Oregon Department of Transportation

Highway Safety Improvement Program (HSIP)

Annual Report on the Progress of the Highway Safety Improvement and High Risk Rural Roads Programs for SFY 2008

OREGON DEPARTMENT of TRANSPORTATION
Traffic-Roadway Section
October 2008

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LIST OF ACRONYMS

FHWA	Federal Highway Administration
HRRRP	High Risk Rural Roads Program
HSIP	Highway Safety Improvement Program
ODOT	Oregon Department of Transportation
PDO	Property-damage-only crash
SFY	State Fiscal Year
TRS	Traffic-Roadway Section
HSEC	Highway Safety Engineering Committee
TSD	Transportation Safety Division
STIP	Statewide Transportation Improvement Program
HEP	Hazard Elimination Program
SHSP	Strategic Highway Safety Plan
SAFE	Safe, Accountable, Flexible, Efficient
TEA-LU	Transportation Equity Act: A Legacy for Users

INTRODUCTION

This report, required by Sections 152 and 148 of Title 23 of the United States Code, summarizes the progress made in implementing the Highway Safety Improvement Program (HSIP) in Oregon from July 1, 2007 to June 30, 2008, the state fiscal year (SFY 2008). Included are projects under the Highway Safety Improvement Program (HSIP) and the High Risk Rural Roads Program (HRRRP). Attached in Appendix A is the standard reporting form that contains evaluation data for HSIP completed projects and Appendix B provides additional High Risk Rural Roads Program data.

HIGHWAY SAFETY IMPROVEMENT PROGRAM

The Highway Safety Improvement Program (HSIP) is a federally funded program that mandates each state to conduct and systematically maintain an engineering survey of all public roads. The Traffic-Roadway Section (TRS) uses engineering tools such as the Safety Priority Index System (SPIS) to identify segments of state highways that have a higher crash history and may require safety improvements. SPIS is a method developed by ODOT for identifying potential safety problems on state highways. Citizen complaint submittals and routine inspections by Oregon Department of Transportation (ODOT) District and Region personnel indicate other possible safety concerns.

The purpose of the program is "to achieve a significant reduction in traffic fatalities and serious injuries on public roads". Section 148 of Chapter 23 of the United States Code (USC) outlines how state and local governments will spend federal dollars toward improving safety on public roads or any public transportation facility. Prior to Federal SAFETEA-LU legislation the HSIP program was commonly referred to as the Hazard Elimination Program (HEP), Section 152 of Chapter 23 of the USC. SAFETEA-LU redefined the HSIP and the requirements, but the two safety projects evaluated as described within this report were done under the provisions of the HEP.

ODOT is transitioning the Safety Program to meet the new requirements of SAFETEA-LU. The Traffic-Roadway Section has drafted new HSIP project guidelines (ODOT Safety Program Guide). TRS also has responsibility for annual reports of the programs progress and ODOT's Project Safety Management System (PSMS). The PSMS includes tools for identification and analysis of the safety problems.

Other responsibilities of the program include the Transportation Safety Division, responsible for the development of the Oregon's Strategic Highway Safety Plan (SHSP). The Region Traffic Offices have the responsibility of following the guidelines when selecting appropriate safety projects and identifying potential remedies to safety problem areas. ODOT's Highway Finance Office, is responsible for management of HSIP funds along with the Region STIP Coordinators.

The HSIP process begins when a State or local agency identifies a safety problem. Possible safety project locations are identified from a variety of sources including crash records, ODOT's Safety Priority Index System, local citizens, enforcement/emergency response personnel, and road maintenance crews. Next, the agency submits an application to ODOT's Region Traffic who reviews the safety project submittal and determines eligibility based on the "ODOT Highway Safety Program Guide". Before the Regions proposed safety projects can be added to the STIP, they must get approval from the State Traffic Engineers office that the selected safety projects follow ODOT's Highway Safety Program Guidelines. Final project selection and prioritization is at the discretion of the Region.

This section summarizes the number of projects under construction, the type of projects applications reviewed and the effectiveness of projects with sufficient crash data for comparison. For the purposes of this report, HSIP projects are classified into these general categories:

Intersection Improvements—channelization and turning lanes, new or upgraded traffic signals, red light running cameras, and illumination.

Signing and Delineation—traffic signs and pavement marking and/or delineation where these project activities are the predominant safety improvement.

Roadway/Structure Improvements—lane widening, lane additions, rumble strip installation, median strip installation, shoulder widening/improvement, roadway realignment, skid treatment, and safety-related bridge and other structural improvements.

Roadside Improvements—flattening slopes, the elimination of roadside obstacles (e.g. drainage structures), the installation of breakaway signs and utility poles, and the construction, for safety purposes, of sidewalks and bikeways.

Safety Appurtenances—upgrades to bridge approach guardrail and railings, guardrail and median barrier improvements, impact attenuators, and safety fencing.

Traffic Calming Projects—specific traffic calming projects including, but not limited to, curb extensions, lateral/horizontal shifts in the roadway, raised devices (e.g. speed humps), and diverters.

Safety Projects Obligated in SFY 2008

In SFY 2008, there were sixty-three (63) safety projects totaling $14.31 million which were obligated for construction using HSIP funds. The HSIP fund consists of all safety projects with an ODOT program code of Q280, H280, Q210, H210, LS30, LS20 or 33P0. This does **not** include projects funded by Section 164 penalty money (money transferred from the highway funds to Transportation Safety Division, then redirected for safety projects that comply with HSIP guidelines). The type of projects obligated or under construction are classified in Table 1 by general category of improvement.

Table 1 HSIP Projects Obligated for Construction in SFY 2008

Category	Number of Projects	Project Cost Estimates
Intersection Improvements	21	$4,158,039
Signing and Delineation	8	$236,583
Roadway/Structure Improvements	27	$9,228,710
Roadway Improvements	3	$326,298
Safety Appurtenances	4	$361,370
Traffic Calming Projects	0	$0
Total Projects	**63**	**$14,311,000**

Note: These figures reflect changes to the existing safety projects in the STIP for SFY 2008

Applications Received/Reviewed

In SFY 2008 (July 1, 2007 to June 30, 2008) the Region Traffic offices now review and approve their own HSIP safety projects by following the ODOT Highway Safety Program Guidelines which outlines the criteria justifying an HSIP safety project . All highway safety projects, regardless of funding (state or federal) will now follow the same guidance for project eligibility as outlined in the ODOT Highway Safety Program Guide http://www.oregon.gov/ODOT/HWY/TRAFFIC-ROADWAY/highway_safety_program.shtml.

The proposed program year of the HSIP safety projects approved varies depending on the STIP cycle. The final selection of projects for construction is the responsibility of the Region Traffic Engineer and the Region Traffic Manager.

Projects Evaluated

A total of two (2) HSIP projects were completed between July 1, 2004 to June 30, 2005 and had 3 years of before and after crash data available for evaluation. Details for each project can be found in Appendix A. A similar number of before and after crash months were compared for each project. This simple evaluation only considered total crashes and did not examine target crashes (the crashes the project was designed to mitigate).

The evaluation indicates that there was a 20.8% decrease in injury crashes from the before to the after evaluation period. During the evaluation period, statewide fatal crashes decreased by 2.8% and injury crashes increased by 3.4%. Although the evaluation

indicates a 100% reduction in fatal crashes this may not be significant given the low number of fatal (1) crashes.

Using the overall reduction in crashes statewide as a surrogate for the variability of crashes, the projects at these locations appear to have had a measurable effect on safety. It should be noted that there was a change in minimum property-damage-only crash (PDO) reporting requirements in 1998 and again in 2003 so that comparison of PDO and total crash reductions is not valid.

It should also be noted that the severity of the injuries were also reduced in both of the HSIP projects reviewed.

In Appendix A, an additional eighteen (18) safety projects were also evaluated which were funded using other safety funds under different criteria. These safety project evaluations are shown for information only to assist in improving ODOT's data driven decision making process when developing future safety projects. In the future, all highway safety projects, regardless of funding (state or federal) will now follow the same guidance for project eligibility as outlined in the ODOT Highway Safety Program Guide.

Table 2 (Shaded in gray) Summary of 2 HSIP Project Evaluations

Crash Type	Before	After	Reduction in Crashes	Percent Change	Percent Change Statewide (03-2006)
Fatal	1	0	1	-100%	- 2.8%
Injury	24	19	5	-20.8%	+ 3.4%
PDO	44	24	20	(1)	(1)
Total	**69**	**40**	**29**	**(1)**	**(1)**

Table 3 Summary of 18 Other Safety Project Evaluations

Crash Type	Before	After	Reduction or Increase in Crashes	Percent Change	Percent Change Statewide (03-2006)
Fatal	16	14	2	- 12.5%	- 2.8%
Injury	632	626	6	- 1%	+ 3.4%
PDO	753	642	111	(1)	(1)
Total	**1401**	**1282**	**119**	**(1)**	**(1)**

Note **(1)**: A change in the minimum reporting value for PDO crashes from $500 to $1,000 occurred in 1998 and in 2003, the minimum reporting value for PDO crashes changed again from $1,000 to $1,500.

HIGH RISK RURAL ROADS PROGRAM (HRRRP)

A. Overview

The High Risk Rural Road Program (HRRR) in SAFETEA-LU (called HR3 in Oregon) is a sub-program of the Highway Safety Improvement Program (HSIP), a federally-funded program managed by the Oregon Department of Transportation (ODOT). Approximately one million dollars of federal funding is available each federal fiscal year in Oregon for High Risk Rural Roads.

B. Mission of HR3

The mission of the HR3 is to carry out safety improvement projects on rural roads, with identified safety issues, to achieve a significant reduction in traffic fatalities and serious injuries.

C. Core Principles

0. **The High Risk Rural Roads safety provision is dedicated exclusively to rural roads.**
   The HSIP includes a set-aside for construction and operational improvements to address safety problems and opportunities on High Risk Rural Roads. This set-aside of $90 million (nationally) each fiscal year for high risk rural roads is limited to roadways functionally classified as a rural major or minor collector or as a rural local road.

0. **High Risk Rural Roads are identified as follows:**
   - Roadways functionally classified as a rural major or minor collector or as a rural local road.
   - Roadways that have a crash rate for fatalities and incapacitating injuries exceeding the statewide average for those functional classes of roadways.
   - Roadways whereby future traffic volumes are projected to increase causing a projected increase in the crash rate for fatalities and incapacitating injuries exceeding the statewide average.

0. **Acceptability of HR3 funding for project development.**
   As long as the project will ultimately involve a construction or operational improvement which is identified as part of a State's HSIP process, funds from the set-aside for high risk rural roads for preliminary engineering (including right of way,

environmental approvals and final design) would be eligible for federal reimbursement.

II. OREGON PROCESS TO UTILIZE HR3 FUNDS

A. General

0. HR3 is a 4 year $1.1 million annual federally funded program designed to carry out safety improvement projects on rural roads, with identified safety issues, to achieve a significant reduction in traffic fatalities and serious injuries.

0. It is assumed that the HR3 program will continue in future federal authorizations.

0. The goal of ODOT's HR3 program is to fund 5-10 projects/year.

0. Projects will be selected to obligate 4 years of HR3 funding ($4.4 million total).

0. Projects will be developed using the current ODOT/Local Agency federal-aid project delivery process.

0. An HR3 Steering Committee comprised of FHWA, ODOT, AOC and County Road Officials was formed to develop Oregon HR3 program and project selection criteria.

0. HR3 funding is federally funded; therefore projects need to conform to AASHTO standards. The AASHTO Low Volume Road Guide is the AASHTO standard for very low volume rural, e.g. roads with ADTs less than or equal to 400. Exceptions to AASHTO standards will be processed using the current FHWA/ODOT/Local Agency design exception process.

Since HR3 projects are intended to meet a specific safety need the scope of work is limited to features that are directly impacted as a result of addressing this specific need. Each feature constructed in a HR3 project must be built to the applicable standard for new construction. Elements of HR3 projects that are not directly being impacted need not be brought up to current standards. For example, a signing upgrade along a rural corridor will generally not necessitate shoulder widening.

B. Eligibility Criteria

Oregon's eligibility criteria mirrors the federal guidelines as stated in Section I-C-2 above. These criteria are:

1. Roadways functionally classified as a rural major or minor collector or as a rural local road are eligible.

2. The roadway must have a crash rate for fatalities and incapacitating injuries (serious injury A) that exceeds the statewide average for those functional classes of roadways.

3. Roadways are also eligible if future traffic volumes are projected to increase causing a projected increase in the crash rate for fatalities and incapacitating injuries that exceeds the statewide average.

ELIGIBILITY NOTES:

a. Roadways with similar characteristics **in the vicinity of an area of identified fatal or serious injury crash history** may be included in the project limits. Applicants are encouraged to develop projects that will address similar crash types or characteristics on eligible roadway sections.
b. The intent of Oregon's implementation is to focus on County Roads, however, qualified State Highways or roads identified as public under 23 CFR 460.2, with a history of fatal or serious injury A crashes may apply for HR3 funding.
c. Projects in counties subject to loss of revenue due to reduction or elimination of Federal School Safety Net Funds may be given special consideration.
d. When all projects are submitted the HR3 Steering Committee will assess the possibility of combining projects, of a similar nature, on a Regional or Statewide basis.
e. Eligible roadways with ADT's less than or equal to 400 will be given special consideration.
f. Roads with high crash rates, in addition to fatal crashes and serious injury A crashes, and having an assessment by the local engineer that

there is potential for serious injury A crashes or fatal crashes to increase will be given special consideration.

C. Local Match Requirements

The Local Match requirement for HR3 projects is 7.78% of the total project cost.

D. Project Non- Participating Costs and Overruns

0. Project Sponsors are responsible for 100 percent of the cost of any item which is not eligible for federal participation.

0. Project overruns, unless authorized by the HR3 Steering Committee, are the responsibility of the Project Sponsor. Project Sponsors may submit a request for consideration of additional authorization for reimbursement of project overruns by submitting a detailed overrun justification to the HR3 Steering Committee. The HR3 Steering Committee will review the submittal and determine if there is sufficient available funding to cover the overrun. If adequate funding is not available, or if the reason and purpose of the overrun does not sufficiently meet HR3 Program goals, the Project Sponsor retains responsibility for the overrun.

Submit overrun requests to Alan Lively at ODOT's Local Government Section by:

- FAX - (503) 986-3290
- Mail - Alan Lively, ODOT Local Government Section/HR3, 355 Capitol St NE, Rm 326 Salem OR 97301-3871
- Email - alan.d.lively@odot.state.or.us

E. Intergovernmental Agreement (IGA) and Prospectus

HR3 projects are federally funded; therefore the current FHWA/ODOT/Local Agency project development and delivery process must be used to expend these funds. Among other requirements, this means that all HR3 projects are required to have an IGA and prospectus executed and federal funds obligated prior to incurring reimbursable expenditures. The regional ODOT Local Agency Liaison in your area is available to assist with this process.

F. Statewide Fatal and Serious Injury "A" Crash Rate Information

In 2004 the total number of fatal and serious injury "A" (F&A) crashes on Oregon's rural public roads classified major collectors and below was 430. Using an inventory of 47,860 miles for these classifications of roads and an annual estimate 14.2 million vehicle miles per day, the statewide average for these class of roads is 8.3 F&A crashes/ HMVM (crashes per hundred million vehicle-miles).

Data for fatal and serious crashs for 2000-2004 can be found by 1) right clicking on: Crash Data 2) Clicking on Open Hyperlink and 3) Clicking on "No" on the popup box that indicates the document has been modified and asking you if you want to save.

Below are some examples of sections of roadway that meet or exceed the statewide average based on the following formula:

Crash Rate = (# of Crashes * 100 million)/ (ADT * Length in Miles * Number of Years * 365 days/year)

# F&A Crashes in 3 yrs	Average Daily Traffic (ADT)	Length of Section (miles)	F&A Crash Rate (crash/Hmvm)
3	6600	5	8.3
2	4000	5	9.1
1	2000	5	9.1
1	1500	7	8.7
1	1000	10	9.1
1	500	20	9.1
1	250	40	9.1

Note: As ADT or Length increases Crash Rate decreases.

As ADT or length decreases Crash Rate increases.

Each application must contain information that confirms the project location crash history and rate and should use three or more years of crash data.

Fatalities are used for participants who die as a result of injuries sustained in the crash. Injury “A” (Serious or Incapacitating injury) is used for participants who suffer severe injuries. An incapacitating injury is a non-fatal injury which "prevents the injured person from walking, driving or normally continuing the activities the person was capable of performing before the injury occurred".

G. Application and project selection process.

1. The ODOT Local Government Section sent requests to prospective applicants for HR3 projects to in July 2006. They were required to submit a HR3 Notice of Intent (see Appendix A) to determine if the project met the program eligibility requirements before submitting a full application. Required documentation for the Notice of Intent was:

. A completed Notice of Intent Form

a. An attached letter or narrative (1 page max.) explaining the need for the project, type and extent of proposed work, funds requested and matching funds available, and the role of any co-applicants or partners.

. An attached vicinity map and site map or other appropriate graphics (1 or 2 pages).

2. ODOT reviewed the Notice of Intent submittals and determined which projects met the program eligibility requirements. ODOT notified all applicants if there project met the eligibility requirements. Full applications (see Appendix B) for projects meeting the program minimum requirements were then requested from the Project Sponsors.
Required documentation for the included:

. Project justification

. Proposed solution

. Detailed Cost Estimate that includes 15% PE, 15% CE, 40% Contingencies and 20% for Mobilization & Traffic Control. For example, including these items at these percentages for a project with $100,000 of construction costs will make the final total project cost and funding request $190,000.

2. The HR3 Steering Committee (comprised of ODOT staff and local agency representatives) reviewed the applications, develop a prioritized list, and suggest possible project groupings of eligible projects. The final selected project list was prioritized based on available funding with 5 projects receiving full funding. Four more projects were included in a reserve project list in case more funding becomes available. The selected projects were approved by OTC to be placed in the STIP at their May 2007 meeting. The projects were amended into the STIP on March 5th, 2008 after in depth project scoping was performed.

4. ODOT has completed detailed scoping of the selected and reserve projects. The selected projects are currently in the project development phase with construction planned for summer of 2009.

H. Assessment of HR3 Project Effectiveness

ODOT is responsible to report to FHWA regarding the effectiveness of crash solutions that are implemented using HR3 funding. To prepare this report it is important that HR3 project sponsors provide information as listed in the bullets below to ODOT related to the crash solution(s) implemented and their effectiveness.

- Location/identifier for project—Basic information on the roadway where the project occurred
- Type of improvement(s) implemented
- Cost of improvement
- "Before" and "After" crash results—At least 3 years of "before" and 3 years of "after" data should be used.

Evaluation Results—Show whether the project achieved its purpose using benefit-cost or other approved methodology.

Appendix A: Standard Reporting Form

THE ANNUAL REPORT ON HIGHWAY SAFETY IMPROVEMENT PROGRAMS (HSIP)

STANDARD REPORTING FORM OF EVALUATION DATA FOR COMPLETED SAFETY IMPROVEMENTS (July 1, 2004 to June 30, 2005)
INCLUDES EQUAL MONTHS BEFORE AND AFTER CRASH DATA

ODOT Key # Key No	Line	Safety Improvement Program [1]	Safety Classification Code [2]	Cost of Evaluated Improvements $1,000 [3]	Quantity of Improvements	Units [5]	Number of Accidents										Eval. Status [16]	Volume		Rural or Urban [20]	Number of Lanes [21]	Divided or Undivided [22]
							Before					After						Before AADT [17]	After AADT [18]			
							Mos. [6]	Fat. [7]	Inj. [8]	*PDO [9]	TOTAL [10]	Mos. [11]	Fat. [12]	Inj. [13]	*PDO [14]	TOTAL [15]						
3407	1	HSIP	3E	576	1	X	36	0	3	6	9	36	0	2	1	3	F	2,000	2,000	Rural	2	Undivided
12149	2	HSIP	1F	270	1	X	36	1	21	38	60	34	0	17	23	40	F	31,000	27,600	Urban	4	Undivided
13087	3	ODOT	1A	753	1	X	36	0	1	1	2	36	0	1	0	1	F	14,600	15,300	Rural	2	Undivided
10748	4	ODOT	3K	2656	10	M	36	3	12	25	40	36	2	38	33	73	F	5,600	5,800	Rural	2	Undivided
13077	5	ODOT	1A	1085	1	X	36	0	2	4	6	36	0	4	0	4	F	7,200	7,600	Rural	2	Undivided
10666	6	ODOT	3A	3735	4	M	36	1	117	180	298	36	1	131	167	299	F	32,000	34,600	Urban	4	Undivided
11938	7	ODOT	2D	3676.0	2	S	36	1	20	22	43	36	4	33	22	59	F	27,000	26,300	Rural	4	Undivided
13107	8	ODOT	1A	1118.0	1	X	36	0	11	14	25	36	0	17	13	30	F	108,600	107,100	Urban	2	Undivided
10868	9	SIP	1A	811.0	1	X	36	0	2	0	2	36	0	1	0	1	F	9,900	10,700	Rural	2	Undivided
11903	10	SIP	3E	2363	1	X	36	0	0	0	0	36	0	0	1	1	F	6,200	6,200	Rural	3	Undivided
9261	11	ODOT	3E	7441	1	X	36	0	0	1	1	36	0	0	1	1	F	9,600	9,900	Rural	2	Undivided
10679	12	ODOT	3A	7161	1	X	36	1	64	76	141	36	2	48	25	75	F	12,800	29,100	Rural	2	Undivided
12863	13	ODOT	3C	1930	6	M	36	4	213	183	400	36	2	130	167	299	F	139,300	138,600	Urban	6	Undivided
10876	14	ODOT	1A	4246	1	X	36	0	12	30	42	35	0	19	29	48	F	17,600	16,100	Rural	4	Undivided
10546	15	ODOT	1G	1199	1	X	36	3	27	32	62	35	2	26	19	47	F	13,400	14,900	Urban	4	Undivided
10733	16	ODOT	1G	1831.0	1	X	36	0	9	5	14	35	1	12	8	21	F	33,300	25,700	Rural	5	Undivided
10807	17	ODOT	3A	8161.0	13	M	36	2	133	165	300	32	0	156	142	298	F	60,500	50,100	Urban	4	Undivided
13574	18	SIP	1C	193.0	1	L	36	0	6	7	13	30	0	3	5	8	F	21,200	19,400	Rural	2	Undivided
13238	19	ODOT	1A	682	1	X	36	1	0	1	2	29	0	3	2	5	F	4,100	3,900	Urban	2	Undivided
10869	20	ODOT	1G	1021	2	X	36	0	3	7	10	29	0	4	8	12	F	37,200	32,100	Rural	2	Undivided

NOTE: The first 2 Safety projects evaluated above on this list were funded using HSIP dollars.
The remaining 18 safety projects evaluated were funded using other safety funds (SIP, 164 funds, etc.) and are shown for information only to assist in improving ODOT's data driven decision making process when developing future safety projects.

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* A change in the minimum reporting value for PDO crashes from $500 to $1,000 occurred in 1998 and in 2003, the minimum reporting value for PDO crashes changed again from $1,000 to $1,500.

Appendix B: High Risk Rural Roads Program Data

HIGH RISK RURAL ROADS PROJECT LIST
FOR SFY 2008

APPLICANT COUNTY	PROJECT NAME				ODOT REGION	FEDERAL HR3 FUNDS	TOTAL PROJECT COST
	Selected Projects - Amended into the STIP March 5, 2008	**Let Date**	**Award Date**	**Completion Date**			
Columbia County Road Dept.	Canaan Road Guardrail Project	Spring 2010			1	$ 230,550	$ 250,000
Clackamas County DTD	Zimmermen Road Improvement Project	Spring 2010			1	$ 654,540	$ 700,000
Marion County Public Works	Meridian Rd from Hobart Rd to College Rd Intersection Improvements	Spring 2010			2	$ 1,383,300	$ 1,500,000
Jackson County Roads	Blackwell Road MP 2.0-3.0 Road Realignment	Spring 2010			3	$ 1,383,300	$ 1,500,000
Wasco County Public Works	Browns Cr Inter., Cherry Ht GR, Chenowith Cr Guardrail Project	Spring 2010			4	$ 691,650	$ 750,000
Selected Project Totals						**$ 4,343,340**	**$ 4,700,000**
	Reserve Project List - Not Amended into the STIP						
Marion County Public Works	Howell Prairie Road Between Oregon 214 and Oregon 99E				2	$ 663,984	$ 720,000
Marion County Public Works	Boones Ferry Road Between Woodburn UGB and Arndt Road				3	$ 276,660	$ 300,000
Jackson County Roads	Jackson - West Fork Griffin Creek Road MP 0.5 - 1.5				3	$ 1,198,860	$ 1,300,000
Reserve Project Totals						**$ 2,139,504**	**$ 2,320,000**