place under existing law. Moreover, there may have to be established limitations on the driver license restrictions other than suspension. A major public information and education campaign to educate youth, parents, state agencies, law enforcement and the judiciary will follow after the legislation is passed.

A significant positive side of such an initiative is that our state will likely see a reduction in youth-related alcohol and drug related traffic incidents. The group does sense that linking the privilege of driving to staying alcohol free will be an incentive well taken by young people.



In addition, it underscores to youth that driving is a privilege, not a right. DMV will be able to compare the actual driving records of adults who were youthful offenders to determine whether there is a link between early alcohol use and subsequent DUII convictions.
As a long-range goal, the state will analyze this data to determine whether any early intervention would help re-direct at-risk youth.

1. The elements needed to suspend a license are three-fold: (1) proof of driving; (2) proof the driver is under the age of 21, and: (3) proof of any measurable level of alcohol in the driver's blood.
2. The elements for this administrative proceeding would be: (1) a DMV licensed minor; (2) charged with an alcohol offense, and; (3) forwarding of the original complaint/charge to DMV for consideration of administrative action.

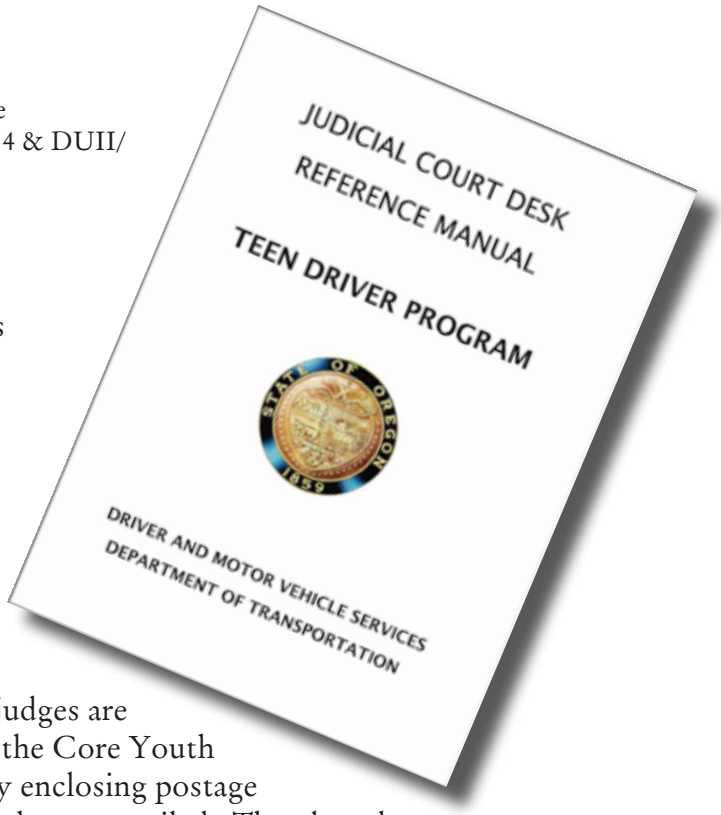
At A Glance

- ✓ Propose legislation to allow administrative suspension (or other licensing limitations) of driving privileges for youth driving with any alcohol through the DMV
- ✓ Use the DMV to track licensed drivers under 21 cited for MIP or other non-driving alcohol-related offenses

Initiative D-3

Update The Judicial Desk Reference Manual

(Primary category is judicial system, but may also include enforcement, public information & education, Youth 0-14 & DUII/ Underage Drinking)
Time Frame: Immediate (12-18 months)



The Judicial Court Desk Reference Manual on the Teen Driver Program was created in 2004 as a combined effort between the DMV and the TSD. It was sent to all Oregon courts as a tool for judges to use in the administration of law regarding youth traffic safety issues. The manual contains easily-referenced chapters with overviews, applicable statutes, frequently asked questions, and samples of suspension letters and reporting forms.

Because we don't know at this time how many judges are actually using the manual or how effective it is, the Core Youth Advisory Group suggested a survey of its use by enclosing postage paid response cards with the manuals each time they are mailed. Then based on the response, an update of the document will be published with versions on CD Rom and the internet. It was also thought that training be provided in the use of the manual and a mechanism be in place for its evaluation and future updates. This will make for easier revisions by all involved.

The primary target group for such a manual is, as stated above, judges and related workers who deal with juvenile cases, especially those related to traffic safety. However, those who also may benefit are law enforcement officers (especially school resource officers), youths, families, and driver education instructors.

Since the DMV initially created the manual, the revisions will be that agency's responsibility. The TSD supplied funding for the first and second documents' distribution. It is now posted on the TSD website.

The benefits for completing this process will provide more consistent implementation of juvenile laws and penalties, allow better use of court time by judges and enforcement officers to juvenile case processing, and give a more consistent message to youths what kinds of penalties they'll face for

certain violations. The hope is this will result in better attitudes toward the implementation of youth-related laws.

At A Glance

- ✓ Conduct survey of Judicial Desk Reference Manual
- ✓ Organize survey results & publish new manual with training materials
- ✓ Release new manual & provide training & follow-up
- ✓ Evaluate success & improvement cycle for further manuals

Initiative F-1

Anyone Who Funds A Program Measures And Evaluates

(Primary category is program management, but may also include data, public information & education, & legislation)
Time Frame: Middle Range (18 months – 4 years)

The Core Youth Advisory Group felt strongly about developing evaluation and program measurement standards for youth-related programs, funded or not, where this data will enable summarization and analysis at high levels. When disparate agencies conduct youth traffic safety programs, there may be some common measurements they will use such as risk taking, convictions, and/or crash data. However, all programs should be consistent with best practices. So ultimately, funding entities will be required to use these standards in future funded youth efforts. While it may take a year or so to develop the standards, it may take another year or two to get buy-in with multi-agency policy.

The following activities proposed in this initiative are:

(1) gathering and analyzing current evaluation requirements and standards from funding agencies versus high level youth program data needs,

(2) developing proposed new standards

(3) conducting a review and comment process, and

(4) seeking multi-agency agreement to use or test the new standards.

The question, however, is who exactly will be responsible for "doing" these activities? The TSD will be the agency that will initiate the proposed activities. However, in order to see the "big picture" of what all agencies are doing, it may take a research company to gather current evaluation standards of all entities dealing with youth traffic safety programs. Conducting the research in this manner will likely make it easier to create a policy where all agencies will be able to agree upon a set of proposed new standards.

The benefits for this initiative will be threefold: (1) Youth programs will have consistent evaluation and measurement data which will be summarized; (2) Youth programs and their clients will benefit from the improvements suggested by an evaluation process; and (3) Funding agencies will be able to make better decisions on how to fund a project.

At A Glance

- ✓ Research what is currently being used in youth traffic safety programs as evaluation standards
- ✓ Develop new proposed evaluation standards for all youth programs
- ✓ Conduct a review process and seek buy-in by multiple agencies

Initiative G-1

What About GDL Works?

(Primary category is data collection, but also includes GDL, program management, public information & education and legislation)
Time Frame: Middle Range (18 months – 4 years)

This initiative is basically asking three questions about Graduated Driver Licensing: (1) Does GDL work overall? (2) Are some components of GDL more effective than others? and (3) What, if any, components of GDL are not working?

Currently, two studies have evaluated GDL in Oregon: (1) The Center for Applied Research completed "The Evaluation of Oregon's Graduated Driver Licensing Program" in November of 2004, and (2) The "Teen Driver Licensing Program Survey" was completed by the Oregon Survey Research Laboratory of the University of Oregon December 2004 – March 2005. The first study was an evaluation of the GDL program in Oregon to determine if the new law had an impact on novice driver performance. Information was obtained through two methods: Focus Groups and driver performance, including crashes, convictions and suspensions.

The second study was a multi-phase study of young drivers under a graduated driver licensing program that compared a population of drivers who had been involved in a crash to those that were collision-free. A telephone survey examined the select population's group of parents and teen drivers.

The Core Youth Advisory Group noted that, while the above studies provided important data, there are other questions about GDL that need to be asked. A longer, more extended study to follow and evaluate the "graduates" of GDL is needed. The group suggested a multi-agency task force be created to identify all data needs and sources. Following the study, results are to be disseminated as needed to program managers who deal with issues surrounding GDL and to the Legislature with adequate time to evaluate and present findings to lawmakers. A plan will then be implemented to make changes to the GDL law and to inform the public, including law enforcement, the judiciary, parents, and most importantly, novice drivers.

The outcomes of such an initiative will mean that the state will gain support for the continuation and improvement of the GDL program. In addition, there will be improved parental support for GDL as well. At least some revenue will be saved by removing or changing parts of the system that are not significantly improving the overrepresentation of young drivers involved in fatal and injury crashes. The potential for improving the GDL system is a continued decrease in the death and injury rates for novice drivers, such as we have seen in the 16 year old drivers since Oregon's GDL law came into existence.

At A Glance

- ✓ Design a more detailed research study on GDL & involve a multi-agency task force
- ✓ Report on GDL study findings
- ✓ Develop a plan to implement needed changes (potential legislation) & inform the public

Initiative G-2

What Do Other States Know About Youth Safety?

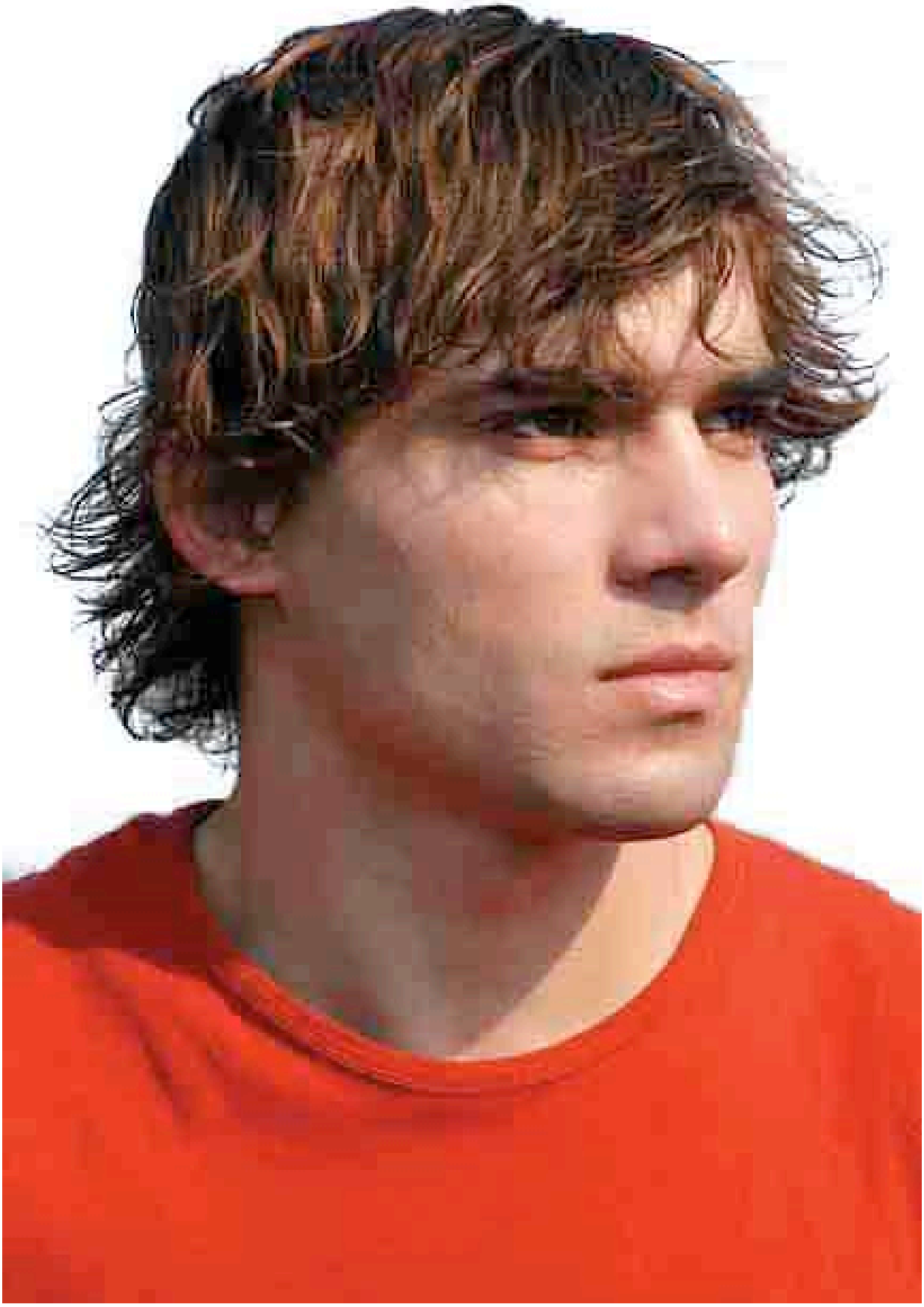
(Primary category is data collection, but also includes program management, GDL, enforcement, school programs and Youth ages 0-14)
Time Frame: Immediate (12 - 18 months)

The Core Youth Advisory Group felt the TSD will do well to identify those states that have exhibited successful youth projects. In effect, a survey will need to be conducted in order to determine each state's successes and failures. Next steps will include inviting an advisory group to review the results of the study and help decide how well they will be applied to current Oregon youth programs. It may be beneficial to organize a multi-agency group or partner with several Highway Safety Office Youth Programs from other states to test or adopt some of the successful projects and then measure their own successes or failures.

This kind of initiative quickly and easily becomes a "win – win" type of situation. While Oregon youth programs will likely improve their delivery of services, those that are the "receivers" of the services (children and teen drivers, parents and others who may be affected by youth programs) may enjoy a better quality of life. An added benefit will be that Oregon will be better positioned for the future with out-of-state partners. The sharing of successful programs among interested states generally creates a bond and strong friendship among program managers.

At A Glance

- ✓ Identify other states with "successful" youth traffic safety programs
- ✓ Conduct a survey to determine their successes and failures
- ✓ Review survey results and applicability to current Oregon programs
- ✓ Share results of successful programs with other interested states



Initiative G-3

Survey Youth About "Their" Programs

(Primary category is data collection, but also includes program management, GDL & school programs)
Time Frame: Immediate (12 - 18 months)

This initiative came about as an "addendum" to the previous two, G-1 and G-2. It was discussed that it is always good to survey those that are affected by certain programs or laws. In some ways we may be able to glean some very important data, especially about the Graduated Driver Licensing law. Hand in hand with a detailed research study on GDL, as suggested in Initiative G-1, will come some thoughts and ideas as to how those who were affected viewed the process.

A suggestion was made to survey college-age youths to determine how they felt about certain driving restrictions of the GDL at the time they were subjected to those restrictions. Information from the students' perspectives, as to effectiveness or ineffectiveness of certain components of the GDL will help policymakers, parents and law enforcement understand where improvements may be made in the law or in implementing the law.

It will be likely that the TSD will contract with a survey company to conduct this study. Once completed, a plan will be made to relay the results and compare them with other similar surveys (i.e., University of Oregon telephone survey) regarding the Graduated Driver Licensing law.

This kind of study where opinions are collected from those that were subjected to a certain law or mandate will provide correlating facts to other findings. The final result will unveil areas for improvement and areas where no improvements are necessary.

At A Glance

- ✓ Survey college-age "graduates" of GDL for opinions on the law
- ✓ Gather findings and compare results with other studies

Initiative H-1 (A)

Street Racing - Enforcement

(Primary category is enforcement, but also includes public information & education)
Time Frame: Immediate (12 - 18 months)

The purpose of this initiative is to modify the School Resource Officer trainings currently occurring twice each federal fiscal year to include a component addressing street racing among young drivers. This would include training in enforcement ideas and protocols in addition to providing alternatives to illegal street racing. It was proposed that the TSD will promote, develop and implement a partnership between School Resource Officers and high school auto shop classes for information dissemination. This will provide an idea exchange among law enforcement and high schools, providing both with a sense of ownership in the process to alleviate or at least lessen the street racing problem. It may even work well to include a representative from these "auto/peer" groups to attend side workshops held at School Resource Officer trainings for updates and motivation to "do the right thing" regarding street racing. Alternatives such as "Beat the Heat" types of events, where students can enter a race against law enforcement at a location such as Portland International Raceway or any other local drag strip, should be evaluated.

Obviously, the target group for this initiative is two-fold: both School Resource Officers and young drivers will benefit from such a partnership. Outcomes will include stronger relationships between young drivers and law enforcement. The involvement by high school auto shop attendees will make for a logically correct match in working to correct the problem. It will redirect illegal activity toward more acceptable and controllable behaviors by young people.

At A Glance

- ✓ Modify School Resource Officer trainings to consistently include street racing
- ✓ Assist School Resource Officers in implementing stronger young driver/student relationships by involving high school auto shop classes

POLICE

Initiative H-1 (B)

Street Racing - Penalties

(Primary category is enforcement, but also includes public information & education and legislation)
Time Frame: Long range (4 – 8 years)

As a second extension of the initial "Street Racing" initiative, this proposal focuses on additional penalties that the Core Group felt should be imposed upon street racing violators. Existing statutes include ORS 811.125, defining "speed racing" and assigning it a Class A traffic violation; and, ORS 811.127 defining "organizing a speed racing event" and giving it a Class C felony designation.

It was discussed that three additional penalties to street racing be promoted. The first wll be the denial of insurance benefits upon a conviction of street racing. Secondly, the convicted individual will be refused future insurance coverage. Lastly, an impoundment of the vehicles used in an illegal street racing activity will be proposed.

The targeted group for such an initiative is, of course, the street racing violators themselves. However, with potential revisions of an existing law, there is always the need for proposed legislation. In addition to the Legislature being affected by such a proposal, so, too, will be law enforcement, state agencies, insurance companies and others. This concept is obviously a very controversial one and much debate will arise as a result of it.

It was unknown as to what state agency may be the best for stepping forward with such a legislative concept. The desired effect here, however, will be in addressing the insurability of individuals who are currently convicted of such crimes and the future insurance policies of the violators.

The benefits for this initiative will eventually show up in the de-glamorization of the "Fast and Furious" lifestyle exhibited by street racers. While traffic safety will be heightened, the offenders and the vehicles used in such events will be removed from Oregon's public highways.

At A Glance

✓ Revise current legislation adding the following penalties to street racing:

1. Denial of insurance benefits for conviction
2. Refusal of future insurance coverage for conviction
3. Permanent impoundment of vehicle used in street racing event

Initiative H-2

Expand Community Policing

(Primary categories are both enforcement and public information & education)
Time Frame: Middle Range (18 months – 4 years)

This initiative represents an attempt to provide support to local communities though promoting peer participation, volunteerism, and extensive safety education for elementary and middle school level youths such as helmet use and safe walking and bicycling. We're really talking about risk-focused prevention here and with it comes the idea that young people should be rewarded for getting things "right" when it comes to traffic safety.

Ideas discussed were things such as using neighborhood volunteers dressed in bright vests to promote safe transportation, perhaps distributing rewards as well as warnings. In addition, since school zone laws have changed over the years, there will be a standardized training for school crossing guard patrols, involving law enforcement in updating schools with current training.

Of course the target group for this concept is the whole community – children, parents, grandparents, law enforcement, even business owners, etc. However, it will be helpful to have involvement and partnership with existing groups such as Safe Kids and Oregon Together groups. The Safe Routes to School program may even be incorporated into this initiative. It will take the "middle range" time frame for accomplishing a strong community policing project, knowing dollars will be needed (which always takes much time and effort in identifying sources). Time will also be needed to develop and/or modify community policing efforts already in force.

The TSD will continue to provide or promote training and coordination of local communities to educate and inform them of traffic safety issues. In addition, whichever state agency has the responsibility for providing updated training curriculum for

school crossing guards, aides or school patrols, that agency needs to begin development now.

The benefits for an initiative like this, which will reduce risks and increase protective factors for our children, are many. First of all, it brings communities and law enforcement together and causes a win-win situation simply because of the interaction. The community now has ownership in current traffic safety issues. It also promotes volunteerism, which is always a good way to mobilize communities. Ultimately, the goal will be a definite reduction in helmet, pedestrian and bicycle related incidents.

At A Glance

- ✓ Provide traffic safety training/coordination of local communities
- ✓ Develop a current school crossing guard training curriculum

Initiative H-3

School Resource Officer Training

(Primary category is enforcement, but also includes public information & education)
Time Frame: Immediate (12– 18 months)

For the past three years the Youth Program Manager of the TSD has funded and coordinated one day trainings in several different locations for School Resource Officers. These "mini" conferences for law enforcement officers stationed in and around elementary, middle and high schools have been well attended and well received. Training has been given on legislative updates, Graduated Driver Licensing and Minor in Possession issues, speed, programs such as Trauma Nurses Talk Tough and Drug Intervention Training for Education Professionals and numerous other relevant topics. Evaluations of the very first event showed 84% said the training met or exceeded the participants' expectations. In addition, 88% reported they would attend another SRO training opportunity.

Because these trainings have been so successful, the Core Youth Advisory Group felt they should definitely be continued, and if possible, at the rate of two events per year. Not only do they benefit the School Resource Officer, but indirectly the students with which the law enforcement officer interacts. School Resource Officers have historically had little opportunity for such trainings. Many of them are extremely busy with the responsibility of more than one school and often are rotated from patrolling inside the school to having duties on a "traffic team" patrolling outside the school. It is critical for them to receive a stronger knowledge base of new laws, programs and resources.

Federal funding within the Youth Program will need to remain consistent for the continuation of these trainings. It was brought to the group's attention that there are several programs within the Transportation Safety Division that funds such programs for a variety of law enforcement. The suggestion was made to potentially combine the trainings and create a longer event where all involved law enforcement will be provided with sessions relevant to each group.

Great results have occurred already because of these initial School Resource Officer trainings. First, consistent information has been imparted to them and secondly, the SRO now has the ability to accomplish his or her job in a better manner. As trainings are continued there will be stronger implementation of state laws relating to youths. In addition, the students that interact with School Resource Officers will become better law abiding citizens.

At A Glance

- ✓ Continue to provide School Resource Officer trainings at least twice a year
- ✓ Measure outcomes of these trainings in support of traffic safety

Initiative I - 1

Investigate Governor's Underage Drinking Task Group & Funding

(Primary category is DUII/Underage Drinking, but also includes enforcement, judicial system, legislation, program management, data, and public information and education)
Time Frame: Immediate (12– 18 months)

In 1996, Governor Kitzhaber created the Social Support Investment Work Group (SSIWG) to identify the social supports that assist citizens in becoming contributing members of society. Substance abuse was identified as one of several important issues adversely affecting various social problems in Oregon and a key objective became the reduction of underage drinking. From this charge was formed the Governor's Underage Drinking Task Group.

The Core Youth Advisory Group felt that it was necessary to determine the current status of the Governor's Underage Drinking Task Group at this time and obtain a professional report on its status.
Included in the report will be any concrete future plans or goals of the group, the status of its funds, the amount, how the funding is accessed and through what mechanism they operate. Since the TSD is advised on traffic safety matters by our governing body, the Oregon Traffic Safety Committee, this initiative will be fulfilled as a directive to the OTSC. Other groups that will benefit from current information on the status of the Governor's Underage Drinking Task Group will be program managers from other state agencies,

potential fundable youth programs and then, of course, the clients of those programs receiving their services.

The first objective of this initiative will obviously be to contact the Governor's Office for a request for the report. Review comments will be gleaned from those that might be affected by such a report prior to releasing the results. The report will be provided to the Oregon Traffic Safety Committee and other interested individuals. Finally, once the report is received, then those elements which are within the scope of the TSD's charge and are within available resources and time will be taken up by the TSD.

This kind of work provides good results for a wide range of people and groups. It will provide them with the knowledge of potential available resources and future plans. In addition, there will be improved coordination among programs that seek to reduce driving under the influence of intoxicants, underage drinking and related behaviors. The possibility then will exist for improved services to Oregon's youth due to the availability of resources and programs for this very important issue.

At A Glance

- ✓ Receive report on status of Governor's Underage Drinking Task Group
- ✓ Gather review comments from those affected
- ✓ Provide report to Oregon Traffic Safety Committee

Initiative I - 2

Community Intervention In Underage Alcohol Consumption

(Primary category is DUII/Underage Drinking, but also includes enforcement legislation)
Time Frame: Middle range (18 months – 4 years)

The Core Youth Advisory Group felt that a Youth Plan will not be complete without an initiative addressing the community's responsibility for intervening in underage alcohol consumption. Studies have shown that community interventions to reduce alcohol availability and increase substance abuse treatment can reduce alcohol-related fatal traffic crashes (research led by Ralph Hingson, NIAAA Director of the Division of Epidemiology and Prevention Research, April 2005 Injury Prevention, Vol. 11,pp 84-90).

Comprehensive community intervention efforts may include such things as increased enforcement of the legal drinking age and zero tolerance laws, legislation, sting operations and party dispersals, and the development of a broad base of strong stakeholders, all of which can be achieved continuously, yet with low cost and low maintenance. For this reason, the TSD continues to seek out the existence of proven strategies to address this issue.

At A Glance

- ✓ The TSD will look for proven community intervention strategies
- ✓ The TSD will look for opportunities to implement those strategies

Initiative J - 1

Bike Helmets

(Primary category is public information and education, but also includes enforcement and possibly legislation)
Time Frame: Immediate (12– 18 months)

Oregon Revised Statute 814.485 requires a person under16 years of age who is operating or riding a bicycle on a highway or premises open to the public to wear an approved helmet. According to data listed on the Bicyclist Safety page of the Oregon Traffic Safety Performance Plan, the percent of helmet use by children has increased 31.6% from 38% in 2002 to 50% in 2005. However, an important performance measure we're hoping to achieve is to increase correct bicycle helmet use to 60% from the 2004 level of 58% by December 31, 2007.

Although helmet use has fluctuated through the past few years, there is still much work to do to inform and educate people of its necessity and to enforce the existing laws surrounding helmets. At an initial meeting of the Core Group, legislation was discussed as a possibility, considering legal initiatives that would reach point of sale information dissemination and regulation.

The basic initiative proposes a targeted information and education emphasis on helmet use at the beginning of each school year and at the start of every semester after Spring Break. Teachers and parents will emphasize not only the requirements of the law but the reasons behind the law, including general bicycle safety.

Continuous, recurrent education will be occurring not only for youths, but for school faculty and School Resource Officers as well. It was suggested that there be an "enforcement" process by school administrators in the following way: after a grace period of a few weeks after the bicycle information and education campaign, students still bicycling to school without a helmet will not be permitted to continue commuting by bicycle. In this way, principals and/or teachers will act as quasi-enforcement officers (although not actually distributing citations for the offense!), and lessen the load on actual law enforcement. In addition the court system will not be over-burdened with such cases. Other ideas included an increase in bicycle rodeos and further public service announcements on helmet safety through the appropriate state agencies and insurance companies. The distribution of vouchers for low-cost, high quality helmets was also discussed.

In 2003, the bicycle helmet law was amended to include the use of helmets when skateboarding, riding a scooter or in-line skating. These additional activities are considered "off-road" sport-related activities and not within the scope of TSD's responsibility. However, as mentioned above, the consensus of the Core Group was that the issue will still be addressed through the appropriate channels.

In moving the initiative forward, there will likely be an increase in the usage of helmets by young people. This concept will also promote positive interaction between School Resource Officers and youths when education is emphasized, more so than enforcement.

At A Glance

- ✓ Schools conduct a targeted information and education campaign on safe bicycling
- ✓ Consider possible legislation on point of sale information and regulation

Initiative J - 2

Motorized Scooters

(Primary category is public information and education, but also includes enforcement and possibly legislation)
Time Frame: Immediate (12– 18 months)

The Core Youth Advisory Group identified the use of motorized scooters, pocket bikes and other forms of two-wheeled devices by youths as a rising issue. There may still be confusion for parents, riders, law enforcement and the courts on specific laws for these devices. Because the group could not elaborate sufficiently on the problem, this initiative was first designated as a "Placeholder."

In September of 2004 the TSD designed a reference guide titled "Oregon Motorized and Non-motorized Device Reference Guide." Further information will be requested to elaborate on the scope of the problem and any ideas for strategies to help correct it.

Please see the attached document to reference a description of several different devices that are on the market, including current statutes describing violations.

OREGON MOTORIZED SCOOTER POCKET BIKE GUIDE

Description	Min. Age	License	Registration	Insurance	Helmet	Passenger	Lights	Max Capable Speed	Max Allowed Speed	Ride on Sidewalk	Ride on Bike Path/Lane	Ride in crosswalk	Arrest DUII	Read Implied Consent	Oregon Vehicle Code 2004
Electric Scooter Gas Scooter	16	No	No	No	Yes Bike	No	Yes	24 Mph	15 Mph	No	Yes[1]	No	Yes	Yes	801.348 814.518 814.510 814.524 814.512 814.520
Electric – Max Power 1000 watts output Gas – Under 35.01cc's. Both cannot operate faster than 24 mph. If an electric or gas scooter exceeds either the maximum allowed speed, maximum capable speed or engine size, it is classified as a moped or motorcycle and must meet all of the requirements of that classification. [1] The use of these vehicles may be restricted by cities, counties, parks or other local jurisdictions.															
Pocket Bike Mini Motorcycle	--	--	No	--	Yes DOT	No	--	--	Cannot drive on roadways	No	No	No	Yes	Yes	814.200 814.310 814.260 814.320 814.269
Drive on Private Property Only. Cannot be operated on roads/highways or premises open to the public. These are off-road use only vehicles. These are NOT motor assisted scooters since the engine is more than 35.01 ccs and faster than 24mph. These are not considered a moped or motorcycle and do not meet federal safety standards.															
Moped	16	YES	YES	YES	Yes DOT	No	Yes	30 Mph	--	No	Only under human power	No	Yes	Yes	814.200 814.310 814.260 814.320 814.269
Operation of this is the same as a motorcycle. Engine size is limited to 35.01 to 50 ccs. Any moped equipped with a power source, *EXCEPT electric assisted bike or a motor assisted scooter* designed to travel w/no more than 3 wheels in contact with the ground, has an independent power source capable of unassisted speed not more than 30mph on level surface. It is equipped with a power drive system that functions directly or automatically only and does not require clutching or shifting by the operator after the system is engaged. Requires a driver's license (*but not a motorcycle endorsement),* registration and insurance to operate on public roadways and premises open to the public. If a moped exceeds either maximum capable speed or engine size, it would be classified as a motorcycle and then must meet all of the requirements of that classification. Tow for DWS / No insurance.															
Segway	16	NO	NO	NO	No	No	Yes	15 Mph	--	Yes	Yes	Yes	Yes	No	814.550 814.554 814.552
Can operate in bicycle lanes and paths, sidewalks and highways with speed limits of 35 mph or less, unless local laws limit uses. These are not considered a MOTOR VEHICLE. Electric personal assistive mobility device is self-balancing on two non-tandem wheels. It's designed to transport 1 person in standing position. Has an electric propulsion system with a maximum speed of 15mph. Unlike bicyclists, operators of these scooters must be at least 16 years old, and the new law creates the offense of operating such a vehicle in an unsafe manner.															
Electric Assisted Bike	16	NO	NO	NO	Yes Bike	Restricted	Yes	20 Mph	--	No	Yes	Yes	Yes	No	814.400 814.410 814.405
Treat as a bicycle per ORS 814.405 An electric assisted bicycle shall be considered a bicycle, rather than a motor vehicle, for purposes of the Oregon Vehicle Code, except when otherwise specifically provided by statute. The same rules apply to this bicycle as do a "normal" bicycle. These are considered a VEHICLE. Electric assisted bike has both fully operative pedals for human propulsion and electric motor w/power output not more than 1,000 watts. Max speed no more than 20mph on level ground.															
Bicycle	--	NO	NO	NO	Under 16	Restricted	No	--	--	Yes	Yes	Yes	Yes	No	814.400 814.410 814.405 814.600
A bicycle is considered a vehicle and the operator must obey the rules of the road. Approved lighting must be used when operating under limited visibility.															
Skateboard / Skate Scooter	--	NO	NO	NO	Under 16	No	No	--	--	Yes	Yes	Yes	Yes	No	814.600
Roller / In-line Skates	--	NO	NO	NO	Under 16	No	No	--	--	Yes	Yes	Yes	Yes	No	814.600

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**If the operator's privileges to drive are suspended or they are under 16 years of age, they cannot legally operate ANY motor vehicle on roadway or premises open to the public. A motor assisted scooter is a motor vehicle although it is not required to be registered or insured under Oregon Law.*

Initiative M - 1

How Do We Transmit Information to the Public about Child Passenger Safety and Sources for Low Income Families?

(Primary category is public information & education, but also includes Youth 0-14)
Time Frame: Immediate (12– 18 months)

Nearly 40,000 babies are born annually in the state of Oregon. Over 22% of children ages 0-5 are living in poverty. Using these estimates, approximately 8,800 convertible child safety seats are needed throughout Oregon just to meet the need of babies born into poverty alone. Additionally, about 9,000 booster seats are needed for children ages 5-6 who meet the federal guidelines for poverty.

The Intercept Research Corporation, with the assistance of the TSD, has conducted an annual survey of observed child restraint use. For the year 2005, the survey revealed that 18% of children ages 0-4 were not secured in a child safety seat while in a vehicle and 66% of children ages 5-6 were not riding in a booster seat.

The Core Youth Advisory Group discussed the evident need for disseminating ongoing widespread and consistent information about Oregon's law regarding child safety seats, including correct usage, especially among those who can't afford them. Oregon does currently have several child passenger safety information sources, including Safe Kids of Oregon, the Child Safety Seat Resource Center operated by the Alliance for Community Traffic Safety, and the Occupant Protection Program of the Transportation Safety Division to name a few. These resources are powerhouses of information on the topic and provide much information through print, radio and television media messages, along with access to corresponding websites. There are also nationally designated times of the year, such as National Child Passenger Safety Week, where even more emphasis is placed on the need for heightened use of child safety seats and booster seats. However, sometimes even the general public is unaware of where to call for help.

It was suggested that the Youth Program Manager coordinate even more closely with the Occupant Protection Manager of TSD to consider ways to increase public information and education. Current grantees may be able to provide more education or a promotion of the Child Safety Resource Center could be done by the contracted media company. With further emphasis being placed on child passenger safety, the outcome of a decrease in fatal and injury rates of children ages 0-14 will eventually be realized.

At A Glance

✓ Place more emphasis on public information and education of child passenger safety and proper usage of child safety seats and booster seats

Initiative M - 2

Children Riding Adult-Sized All Terrain Vehicles

(Primary category is Youth 0-14, but may also include public information and education, and possibly legislation and data)
Time Frame: Immediate (12 – 18 months); Middle Range (18 months – 4 years) for legislation

A greater volume of public interest has been generated in the past year or two on the use of adult-sized all terrain vehicles by children since the media has reported case after case of child injuries and fatalities from their use. Even manufacturers and the ATV Safety Institute do not recommend adult-sized ATVs for children under 16 for a variety of reasons. These include the following:

- drivers need to use body weight to shift direction on ATVs;
- children under 16 don't have the driving skills to handle a vehicle that goes up to 50 miles per hour;
- children don't have the body strength to get out from under a 500 pound ATV when it flips over on them;
- there are no safety belts to keep children on ATVs (getting thrown off is the leading mechanism of injury);
- children under 16 need constant supervision while riding ATVs.

There are state regulations for ATV use, however, they are minimal.

From 1999 to 2004, 18 children under the age of 18 have died in Oregon riding ATVs. Child Fatality Review data is available for 11 of those victims (61%). These data show that 27% of the children died on a highway or rural road and 18% died while in the emergency department of the hospital. Helmet use at the time of the crash of those that died stood at 18%, with 55% not wearing a helmet, and 27% having unknown helmet status.

While ATV use is considered "off-road" vehicle use, which would be outside the scope of the TSD's purview, it is now evident that a substantial portion of the fatalities occurring are actually on highways or public roads. In addition, there is something to say about children at such a young age experiencing all the facets of driving a vehicle "off road" prior to actual licensure and thereby gleaning habits that may be detrimental to their future driving experience.

The Core Youth Advisory Group agreed that the Youth Program Manager will partner with Safe Kids of Oregon to create an in-depth report on ATV injuries, including ages, types of injuries, where they occurred, and current laws for the state of Oregon. In addition, a partnership will be developed with the State Parks and Recreation Department to develop a public information and education campaign. The campaign will include developing point of purchase information, distributing information to retailers, and expanding educational opportunities to reach children who ride all terrain vehicles and the parents who purchase them.

If in the process of creating more public information about the dangers of children riding ATVs a statewide policy is developed, then much ground will be gained in decreased injuries and fatalities. Possibly more appropriate training and enforcement opportunities will follow.

At A Glance

- ✓ Create an in-depth report on ATV injuries and fatalities to children
- ✓ Develop a public information and education campaign on the dangers of children riding adult-sized ATVs

Form #737-3460 (4-07)
STK #330539