

ASSESSMENT

of

State of Oregon Off-Highway Vehicle Safety Program

Conducted by

TEAM OREGON Motorcycle Safety Program
Oregon State University

for

Oregon Parks and Recreation Department

Report Date: August 1, 2006

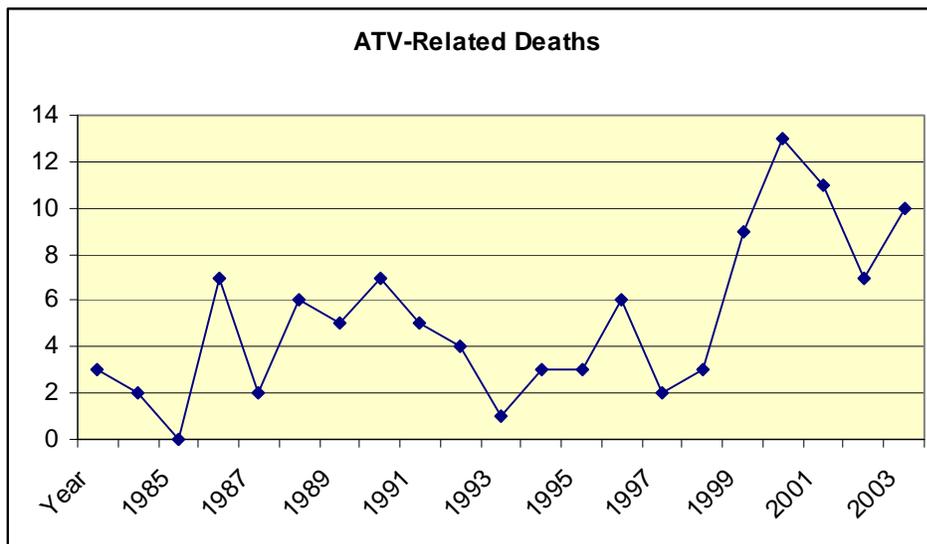
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INTRODUCTION

All-terrain vehicle (ATV) safety has been a national concern since the early 1980s when the U.S. Consumer Product Safety Commission (CPSC) began collecting annual data on ATV-related deaths and injuries throughout the United States. While CPSC data indicates that the estimated injury-risk-per-user rate has actually decreased in recent years, the raw numbers indicate higher levels of injuries and deaths among ATV users. This is, at least in part, due to the steadily increasing sales and use of ATVs by the American public. In Oregon, nearly half of ATV-related fatalities involve individuals less than 24 years of age.



OPRD, July 2005

In an effort to prescribe an accurate and effective treatment to address the off-highway vehicle (OHV) crash problem, the Oregon Parks and Recreation Department (OPRD) contracted with the TEAM OREGON Motorcycle Safety Program at Oregon State University (OSU) to conduct an assessment of the OHV safety program and determine the feasibility of implementing mandatory training for users of Class I ATVs and Class III off-highway motorcycles (OHMs).

PROJECT SCOPE AND OBJECTIVES

In determining the composition of a safety program, a comprehensive review of best practices in OHV safety, education and training is necessary in order to assess potential countermeasures. Additionally, an assessment of the training systems currently in operation will provide insight as to potential strategies for enhancing OHV safety. For evaluating the success of such a program, it is critical to have a system for accurately tracking and reporting OHV-related accidents and injuries in Oregon. The following are the objectives of this study:

OBJECTIVE 1: CONDUCT A LITERATURE REVIEW TO ASSESS THE AVAILABLE OHV SAFETY CURRICULA AND IDENTIFY CURRENT BEST PRACTICES IN OHV SAFETY

Secure and assess OHV safety programs developed by the ATV Safety Institute (ASI), other states, ATV dealers, rental companies, law enforcement agencies or private individuals. Solicit other countries for ATV safety program materials.

OBJECTIVE 2: ASSESS THE STATUS OF OREGON'S OHV CLASS I AND CLASS III SAFETY PROGRAMS

Broadcast surveys and conduct interviews as required to complete the assessment. Information to be gathered includes the number of instructors available to provide training, locations of training sites, annual enrollment and training numbers, course schedules, cost of delivery, and the structure of the student enrollment system. Stakeholders will be provided an opportunity to comment on the present system and offer recommendations for improvements. Stakeholders include OHV instructors, dealers, rental agencies, law enforcement, OPRD and the OHV user community.

OBJECTIVE 3: ASSESS THE CURRENT SYSTEM FOR COLLECTING OHV CRASH DATA

Review the appropriate agencies to assess the current system for reporting OHV injuries and fatalities. These agencies include: Oregon Parks and Recreation Department, United States Forest Service, Bureau of Land Management, law enforcement, emergency care centers and EMT services. Additionally, review the system by which the State of Oregon and CPSC gather OHV injury and fatality statistics and provide recommendations.

OBJECTIVE 4: FORM CONCLUSIONS AND RECOMMENDATIONS

Provide a written report to conclude the findings and provide recommendations on the feasibility of implementing a mandatory safety program for Class I and Class III users. The report will include recommendations for preferred program options and cost estimates.

PROJECT TEAM

The team was led by Stephen Garets, Director of the TEAM OREGON Motorcycle Safety Program at OSU. Mr. Garets has extensive experience in motorcycle safety and training program development, management and evaluation (*see Appendix 1: Biography of Stephen Garets*). Robert Reichenberg conducted the research, interviewed officials and stakeholders, and compiled the report. Mr. Reichenberg has been involved in motorcycle training on a national level for more than 25 years, and has experience in safety and training program development for on-street motorcycling, off-street motorcycling and ATVs (*see Appendix 2: Biography of Robert Reichenberg*).

The project team was assisted by Cheryl Bond and DQ Johnson. Ms. Bond created, posted and compiled on-line surveys and Ms. Johnson edited the report.

BACKGROUND

Oregon Parks and Recreation Department (OPRD)

The Oregon Parks and Recreation Department holds statutory authority for the administration of Oregon's off-highway vehicle (OHV) program, as defined in ORS 390.550-590, including:

1. Fee collection and permit issuance;
2. Planning, promoting and implementing a statewide OHV program including the acquisition, development and maintenance of all-terrain vehicle recreation areas;
3. Education and safety training for all-terrain vehicle operators;
4. Provision of first aid and police services in all-terrain vehicle recreation areas designated by the appropriate authority;
5. Paying the costs of instigating, developing or promoting new programs for all-terrain vehicle users and of advising people of possible usage areas for all-terrain vehicles;
6. Paying the costs of coordinating between all-terrain vehicle user groups and the managers of public lands;
7. Paying the costs of providing consultation and guidance to all-terrain vehicle user programs; and
8. Paying the costs of administration of the all-terrain vehicle programs, including staff support provided under ORS 390.565 as requested by the All-Terrain Vehicle Account Allocation Committee.

All-Terrain Vehicle Account Allocation Committee (ATV-AAC)

The OPRD is guided by the ATV Account Allocation Committee. The role of the ATV-AAC is defined in ORS 390.565, to include:

1. Advise the State Parks and Recreation Department on the allocation of moneys in the All-Terrain Vehicle Account established by ORS 390.555;
2. Recommend, to managers of publicly and privately owned lands, trails and areas that may not be used by any Class II all-terrain vehicle that has not been issued an operating permit under ORS 390.580; and
3. Advise the department on candidates for appointment to the committee.
4. The department shall provide staff support for the committee and shall provide for expansion of programs for all-terrain vehicle users.

The committee consists of seven voting members and four non-voting members. Two voting members from each OHV class and one voting member-at-large are appointed to four-year terms. The non-voting members include one each from the U.S. Forest Service, the U.S. Bureau of Land Management, OPRD, and a snowmobile user organization.

ATV Account Funding

ORS 390.555 defines the funding sources for the ATV Account:

1. Portion of fuel tax revenues transferred from Oregon Department of Transportation used to support highway construction and maintenance (ORS 802.125).
2. Fees collected by OPRD for issuance of operating permits (ORS 390.580-590).
3. Fees collected by OPRD from participants in the Class I and Class III all-terrain vehicle safety education courses (ORS 390.570 and 390.575).

Class I ATV Definition

ORS 801.190 defines a Class I ATV as “a motorized, off-highway recreational vehicle 50 inches or less in width with a dry weight of 800 pounds or less that travels on three or more low pressure tires, has a saddle or seat for the operator, and is designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, swampland or other natural terrain.”

Class II ATV Definition

ORS 801.193 defines a Class II ATV as “any motor vehicle that (1) weighs more than a Class I ATV (800 pounds) and less than 8,000 pounds; (2) is designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, swampland or other natural terrain; and (3) is actually being operated off a highway.”

Class III ATV Definition

ORS 801.194 defines a Class III ATV as “an off-highway motorcycle with a dry weight of 600 pounds or less that travels on two tires.”

Note: Class III ATVs (“dirt bikes”) may or may not have been manufactured or equipped for highway use. To legally operate a dirt bike or similar vehicle on the public roads of Oregon, the vehicle must meet Federal highway safety and equipment requirements, Federal EPA requirements, and insurance requirements.

OHV Titling and Registration

The Oregon Driver and Motor Vehicles Division (DMV) does not issue any permits or other type of registration for all-terrain vehicles or other vehicles not manufactured for use on public roads. They offer optional vehicle titling.

Class I and Class III ATV Operator Permits

Oregon currently has two training courses approved to provide the necessary training and information to receive an ATV Operator Permit. The ATV Operator Permit is required for all motorcycle (Class III) operators who are between age 7 and 17 years or anyone who does not possess a driver's license. The ATV Operator Permit may be required and is strongly advised for all quad and motorcycle operators, regardless of age or experience. ORS 390.570 (Class I) and ORS 390.575 (Class III) establish the ATV operator permits, issuance, safety education courses, rules, and fees.

Approved Training

All OHV training courses and information are provided by the ATV Safety Institute (ASI) and the Motorcycle Safety Foundation DirtBike School (MSF/DBS).

OHV Safety Training Subsidy

The OPRD provides a \$45 training subsidy for participants between the ages of 6 and 15 who take an ASI or MSF/DBS course. OPRD reports that in 2005, 123 ATV and 29 DBS subsidies were redeemed.

EXECUTIVE SUMMARY

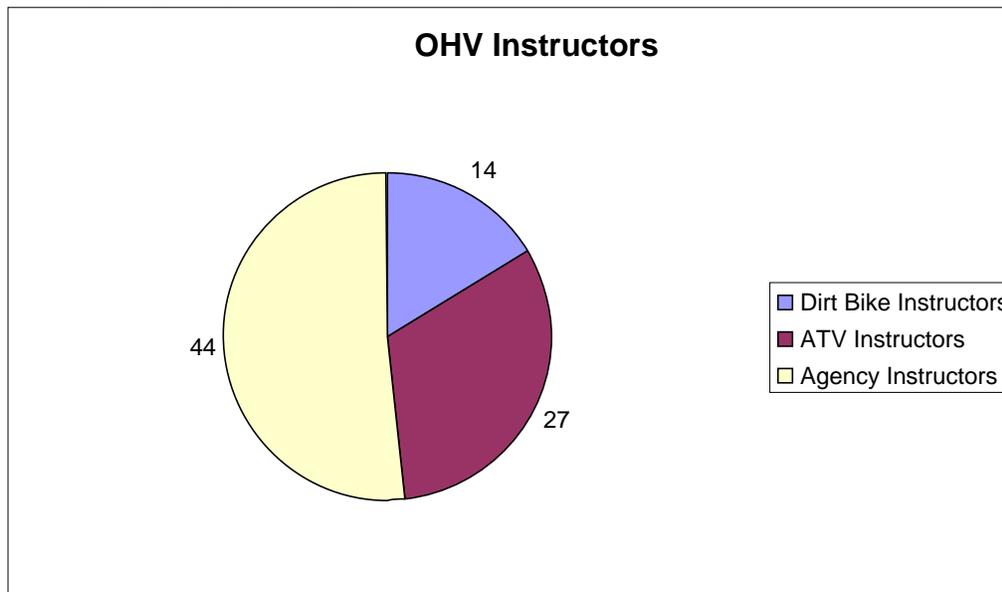
MANDATORY TRAINING

The Team was tasked to assess the status of Oregon’s OHV safety program and form recommendations on mandatory training for Class I and Class III ATVs. Currently the ATV Safety Institute (ASI) offers free training to anyone who purchases a new ATV that meets the following age/size requirements:

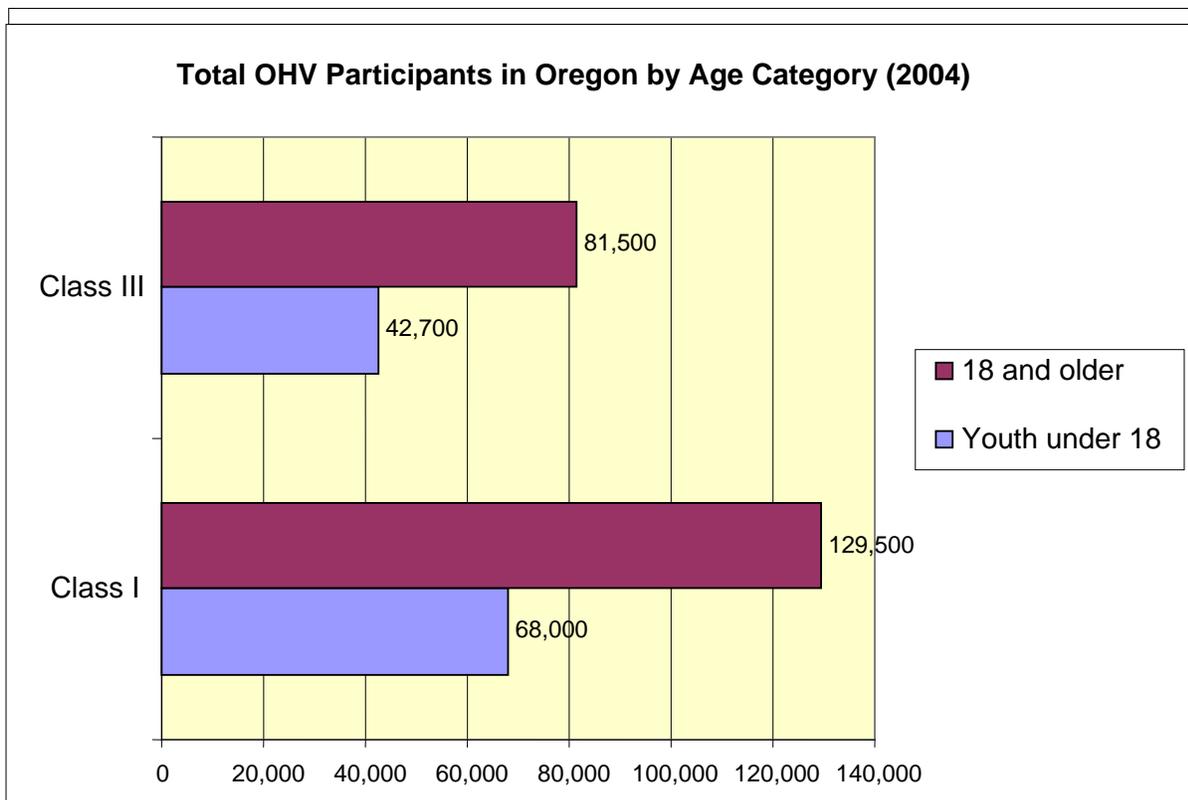
- Age 6-12 70 cc or less
- Age 12-16 70-90 cc
- Older than 16 Over 90 cc

ASI is funded by the US distributors of Alpha Sports, Arctic Cat, Bombardier, Bush Hog, Honda, John Deere, Kawasaki, Suzuki, and Yamaha. All of these distributors support the free training described above. This training has been in place since April 1988, when the U.S. Consumer Product Safety Commission (CPSC) Consent Decree was ratified.

In spite of the industry’s effort to provide safety training, the results have been poor, with only 14 dirt bike instructors and 27 ATV instructors to serve the needs of Oregon’s Class I and Class III riding population. Forty-four agency instructors provide in-house training only for public agencies.



The resulting training mirrors the scope of services provided. ASI reports that 1,833 Class I operators were trained in Oregon in 2005. Compounding the relatively small training figures is a 57% no-show rate (2005), meaning that for every 100 students enrolled, 57 actually receive training.



Source: 2004 Oregon Statewide Trail User Survey conducted by the University of Oregon

According to the OPRD, there are 197,500 Class I users and 124,200 Class III users, with 110,700 users under age 18 in Oregon. If a mandatory hands-on training program were to be established for even a portion of that population, it would instantly swamp the training program. The current ASI/DBS training system is incapable of handling even a fraction of that number. Even the Minnesota Department of Natural Resources (MDNR) program, which we see as a benchmark program, was able to train a total of only 2,250 students in 2005 with 663 volunteer instructors. That is 622 more instructors than are available in Oregon.

Oregon lacks the training infrastructure to support such an ambitious effort. The ASI program has been in place for more than 18 years and yet claims only 70 certified instructors in Oregon. The national student registration system reports an enrollment/training rate of 57%, and that's with distributor incentives. Instructors report a total of 18 training locations statewide, and many complain that those locations are not near population centers. This training infrastructure could not begin to support the training requirements of a mandatory hands-on program.

We estimate that a system to provide hands-on training for 110,000 users under age 18 would take seven to ten years to establish and cost an estimated \$10 million, not including the cost of land purchases and site improvements. Even with such an investment, it is doubtful that even a small percentage of the mandatory training population would participate. Lack of participation and support would destroy the intended benefit.

Based on current training activity (1,833 students trained in 2005), it would take approximately 38 years to meet the conditions of a mandatory hands-on-training program for Class I and III users under 18 years of age.

Therefore, the project team does not support any recommendation for mandatory hands-on training, although programs such as ASI/DBS should be considered in prescribing rules for programs meeting minimum standards.

If OPRD is to pursue an initiative to require Class I and III training, we propose that the program focus on cognitive skills, understanding hazards posed by varied terrain, and operator accountability. We believe that this will have the most positive effect on rider safety.

The program model that has the most promise for meeting the needs of OHV training in Oregon is that used by the Oregon State Marine Board. The benefits include:

- A stakeholder steering committee including law enforcement, dealers, training providers and boaters helped develop the program. This created and maintains strong support for the program.
- Mandatory training for all with a phased multi-year rollout to accommodate the large population.
- Multiple options for meeting training requirements.
- Easy accessibility to users (on-line training).
- Reasonable fee (\$10) and low cost of administration and delivery.
- Accommodation for non-resident boaters and rental agencies.

RECOMMENDATIONS

We strongly recommend that OPRD develop an on-line training program based on the structure utilized by the Oregon State Marine Board. The training materials should be based on the components and presentation techniques incorporated in the Minnesota interactive CD (*see Appendix 6, on file with OPRD*).

PROPOSED CLASS I AND CLASS III MANDATORY SAFETY PROGRAM

1. Pass legislation and secure funding to implement the following mandatory training program and prohibit Class I use on public lands by operators under age 7:
 - 2007-2008 - develop training program
 - 2009 - mandatory training age 7-12
 - March - August, 2009 - grandfather age 18 and older for those who apply
 - 2010 - mandatory training age 13-20
 - 2011 - mandatory training age 21-30
 - 2012 - mandatory training age 31-40
 - 2013 - mandatory training age 41-50
 - 2014 - mandatory training age 51-60
 - 2015 - mandatory training age 61 and older

2. Cost estimate for developing safety program infrastructure:
 - Research and curriculum development
 - Website interface
 - CD/DVD materials
 - Printed materials
 - Administrative issues
 - Collaborate with stakeholders and OPRD
 - \$120,000 - \$200,000 development costs over 12 months depending on scope
3. Effect of legislation on dealerships and rental agencies:
 - Rental agencies must provide safety briefing
 - Out-of-state residents granted 30-day exemption
4. OPRD staffing:
 - 1.0 FTE Program Manager
 - 1.0 - 1.5 FTE Program Support
5. Stakeholder Advisory Committee (SAC) direction and support
6. Development of program standards:
 - Curricula
 - Program providers
 - Fee structure
 - Age requirements
 - Out-of-state users requirements
 - Rental agencies requirements
 - Certificate requirements (issuance protocol and evidence of completion)
7. Development of on-line training resource similar to that used by the Minnesota Department of Natural Resources:
 - Development of testing instruments
 - Development of training resources (CD/DVD, written materials)
8. Development of public information and education campaign and materials
9. Foster and promote law enforcement support

The goal of any mandatory training program is to affect the greatest number of individuals in the most positive manner. We believe this model not only has the capacity to deliver training to the greatest number of OHV participants, but has the capability of having the most positive effect on OHV accidents and injuries. Our combined experience, and the survey information gathered, confirms that the most serious problem in OHV safety is not the lack of basic skills on the part of the operators - the primary problems stem from the lack of accountability and poor decision-making.

ACCIDENT/INJURY REPORTING AND BASELINE DATA

In establishing an OHV safety program and evaluating the success of such a program, it is critical to have a system for accurately tracking and reporting OHV-related accidents and injuries in Oregon. The program must have baseline data in order to determine performance measures for program effectiveness.

The primary problem is that there is no uniform crash data system in Oregon. Agencies that do collect OHV data don't share it with other agencies and crash reporting forms lack fields to track OHV exposure in crashes. The CPSC's fatality records are very accurate, but their injury calculations cannot be extrapolated to reflect ATV-related injuries in Oregon. However, they do give a reasonably accurate picture of the nationwide trend pertaining to ATV-related injuries. Contacts with the Oregon Department of Human Services, Division of Health Services, have indicated that there is potential for a cooperative effort with OPRD to improve data collection. Lisa Millet, Injury Prevention and Epidemiology Section Manager at the Department of Human Services, has offered to meet to discuss how public health injury surveillance could support OPRD's efforts.

The team strongly recommends that OPRD collaborate with the Department of Human Services, Division of Health Services, to identify how public health injury surveillance can support OHV crash and injury reporting. It is recommended that CPSC fatality records for Oregon be kept and analyzed.

The team recommends that OPRD collaborate with a law enforcement agency responsible for an OHV area to establish baseline crash data protocol.

1. Conduct a study to identify best practices in OHV crash data collection, analysis and reporting.
2. Apply the best practices model to a selected riding area and study findings over a period of 12-24 months.
3. Analyze the findings and apply necessary adjustments to the protocol.
4. Target other agencies and enroll them in the application of the protocol.

The goal of these initiatives is to establish a reliable reporting system for OHV accidents, injuries and fatalities in Oregon. This will develop baseline data for measuring safety program effectiveness and help in determining the direction of future safety, awareness and enforcement efforts.

As OPRD moves toward establishing mandatory OHV training in Oregon, it is the project team's belief that several essential steps must be taken to ensure success, including: garnering stakeholder support, providing effective and easy-to-find public information, adequate law enforcement, and reliable and complete OHV accident/injury reporting and data collection.

OBJECTIVE 1: CONDUCT A LITERATURE REVIEW TO ASSESS THE AVAILABLE OHV SAFETY CURRICULA AND IDENTIFY CURRENT BEST PRACTICES IN OHV SAFETY

Secure and assess OHV safety programs developed by the ATV Safety Institute (ASI), other states, ATV dealers, rental companies, law enforcement agencies or private individuals. Solicit other countries for ATV safety program materials.

An Internet search and review was conducted in January 2006 to discover safety curricula that are currently in use for OHV training. Follow-up calls were conducted to determine the details of promising programs. Copies of the ATV Safety Institute and Motorcycle Safety Foundation DirtBike School curricula were requested for review by the team.

SAMPLING PROCEDURES

An initial Internet search for ATV/OHV training programs was further narrowed by eliminating those programs that use the ASI or MSF curricula without modification. Those programs that offer “other” types of training were further surveyed to determine what best practices might be useful to OPRD in developing a program for Oregon. The list of promising programs was followed up with phone and e-mail interviews to determine the details of the programs.

The original list of 248 contacts produced four state programs that were of interest. Additionally, the Canada Safety Council provided an informational/training CD. The Education/Information Program Manager of the Oregon State Marine Board was interviewed for details of the Oregon Boater Education Program, which the team recommends as an example of best practices in safety training.

INTERNET SURVEY RESULTS

ATV Safety Institute

The ASI hands-on ATV training program is available nationwide, and offers free training to the purchasers of new ATVs. The program takes about five hours to complete. The program is notable for the high rate of cancelled class registrations and no-shows. ASI claims a total of 1,833 students completed training in Oregon in 2005. *(See Appendix 3: ATV RiderCourse Instructor Guide (Sixth Edition), Flip Cards, Handbook, Range Cards, Tips and Practice Guide, Parents, Youngsters and ATVs - ATV Safety Institute. These materials are on file with OPRD.)*

MSF DirtBike School

The MSF/DBS hands-on training is available nationwide, but is offered at very few locations. The program takes about five hours to complete. MSF claims a total of 97 students were trained in Oregon in 2005. *(See Appendix 4: The MSF DirtBike School*

Coach Guide (Dec. 1999), Flip Cards, Range Cards - Motorcycle Safety Foundation. These materials are on file with OPRD.)

Maine

Requires a six-hour classroom training program for youths age 10-16. They must attend the program with a parent or guardian. The ASI hands-on training is accepted in lieu of the classroom program. Non-resident OHV operators must have a Maine completion card or equivalent. *(See Appendix 5: ATV Student Safety Manual and program materials - Maine Department of Inland Fisheries and Wildlife. These materials are on file with OPRD.)*

Minnesota

Requires a home-study program and hands-on training for youths age 10-16. As of January 1, 2006, Minnesota began a phased program that requires training for anyone born after July 1, 1987. The home-study program incorporates a unique, interactive CD that the team recommends as an example of best practices in OHV training. Minnesota is also the only state to have developed its own hands-on training program. *(See Appendix 6: Minnesota ATV Safety Training CD, Volunteer Instructor Procedures Manual, and materials - Minnesota Department of Natural Resources, Division of Enforcement. These materials are on file with OPRD.)*

Utah

Requires a home-study program and hands-on training for youths age 8-16. The home-study program incorporates a student handbook and a written test. The hands-on training is the ASI program as adapted by Utah. The OHM training program uses the ASI materials as the basis for motorcycle training. Non-residents under age 16 receive a 30-day temporary certificate upon completion of the home-study program. *(See Appendix 7: Utah Off-Highway Vehicle Student Safety Manual and materials - Utah Division of Parks and Recreation. These materials are on file with OPRD.)*

Wisconsin

Requires a six-hour safety certification course for all ATV operators who are at least age 12 and who were born after January 1, 1988. The phased program will eventually cover all ATV operators. Out-of-state residents must meet Wisconsin requirements. *(Wisconsin will honor other states' safety course completion cards, but will not accept an ASI completion card.)* The Wisconsin Department of Natural Resources receives strong support from the state ATV Association and an ATV Advisory Council. *(See Appendix 8: Smart Riding: Arctic Cat ATV Rider Safety - Wisconsin Department of Natural Resources. These materials are on file with OPRD.)*

Canada Safety Council

The Canada Safety Council has an agreement with ASI, and training is available in most provinces. Of particular interest is the "How To Ride Like A Pro" CD that was distributed to promote ATV safety. *(See Appendix 9. This CD is on file with OPRD.)*

Oregon State Marine Board

Requires that boaters age 50 and younger must now carry a Boater Education Card when operating power-boats (including personal watercraft or any motorized watercraft)

greater than 10 hp. The mandatory training is being phased in over a seven-year period and will cover all Oregon boaters at the end of 2009. Multiple options are available to fulfill the training requirement including classroom courses, an Internet course and a correspondence program. Experienced boaters may take a proctored equivalency exam to fulfill the requirement. The program is currently in its fourth year of implementation and approximately 125,000 Boater Education Cards have been issued.

ATV SAFETY INSTITUTE

Contact: Tom Yager
Vice President, ASI
2 Jenner Street, Suite 150
Irvine, CA 92618
949-727-3227
<http://www.atvsafety.org/>

Description

The ATV Safety Institute (ASI) is a not-for-profit division of the Specialty Vehicle Institute of America (SVIA). ASI was formed in 1989 to provide nationwide ATV training in response to a consent decree between the Consumer Product Safety Commission (CPSC) and the major ATV manufacturers. Both organizations are financed by the ATV manufacturers AlphaSports, Arctic Cat, Bombardier, Bush Hog, Honda, John Deere, Kawasaki, Suzuki, and Yamaha.

Instructors

According to ASI Vice President Tom Yager, there are currently 70 ASI-certified instructors in Oregon. Of those, 26 are listed as part-time employees of ASI and are able to offer training to the general public. The remainder are employees of agencies such as the U.S. Forest Service, Bureau of Land Management or the U.S. military, and do not train outside their own organizations.

Funding

Funding is provided by the ASI/SVIA; both organizations are financed by ATV manufacturers.

Student Fees

Free training is offered to those who purchase new ATVs. The number of individuals who are allowed free training with the purchase varies depending on the manufacturer and whether or not the ATV was purchased for commercial use. Most manufacturers offer student incentives to encourage course attendance.

For those who already own ATVs or purchase used units, the course tuition is \$125 for individuals age 16 and older and \$75 for those under age 16.

Class Size

For students age 16 and older, the maximum class size is eight students.

For students age 12-15, the maximum class size is six students.

For students age 6-11, the maximum class size is four students. (Students age 6-11 are not allowed in classes with students over age 11.)

Training Requirements

ASI strictly abides by the CPSC size/age recommendations for ATVs. Students age 12-15 must provide their own 90 cc or smaller ATV. Students age 6-11 must bring their

own 70 cc or smaller machine. ASI will not provide training for those less than 6 years of age.

Training Components

The ASI program consists of 16 lessons that take a total of about five hours to complete. The lessons are all presented in the riding area and are supplemented with 11 illustrations on flip cards that are used to stimulate discussion on safety and environmental topics. Students also receive a Student Handbook with supplemental information.

The individual lessons are:

1. Introduction to the ATV RiderCourse	15 minutes
2. Range Signals, Rules and Warm-up Exercises	10 minutes
3. Controls/Starting the Engine	10 minutes
4. Starting Out, Shifting Gears, and Braking	15 minutes
5. Turning	15 minutes
6. Riding Strategies	20 minutes
7. Riding Circles & Figure Eight	15 minutes
8. Quicker Turns	10 minutes
9. Sharp Turns	15 minutes
10. Emergency Stops/Swerve	20 minutes
11. Quick Stops in a Turn	15 minutes
12. Riding Over Obstacles	10 minutes
13. Safe and Responsible Riding Practices	20 minutes
14. U-Turns/Traversing Hills	15 minutes
15. Circuit or Trail Ride	15 minutes
16. Wrap-up and Review	5 minutes

Students Trained

For 2005, ASI claims 1,833 students completed training in Oregon; approximately 155 of these were under age 16.

Based on the information collected from the respondents to the Instructor Survey, the team could only verify that approximately 161 students were trained by five of the instructors (19 % of the instructors able to train the general public). We have no information to account for this discrepancy in the claimed training numbers.

Program Strengths

- The instructional materials have the potential to provide good development of basic riding skills.
- The flip cards are well designed and support the development of riding strategies and hazard awareness through instructor-led discussions.
- The program is available nationally and is established in Oregon.
- A centralized, national course registration system is in place.

Program Weaknesses

- Actual riding time for the students to practice and apply basic skills is limited by the structure of the lessons. For example, 15 minutes are allowed for Lesson 4 - Starting Out, Shifting Gears, and Braking. This is the first time the students actually ride their ATVs in this program. In this 15-minute exercise the instructor is required to:
 1. Read the exercise objective
 2. Read the evaluation points
 3. Give the students a static demonstration of the shifting procedure, turning posture and braking procedure
 4. Read the exercise directions
 5. Ride a demonstration of the exercise
 6. Evaluate all the riders as they practice upper body lean (engines off)
 - 7. Conduct the exercise (students ride)**
 8. Ask summary and debrief questions
 9. Complete an individual performance evaluation for each student
- The materials are unclear on how to handle emergency procedures (for example, if the ATV stalls on a hill).
- The materials do not address how to handle trail and road crossings.
- Hand signals for group riding are not discussed or presented.
- Responses to the Instructor Survey report:
 - The instructors feel a lack of support and assistance from ASI.
 - The national registration system is impersonal and lacks interaction between customer and providers.
 - There are high rates of cancelled registrations and no-shows.
 - With the few course offerings, students in more rural communities may not have access to training within a reasonable distance from their homes.

MSF DIRTBIKE SCHOOL

Contact: Patti Higgins
 DirtBike School Operations Administrator
 2 Jenner Street, Suite 150
 Irvine, CA 92618
 949-727-3227 Ext. 3079
<http://www.dirtbikeschool.com/>

Description

The DirtBike School (DBS) is sponsored by the Motorcycle Safety Foundation (MSF), a trade organization that is sponsored by the motorcycle distributors.

Instructors

According to ATV Safety Institute Vice President Tom Yager, there are currently 14 DBS-certified instructors in Oregon. (The MSF's response to the project team's e-mails and phone calls did not include the requested information.) *(See Appendix 10: E-mail from MSF/DBS to Bob Reichenberg, on file with OPRD)*

Student Fees

The course tuition is \$125 for individuals age 16 and older and \$75 for those under age 16.

Class Size

For students age 16 and older, the maximum class size is eight students.

For students age 12-15, the maximum class size is six students.

For students age 6-11, the maximum class size is four students. (Students age 6-11 are not allowed in classes with students over age 11.)

Training Program/Components

The DBS program consists of 19 lessons that take a total of about five hours to complete. The lessons are all presented in the riding area and are supplemented with 8 illustrations on flip cards that are used to stimulate discussion on safety and environmental topics.

The individual lessons are:

- | | |
|---|------------|
| 1. Class Welcome/Introduction | 20 minutes |
| 2. Range Signals, Rules and Warm-up Exercises | 10 minutes |
| 3. Controls | 10 minutes |
| 4. Engine Start/Stop | 5 minutes |
| 5. Moving the Motorcycle | 20 minutes |
| 6. Starting/Stopping Drill | 15 minutes |
| 7. Riding Posture | 15 minutes |
| 8. Shifting | 15 minutes |
| 9. Lower Body Control | 15 minutes |
| 10. Turning | 20 minutes |
| 11. Riding Management | 15 minutes |

12. Turning and Gap Selection	20 minutes
13. Counterbalancing	15 minutes
14. Riding Over Obstacles	10 minutes
15. U-Turns	15 minutes
16. K-Turn	15 minutes
17. Traversing Hills	15 minutes
18. Riding Responsibly	10 minutes
19. Post-Ride Check/Dismissal	10 minutes

Students Trained

For 2005, ASI Vice President Tom Yager claims 97 students completed training in Oregon; all of these were under age 16.

Based on the information collected from the respondents to the Instructor Survey, the project team could verify that approximately 108 students were trained by 6 of the instructors. OPRD records show that DBS was reimbursed for training 29 students under age 16. We have no information to account for this discrepancy in the claimed training numbers.

Program Strengths

- The instructional materials have the potential to provide good development of basic riding skills.
- The flip cards are well designed and support the development of riding strategies and hazard awareness through instructor-led discussions.
- The program is available nationally and is established in Oregon.
- A centralized, national course registration system is in place.

Program Weaknesses

- There is no prioritizing or weighting of critical skills vs. convenience skills in the program.
- Not enough time is provided for developing and reinforcing mental strategies.
- There is no student handbook for the program.
- Very little material is provided to guide instructors in presenting the program.
- Although the program is available nationally, very few classes are conducted.
- The national registration system is impersonal and lacks interaction between customer and providers.
- There are high rates of cancelled registrations and no-shows.
- With the few course offerings, students in more rural communities may not have access to training within a reasonable distance from their homes.

MAINE DEPARTMENT OF INLAND FISHERIES AND WILDLIFE

Contact: Michael Sawyer
Recreational Safety and Vehicle Coordinator
Maine Department of Inland Fisheries and Wildlife
Recreational Safety Division
284 State Street
41 State House Station
Augusta, Maine 04333
207-287-5220
<http://www.state.me.us/ifw/>

Description

A mandatory OHV education program is administered by the Maine Department of Inland Fisheries and Wildlife. The program is six hours, classroom only.

Program Development (ATV/OHM)

The program has been in place since 1987, starting very slowly, then growing as ATV use increased. Cost to develop the program is unknown.

Program Staff (ATV/OHM)

Eleven Regional Training Coordinators charge 17% of their time to the program. Coordinator Michael Sawyer charges 10% of his time to the program. Two clerical positions charge 15% of their time to the program. Total of 2.27 FTE charged to the ATV program.

Instructors (ATV/OHM)

Currently Maine has 199 ATV instructors.

Funding

The ATV/OHM Program budget for 2005 was \$61,721 (\$47,000-personnel expenses, \$14,721-travel, materials, etc.). The Recreational Safety office is also responsible for maintaining the state ATV accident and injury database.

Per-Student Cost to Deliver the Program

Per-Student Cost: \$37.65. Many classes are free. Providers may charge a \$5 fee.

Helmet Requirement

Helmets are required for all ATV/OHM riders or passengers under age 18.

Training Requirements (ATV/OHM)

A person over age 10 and under age 16 must successfully complete a training program approved by the Department prior to operating an ATV on public lands. They must attend the training program with their parent or guardian. Individuals under age 10 may not operate an ATV on public lands.

Training Programs (ATV/OHM)

Individuals age 10-16 must complete the six-hour classroom training and pass the final exam. There is no fee for the program. OHMs are treated as ATVs in Maine; OHM operators must meet the same requirements and are required to take the same class.

The ASI course is accepted in lieu of the classroom program.

ATV operators from out-of-state must have a Maine completion card or equivalent. (By statute, the training must include: Instruction on safe operation, laws pertaining to ATVs, effects on the environment, courtesy to landowners and others.)

Training Components (ATV/OHM)

All students receive the Outdoor Empire Publishing ATV Student Safety Manual. The six-hour classroom program covers:

- Proper Operation and Safety
(Riding Skill-Equipment-Maintenance) 120 minutes
- Laws 30 minutes
- Emergencies & Survival 40 minutes
- Map & Compass 60 minutes
- Self-Help First Aid 20 minutes
- Environmental/Landowner/Ethics 90 minutes

Students Trained (ATV/OHM)

In 2005, 1,639 students were trained in 134 courses. In 2004, 1,682 students were trained in 132 courses.

Program Strengths

- Good support from volunteer instructors - keeps delivery costs low.
- The program accepts ASI training in lieu of the classroom program.

Program Weaknesses

- Low numbers trained.
- Lack of in-depth training in hazard awareness, cognitive skills and operator accountability.

MINNESOTA DEPARTMENT OF NATURAL RESOURCES

Contact: Capt. Mike Hammer
Education Program Coordinator
Minnesota Department of Natural Resources
Division of Enforcement-Camp Ripley-Nelson Hall
15011 Hwy 115
Little Falls, MN 56345
800-366-8917 Ext. 2504
<http://www.dnr.state.mn.us/index.html>

Description

A mandatory OHV education program was developed and is administered by the Minnesota Department of Natural Resources (MDNR). The program incorporates both a home-study and a hands-on requirement for riders age 10-16. Effective January 1, 2006, anyone who was born after July 1, 1987 and who wishes to operate an OHV must have an OHV safety certificate

Program Development (ATV/OHM)

The ATV program was developed in-house and took approximately one year to complete. The development team included seven in-house staff with extensive input from stakeholder groups. According to Major Jeff Thielen, Operations Support Manager (previously Education Program Coordinator), the course content was primarily built to address Minnesota's ATV accident data.

"We weren't interested in teaching people how to make repairs or pick out clothing," said Thielen. "We wanted to address the ATV accidents." He said he really couldn't estimate how much staff time was involved. "I don't really think I want to know," he laughed. "There was a lot of staff time."

The current Education Program Coordinator, Captain Mike Hammer, advised the team that Minnesota (due to legislation passed in 2005) is in the process of developing a CD to replace the current OHM home-study program. As a basis of comparison for development costs, Captain Hammer has contracted a retired MDNR employee (who worked on the ATV program development) to develop the OHM CD. This is a six-month contract at a cost of \$23,000. The ATV program is the template for the OHM CD.

Program Staff (ATV/OHM)

Six office staff and six Regional Training Officers devote about 20% of their time to the ATV/OHM Programs. (2.24 FTE)

Instructors (ATV)

There are currently 663 volunteer instructors in the ATV program. About 50 to 100 new instructors are trained each year. Instructors are recruited from OHV club membership. (There are no OHM instructors, as the OHM course is a home-study program.)

Per-Student Cost to Deliver the Program

Between 04/16/05 and 04/16/06, MDNR trained 2,247 students at a cost of \$16,949 for student, class and instructor materials. Per-student cost of the course to MDNR was approximately \$7.55.

Funding (ATV/OHM)

Training materials and instructor training etc. are provided by the MDNR budget. The volunteer instructors collect (and keep) a \$15 fee from each ATV student.

Helmet Requirement

Helmets are required for all ATV/OHM riders on public property.

Training Requirements (ATV)

- Under age 10: Individuals under age 10 are forbidden to ride ATVs on public land in Minnesota.
- Age 10 and 11: Legislation effective 01/01/06 allows individuals age 10 and 11 to ride ATVs on public land only if accompanied by a parent or legal guardian.
- Age 12 through 15: Individuals age 12 through 15 must have an ATV Safety Certificate.
- Age 16 and older: Effective 01/01/06, anyone who operates an ATV and is born after July 1, 1987 must have an ATV Safety Certificate.

Training Program (ATV) - (required only for Minnesota residents)

- Age 12 through 15: Must complete the ATV Home-Study CD and achieve 100% on all quizzes. Score sheets must be presented to the instructor at the ATV Safety Training class. Must successfully complete the approximately six hours of hands-on training to receive a certificate. The fee is \$15.
- Age 16 and older: Must complete the ATV CD Training Course before operating an ATV. The required passing score on all quizzes for this group is 92%. The fee is \$15.

Training Components (ATV)

The Independent Study program (part 1) incorporates nine separate sections with eight quizzes. The training CD includes situational videos, interactive pointers and close-ups along with expanded views of hazard situations:

1. Mechanical and Safety Features of ATVs
2. Operating Your ATV
3. Rider Responsibility
4. Rider Skills and Knowledge
5. Safety Considerations
6. Environmental Awareness
7. Handling Emergencies
8. Classroom and Field (part 2 overview)
9. Advanced Topics (additional riding information - not tested)

The hands-on portion (part 2) of the program is approximately six hours. The first part is a classroom session that reviews:

- ATV regulations and age requirements
- Legal riding areas
- Environmental considerations
- Potential riding hazards
- Accident scenarios

The classroom session concludes with a 50-question knowledge test.

The second part is a field training session that includes:

- Ensuring that students meet the size requirements for their ATV.
- Reviewing rules of the road, demonstrating hand signals, and demonstrating body position and leaning for turns and slopes.
- Walking the students through pre-ride and pre-start checks.
- Explaining and demonstrating the three “riding skills stations” to the students. The skills stations are designed to introduce the students to basic riding skills as well as reinforcing the use of hand signals to communicate their intentions.
 - Station 1: Straight line riding, braking, road crossings, and a serpentine (turning).
 - Station 2: Crossing ground obstacles, both forward and in reverse.
 - Station 3: Climbing and descending hills, sidehilling, tight circles, backing up, road crossings.

Students Trained (ATV)

In 2005, about 2,250 students were trained in Minnesota

Training Requirements (OHM)

- Under age 16: Must have an OHM Safety Certificate.
- Minimum Age Limit: There is no minimum age limit for individuals who ride Off-Highway Motorcycles on public land, as long as they have a Safety Certificate.

Training Program/Components (OHM) - (required only for Minnesota residents)

Prior to July 1, 2006, the Off-Highway Motorcycle (OHM) Certification was a home-study course only, with a workbook and a written test, with a \$5 fee. The new CD-based program went into effect on July 1, 2006.

Students Trained (OHM)

About 1,000 students completed the OHM home-study course in 2005.

Program Strengths

- Exceptional support from volunteer instructors. The Minnesota OHV community is strongly supportive of the program.
- Development of an innovative and cost-effective training CD specifically targeting the causes of OHV accidents in Minnesota.
- Home-study program that employs the training CD and requires high scores to pass quizzes.
- A hands-on training program that addresses rules of the road, hand signals, and traffic at intersections, as well as basic riding skills.

Program Weaknesses

- Very low training numbers despite a high level of participation by volunteer instructors.

Enforcement Support (ATV/OHM)

The ATV and OHM programs are housed in the enforcement division of the MDNR.

Notes

Mike Hammer affirmed that he is willing to share Minnesota's program materials with OPRD as a basis for an Oregon program. He noted that the Minnesota DNR had just donated 3,000 training CDs (the word safety was misspelled on the labels) to 4-H for use in their national safety program.

UTAH DIVISION OF PARKS AND RECREATION

Contact: Ann Evans
OHV Education Specialist
Utah Division of Parks and Recreation
1594 West North Temple, Suite 116
Box 146001
Salt Lake City, UT 84114
801-538-7429
<http://www.stateparks.utah.gov/ohv/default.htm>

Description

A mandatory OHV education program is administered by the Utah Division of Parks and Recreation (UDPR). The program incorporates both a home-study and a hands-on component.

Program Development (ATV/OHM)

The ATV program was developed in the late 1980s. Utah Division of Parks and Recreation chose to adapt the ASI training program to Utah needs by adding a home-study component to the ASI hands-on training. UDPR chose to use the OHV riders handbook developed by Outdoor Empire Publishing as the basis for the home-study component.

The OHM program was developed at the same time as the ATV program, using the same home-study component. Utah does not use the MSF/DBS program, instead choosing to use the exercises in the ASI range cards for the OHM hands-on training.

Program Staff (ATV/OHM)

A full-time coordinator, one part-time seasonal office assistant (15 hrs/week, May-September), one seasonal instructor (May-September). Additionally, three full-time office staff devote about 75% of their time to the OHV program, for a total of approximately 4.0 FTE.

Instructors (ATV)

There are 98 ATV instructors.

Instructors (OHM)

There are 54 OHM instructors.

Per-Student Cost to Deliver the Program

A total of 4,660 students completed the Utah OHV training in 2005 (3,741 ATV and 919 OHM). Based on a total program budget of \$223,300 and the \$10 fee collected per student for training, cost was about \$58 per student.

Funding (ATV/OHM)

The Department receives \$10 from each OHV registration and charges each student \$10 for the training program.

Helmet Requirement

All riders under age 18 are required to wear helmets when riding on public land.

Training Requirements (ATV/OHM)

No one under age 8 may operate an OHV on public roads, trails, or lands. Drivers age 8 through 15 must possess an OHV education certificate issued by the Utah Division of Parks and Recreation. Drivers age 16 and older must possess a valid driver's license or an OHV education certificate.

Non-residents under age 16 must also possess an OHV education certificate. A 30-day temporary permit is issued upon completion of the home-study program.

Training Program (ATV/OHM)

The ATV and the OHM classes consist of two parts, a home-study course with a written test and a hands-on riding course. Minimum passing score for the written test is 70%.

Training Components (ATV/OHM)

The home-study program consists of a student handbook and a written test. The handbook incorporates both ATV and OHM information and covers the following topics.

- Parts and Maintenance
- Safety Precautions
- Basic and Intermediate Riding Skills
- Riding Over Different Terrain
- Responsible Use of the Environment
- Preparation for Emergencies
- Laws and Responsibilities

The ASI program is part of the UDPR required training. Both the ATV and the OHM program use the ASI range cards as a lesson guide and add Utah OHV laws. Student registrations for this program are not handled through the ASI/MSF registration system. Enrollment for this program is handled through UDPR's in-state registration system.

Students Trained (ATV/OHM)

In 2005, 3,741 students completed the ATV program, 919 completed the OHM program (4,660 total).

Program Strengths

- The home-study component provides some coverage of hazard awareness, cognitive skills and operator accountability.
- The home-study component can be mailed to non-residents who are required to have a Utah Safety Certificate.
- Although Utah uses the ASI hands-on program, all registrations are handled in-state by the UDPR.
- Utah's program enjoys strong enforcement support, a critical aspect of OHV safety programs.

Program Weaknesses

- Both the ATV and the OHM program use the ASI range cards as a lesson guide. The ASI exercises must be modified to 'fit' motorcycle training.
- Although the home-study component provides some training of hazard awareness, cognitive skills and operator accountability, there is not enough emphasis or depth of coverage.

Enforcement Support

The program coordinator feels that law enforcement support for the program is strong. Rangers check safety certificates and enforce compliance with the helmet requirement. Many rangers are also instructors for the program.

WISCONSIN DEPARTMENT OF NATURAL RESOURCES

Contact: Gary Eddy
Snowmobile and ATV Administrator
Wisconsin Department of Natural Resources
101 S Webster Street
PO Box 7921
Madison, WI 53707
608-267-7455
<http://dnr.wi.gov/org/es/enforcement/safety/ATVed.html>

Program Development

The ATV Safety Education program was established in 1986. The program materials were developed in-house.

Program Staff

Gary Eddy - Administrator 50% (splits duties with ATV and Snowmobile training)
One full-time support staff
One half-time support staff
Eight Regional Recreational Safety Wardens train new instructors and conduct instructor updates. They also provide technical and information support for classes, work with the volunteer instructors and are responsible for enforcement. These Wardens have responsibility for ATVs, boating safety, hunter safety and snowmobile safety and enforcement.

Instructors

Wisconsin has 1,000 ATV instructors. Some training is conducted by the eight Regional Recreational Safety Wardens; all the other instructors are volunteers.

Per-Student Cost to Deliver the Program

Per-student cost for the program is about \$23. This is based on the 6,849 students trained in 2005, and the Safety and Enforcement budget of \$160,000.

Funding

The current annual budget is about \$3 million, generated by ATV registration fees (290,000 ATVs registered in Wisconsin) and non-resident trail pass fees.

Student Fees

The student fee for the class is \$10.

Helmet Requirement

Helmets are required for all riders under age 18.

Training Requirements

ATV:

- All ATV operators who are at least age 12 and who were born on or after January 1, 1988 must have completed a safety certification course. These ATV operators must carry their safety certification card and they must display it to law enforcement officers when requested.
- Anyone age 11 or older is eligible to take the class and receive a safety education completion certificate. The certificate does not become valid until the child reaches 12 years of age.
- Riders under age 12 may operate an ATV 90 cc or smaller if accompanied by a parent on a separate ATV.
- Out-of-state residents must meet Wisconsin requirements. (Wisconsin will honor other states' safety course completion cards, but will not accept an ASI completion card.)

OHM:

There is no requirement for OHM training in Wisconsin.

Training Program (ATV)

The all-terrain vehicle safety course consists of a minimum of six hours of classroom instruction. Instruction emphasizes the importance of laws and regulations, ethics, personal safety, and the proper use of all-terrain vehicles.

Training Components (ATV)

- Protective gear.
- How to name and operate the main ATV parts and identify safety features.
- Understanding the steps in a pre-ride inspection; troubleshooting minor problems.
- How to start, shift and operate an ATV.
- ATV handling, how to brake, park and turn at various speeds.
- Riding skills, how to safely climb, descend, and traverse a slope, crossing different terrains, and water and winter riding.
- ATVs and the environment, first aid, emergency situations, and survival skills.
- Regulations, responsibility, and ethics.

Students Trained

In 2005, 6,849 students were trained in Wisconsin; 5,780 students were trained in 2004.

Program Strengths

- Exceptional support by volunteer instructors.
- Relatively high training numbers due to the availability of more than 1,000 instructors.
- Excellent focus on funding OHV safety programs and supporting law enforcement for the purpose of ATV training and enforcement.
- Excellent stakeholder involvement with the state ATV Association and the ATV Advisory Council.

Program Weaknesses

- Lack of in-depth training in hazard awareness, cognitive skills and operator accountability.

Acceptance by Users

Gary Eddy credits the good public acceptance of the program to the state ATV Association and the ATV Advisory Council. Both have been heavily involved in the program. The Department makes grants of up to \$250,000 each year for groups to promote ATV safety, promote trail use, recruit new instructors and develop new ATV trails.

Enforcement Support

The Department provides over \$200,000 annually in grant funding from the ATV fund for Sheriff's Patrols. This funding provides supplies, equipment and mileage for ATV training and enforcement. Many deputies are also ATV instructors. Law enforcement support for the program is strong.

Notes

The Wisconsin Department of Natural Resources is currently developing on-line OHV training based on the Minnesota program.

CANADA SAFETY COUNCIL

Contact: George Smith
Supervisor, Traffic Safety & Training
Canada Safety Council
1020 Thomas Spratt Place
Ottawa, ON K1G 5L5
613-739-1535 Ext. 227
<http://www.safety-council.org/CSC/staff.htm>

Training Requirements

ATV:

- Nova Scotia: mandatory training for all riders as of April 2006
- Quebec: mandatory training for age 14-16
- New Brunswick: mandatory training for age 14-16
- Newfoundland/Labrador: no riders under age 14; under age 16 limited to ATVs 90 cc or less

OHM:

There is no OHM training requirement.

Training Program

The Canada Safety Council (CSC) has an agreement with the ASI to provide ATV training in Canada. ASI training is available in most provinces.

The CSC developed an ATV awareness CD (*see Appendix 9: "How To Ride Like A Pro" CD, on file with OPRD*). In the last two years 25,000 copies were distributed to promote ATV safety. The following topics are covered by the CD:

- Safety Awareness - SIPDE, scanning techniques
- Clothing and Protective Gear
- Operator Responsibility - regulations, insurance, alcohol
- Environment
- Clubs and Federations - contact information
- 8 Riding Strategies
- Starting and Stopping
- Turning
- Situational Riding - hills, night riding, mud
- Trail Riding - signs, group riding, crossing roads
- Winter Riding

A 15-question quiz is included.

OREGON STATE MARINE BOARD

Contact: Marty Law
Education/Information Program Manager
Oregon State Marine Board
435 Commercial Street NE
PO Box 14145
Salem, OR 97309
503-378-2612
<http://www.boatoregon.com>

Description

A mandatory boater education program is administered by the Oregon State Marine Board. The program offers several means of meeting the training requirement, including an on-line home-study component.

Program Development

Oregon's Mandatory Boater Education law was passed by the 1999 Oregon Legislature with implementation beginning in 2001. The Marine Board began issuing "Boater Education Cards" to power-boat operators in January 2003.

The legislation gave the Marine Board ten years to implement the mandatory training program: one year to develop rules, two years to put the infrastructure in place, and seven years to phase in the training.

The Marine Board formed a stakeholder steering committee composed of law enforcement, dealers, training providers and boaters to help define the program. The Marine Board and steering committee focused on establishing the administrative and training infrastructure, program phase-in and public information.

According to Marty Law, the on-line program was developed with the cooperation of course providers, based on standards established by the National Association of State Boating Law Administrators. The start-up costs were about \$45,000, including database software.

Program Staff

Of the seven individuals assigned to the Education/Information Office, only two are dedicated to the mandatory training. The others are involved from time to time, but are tasked with other programs. The primary program staff consists of the Mandatory Education Coordinator and a data entry clerk.

Instructors

The Marine Board supports an instructor training program. For more information: <http://www.boatoregon.com/Education/InstructorRecruit.html>

Funding

According to Program Manager Marty Law, the \$10 Boater Education Card fee is sufficient to fund the program at this point. "The on-line program is very inexpensive to maintain and administer," he said. "We essentially collect information from the (training) providers and print Boater Education Cards."

Student Fees

A \$10 Boater Education Card fee is collected by the Marine Board. Cost for the test varies depending upon the provider.

Class Size

Varies depending upon the provider.

Training Requirements

Boaters age 12-50 must now carry a Boater Education Card when operating power-boats (including personal watercraft or any motorized watercraft) greater than 10 hp. The mandatory training is being phased in over a seven-year period. In 2007, all boaters age 60 and younger will be required to carry a Boater Education Card. In 2009, all Oregon boaters will be required to have the Card. Children under age 12 may not operate any power-boat. Children age 12-15 must be supervised by a Card-holding adult when operating a power-boat greater than 10 hp.

The following are exempted from the Boater Education Card requirement:

- Out-of-state and foreign visitors: If they will be boating in Oregon for less than 60 days or hold a Boater Education Card from another state.
- Boaters with a current Coast Guard Boat Operator License: Boaters such as guides and barge operators who hold a current Coast Guard Boat Operator License are exempt from the requirement.
- Commercial fisherman: Boaters who hold a current commercial fishing license do not have to carry a Boater Education Card when operating recreationally but do need to carry their commercial license or documentation. (ORS 830.092(2))
- Non-certified, supervised adults: The law allows a non-certified adult to operate a power-boat IF under direct supervision of an adult age 16 or older who is carrying a Boater Education Card. If operating a personal watercraft (PWC), the Card-holding adult must be age 18 or older.
- New boat buyers: Buyers have a temporary exemption, valid for up to 60 days.
- Boat renters: Renters are exempt, but must complete a dockside safety checklist.

Training Programs

Classroom Course: Boating safety classroom courses are offered by several different organizations, including the Oregon State Marine Board, U.S. Power Squadron and U.S. Coast Guard Auxiliary. Community colleges, law enforcement officials and other public safety officials also offer courses. Courses offered by private companies must be approved by the National Association of State Boating Law Administrators (NASBLA) and by the Oregon State Marine Board.

Internet Course: Anyone with access to the Internet can take one of the approved on-line courses. Approved courses can be accessed on the Oregon State Marine Board website at <http://www.boatoregon.com/Education/ClassDescription.html>

Equivalency Exam: This proctored exam is designed for experienced boaters who know the rules and regulations for safe boating in Oregon waters.

Correspondence Course: The Marine Board will also provide a correspondence course on request.

Training Components

- 1. The Boat**
- 2. Boating Equipment**
- 3. Trip Planning and Preparation**
- 4. Marine Environment**
- 5. Safe Boat Operation**
- 6. Navigation Rules of the Road**
- 7. Emergency Preparedness**
- 8. Other Water Activities**
- 9. Boating Education Practices**

This information was obtained from BoaterExam.com (<http://boaterexam.com/usa/oregon/overview.html>).

The test consists of 75 multiple-choice questions. Passing score is 80% or greater.

Additional information about laws and regulations is available at <http://www.boatoregon.com/Library/ME-QA brochure.pdf>.

Students Trained

The program is currently in its fourth year of implementation. Approximately 125,000 Boater Education Cards have been issued. The majority of the cards are issued through the on-line study program.

Acceptance by Users

Marty Law said that community acceptance was good right from the beginning. He credited this to a stakeholders steering committee that involved law enforcement, dealers, training providers, and boaters in the decision-making process. He added that the only group that resisted the program was the 55-and-older boaters. At this point in the phase-in, nearly 27,000 of the over-50 boaters have already received their cards.

Effectiveness

- Overall drop in personal watercraft (PWC) accidents.
- Alcohol infractions have dropped.
- Marty Law estimates about 85% compliance at this point (four years into the program).

Enforcement Support

Marty Law reports enforcement support is good because law enforcement was part of the stakeholders steering committee that helped develop the program.

Notes

Advice from Marty Law:

- Give yourself enough time to establish the infrastructure, inform the public, and phase in the program.
- Phase it in carefully, so that those who are required to comply have easy access to the program(s).

The Oregon State Marine Board mandatory boater education program is serving as a model and has attracted the attention of a number of other states, including Washington, California, Arizona, Florida, Idaho, New Hampshire, Massachusetts and Kansas.

CONCLUSIONS AND RECOMMENDATIONS

The program model that has the most promise for meeting the needs of OHV training in Oregon is that used by the Oregon State Marine Board. The benefits include:

- A stakeholder steering committee including law enforcement, dealers, training providers and boaters helped develop the program. This created and maintains strong support for the program.
- Mandatory training for all with a phased multi-year rollout to accommodate the large boating population.
- Multiple options for meeting training requirements.
- Easy accessibility to users (on-line training).
- Reasonable fee (\$10) and low cost of administration and delivery.
- Accommodation for non-resident boaters and rental agencies.

The training model that has the most potential is the interactive CD developed by the Minnesota DNR. This format offers the greatest potential for developing cognitive skills and hazard awareness due to the flexibility and interactive nature of the program.

Utah requires non-residents under age 16 to possess an OHV education certificate. A 30-day temporary permit is issued upon completion of the home-study program. This is one approach for dealing with mandatory training for non-resident OHV users. Utah also handles student registrations for the hands-on training component.

Wisconsin has a model funding program derived from ATV registration and non-resident trail pass fees plus a portion of the gasoline excise tax. This funding base provides grants to promote and support OHV training, education, awareness and enforcement of OHV safety, as well as trail development and instructor recruiting.

Recommendations

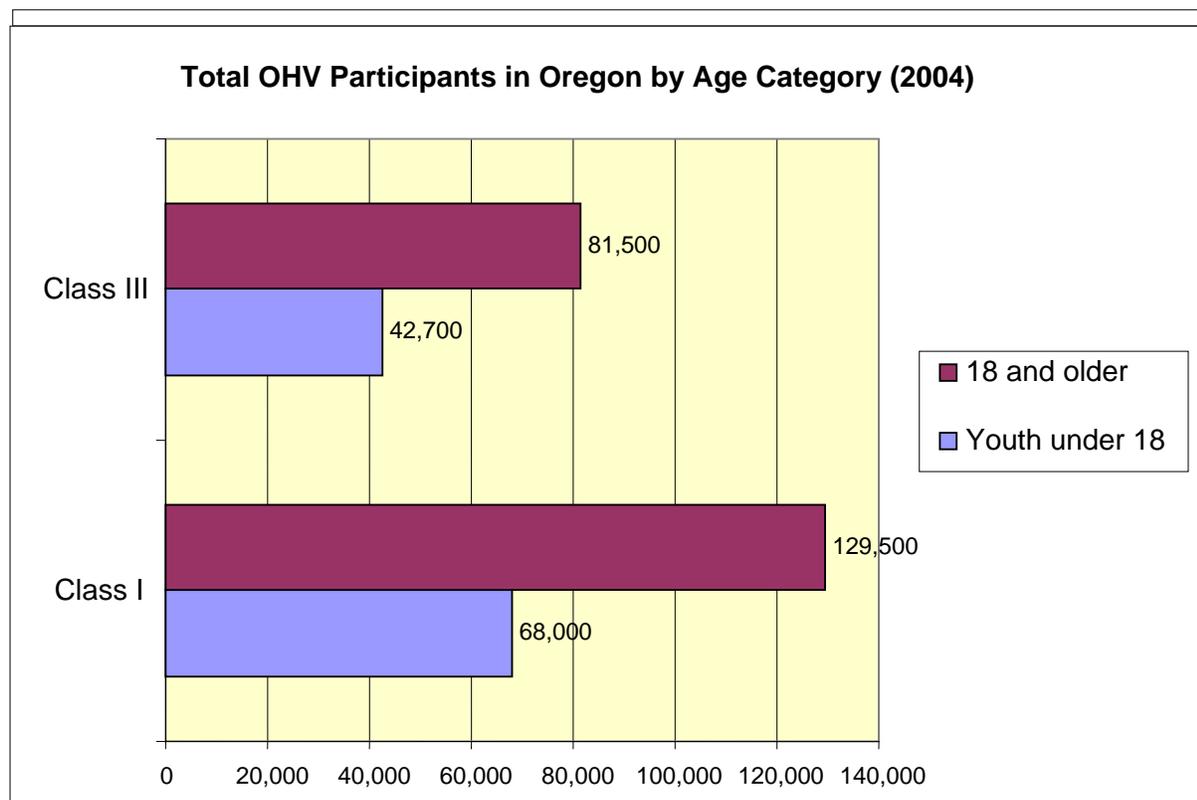
- We strongly recommend that OPRD develop an on-line training program based on the structure utilized by the Oregon State Marine Board. The training materials should be based on the components and presentation techniques incorporated in the Minnesota interactive CD.
- We strongly recommend the formation of a Stakeholder Advisory Council (SAC) represented by user groups, clubs, law enforcement, dealers, rental agencies, and members from the training community. The SAC should advise OPRD and the ATV-AAC on initiatives to support and enhance OHV safety, training, awareness and enforcement.

OBJECTIVE 2: ASSESS THE STATUS OF OREGON’S OHV CLASS I AND CLASS III SAFETY PROGRAMS

Develop and distribute stakeholder surveys to determine the current status of the OHV safety programs. The surveys will be tailored to the unique needs of each stakeholder group. Conduct interviews as required to complete the assessment. The information gathered will include the number of instructors available to provide training, locations of training sites, annual enrollment and training numbers, course schedules, cost of delivery, and the structure of the student enrollment system, perceived problems or shortfalls of the present system and recommendations for improvements. Included in the stakeholder survey will be OHV instructors, dealers, rental agencies, law enforcement, OPRD and the OHV user community.

RIDER POPULATION

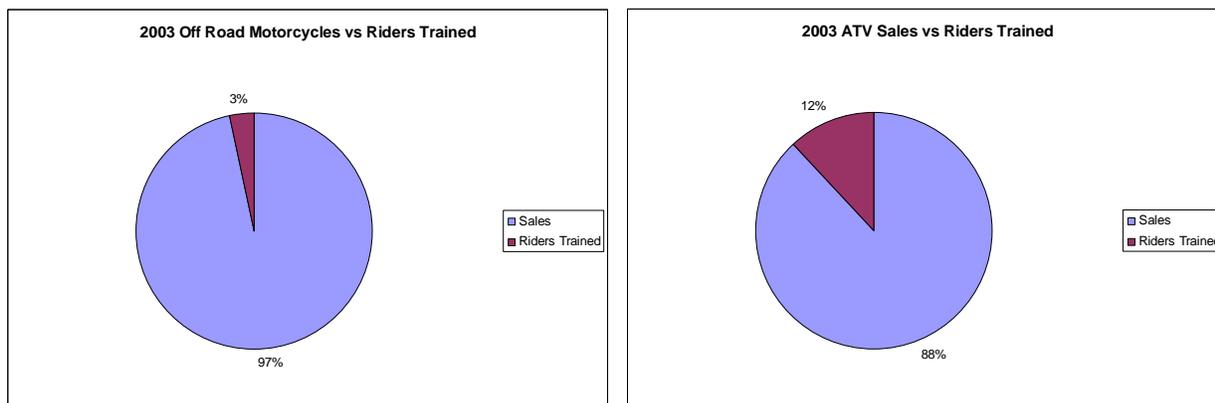
OPRD and USFS report a total Oregon OHV population (Class I, II and III) of 589,824 and 581,500 respectively. OPRD estimates the following breakdown of OHV use by age and Class I and III.



Source: 2004 Oregon Statewide Trail User Survey conducted by the University of Oregon

MEASURES OF TRAINING EFFICIENCY

ASI reports the following sales and training figures from 2003:



When comparing ASI/DBS training numbers for students under age 16 with the numbers reported by OPRD, we found the reports incompatible. For 2005, ASI claims 1,833 students trained in Oregon, 155 of whom were under age 16. OPRD vendor payments show that ASI was reimbursed for 123 students under age 16. MSF claims that 97 students completed the DirtBike School in 2005. OPRD records show MSF was reimbursed for 29 students. There is reportedly an agreement between ASI/DBS and the OPRD for OPRD to pay 60% of the cost of the classes (\$45). Due to the inconsistent reporting, we recommend that this agreement and the reporting protocol be audited.

ATV TRAINING

Based on the information collected from ASI instructors, the team could not verify or extrapolate the training numbers claimed by ASI. The five ASI instructors who answered the survey claimed to have trained an estimated 161 students in 2005. The remaining 21 instructors would have to have trained 79 students each to achieve the training claimed by ASI (1,833 students trained).

DIRT BIKE TRAINING

Based on the information collected from DBS instructors, the team could verify that approximately 108 students were trained by 6 of the instructors (43%) in 2005. Although there is less disparity in the numbers, (97 students, all under age 16, claimed by MSF) we have no information to account for this.

ASI/DBS ENROLLMENT PROGRAM

The enrollment efficiency of the ASI/DBS registration system reveals flaws. ASI reports 57% enrollment efficiency (students enrolled vs. students actually trained), this despite the fact that classes are free for those who purchase new ATVs and the manufacturers offer additional incentives for those who attend a course. (See *Appendix 11: ATV Students Trained by State Report 10/01/04 - 10/01/05, on file with OPRD*) This disinterest in free hands-on training is a critical factor in determining future direction of OHV safety programs.

INSTRUCTOR SURVEY

A survey of OHV instructors was conducted during March 2006 to determine the current status of OHV training in Oregon. OPRD reports 27 ATV instructors and 14 DirtBike School instructors.

ASI reports 26 civilian instructors and 44 agency instructors. The agency instructors train riders who operate ATVs at work, including law enforcement, USFS and BLM.

SAMPLING PROCEDURES

Oregon Parks and Recreation Department furnished OHV instructor contact lists for both ATV and OHM instructors. (*See Appendix 12: Instructor Contact List, on file with OPRD*)

A questionnaire was drafted specifically to address issues that affect OHV instructors. (*See Appendix 13: Instructor Survey Form, on file with OPRD*)

The questionnaire was posted on-line and 37 notifications were issued via e-mail. In total, 41 instructors were queried (there were four instances with two instructors in the same household). Ten instructors responded.

Additionally, several telephone interviews were conducted with ASI Vice President Tom Yager (2 Jenner Street, Suite 150, Irvine, CA 92618, 949-727-3227).

Multiple attempts were made to interview MSF DirtBike School staff, but with one exception (*see Appendix 10: E-mail from MSF/DBS to Bob Reichenberg, on file with OPRD*) the e-mails and calls were not answered. During the interviews, Mr. Yager revealed that ASI, per a letter of agreement with OPRD, administers both the ASI and DBS classes in Oregon and collects the \$45 tuition that OPRD pays to defray 60% of the training cost for students between the ages of 6 and 15. He was able to access DBS records and provide the numbers cited in this report.

INSTRUCTOR SURVEY RESULTS

Course Promotion:

Eight of the ten instructors (80%) cited the ASI/DBS enrollment system and dealer referrals as the way they promote their courses.

Reported Training Locations:

Instructors reported training at 12 locations around Oregon, on public and private land. The complete listing follows:

- Tillamook, Oregon: Derrick Lee training site.
- Power Yamaha, Bend ORV Park.
- John Day, Oregon; Mt. Vernon, Oregon; Burns, Oregon; Baker City, Oregon.
- I have not yet taught any classes in Oregon at this time. Last year I taught in Utah.
- Various places.
- At my home address - Creswell, Oregon.

- ATV classes are on public land provided by the agencies that I'm training. The dirt bike school classes I did were on a private individual's property in Bend.
- Portland metro; Morrow County OHV Park; Bend; Salem; Banks.
- Hillsboro Fairgrounds; Derrick Lee training center, Tillamook, Oregon.
- Originally used the site at the Washington County fairgrounds but there are no restroom facilities available and as the fairgrounds have been renovated, space has become an issue. We then began setting up classes at the Derrick Lee ATV training center (Sheriff's Dept.) in Tillamook.

Course Enrollment System:

The majority of the instructors (70%) reported dissatisfaction with the centralized, national enrollment system operated by ASI/DBS, citing the system as too impersonal and not responsive to the needs of instructors and students (additional comments may be found in the "weaknesses" section.)

Current OHV Safety Curricula for Beginning Riders:

Most instructors (80%) agreed or strongly agreed that the current OHV safety curricula meet the needs of beginning riders in Oregon.

What are the strengths of the current OHV safety program?

Responses follow:

- Promoting safety and correct riding procedures.
- Addressing environmental issues.
- New effort to try to promote the training.
- Enrollment program, state laws and regulations.
- The program is a good system to get new riders out on the ATVs and enjoy the sport with great results.
- Safety promotion and learning to become rider active.
- First time ATV riders are made rider active with their ATV. Point out proper way to ride safely. Experienced riders always tell us that they have learned something new.
- Nationally recognized curricula. Very comprehensive yet done in a day.
- Manufacturer support, dealers.
- Legislation already in place requiring OHV training.
- The MSF curriculum is well designed and builds on the skills as the student progresses. Just as the MSF first level road course, it can take a non-user to relative competence on a bike in less than a day. For riders with a little experience, it provides information that most parents don't think of telling them about. Most importantly, it teaches the laws in Oregon, and how new users should conduct themselves around non-OHV users to promote our sport. The subsidy from the state for the younger students is probably the only reason kids are being enrolled in the program, the cost is minimized.

What are the weaknesses of the current OHV safety program?

Responses follow:

- Working with MSF.

- Not doing more public type promoting, backing up the coaches with help in getting riders into the classes.
- I feel that the age groups are too high to get kids out and ride, through the ASI Program. The kids are going to ride, so there should be training available for younger kids as well.
- Stressing the importance of the course to potential clients.
- Not enough ATV buyers take advantage of the training. The training should be mandatory.
- Enrollment process is difficult. The curricula of ATV and dirt bike are very similar, they are housed in the same building, yet MSF is not as well put together as ATV program. From an instructor standpoint, hard to get ahold of people at ASI or MSF when I have questions. Region rep never answers the phone.
- ASI is out of touch with Oregon and the rest of the country. Even in California where they implement the safety program there isn't an overwhelming response from the users. They do as little as possible to keep the manufacturers happy. A more hands-on approach is needed and OPRD knows this and is taking steps to reach the users. ASI brochures don't reach the users in a way that they will respond.
- #1 problem: the process is not managed from the customer's/student's needs, every agency that gets involved manages it according to how it best fits their needs, not the students.
 - *No customers. Low demand for dirt bike classes, along with reduced pay scale from Oregon Parks rec program, does not make it economically feasible for coaches to conduct classes.
 - *Greater law enforcement at riding areas would drive a greater number of students to the classes. Law enforcement has been reluctant to cite people until more classes are available, hard to get more classes available until more enforcement happens.
 - *National level registration does not meet customers' needs.
 - *No metro area training sites, other than a few held on private property by coaches.
 - *ATV funds wasted on developing remote training facility in Tillamook, over 100 miles away from most students.
- 1. The lack of support from MSF or the Oregon Parks Dept. to help us secure a location to do classes in the Portland metro area is a major issue. Perception that both of these organizations want to recruit instructors that have their own property to perform classes. This is a major liability issue to the instructor/property owner.
- 2. Law enforcement does not want to enforce the requirement of kids under license age having completed this program until there is a viable program for users to get trained in. Since there is no enforcement, the users are not motivated to get their kids trained, it's a catch-22 situation.
- 3. Having ASI/MSF set new class payment levels for instructors in 2005 that made it cost prohibitive to teach classes of 1-3 students. This is especially true if we had to travel to Tillamook to conduct a class. My class levels have been 2001 (6), 2002 (9), 2003 (36), 2004 (26), and in 2005 (0). I have had 3 calls with 2 students interested in class and since this is cost prohibitive, I have referred them to other coaches to be instructed. I have also had to give up my loaner bikes in 2005 and I did not request another group from my sponsor dealer due to this lack of demand.
- 4. MSF and Oregon Parks Dept. have been more interested in setting up automated signup methods, buying a trailer for the state to travel around promoting with, and

have not gone after the real issues affecting this program. The automated signup system for instance, if a student called up in the Portland metro area and requested a course and we had courses scheduled in Tillamook, since the students' zip code was more than 50 miles away to Tillamook, they would be told there were no available classes in the area. Call a local coach. How broken is that?

5. My last perception is that this program has been a thorn in the side of the Oregon Parks Dept. and they really do not want or know how to properly administer the program. Their efforts on the program have been lackluster at best in the several years I have been active in the program. The lack of communication is evident in the past year; I have not been contacted by anyone from MSF or Oregon Parks Dept. except for general informational e-mails from ASI/DBS.

Do you support a mandatory OHV training program in Oregon?

Seven of the ten instructors (70%) answered affirmatively. Age recommendations follow:

- All Riders 3
- Age 16-17 1
- Age 12-15 3
- Age 6-11 3
- Age 4-6 1

What potential problems do you foresee with implementing mandatory ATV and dirt bike training in Oregon?

- Lack of communication with the user and the cost if you have a large family.
- A lot of angry and bitter people that know how to ride feeling degraded that they have to take this course because they won't understand that it is also an educational program for the riding area rules and regulations of Oregon as well as safe bike riding.
- Enforcement, support, and cost.
- The community will probably think that the state is trying to get more money for the state but the training would be better if the community had the option of more training at a less rate than that of ASI.
- It's hard enough getting parents to understand that their children need it - would be very difficult to enforce yet another rule. People are out to have fun, don't want a lot of rules and regs when they're playing.
- Lack of training sites in needed areas; a more committed pool of trainers, better dealer, law enforcement and agency support and total commitment from OPRD to see it through with proper funding and staff. OPRD needs to take full ownership of the program.
- Available training sites close to metropolitan areas. Training sites that can better duplicate some of the trail conditions that are taught. Current curriculum standards do not provide enough flexibility in age groups to best fit needs of customers. Also, larger class sizes should be allowed.
- Lack of law enforcement will result in lack of demand for classes. We need the program re-established and ready to handle this demand. Right now I do not believe the program could handle new demand or sustain it.

What should such a program include?

- Correct riding procedures starting from how to identify key parts of a bike to being able to ride knowing how to ride safely.
- I feel that there should be a written exam along with riding techniques. I have been an instructor with Utah State Parks for over 15 years training also.
- A completion certificate.
- Same as now being used by ASI.
- If it was mandatory, I would support the ASI, MSF curricula, but do not think it should be mandatory.
- A more realistic up-to-date curriculum. The current ASI rider course is outdated for the ATVs and motorcycles on the market today. Possibly including size guidelines more like Utah.
- Tread Lightly and “noise annoys” 2 step process to meet different needs for training.
 - *Beginning skills development for those that want that (younger riders).
 - *Skills verification only for experienced riders but more ride-responsible training.
- We need adequate facilities statewide to conduct the training. Let the coaches handle the class signups and organize users into classes. Provide adequate incentive to the coaches to participate in the program. And as with any process look for consistent improvements to improve the program. We need people running the program who want to see it succeed, not those that give it lackluster support. I have not been in this program for the money; I want to see the new users (kids and adults both) instructed in safe and prudent use of our OHV areas of opportunity. It is my way of giving something back to the sport.

In your opinion, will the OHV community support a fee for training?

The instructors surveyed were evenly divided on the question of assigning a fee to support rider training.

If yes, how much?

Four of the ten responded. Of those, three (75%) suggested a fee ranging from \$20 to \$40.

CONCLUSIONS AND RECOMMENDATIONS

Based upon the comments received from the instructor questionnaires and interviews it became evident that there is a strong need for state guidance and support and improved communication between OPRD and the instruction program. We recommend that a concerted effort be applied to improve communication and expectation among OPRD and the ATV-AAC, ASI, MSF, and the instructors.

Due to the inconsistency in training numbers reported by ASI, OPRD, and the instructors, we recommend that the agreement between ASI/DBS and the OPRD and the reporting protocol be audited.

Based upon the findings of this survey and accompanying interviews, the team recommends against a mandatory hands-on training program for any OHV rider population, citing the following:

Training Locations: The MSF website lists eight DBS training sites in Oregon. Adding the sites listed by ASI/DBS instructors who responded to the survey resulted in a total of 18 training sites. Clearly, there are more than 18 OHV training sites in use around Oregon, but the number cannot begin to approach the requirements of a hands-on training program for even a limited segment of the riding population.

Instructors: There are a total of 84 ASI/DBS instructors in Oregon, 44 (45%) of whom conduct training for their agencies only. This population of instructors is the cumulative total of more than ten years of ASI instructor training in Oregon. The requirements of a mandatory hands-on training program would require many times this number. For example, in 2005 the Minnesota DNR program, which we see as a benchmark program, provided hands-on training for a total of 2,250 students with 663 volunteer instructors.

Students Trained: Based on OHV use estimates from studies funded by OPRD, over 110,000 youths under age 18 would be required to complete a mandatory training program. The current ASI/DBS training system is incapable of handling even a fraction of that number.

Enrollment System: The instructor survey revealed flaws in the ASI/DBS enrollment system, specifically detailing training efficiency and communication. The ASI/DBS enrollment system enrolls seven students for every four students trained (57.7% trained of total enrolled). To train 110,000 people would require a minimum enrollment of 156,530 students. ASI claims to have trained 1,833 in 2005. At that rate, it would take 60 years to train 110,000 students.

Funding: To establish a system to provide hands-on training for 110,000 people would take seven to ten years and cost an estimated \$10 million, not including the cost of land purchases and site improvements. An administrative staff would be required to manage the program. A cadre of instructor trainers and specialists would have to be dispatched to secure and install facilities, train instructors, promote the program, enroll students and assign instructors to teach.

LAW ENFORCEMENT AND PUBLIC LAND MANAGERS SURVEY

Query law enforcement agencies and public land managers to assess the current status of the OHV safety programs, to include any perceived problems or shortfalls of the present system, and collect recommendations for improvements.

SAMPLING PROCEDURES

Oregon Parks and Recreation Department furnished OHV public land managers and law enforcement contact lists. *(See Appendix 19: OHV Public Land Managers and Law Enforcement Contacts, on file with OPRD)*

A survey form was modified to address law enforcement and management issues. *(See Appendix 14: Law Enforcement & Public Land Managers Survey Form, on file with OPRD)*

The survey form was posted on-line and 64 organizations were contacted by e-mail with a link to the survey. The following agencies responded:

- Oregon Department of Forestry
- USDA-Forest Service
- Lane County Sheriff
- Coos County Sheriff

In addition, telephone interviews were conducted with:

Sgt. Rod Summers
Coos County Sheriff's Department, Dunes Patrol
Court House
Coquille, OR 97423-1897
541-396-3121

Lt. Steve Lane
Oregon State Police, Fish and Wildlife Enforcement Division
Northwest District.
3710 Portland Road NE
Salem, OR 97303
503-378-3387

Responses to the survey and telephone interviews with law enforcement personnel revealed that the transfer of responsibility for OHV administration from the Oregon Department of Transportation (ODOT) to OPRD on January 1, 2000 has caused significant enforcement problems. The most significant of these problems was the law enforcement agencies' inability to track OHVs through the law enforcement data system because OHVs are not titled or registered through DMV. Titling is optional and there is no registration of Class I or Class III vehicles. This makes it practically impossible to track stolen vehicles as there is no DMV record of the vehicle.

- *“We can't track ATVs through the Law Enforcement Data System, and the Parks Department isn't open on weekends.”*
- *“There's no clear requirement for proof of ownership of an OHV.”*
- *“The legislation muddied the waters on where and when we can enforce OHV laws.”*
- *“The change in ATV laws bypassed law enforcement review when they took ATV registrations out of the DMV.”*
- *“ATV registration should go back to DMV and all vehicles should be required to be registered and display a registration plate as automobiles do. This would help law enforcement to be more effective in the detection of stolen vehicles.”*

LAW ENFORCEMENT AND PUBLIC LAND MANAGERS SURVEY RESULTS

This survey is inconclusive due to the low number of responses. However, the results provide important anecdotal data.

List the top three safety issues affecting OHV use.

Most of the respondents identified excessive speed, lack of helmets and inexperience/lack of training and education as top safety issues affecting OHV use. All responses follow:

- Capacity
- Road use
- Excessive speed
- Lack of education in novice riders
- Alcohol and riding
- Lack of a helmet law for adults
- Underage/inexperienced riders on extremely powerful machines
- Riders using main gravel roads at high speed
- Riders disobeying the rules of the road on forest system roads
- Users not being familiar with area
- Two people on ATVs (little children in front of parent)
- Lack of helmet usage

What actions should be taken to address these safety issues?

The respondents shared a vision of awareness, education and enforcement as means to address safety issues affecting OHV use. All responses follow:

- Dispersing or limiting use
- Trail development and/or new riding opportunities
- Riding within one's ability and creating a cushion of safety
- Provide requirements (i.e. licensing) or at least strong incentives for all riders to receive education which includes the hazards common to all off-road vehicles in the mountains and on the sand dunes. Basic rider courses cover the operation of the vehicles but often do not include training of how to see and avoid common hazards such as slipfaces (sudden drops). The only incentive to taking these courses is financial rebates through dealers of new vehicles and often these are not taken.

- Lower the legal blood alcohol content for OHV use or eliminate it altogether. Balance and judgment are way more important when riding off-road than they are when driving a car and have even more potential for injury/death.
- Institute a helmet law for all riders.
- Awareness training for beginning riders
- Restricted use of main gravel roads
- Enforcement, enforcement, enforcement
- Education - users take time to read signs and ride areas before they go as fast as they can.
- Law enforcement

What other issues do you consider to be important to future OHV use?

Responsible use and excessive noise were consistent responses to this question. All comments follow:

- Sound levels
- Recognizing that Tread Lightly applies to all users
- Becoming good stewards themselves is key.
- ATV registration. ATV registration should go back to DMV and all vehicles should be required to be registered and display a registration plate as automobiles do. This would help law enforcement to be more effective in the detection of stolen vehicles.
- Excessive noise. This is a huge problem. All OHV law enforcement puts a heavy emphasis on the enforcement of the noise and equipment statutes but it continues to be a problem. Manufacturers of mufflers and exhaust assemblies have to be held more accountable for the products they are allowed to sell to the public (i.e., mufflers that have the stamp "for closed- course racing only" is not enough). Sound measuring equipment needs to be more available to the public at more places than just at the riding areas so that people can take care of the problem before they drive to the riding areas.
- An extensive well-planned system of travel-ways and play areas for this user group accompanied by restriction or prohibition of ATV use in riparian areas or other environmentally sensitive areas. If this is not addressed there will be serious conflicts with other user groups and the scientific community.
- Consistent signs and markers
- Responsible users

OHV training:

All respondents had completed an OHV safety program. Most agencies represented in this survey (75%) sponsored training in 2005, conducting an accumulative total of five OHV courses for agency personnel at the following locations:

- Derrick Lee ATV training center in Tillamook, Oregon, and the Tillamook State Forest designated trail area for a skill assessments review
- Lakeview Interagency Fire Center, Lakeview, Oregon
- Hauser Depot Road, North Bend, Oregon

Needs met by current OHV safety program:

All agreed that the current OHV safety curricula meet their agency needs. However, most respondents reported that the current OHV safety curricula do not meet the needs of beginning riders in Oregon.

What are the strengths of the current OHV safety program?

- Helps give riders some basic sideboards if their parents don't participate in the sport as well.
- Good content, experienced instructors.

What are the weaknesses of the current OHV safety program?

- Not enough awareness for the dealers. Lack of actual training centers near the Portland metro area.
- Lack of convenience/availability or any requirement to attend.
- Level of instructors

Mandatory training:

Respondents support mandatory training for the following age groups:



What should such a program include?

- The flexibility of training users younger than six years old. I learned when I was three years old.
- Instruction and testing, both practical and written with a license or endorsement awarded as a result.
- Road safety, off-road safety, and machine handling safety at a minimum.
- The basic ASI and DBS courses.

What potential problems do you foresee with implementing mandatory ATV and dirt bike training in Oregon?

- The lack of Training Centers. The Derrick Lee ATV training center is a great tool.
- Public resistance. Funding problems, as well as problems implementing an infrastructure to manage licenses/certificates or endorsements.
- Hard to organize and provide to the thousands of riders and potential riders out there. Very difficult to enforce across our varied remote landscapes.
- Users that already have been riding for years and hunters.

Fee for Training:

When asked how much of a fee the community would support, two responded: \$20-\$40 and \$40-\$60.

CONCLUSIONS AND RECOMMENDATIONS

Law enforcement personnel, like the respondents to the Stakeholder Survey, feel that training that affects riders' attitudes and behaviors is more important than basic skills training., as cited in the examples below:

- *"Awareness training for beginning riders."*
- *"Basic courses don't include riding within one's ability and creating a cushion of safety."*
- *"Balance and judgment are way more important when riding off-road."*
- *"Provide requirements (i.e. licensing) or at least strong incentives for all riders to receive education which includes the hazards common to all off-road vehicles in the mountains and on the sand dunes. Basic rider courses cover the operation of the vehicles but often do not include training on how to see and avoid common hazards such as slipfaces (sudden drops)."*

It is recommended that OPRD pursue legislation to establish mandatory OHV titling, registration and licensing in Oregon.

Any mandatory training program should focus on cognitive skills, understanding hazards posed by varied terrain, and operator accountability, in order to have the most positive effect on rider safety.

STAKEHOLDER SURVEY

Query OHV dealers, rental agencies, OHV clubs and hunters to assess the current status of the OHV safety programs, to include any perceived problems or shortfalls of the present system, and collect recommendations for improvements.

SAMPLING PROCEDURES

Oregon Parks and Recreation Department furnished OHV dealer, OHV club and OHV rental agency contact lists. The team created a contact list for the Oregon Hunters Association (see *Appendix 15: Stakeholder Contact List, on file with OPRD*).

A survey form was drafted specifically to address issues that affect OHV stakeholders (see *Appendix 16: Stakeholder Survey Form, on file with OPRD*).

Because e-mail addresses were not available for a large number of the stakeholders on the contact list, 319 postcards were mailed to request feedback and direct stakeholders to the on-line survey (see *Appendix 17: Postcard, on file with OPRD*). In addition, telephone and in-person interviews were conducted with Jim Neifert of Spinreel Dune Buggy & ATV Rentals. In total, there were 13 respondents to the survey.

STAKEHOLDER SURVEY RESULTS

List the top three safety issues affecting OHV use.

About half of the respondents listed rider inexperience/lack of training and safety equipment/helmet use among their top three safety issues. Comments follow:

- Operating while intoxicated; having operators' vision be impaired; inexperience with OHVs in general.
- Roll over because of trying to go up or down too steep of terrain; utility ATVs have way too high of a top speed for the way they are designed; since people are going to ride double whether you think they should or not, rear passenger footpegs should be made available to the public to purchase.
- Driver training, safe equipment and safe location.
- Lack of parental supervision; mandatory helmets.
- ATV & motorcycle lack of helmet law; Riding double on ATV & motorcycle; Congestion of areas due to land closures.
- Under age/ability of riders; Lack of helmet usage; Lack of knowledge of riding areas.
- Training is of the utmost importance; Size of ATV/Bikes to size of children; Riding double (but suppose this would be covered by training).
- Improper use, lack of helmet requirement.
- 1. Not enough training sites;
2. Poor recommendations for riding OHV sizes;
3. Not enough media attention to riding safety.
- Making poor decisions by taking risks outside of their ability to operate a vehicle or operating too fast for conditions.

- Safety classes not offered for children under ORV age specifications. Most parents would enroll if allowed to with bike of choice; Rider knowledge of “common sense” rules; one-way trail, etc.
- Drinking and riding, safety equipment, training.

What actions should be taken to address these safety issues?

Education and law enforcement were the most cited actions to address safety issues.

Comments follow:

- Education, law enforcement.
- Limit the size and weight of utility machines that roll over and crush people; the manufacturers should make sure that utility machines cannot go faster than around 40 mph - they do this with street bikes. They are governed at 186 mph whether or not if they have the potential to do 200 mph; Either OEM or aftermarket build and make available for the public to purchase passenger footpegs.
- Mandatory OHV training, safety inspections and land use rules.
- The patrollers that check ORV tags, sound, and spark arrestors, should also check for helmets.
- Enforce helmet law; Enforce NO riding double; Re-open some areas that are not affected by wetlands or other environmental issues, not including non-native or non-indigenous vegetation.
- We as a dealership have actively promoted the TEAM OREGON street bike program and would embrace a similar ATV program as well. Dealership-sponsored ATV training that moves from store to store in monthly rotation could also be successful.
- More areas for training facilities. (Our park is open for training at any time.) Make sure that parents are involved.
- How about some public service announcements about OHV safety? I've never seen one.
- 1. People will not travel long distances to receive training.
2. The riding public will not follow recommendations for OHV sizes that are not within reason. Example: 90 cc's to be ridden by 12 to 15 year old kids. With this in mind what do you do with the 13 yr. old that is 5'11" and 140 to 160 lbs, when the 90 cc quad is designed for not more than 110 lbs and unsafe to ride if the rider is more than 5'2" tall? ASI suggests you make the kid watch. I don't believe this is a good answer. I think the limits should at least include the weight of the child as well as age. All the current recommendations do at this time is encourage the public to disregard safety training instead of promote it. I do believe in safety but it has to take into account all factors before making a ruling about the issue. We need to encourage the adults in safety which in turn will get the children the training they need. (I ride and observe many parents making sure that their children ride safely.)
3. With more advertising of safe riding and safety courses, we will bring the attention of the public to a safer place to live and ride.
- Additional awareness information when purchasing or renting equipment with optional safety training or video relating to operating the equipment in a safe manner.
- Allow children to attend with parent, brochure sold with new ATVs regarding trail riding.

- More policing of parking lots; Helmet requirements for all riders; Mandatory safety classes for anyone under the age of 18 and in order to ride they need to possess a riding permit.

What other issues do you consider to be important to future OHV use?

Land closures and access to riding areas were a primary concern for seven of the 13 respondents. Comments follow:

- Reducing restrictions on amount of land where they can be used.
- Low impact tires on public land. Ridiculous regulations about size of machines for kids. Some 12 year olds are over 5 ft tall and weigh close to 200 lbs. Put that on little machine and see how safe it is.
- Restrict quantity of riders at any one location.
- If there were more OHV areas for riding, there would be less riders at each area, and possibly less accidents. Sound decibel too low.
- Sound levels. Why is the decibel limit 9 points lower in sand dune areas where sound absorption is much greater than on all public highways? This does not make a lot of sense but certainly makes it easier for adversaries to get land closed, and is obviously a good revenue source for law enforcement agencies.
- Riding area closure. While the ATV, motorcycle and snowmobile user groups are active in working to preserve our right to recreate, those trying to eliminate our riding areas appear better organized and better funded. Their ability to lobby for the closure of such areas as the Badlands, Dutchman Flat and Tumalo Mountain lead me to believe that they also have a sympathetic ear in the DNF and USFS.
- For events - have tracks that are built for varying degrees of difficulty. This is important since some of the kids start so young.
- Riding areas remaining open.
- We need more camping sites and media coverage of riding areas. This media coverage should not be just inside the state of Oregon. The OHV riding is as big an industry as the logging ever was and will bring the same kinds of income to the state, counties, cities, and the federal government agencies. And is a resource without boundaries, if we promote it as we did the logging in the past. As the industry grows within the state of Oregon so will the revenues needed to maintain the riding and camping areas, and provide income to the whole state.
- Staging area information and signage on local hazard conditions.
- The open areas or access to open areas. The amount of property available is dwindling.
- The ability to keep all riding areas open and make sure the areas are safe for riding.

Have you ever taken OHV training?

Almost 2/3 of the respondents reported that they had not taken OHV training.

Does your organization conduct or sponsor OHV training?

None of the responding organizations actually conduct OHV training, although five of them refer students to courses.

How many courses did you conduct in 2005?

Of the 13 respondents, one (Klamath Sportsman's Park) reported 18 students attended five courses, a training efficiency averaging three students per class. When queried to learn which programs were supported, 31% reported ASI and 15% reported DBS (a few respondents supported both). Most respondents (69%) didn't answer this question.

How do you promote your courses?

Only two of the 13 respondents (15%) indicated that they promote OHV training. The promotion consists of referring potential students to courses.

What are the strengths of the current OHV program?

Respondents expressed ambivalence about the current program. The simple fact that a program exists is noted as a strength, while one reply from a dealership indicated no awareness of off-highway programs in Oregon. Comments follow:

- Non-invasive.
- For absolutely new riders.
- Have not heard of any off-hwy programs for Oregon.
- Its existence; Instructors that I have met are passionate about their cause.
- Good instructors.
- I've never had a customer complain about an ATV class so I'm assuming the riders think it's OK. Remember those classes are free and you get paid to take it. Many hesitate until they hear about the \$100. If you plan on competing with the free OEM courses for ATVs that PAY the purchaser, you're making a terrible mistake. TEAM OREGON withdrawing from the MSF-certified street classes has hurt the Oregon new unit purchaser who used to get partial reimbursement from Honda. I don't want to get into that argument but let's not let vanity get in the way on the OHV training. Work with the existing programs. You don't have to reinvent the wheel to have a good class.
- They teach good riding attitude, and skills.
- Training is available for riders who would benefit from operator training.
- Shows the very limited ability of riders.
- It plays more to the young adults (13-) from beginners to riders that have been riding for a while.

What are the weaknesses of the current OHV program?

The most common responses were that the courses are not well publicized, that there is a lack of public knowledge, hence low attendance of the courses. Comments follow:

- Not widely known about.
- Most people don't care about safety because they think they are so skilled. These great big kids today cannot ride the tiny machines that the Consumer Product Safety Commission says that they should. It's a joke.
- Not enough people attend.
- Lack of visibility to the public.
- Not enough people attending due to not enough sites.

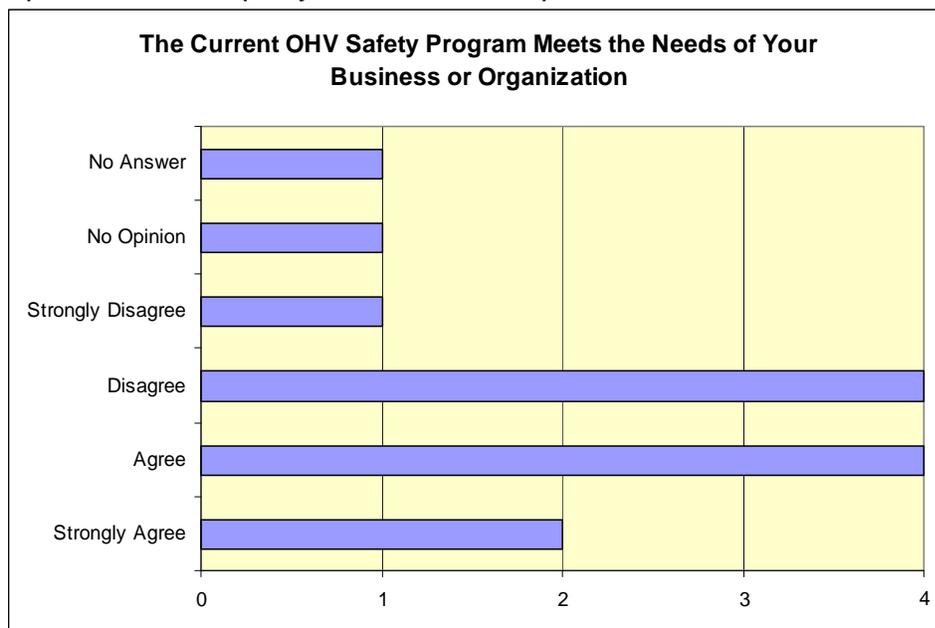
- Hardly anyone knows about any safety course unless they've just purchased a new ATV and find out about the free training provided by the OEMs. A little publicity would be nice.
- Failure to include everyone in their riding instruction; Lack of media coverage; Put too much responsibility onto the instructor in liabilities to securing the riding areas, extra equipment investment and spare OHVs.
- It is difficult to have a class in our area. It is difficult to address behavior of risk taking which appears to be a contributing factor to collisions.
- Does not meet the need of people who have ridden even one time.
- Need to meet the needs of the younger riders (6-12), and let the people ride the bikes that they are going to be riding, not what is age appropriate by manufacturers, because they need to learn to control the ATV/motorcycle that they are planning on riding. What's more important, learning how to (ride) safely or to please the manufacturers?

Do you feel there is an unmet need for OHV safety training in Oregon?

The stakeholders' apathy in the OHV training was reflected in about half of the responses being "No" to the stated question.

Needs of businesses/organizations met by current OHV safety program?

Opinions were equally divided on the question below.



Needs of beginning riders met by current OHV safety program?

Stakeholders do, however, believe that the current OHV safety curricula meet the needs of beginning riders.

Do you support a mandatory OHV training program?

Most stakeholders (54%) do not support a mandatory OHV training program. Most of those who support mandatory training (75%) believe the target audience should be under age 18.

What should such a program include?

The common theme of responses is that rider attitudes, behavior and a “common sense” approach to safe riding are the most important aspects of a safety program. Respondents seemed less concerned about incorporating basic skills training into such a program. Comments below:

- Use, safety, hazards to watch for.
- People are outlaws; they won't comply; I see now that this survey is only concerned with rider training and not concerned with something that could really be done, which is safer ATVs.
- Basic riding skills, of course, but there needs to be a large focus on awareness of your surroundings so as not to turn or pull out in front of other vehicles, also spotting people for jumping. Basic bike maintenance should also be included, i.e. tire pressure, checking oil, adjusting levers, and general bike cleanliness for easy inspection of frame and other components.
- Basic operation of OHV on varied terrain (not just flat ground). Effects of speed on OHV handling, stopping and overall behavior. Negative effects of alcohol while riding. Statistical overview of mortality rates, especially that of young riders. Basic mechanical maintenance instruction (hopefully a refresher of instruction received at dealership).
- All aspects of safety; know what equipment can do; some environmental education.
- Safe riding attitude, different levels of riding skills to meet the ability of the student. Realization of size of rider to the size of OHV being ridden, as well as the ability of the rider.
- Mandatory training may not be the answer to reducing rider injuries. Five hours of training may not radically change a person's ability to make good decisions. Accountability is an important aspect of operation of an off-highway vehicle. This may mean additional enforcement to encourage safe riding practices. In the rental program such as Spinreel's, we provide a safety video that clearly defines riding expectations. *(See Appendix 18: Safety Video - Spinreel Dune Buggy & ATV Rentals. This videotape is on file with OPRD.)* We also provide safety rules and if a person is observed riding outside of expectations, the rental contract is terminated. We also observe driving behavior by showing the renters where there are some riding areas to ensure they are capable of operating the vehicle in a safe and prudent manner. I will be sending copies of our liability release, safety rules and safety video for your review. Based on risk management education, training and previous program experience in the risk management field with Oregon Higher Education and Oregon Parks and Recreation Department, Oregon rental companies would significantly reduce exposure by implementing similar risk reduction processes that Spinreel has in place.
- Safety and common sense maneuvers.
- Basic common sense control of equipment and the ability to judge the terrain they are riding on. And the laws of the riding areas they might ride in.

What potential problems do you foresee with implementing mandatory ATV and dirt bike training in Oregon?

Responses indicate that there is very little support for a mandatory hands-on OHV training program.

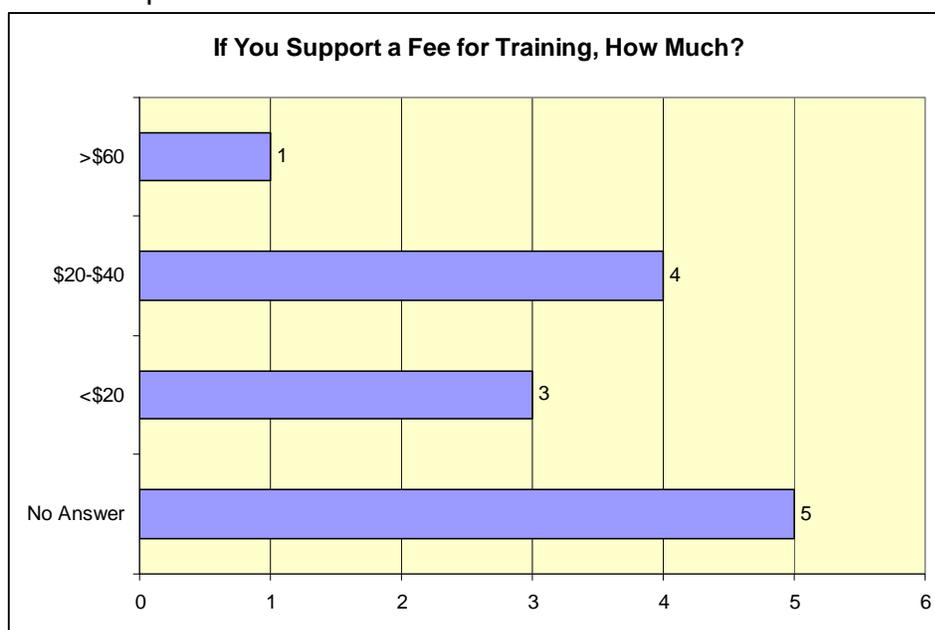
- Location and times that are convenient for folks.
- Veteran riders will not see why they should attend. People do not have the time to take all-day training, or two-day training. Mandatory training may send OHVs away.
- Enforcement. I think to get started in a program like this it would have to be applied to new purchases only and then implement a plan for getting other riders through the course. But there would need to be a provision for kids that can prove they are already qualified, i.e. AMA racing membership or other sanctioning body and pictures of them racing.
- Significant resistance from older enthusiasts that have been riding “their whole life”. Conflicts with law enforcement if a lack of training can be grounds for fines/citations.
- Getting the parents to step up and see that their children get the training. Adults should also be included in training OR a refresher course.
- The Marine Board initially thought their major problem with mandatory boater education would be training a large group of users without bottlenecking the program. They had to implement training over several years. In addition a major hurdle turned out to be just what kind of class to have. The Marine Board ended up cutting the proposed training from several hours of classroom to a simple on-line, multiple-choice test. Any longer or more involved was deemed unworkable to manage; they felt it would hurt compliance. The water in Oregon is largely public, not many private lakes. Many OHVs are never used on public lands but are used on private property or in business, i.e. nurseries and farms. I think the mandatory training would be a disaster.
- I think mandatory training would be a great idea if the STATE OF OREGON has no use for the multi-billion dollar industry that OHV riding is providing currently and will go to. As I can't imagine that the state of Oregon not wanting this big of an industry, I can't imagine a mandatory training program, at this time. In the future it might be something to consider, but I believe that with the right training and media programs will promote safety without the people feeling that something is being shoved down their throats which no-one likes whatever it may be. I have seen safety shoved down people's throat and was rejected so safety was very lax. While safety with rewards shown and sold to the same people was very, very successful and strictly followed. By the way, some of the same people were trained by both methods, the second option being 10 times better in safety standards being accepted.
- 1. Currently it is difficult to complete a class in certain areas of the state.
 2. It appears most riders have a good handle on vehicle operation; it is the decision-making process of the operator that needs to be developed. This is hard to do in a one-time training session.
 3. Out-of-state riders would more than likely not want to be trained and may look at going somewhere else to ride. This may reduce the revenues that the OHV program is currently enjoying.
 4. If significant mandatory training is required for rentals, the impact would close

rental companies on the coast, resulting in a significant revenue loss for the local economy. Currently, many of the rental companies have been in place for over 20 years with success in rental safety. Some of this can be attributed to renting entry-level powered equipment which keeps the speed down. Spinreel Dune Buggy Rentals would welcome the opportunity to assist in bringing rental companies to a higher level of safety awareness prior to renting equipment. Mandatory training would absolutely shut down the ATV rental market!

- If for 6-11, no problem at all.
- People saying that they do not need it.

Will the OHV community support a fee for training?

Slightly over half (54%) of the respondents responded affirmatively to this question. However, when asked to specify an amount, it was evident that support for a training fee was tepid.



CONCLUSIONS AND RECOMMENDATIONS

The very small response to this query and the mixed responses indicate that the OHV stakeholder community, overall, is not an active partner with OPRD. This community includes instructors, dealers, OHV groups and organizations, law enforcement, hunters and rental agencies. The team strongly recommends that OPRD and the ATV-AAC make a concerted effort to actively engage, educate and inform all Oregon's OHV stakeholders, especially if OPRD moves toward legislation on OHV issues.

The most commonly identified safety issues are rider inexperience/lack of training and safety equipment/helmet use. The stakeholders concluded that an appropriate response to these safety issues was education, awareness and law enforcement.

There appears to be limited support for mandatory hands-on training among the stakeholders due to concerns about turning riders away, discouraging rentals, not being effective and not being worth the effort it will take.

Stakeholders feel that training that affects riders' attitudes and behaviors is more important than basic skills training, as cited in the examples below:

- "...there needs to be a large focus on awareness of your surroundings..."
- "Accountability is an important aspect of operation of an off-highway vehicle."
- "Safety and common sense maneuvers."

Information from rental agencies indicates that a large number (<55%) of their customers are tourists from other states or Canada.

Several respondents commented that the CPSC recommendations for matching the age of youthful riders to the size of their ATVs are too restrictive and do not take the size/maturity of the rider into account. The manufacturers will only provide free hands-on ATV training under the following age/ATV size restrictions:

- Age 6-12 70 cc or less
- Age 12-16 70-90 cc
- Older than 16 Over 90 cc

Finally, the stakeholders repeatedly expressed concern about overcrowding at some riding areas, and the shortage of riding areas close to population centers, that can contribute to safety problems.

Recommendations

- Form a coalition of stakeholders to provide input and support. Stakeholder support will be a critical factor in the success of OPRD's initiatives. The appropriate response to safety issues is to engage the stakeholder community to promote safety through education, awareness and law enforcement.
- Any mandatory training program should focus on cognitive skills, understanding hazards posed by varied terrain, and operator accountability, in order to have the most positive effect on rider safety.
- The team does not support any recommendation for mandatory hands-on training, although programs such as ASI/DBS should be considered in prescribing rules for programs meeting minimum standards.
- Any OHV safety and training initiative should include a component to address out-of-state users who bring OHVs to Oregon or rent OHVs in Oregon.
- Prescribe clear, realistic, and enforceable size/fit requirements for youths on ATVs.
- OPRD and the ATV-AAC should develop a comprehensive multi-year plan to address overcrowding and the shortage of riding areas. We recommend that the

stakeholder community, including law enforcement, serve as advisors to this process.

OBJECTIVE 3: ASSESS THE CURRENT SYSTEM FOR COLLECTING OHV CRASH DATA

Review the appropriate agencies to assess the current system for reporting OHV injuries and fatalities. These agencies include: Oregon Parks and Recreation Department, United States Forest Service, Bureau of Land Management, law enforcement, emergency care centers and EMT services. Additionally, review the system by which the State of Oregon and CPSC gather OHV injury and fatality statistics and provide recommendations.

BACKGROUND

In Oregon, nearly half of ATV-related fatalities involve individuals less than 24 years of age. Tragically, nearly one-quarter of the ATV-related fatalities were under age 16. The OPRD *Oregon Trails 2005-2014: Motorized Trails Plan* includes a specific objective to: "Increase the number of OHV trail users who are educated and trained in OHV operation, safety, rules and regulations and user ethics."

SUMMARY

The objective of this activity is to identify the scope of off-highway vehicle (OHV) crashes, injuries and deaths in Oregon. The project team surveyed and interviewed law enforcement officials, emergency medical services (EMS) providers, hospital officials, state land managers and the U.S. Consumer Product Safety Commission (CPSC) to gain the information that is represented in this report. (See *Appendix 19: Accident /Injury Contact Lists, on file with OPRD; and Appendix 20: Accident and Injury Survey form, on file with OPRD*)

The surveys and interviews found:

- OHV crashes and injuries are underreported.
- There is not a uniform crash data system in Oregon. Agencies that do collect OHV data do not use it or share it with other agencies. Crash reporting forms lack fields to track OHV exposure in crashes.
- Some limited OHV data may be available through Oregon Driver and Motor Vehicles Division (DMV).
- The Department of Human Services Office of Disease Prevention and Epidemiology is a very good resource for hospital and pre-hospital data.
- The CPSC injury calculations cannot be extrapolated to reflect ATV-related injuries in Oregon. However, they do give a reasonably accurate picture of the nationwide trend pertaining to ATV-related injuries.
- The CPSC's fatality records are very accurate. Copies of investigations of ATV-related deaths in Oregon are now available in electronic form (PDF), and can be requested from:

National Electronic Injury Surveillance System (NEISS)
National Injury Information Clearinghouse
Phone: 301-504-7921
Fax: 301-504-0025

E-mail: clearinghouse@cpsc.gov

REVIEW OF ACCIDENT/INJURY REPORTING BY AGENCIES

A survey of the state agencies was conducted to assess the current system for reporting OHV injuries and fatalities. Oregon Parks and Recreation Department furnished OHV contact lists and the team created contact lists for Fire and Rescue agencies, County Sheriffs, and Trauma and EMS Centers through web search and telephone interviews (see *Appendix 19: Accident/Injury Contact Lists, on file with OPRD*). A single questionnaire was structured to accommodate responses from all agencies (see *Appendix 20: Accident and Injury Survey Form, on file with OPRD*). One hundred forty seven (147) agencies were notified (twice) by e-mail and directed to the on-line questionnaire. Of those contacted, 24 returned the survey, for an overall response rate of 16%. While the findings are not statistically significant, the survey results provide important anecdotal data.

Questionnaire Respondents:

- Air Life of Oregon
- BLM Law Enforcement Lakeview District
- Coos County Sheriff's Office
- Crook County Fire & Rescue
- Deschutes County Sheriff's Office
- Dexter RFPD
- Hermiston Fire and Emergency Services
- Jefferson County Sheriff's Office
- Keizer Fire District
- Klamath County Sheriff
- McMinnville Fire Department
- Mohawk Valley Fire District
- Molalla Rural Fire Protection District #73
- Oakridge Fire & EMS
- Odell Fire District
- Sublimity Fire District
- Sunriver Fire Department
- Tillamook County Sheriff's Office
- Union County Sheriff's Office
- USDA Forest Service, Hebo Ranger District
- USFS Middle Fork Ranger District, Willamette National Forest
- Wallowa-Whitman National Forest, Unity Ranger District
- Washington County Sheriff's Office
- Wolf Creek Rural Fire Protection District

In addition, in-depth telephone interviews were conducted with the following individuals:

Mr. Will Worrall, Prehospital Data Systems Coordinator
Ms. Susan M. Harding, Administrative Specialist/Trauma Registrar
Department of Human Services, EMS & Trauma Systems
800 NE Oregon Street, Suite 607
Portland, OR 97232
971-673-0536 (Mr. Worrall)
971-673-0527 (Ms. Harding)

Ms. Lisa M. Millet
Injury Prevention and Epidemiology Section Manager
Department of Human Services, Division of Health Services
800 NE Oregon Street, Suite 772
Portland, OR 97232
971-673-1059

Sgt. Rod Summers
Coos County Sheriff's Department, Dunes Patrol
Court House
Coquille, OR 97423-1897
541-396-3121

Lt. Steve Lane
Oregon State Police, Fish and Wildlife Enforcement Division
Northwest District
3710 Portland Road NE
Salem, OR 97303
503-378-3387

SURVEY RESULTS

Information gathered from the returned questionnaires and from follow-up telephone interviews indicate that OHV crashes are underreported in Oregon, although most agencies responding to the survey indicate that they respond to OHV crashes.

Since OHVs are primarily used on public and private lands and not on public roadways, law enforcement personnel may not be called to investigate an incident. In addition, many citizens are not aware of the legal requirement to report injury crashes that occur on public properties.

On private property, there is no requirement to report injuries although the data may be collected by EMS personnel if they are called to the scene. Data collected by EMS personnel is not shared at this time unless: (a) the patient is entered into the Oregon Trauma Program system (<http://www.oregon.gov/DHS/ph/ems/trauma/>); or (b) the EMS agency is participating in the National EMS Information System (NEMSIS) prehospital data system (<http://www.nemsis.org/>).

ADDITIONAL FINDINGS

1. THERE IS NO UNIFORM SYSTEM TO GATHER DATA ON OHV INJURIES AND FATALITIES IN OREGON.

Of the 24 organizations that responded to the survey, only 18 use a form for reporting OHV injuries and fatalities. Of those only seven use the uniform Oregon Police Traffic Crash Report. Most law enforcement agencies do not designate an agency or official to investigate OHV crashes and fatalities. Crash and injury reports are not electronically stored and shared and agencies do not officially collect or track data. None of the respondents share data with other agencies or organizations. There is no comprehensive statewide records management system. EMS records, while providing the necessary information for patient care reports, are not reliable data sources for assessing OHV crashes and injuries. (See *Appendix 21: Accident/Injury Survey Comments, on file with OPRD*).

2. CRITICAL DATA UNREPORTED

Most Oregon agency crash/incident report forms do not allow listing off-highway vehicles as a vehicle type. Therefore, data from these reports may fail to specify whether the injury or fatality was related to an OHV crash.

Oregon Police Traffic Crash Report (see *Appendix 22, on file with OPRD*) does not include fields to specify OHV involvement.

- *“The report form was not set up for these types of events; for example, they do not have restraint systems... Having said that, we would much prefer some guidance as how to appropriately mark the salient boxes, rather than have to deal with another separate report form (we have enough different report forms to deal with already in this business).”*

The Washington County Sheriff's Office Master Report (see *Appendix 23, on file with OPRD*) does not include fields to specify OHV involvement.

Most Fire and Emergency Services reports do not have fields to designate OHV-related injuries. (See: *Appendix 24: Out of Hospital Care Report - Hermiston Fire and Emergency Services, on file with OPRD; and Appendix 25: All Incident Report Form - Oregon State Fire Marshal, on file with OPRD, also at http://www.sfm.state.or.us/Data/Data_Reports/OAIRS%202004%20Form%2010%20Incident%20Report.pdf; and Appendix 26: Civilian Casualty Report - Oregon State Fire Marshal, on file with OPRD, also at http://www.sfm.state.or.us/Data/Data_Reports/CivCasualtyPg1&2_2003.pdf)*

3. LIMITED OHV DATA MAY BE AVAILABLE THROUGH THE OREGON DMV

Some limited OHV data may be available through the Oregon DMV. The Oregon DMV Traffic Accident and Insurance Report form (see *Appendix 27, on file with OPRD, also at http://www.odot.state.or.us/forms/dmv/32_1_04.pdf*) has a field to designate involvement by an ATV/Snowmobile (the two are combined in a single data field).

However, this report is used only for accidents on a highway or premises open to the public and if:

- (a) there is more than \$1,500 damage to a vehicle or property;
- (b) there is any injury to any person;
- (c) there is a fatality.

4. LIMITED DATA MAY BE AVAILABLE THROUGH THE OREGON DIVISION OF HEALTH SERVICES

In a telephone interview with Mr. Will Worrall, Prehospital Data Systems Coordinator of the Oregon Emergency Medical Services & Trauma Systems, he reported that some OHV data may be available from the Oregon Division of Health Services.

The prehospital registry is a data system with federal (voluntary) standards for consistent collection of EMS prehospital injury data. This system is a part of the National Emergency Medical Services Information System (NEMSIS). The system has very precise definitions for field contents, including specific codes for various types of vehicles.

These codes include ATVs and motorcycles, but do not include a code for off-road motorcycles. However, there is a code designating "motor vehicle, non-traffic" that could help discriminate between on- and off-road motorcycle-involved injuries. The codes for "use of occupant safety equipment" include codes for "helmets" and "protective clothing".

Unfortunately, according to Mr. Worrall, this system is not yet fully operational in Oregon. In Oregon, as in most states, participation in the system is voluntary. Oregon EMS services are gradually moving to this system, including transitioning from paper records to electronic data keeping. Mr. Worrall reports that it will take a number of years before the system is fully functional in Oregon.

Mr. Worrall said that partial data is available at this time from the individual counties that have transitioned to the new system. "It would be possible, for instance, to extract data on the age of accident victims, type of injury and causation," he said.

A second telephone interview was conducted with Ms. Susan M. Harding, Administrative Specialist/Trauma Registrar at Oregon Emergency Medical Services & Trauma Systems. The Oregon Emergency Medical Services & Trauma Systems program is responsible for development, implementation, and ongoing monitoring of the State's trauma system. Duties include establishment of system standards, designation of trauma hospitals to care for injured patients, and collection of trauma registry data. The system was created by legislation passed in Oregon in 1985.

According to Ms. Harding, the Trauma Registry system includes coding for ATV- and motorcycle-related injuries. There are also codes for "Helmet" and "Protective Clothing". (See Appendix 11: Trauma System Patient Form - Oregon Trauma Registry, on file with OPRD, also at <http://egov.oregon.gov/DHS/ph/ems/trauma/registry/abstract-form.pdf>) It

is possible to break out reports on trauma system patients by age group and vehicle involved. Although the data will only apply to those individuals that are entered into the Oregon Trauma Program system, reports can be requested through the Data Request form on the EMS & Trauma Systems website (<http://egov.oregon.gov/DHS/ph/ems/trauma/data.shtml>).

Terry Bergerson, OPRD, interviewed Ms. Lisa M. Millet, Injury Prevention and Epidemiology Section Manager at the Department of Human Services, Division of Health Services. Ms. Millet responded as follows:

“First the downside:

1. Our injury surveillance program has evaluated data collection efforts with law enforcement on domestic assaults, suicide, sexual assault, homicide, and accidental firearm injury. The capacity of local law enforcement to document circumstantial (evidence) in their standard case documentation is limited for a number of ways. Mandating direct reporting would not improve this. The result - an incomplete data set that is not high on acceptability among providers.

Second, the Oregon Association of Hospitals and Health Systems will oppose requiring hospitals to report cases.

The better news:

The state Trauma Registry will have data on cases of trauma among ATV users that are serious enough to warrant entry into the Trauma System.

Our injury surveillance program has death certificate data and access to medical examiner reports on ATV cases. We also have access to hospitalization data - although coding that specifies ATV as source of injury is not available at this time.

A prehospital data system is currently under development that would be able to provide data on all ATV cases that were transported for medical care.

Proposal:

There is probably no need for the Parks Department to develop an injury data set as our program provides this service to the state and you all just aren't aware of our work. We have several data sets in place, one in development and epidemiological expertise to mine the data. We should meet to discuss how our public health injury surveillance could support your efforts.”

CPSC SYSTEM REVIEW AND RECOMMENDATIONS

Review the system by which the U.S. Consumer Product Safety Commission (CPSC) gathers OHV injury and fatality statistics and provide recommendations.

SAMPLING PROCEDURES

After reviewing the CPSC website documentation, the team conducted a telephone interview with Ms. Robin Ingle, CPSC Health Statistician, Division of Hazard Analysis. Ms. Ingle authored the CPSC “2004 Annual Report of ATV Deaths and Injuries” (<http://www.cpsc.gov/library/foia/foia05/brief/atv2004.pdf>). Following is a synopsis of the information obtained from Ms. Ingle.

SURVEY RESULTS

The CPSC utilizes a capture/recapture methodology to ascertain the number of ATV-related deaths nationwide each year. The CPSC purchases death certificates that have any association with ATVs from all 50 states. These death certificates are matched with:

- Newspaper clippings reporting the deaths
- Contacts from lawyers
- Contacts from Medical Examiners
- Telephone reports from the CPSC ATV hotline
- Website reports

The number of ATV-related fatalities is calculated on a national level based on these match-ups.

ATV-related injuries are calculated with data provided by the CPSC’s National Electronic Injury Surveillance System (NEISS). NEISS is a probability sample of hospitals in the U.S. and its territories that have at least six beds and an emergency department. The NEISS is a stratified sample based on emergency department size and geographic location. The emergency department size is categorized by the annual number of emergency department visits reported by each hospital. Currently, there is also a stratum of children’s hospitals.

Patient information is collected nightly from each NEISS hospital for every patient treated in the emergency department for an injury associated with consumer products. National estimates are made of the total number of product-related injuries treated in U.S. hospital emergency departments based on the NEISS data collected from these hospitals.

Estimates from NEISS are available through CPSC’s website for user-specified products and/or other classifications of interest (<http://www.cpsc.gov/library/neiss.html>).

The number of ATV-related injuries is calculated by combining the injuries reported under all four ATV codes. Ms. Ingle cautioned that this is a national probability sample and cannot produce individual state estimates with any reliability. “We need big numbers to get accuracy with this system,” she said.

CONCLUSIONS AND RECOMMENDATIONS

- OHV crashes and injuries are underreported.
- There is not a uniform crash data system in Oregon. Agencies that do collect OHV data do not use it or share it with other agencies. Crash reporting forms lack fields to track OHV exposure in crashes.
- Some limited OHV data may be available through Oregon Driver and Motor Vehicles Division (DMV).
- The CPSC injury calculations cannot be extrapolated to reflect ATV-related injuries in Oregon. However, they do give a reasonably accurate picture of the nationwide trend pertaining to ATV-related injuries.
- The CPSC's fatality records are very accurate. Copies of investigations of ATV-related deaths in Oregon are now available in electronic form (PDF), and can be requested from:
 - National Electronic Injury Surveillance System (NEISS)
 - National Injury Information Clearinghouse
 - Phone: 301-504-7921
 - Fax: 301-504-0025
 - E-mail: clearinghouse@cpsc.gov

OHV ACCIDENT/INJURY REPORTING RECOMMENDATIONS

- Include a field for "OHV" on Oregon Police Traffic Crash Report.
- Develop data collection program to include at a minimum:
 - Type of vehicle
 - Location of crash
 - Operator age and gender
 - Presence of operator helmet
 - Presence of passenger(s)
 - Presence of alcohol or other drugs
 - Time of day
 - Crash causation factors
 - Nature of injury
- Collaborate with a law enforcement agency responsible for an OHV area to establish baseline crash data protocol. Share these findings and data collection methods with other riding area enforcement departments.
 - The first step is to conduct a study to identify best practices in OHV crash data collection, analysis and reporting.

- The second step is to apply the best practices model to a selected riding area and study findings over a period of 12-24 months.
 - The third step is to analyze the findings and apply necessary adjustments to the protocol.
 - The fourth step is to target other agencies and enroll them in the application of the protocol.
-
- Collaborate with the Department of Human Services, Division of Health Services, to identify how public health injury surveillance can support OHV crash and injury reporting.

OBJECTIVE 4: FORM CONCLUSIONS AND RECOMMENDATIONS

Provide a written report to conclude the findings and provide recommendations on the feasibility of implementing a mandatory safety program for Class I and Class III users. The report will include recommendations for preferred program options and cost estimates.

RECOMMENDATIONS

We strongly recommend that OPRD develop an on-line training program based on the structure utilized by the Oregon State Marine Board. The training materials should be based on the components and presentation techniques incorporated in the Minnesota interactive CD (*see Appendix 6, on file with OPRD*).

PROPOSED CLASS I AND CLASS III MANDATORY SAFETY PROGRAM

1. Pass legislation and secure funding to implement the following mandatory training program and prohibit Class I use on public lands by operators under age 7:
 - 2007-2008 - develop training program
 - 2009 - mandatory training age 7-12
 - March - August, 2009 - grandfather age 18 and older
 - 2010 - mandatory training age 13-20
 - 2011 - mandatory training age 21-30
 - 2012 - mandatory training age 31-40
 - 2013 - mandatory training age 41-50
 - 2014 - mandatory training age 51-60
 - 2015 - mandatory training age 61 and older
2. Cost estimate for developing safety program infrastructure:
 - Research and curriculum development
 - Website interface
 - CD/DVD materials
 - Printed materials
 - Administrative issues
 - Collaborate with stakeholders and OPRD
 - \$120,000 - \$200,000 development costs over 12 months depending on scope
3. Effect of legislation on dealerships and rental agencies:
 - Rental agencies must provide safety briefing
 - Out-of-state residents granted 30-day exemption
4. OPRD staffing:
 - 1.0 FTE Program Manager

- 1.0 - 1.5 FTE Program Support
5. Stakeholder Advisory Committee (SAC) direction and support
 6. Development of program standards:
 - Curricula
 - Program providers
 - Fee structure
 - Age requirements
 - Out-of-state users requirements
 - Rental agencies requirements
 - Certificate requirements (issuance protocol and evidence of completion)
 7. Development of on-line training resource similar to that used by the Minnesota Department of Natural Resources:
 - Development of testing instruments
 - Development of training resources (CD/DVD, written materials)
 8. Development of public information and education campaign and materials
 9. Foster and promote law enforcement support

The goal of any mandatory training program is to affect the greatest number of individuals in the most positive manner. We believe this model not only has the capacity to deliver training to the greatest number of OHV participants, but has the capability of having the most positive effect on OHV accidents and injuries. Our combined experience, and the survey information gathered, confirms that the most serious problem in OHV safety is not the lack of basic skills on the part of the operators - the primary problems stem from the lack of accountability and poor decision-making.

ACCIDENT/INJURY REPORTING AND BASELINE DATA

In establishing an OHV safety program and evaluating the success of such a program, it is critical to have a system for accurately tracking and reporting OHV-related accidents and injuries in Oregon. The program must have baseline data in order to determine performance measures for program effectiveness.

The primary problem is that there is no uniform crash data system in Oregon. Agencies that do collect OHV data don't share it with other agencies and crash reporting forms lack fields to track OHV exposure in crashes. The CPSC's fatality records are very accurate, but their injury calculations cannot be extrapolated to reflect ATV-related injuries in Oregon. However, they do give a reasonably accurate picture of the nationwide trend pertaining to ATV-related injuries. Contacts with the Oregon Department of Human Services, Division of Health Services, have indicated that there is potential for a cooperative effort with OPRD to improve data collection. Lisa Millet, Injury Prevention and Epidemiology Section Manager at the Department of Human Services,

has offered to meet to discuss how public health injury surveillance could support OPRD's efforts.

The team strongly recommends that OPRD collaborate with the Department of Human Services, Division of Health Services, to identify how public health injury surveillance can support OHV crash and injury reporting. It is recommended that CPSC fatality records for Oregon be kept and analyzed.

The team recommends that OPRD collaborate with a law enforcement agency responsible for an OHV area to establish baseline crash data protocol.

1. Conduct a study to identify best practices in OHV crash data collection, analysis and reporting.
2. Apply the best practices model to a selected riding area and study findings over a period of 12-24 months.
3. Analyze the findings and apply necessary adjustments to the protocol.
4. Target other agencies and enroll them in the application of the protocol.

The goal of these initiatives is to establish a reliable reporting system for OHV accidents, injuries and fatalities in Oregon. This will develop baseline data for measuring safety program effectiveness and help in determining the direction of future safety, awareness and enforcement efforts.

As OPRD moves toward establishing mandatory OHV training in Oregon, it is the project team's belief that several essential steps must be taken to ensure success, including: garnering stakeholder support, providing effective and easy-to-find public information, adequate law enforcement, and reliable and complete OHV accident/injury reporting and data collection.

ADDITIONAL RESOURCES

Oregon OHV Project

Rural Community Health Clerkship Community Project Database - Oregon Area Health Education Centers Program

http://www.ohsu.edu/ahec/clerkship/listsomabstracts.cfm?fk_mesh=23

OHV Task Force Interim Report - Nova Scotia, Canada

<http://www.gov.ns.ca/vp/ohv/interim-report.htm>

National Off-Highway Vehicle Conservation Council - Creating a Positive Future for Off-Highway Vehicle Recreation

<http://www.nohvcc.org/index.asp>

Oregon Parks and Recreation Department: ATVs - ATV Account Allocation Committee

<http://www.oregon.gov/OPRD/ATV/funding.shtml>

U.S. Consumer Product Safety Commission Home Page

<http://www.cpsc.gov/>

Oregon State Police - Divisions and Sections

http://egov.oregon.gov/OSP/divisions_sections_menu.shtml

Oregon State Fire Marshal Home Page

<http://egov.oregon.gov/OOHS/SFM/>

Oregon State Fire Marshal - Oregon Fire Department Websites

http://www.oregon.gov/OOHS/SFM/Oregon_FD_Websites.shtml

OREGON Firefighting & EMS Department News, OREGON Fire Department Links, OREGON Firefighter Jobs & Information @ Firehouse.com

http://cms.firehouse.com/content/fhnet/fh_network.jsp?Location=State&LocValue=43

Oregon EMS & Trauma Systems - Oregon Trauma Program

<http://egov.oregon.gov/DHS/ph/ems/trauma/index.shtml>

Oregon EMS & Trauma Systems - Oregon Trauma System Hospitals

<http://egov.oregon.gov/DHS/ph/ems/trauma/docs/hosplist.pdf>

Oregon Motorcycle-Dealers - Oregon Search Network

<http://www.oregonsearch.net/Automotive/motorcycle-dealers/>

Outdoor Empire Publishing - Outdoor Recreation Safety, Education, Conservation Media

<http://www.outdoorempire.com/>

The EMSSTAR Group - John Chew

<http://www.emsstar.com>

OHV Training

OHV Training - ATV, Motorcycles, Snowmobiles, Utility Vehicles

<http://www.ohvtraining.org/index.htm>

4-H ATV Safety Program

<http://www.atv-youth.org>

PTP Quality Training - UK ATV Training

<http://www.ptptraining.co.uk>

The All-Terrain Vehicle Association (ATVA)

<http://www.atvaonline.com>

Additional State OHV Programs

Iowa Department of Natural Resources - All-Terrain Vehicle and Off-Highway Motorcycle Regulations

<http://www.iowadnr.com/law/files/atv05.pdf>

Iowa Department of Natural Resources - Recreational Safety Education Programs

<http://www.iowadnr.com/law/recedu.html>

Michigan Training Plan

http://www.michigan.gov/documents/Pages53to69_133089_7.pdf

North Dakota OHV Information

<http://www.ndparks.com/Trails/ATV.htm>

APPENDIX LIST

<u>Appendix</u>	<u>Description</u>
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|---|---------------------------------|
| 1 | Biography of Stephen Garets |
| 2 | Biography of Robert Reichenberg |

Note: The following appendix materials are on file with the Oregon Parks and Recreation Department.

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| 3 | ATV RiderCourse Instructor Guide (Sixth Edition), Flip Cards, Handbook, Range Cards, Tips and Practice Guide, Parents, Youngsters and ATVS - ATV Safety Institute |
| 4 | The MSF DirtBike School Coach Guide (Dec. 1999), Flip Cards, Range Cards - Motorcycle Safety Foundation |
| 5 | ATV Student Safety Manual and program materials - Maine Department of Inland Fisheries and Wildlife |
| 6 | Minnesota ATV Safety Training CD, Volunteer Instructor Procedures Manual, and materials - Minnesota Department of Natural Resources, Division of Enforcement |
| 7 | Utah Off-Highway Vehicle Student Safety Manual and materials - Utah Division of Parks and Recreation |
| 8 | Smart Riding: Arctic Cat ATV Rider Safety - Wisconsin Department of Natural Resources |
| 9 | ATV Awareness Program: "How To Ride Like A Pro" CD - distributed by the Canada Safety Council |
| 10 | E-mail from MSF/DBS to Bob Reichenberg |
| 11 | ATV Students Trained by State Report 10/01/04 - 10/01/05 |
| 12 | Instructor Contact List |
| 13 | Instructor Survey Form |
| 14 | Law Enforcement & Public Land Managers Survey Form |
| 15 | Stakeholder Contact List |

- 16 Stakeholder Survey Form
- 17 Postcard (Stakeholder Survey Notification)
- 18 Safety Video - Spinreel Dune Buggy & ATV Rentals
- 19 Accident/Injury Contact Lists:
OHV Public Land Managers,
Law Enforcement, County Sheriffs,
Fire and Rescue Agencies,
Trauma and EMS Centers
- 20 Accident and Injury Survey Form
- 21 Accident/Injury Survey Comments
- 22 Oregon Police Traffic Crash Report
- 23 Master Report - Washington County Sheriff's Office
- 24 Out of Hospital Care Report - Hermiston Fire and Emergency Services
- 25 All Incident Report Form - Oregon State Fire Marshal
- 26 Civilian Casualty Report - Oregon State Fire Marshal
- 27 Oregon Traffic Accident and Insurance Report - Oregon DMV
- 28 Trauma System Patient Form - Oregon Trauma Registry



Stephen Garets

- Director - TEAM OREGON Motorcycle Safety Program, Oregon State University, 1984 – present
- Chairperson - Transportation Research Board, Motorcycle and Moped Committee (ANF30), 2006-2009
- Member – Motorcycle Technical Working Group, *Motorcycle Operator Licensing System*, American Association of Motor Vehicle Administrators (AAMVA), 2006
- Co-emphasis area manager - *Motorcycle Guide*; National Cooperative Highway Research Program (NCHRP), 2003-06
- Member - Technical Working Group, *National Agenda for Motorcycle Safety*, 1998-2001
- Member - Transportation Research Board, Motorcycle and Moped Committee, 1991 - 2006
- National and international motorcycle safety consultant and advisor:
 - Rider training and education
 - Curriculum development
 - Research
 - Licensing
 - Accident investigation and expert witness
 - Highway safety
 - Public policy and administration
- Lifetime motorcyclist

TEAM OREGON Motorcycle Safety Program
213 Strand/AG, Oregon State University
Corvallis, OR 97331-2216
Phone: 541.737.3845
Fax: 541.737.4300
E-mail: Steve.Garets@oregonstate.edu

Robert E. Reichenberg

President - Streetmasters Motorcycle Workshops Inc., conducting track-based precision cornering programs for experienced riders, 2004 - present.

Administrator, Chief Instructor - Central Coast Motorcycle Training, managing training sites for the California Motorcyclist Safety Program, 2000 - present.

Team Member - National Highway Traffic Safety Administration (NHTSA) State Motorcycle Safety Program Assessment Team, 1999 - present.

Consultant (Motorcycle Safety and Training), providing technical and administrative advice and assistance to U.S. and International motorcycle safety programs, 1997 - present.

Motojournalist/Photographer, Aftermarket Product Evaluator, Motorcycle Test Rider - "Motorcycle Consumer News", Riding Techniques/Safety Columnist and News Editor - "Cruising Rider" and "Boulevard", Motorcycle Safety Consultant, Writer, On-Camera Talent - "Motorcycle Digest", 1994 - 2001.

Manager Education, Manager Training and Development, Manager Program Services - Motorcycle Safety Foundation (MSF), delivered technical, material and on-site assistance to U.S. state and military motorcycle rider training programs, designed and revised curriculum materials for MSF Instructor and Chief Instructor Training programs, developed and tested curricula for the Military Off-Road Motorcycle Program, served as liaison to the American Association of Motor Vehicle Administrators, advised and assisted motor vehicle administrators on motorcycle licensing issues, 1989 - 1997, administered and led instruction for the Chief Instructor Training Program, 1993 - 1997.

Coordinator Education Programs, Manager Instructor Training - ATV Safety Institute, designed and tested curriculum materials for the first nationwide ATV Safety Program, designed and managed the first nationwide ATV Instructor training program, 1987-88.

8860 Junipero Avenue
Atascadero, CA 93422
Phone: 805.461.3827
Fax: 805.461-3251
E-mail: reichenbe@earthlink.net