



Bridging the Dalles taken by Charlotte Davidson

Triennial Highway Safety Plan (3HSP)

Oregon Highway Safety Program

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State of Oregon Transportation Safety Office Mission

To prevent transportation deaths and serious injuries in Oregon by positively influencing all road user behaviors through the development and implementation of safety programs with local, county, Tribal and state partnerships.

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Table of Contents

Executive Summary	4
Section 1 Purpose	19
Section 2 Performance Report	21
Section 3 Planning Process	29
Triennial Highway Safety Planning Process and Methods	30
Public Participation and Engagement	33
Statewide Problem Identification	40
Section 4 Program Areas	52
Community Traffic Safety	57
Distracted Driving	64
Driver and Officer Safety Education	73
Driver Education	76
Emergency Medical Services	80
Impaired Driving (Drug and Alcohol)	84
Judicial Outreach	101
Motorcycle Safety	105
Occupant Protection (Adult and Child Passenger Safety)	112
Pedestrians and Bicyclists (Non-Motorized)	119
Program Management and Planning & Administration	130
Roadway Safety	133
Speed	138
Traffic Enforcement Services (TES)	144
Traffic Records	149
Vehicle Safety Equipment Standards	152
Section 5 Performance Plan and Alignment	158
Section 6 Appendix	171
ODOT Region Map	171
Community Engagement Plan	172

Executive Summary for the Triennial Highway Safety Plan (FFY 2027–2029)

Overview of the Triennial Highway Safety Plan

The Triennial Highway Safety Plan is a three-year plan for making Oregon’s roads safer for all users. It identifies road safety problems, outlines strategies to counteract those problems, and highlights the data we use to measure progress towards a safer transportation system.

The plan contains problems, strategies and performance measures for 16 different areas of road safety.

In Oregon, the [Transportation Safety Office](#) — which is part of the Oregon Department of Transportation — completes Oregon’s Triennial Highway Safety Plan. The office coordinates transportation safety programs statewide and manages federal safety grant funding.

The National Highway Traffic Safety Administration requires all states to complete a Triennial Highway Safety Plan. States must revise their plan every three years based on their latest crash and transportation data. [Read the full federal requirements for the plan online.](#)

Identifying safety problems, choosing strategies and measuring progress

The ODOT Transportation Safety Office uses the federal [Safe System Approach](#) to guide work and to inform their revisions to Oregon’s Triennial Highway Safety Plan.

The approach builds several layers of protection into the transportation systems to prevent crashes from happening. When people crash, the approach helps minimize harm to everyone involved.

Identifying safety problems

The Transportation Safety Office uses crash data and looks at road user behavior to identify safety problems. By looking at data over multiple years, they can identify trends and areas to focus on.

For example, trends in the number of motorcycle riders killed in crashes, or the observed seat belt use for drivers and their passengers.

Community feedback plays a role too. Staff used public outreach to gather community feedback about safety issues throughout the state. See the “Public Engagement” section for more information.

Choosing safety strategies

To counteract the safety problems, the Transportation Safety Office chooses strategies that address unsafe road user behavior.

There are seven safety strategies in the plan. Each strategy has “countermeasures” that are the actions ODOT will take to address safety problems.

- **Adjudication and prevention.** We work with judicial partners to identify people who may be at higher risk of unsafe road behavior and help them become safer travelers.
- **Communication and outreach.** Using tools like email, in-person events and public service announcements to support safe travel behavior.
- **Education and training.** Educating road users about safe behaviors, including training opportunities for different kinds of road users, like drivers or people who bike.
- **Enforcement.** How we ensure people follow the law when traveling. This can include on-road activity by law enforcement officers, officer training or equipment officers use.
- **Post-crash care.** Actions that improve the speed, quality and coordination of emergency medical response after a traffic crash.
- **Program management, planning, and administration.** How we create, deliver and improve road safety initiatives.
- **Traffic safety data.** How we can improve our data collection and better analyze it to inform our safety decisions.

Measuring progress

The National Highway Traffic Safety Administration sets performance measures, based on data, to help states track their progress. By comparing numbers year over year, states know where they need to make adjustments in their approach.

Most measures are straightforward, like the number of pedestrian fatalities. States can also develop their own performance measures, based on their local safety problems.

Strategies, countermeasures and performance measures by program area

The Transportation Safety Office splits work into 16 different program areas. The Triennial Highway Safety Plan requires the office to identify safety problems and choose strategies, countermeasures and performance measures for each program area.

Community traffic safety

Safety problems

- Many Oregon communities do not have a current safety action plan for their local transportation system. Others have a plan but are not actively addressing transportation safety problems.
- Some areas in Oregon are overrepresented in crash data. For example, Portland communities east of the Willamette River account for 11% of all crash deaths in the state.

Strategies and countermeasures

We chose two strategies for this program area: Communication and outreach, and education and training.

Below are the countermeasures we chose for each strategy.

Communication and outreach

- Support local governments and community groups by providing traffic safety training.
- Assist local governments and community groups with coordinated safety action plans.
- Offer the statewide [Transportation Safety Action Plan](#) to guide local efforts.

Education and training

- Grassroots education and training that meets the community's unique needs.

Performance measures

- Number of fatalities per 100 million vehicle miles traveled (5-year average).

Distracted driving

Safety problems

- Deaths and serious injuries involving distracted driving have increased over the last five years in Oregon.
- A recent study by the Traffic Injury Research Foundation estimates that distraction is a factor in 20-30% of all fatal crashes in North America.

Strategies and countermeasures

We chose three strategies for this program area: Communication and outreach, enforcement, and education and training.

Below are the countermeasures we chose for each strategy.

Communication and outreach

- Outreach about distracted driving.

Enforcement

- High-visibility law enforcement events focused on people using cell phones while driving.

Education and training

- Educating people about distracted driving.

Performance measures

- Number of fatalities and serious injuries involving a distracted driver.

Driver and officer safety education

Safety problems

- Traffic stops made by law enforcement officers are dangerous for both the officer and drivers.

Strategies and countermeasures

We chose one strategy for this program area: Education and training.

Below are the countermeasures we chose for the strategy.

Education and training

- Traffic stop safety training for law enforcement officers and drivers.

Performance measures

- Number of traffic fatalities (5-year average).

Driver education

Safety problems

- Young drivers (ages 16-21) are overrepresented in crash data. They make up just 6% of all non-commercial licensed Oregon drivers but are involved in 10% of fatal crashes and 15% of serious injury crashes.

Strategies and countermeasures

We chose one strategy for this program area: Education and training.

Below is the countermeasure we chose for the strategy.

Education and training

- Pre-license driver education. (Driver education for young drivers is not mandatory in Oregon.)

Performance measures

- Number of drivers age 20 or younger involved in fatal crashes.

Emergency medical services

Safety problems

- Post-crash care from an emergency medical professional is a critical element in saving lives or minimizing serious injuries.

Strategies and countermeasures

We chose one strategy for this program area: Post-crash care.

Below is the countermeasure we chose for the strategy.

Post-crash care

- Follow federal laws and guidelines to support emergency medical crews in treating crash victims.

Performance measures

- Number of traffic fatalities (5-year average).

Impaired driving

Safety problems

- Impairment by alcohol or drugs remains a persistent, common factor in fatal and serious injury crashes.
- From 2020-2024, an average 51% of fatal crashes involved a driver impaired by alcohol, drugs or both.
- People who are convicted of impaired driving often do not follow their court-ordered drug/alcohol programs or other sentencing requirements.
- Oregon lacks a standardized process for collecting evidence in crashes involving an impaired driver.
- There is a widespread public misconception that cannabis (often referred to as marijuana) does not affect driver performance or cause impairment.

Strategies and countermeasures

We chose five strategies for this program area: Enforcement, education and training, adjudication and prevention, communication and outreach, and traffic safety data.

Below are the countermeasures we chose for each strategy.

Enforcement

- High-visibility law enforcement events that focus on people driving while impaired.
- Establish law enforcement liaison to support traffic safety enforcement efforts.
- Drug-impaired driver recognition training for law enforcement.
- Law enforcement and prosecutor training, and toxicology (including standardized sobriety testing of suspected impaired drivers).
- Support drug and alcohol screening specialists.
- Streamlined chemical testing that authorizes more than one chemical test from suspected impaired drivers.
- Create statewide electronic search warrant process for impaired driving offenses.

Education and training

- School-based education with standardized, evidence-based curricula.
- Integrating youth alcohol and drug prevention programs into schools and community coalitions.

Adjudication and prevention

- Support [ignition interlock device programs](#), with compliance monitoring and incentive structures.

- Monitor convicted offenders and ensure they follow court-ordered sanctions.
- Support [intensive supervision programs](#) to improve the supervision and monitoring of DUII offenders at all stages of pre- and post-adjudication.
- Supervised probation to high-risk DUII offenders.
- Court monitoring to ensure people follow all sentencing requirements and promptly alert courts to any noncompliance.

Communication and outreach

- Broad statewide messaging to increase awareness about the risks of driving impaired and encourage people to make safe choices.
- Targeted outreach aimed at reducing cannabis related impairment.

Traffic safety data

- Track offense data from a person's arrest through their final court outcome.
- Develop a statewide impaired driving offense database.

Performance measures

- Number of fatalities in crashes involving a driver or motorcycle rider with a blood-alcohol content above the state legal limit
- Number of drug-involved fatalities

Judicial outreach

Safety problems

- Each year, new court rulings change Oregon case law about roads and safety.
- It can be difficult for judges, lawyers and law enforcement officers to keep up with these changes.

Strategies and countermeasures

We chose one strategy for this program area: Training and education.

Below are the countermeasures we chose for the strategy.

Training and education

- Ongoing training for Oregon judges on traffic safety matters and adjudication of traffic crimes.

Performance measures

- Number of traffic fatalities (5-year average).

Motorcycle safety

Safety problems

- Nationally, the motorcycle rider fatality rate is 28 times higher than the fatality rate for drivers and passengers of cars, light trucks and SUVs.
- The majority of crashes involving a motorcycle are related to riders making poor or unsafe choices.
- The top contributing factors to motorcycle rider deaths in crashes are speeding and riding impaired by alcohol or drugs.

Strategies and countermeasures

We chose two strategies for this program area: Education and training, and communication and outreach

Below are the countermeasures we chose for each strategy.

Education and training

- Training for motorcycle riders on basic motorcycle riding skills, safety gear, and common crash causes and how to avoid them.

Communication and outreach

- Communication campaigns for drivers to be more aware of motorcycle riders.
- Communication campaigns for motorcycle riders about the risks of riding while impaired by alcohol.
- Communication campaigns for motorcycle riders about how they can help drivers and other travelers see them. For example, always wearing high-visibility gear and riding with their motorcycle's headlight on.

Performance measures

- Number of motorcycle rider fatalities.
- Number of motorcycle rider fatalities where the rider was not wearing a helmet.

Occupant protection

Safety problems

- Despite Oregon's high rate of people wearing seatbelts, the number of people not wearing seatbelts who die in crashes remains high: Over 100 each year in 2021-2024.

Strategies and countermeasures

We chose three strategies for this program area: Enforcement, communication and outreach, and education and training.

Below are the countermeasures we chose for each strategy.

Enforcement

- High-visibility law enforcement events for seat belt use.

Communication and outreach

- Messages to communities about driver and passenger protection.

Education and training

- Establish child car seat inspection stations in places like hospitals, fire stations, and community centers. Staff the stations with certified child seat safety technicians. The stations will offer free seat inspections, help people install child car seats, and will include assessments for families of children with special needs.

Performance measures

- Number of crash deaths of people who were not wearing a seatbelt in passenger vehicles (cars, light trucks and SUVs.)
- Observed seat belt use for drivers and front-seat passengers in passenger vehicles.

Pedestrians and bikes

Safety problems

- From 2014 to 2023, Oregon saw a steady climb in the number of people killed each year while walking, biking, or rolling.
- From 2019-2023, pedestrians made up 17% of total state traffic deaths. In that same timeframe, people killed while biking made up 3% of total state traffic deaths.

Strategies and countermeasures

We chose three strategies for this program area: Enforcement, communication and outreach, and education and training.

Below are the countermeasures we chose for each strategy.

Enforcement

- High-visibility law enforcement events at pedestrian crossings.

Communication and outreach

- Tailored messaging about pedestrian and bicycle safety for all road users.

Education and training

- “Share the road” awareness programs.
- Driver training programs.
- Safety education for people who walk, bike or roll.

Performance measures

- Number of pedestrian traffic deaths.
- Number of bicyclist (and other cyclist) traffic deaths.

Program management, and planning and administration

Safety problems

- The ODOT Transportation Safety Office must continue their work to manage federal and state safety funding, and lead Oregon’s traffic safety approach across their programs and with local partners.

Strategies and countermeasures

We chose one strategy for this program area: Program management, planning, and administration.

Below are the countermeasures we chose for the strategy.

Program management, planning, and administration

- Ensure the ODOT Transportation Safety Office has sustainable, long-term funding.
- Continue long-range planning efforts and improve progress reporting processes.
- Improve data collection and analysis methods.
- Continually evaluate programs for ways to improve them.

Performance measures

- Number of fatalities in traffic crashes (5-year average).
- Number of serious injuries in traffic crashes (5-year average).
- Number of fatalities per 100 million vehicle miles traveled (5-year average).

Roadway safety

Safety problems

- Deaths and serious injuries from crashes both increased from 2020 to 2024. Serious injury crashes saw a 130% increase in that timeframe.
- The most common contributing factors to these crashes is road departures, with frequent cooccurrence of speeding, distracted driving, and impairment.

Strategies and countermeasures

We chose two strategies for this program area: Enforcement, and communication and outreach.

Below are the countermeasures we chose for each strategy.

Enforcement

- Visible enforcement events focused on road segments with a high frequency of severe crashes.

Communication and outreach

- Communication and outreach focused on broader driver awareness of making safe choices while driving.

Performance measures

- Number of traffic fatalities (five-year average).

Speed

Safety problems

- Speed (exceeding the posted limit or driving too fast for conditions) continues to be one of the most common factors in fatal crashes in Oregon.
- About 31% of Oregon fatal crashes 2020-2024 involved people exceeding the posted speed limit or driving too fast for conditions.

Strategies and countermeasures

We chose two strategies for this program area: Enforcement, and communication and outreach.

Below are the countermeasures we chose for each strategy.

Enforcement

- High-visibility law enforcement events that focus on speeding road users.

Communication and outreach

- Messaging about the risks associated with speeding.

Performance measures

- Number of speeding-related fatalities

Traffic enforcement services

Safety problems

- Law enforcement officers need continual training in best practices in safety-related work like crash investigation, traffic law enforcement, and giving court testimony.
- Staying current with the latest best practices or attending trainings can be time consuming for officers or stretch the budget of smaller police departments.

Strategies and countermeasures

We chose two strategies for this program area: Education and training, and communication and outreach.

Below are the countermeasures we chose for the strategy.

Education and training

- Follow federal guidelines to support law enforcement agencies promoting safe and compliant driving behavior through traffic law enforcement.

Communication and outreach

- Outreach to both law enforcement officers and transportation system users on compliant driving and equitable enforcement activities, respectively.

Performance measures

- Number of traffic fatalities (5-year average).

Traffic records

Safety problems

- Oregon's statewide traffic records are incomplete and it is difficult to link records across different databases.

Strategies and countermeasures

We chose one strategy for this program area: Traffic safety data.

Below are the countermeasures we chose for the strategy.

Traffic safety data

- Implement the Traffic Records Strategic Plan, which will enable Oregon to develop a more complete picture of transportation-related injuries and deaths.

Performance measures

- Reduce the number of deficiencies in the Traffic Records Strategic Plan.

Vehicle equipment safety

Safety problems

- Many people do not keep up with routine maintenance on their vehicle. They ignore — or may not know about — issues like worn tires, defective brakes, or burnt-out headlights.
- These issues can lead to mechanical failures while people are driving and can make a resulting crash more severe. From 2020 to 2024, an average of eight people died each year in crashes involving a mechanical issue with a vehicle.

Strategies and countermeasures

We chose one strategy for this program area: Education and training.

Below are the countermeasures we chose for this strategy.

Education and training

- Training and education about how to keep your vehicle running safely.

Performance measures

- Number of traffic fatalities (5-year average).

Planning process and identifying road safety problems

To develop the Triennial Highway Safety Plan, Transportation Safety Office staff started with a review of the prior plan. Then we updated data and reviewed input from traffic safety stakeholders and members of the public.

Identifying road safety problems is critical to defining the scope of the program area and addressing crucial traffic safety issues and concerns in Oregon. The Transportation Safety Office reviews the previous Triennial Highway Safety Plan, recent safety projects, and the most current safety data available.

Office program analysts use multiple sources of information and community feedback to develop the problem. They also highlight the most-affected populations. Each program area utilized a mixture of strategies and countermeasures to define the Triennial Highway Safety Plan approach to addressing the critical traffic safety issues for each program area.

Throughout the previous Triennial Highway Safety Plan cycle, Transportation Safety Office staff engaged partner and stakeholder agencies and communities to provide feedback to the Annual Grant Application (AGA) process and to collect information and data for reporting.

Public engagement

The Transportation Safety Office's public participation and engagement efforts about the Triennial Highway Safety Plan were designed to reach representative groups of people in Oregon, including affected communities. We worked with contracted partners at [Portland State University](#) to help us reach communities about the engagement opportunities, and to lead the engagement sessions.

Our basic approach: Invite a broad representation of Oregon's communities to join us for online engagement sessions and targeted in-person meetings with affected communities and use their feedback to inform our development of the Triennial Highway Safety Plan.

Participants and format

We analyzed data to identify groups of people who were "overrepresented" in crash data, meaning they were involved in fatal crashes at higher rates than other groups.

The data identified members of Oregon's Black, Tribal, and specific rural communities. We targeted outreach and engagement opportunities for these communities. We also held engagement opportunities open to anyone in Oregon [organized by ODOT's five statewide regions.](#)

The engagement opportunities comprised of virtual listening sessions, in-person meetings, and a traffic safety survey. At each opportunity, we asked participants to share traffic safety concerns in their community. We also shared local crash data with attendees to the virtual and in-person sessions.

What we learned

We received over 225 listening session comments and 48 traffic safety survey comments regarding safety concerns in participants' communities. These were the general themes, tracked to safety programs in the Transportation Safety Office:

- Suggestions for improving communication and outreach.
- How to better target safety messaging to different groups of people.
- Create new or improve existing programs for education and training.
- Policy changes that could make travel safer.
- Improved training and resources.
- The importance of traffic data.

We summarized participant feedback and used it to help choose our strategies and countermeasures in each program area. We also shared feedback with participants to help ensure their future engagement with our safety programs and efforts.

Section 1: Purpose

Introduction

The Oregon Department of Transportation (ODOT) [Transportation Safety Office](#) (TSO) plans and implements Oregon's Triennial Highway Safety Plan (3HSP) and the related safety programs. Its main responsibility is to improve the safety of all roadway users and all modes of surface travel in Oregon through education, outreach, and enforcement. The office coordinates transportation safety programs statewide and manages federal safety grant funding. TSO works with a broad range of partners at the state and local levels, as well as special interest groups for grant project selection, to provide coordination and technical assistance to help meet safety improvement goals. The overall goal is to eliminate traffic fatalities and serious injuries on Oregon's roadways.

The 3HSP is a three-year plan for making Oregon's roads safer for all users. It identifies road safety problems, outlines strategies to counteract those problems, and highlights the data we use to measure progress towards a safer transportation system. The plan contains problem identification, countermeasure strategies, and performance measures for 16 different program areas of road safety.

The National Highway Traffic Safety Administration (NHTSA) requires all states to complete a 3HSP. States must revise their plan every three years based on their latest crash and transportation data. Read the full federal requirements for the plan online in [23 CFR §1300.11](#).

TSO uses the federal [Safe Systems Approach](#) to guide its everyday work and to inform its revisions to Oregon's 3HSP. The approach builds several layers of protection into the transportation systems to prevent crashes from happening. People aren't perfect; however, when they do crash, the approach helps minimize harm to everyone involved.

Purpose & Coverage

The Triennial Highway Safety Plan (3HSP) is a data-driven strategy plan developed by states' departments of transportation to reduce traffic-related deaths and serious injuries. It outlines a state's 3-year goals, performance targets, and how it will allocate federal highway safety grant funds administered by the NHTSA. This 3HSP will cover three fiscal years (FY 2027- FY 2029) and is due July 1, 2026 (23 CFR §1300.11(a)).

The 3HSP uses standardized analytic methods and data sources to identify traffic safety problems, define performance measures, set targets, and select countermeasure

strategies, as required by §1300.11(b)(1)(i). The Oregon Department of Transportation (ODOT) Transportation Safety Office (TSO) manages the state's 3HSP. TSO will use the plan to partner with local, county, and Tribal agencies to fund behavioral safety education, outreach, and enforcement projects throughout Oregon. The 3HSP guides the approval and funding under ODOT's annual grant application (AGA).

Triennial Highway Safety Plan Structure

The 3HSP is structured to meet the NHSTA requirements outlined in 23 CFR §1300.11(b).

Section 2: Performance Report outlines Oregon's progress towards meeting FY2024–2026 performance period targets from the previous 3HSP.

Section 3: Planning Process describes the processes, data sources, and information used by Oregon in its highway safety planning. In addition, TSO's Public Participation & Engagement (PP&E) approach for development of the 3HSP and future efforts is described. The section closes with a description of the analysis of Oregon's statewide highway safety problems is provided.

Section 4: Program Areas presents each of the 16 program areas. Each program area identifies the traffic safety problems, describes the countermeasure strategies that will guide TSO's program implementation and annual project selection to achieve specific performance targets, and outlines the triennial funding amounts.

Finally, Section 5: Performance Plan & Alignment outlines the data-driven, quantifiable, and measurable highway safety performance targets TSO will use to measure performance of the program areas and AGA projects.

Section 2: Performance Report

Introduction

During the 2024–2026 performance period, Oregon’s Transportation Safety Office (TSO) implemented an integrated set of countermeasure strategies aligned with the Safe System Approach and designed to reduce the behaviors and conditions most associated with fatal and serious injury crashes. These strategies combined high-visibility enforcement, public awareness campaigns, skill-building, community-based education, and improvements to emergency response and data systems. Together, they strengthened Oregon’s ability to promote safer choices by all road users and support safer roadway environments. These efforts were implemented in partnership with local law enforcement agencies, schools, public health organizations, community nonprofits, regional safety coalitions, and state agencies.

Prior Cycle Progress and Trends

Figure 1: FY24-26 Triennial Core Performance Measures

Performance Measure Name	Met Target?		2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
C-1) Number of traffic fatalities (FARS)	NO	Actual	446	498	439	502	493	507	599	602	587	538
		Target										488
C-2) Number of serious injuries in traffic crashes - State Crash Data Files (SHSP)	NO	Actual	1,777	1,973	1,764	1,686	1,904	1,589	2,499	3,306	3,707	3,664
		Target										1,783
C-3) Fatalities/VMT (FARS)	NO	Actual	1.24	1.36	1.19	1.36	1.38	1.57	1.63	1.65	1.59	1.44
		Target										1.37
C-4) Number of unrestrained passenger vehicle occupant fatalities, all seat positions (FARS)	NO	Actual	82	89	64	86	87	98	118	108	111	103
		Target										85
C-5) Number of fatalities in crashes involving a driver or motorcycle operator with a BAC of .08 and above (FARS)	YES	Actual	154	152	144	157	171	184	217	236	197	178
		Target										215
C-6) Number of speeding-related fatalities(FARS)	NO	Actual	119	143	170	143	154	135	161	215	192	163
		Target										149
C-7) Number of motorcyclist fatalities(FARS)	NO	Actual	61	55	57	85	57	69	86	98	70	85
		Target										70
C-8) Number of unhelmeted motorcyclist fatalities (FARS)	NO	Actual	3	4	3	4	8	5	5	7	3	7
		Target										5
C-9) Number of drivers age 20 or younger involved in fatal crashes (FARS)	NO	Actual	50	56	40	46	60	59	43	51	54	58
		Target										50
C-10) Number of pedestrian fatalities(FARS)	NO	Actual	69	71	70	77	82	71	86	123	101	96
		Target										74
C-11) Number of bicyclists fatalities (FARS)	YES	Actual	8	10	10	9	11	14	18	13	17	11
		Target										11
B-1) Observed seat belt use for passenger vehicles, front seat outboard occupants (survey)	NO	Actual	96	96	97	96	96	95	95	97	97	96
		Target										97

Figure 2: FY24-26 Triennial State Performance Measures

Performance Measure Name	Met Target?		2019	2020	2021	2022	2023	2024	2025
OR-1) Number of active local transportation safety groups	No	Actual		50	50	50	50	49	
		Target						50	
OR-2) Number of distracted driving fatalities related to mobile electronic devices	Yes	Actual	5	7	0	7	7	4	
		Target						5	
OR-3) Number of EMS training courses (and/or online training opportunities) for rural EMS	No	Actual			7	3	8	6	7
		Target						10	10
OR-4) Number of people killed or injured due to defective/inadequate brakes, or no brakes	No	Actual	224	157	227	286	285	340	
		Target						220	
OR-5) Number of judges participating in annual transportation safety related judicial training	No	Actual	68	50	0	65	87	69	
		Target						75	
OR-6) Impaired Driving (Riding - .08 BAC or using drugs) Limited to Motorcycles	No	Actual	32	32	45	59	44	54	
		Target						42	
OR-7) Number of fatal and serious injuries for drivers 65 years of age and older	No	Actual	316	256	394	497	538	531	
		Target						484	
OR-8) Number of officers trained statewide through the Police Traffic Safety training	No	Actual			130	145	167	175	0
		Target							172
OR-9) Number of traffic records performance measures identified in Traffic Records Strategic	Yes	Actual	1	1	1	1	1	1	
		Target						1	
OR-10) Number of fatal roadside deaths	No	Actual	1	2	3	1	8		
		Target						1	
OR-11) Increase the number of law enforcement officers who complete ARIDE training annually	Yes	Actual						141	215
		Target							198
OR-12) Increase the number of certified Drug Recognition Experts in Oregon by 10 percent	No	Actual						178	174
		Target							189
OR-13) Serious Injuries per 100 Million VMT	No	Actual	5.29	4.92	6.78	9.04	10.07	9.8	
		Target						4.99	
OR-14) Number of Pedestrian and Bicycle Fatalities and Serious Injuries	No	Actual	254	260	283	382	394	363	
		Target						259	

It is important to note that many of Oregon's performance targets for the 2024-2026 cycle were established before final baseline data became available for years marked by pandemic-era volatility in fatalities and travel patterns. Once final data for 2021 and 2022 was released, it showed that Oregon, like many states, experienced historic increases in traffic deaths and serious injuries. The most recent data is presented for each performance measure in Figures 1 and 2. Performance measures based on FARS and some state-collected data are only available up to 2024. When available, some 2025 data is provided for some performance measures. Targets for the last reported year of the 3HSP are presented in Figures 1 and 2.

As seen in Figure 1 above, Oregon is only on track to meet target for C-5 and C-11 across all twelve Core Performance Measures. Similarly in Figure 2, we see that Oregon is only on track to meet OR-2, OR-9, and OR-11 across all 14 of the State Developed Performance Measures.

Because the triennial targets did not reflect the elevated baselines seen during the COVID pandemic, Oregon may appear off track in areas even where real progress and multi-year declines are now emerging. Assessing the impact of countermeasures, therefore, requires considering both the programming delivered and the exceptional baseline conditions under which targets were originally set. ODOT's safety programs and strategies have and continue to drive progress. The following outline demonstrates how TSO utilized countermeasure strategies within each Program Area to improve traffic safety and contribute to meeting performance targets.

The **Community Traffic Safety** program employed the **coordination, training, technical assistance, and education and outreach** countermeasure strategy in the FY24-26 cycle. TSO worked with local partners to develop transportation safety action plans, deliver safety education at community events, and provide tools that help residents understand risks in their area and support long-term progress toward Oregon's highway safety performance targets.

The **Distracted Driving** program employed various countermeasure strategies during the FY24-26 cycle, including **Education, Communication & Outreach** and **High Visibility Enforcement** to reduce distraction and contribute toward the state's performance targets. Outreach highlighted the dangers of distracted driving, while enforcement emphasized compliance with handheld device laws.

The **Driver Education** program employed a broad set of countermeasure strategies through the FY24-26 cycle, including **Training and Education, Pre-License Education,**

and **GDL outreach** to strengthen novice driver safety. The program expanded access for youth who may face barriers and supported multilingual distribution of driver education materials. Outreach emphasized safe novice behavior and parental involvement. Collectively, these strategies support safer novice driver behavior and contribute directly to reducing young-driver fatalities and serious injuries in alignment with Oregon's performance targets

The **EMS** program improved post-crash survivability through the **Emergency Responder Training** countermeasure strategy. Training expanded responder capabilities, strengthened trauma care readiness, and supported EMS agencies with quality improvement tools. These activities improved coordination across emergency medical providers and supported faster, more effective treatment for crash victims. These efforts reduced the risk of death following severe crashes and supported Oregon's broader strategy of reducing crash severity.

The **Impaired Driving** program employed a broad set of countermeasure strategies through the FY24-26 cycle, including **Deterrence - Prosecution & Adjudication, Court Monitoring and Assessment, Breath Test Devices, Prevention/Intervention/Communication and Outreach, DUII Monitoring and Control, Mass Media Campaigns, Outreach and Education, Training and Program Evaluation, and High Visibility Enforcement (HVE)**. These strategies strengthened DUII prosecution through increased legal support, consistent case handling, and improved toxicology and breath testing processes. Court monitoring provided insight into adjudication patterns and promoted accountability. Media campaigns amplified impaired driving messages across diverse platforms, while enforcement actions increased visibility and deterrence during high-risk periods. Training for law enforcement and prosecutors reinforced consistent application of impaired driving laws and investigative techniques. Together, these coordinated strategies reduce impaired-driving risk, enhance accountability, and support meaningful progress toward Oregon's impaired-driving performance target

The **Judicial Outreach** program utilized the **Communication, Training, Outreach, and Education** strategies during FY24-26 to improve traffic safety and contribute toward meeting performance targets. Judicial trainings offered updates on items such as case law, impaired driving trends, and trial strategies. These programs reinforced consistent sentencing practices and improved understanding of emerging traffic safety issues within the judicial community.

The **Motorcycle Safety** program employed a broad set of countermeasure strategies through the FY24-26 cycle, including **Training and Education, Motorist Awareness of Motorcyclists, and Helmet Use and Rider Licensing Safety Messaging** to support safer riding behaviors. Training courses helped riders develop essential skills, reinforced helmet requirements, and promoted safe lane positioning and hazard awareness. Public campaigns reminded drivers to watch for motorcyclists, especially during high traffic seasons. These strategies support reductions in motorcycle related fatalities and help Oregon advance its motorcycle safety performance targets

The **Occupant Protection** program employed a broad set of countermeasure strategies through the FY24-26 cycle, including **Communication and Outreach, Child Restraint Inspection Stations, and High Visibility Enforcement** to promote safe restraint use for all ages. Statewide media delivered seat belt messages during enforcement mobilizations. Child passenger safety programs trained new technicians, expanded fitting station availability, and supported families needing assistance with car seat installation and use. Enforcement reinforced consistent seat belt and car seat compliance through visible law enforcement presence. By improving restraint use and reinforcing safety behaviors, these strategies directly support reductions in unrestrained fatalities and align with Oregon’s occupant-protection performance targets.

The **Pedestrians and Bicyclists** program employed various countermeasure strategies during the FY24-26 cycle, including **Nonmotorized Communication, Training, Outreach and Education and HVE focused on crosswalk and driver behavior** to protect vulnerable road users. Community programs offered bike skills instruction, accessible safety training, and driver awareness education, while enforcement supported safe crosswalk compliance. Together, these efforts strengthen protections for vulnerable road users and support Oregon’s goals of reducing pedestrian and bicyclist fatalities and serious injuries.

The **Roadway Safety** program employed the **Enforcement, Education, and Laws** countermeasure strategies during the FY24-26 cycle to promote safer travel and contribute toward meeting performance targets. Activities reinforced safe speeds, safe lane use, and awareness of roadside hazards along high-risk roadway segments.

The **Safe Driving** program employed the **Communication, Training, Outreach & Education** countermeasure strategies during the FY24-26 cycle to reinforce foundational safe driving behaviors across the transportation system and contribute towards the state’s performance targets. Messaging addressed speeding, distraction, impaired driving, and safe interactions with new infrastructure treatments. By promoting

foundational safe-driving behaviors, these strategies help reduce high-risk actions and support Oregon's progress toward meeting its overall safety performance goals.

The **Speed** program employed various countermeasure strategies through the FY24-26 cycle, including **Communication and Outreach** and **High Visibility Enforcement**, to address speeding and aggressive driving. Public messaging raised awareness about seasonal and local speeding risks, while law enforcement conducted targeted enforcement in high-crash corridors. In FY2024, over 5,500 citations for speed were issued while on speed patrols. These strategies target the behaviors most associated with severe speed-related crashes and support Oregon's performance targets for reducing speed-related fatalities.

The **Statewide** and **Program Management** programs employed various countermeasure strategies during the FY24-26 cycle, including **Communication, Training, Outreach & Education, Data and Program Evaluation, and Program Management and Planning** to ensure consistent, coordinated delivery of safety initiatives. Regions tailored messaging to local needs while statewide programs informed decision-making through data analysis and program evaluation. Coordinated planning, evaluation, and statewide communication support progress toward meeting all of Oregon's safety performance targets.

The **Traffic Enforcement Services** program employed multiple countermeasure strategies through the FY24-26 cycle, including **Communication, Training, Outreach & Education** and **High Visibility Enforcement** to reduce high-risk driving behaviors. Training supported consistent enforcement practices, while coordinated patrols and public-facing outreach increased visibility and reinforced law compliance.

The **Vehicle Equipment** program utilized the **Training and Education** strategy to improve traffic safety and contribute toward meeting performance targets. Efforts focused on equipment laws and emergency vehicle compliance to ensure the public understood equipment requirements, evolving statutory changes, and emergency vehicle designation processes.

The **Work Zone** program employed multiple countermeasure strategies, including **Public Education and Training** and **Speed Management in Work Zones** during the FY24-26 cycle to encourage safer behavior around construction activity. Outreach emphasized slowing down, moving over, and navigating temporary traffic patterns safely to protect workers and road users. These strategies help reduce work-zone crashes and advance progress toward Oregon's statewide performance targets.

Collectively, Oregon's countermeasure strategies contributed to meaningful progress during the FY 2024-2026 cycle. While some performance measures remain above their original targets due to unprecedented baseline conditions surfacing after targets were set, Oregon has made strides in reducing impaired driving fatalities, lowering the fatality rate per 100 million Vehicle Miles Traveled (VMT), and maintaining high levels of observed seat belt usage.

Section 3: Planning Process

Introduction

The ODOT Transportation Safety Office (TSO) plans and implements Oregon's Highway Safety Plan and the related safety programs. TSO's main responsibility is to improve the safety of all roadway users and all modes of travel in Oregon through education, outreach, and enforcement. TSO works with a broad range of partners at the state and local levels, as well as special interest groups for grant project selection, to provide coordination and technical assistance to help meet safety improvement goals. The overall goal is to eliminate traffic fatalities and serious injuries on Oregon's roadways.

ODOT is currently updating the Transportation Safety Action Plan (TSAP), a statewide-coordinated safety plan that provides a comprehensive framework for reducing highway fatalities and serious injuries on Oregon's roads primarily through the Safe System Approach. By law, ODOT must update the TSAP every five years. The current plan, approved in 2021, focuses on safety improvements through 2026. The updated plan will include actions through 2031 that support achieving zero fatalities and serious injuries by 2050. TSAP acts as Oregon's Strategic Highway Safety Plan (SHSP) and connects the efforts of Oregon's Highway Safety Improvement Program (HSIP) and 3HSP requirements. The ODOT Traffic Engineering Section oversees the HSIP through the All Roads Transportation Safety (ARTS) program, but individual ODOT Regions administer the program locally. Selected projects from the HSIP process are programmed annually into the Statewide Transportation Improvement Program (STIP) list.

The Triennial Highway Safety Plan (3HSP) and the Annual Grant Application (AGA) are important aspects of the ODOT's overall safe systems approach. The coordinated planning activities of the TSAP with 3HSP and HSIP projects ensure synchronization and collaboration within the state to meet traffic safety goals.

The update to the FY27-29 3HSP began with an evaluation of the prior plan, a review of previous performance measures, and an analysis of the current data. The previous 3HSP efforts and data shaped the 3HSP priorities for this 3HSP. Each program area annually reviews the performance of its programs and projects, and research is conducted to identify countermeasure strategies and countermeasures to implement. In addition, TSO staff engaged in public participation & engagement efforts to work with community partners and stakeholders to successfully implement projects and shape

future projects throughout Oregon. TSO has recently finalized a Community Engagement Plan (see Appendix), built on previous efforts and designed to provide a standardized, coordinated approach to the 3HSP development and implementation.

Triennial Highway Safety Planning Process & Methods

Planning Process

To develop the FY27-29 3HSP, TSO staff managed the planning process to develop the 3HSP and coordinated efforts with the TSAP planning team. The development of the 3HSP started with a review of the prior 3HSP, updated data, and input from traffic safety stakeholders and members of the public. The development of the 3HSP began with program area plans - three-year planning documents summarized in Section 4. The 16 priority traffic safety program areas are:

- Community Traffic Safety
- Distracted Driving
- Driver and Officer Safety Education
- Driver Education
- Emergency Management Services (EMS)
- Impaired Driving
- Judicial Outreach
- Motorcycle Safety
- Occupant Protection
- Pedestrians and Bicyclists
- Program Planning & Administration
- Roadway Safety
- Speed
- Traffic Enforcement Services
- Traffic Records
- Vehicle Equipment Safety

These program areas were developed by TSO Program Managers and Region Transportation Safety Coordinators (RTSC). TSO held workshops with the program managers and RTSCs to refine the foundational framework: Problem Identification, Countermeasure Strategies, Countermeasures, and Performance Measures. Each program area used the FY27 AGA projects as validation checks to ensure all planned activities were covered within the framework.

Each program area plan consists of a data-driven problem identification, description of the program's focus populations, a list of countermeasure strategies, performance measures, and a 3-year budget.

- Problem identification: The problem identification is critical in defining the scope of the program area and addressing crucial traffic safety issues and concerns in Oregon. TSO reviews the previous 3HSP, projects and the most current data available. Program managers use multiple sources of information and stakeholder and community feedback to develop the problem and highlight focused and/or affected populations. Crash data serves as the primary dataset for this work. Program managers examine this crash data from multiple angles, including overall magnitude and impact, emerging trends, geographic differences, and demographic patterns. To build a more comprehensive understanding of traffic safety issues, the team also supplements crash data with health data, citation information, enforcement-related data, and engagement feedback.
- Countermeasure strategies: TSO works together to review previously funded projects, existing strategies and opportunities to develop new strategies and approaches. The TSO team decided on seven countermeasure strategies: Program Management and Planning & Administration, Communication and Outreach, Education and Training, Enforcement, Traffic Safety Data, Adjudication and Prevention, and Post-Crash Care. Each program area utilized a mixture of strategies and countermeasures to define the FY27-29 3HSP approach to addressing the critical traffic safety issues for each program area. Program managers choose effective countermeasures from NHTSA's Countermeasures that Work as well as from research studies, successful pilot projects, or other known state-of-practice countermeasures.
- Performance measures: Performance measures and targets for each program area are established by TSO program staff. Performance measures incorporate metrics of NHSTA requirements, the Oregon Transportation Safety Action Plan (TSAP), and nationally recognized measures. A more detailed discussion of the performance measures is in Section 5: Performance Plan & Alignment.

Throughout the previous 3HSP cycle, TSO staff engaged partner and stakeholder agencies and communities to provide feedback to the AGA process and to collect information and data for reporting. This information also informed the current 3HSP process. As described below in the Public Participation & Engagement (PP&E) section, TSO has developed a Community Engagement Plan, which will be used to guide PP&E

throughout the FY27-29 3HSP cycle. The TSO team, with Portland State University, also conducted regional virtual workshops, listening events, and a survey to collect information, data, and feedback. TSO incorporated PP&E findings into strategy development for the 3HSP. PP&E will play an important role throughout the next 3HSP cycle and in the annual AGA process to involve the public, stakeholders, and affected communities during a program or project's lifecycle to better meet the needs of the community and to achieve meaningful traffic safety results.

Finally, the preliminary 3HSP was shared with the Oregon Transportation Commission (OTC) and the Oregon Transportation Safety Committee (OTSC) in June 2026 for their consideration.

Data Sources and Analysis Process

TSO staff collect and analyze the recent data available to make data-driven decisions and track performance measures for the 3HSP programs and projects. This data is used for problem identification, program and project tracking, and performance measures.

TSO uses information from the Fatality Analysis Reporting System (FARS) when data is final and information from Oregon's Crash Data System (CDS) for performance measure target-setting and performance reports. Serious injuries in crashes are sourced from Oregon's CDS.

Other data, such as motor vehicle crash data, survey results (belt use and public perception), and other traffic safety data, are collected and analyzed by the TSO staff. The data sources include, but are not limited to:

- Fatal Analysis Reporting System (FARS)
- Oregon's Crash Data System (CDS)
- Oregon's Law Enforcement Data System (LEDS)
- Oregon's Safety Priority Index System (SPIS)
- Oregon's Geographic Information System Mapping Technology (GIS)
- Driver and Motor Vehicle Services, Oregon Department of Transportation (DMV)
- Criminal Justice Information System (CJIS)
- Seat Belt Usage Observation Study
- Public Opinion Survey
- Center for Population Research and Census, Portland State University
- Driver Education records, Western Oregon University
- Motorcycle Safety Education records, Oregon State University

This data is directly linked to performance measures and proposed projects for the coming year.

Performance targets for each program area are established by TSO Program managers, taking into consideration stakeholder and partner input and data sources that are reliable, readily available, and reasonable as representing outcomes of the program. TSO Program Areas and their projects are designed to impact transportation safety problems identified by data through the problem identification process. TSO and its partner agencies work together in providing continuous follow-up to these efforts throughout the year, adjusting plans or projects in response to evaluation and feedback as feasible.

Public Participation & Engagement

Introduction

In October 2025, TSO finalized a Community Engagement Plan that built on previous efforts and was designed to provide a standardized and coordinated approach for the 3HSP development and implementation. The following sections describe engagement planning, identification of affected and potentially affected communities, engagement outcomes, and ongoing engagement for FY27-FY29.

Engagement planning

The NHTSA-required public participation and engagement (PP&E) efforts were built on the TSO mission and were designed to systematically reach representative groups of Oregonians, including affected communities, utilizing clear and specific steps. TSO's overall goals were to: educate, listen, and learn; gather input; build partner capacity; co-create and collaborate; and adapt. The PP&E goals were to use a data-driven approach to identify affected and potentially affected communities; connect community input with TSO programs; and articulate how public engagement results contribute to the state's highway safety program and countermeasure strategies.

Specifically, TSO outlined a process to identify target communities using a data-driven approach, with a clearly articulated purpose for addressing each population (e.g., reducing fatalities from known causes for overrepresented groups, and discovering unknown causes of fatalities for underserved groups). The following section describes the identification process, defines the TSO goals for engagement efforts, connects the goals to the problem identification, and articulates how engagement results contribute to the development of the state highway safety program.

Identification of Affected and Potentially Affected Communities

As described below in the Statewide Problem Identification section and as articulated in the TSO Community Engagement Plan, the TSO team used data analysis to identify affected and potentially affected communities at the outset of the process. The ODOT Region profiles guided the engagement efforts to include the following overrepresented populations and communities in fatality and serious injury statistics:

- Native American and Tribal populations.
- Black populations.
- Four frontier counties (Gilliam, Harney, Sherman, and Wheeler).

In the Community Engagement Plan, TSO defined underserved communities as “populations that have been historically left out of the transportation planning process and bear a disproportionate burden of traffic-related risks.” This designation noted that public engagement strategies should identify barriers that prevent underserved communities from participating in the planning of programs and projects to guide improvements in traffic safety. The underrepresented populations were identified as the state’s Latino populations in ODOT Regions 1, 2, 4, and 5.

Engagement outcomes

Steps to Produce Meaningful Engagement

The steps taken by TSO to produce meaningful engagement with affected communities included intentionally designed engagement opportunities and accessibility measures. The purpose of which was to ensure PP&E that meets the goals articulated above. The TSO team utilized strategies for cultural competency and inclusion to emphasize ongoing and trusting relationships. Outreach and engagement with affected communities took the form of both broad and targeted outreach.

Engagement Opportunities and Outreach Design

Engagement opportunities took the form of virtual listening sessions, in-person events, and an open public survey. The uniqueness and diversity of Oregon’s affected communities throughout the state called for several different outreach methods.

- Virtual Listening Sessions Description and Outreach Design. TSO worked with Portland State University’s Center for Public Service to engage affected populations in listening sessions throughout the state and in each of its regions. Five 90-minute Triennial Highway Safety Plan listening sessions were held from March – April 2026. The listening sessions allowed the TSO team to offer

engagement opportunities to all affected populations and include those who are disadvantaged by their rural location due to an inability to travel.

- In-Person Events through Groups and Committees. TSO conducted in-person outreach to overrepresented Black and Tribal populations. This included two events to connect to Oregon's Black population (Ethiopian and Eritrean Cultural and Resource Center and the Region 1 Forum) and engaging in consultation with the Coquille and Grande Ronde, both of whom are federally recognized Tribes. The outreach design was to partner with both populations through known community-based organizations and Tribal governments. This engagement design was to ensure that community members felt comfortable providing information. Outreach to Tribal governments was conducted in a government-to-government consultation. While all Tribes in Oregon were invited to participate in the virtual listening sessions, the TSO outreach was specific to the consultation at the request of the Tribes.
- Traffic Safety Survey. TSO implemented a survey that was designed to collect additional data from respondents throughout the state. The purpose of the survey was to provide additional access and a more qualitative approach in support of the TSO PP&E efforts.

Accessibility Measures in Engagement and Outreach

TSO implemented several accessibility measures in its outreach efforts and in conducting engagement opportunities. This includes remote/virtual access, Spanish language translation, Ethiopian and Eritrean language translation, attendance at events on transit lines, and attendance at events during convenient community meeting times.

- Remote Accessibility. Oregon's rural population often lacks transportation access and the ability to attend meetings due to the long distances that the affected communities need to travel. While not all rural residents are accustomed to remote participation, this approach offered an opportunity to reach those who have limited ability to drive. The Traffic Safety Survey also provides the ability for participants to engage with TSO remotely.
- Language Translation. TSO arranged for Spanish language translation in four of the five remote listening sessions. Translation was provided by the Immigrant and Refugee Community Organization (IRCO). The Ethiopian and Eritrean Cultural and Resource Center provided language translation for community members in attendance.

- Transit Access. Two events were held in areas that are well-served by transit access.
- Meeting Times. Both the listening sessions and in-person events were held during hours that were most convenient for participants. In-person meetings were held during hours identified by the community. The remote listening sessions were held from 5:30-7:00 p.m. to encourage participants to join during non-working hours.

Results of Engagement Opportunities

To translate public participation into action through countermeasures, feedback on safety concerns was tracked and categorized, a state-wide summary of participant input was documented for the purpose of developing countermeasures and strategies, and a summary of each regional meeting was provided to meeting participants.

Attendee and Affected Community Participation

Attendance and participation in the PP&E events were as follows:

- Remote Listening Sessions: 56 attendees; 8 representing affected communities or groups; the residential status of remaining attendees in ODOT Regions 2, 3, 4, and 5 are not known, but are assumed to be from the frontier and rural populations that were identified as underserved.
- In-Person Engagement: 37 attendees; 37 attendees from affected communities or groups.
- Tribal Engagement: Tribal consultation with the Coquille Tribe (1) and Grande Ronde (1).
- Traffic Safety Survey: 48 comments from respondents throughout the state were received between the period of March 25 – May 26, 2026.

Summary of Issues Covered

During the engagement process, attendees provided a wide range of ideas, including communication and outreach, targeted safety messaging, education and training, policy change, post-crash care, and traffic data. To translate public participation into action through countermeasure strategies, public feedback on Oregon's traffic safety concerns was systematically tracked and incorporated into program areas. The listening session feedback included over 225 comments and the traffic safety survey included over 48 comments. The feedback related to the TSO program areas (including Bike &

Pedestrian, Community Traffic Safety, Distracted Driving, Driver and Officer Training, Driver Education, EMS, Impaired Driving, Judicial Outreach, Motorcyclist Safety, Occupant Protection, Roadway Safety, Speeding, Traffic Enforcement Services, Traffic Records, and Vehicle Safety Equipment Standards.)

How Affected Communities' Comments and Views Have Been Incorporated

TSO analyzed the feedback for this 3HSP through the lens of the National Highway Traffic Safety Administration's (NHTSA) *Countermeasures That Work* (CTW) as well as the program area countermeasure strategies. Where appropriate, engagement feedback is noted in each program area chapter section on partner/stakeholder participation.

Ongoing Engagement Plan (FY27–FY29)

As noted above, TSO continues to develop its engagement infrastructure. This includes ongoing engagement goals that include a review of public engagement plans with an associated work and implementation schedule; analysis of feedback and assessment of program improvement needs or adaptations for incorporation into the NHTSA Annual Grant Application (AGA) and Annual Report (AR); and participant communication related to how their input clearly influences countermeasures and strategies.

Ongoing Engagement: Goals

The TSO team has outlined specific goals, objectives, and steps for engaging affected communities on an ongoing basis in Table 1 below. TSO has adopted the following three goals as part of its ongoing engagement strategy: Educate, Listen, Learn and Gather Input; Co-Create, Collaborate, and Build Capacity; and Adapt. These goals will guide engagement activities during the 3HSP period.

Table 1: Goals, Objectives/Steps, and Timeline

Goal	Objective / Steps	Timeline
Educate, Listen, Learn and Gather Input	Utilizing the relationships developed in the 3HSP PP&E, identify additional specific strategies to engage affected communities.	End of FFY26
	Facilitate or attend at least one annual in-person and/or hybrid meeting with each affected community.	End of FFY27 and Ongoing
	Promote traffic safety survey and public opinion survey in engagement events to provide additional options for feedback.	Ongoing
	Utilize tracking and data management systems and tools for documenting feedback from PP&E events and surveys.	Ongoing
Co-Create, Collaborate, and Build Capacity	- Identify specific affected community needs for communicating transportation safety data, technical assistance, and program knowledge for community organizations and residents to jointly define problems and develop solutions. - Develop strategies for engagement opportunities for networking within affected communities.	Ongoing
Adapt	Incorporate community feedback through 3HSP amendment process in the Annual Grant Application as warranted.	End of FFY27 and Ongoing
	Develop and implement an annual process evaluation to assess effectiveness of program design and tracking systems considering both affected community and TSO perspectives.	End of FFY26 and Ongoing

Ongoing Engagement: Affected and Potentially Affected Communities

Based on an analysis of overrepresented and underserved populations and utilizing a data-driven approach, TSO has identified the following affected communities for its annual engagement.

- Black populations in ODOT Region 1.
- Native American and Tribal populations statewide (all 5 ODOT Regions).
- Frontier and Rural populations in ODOT Regions 2, 3, 4, and 5.
- Latino populations in ODOT Regions 1, 2, 4, and 5.

Ongoing Engagement: Steps to Reach and Engage Communities

The steps to reach and engage communities are articulated above relating to the Goals, Objectives/Steps, and Timeline for the TSO annual engagement. These steps recognize that meaningful engagement is a process of relationship building and learning. Annual assessment processes are designed to embrace continuous improvement and learning.

Ongoing Engagement: Incorporation of Communities' Comments and Concerns

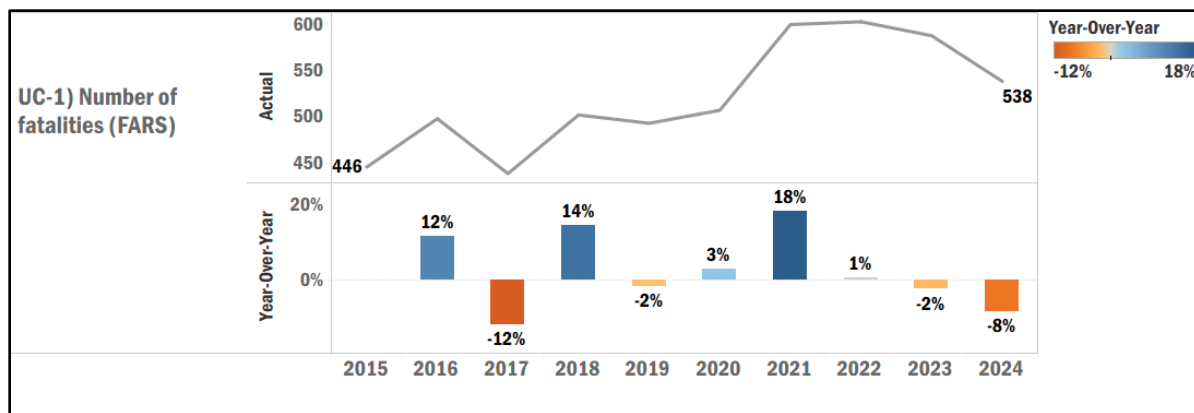
Incorporating community comments and concerns is also articulated in Table 1 above relating to the Goals, Objectives/Steps, and Timeline for the TSO annual engagement.

The TSO team has been enhancing its engagement infrastructure through the development of engagement plans and their implementation. The TSO recognizes that full implementation of its goals for meaningful PP&E will require time and careful attention to ongoing assessment. Most importantly, TSO has implemented steps that will facilitate ongoing engagement by identifying and initiating partnerships with affected communities, providing participants with the results of their feedback, and building the processes to regularly evaluate the engagement process and facilitate continuous learning.

Statewide Problem Identification

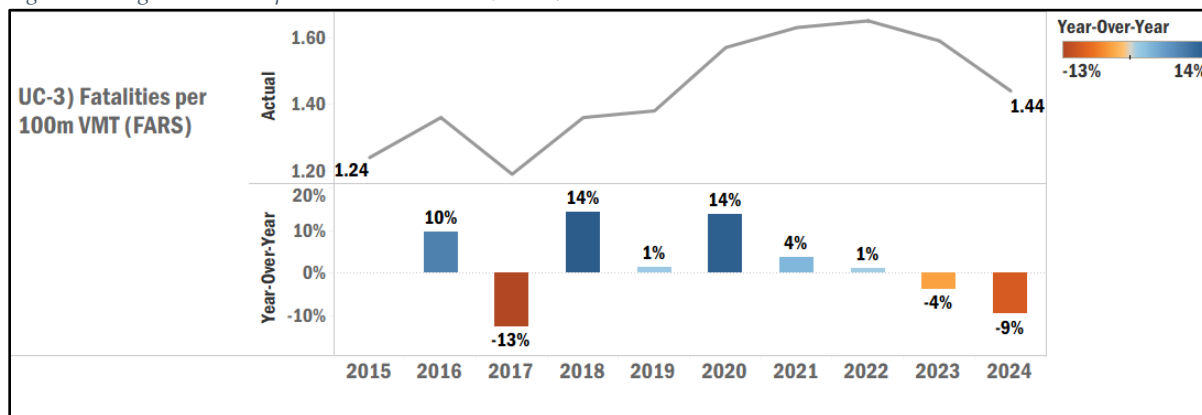
Recent state highway safety data trends were deeply shaped by extraordinary shifts in travel behavior and driver risk-taking during the COVID-19 pandemic. Like the rest of the nation, Oregon experienced a surge in both traffic fatalities and fatality rates per 100 million vehicle miles traveled (VMT) as reduced traffic volumes coincided with increases in speeding, impairment, and other risky behaviors. In line with national trends, Oregon's fatality counts and its fatality rate per 100 million VMT have finally begun to move back toward pre-pandemic levels. Over the past two years, Oregon has recorded noticeable improvements. Fatalities declined in both 2023 and 2024 (Figure 3), and preliminary data from ODOT's statewide crash system shows 2025 is on track for another year-over-year reduction of nearly 9 percent.

Figure 3: Oregon Number of Fatalities (FARS) 2015-2024



Oregon’s fatality rate per 100 million VMT has fallen at an even faster pace than the fatality count (Figure 4). Because VMT reflects actual exposure on the roadway relative to how many miles people are driving, this sharper decline in the fatality rate suggests that conditions on the road may be improving.

Figure 4: Oregon Fatalities per 100 million VMT (FARS) 2015-2024



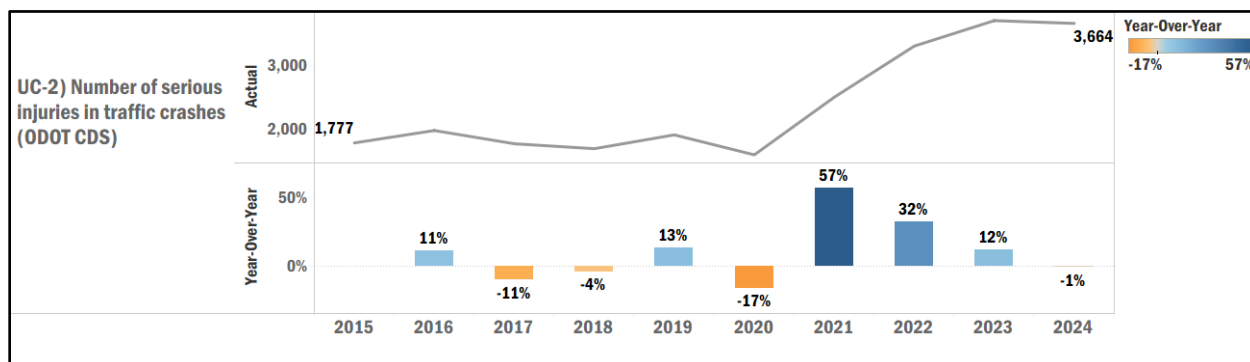
Serious Injuries

Beginning in 2022, program staff observed a notable divergence in trends: serious injuries increased sharply – approximately 80% above historical expectations (based on the 2016–2019 average) while fatalities rose more moderately, by about 25%. This pattern intensified in 2023, with serious injuries climbing roughly 102% above historic expectations, while fatalities remained relatively stable at around 22% above expected levels. This divergence from fatality trends can be seen in Figure 5 below. While 2024 finally brought a leveling off, the number of serious injuries remains considerably higher than pre-pandemic numbers.

To better understand this trend, internal validation analyses were conducted using multiple perspectives of the crash data. The increase in serious injuries appears consistent across counties and across different types of reporting agencies, suggesting that the rise is not isolated to a single jurisdiction, geographic area, or reporting entity. ODOT’s Research Division is seeking opportunities to assess this traffic safety concern via a two-part approach. The first is a record-to-record linkage to determine if this is a true increase in injury severity outcomes or a reporting artifact related to changes in crash reporting practices or classification consistency. The second component of the

project will focus on understanding the potential driver characteristics of the increase in serious injuries if the trend is confirmed to be real.

Figure 5: Oregon Number of serious injuries in traffic crashes (ODOT CDS) 2015-2024



Fatality Rate by Geographic Area

When Oregon fatalities per 100 million VMT are separated into rural and urban jurisdictions (Figures 6 and 7 below), several patterns emerge. Both rural and urban areas experienced elevated pandemic-era rates between 2020 and 2022, followed by encouraging signs of decline in 2023 and 2024. One notable difference between the two appears in longer-term trends. Although rural areas continue to have higher fatality rates per 100 million VMT, the urban rate has shown a steady increase over the past decade, as illustrated in Figure 7. These patterns are consistent with national trends. Rural crashes often result in more severe outcomes due to factors such as higher travel speeds and longer emergency response times, while urban fatality rates have been rising in Oregon and across the country.

These findings highlight the need for more targeted programming as the Oregon TSO considers how to adapt to changing conditions and needs in both rural and urban contexts. As TSO prepares for the FY27–29 programming cycle, these trends provide important context for shaping priorities.

Figure 6: Oregon Rural Fatalities per 100 million VMT (FARS) 2015-2024

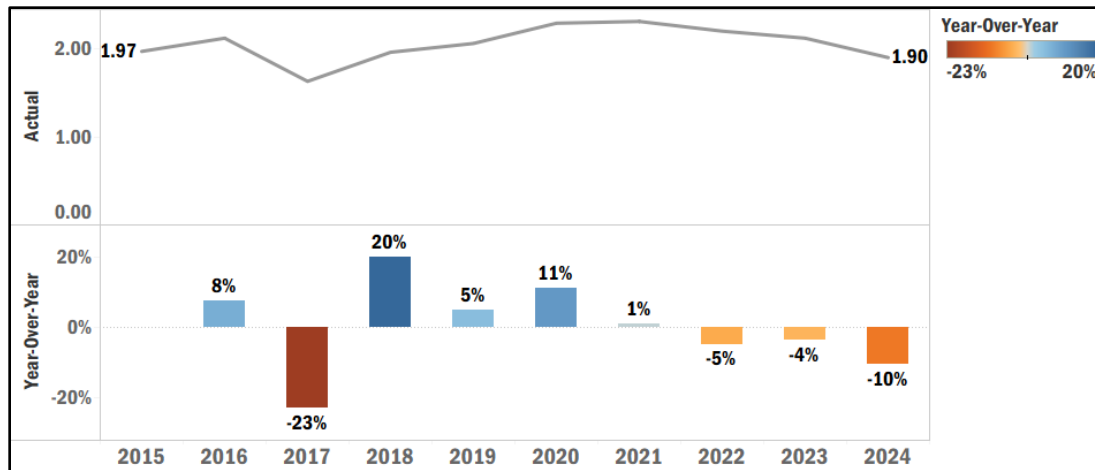
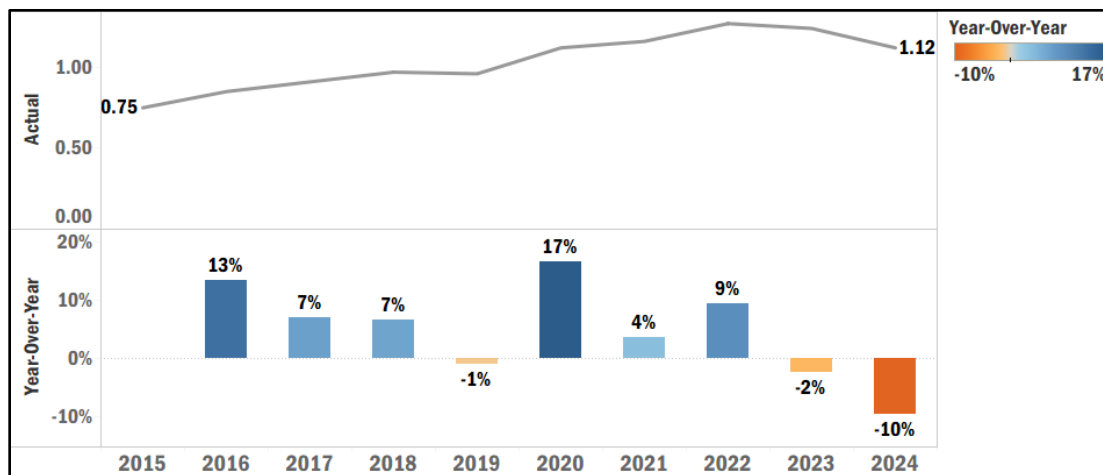


Figure 7: Oregon Urban Fatalities per 100 million VMT (FARS) 2015-2024



Crash Conditions

Crash data was analyzed through three key lenses (seasonal, day of week, and light condition) to better understand patterns in crash conditions.

- **Seasonal crashes:** In the three most recent years of data, July through December continued to see the highest number of traffic fatalities statewide (Figure 8).
- **Day of Week:** Friday and Saturday remained the days with the highest number of traffic fatalities (Figure 8).

Figure 8 Oregon Fatalities by Season and Day of Week (ODOT CDS)

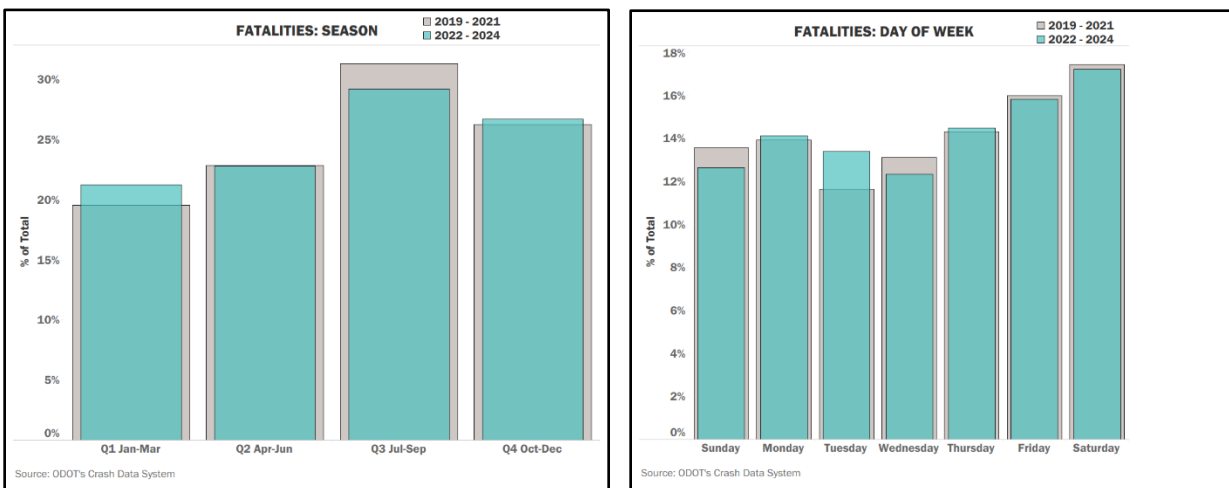
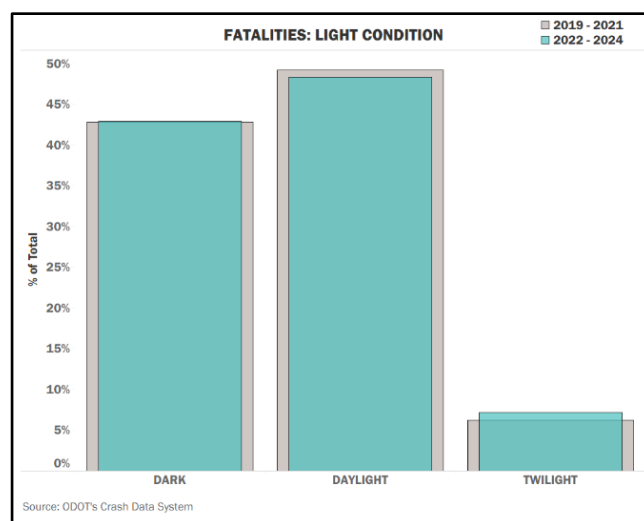


Figure 9 Oregon Fatalities by Light Condition (ODOT CDS)

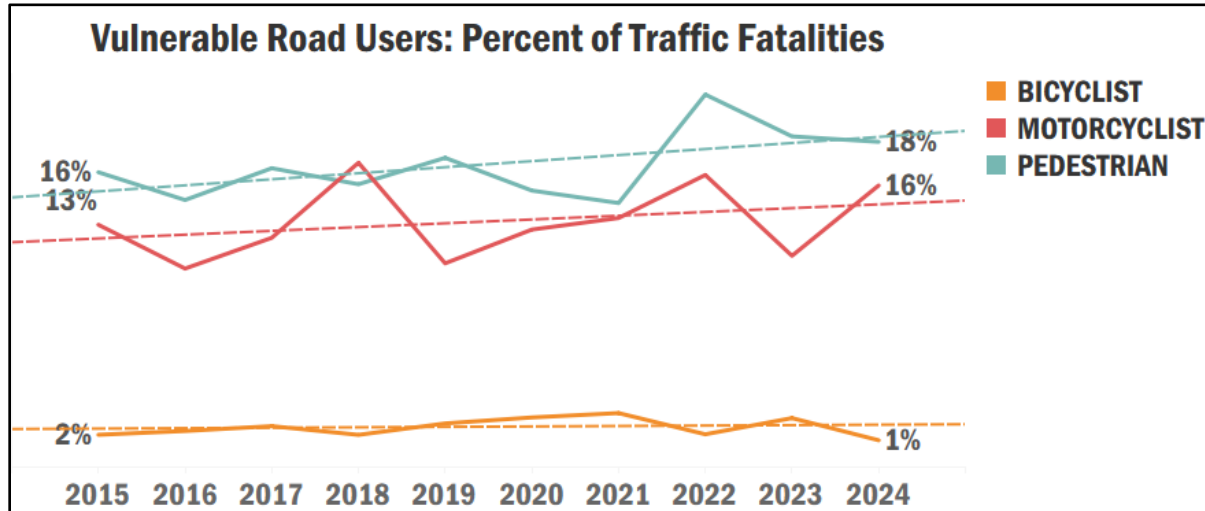
- **By Light Condition:** There was little change in the frequency of fatalities by light condition compared to the prior 3-year period, with approximately 50% of fatalities occurring in daylight hours (Figure 9).



Fatalities by Mode Type

The trend of motorcyclist and pedestrian fatalities as a percent of all traffic fatalities has been increasing. As seen in Figure 10, the increase is steeper in pedestrian fatalities. Preliminary estimates for 2025 suggest this upward trend in pedestrians as percent of overall traffic fatalities will continue, with a value of nearly 20% in early 2025 data.

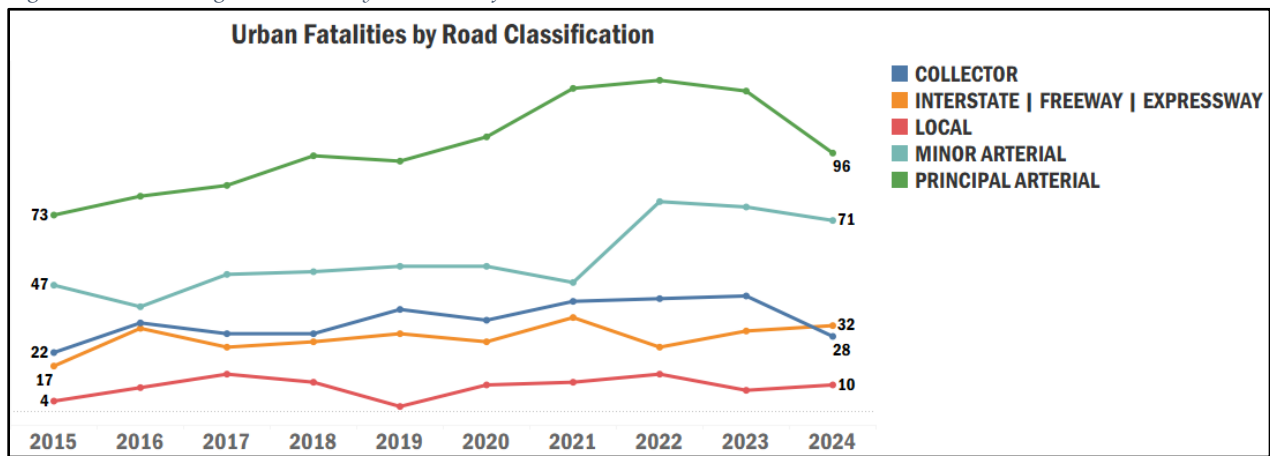
Figure 10 Percent of Oregon Fatalities by Vulnerable Road Users (ODOT CDS 2015-2024)



Road Classification

As noted above, Oregon has experienced a steady rise in fatalities per 100 million VMT within urban areas. When examining this trend across road classifications, it becomes clear that Minor and Principal Arterials have played substantial roles in the increase. As shown in Figure 11, fatalities on urban Principal Arterials have been climbing steadily since 2015. Minor Arterials, meanwhile, experienced a sharp spike in 2022; although the numbers have since stabilized, they remain elevated compared to historical levels.

Figure 11 Urban Oregon Fatalities by Road Classification (ODOT CDS)



Key Behavioral Factors

As part of the statewide analysis, TSO reviewed frequency of fatalities involving key behavioral factors and vulnerable road users over the most recent three-year period. In addition to examining counts, percent changes between the last three years and the preceding three-year timeframe were compared. This combined analysis of magnitude and rate of change helps highlight areas of emphasis.

Figure 12 illustrates that Oregon's leading crash factors, based on fatality counts between 2022 and 2024, are substance-related (alcohol and/or drug involved), speed involved, and lack of restraint use. These long-standing issues will continue to guide the TSO's priorities for the FY27–29 cycle.

The most recent data also revealed several other notable trends. During this period, Oregon recorded 330 pedestrian fatalities and more than 250 motorcyclist fatalities, both of which increased at a faster rate than overall traffic fatalities. Another significant finding is the sharp rise in fatalities involving a distracted driver. Together, these results reinforce Oregon's program structure, which includes dedicated focus areas for Impairment, Speed, Unrestrained Occupants, Motorcycle Safety, Pedestrian and Bicyclist Safety, and Distracted Driving.

One emergent trend that Oregon will continue to monitor is the shift in age demographics. As of 2024, Oregon now has more citizens over 65 than under 18 years of age. Figure 12 demonstrates that aging adult drivers are one of the top factors in crash fatalities. Given these data trends, TSO will consider this age demographic as a focus area in safety planning throughout the FY27–29 cycle.

Figure 12 Statewide Behavioral Factors and Vulnerable Road Users (ODOT CDS)

STATEWIDE FATALITIES 2022 - 2024		
	FATALITY COUNTS	% CHANGE VS PRIOR 3 YRS
Involved drug	895	18%
Involved speed	625	18%
Involved driver aged 65+	416	7%
Involved alcohol-impaired driver	413	9%
Involved driver without valid license	400	-5%
Unrestrained passenger vehicle occupant	333	1%
Pedestrian	330	31%
Motorcyclist	251	22%
Involved driver aged under 21	232	-1%
Involved distracted driving	165	51%
Bicyclists	35	-20%
	Other Top 5	Other Top 5

ODOT Region Profiles

TSO also reviewed crash data to identify differences across ODOT's five Regions (see Appendix). Consistent across each region, the most common contributing factors in fatal crashes from 2022 to 2024 were drug involvement, speed, drivers aged 65 or older, and alcohol impairment.

Regions 1, 2, and 3 showed generally similar profiles, with one notable difference. Region 1, which contains Oregon's most populous city, Portland, recorded pedestrian fatalities as the third most frequent fatality type. In contrast, Regions 4 and 5 were distinguished by a higher share of unrestrained passenger occupant fatalities.

These regional differences seen in Figure 13 below underscore the importance of tailoring strategies to local conditions and will directly inform TSO programming and resource allocation to better address each Region's unique safety challenges.

Figure 13 Behavioral Factors and Vulnerable Road Users by Region (ODOT CDS)

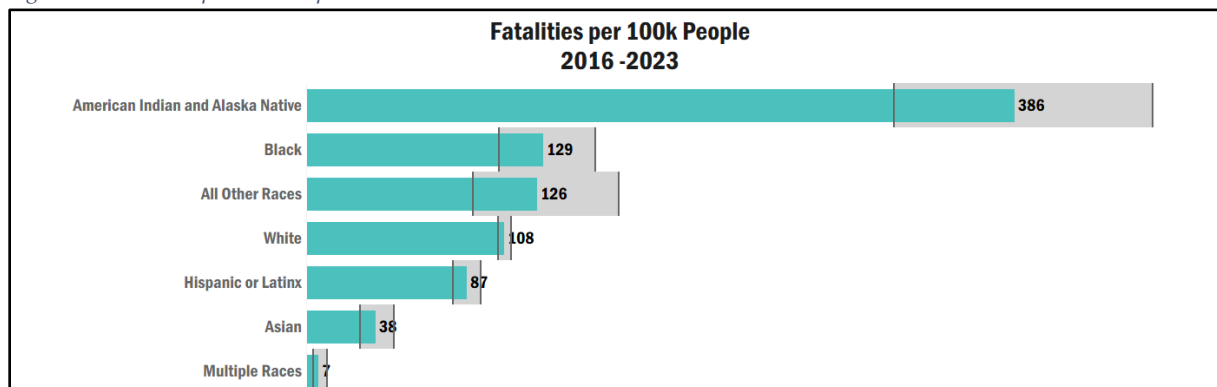
FACTORS BY REGION Fatality Counts 2022-2024						
	Region 1	Region 2	Region 3	Region 4	Region 5	Other Top 5
Involved drug	232	339	181	87	56	
Involved speed	184	217	97	85	42	
Involved driver aged 65+	73	173	99	46	25	
Involved alcohol-impaired driver	123	144	82	42	22	
Involved driver without valid license	133	139	61	45	22	
Unrestrained passenger vehicle occupant	65	118	60	44	46	
Pedestrian	149	101	44	24	12	
Motorcyclist	78	79	51	33	10	
Involved driver aged under 21	88	80	27	21	16	
Involved distracted driving	28	64	31	19	23	
Bicyclist	14	17	2	1	1	

Over-represented Groups

The TSO team also assessed over-representation in fatal crashes by examining FARS data through two primary lenses: statewide fatality rates per 100,000 population by race, and county-level fatality rates per 100,000 population. Using these measures allowed the state to identify whether certain demographic groups or geographic areas experienced disproportionately high fatality rates relative to their population.

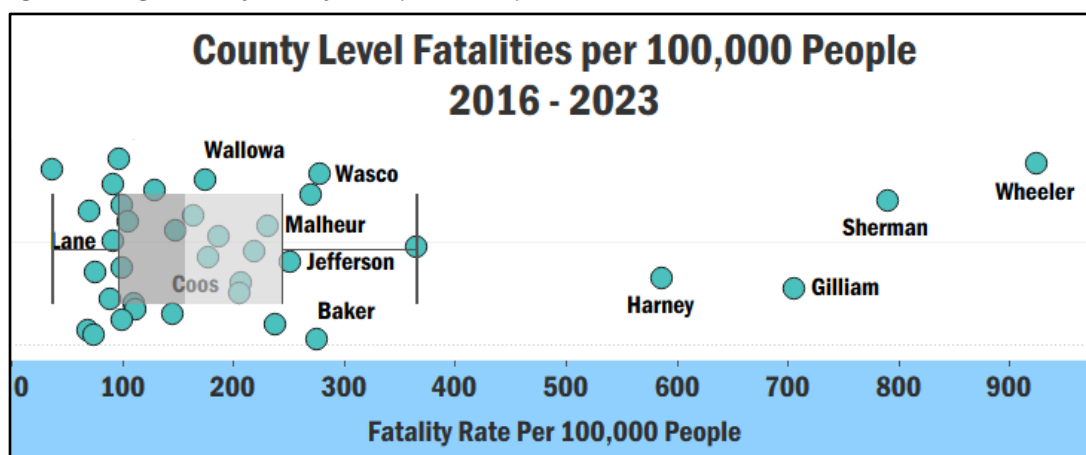
Due to data sparsity at the county levels, race-based analysis was conducted only at the statewide level to ensure meaningful comparisons. Figure 14 shows the number of fatalities per 100,000 people with grey bands indicating confidence intervals. As seen in Figure 14, this assessment showed a substantially higher fatality rate for American Indian and Alaska Native residents at 386 fatalities per 100,000 people; followed by elevated rates for Black residents. These findings play an important role in shaping Oregon's PP&E strategies, ensuring that TSO efforts meaningfully include and prioritize communities identified as disproportionately affected, consistent with NHTSA's code of federal regulations (CFR) engagement requirements.

Figure 14 Fatalities per 100k Population 2016 - 2023 (US Census and FARS)



The second lens examined county fatality rates per 100,000 population. This analysis revealed that four counties (Gilliam, Harney, Sherman and Wheeler), all of which are designated as frontier counties by the U.S. Census, had noticeably higher fatality rates per 100,000 people than the statewide average. In Figure 15 below, each dot represents an Oregon county, and the x-axis reflects the number of fatalities per 100,000 population. The grey bands indicate the inter-quartile range. All four counties (Gilliam, Harney, Sherman and Wheeler) sit outside that band, which indicates exceptionally high fatality rates per 100,000 people in these four counties. Recognizing these geographic disparities supports targeted engagement to help TSO better connect with communities that experience higher burdens of fatal crashes relative to their size.

Figure 15 Oregon County Fatality Rates per 100k Population (US Census and FARS) 2016-2023



Together, these results underscore the importance of aligning TSO programming and PP&E activities with the needs of disproportionately affected demographic groups and high-risk counties. This data-driven approach helps ensure that safety programming is directed in ways that reflect both magnitude and risk level.

Section 4: Program Areas

Introduction

The Transportation Safety Office (TSO) is organized around the following 16 Program Areas, which are closely aligned to NHTSA's countermeasure and funding structure. These areas are grouped into two primary domains: 1) behavioral crash factors or vulnerable road users, and 2) system support. The combination of these complementary program types provides a comprehensive safety approach spanning prevention, harm reduction, and system improvement.

Table : FY27-29 Program Areas

Behavioral Factors/ Vulnerable Road Users	System Support
• Distracted Driving • Impaired Driving (Alcohol or Drugs) • Motorcycle Safety • Occupant Protection • Pedestrians and Bicyclists • Speed	• Community Traffic Safety • Driver and Officer Safety Education • Driver Education • Emergency Medical Services (EMS) • Judicial Outreach • Program Management and Planning & Administration • Roadway Safety • Traffic Enforcement Services • Traffic Records • Vehicle Equipment Safety

Safety Strategies

Within each of the 16 Program Areas referenced above, TSO will employ one or more of the following 7 safety countermeasure strategies.

Table 3: FY27-29 Safety Strategies

Program Management and Planning & Administration	Program Management and Planning & Administration refers to the planning, management, and support functions required to create, deliver, and improve traffic safety initiatives.
Communication and Outreach	Communication and Outreach includes countermeasures that use communication strategies and channels, and outreach efforts and initiatives to support safe traffic behaviors.
Education and Training	Education and Training includes countermeasures that educate and train individuals in traffic safety and the support of safe traffic behaviors through education and driver training initiatives.
Enforcement	Enforcement refers to countermeasures to increase the visibility and effectiveness of traffic law compliance. This Strategy covers enforcement operations, officer training, and supporting equipment and technologies that increase the ability to detect, deter, and respond to traffic safety violations.
Traffic Safety Data	Traffic Safety Data refers to the processes of collecting, managing, analyzing, and utilizing data to identify risks, manage interventions, track performance, and assess the impact of traffic safety projects. This Strategy includes countermeasures that improve data quality, establish and maintain data systems, and perform analysis and research to inform decisions.
Adjudication and Prevention	The Adjudication and Prevention strategy includes countermeasures that influence behavior through judicial interventions and practices. It includes efforts to preemptively promote safety before violations occur, assist individuals identified as high risk, and reduce recidivism and harm among people with serious and/or repeat prior traffic offenses.
Post-Crash Care	The Post-Crash Care strategy includes actions that improve the speed, quality, and coordination of emergency medical response after a traffic crash. By strengthening the continuity of care from the crash scene to definitive treatment, this strategy works to minimize injury severity and reduce fatalities during the crucial post-crash period.

Project Selection

The Transportation Safety Office (TSO) conducts an annual competitive grant solicitation to ensure project selection is fair, consistent, and transparent across the 17 program areas. Each cycle begins with a public announcement distributed through statewide email lists, the ODOT website, and the Safety Grant Management System (SGMS). These notifications include key dates, eligibility guidance, program descriptions, match requirements, and instructions for accessing the application portal.

The solicitation window typically remains open for five weeks, from February to March. During this period, applicants submit proposals through SGMS. Staff provide technical assistance and answer requirement-related questions, but do not pre-screen or edit proposals to ensure equitable access.

When the application window closes, staff aggregates submissions and begin a standardized scoring process. Scorers independently evaluate proposals based on written content using four criteria:

1. **Project Alignment:** Staff evaluate how well the proposal aligns with TSO priorities, program area countermeasures, and the seven safety strategies. Each strategy is considered through concrete evidence in the application that demonstrates a clear connection between the proposed activities and the intended safety outcomes. Reviewers look for the following and scores each proposal based on the strength of evidence provided for the relevant strategies. Proposals are evaluated on how effectively they apply the strategies appropriate to their program area and proposed activities.
 - a. **Program Management & Administration:** Projects demonstrated reasonable and necessary program management practices. Reviewers assessed whether proposed staffing, oversight, coordination, and administrative activities are proportionate to the project scope and clearly support implementation.
 - b. **Communication & Outreach:** Scorers evaluated whether the project uses targeted communications grounded in data and linked to the identified problem. Strong applications specified priority populations, geographic locations, and messaging channels supported by evidence showing why those audiences are at risk and how outreach will influence behavior.
 - c. **Education & Training:** Projects reflected appropriate training or educational components tied to the identified safety issue. Reviewers

looked for clarity on curriculum, intended learners, expected outcomes, and how education or training will address the documented need.

- d. **Enforcement:** Scorers assessed whether enforcement-related activities, including officer training, enforcement operations, or supporting technologies, directly address the problem identified. Strong applications showed how enforcement will deter risky behaviors and include reasonable, clearly justified enforcement methods.
 - e. **Traffic Safety Data:** Projects demonstrated the use of credible data sources (crash, fatality, injury, behavioral, citation, or other safety datasets) to identify the problem and guide proposed interventions. Reviewers looked for meaningful use of data in problem identification and plans to use data for performance tracking.
 - f. **Adjudication & Prevention:** Reviewers assessed whether the project incorporates judicial or preemptive safety approaches (e.g., behavior-change interventions, repeat offender strategies, coordination with courts). Strong proposals explained how these approaches reduce harm, influence behavior, or support individuals identified as high risk.
 - g. **Post-Crash Care:** Projects demonstrated how activities relate to improving emergency response, continuity of care, or survivability following a crash. Scorers looked for reasonable and clearly described actions that strengthen timely response, coordination, or support for EMS and trauma systems.
- 2. **Impact:** Staff evaluate the project's ability to address the identified need, and its benefit to the targeted population or community.
 - 3. **Budget Justification:** Staff evaluate the reasonableness and clarity of budget.
 - 4. **Feasibility:** Staff evaluate the ability to deliver within timeline and budget.

Calibration meetings held prior to scoring ensure reviewers apply consistent interpretations of criteria and evidence standards. Once reviewer scores are submitted, staff verify completeness, consolidate scoring results, and resolve discrepancies by assigning additional reviewers as needed. The ranked list produced through this process forms the basis for award recommendations. Final decisions also consider available funding, regulatory constraints, program priorities, and organizational capacity.

In addition to scoring, TSO meets individually with program area subject matter experts to review eligibility and program fit. These subject matter expert meetings allow staff to verify whether applications comply with state and federal requirements,

identify any elements that may be ineligible, and flag projects that align strongly with program priorities. These discussions ensure that technical program knowledge is incorporated into the final recommendations in a consistent and transparent way.

After leadership approval, TSO notifies applicants of award outcomes. Each funded project is assigned a program manager who guides the grantee through agreement development, reporting expectations, and reimbursement procedures for the grant year.

Program Area: Community Traffic Safety

Problem Identification

Problem ID #1: Oregon has identified that not all communities have developed or have current safety action plans. Additionally, Oregon has found that not all communities are engaged in actively addressing transportation safety issues through local safe community or local traffic safety commission. Research shows that these plans, coupled with formal engaged communities, are effective in addressing traffic safety at the community level and reducing fatal and serious injuries. Communities that plan for and work on identified transportation safety issues are foundational to the reduction of fatalities and serious injuries. However, many steps are involved in analyzing the data, identifying the priority problems, determining the best strategies to address them, identifying 'who' is responsible, and subsequent implementation, all at the local level.

According to Oregon's state crash data system, between 2020 and 2024, Oregon experienced an average of 566 fatalities and 2,953 serious injuries a year. The impacts of fatalities and serious injuries are not distributed equitably across the state.

Infrastructure, roadway design, community demographics, municipal budgets, law enforcement capacity, and mitigating factors vary by community, necessitating community-specific approaches and strategies. The [2026 Oregon Transportation Safety Action Plan](#) (TSAP) calls out for these plans and groups to target and formalize efforts (1).

Problem ID #2: According to Oregon's state crash data system, ODOT Region 1 accounted for 25% of the state's fatalities and 34% of serious injuries between 2020 and 2024. Within that same five-year period, the City of Portland alone accounted for 11% of statewide fatalities, which aligns with its status as Oregon's most populous city.

A closer look shows that most of Portland's fatalities occur on the Eastside. Narrowing the focus even further, Portland Bureau of Transportation (PBOT) analysis indicates that the area east of SE 82nd Avenue accounts for 40% of all traffic fatalities in the city.

This area includes some of Portland's most diverse census blocks, with high concentrations of English Language Learners and low-income households.

These conditions underscore the importance of providing community-based and culturally responsive traffic safety outreach, education, communication, and training. Such efforts are critical in supporting PBOT's Vision Zero Action Plan, which continues to make progress in improving traffic safety.

Opportunities and strategies: Oregon has numerous local governments with developed safety plans and that use the Safe System and Safe Community approaches to address transportation safety at the local level, which presents the opportunity to address data-supported, well-documented safety issues as part of larger approaches to traffic safety at the local level. These plans and efforts have the added benefit of being aligned with the 2026 TSAP and this plan. Oregon will deploy a series of countermeasures that are designed to take advantage of solutions identified by local government and non-profit partners based on their own problem identification, while using proven tactics designed to allow completion of the identified strategies in the community, or plans that were identified as part of the work of local non-profits seeking to target specific safety problems for a sub-group of the population.

Partner/stakeholder participation in identifying problems and strategies: Partner governments and nonprofit stakeholders have used available data as well as public participation processes to identify transportation safety issues causing serious injury or death at the local level. As part of their local planning processes, these communities and groups have identified and proposed research-based approaches to solving challenges.

Performance Measures

- UC-3: Number of Fatalities per 100 million VMT (FARS)

Strategy #1: Communication and Outreach

Application: This is the holistic element of the community program, focused on a plan-based effort. Oregon and the local community implementation will use the safe system, Vision Zero, and safe community research-proven approaches to develop specific actions that fulfill the countermeasures identified. Annual grant proposals submitted by the local partner governments and nonprofits will use plan-based and other available research. Partner communities will couple this with localized data to move ahead with law enforcement, communication and outreach, education of practitioners and system users, emergency response and other allowable-cost elements of these broader countermeasures to move safety ahead in the local communities. The philosophy is that communities that plan for and implement safety work see better outcomes than those that do not. Further, Oregon will assist local partners with advice and tools for implementation at their request.

Countermeasures:

Countermeasure #1: Statewide Systemic Approaches to Safety Improvement

Justification: The 2026 Oregon TSAP identifies Safe Communities and Safe System approaches as key strategies to address this problem and crashes in Oregon through local effort, coupled with local plans (1). The research is detailed – these collective approaches will save lives and reduce deaths and injuries. Action 28 of the Oregon 2026 Transportation Safety Action Plan, on page 120, states that Oregon should “Fully fund and sustain Safe Communities Programs and similar state-level initiatives to advance community-based traffic safety statewide.” The 2026 TSAP was developed using the research citations (2-9) included in this chapter and additional research.

In the NHTSA Safe Communities guide (9), NHTSA describes a comprehensive approach that can include:

- Providing training to local governments and volunteers.
- Assisting in developing local government safety action plans which coordinate with the state’s TSAP Assist Local Safe Communities and other grassroots groups with staffing and materials.
- Providing the statewide TSAP that supports and encourages local planning and effort.
- Other activities as appropriate.

Countermeasure #2: Safe Communities and Safe Systems Approaches for Local Entities

Justification: The 2026 Oregon TSAP identifies the Safe Communities and Safe System approaches as key strategies to address this problem and crashes in Oregon through local effort, coupled with local plans (1). The research is detailed – these collective approaches will save lives and reduce deaths and injuries. Action 28 of the Oregon 2026 Transportation Safety Action Plan, on page 120, states that Oregon should “Fully fund and sustain Safe Communities Programs and similar state-level initiatives to advance community-based traffic safety statewide.” The 2026 TSAP was developed using the research citations (2-9) included in this chapter and additional research.

In the NHTSA Safe Communities guide (9, page 6), “every community interested in meeting the challenges of injury control has a variety of options. A community may want to add incrementally to existing programs or may determine to begin a new program by initiating all of the Safe Community elements. Because each community is unique, the determination must be made at the local level.”

As described in Countermeasure #1, NHTSA describes a comprehensive approach that can include:

- Providing training to local governments and volunteers.
- Assisting in developing local government safety action plans which coordinate with the state's TSAP Assist Local Safe Communities and other grassroots groups with staffing and materials.
- Providing the statewide TSAP that supports and encourages local planning and effort.
- Other activities as appropriate.

Strategy Link to Performance Targets

Multiple research citations and plans provided indicate that successful research-based plans and programming that addresses one or more of the countermeasures identified using research-based tactics will reduce fatalities and series injuries(1-9).

Strategy #2: Education and Training

Application: The Education and Training strategy is designed to increase the knowledge of the public and those implementing safety efforts moving forward. Oregon and local partners will implement this strategy by taking a research-driven public health approach to informing, educating and engaging professional partners, volunteer partners, and the public in addressing safety work at the local level, using tactics that are research-proven to reduce serious injury and death within the targeted group or geographic area.

Countermeasures:

Countermeasure #1: Grassroots Communications, Training, Outreach, and Education.

Justification: Outreach and education efforts focus on maintaining and building on partnerships with law enforcement; health educators and programs; traffic engineering; government traffic safety counterparts; injury prevention specialists; communities; neighborhood associations; and nonprofit organizations and advocates. Education and outreach efforts emphasize addressing traffic safety issues through grassroots efforts in collaboration with communities and other partners.

While the effectiveness of community engagement through grassroots efforts is supported more by qualitative studies rather than quantitative data, numerous researchers have concluded that community engagement is a critical component of any public health strategy (5, 6). Community engagement serves as “a powerful vehicle for bringing about environmental and behavioral changes that will improve the health of the community and its members. [It] often involves partnerships coalitions that help

mobilize resources and influence systems, change relationships among partners, and serve as catalysts for changing policies, programs and practices (7).”

Countermeasures that work (CTW) are tied to specific programs; however, other than enforcement, education and outreach campaigns are one of the few proven countermeasures for affecting risky driving behaviors to improve traffic safety (8).

Strategy Link to Performance Targets

Culturally specific grassroots traffic safety education contributes to the reduction of fatalities and serious injuries. It does this by transforming local traffic safety culture and augments engineering and enforcement, rather than relying solely on the latter countermeasures to reduce traffic violence. By tailoring education to the specific cultural, social, and linguistic context of a community, these programs increase the adoption of safe behaviors (e.g., seatbelt use, sobriety) and foster a sense of shared responsibility for preventing injuries and fatalities. Traffic safety education and outreach are a critical support mechanism for enforcement and infrastructure improvements by fostering public buy-in, ensuring compliance with new rules, and reducing high-risk behaviors. Within a Safe System Approach, education prepares road users to interact safely with engineered improvements, while outreach ensures that enforcement actions are understood, viewed as fair, and aimed at reducing fatalities.

Grassroots Communications, Training, Outreach, and Education contribute to the reduction of fatalities and serious injuries by:

- Tailoring messages to cultural values and delivering it native languages using methods that are adapted to meet a group’s specific cultural needs creates more effective programs.
- Addressing local risk factors – rather than delivering a broad message, TSO works with groups to self-identify the specific risky behaviors prevalent in their community and works with them to create culturally specific messaging and programing.
- Leveraging trusted messengers – messages and information delivered by a trusted messenger is important because people often place greater weight on the credibility of the person delivering a message than on the message’s content. Community-based messengers act as links translating complex information into relatable, actionable, and culturally relevant terms often leading to higher engagement and better behavioral outcomes.
- Encouraging “Traffic Safety Citizenship” - culturally tailored approaches turn traffic safety into a community duty, encouraging members to intervene when friends and family engage in risky behavior.

- Targeting high-risk groups – projects are selected that focus on specific high-risk groups and tailor programs and messages to their specific driving environments and behaviors (5,6,7).

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Communication and Outreach	UC-3	402	\$499,046
Education and Training	UC-3	402	\$810,166

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9. NHTSA (2023) "Safe Communities: An Approach to Reduce Traffic Injuries." Safe Communities. Accessed at: <https://trafficsafetyteam.org/wp-content/uploads/2023/09/nhtsa-safe-communities-approach.pdf>

Program Area: Distracted Driving

Problem Identification

Fatalities and serious injuries involving distracted driving have increased over the last five years in Oregon. NHTSA cited distraction as a factor in 8% of all fatal crashes but acknowledges that distracted driving is significantly underreported due to issues in detection and admission (1, 2). A recent report by the Traffic Injury Research Foundation (TIRF) estimates that distraction is a factor in 20-30% of all fatal crashes in North America (3). Distraction is a serious traffic safety issue, which is exacerbated by low staffing levels at LEA statewide, as well as uncertainty in how/when to enforce distracted driving laws. Cellphone use continues to be a common factor in distracted driving crashes.

Opportunities and strategies: There is strong evidence in Oregon and in other states that laws and enforcement efforts are only successful if they are effectively and continuously publicized, and in conjunction with high visibility enforcement efforts when available. According to the NHTSA, public information programs should be comprehensive, seasonally focused, and sustained. Oregon's Distracted Driving program works to reduce the incidences of distracted driving, especially with mobile electronic devices, by raising awareness of its dangers through public service ads, media, education and high visibility enforcement. This will be addressed through grant projects with other agency partners.

Distraction occurs when a driver diverts attention to something not related to driving. There are four types of distraction: visual, auditory, manual, and cognitive. Distracted driving is dangerous behavior for drivers, passengers, non-occupants, and non-motorized travelers alike. From 2020-2024 there were 29,843 crashes involving distracted drivers, resulting in 243 fatalities and 29,244 injuries in Oregon. These crashes underreport the safety issues, which is evidenced by 60,720 convictions for the same time frame.

High Visibility Enforcement (HVE) continues to be an important countermeasure of the Distracted Driving program. It is a key countermeasure to educating the public on the dangers of driving while distracted, as well as enforcing the laws. The more officers you see, the fewer distracted drivers will be out on the road. The Distracted Driving Program will partner with Oregon Impact to provide grants to local police departments, sheriff's offices, and Oregon State Police to conduct enforcement activities that will increase compliance with distracted driving laws.

Partner/stakeholder participation in identifying problems and strategies:

Multiple public engagement events were held around the state in order to receive feedback from partners, stakeholders and residents around the state of Oregon.

Regarding the Distracted Driving Program, residents mentioned the importance of enforcing the “Fatal Five” traffic behaviors – Speed, Occupant Safety, Lane Usage, Impaired Driving and Distracted Driving. The following is some region-specific public engagement feedback.

- ODOT Region 1 Public Engagement Feedback:
 - Distracted driving (specifically texting and phone use) is highly prevalent among younger drivers and needs to be treated with the exact same severity and educational stress as drinking and driving.
- ODOT Region 3 Public Engagement Feedback:
 - "Fatal Five" behaviors—Speed, Occupant safety, Lane usage, Impaired driving, and Distracted driving — are the primary targets for Oregon State Police, with speed remaining the number one killer.
 - Impaired driving and distracted driving are heavily correlated; with the decriminalization and legalization of certain drugs, many impaired driving incidents are being misidentified simply as distracted driving.
 - Distracted driving has evolved significantly beyond phones to include drivers reading newspapers, using laptops, and applying makeup
- ODOT Region 5 Public Engagement Feedback:
 - Impaired driving and distracted driving are heavily correlated; with the decriminalization and legalization of certain drugs, many impaired driving incidents are being misidentified simply as distracted driving.
 - ODOT should consider supporting a grassroots movement specifically targeting phone use, similar to Mothers Against Drunk Driving, potentially called "Mothers Against Distracted Driving".
 - Distracted driving (specifically phone use) is a severely rising issue, though new hands-free technologies like CarPlay have helped slightly.
 - Safety systems could be explored where a vehicle will not start until the driver's phone is physically put away.

Performance Measures

- **OR-2:** Number of fatalities and serious injuries involving a distracted driver (ODOT CDS)

Strategy #1: Communication and Outreach

Application: This project will fund year-round public education to inform and educate motor vehicle drivers and passengers regarding Oregon law regarding the use of mobile electronic devices while driving, and the consequences associated with using a mobile electronic device while driving. Education will be delivered via contracted media design, educational materials, social media advertising, TV and radio public service announcements, geofencing for large events, and billboards. Funds will also be spent to reproduce and distribute educational and outreach materials such as brochures, posters, etc. These efforts are conducted statewide throughout the year, with a focus during April, recognizing National Distracted Driving Awareness Month, and the National Connect to Disconnect program. Many of the printed educational materials are grant funded and then distributed directly to the public through law enforcement, Oregon's Driver and Motor Vehicle Services (DMV), and community level special events.

Countermeasures:

Countermeasure #1: Distracted Driving Communications and Outreach

Justification: *Countermeasures that work* (2023): No Stars

There is no countermeasure in the *Countermeasures that work* nor a section in the Uniform Guidelines related to distracted driving. The countermeasure of communications and outreach is listed in the *Countermeasures that work*, but it is unproven or needs further evaluation (2). This countermeasure involves distracted driving communications and outreach campaigns directed to the public.

According to the Driver Behavior & Performance Technical Report released by AAA Foundation for Traffic Safety, February 2024, *Countermeasures for Distracting Driving: An Exploration Beyond the Scientific Literature*, by far the most frequently mentioned examples of distracted driving countermeasures and efforts were those related to education (11). The same report cites examples of countermeasures using risk messaging, including traditional public information campaigns, social media campaigns, and dynamic message signs targeting high-volume traffic. Additionally, respondents in this study categorized strategies and countermeasures for distracted driving the and the most frequent types identified were education/awareness media campaigns and enforcement/activity approaches, followed closely by educational/behavioral approaches other than education/awareness media campaigns. When respondents were asked for suggestions for improving strategy or

countermeasures, "increase public awareness" was second only behind "increase funding for implementation/promotion."

Since distracted driving is a particular concern among teenage drivers (4, 5), distracted driving campaigns may specifically target that age group. Some campaigns carry a general "pay attention" message, while others are directed at specific behaviors such as cell phone use by the driver and/or passengers.

Strategy Link to Performance Targets

Year-round public education is necessary to inform and educate motor vehicle drivers and passengers regarding Oregon law regarding the use of mobile electronic devices while driving, and the consequences of using a mobile electronic device while driving. The Distracted Driving Program works to reduce the incidences of distracted driving, especially with mobile electronic devices, by raising awareness of its dangers through public service ads, media, education and high visibility enforcement. This particular countermeasure involves distracted driving communications and outreach campaigns directed to the general public. Since distracted driving is a particular concern among teenage drivers, distracted driving campaigns may specifically target that age group (4, 5). Some campaigns carry a general "pay attention" message, while others are directed at specific behaviors such as cell phone use by the driver and/or passengers.

The European Road Safety Decision Support System, developed by the H2020 project SafetyCube, includes road safety communication campaigns aimed at informing, persuading, and motivating people to change attitudes and behavior, and ultimately at improving roadway safety. Two meta-analyses on campaigns conducted with various road safety themes showed an association with a reduction of accident occurrence (9%) as well as a favorable change in (observed and self-reported) seat belt use (+25%), yielding behavior (+37%), speeding behavior (-16%) and risk comprehension (+16%). Although impaired-driving behavior was found to be reduced by 17%, this result was not significant. Also, no significant changes were found for favorable road safety attitudes and knowledge. Often, when road safety campaigns are implemented, they are accompanied by increased enforcement. Accounting for this factor, a decrease in crashes can still be found in a meta-analysis due to education and media campaigns solely; however, the effect was smaller (10% vs. 13% for campaigns combined with enforcement) (9).

Each year, NHTSA conducts a nationwide observational survey of driver electronic device use—the NOPUS. Observations are conducted by trained data collectors from 7 a.m. to 6 p.m. During 2021 an estimated 7.6% of drivers were using some type of phone

(handheld or hands-free) at any given moment during the daytime (10). Among different subgroups, observed cell phone use while driving was higher among females, younger drivers, drivers in urban areas, and drivers who were not carrying passengers.

Strategy #2: Enforcement

Application: High Visibility Enforcement (HVE) continues to be an important countermeasure of the Distracted Driving Program. It is a key countermeasure to educating the public on the dangers of driving while distracted as well as enforcing the laws. The Distracted Driving Program will partner with Oregon Impact to provide grants to local police departments, sheriff's offices, and Oregon State Police to conduct enforcement activities that will increase compliance with distracted driving laws.

During the 2026 grant year, seventy-four local police departments and sheriff's offices, and the Oregon State Police participated in Oregon's Distracted Driving HVE program. Many of these agencies enforce distracted driving laws as a matter of routine when working traffic. However, the smaller local departments often do not have dedicated traffic enforcement officers, so they rely on the federal funds to work on traffic safety problems in their communities. Looking ahead, the Transportation Safety Office will continue to partner with Oregon State Police and local law enforcement agencies to award funds to support distracted driving HVE.

Countermeasures:

Countermeasure #1: High Visibility Cell Phone Enforcement

Justification: NHSTA, *Countermeasures that work* (2023): 4 Star

Strategy Link to Performance Targets:

According to NHTSA, HVE is a universal traffic safety approach designed to create deterrence and to change unlawful and dangerous driving behaviors. HVE combines highly visible and proactive law enforcement addressing a specific traffic safety issue. Law enforcement efforts are combined with visibility elements and a publicity strategy to educate the public and promote voluntary compliance with the law in an effort to reduce fatalities and serious injuries involving distracted driving.

Strategy #3: Education and Training

Application: This project will fund year-round public education to inform and educate motor vehicle drivers and passengers regarding Oregon law regarding the use of mobile electronic devices while driving, and the consequences associated with using a

mobile electronic device while driving. Education will be delivered via distracted driving awareness presentations and activities offered statewide to schools, local organizations, and businesses, in addition to the support of approved distracted driving avoidance course providers throughout the state. These efforts are conducted statewide throughout the year, with a focus during April, recognizing National Distracted Driving Awareness Month, and the National Connect to Disconnect program. TSO will contract with Oregon State University on identified research projects of distracted driving crashes to determine if there are new countermeasures that we can identify and pilot or conduct current countermeasures differently and/or in addition to what is being done. This effort will help direct messaging and enforcement operations.

Countermeasures:

Countermeasure #1: Distracted Driving Education and Training

Justification: There is no countermeasure in the *Countermeasures that Work* nor a section in the Uniform Guidelines related to distracted driving education and training.

According to the Driver Behavior & Performance Technical Report released by AAA Foundation for Traffic Safety, February 2024, *Countermeasures for Distracting Driving: An Exploration Beyond the Scientific Literature*, by far the most frequently mentioned examples of distracted driving countermeasures and efforts were those related to education (11). The same report cites examples of countermeasures using risk messaging, including traditional public information campaigns, social media campaigns, and dynamic message signs targeting high-volume traffic. Additionally, respondents in this study categorized strategies and countermeasures for distracted driving and the most frequent types identified were education/awareness media campaigns and enforcement/activity approaches, followed closely by educational/behavioral approaches other than education/awareness media campaigns. When respondents were asked for suggestions for improving strategy or countermeasures, "increase public awareness" was second only behind "increase funding for implementation/promotion."

Since distracted driving is a particular concern among teenage drivers (4, 5), distracted driving campaigns may specifically target that age group. Some campaigns carry a general "pay attention" message, while others are directed at specific behaviors such as cell phone use by the driver and/or passengers.

Strategy Link to Performance Targets

Year-round public education is necessary to inform and educate motor vehicle drivers and passengers regarding Oregon law around use of mobile electronic devices while

driving, and consequences of using a mobile electronic device while driving. The Distracted Driving Program works to reduce the incidences of distracted driving, especially with mobile electronic devices, by raising awareness of its dangers through public service ads, media, education and high visibility enforcement. This particular countermeasure involves distracted driving communications and outreach campaigns directed to the general public. Since distracted driving is a particular concern among teenage drivers (4, 5), distracted driving campaigns may specifically target that age group. Some campaigns carry a general “pay attention” message, while others are directed at specific behaviors such as cell phone use by the driver and/or passengers.

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Each year, NHTSA conducts a nationwide observational survey of driver electronic device use—the NOPUS. Observations are conducted by trained data collectors from 7 a.m. to 6 p.m. During 2021, an estimated 7.6% of drivers were using some type of phone (handheld or hands-free) at any given moment during the daytime (10). Among different subgroups, observed cell phone use while driving was higher among females, younger drivers, drivers in urban areas, and drivers who were not carrying passengers.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Communication and Outreach	OR-1	402	\$86,712
Enforcement	OR-1	402	\$1,331,030
Communication and Outreach	OR-1	405e Distracted Driving	\$1,221,703
Education and Training	OR-1	405e Distracted Driving	\$1,221,703

Citations

1. National Highway Traffic Safety Administration (NHTSA) (2025). *Distracted driving in 2023: (Traffic Safety Facts Research Note.)* U.S. Department of Transportation, National Highway Traffic Safety Administration. Report No. DOT HS 813 703. April 2025, <https://crashstats.nhtsa.dot.gov/Api/Public/Publication/813703>
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3. Brown, S., R. Robertson & W. Vanlaar (2021) "Impaired & Distracted Driving Data Comparison." Traffic Injury Research Foundation. June 2021, Available at: <https://tirf.ca/news/impaired-distracted-driving-data-comparison/>
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Program Area: Driver and Officer Safety Education

Problem Identification

Traffic stops pose a risk to transportation system users and to the law enforcement officers who conduct them. There are two primary risks associated with traffic stops: Exposure to adjacent traffic while being parked on the side of the road, and risk to all parties involved in the traffic stop as a result of failure to quickly comply with legally permitted and required requests given by the law enforcement officer.

National data from the Federal Bureau of Investigation (FBI's) Crime Data Explorer shows between 2021 and 2025 there were an average of 7 law enforcement officers killed on the roadside annually when they were assisting or investigating a vehicle crash, performing traffic control or conducting a stop, or assisting a motorist (2025 = 11 deaths, 2024 = 5, 2023 = 1, 2022 = 0, 2021 = 18) (1). Within Oregon, the state's crash data system indicates that an average of 3.4 people died while stopped on the side of an Oregon interstate or non-interstate freeway between 2020 and 2024, which is approximately 7% of all fatalities on roads within this functional class during the same period.

Through the use of traffic-stop education for both drivers and officers, the intent of this program is to reduce exposure time, which in turn will reduce the risk of death or injury for all participants during traffic stops.

Exposure to adjacent traffic while stopped on the side of the road poses a risk to both parties involved in the stop. Risk to both parties increases as more time passes between the initiation of the traffic stop and the conclusion of the stop. Crashes related to traffic stops have occurred in Oregon, with injuries being sustained and lives being lost in these incidents.

Helping transportation system users understand what they are legally required to do or consent to during a traffic stop, and why prompt compliance with legally-permitted requests from law enforcement officers is critical to all parties' safety.

Understanding these requests and responding promptly directly affects the length of exposure time for all parties to adjacent traffic and the risks that come with it. Injuries and loss of life have occurred when individuals did not comply, or may not have understood, law enforcement officers' requests or commands during traffic stops or when officers attempted to initiate one.

Opportunities and strategies:

- Education and Training – TSO will seek opportunities to provide law enforcement education and training to reduce risk during traffic stops.
- Education and Training – TSO will seek opportunities to provide education and training to the Oregon public to eliminate and/or reduce risk during traffic stops.

Partner/stakeholder participation in identifying problems and strategies:

- Public meetings and focus groups were held in all five ODOT regions covering the entire state. Crash data was shared and comments were solicited through these meetings. These are two comments collected related to enforcement:
 - Automated enforcement (like mailing tickets) is highly supported by the public and could help de-escalate traffic stops by removing the hostile dynamic of physical pullovers.
 - If physical stops occur, training officers to immediately state they are only stopping the driver for a traffic violation could serve as an effective de-escalation tactic.
- Additional meetings were held with Oregon's Criminal Justice Commission, Oregon's Department of Public Safety Standards and Training, and at a regional Driver Education Training Conference. These meetings and the information shared help inform future project selection related to driver and officer safety education.

Performance Measures

- OR-6 Number of roadside fatalities on interstate or non-interstate freeways (ODOT CDS)

Strategy #1: Education and Training

Application: TSO will produce educational materials and training for the Oregon public and driver education professionals. The office will also produce supplemental training for law enforcement officers.

Countermeasures:

Countermeasure #1: Law Enforcement Training and Education

Justification: Training is essential to support traffic enforcement services and to prepare law enforcement officers to effectively perform their duties. This countermeasure is informed by Traffic Enforcement Services (Highway Safety Program Uniform Guideline No. 15 (2)).

Countermeasure #2: Driver Education – Compliant Driving

Justification: To address the need for transportation system users to know and understand the rules of the road and what to do during traffic stops, the following elements of the Uniform Guideline No. 4, Driver Education, will be used (3).

- Section IV) Driver Education and Training Program - Rules of the road and other State laws and local motor vehicle laws and ordinances
- Section V) Communication Program - Identifies audiences at particular risk and develops appropriate messages; provides culturally competent materials.

Strategy Link to Performance Targets

Oregon will provide traffic safety education to drivers, motorcyclists, and driver education professionals as well as providing supplemental training and activity-related equipment that increases activity efficiency for law enforcement officers. Oregon will improve the performance measure OR-6 through a reduction of exposure to risk and death by reducing time spent on the roadside with each traffic stop, motorists assist, or crash investigation.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Education and Training	OR-6	405i	\$650,341

Citation

1. Federal Bureau of Investigation (FBI). (n.d.) "FBI Crime Data Explorer." FBI Uniform Crime Reporting Program. Accessed on 7/23/2026:
<https://cde.ucr.cjis.gov/LATEST/webapp/#/pages/le/leoka>
2. NHTSA (2006) "Highway Safety Program Uniform Guideline No. 15: Traffic Enforcement Services." Uniform Guidelines for State Highway Safety Programs. Accessed at: <https://www.nhtsa.gov/highway-safety-grants-program/uniform-guidelines>
3. NHTSA (2009) "Highway Safety Program Uniform Guideline No. 4: Driver Education." Uniform Guidelines for State Highway Safety Programs. Accessed at: <https://www.nhtsa.gov/highway-safety-grants-program/uniform-guidelines>

Program Area: Driver Education

Problem Identification

In Oregon, young drivers (>16-21) make up 6.2% of all non-commercial licensed drivers but are overrepresented in fatal and serious injury crashes. Over the 5-year period of 2020-2024, Oregon teens were involved in 9.8% of fatal crashes and 14.9% of serious injury crashes.

Oregon does not require formal driver education for teens before obtaining a provisional driver license. Instead, in place of a course, parents/guardians must certify that teens have completed 100 hours of supervised driving practice. Some of the leading causes of teen crashes are:

- Driver inexperience
- Nighttime driving
- Not using seat belts
- Distraction, including other passengers, use of a mobile electronic device, etc.
- Reckless driving.

One of the ways to combat these risky driving behaviors is through formal driver education. Driver education (DE) is not mandatory in Oregon but ODOT DMV's data show that teens who take driver education are less likely to be involved in a crash or receive a traffic citation.

Table 4 : Driver Education vs. Non-Driver Education Convictions

Driver Education vs. Non-Driver Education Convictions				
5-Year Average (2021-2025)				
Age	Total	With Driver Education	W/O Driver Education	DE Teen % of Total
16	733	96	636	13.13
17	1,582	195	1,387	12.35
18	2,920	276	2,644	9.45
19	3,621	202	3,418	5.58
20	3,838	107	3,731	2.78
	12,693	876	11,816	
		6.90%	93.1%	

Table 5: Driver Education vs. Non-Driver Education Crashes

Driver Education vs. Non-Driver Education Crashes 5-Year Average (2021-2025)				
Age	Total	With Driver Education	W/O Driver Education	DE Teen % of Total
16	1,251	271	980	21.69
17	1,874	365	1,509	19.47
18	2,169	298	1,871	13.76
19	2,097	148	1,950	7.04
20	1,961	69	1,892	3.51
	9,353	1,151	8,202	
		12.31%	87.69%	

Source: Oregon Driver and Motor Vehicle Services

Oregon's driver education program is primarily state funded through a fee assessed when an individual obtains or renews a driver credential. The fee is directed to the State's Student Driver Training Fund.

The number of teens taking ODOT-approved driver education dramatically decreased during the COVID pandemic and has struggled to regain traction, with less than 30% of eligible teens taking a formal driver education course. The average cost for a teen driver education course has steadily increased from \$299 in 2018 to nearly \$900 in 2025. High course costs and lack of provider access, particularly in rural areas of the state, continue to contribute to reduced numbers of participants in formal driver education.

Opportunities and strategies: Education campaigns are one of the only proven countermeasures for traffic safety. The driver education program will seek opportunities to provide traffic safety education, in all behavioral areas (e.g., car seat safety, occupant protection, impaired driving, safe driving including distracted, etc.), to individuals who have not yet obtained a driving credential in the State of Oregon. These education campaigns will address safe road user behaviors for all modalities, including those who are identified as vulnerable road users (e.g., pedestrians, bicyclists, motorcyclists, etc.). Through providing traffic safety education to youth, kindergarten through 12th grade, it is hoped that youth will develop traffic safety behaviors before driving age and carry that knowledge into their driving behavior.

Partner/stakeholder participation in identifying problems and strategies: Public meetings and focus groups were held in all five Oregon Dept of Transportation regions

covering the entire state. Crash data was shared and comments were solicited through these meetings. In all five regions, comments were collected that addressed the need for more driver education for all ages. Some of the comments included a need for mandatory driver education for all new drivers, but specifically for those of a younger age. Additional comments included the need to educate on the dangers of speed, distracted driving, and winter driving conditions. These comments help inform future project selection related to driver education.

Performance Measures

- SC-3: Number of drivers age 20 or younger involved in fatal crashes (FARS)

Strategy #1: Education and Training

Application: The Uniform Guidelines for State Highway Safety Programs, Guideline No. 4: Driver Education notes that schools should provide traffic safety education for children and youth to increase knowledge of safe driving behaviors and practices. The driver education program will seek opportunities to provide traffic safety education, in all behavioral areas (e.g., car seat safety, occupant protection, impaired driving, safe driving including distracted, etc.), to individuals who have not yet obtained a driving credential in the State of Oregon that address these identified areas and standards. Through providing traffic safety education to youth, kindergarten through 12th grade, it is hoped that youth will develop traffic safety behaviors before driving age and carry that knowledge into their driving behavior.

Countermeasures:

Countermeasure #1: Pre-Licensure Driver Education

Justification: NHSTA, *Countermeasures that work* (2023): 2 Star. Education campaigns are one of the only proven countermeasures for traffic safety. Driver Education uses grant dollars to fund projects that provide injury prevention education for school and community groups. While a pre-licensure driver education program receives 2 stars in *Countermeasures that work*, no countermeasure addresses pre-licensure driver education for youth pre-driving age. Education for youth, kindergarten through 12th grade, allows them to learn information that will familiarize them with the laws in Oregon regarding safe roadway use, including helmet usage, safe biking and walking and safe behavior in vehicles. These activities are in support of national highway safety goals to reduce motor vehicle injuries and fatalities. The countermeasure strategy of driver education was informed by Highway Safety Program Guideline number 4, specifically program management, enforcement, driving education and training program and program evaluation and data.

Strategy Link to Performance Targets

By providing traffic safety education to youth and families and continuing the state-funded formal driver education program, Oregon will improve the performance measure SC-3 Number of drivers 20 or younger involved in fatalities. (FARS).

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Education and Training	SC-3	402	\$182,939

Citations

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Program Area: Emergency Medical Services (EMS)

Problem Identification

The Oregon Health Authority (OHA) “Fatal Transportation Injury Rate” shows an increasing trend in fatal transportation injury (EMS/ambulance transport) rates between 2010 and 2024. In 2010, there were approximately 9 transports per 100k Oregon residents to a high of approximately 14 transports per 100k Oregon residents in 2022. In 2023 and 2024, there has been a slight decline, with approximately 13 transports per 100k Oregon residents in 2023 and approximately 12 transports per 100k Oregon residents in 2024 (1).

Post-crash care can be the critical element in saving a crash victim’s life or minimizing the injury severity and associated long-term impacts to the victim’s life. FARS data shows that approximately 43% of crash victims nationally were alive when first responders arrived on scene but later died from their injuries (2). The efficacy of post-crash care to prevent death and reduce injury severity is impacted by available EMS responder-related basic and advanced-level training opportunities, access to those opportunities, and access to the tools and equipment needed to support those skills and activities associated with post-crash care trauma treatment.

Approximately 33 percent of Oregonians live in rural areas and 2 percent live in frontier areas, defined as a county with six or fewer people per square mile. Data shows that rural crashes can be more severe than urban crashes because they often involve higher rates of speed and longer emergency response times. According to NHTSA’s Traffic Safety Facts, the yearly average rural fatality rate (fatalities per 100 million VMT) in Oregon was 2.16, while the urban fatality rate was 1.18 (3). A cohesive EMS system is essential to ensuring positive patient outcomes, especially in rural and frontier areas. In addition to these higher risk factors in rural crashes, EMS training opportunities in Oregon rural and frontier counties are limited. Oregon rural and frontier EMS staff have communicated that the lack of training opportunities in their area is a limiting factor in providing consistent, uninterrupted, and adequate post-crash care.

Trauma patients are of particular concern for rural/frontier counties, where motor vehicle crash patients may require a higher level of care than what rural hospitals or facilities can provide. The location of these crashes can seriously extend response times and delay adequate care needed in that critical ‘golden hour’ after a serious crash

injury. Due to the extended times, it is critical to have trained (and when necessary - certified) EMS responders available locally in these areas to give the victim the best chance of survival through the delivery of trauma treatment practices. Through the maintenance and increase in the level of knowledge and skill related to crash response, scene management, basic and advanced victim assessment and condition or trauma treatment practices, access to tools and equipment to support those response activities, and familiarity with EMS responder safety and wellness practices, Oregon's EMS paid and volunteer workforce in these rural and frontier areas will continue to contribute to the goal of reducing crash victim fatalities and reduce injury severity and impacts.

Additional certifications and an increase in mandatory training requirements for EMS Responders are expected in Oregon. Access to available training and trainers continues to be a barrier to paid and unpaid staff working to obtain or maintain certifications and other associated training related to post crash care of victims. This creates a demand for locally accessible training opportunities to ensure responders remain current in their training while not being unavailable to the areas in which they work/volunteer. It is critical to maintain the existing workforce to be able to respond to crash victims to reduce traffic crash fatalities while we work toward developing new paid staff and volunteers to ensure all areas of Oregon remain covered by competently trained EMS responders into the future.

Opportunities and strategies

- All elements related to post crash care directly impact the survivability of a crash, as well as contribute to the impact of the injury to the victim in their everyday lives. Ongoing training related to all elements of EMS response contributes directly to the final outcomes for victims of vehicle crashes.
- Emergency vehicle operation course training contributes to the safety of responders and other transportation system users when the EMS provider is traveling to and from the crash sites. Transportation Incident Management (TIM) training and its application on the crash scene contribute to responder, victim, and other system user safety. Medical training involving realistic trauma scenarios commonly experienced in crash response enables responders to assess and treat victims with the latest care techniques. Equipment purchases that support the activities related to response, scene management, vehicle entry, patient support, data collection, and communication are critical elements to ensuring the responders are equipped with the necessary tools to be effective in the delivery of care on scene and during transport. Attainment and maintenance of EMS certifications ensure persistent skill and knowledge for responders and reduces the chances of staff attrition due to loss of certification.

Partner/stakeholder participation in identifying problems and strategies

Through public participation and engagement, ODOT-TSO has been encouraged to promote the use of and provide access to programs like “Stop The Bleed” and similar bystander and EMS professional training. This is in alignment with one of the best practices identified on the NHTSA EMS website for highway safety and post-crash care, and it is intended to be part of the activities in this program (2). Ongoing conversations with EMS providers as well as monitoring of EMS professional testimony provided to the Oregon Legislature related to the needs of the EMS/First Responder Community align with the strategies identified below. Those strategies are aligned with the countermeasures identified on the NHTSA EMS website under the Highway Safety section (2). Overall, the strategies discussed above should reduce the fatal transportation injury rate of Oregon residents transported per 100k due to crash victims receiving higher levels of care because of training.

Performance Measures

- **OR-7:** Rural Fatalities per 100 million VMT (FARS)

Strategy #1: Post-Crash Care

Application: The strategy will be implemented through the provision and execution of grants to local political subdivisions, non-profit and for-profit organizations, and to State agencies to deliver EMS response activity training, post-crash care training, the purchase of activity-support equipment to facilitate post-crash care and scene stabilization, and training and equipment support for data collection and communication, and sharing activities associated with post-crash care. Through sustained training of EMS responders, the expectation is that the overall transport fatality rate will decline due to equal or better life-saving post-crash care being administered to crash victims (beyond the level of training and care administered to date), resulting in fewer fatalities for those Oregon residents who are transported following a crash.

Countermeasures:

Countermeasure #1: EMS Resource Management, Basic Care Access, and Training

Justification: Activities and best practices that will be included in the EMS program to impact crash victim survivability will include at least the following elements identified in Uniform Guideline No. 11 (4):

II) “Resource Management

- B. Provide equal access to basic emergency care for all victims of medical or traumatic emergencies;

III) Human Resources and Training

- A. Ensure sufficient availability of adequately trained EMS personnel;
- E. Ensure availability of continuing education programs.”

Strategy Link to Performance Targets

Through the provision of training and education and the use of activity-supporting equipment to the EMS and first responder communities in or near the areas in which they operate, it is expected that crash victim survivability will increase, resulting in fewer crash fatalities. Additionally, through this training, it is expected that injury severity and life altering impacts from these crashes will also be reduced. Finally, through access to the training and the resulting certifications that accompany that training, EMS staffing levels/currency/competency will be maintained or increased – leading to a constant level of prepared medical care providers throughout the State, which is expected to impact crash victim survivability.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Post-Crash Care	OR-7	402	\$97,551

Citations

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2. NHTSA (n.d.) “EMS, Highway Safety and Post-Crash Care.” EMS, Highway Safety and Post-Crash Care | EMS.gov (accessed 5/15/2026) <https://www.ems.gov/issues/ems-highway-safety-and-post-crash-care/>
3. NHTSA (n.d.) State Traffic Safety Information (STSI). Accessed at: <https://cdan.dot.gov/STSI/stsi.htm#>
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Program Area: Impaired Driving (Alcohol or Drug)

Problem Identification

Problem ID #1: From 2020 to 2024, impaired driving remained a significant contributor to traffic fatalities in Oregon. According to the state crash data system, on average 23 percent of all fatal crashes involved an alcohol-impaired driver (driver with blood alcohol content of .08 or higher). When drug impairment is included, the share of fatalities involving an impaired driver increases to 51 percent. Historical data show that drug-involved fatalities in Oregon have increased significantly over the past decade. Legalization of recreational marijuana in 2015 contributed to shifts in substance-use patterns, and this was later compounded by the COVID-19 pandemic and the decriminalization of recreational drugs in February of 2021. Although recreational drugs were recriminalized in September 2024, Oregon is still seeing a high rate of drug and poly-substance crashes. Since 2020, fatalities involving drug-impaired drivers have exceeded those involving alcohol-impaired drivers by an average of 74 percent. Over the same timeframe, alcohol-impaired driving accounted for 32 percent of fatal roadway departure crashes. Overall, alcohol- and drug-impaired driving continues to represent a substantial portion of Oregon's total traffic fatalities.

Problem ID #2: A recently published 2024 report indicates an upward trend in underage alcohol use, with approximately 16.8 percent of Oregon youth ages 12–20 reporting alcohol consumption in the past month. Crashes involving drivers aged 15-20 reported to have been drinking have steadily increased between 2020 and 2024. The overall number of crashes involving youth remains high, and underage drinking continues to be closely linked to alcohol-involved driving.

Problem ID #3: Oregon continues to face compliance challenges related to alcohol- and drug-impaired driving interventions. Misdemeanor DUI cases often receive limited or no supervision, which reduces compliance with required treatment and ignition interlock device (IID) installation. Statewide IID compliance remains low; historically, 20 percent or fewer of required individuals install or maintain an IID as mandated. As of April 2026, the Oregon State Police reported a compliance rate of just under 18 percent. This figure is based on 48,115 drivers identified by DMV as subject to IID requirements, compared to 8,609 installed devices.

Problem ID #4: Oregon lacks standardized statewide search warrant processes to facilitate consistent access to the legal means to collect toxicology evidence necessary to ensure appropriate outcomes in impaired driving cases.

Problem ID #5: There is a widespread misconception that cannabis does not affect driver performance or cause impairment. Research from the AAA Foundation for Traffic Safety shows that cannabis-impaired driving is widespread (1). Nationally, 84.4 percent of surveyed consumers reported driving on the same day they used cannabis; in states where cannabis is legal, this figure remains high at 78.4 percent. Nearly half of respondents (46.9 percent) believed their driving was unchanged after using cannabis, while 14.7 percent believed their driving was “a little better,” and 19.4 percent believed it was “much better.” In addition, 47 percent did not believe a police officer could detect cannabis impairment, and another 24.1 percent were unsure (1). Based on respondents’ self-reported history of driving after cannabis use, the study classified individuals into the following risk categories:

- Ultra high-risk: 53 percent consumed cannabis an hour or less before driving.
- High risk: 20 percent consumed one to three hours before driving.
- Medium risk: 12 percent consumed four or more hours before driving but within the same day.
- Low risk: 15 percent consumed cannabis but did not drive until the next day after sleeping (1).

Further, the 2015 House Bill 3400 DUII Legislative Report found that among Oregon teens, driving after cannabis use is substantially more common than driving after alcohol use.

In March 2026, the Traffic Safety Office Impaired Driving Program held focus groups with cannabis users in the Portland Metro Area. Relevant findings were:

- Most said they do not drive while high, but a few said they prefer to drive while on cannabis, saying it made them more careful and less aggressive. While several said driving high made them anxious, some rationalized that it was better than driving drunk.
- When read a series of agree/disagree statements, everyone agreed with the statement that, “Driving under the influence of alcohol is much more dangerous than cannabis.” A majority agreed that “driving drunk is less socially acceptable,” and that, “regular cannabis users have a greater tolerance to the drug.” Roughly one-in-four agreed that they are “not especially worried about how cannabis affects their driving,” including a few who think they drive just as well or even better.
- Most people think that one-to-two hours is a sufficient amount of time to wait before driving, however, most people also perceive edibles are longer-lasting, as some said they would not drive until the next morning.

- When asked about the likelihood of getting a DUI, the general perception was that it is unlikely. Participants said they know it could happen, but do not believe it happens very often. Comments included: “There’s no reliable test,” “It’s hard to prove,” and “I’ve never seen it.”
- When asked if they believed the statement that, “Even a small amount of THC is proven to slow reaction time, distort perception and impair coordination,” they pushed back, saying that it ignored factors such as the user’s tolerance and the amount smoked.

Opportunities and strategies: The Impaired Driving Program focuses on reducing alcohol and drug-impaired crashes, fatalities, and recidivism through coordinated enforcement, education, adjudication, outreach, and data improvements. Impaired driving continues to account for a substantial portion of Oregon’s traffic fatalities, with more than half of all fatal crashes involving at least one driver with detectable levels of impairing substances in their system. The steady climb in drug-impaired fatal crashes, combined with persistent alcohol misuse among youth and adults, reinforces the need for enhanced training, consistent enforcement, strong community prevention, and targeted outreach.

High Visibility Enforcement (HVE) is a core element of Oregon’s impaired driving strategy. Partner agencies, including the Oregon State Police and local law enforcement, conduct planned enforcement periods that can be enhanced through the development of a statewide Law Enforcement Liaison program. Expanded SFST, ARIDE, and DRE training strengthens officers’ ability to detect impairment, while prosecutor and toxicology training improve case outcomes. The development of a uniform electronic search warrant system will improve the timeliness and consistency of toxicology evidence collection across jurisdictions.

Education and prevention remain essential for addressing the early onset of alcohol use and misconceptions surrounding cannabis. Standardized curricula in schools, combined with community-based youth prevention programs, aim to reduce high risk behaviors that contribute to impaired driving among younger populations.

Effective adjudication and supervision are critical components of Oregon’s efforts to reduce recidivism. Strengthening IID compliance monitoring, expanding DWI courts and intensive supervision options, and improving oversight of misdemeanor DUII cases address longstanding gaps in offender accountability. These efforts help ensure that impaired drivers receive appropriate supervision, treatment, and consequences.

Communication and outreach campaigns support enforcement efforts by raising public awareness about the dangers of impaired driving and correcting misperceptions about cannabis impairment identified in Oregon’s 2026 focus groups. Paid media campaigns will continue to highlight the risks, consequences, and detection of both alcohol and drug impairment.

Data improvements underpin all elements of the impaired driving program. Enhanced integration of crash, citation, toxicology, and court data will allow for better identification of high-risk locations, individuals, and trends, enabling more targeted interventions. Developing a statewide offense database will support more consistent tracking of impaired driving cases from arrest through final disposition.

Partner/stakeholder participation in identifying problems and strategies

Multiple public engagement events were held statewide during the last 3HSP period, including listening sessions, community meetings, and focus groups. These efforts provided an opportunity for partners, stakeholders, and community members to share concerns related to the impaired driving problem and identify strategies to address them. Across regions, impaired driving was consistently raised as a major contributor to traffic safety issues and was identified by the public as one of the “Fatal Five” driving behaviors: Speed, Occupant Safety, Lane Usage, Impaired Driving, and Distracted Driving. The emphasis on impaired driving was especially strong in Region 3, where participants highlighted frequent DUI incidents, limited enforcement presence, and the need for more visible deterrence.

Stakeholder feedback also underscored growing concerns related to drug-impaired driving, particularly cannabis. Participants in the 2025 cannabis focus groups reported widespread beliefs that cannabis impairment is less dangerous than alcohol impairment and that DUI enforcement for cannabis is unlikely. These insights helped shape the Impaired Driving Program’s priorities around targeted enforcement, statewide media messaging, and public education that directly addresses misconceptions regarding impairment, reaction time, and detection.

Several listening sessions raised the need for stronger adjudication processes and accountability for impaired drivers. In multiple regions, stakeholders expressed frustration that impaired drivers – particularly those underage – are not held sufficiently accountable and recommended stricter penalties for minors and repeat offenders. Suggestions included harsher sanctions, strengthened supervision, and better

coordination with courts and treatment providers. These themes validated the program's emphasis on ignition interlock compliance monitoring, DUII courts, and supervised probation for high-risk drivers.

Community members and regional partners also noted the importance of early prevention efforts. Participants recommended expanding school-based education, increasing police and emergency responder presentations in high schools, and providing more outreach to youth before they begin driving. Comments emphasized the importance of teaching teens the legal consequences of impaired driving, with several stakeholders recommending direct education on the potential for felony charges and adult prosecution in DUII fatal incidents.

Across rural regions, community members emphasized the role of local alcohol-related industries – such as wineries and breweries – in contributing to impaired driving risk. Suggestions included partnering with tasting rooms, event venues, and tourism-focused businesses to promote designated driver programs, provide ride options, and offer informational materials. These insights directly informed strategies related to targeted outreach and communication.

Throughout the engagement cycle, communities consistently highlighted barriers to enforcement, including limited staffing among sheriff's offices and state police. Several rural counties reported that available DUII enforcement overtime is frequently unused because there are not enough officers to cover large geographic areas. This feedback reinforced the need for a robust Law Enforcement Liaison program, improved evidence collection processes such as electronic search warrants, and enhanced officer training in impaired driving detection.

Finally, stakeholders across multiple listening sessions drew a strong connection between impaired driving, distracted driving, and aggressive driving behaviors. Many participants described incidents they believed involved impairment but were misidentified as distraction. This reinforced the importance of improving toxicology evidence collection, refining officer training to detect multi-substance impairment, and strengthening data systems that allow clear identification of drug involvement in crashes.

Performance Measures

- **UC-5:** Number of fatalities in crashes involving a driver or motorcycle operator with BAC above the state limit (FARS)
- **OR-4:** Number of drug-involved fatalities (ODOT CDS)

Strategy #1: Enforcement

Application: High Visibility Enforcement (HVE) will continue to be a central component of Oregon's Impaired Driving Program. HVE supports both deterrence and detection by increasing officer presence during high-risk times and locations associated with alcohol and drug impaired crashes. The program will partner with Oregon Impact and local law enforcement agencies to provide grants for dedicated impaired driving enforcement operations, including planned statewide blitz periods and additional enforcement as determined by local needs. Officers trained in SFST, ARIDE, and DRE protocols will be deployed to enhance the detection of both alcohol and drug-impaired drivers.

The Impaired Driving Program will strengthen engagement through the development of a Law Enforcement Liaison (LEL) Program, which supports coordination with local police departments, sheriff's offices, and the Oregon State Police. The LEL will assist agencies in planning operations, reporting activity data, and implementing best practices for impaired driving stops, evidential breath testing, and toxicology workflows.

To improve the quality of impaired driving cases, Oregon will continue investing in drug impaired driving training, prosecutor toxicology training, and enhancements to statewide chemical testing processes. Development and implementation of a statewide electronic search warrant system for impaired driving cases will be a major focus of this period. This system will create more consistent, efficient access to toxicology evidence across all judicial districts.

Funding for enforcement activities will be based on grant applications, agency need, performance history, and alignment with impaired driving data identifying high risk corridors, crash patterns, and jurisdictions.

Countermeasures:

Countermeasure #1: High Visibility Enforcement

Justification: NHSTA, *Countermeasures that work* (2023): 4 Star

Countermeasure #2: Establish Law Enforcement Liaison

Justification: 2026 Impaired Driving Program Assessment

Priority Recommendation: Establish a comprehensive Law Enforcement Liaison Program to obtain support and buy-in from law enforcement agency leadership to support traffic safety enforcement efforts.

Countermeasure #3: Drug-Impaired Driver Identification Training

Justification: NHTSA Highway Safety Program Guideline No. 8

Although training for law enforcement and prosecutors is not listed in CTW as a proven countermeasure, NHTSA Highway Safety Program Guideline No. 8 states

“participating officers should receive training in the latest law enforcement techniques, including Standardized Field Sobriety Testing, and selected officers should receive training in... Drug Evaluation and Classification (DEC).”

Countermeasure #4: Law Enforcement and Prosecutor Training, and Toxicology Improvement

Justification: NHTSA Highway Safety Program Guideline No. 8

Although training for law enforcement and prosecutors is not listed in CTW as a proven countermeasure, NHTSA Highway Safety Program Guideline No. 8 states

“participating officers should receive training in the latest law enforcement techniques, including Standardized Field Sobriety Testing, and selected officers should receive training in... Drug Evaluation and Classification (DEC).”

Countermeasure #5: Support Alcohol and Other Drug Screening Specialists

Justification: 2026 Impaired Driving Program Assessment

Priority Recommendation: Provide funding to Alcohol and Drug Screening Specialists based on evaluation and programmatic outcomes of program placements to ensure that providers are properly adhering to the American Society of Addiction Medicine criteria for each individual client.

Countermeasure #6: Streamlined Chemical Testing

Justification: NHTSA Highway Safety Program Guideline No. 8

Although efficient processes for obtaining evidence of DUII via chemical testing are not listed in CTW as a proven countermeasure, the NHTSA Highway Safety Program

Guideline No. 8 states “The laws should include provisions to facilitate effective enforcement that... Authorize law enforcement to obtain more than one chemical test from an operator suspected of impaired driving, including preliminary breath tests,

evidential breath tests, and screening and confirmatory tests for alcohol and other impairing drugs...”

Countermeasure #7: Create and Deploy Statewide Electronic Search Warrant Process for Impaired Driving Offenses

Justification: 2026 Impaired Driving Program Assessment

Priority Recommendation: Create an electronic, uniform search warrant and process that can be utilized by all law enforcement and judicial districts throughout the State.

Strategy Link to Performance Targets

Alcohol and drug-impaired driving continue to contribute to a substantial portion of Oregon’s roadway fatalities. Between 2020 and 2024, 23 percent of fatal crashes involved alcohol-impaired drivers, and when drug impairment is included, more than half (51 percent) of fatalities involved an impaired driver. High Visibility Enforcement (HVE) is one of the most effective approaches for reducing impaired driving fatalities because it increases the perceived risk of detection. According to NHTSA, HVE combines strong enforcement presence with coordinated messaging to deter illegal and dangerous driving behaviors.

Strengthening enforcement capacity – through SFST, ARIDE, and DRE training, coordinated operations supported by a Law Enforcement Liaison Program, and improvements in chemical testing and search warrant processes – directly supports reductions in both alcohol and drug-involved fatalities. Increased roadside detection, improved toxicology evidence collection, and better case preparation for prosecutors all help reduce alcohol-involved fatalities (UC-5) and drug-involved fatalities (OR-6) by removing impaired drivers from the roadway and increasing accountability for violations.

Because drug-impaired fatalities now exceed alcohol-impaired fatalities in Oregon, enforcement strategies that strengthen drug-impairment detection are particularly important for reducing OR-6.

Strategy #2: Education and Training

Application: The Impaired Driving Program will expand standardized, evidence-based education for youth and young adults to address early alcohol use, binge drinking, and misperceptions surrounding drug impaired driving, particularly cannabis. School based curricula will be delivered in partnership with state and local education agencies, with

an emphasis on developmental appropriateness and consistency across Oregon schools. Youth prevention programs will be integrated into school and community coalition activities and coordinated with existing drug and alcohol prevention resources.

Community based prevention partners will support implementation, training, and outreach to ensure that young people, parents, and educators receive consistent messaging on the risks and consequences of impaired driving. These programs will include skill building activities, refusal strategies, and education on the effects of alcohol and various drugs on driving performance.

The Impaired Driving Program will also support training for law enforcement, judicial partners, treatment providers, and other stakeholders to strengthen impaired driving detection, case management, and intervention. Training initiatives will emphasize current drug impairment trends, laboratory processes, standardized enforcement techniques, and best practices for screening and assessment. Projects will be funded based on problem identification, local need, and prior performance.

Countermeasures:

Countermeasure #1: School-Based Education with Standardized, Evidence-Based Curricula

Justification: 2026 Impaired Driving Program Assessment

Recommendation: Standardize school-based impaired driving materials for Oregon schools through oversight by an appropriate state agency.

Countermeasure #2: Youth Prevention Programs Integrated into Schools and Community Coalitions

Justification: NHTSA Highway Safety Program Guideline No. 8

Although youth prevention program integration into schools is not listed in CTW as a proven countermeasure, NHTSA Highway Safety Program Guideline No.8 states “Each State should... conduct community-based programs that implement prevention strategies at the local level through a variety of settings, including schools... School-based prevention programs, beginning in elementary school and continuing through college and trade school, should play a critical role in preventing underage drinking and impaired driving. These programs should be developmentally appropriate, relevant to at-risk populations and coordinated with drug prevention and health promotion programs.”

Strategy Link to Performance Targets

Early alcohol use, binge drinking, and misperceptions about drug impairment – especially cannabis – are major contributing factors to impaired driving crashes. Early 2026 data show that 16.8 percent of Oregon youth ages 12-20 reported recent alcohol use, and focus groups indicate widespread belief among cannabis users that their driving is unaffected or even improved after use. Reducing these behaviors helps directly reduce the number of impaired drivers on the road, thereby reducing alcohol and drug-involved fatalities.

Standardized, evidence-based school curricula and coordinated youth prevention programs address the root causes of impaired driving by reducing early initiation of alcohol use, decreasing binge drinking, and correcting false beliefs about cannabis impairment. Training for law enforcement, prosecutors, and toxicologists strengthens detection, case quality, and adjudication of DUII offenses, which further supports decreases in UC-5 and OR-6. By targeting populations at risk for future impaired driving behavior and improving professional capacity across the system, this strategy contributes directly to reductions in the two performance targets.

Strategy #3: Adjudication and Prevention

Application: Oregon will continue expanding and strengthening impaired driving adjudication and supervision practices to reduce recidivism and improve compliance with court ordered sanctions. The program will support ignition interlock device (IID) monitoring and compliance structures designed to improve installation rates, reduce circumvention, and increase accountability for DUII offenders. Development of standardized monitoring tools and reference guides will help law enforcement and judicial partners identify and respond to IID violations.

The program will support DUII offender monitoring, intensive supervision programs such as DUII Courts, and supervised probation for high risk DUII offenders. These programs provide structured oversight, frequent contact, treatment integration, and swift responses to noncompliance. Funding will assist counties and courts in delivering evidence-based interventions, improving data sharing, and strengthening collaboration across justice partners.

The Impaired Driving Program will also support Alcohol and Drug Screening Specialists to ensure assessments are conducted according to American Society of Addiction Medicine (ASAM) criteria and that offenders receive appropriate treatment

referrals. State and local agencies will be encouraged to enhance case management and strengthen coordination with DMV to ensure consistent application of administrative and judicial sanctions.

Countermeasures:

Countermeasure #1: Ignition Interlock Device Programs with Compliance Monitoring and Incentive Structures

Justification: NHSTA, *Countermeasures that work* (2023): 5 Star, 2026 Impaired Driving Program Assessment, NHTSA Highway Safety Program Guideline No. 8

Recommendation: Produce a reference guide (electronic and printed) describing the most common ignition interlock device installation and circumvention violations to increase law enforcement officers' confidence and better prepare them for the inspection of these devices during enforcement stops and at crash scenes. In addition to guidance from CTW and the 2026 Program Assessment, NHTSA Highway Safety Program Guideline No. 8 states "States should use administrative sanctions, including... the use of ignition interlock devices, which are among the most effective actions to prevent repeat impaired driving offenses."

Countermeasure #2: DUI Offender Monitoring Citation

Justification: NHSTA, *Countermeasures that work* (2023): 4 Star

Countermeasure #3: Intensive Supervision Programs (DUI Courts, etc).

Justification: NHSTA, *Countermeasures that work* (2023): 4 Star, 2026 Impaired Driving Program Assessment, NHTSA Highway Safety Program Guideline No. 8

Priority Recommendation: Provide adequate resources to improve the supervision and monitoring of DUI offenders at all stages of pre- and post-adjudication, especially with ignition interlock devices and misdemeanor offenders. In addition to guidance from CTW and the 2026 Program Assessment, NHTSA Highway Safety Program Guideline No. 8 states: Each State should establish a program to facilitate close monitoring of impaired drivers. Controlled input and access to an impaired driver tracking system, with appropriate security protections, is essential. Monitoring functions should be housed in the driver licensing, judicial, corrections, and treatment systems. Monitoring systems should be able to determine the status of all offenders in meeting their sentencing requirements for sanctions and/or rehabilitation and must be able to alert courts to noncompliance. Monitoring requirements should be established by law to ensure compliance with sanctions by offenders and responsiveness of the judicial system. Noncompliant offenders should be handled swiftly either judicially or administratively. Many localities are successfully utilizing DWI courts or drug courts to monitor DUI offenders.

Countermeasure #4: Provide Supervised Probation to High-Risk DUI Offenders

Justification: 2026 Impaired Driving Program Assessment

Priority Recommendation: Provide supervised probation services to DUI offenders screened and assessed to be at high risk to recidivate.

Countermeasure #5: Court Monitoring

Justification: NHSTA, *Countermeasures that work* (2023): 2 Star, NHTSA Highway Safety Program Guideline No. 8

Justification: In addition to guidance from CTW, NHTSA Highway Safety Program Guideline No. 8 states “Monitoring systems should be able to determine the status of all offenders in meeting their sentencing requirements for sanctions and/or rehabilitation and must be able to alert courts to noncompliance. Monitoring requirements should be established by law to assure compliance with sanctions by offenders and responsiveness of the judicial system.”

Strategy Link to Performance Targets

Oregon’s low ignition interlock compliance – historically 20 percent or less, and just under 18 percent in April 2026 – is a contributing factor in repeat impaired driving offenses. Misdemeanor DUI offenders often receive minimal supervision, increasing the likelihood of recidivism and contributing to alcohol and drug-involved fatalities. Strengthening adjudication and supervision processes directly supports reductions in UC5 and OR6 by preventing repeat offenses among high-risk individuals.

Ignition interlock monitoring, DUI offender supervision, DUI Courts, and supervised probation for high-risk offenders all provide structured oversight and rapid responses to noncompliance. When offenders install IIDs, follow treatment requirements, and receive consistent monitoring, their likelihood of engaging in alcohol or drug-impaired driving decreases significantly. Supporting Alcohol and Drug Screening Specialists ensures that individuals receive appropriate, evidence-based interventions aligned with ASAM criteria, reducing risk of future impaired driving behavior. These combined measures help reduce re-offense rates and contribute directly to lowering alcohol and drug-related fatality numbers captured in UC5 and OR6.

Strategy #4: Communication and Outreach

Application: The Impaired Driving Program will fund the development and distribution of impaired driving education and awareness materials, including contracted media design, social media content, radio messaging, billboards, and printed outreach materials. Campaigns will address alcohol impaired driving, drug impaired driving, and the specific risks associated with cannabis, incorporating findings from the 2026 Oregon cannabis user focus groups.

Behavioral and awareness-based messaging will be deployed statewide, with placement strategies informed by impaired driving crash data, demographic trends, and the needs of diverse populations. Paid media campaigns will correspond with enforcement blitz periods to reinforce deterrence and increase perceptions of risk. Materials will be distributed through law enforcement, schools, community partners, health providers, DMV offices, and outreach events.

A major focus during the grant period will be correcting misconceptions about cannabis impairment – including beliefs that driving “more carefully” offsets impairment, or that cannabis impairment cannot be detected by law enforcement. Messaging will also highlight the risks associated with polysubstance use, including alcohol and cannabis combinations.

Countermeasures:

Countermeasure #1: Mass Media Campaign

Justification: NHSTA, *Countermeasures that work* (2023): 3 Star

Countermeasure #2: Conduct a Comprehensive Media Campaign Focused on Cannabis Impaired Driving

Justification: 2026 Impaired Driving Program Assessment

Priority Recommendation: Conduct a comprehensive paid media campaign focused on cannabis-impaired driving awareness and the consequences associated with it.

Strategy Link to Performance Targets

Public beliefs and attitudes strongly influence impaired driving behavior. Oregon’s 2025 cannabis focus groups showed that many users do not believe cannabis impairs driving, feel anxious but “more careful,” or believe enforcement is unlikely due to limited roadside detection tools. Public messaging that corrects these misperceptions

and raises awareness about enforcement, consequences, and impairment effects directly supports reductions in UC-5 and OR-6.

Mass media and cannabis-focused communication campaigns amplify the deterrent effects of enforcement and help shift social norms around impaired driving. These campaigns highlight the dangers of alcohol and drug-impaired driving, emphasize the increasing focus on drug impairment enforcement, and address misconceptions about tolerance, edibles, and polysubstance use. Campaigns are timed to coincide with HVE operations, creating a paired deterrent effect that supports reductions in alcohol and drug-involved fatalities. Strategically placed messages based on crash data and demographic needs ensure that high-risk populations receive targeted outreach, further supporting decreases in UC5 and OR6.

Strategy #5: Traffic Safety Data

Application: The Impaired Driving Program will work with the Oregon Traffic Records Coordinating Committee (TRCC), DMV, courts, OSP, and local partners to improve impaired driving data quality, accessibility, and integration. A statewide impaired driving offense database will be developed to allow consistent tracking of impaired driving cases from arrest through final disposition. This system will support the identification of repeat offenders, the monitoring of ignition interlock device (IID) compliance, and the evaluation of intervention outcomes.

Improvements to integrated records systems will allow for more comprehensive linkage of crash, citation, toxicology, and court data. These enhancements will support law enforcement deployment decisions, program evaluation, and performance-based funding. Efforts will also include improving the timeliness and completeness of toxicology data and strengthening data connections between law enforcement agencies and forensic laboratories.

Data improvements will enable Oregon to better identify high-risk corridors, analyze drug impairment trends, support training and enforcement planning, and evaluate the effectiveness of impaired driving interventions across the state.

Countermeasures:

Countermeasure #1: Track Offense Data from Arrest through Final Disposition

Justification: NHTSA Highway Safety Program Guideline No. 8

Although offense tracking from arrest through disposition is not listed in CTW as a proven countermeasure, NHTSA Highway Safety Program Guideline No. 8 states “Each State’s driver licensing agency should maintain a system of records that enables the State to: (1) identify impaired drivers; (2) maintain a complete driving history of impaired drivers; (3) receive timely and accurate arrest and conviction data from law enforcement agencies and the courts, including data on operators as prescribed by the commercial driver licensing regulations; and (4) provide timely and accurate driver history records to law enforcement and the courts.”

Countermeasure #2: Develop Statewide Impaired Driving Offense Database

Justification: 2026 Impaired Driving Program Assessment

Establish a statewide citation database to enable consistent, cross-jurisdictional tracking of impaired driving violations; improve identification of repeat offenders; and support more targeted enforcement and performance-based evaluation through integration with crash, court, and DMV data systems.

Strategy Link to Performance Targets

Accurate, timely, and integrated data systems are essential for reducing alcohol and drug-involved fatalities. Oregon currently lacks consistent, statewide tracking of impaired driving offenses from arrest through final disposition, and toxicology reporting varies by jurisdiction. Improving these systems directly enables more effective resource deployment, identification of high-risk offenders, and evaluation of impaired driving interventions, all of which support reductions in UC5 and OR6.

Creating a statewide impaired-driving offense database, integrating crash, citation, toxicology, and court data, and improving the timeliness of toxicology results all strengthen Oregon’s ability to identify repeat offenders, understand trends in drug-impaired driving, and support enforcement planning. Enhanced data also improves evaluation of ignition interlock compliance, youth prevention efforts, cannabis-related crashes, and adjudication outcomes. These improvements allow the state to more precisely target interventions to reduce both alcohol-involved fatalities (UC5) and drug-involved fatalities (OR6).

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Communication and Outreach	UC-5; OR-4	405d Impaired Driving Mid	\$1,707,781
Education and Training	UC-5; OR-4	405d Impaired Driving Mid	\$5,608,915
Enforcement	UC-5; OR-4	405d Impaired Driving Mid	\$1,086,258
Adjudication and Prevention	UC-5; OR-4	405d Impaired Driving Mid	\$1,153,896
Communication and Outreach	UC-5; OR-4	164 Transfer Funds	\$181,772
Education and Training	UC-5; OR-4	164 Transfer Funds	\$713,034
Enforcement	UC-5; OR-4	164 Transfer Funds	\$181,772
Adjudication and Prevention	UC-5; OR-4	164 Transfer Funds	\$531,262
Communication and Outreach	UC-5; OR-4	NHTSA 402	\$131,820
Education and Training	UC-5; OR-4	NHTSA 402	\$131,820
Enforcement	UC-5; OR-4	NHTSA 402	\$1,278,587

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Program Area: Judicial Outreach

Problem Identification

Fatalities and serious injuries in Oregon continue to generally increase as a result of unsafe driving behaviors. According to Oregon's state crash data system, between 2020 and 2024, Oregon experienced an average of 566 fatalities and 2,953 serious injuries per year. In 2024, there were a total of 754,213 convictions for traffic-related offenses. Enforcement and adjudication are critical activities in intervening in the chain of errors that result in a fatal or injury-producing crash.

The justice system plays a critical role in deterring unsafe driving behaviors and assigning appropriate consequences for impaired driving and other traffic offenses. From arrest through prosecution and sentencing, it is important that all transportation system users are aware of the efforts being made within the justice system to reduce traffic fatalities. To that end, peer-to-peer training, education, and outreach are most effective in promoting proven and promising practices in the court room with the judges participating in these events.

More than 300 judges preside over Oregon's state legal system, which consists of Circuit Courts, Justice Courts, and Municipal Courts. Oregon employs prosecutors and contracted full-time public defense attorneys. With seventy to eighty percent of traffic offenses being processed through Oregon's Municipal Courts, traffic offenses are the main caseload for municipal courts; the exception being Multnomah County Circuit Court, which has the busiest traffic docket in the state, as the City of Portland does not have a municipal court. The primary challenge with municipal and justice courts is that they do not have a uniform judicial system, so each judge is responsible for obtaining any training they need to fulfill their Minimum Continuing Legal Education (CLE) activities. Judges and justices who are licensed attorneys are required to complete a minimum of 60 CLEs every three years to maintain their certification.

Courts may have more than one judge, which allows for inconsistency in adjudication; judges may also choose to do their required CLEs in any field, there is no requirement for CLEs in traffic safety or traffic case law. Each year, there are significant changes in Oregon case law due to new rulings by appellate judges. The Oregon Appellate Court and the Oregon Supreme Court are very active in issuing opinions that significantly impact DUII laws in Oregon. As a result of this, there is a vital need for providing judges, prosecutors, and law enforcement officers with continuous legal updates and training to comply with court opinions. This has been especially necessary in the last five to seven years due to several opinions that have impacted DUII procedures.

Opportunities and strategies: Unsafe driving behavior, which leads to crashes, injuries and deaths, can be reduced through the enforcement of laws through the adjudication of traffic citations. The penalties, fines, and activities the courts mandate as requirements to address those violations is intended to have a behavior changing impact to reduce the occurrence of those violations in the future. Varying by court and statutory requirements, this is accomplished by way of educational assignments, fines, community service, and in some cases, incarceration. The importance of the perception of risk associated with traffic law enforcement and the accompanying adjudication is known to change or deter unsafe driving behavior.

Partner/stakeholder participation in identifying the problems and strategies

- From PP&E events:
 - Substance abuse heavily distracts the brain and causes crashes. A strict penalty was suggested: permanently revoking the driver license of anyone who causes an accident while under the influence, withholding it until they successfully complete rehabilitation.
 - From conversations with judges and law enforcement officers – generally consistent application of penalties is important in changing behavior – within court discretion and consideration of the violators’ circumstances.

Performance Measures

- UC-1: Number of Traffic Fatalities (FARS)

Strategy #1: Education and Training

Application: The strategy will be implemented through the execution of grants that provide education and training opportunities to judges in Oregon on topics related to traffic safety. These opportunities will be made available through conferences, as well as access to recorded and live online training, seminars, and meetings.

Countermeasures:

Countermeasure #1 Judicial Outreach Training and Education

Justification: Uniform Guidelines For State Highway Safety Programs – Judicial and Court Services – Highway Safety Program Guideline No. 7.

Program Administration

- Implement and integrate regular traffic law and safety-related judicial education in judicial education programs for all judges;

- Generate broad-based support for traffic safety programs by informing all stakeholders, including court administrators and the judges they serve, of comprehensive highway safety plans for traffic enforcement;
- Support the development and ethical implementation of judicial education programs for State, local, administrative, and Tribal courts that will accomplish the following objectives:
 - Provide the impetus for judges to be thoroughly educated on all facets of motor vehicle law.

Training and Education

- Training and education are essential to support and maintain the delivery of traffic law-related services by the judicial branch of government. To be effective adjudicators, and to serve the needs of the public, judges must receive regular education and training of the highest caliber. Judicial education and training should be promoted and, where appropriate, presented by the SHSO or other training entities with experienced faculties in the area of traffic safety, including law and procedure. Judicial education and training should be:
 - Specialized curriculum so as to address the needs of both statutory and administrative judges as well as hearing officers; and
 - Assessed regularly so as to ensure that education components address specialized traffic enforcement skills, techniques, or programs such as DWI/Drug Courts.

Strategy Link to Performance Targets

Through the ongoing training and education of judges in Oregon on traffic safety matters, adjudication of traffic crimes coupled with appropriate penalties will continue to contribute to behavior change of violators, which is expected to reduce the number of crashes, injuries, and deaths in Oregon.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Education and Training	UC-1	402	\$119,229

Citations

1. Kirley, B. B., Robison, K. L., Goodwin, A. H., Harmon, K. J. O'Brien, N. P., West, A., Harrell, S. S., Thomas, L., & Brookshire, K. (2023, November). *Countermeasures that work: A highway safety countermeasure guide for State Highway Safety Offices, 11th edition, 2023* (Report No. DOT HS 813 490). National Highway Traffic Safety Administration.
2. NHSTA (2026) Uniform Guidelines for State Highway Safety Programs (accessed 5/15/2026) <https://one.nhtsa.gov/nhtsa/whatsup/tea21/tea21programs/>

Program Area: Motorcycle Safety

Problem Identification

Nationwide, NHTSA data confirms that motorcyclists' fatality rate is 28 times higher than that of passenger car occupants, and the rate is climbing. According to FARS data, there was a yearly average of 82 motorcyclist fatalities in Oregon between 2020 and 2024. Through analysis of crash data, leading causative factors in Oregon motorcycle and moped rider deaths continue to include speeding/riding too fast for conditions, and riding impaired (alcohol only, alcohol and drugs, or drugs only).

Additional common factors in many of these fatal crashes include riding unendorsed (which commonly signifies lack of basic rider training), riding without a helmet (or unknown helmet use), roadway departure, following too close/failure to avoid, improper overtaking, riding left of center, and right-of-way violations. Annually, a small but consistent number of riders in Oregon collide with wildlife, livestock, or domesticated animals, which also contributes to the total count of rider deaths each year.

Consistently, the majority of these preventable crashes are related to rider choices, and by providing equitable access to training, timely enforcement, safe transportation systems, ongoing improvements to the rider safety program through data analysis followed by program adjustments, and positive peer-rider interactions/modeling coupled with setting high expectations of safe and compliant riding behaviors, ODOT and its partners will work to reverse the trend of more rider deaths.

Opportunities and strategies: Training and education, addressing the leading causative factors of motorcycle crashes, is intended to directly influence rider behaviors. This should lead to fewer crashes, injuries, and deaths as a result of a reduction in overall exposure and risk. Ongoing review of curriculum with updates as needed will ensure current information and research results are included in the training to continue to improve rider knowledge and reduce risk. Outreach and education to trainers will ensure consistency in training, equitable treatment of people seeking their endorsements, and a competent coach/instructor cadre statewide. Media messaging to elevate driver awareness of riders is intended to influence driver behavior, which should lead to a higher level of awareness of riders and a reduction in right-of-way violation crashes. Promotion of the use of safety equipment and safe riding techniques is intended to reduce injury severity if a rider is involved in a crash, as well as reduce the risk of dying in the crash due to the use of safety equipment.

Partner/stakeholder participation in identifying problems and strategies:

- No statements in the 2026 PP&E events are specific to motorcycles. Motorcycle media was mentioned by participants as an illustrative example of effective education and awareness.
- Rider engagement through committees, transportation safety plan development, and ongoing communication with riders and riding groups informs the selection of these countermeasures.
- ODOT conducted public opinion surveys and TSO conference attendee comments continue to indicate riders should be held to the same enforcement standards of traffic laws as other road users.

Performance Measures

- SC-2: Number of motorcyclist fatalities (FARS)
- OR-3: Number of unhelmeted motorcyclist fatalities (FARS)

Strategy #1: Education and Training**Application**

- Ongoing training and education opportunities will be provided to new riders to instruct them on risk reduction skills and techniques when riding a motorcycle, as well as information sharing about the leading causative factors for crashes and what riders can do to minimize those risks. Investments in curriculum and equipment will continue to be made to ensure the training is relevant and minimizes risk to all participants while making the training equitable and accessible.
- Outreach and education will be provided directly and indirectly (through grantees) to recruit new and maintain existing training coaches/instructors to ensure competent delivery of approved training programs remains accessible and equitable across the State of Oregon. Curriculum review and updates will continue to ensure relevant material and skill development address rider risks in Oregon.
- Media will be used to increase driver awareness of riders to reduce right of way violation crashes.

Countermeasures:

Countermeasure #1: Motorcycle Rider Training

Justification: *Countermeasures that work* (2023): 2 Star (1)

Uniform Guideline No. 3 Section 4 Motorcycle Rider Education and Training NHTSA (2)

Uniform Guideline No. 3 Section 2 Motorcycle Personal Protective Equipment as part of Motorcycle Rider Training (2)

The selection of this countermeasure includes the following passage from CTW: Participants in the experimental group received the “risk” training between the pre-test and the short-term post-test activities. In terms of observed riding behavior, results indicated that participants in the experimental (risk training) group demonstrated safer riding behaviors compared to those in the control group. In terms of hazard perception during the short term, post-test results indicated that participants in the experimental (risk training) group identified more hazards than participants in the control group.” This finding, coupled with the risk discussions included in the Oregon training and the practice of the Search, Identify, Predict, Decide, and Execute (SIPDE) process, is why a less than three-star countermeasure has been selected.

Training and education for Motorcycle Safety addresses three emphasis areas: the need for formal training on basic motorcycle operational skills, training and education regarding safety gear proven to reduce serious injuries and fatalities (specifically the use of helmets), as well as providing information to riders covering the leading causative factors in motorcycle crashes (like speed and impairment) and strategies to avoid them.

Oregon law mandates completion of an approved training course before the issuance of an endorsement. There is only one training curriculum approved by the Oregon Transportation Safety Committee and DMV, which is delivered by a single provider at this time. Unless/until another curriculum is approved, ODOT will continue to subsidize the only provider with an approved curriculum. ODOT continues to work on identifying additional opportunities for Oregonians to complete mandatory training. As new curricula are approved, funding for those programs may be offered (depending on the vendor’s interest and eligibility for receiving federal and or state subsidies).

NHTSA (based on publicly and privately funded research related to formal motorcycle training programs recognized as meeting the national training standards) encourages people to complete a formal rider training program. The formal training programs address skill development, causative factors, safety gear selection and use, and the need to ride in a compliant manner. Rider licensure promotion is intended to address the problem that on average 20% or more of rider fatalities annually are unendorsed.

It is assumed that mandatory training results in better skills and increased knowledge in crash avoidance strategies. Training is also believed to influence rider choice on safety gear selection/use and this countermeasure is selected to reduce the incidents of fatal crashes involving un-helmeted or unknown-helmeted riders.

NHTSA (based on publicly and privately funded research) recommends the use of a DOT-compliant helmet and other associated protective riding gear.

Strategy Link to Performance Targets

Through training and education, rider risk and exposure are expected to decrease, leading to fewer crashes, injuries and deaths. Through media focused on increasing awareness of riders, right-of-way violation crashes are expected to decrease. Through the promotion of the use of helmets, a reduction in rider deaths as a result of crashes is expected to occur. Through training, education, and media the goal of promoting rider behavior that leads to riding sober and at the posted speed should lead fewer crashes. All activities should contribute to the overall goal of reducing fatalities on Oregon roads.

Strategy #2: Communication and Outreach

Application: Media will be used to focus on the top ten counties in Oregon experiencing the most crashes involving a motorcycle and another vehicle. Training and potentially targeted media campaigns will be carried out to promote the use and benefits of protective gear. Access to training for coaches/instructors will continue to be made available. Media will also be used to encourage sober riding and riding in a legally compliant manner.

Media campaigns, in addition to existing training related to leading crash causative factors, will continue to elevate rider awareness of the reasons behind crashes to influence rider behavior.

Countermeasures:

Countermeasure #1: Strategies to Increase Rider Conspicuity and Use of Protective Clothing

Justification: NHSTA, *Countermeasures that work* (2023): 1 Star. (1)

Uniform Guideline No. 3 Section 2 Motorcycle Personal Protective Equipment (2)

The countermeasure strategy was informed by Highway Safety Program Guideline Number 2 – specifically the section addressing motorcycle protective equipment. Additionally, it allows for the promotion of all forms of protective equipment – including helmets, as well as other equipment like lighting to increase motorists’ awareness of riders. This countermeasure will also be used to promote the awareness of riders by motorists through the encouragement to look for single and multiple headlamps found on motorcycles, riders wearing high contrast colors, and to look twice for riders and to expect to see motorcycles and riders on the road.

Countermeasure #2: Communication Campaigns to Increase Motorist Awareness of Motorcyclists

Justification: *Countermeasures that work* (2023): No stars (1)

Uniform Guideline No. 3 Section 9 Motorcycle Rider Conspicuity and Motorist Awareness (2)

“Communication Campaigns to Increase Motorcyclists Awareness” is listed in *Countermeasures That Work* as an approach that needs further evaluation. To address this need and to assess efficacy of the campaign, ODOT commissioned a survey following the 2025 motorist awareness campaign. The first goal was to determine if the Public Service Announcements were being seen or heard in the areas of the state experiencing the most crashes involving a motorcycle and another vehicle. The second goal was to determine if the messages were effective in encouraging motorists to actively look for riders, which should reduce these crashes.

The following results were reported from the survey:

- Recall of motorcycle safety ads is limited. About 3 in 10 say they recall seeing or hearing ads about motorcycle safety in the past five months. The top channels where Oregonians recall motorcycle safety ads are TV (50%) and social media (46%), followed by online (38%) and billboards (35%). They recall ads from radio less frequently (18%).
- Key messages that Oregonians recall from ads, before viewing and hearing the creative materials in the survey, suggest the campaign is effective in its messaging. Watch out (or look out) for motorcycles, “look twice, save a life,” and share the road top the list of specific messages that they recall hearing.
- About 1 in 5 recognize the billboards; 17% have seen Look Twice for Motorcycles, and 21% have seen Look Again, Save a Life.
- Less than 1 in 5 recognize the radio spots. Just 13% have heard Look for @Motorcycles, and the same amount have heard Safety Features.
- Although recognition of the billboards and radio spots is modest, the ads achieve their intended purpose. Nearly all of those who have seen or heard each ad say that it made them pay more attention to motorcyclists on the road while driving. Additionally, 94% – 98% across all ads say they clearly communicate the importance of watching for motorcycles, and 91% rated the campaign as effective.

Countermeasure #3: Communication Campaigns Aimed at Alcohol-Impaired Motorcyclists

Justification: *Countermeasures that work* (2023): No Stars (1)

Uniform Guideline No. 3 Section 5 Motorcycle Operation Under the Influence of Alcohol or Other Drugs (2)

Uniform Guideline No. 3 Section 10 Communication Program (2)

NHTSA's Rider's Helping Riders program encourages peer support on making good choices and riding sober. Montana State University's Positive Community Norming research demonstrates that peer influence is proven to be effective in promoting safe behaviors and reducing risky behaviors. Through media and outreach to riders, a reduction of impaired riders is expected to result in fewer impaired riding crashes, injuries, and deaths.

Strategy Link to Performance Targets

Through the implementation of the listed strategies, rider habits, decisions, and behavior establishment/change are expected to result in fewer crashes. Fewer crashes are expected to lead to fewer life-changing injuries and fatalities. Through training, education, and outreach related to the use of protective riding, riders are expected to adopt or change gear selection choices that lead to a higher level of protection. These activities are expected to lead to reductions in injury severity and fatalities when a rider is involved in a crash.

The use of media directed at motorists to create an elevated awareness of riders – resulting from active searching by drivers for motorcycles/riders – is intended to reduce the number of crashes due to right-of-way violations. This reduction in crashes should result in fewer rider fatalities and severe injuries.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Communication and Outreach	SC-2; OR-2	405f Motorcycle Programs	\$195,102
Education and Training	SC-2; OR-2	405f Motorcycle Programs	\$303,492

Citations

1. Kirley, B. B., Robison, K. L., Goodwin, A. H., Harmon, K. J. O'Brien, N. P., West, A., Harrell, S. S., Thomas, L., & Brookshire, K. (2023, November). *Countermeasures that work: A highway safety countermeasure guide for State Highway Safety Offices*, 11th edition, 2023 (Report No. DOT HS 813 490). National Highway Traffic Safety Administration.
2. NHSTA (2026) *Uniform Guidelines for State Highway Safety Programs*. Available at <https://one.nhtsa.gov/nhtsa/whatsup/tea21/tea21programs/>

Program Area: Occupant Protection (Adult and Child Passenger Safety)

Problem Identification

Problem ID #1: Unrestrained fatalities continue to be a big problem in Oregon.

According to FARS data, there have been over 100 unrestrained fatalities in each of the most recent four years (2021 – 2024). Additionally, Oregon’s Crash Data System shows that over 30% of all passenger vehicle occupant fatalities between 2020 and 2024 have been unrestrained.

Problem ID #2: According to the Oregon Health Authority (OHA), transportation was the second leading manner of death in Oregon for children under 15 years of age in 2024 (1). Correct child restraint use continues to be an issue for parents and caregivers, and maintaining a base of Certified Child Passenger Safety Technicians (CPSTs) to provide education and assistance to families is one of Oregon's pressing challenges. Approximately 20% of Oregon children and adolescents have special health needs. Included in this population are those who cannot ride in a seat belt or conventional car seat due to medical or behavioral issues. A strong technician network increases consistency, quality, and accessibility of child passenger safety education for all Oregonians.

Opportunities and strategies: The Occupant Protection program is continually focused on educating the public, law enforcement, family medical providers, and families regarding proper selection and use of seat belts and other motor vehicle safety restraints. Oregon has traditionally had a high seat belt usage rate, sometimes the highest in the nation, but continuous education is needed for new citizens, visitors, and high-risk populations to maintain a high usage rate. According to 2024 FARS data, 32% of passenger vehicle occupant fatalities were unrestrained. Oregon has consistently remained 30-32% of unrestrained occupant fatalities over the last 5 years.

Oregon has a primary seat belt law that requires “proper” use of safety belt and child restraint systems. Some adult occupants inadvertently compromise the effectiveness of their belt systems and put themselves or other occupants at severe risk of unnecessary injury by using safety belts improperly. This is most often accomplished by placing the shoulder belt under the arm or behind the back, securing more than one passenger in a single belt system, or using only the automatic shoulder portion of a two-part belt system (where the lap belt portion is manual). According to the annual 2025 Oregon observed seat belt use survey, 4.6 percent of front seat passenger vehicle occupants did

not use restraints, an increase from 4.5 percent in 2024 and 2.9 percent in the 2023 survey.

Oregon's NHTSA Observed Use Survey Results, 2021-2025

2021	2022	2023	2024	2025	2021 – 2025 Average
94.9%	96.5%	97.0%	95.5%	95.4%	95.9%

High Visibility Enforcement (HVE) continues to be an important part of the Occupant Protection Program. It is a key countermeasure to educating the public on seat belt and child passenger seat laws, as well as enforcing the laws. The more officers you see on the road, the higher the seat belt usage rate will be.

Child Passenger Safety is a key component to a successful Occupant Protection Program. One of the main priorities of the Child Passenger Safety Training Program, along with conducting certified child passenger safety (CPS) training courses around the state, will be mentoring current child passenger safety technicians. Once technicians pass their training course, often they go back to their work and homes without knowing what to do next. How do they integrate themselves into their child passenger safety community? How do they coordinate a car seat clinic? Mentoring new and current technicians is going to be a key focus of the training program in the upcoming grant years. So many of the regularly scheduled car seat check clinics and distribution programs shut down during the pandemic and never started back up.

Oregon requires all children to be restrained in a car seat, booster seat, or seat belt at all times. In the majority of cases, children and youth can safely ride in a standard car seat, booster seat, or vehicle seat belt.

Oregon employs both behavioral and awareness-based messaging. Funding is provided to allow for campaigns statewide, with the location of messaging based on data and diverse population needs. Along with the usual messaging on the importance of proper seat belt use and child passenger safety, the Occupant Protection Program will also be focusing media efforts on spreading the word on unattended passenger awareness and heatstroke safety.

Partner/stakeholder participation in identifying problems and strategies: Multiple public engagement events were held around the state in order to receive feedback from partners, stakeholders and citizens around the state of Oregon. Regarding the Occupant

Protection Program, citizens mentioned the importance of enforcing the “Fatal Five” traffic behaviors – Speed, Occupant Safety, Lane Usage, Impaired Driving and Distracted Driving. It was also brought up that people struggle with knowing how to find the car seat technicians in their area.

- Region 3 Public Engagement Feedback - "Fatal Five" behaviors—Speed, Occupant safety, Lane usage, Impaired driving, and Distracted driving—are the primary targets for Oregon State Police, with speed remaining the number one killer.
- Region 2 Public Engagement Feedback – “We don't have any car seat techs in Tillamook to my knowledge.”

The Occupant Protection Program Manager has had many conversations with current child passenger safety technicians about the importance of support and mentorship for newly certified technicians. Mentoring new and current technicians is going to be a key focus of the training program in the upcoming grant years. The CPS state training coordinator will travel around the state and meet with technicians in the local areas and help them with how to plug themselves into the local network of car seat technicians in your area, how to set up car seat clinics, supplies and logistics needed for car seat clinics. The hope is that this in-person mentoring will light a spark in technicians and encourage the creation of new car seat clinics around the state.

Performance Measures

- UC-4: Number of unrestrained passenger vehicle occupant fatalities, all seat positions (FARS)
- B-1: Observed seat belt use for passenger vehicles, front seat outboard occupants (survey)

Strategy #1: Enforcement

Application: The Occupant Protection Program will partner with Oregon Impact to provide grants to local police departments, sheriffs’ offices, and Oregon State Police to conduct enforcement activities that will maintain and increase compliance with safety belt/child restraint laws. Law enforcement agencies will be encouraged to participate in traffic enforcement during three (3) two-week blitzes, and during other times when additional traffic enforcement coverage is deemed appropriate by the local jurisdiction. HVE has been a strong contributing countermeasure strategy toward Oregon's annual observed seat belt use survey indicating Oregon’s 2025 usage rate of 95.4 percent.

During the 2026 grant year, 69 local police departments and sheriffs' offices and the Oregon State Police participated in Oregon's safety belt HVE program. Many of these agencies enforce restraint laws as a matter of routine when working traffic, however; the smaller local departments often do not have dedicated traffic enforcement officers so rely on the federal funds to work on traffic safety problems in their communities.

The countermeasure strategy of high-visibility enforcement was informed by Highway Safety Program Guideline number 20, specifically program management, legislation, regulation and policy, enforcement, communication, outreach, diverse populations, and program evaluation. Projects are funded based on a grant application sent to all law enforcement agencies, the amount requested by the agency, and previous performance.

Countermeasures:

Countermeasure #1: Short-Term, High-Visibility Seat Belt Law Enforcement

Justification: NHSTA, Countermeasures that work (2023): 5 Star (2)

Strategy Link to Performance Targets

According to NHTSA, high visibility enforcement is a universal traffic safety approach designed to create deterrence and to change unlawful and dangerous driving behaviors. HVE combines highly visible and proactive law enforcement addressing a specific traffic safety issue. Law enforcement efforts are combined with visibility elements and a publicity strategy to educate the public and promote voluntary compliance with the law in an effort to reduce unrestrained passenger vehicle occupant fatalities.

Strategy #2: Communication and Outreach

Application: This strategy will support projects that will fund contracted media design, education material revisions, social media advertising, radio public service announcements and billboards; public attitude, and observed restraint use surveys; as well as TSO direct purchase, reproduction, and distribution of educational and outreach materials and LATCH Manuals for certified Child Passenger Safety Technicians. Many of the printed educational materials are grant funded and then distributed directly to the public through law enforcement, child seat fitting stations, prenatal clinics, ODOT's Driver and Motor Vehicles Division, and community level special events.

The two types of messaging Oregon uses are behavioral, and awareness based. Funding is provided to allow for campaigns statewide, and the location of messaging is based on data and diverse population needs.

Along with the usual messaging on the importance of proper seat belt use and child passenger safety, the Occupant Protection Program will also be focusing media efforts on spreading the word on unattended passenger awareness and heatstroke safety. Nationally, in 2025, thirty-one children died due to pediatric vehicular heatstroke. Children are at a higher risk than adults of dying from heatstroke in a hot vehicle because their body temperature rises three to five times faster than an adult's body temperature.

Countermeasures:

Countermeasure #1: Occupant Protection Communication and Outreach

Justification: Highway Safety Program Guideline No. 20 (3)

As part of each State's communication program, the State should enlist the support of a variety of media, including mass media, to improve public awareness and knowledge and to support enforcement efforts about seat belts, air bags, and child safety seats.

Communication programs and materials should be designed to reach at-risk populations, as appropriate. To sustain or increase rates of seat belt and child safety seat use, a well-organized, effectively managed communication program should:

Each State should encourage extensive statewide and community involvement in occupant protection education by involving individuals and organizations outside the traditional highway safety community. Representation from the health, business, and education sectors, and from communities throughout the State, should be encouraged. Community involvement should broaden public support for the State's programs and increase a state's ability to deliver highway safety education programs.

Strategy Link to Performance Targets

According to the Centers of Disease Control, car seat use reduces the risk for injury in a crash by 71-82% for children, when compared to seat belt use alone (4). Communication and outreach to parents and caregivers about proper use of child restraint systems as well as the importance of correctly wearing seat belts is vital to reducing the number of unrestrained passenger vehicle occupant fatalities and increasing the observed seat belt usage for vehicle occupants.

Strategy #3: Education and Training

Application: Child restraint inspection stations address three problems:

- Improper Use of Child Restraint Systems
- Premature Graduation of Children to Adult Belt Systems
- Affordability of Child Restraint Systems: Caregivers may have difficulty affording the purchase of child safety seats or booster seats, particularly when they need to accommodate multiple children. This contributes to non-use of seats, or the reuse of second-hand seats, which may be unsafe for multiple reasons.

Countermeasures:

Countermeasure #1: Child Restraint Inspection Stations

Justification: NHSTA, Countermeasures that work (2023): 3 Star (2)

Strategy Link to Performance Targets

As reported by the Centers for Disease Control, motor vehicle crashes continue to be a leading cause of unintentional death and injury to children ages 5 to 19 (4). Child passenger safety programs and outreach efforts are proactive in nature working to reduce the likelihood of death and injury in motor vehicle crashes by providing hands-on education to caregivers on proper use of child safety seats and boosters by nationally certified Child Passenger Safety Technicians.

While seat belts are effective in reducing the risk of injury or death for adults and adolescents; infants and children require car seats and booster seats. Use of a car seat reduces the risk of death 74% for infants, and over 50% for children 1-4 years of age. Use of booster seats also decreases the risk of death by over 50%. Oregon requires all children to be restrained in a car seat, booster seat, or seat belt at all times. In the majority of cases, children and youth can safely ride in a standard car seat, booster seat, or vehicle seat belt. However, approximately 20% of Oregon children and adolescents have special health needs. Included in this population are those who cannot ride in a seat belt or conventional car seat due to medical or behavioral issues.

For those children and adolescents, unique adaptive car seats may be required. This can include children with transient orthopedic conditions, such as lower extremity fractures requiring spica casting who cannot fit in a standard car seat due to the cast; children with neuromuscular conditions such as cerebral palsy, or spinal muscular atrophy who cannot be positioned safely in a forward-facing car seat, booster seat or seat belt due to muscle tone. Additionally, some children with a diagnosis of autism may not be able to stay seated correctly positioned in a booster seat or seat belt due to behavioral needs.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Communication and Outreach	UC-4; B-1	405b OP High	\$515,937
Education and Training	UC-4; B-1	405b OP High	\$1,432,917
Enforcement	UC-4; B-1	405b OP High	\$216,780
Communication and Outreach	UC-4; B-1	NHTSA 402	\$29,167
Education and Training	UC-4; B-1	NHTSA 402	\$5,833
Enforcement	UC-4; B-1	NHTSA 402	\$819,429

Citations

1. Oregon Health Authority (OHA) (n.d.) "Injury deaths by manner, sex, age, and race." Center of Health Statistics. Assessed at <https://visual-data.dhsoha.state.or.us/t/OHA/views/Oregondeathsfromexternalinjuries/DemogDash?%3AisGuestRedirectFromVizportal=y&%3Aembed=y>
2. Kirley, B. B., Robison, K. L., Goodwin, A. H., Harmon, K. J. O'Brien, N. P., West, A., Harrell, S. S., Thomas, L., & Brookshire, K. (2023, November). *Countermeasures that work: A highway safety countermeasure guide for State Highway Safety Offices, 11th edition, 2023* (Report No. DOT HS 813 490). National Highway Traffic Safety Administration.
3. NHSTA (2026) "Highway Safety Program Guideline No. 20" *Uniform Guidelines for State Highway Safety Programs*. Available at <https://one.nhtsa.gov/nhtsa/whatsup/tea21/tea21programs/>
4. CDC (2026) "Preventing Child Passenger Injury." Assessed at: <https://www.cdc.gov/child-passenger-safety/prevention/index.html>
- 5.

Program Area: Pedestrians and Bicyclists (Non-Motorized)

Problem Identification

Pedestrian and bicycle fatalities have steadily increased from 2014 to 2023. Pedestrian fatalities in Oregon have increased in the percentage of overall state fatalities from 15% in 2014-2018 to 17% in 2019-2023 (NHTSA FARs). Bicyclist fatalities in Oregon have also increased in the percentage of overall state fatalities from 2% in 2014-2018 to 3% in 2019-2023 (NHTSA FARs). Many risk factors contributed to this outcome, such as unsafe driver behaviors, unsafe pedestrian and bicyclist behaviors, changes to land use where people walking and rolling may increase in areas that were not planned or designed previously with them in mind. Also, poorly-lit traveling conditions, larger and heavier vehicles, demographic vulnerability, lack of separated or protected walking and rolling spaces on or along roadway, and post-crash care response times.

This outcome of injury severity in crashes with pedestrians and bicyclists can be further exacerbated when multiple risk factors are combined in crash events. While these crashes occur statewide, we see higher numbers in specific ODOT Regions (see Appendix). According to Oregon's Crash Data System, between 2022 and 2024, the majority of pedestrian fatalities occurred in ODOT regions 1, 2, and 3 respectively. For the same time period, the majority of bicyclist fatalities occurred in Regions 1, 2, and 3 with the highest being in Region 2, then Region 1, and then Region 3.

Opportunities and strategies

The Oregon Pedestrian and Bicyclist Safety program educates and promotes awareness of safe road user behaviors to enhance safety and decrease fatalities of vulnerable road users- people walking, riding and rolling. This is accomplished through public information materials, safety campaigns, working with partners to deliver education programs and enforcement for target high-risk communities. Vulnerable road user safety is at the heart of the five intersecting pillars or objectives of the Safe Systems Approach: Safer People, Safer Roads, Safer Vehicles, Safer Speeds, and Post-crash Care.

Many factors besides road user behavior can impact vulnerable road user safety. Parsing out cultural, geographic, community infrastructure planning, designing, and built environment factors with human behavior factors involving pedestrian and bicycle fatalities is often difficult and, in some cases, impossible to separate. Although the emphasis of projects for the ODOT pedestrian and bicycle safety program is focused on road user behavior, it must be acknowledged that there is a more holistic perspective necessary to understand, mitigate, and decrease vulnerable road user traffic crashes and

injuries. Given this, with the deeper focus on road user behavior in the ODOT Pedestrian and Bicycle Safety Program, we can affect progress in each of the five Safe System Approach objectives, to achieve higher levels of vulnerable road user safety.

Risky road user behaviors that can be addressed through a complementary use of strategies such as Enforcement, Media Communications and Outreach, Education, Training and Research. Some of the risky behaviors that can be addressed include decreasing driver speeds, impairment by road users, distraction by road users, lack of conspicuity, road user impatience, not being predictable, and not yielding the right of way.

Working with partners in the five ODOT regions is also a key to reaching communities that are at the highest risk. Working with partners to educate road users and enforce long-standing and new laws can boost education and awareness for people driving, walking and riding bicycles. Partnering with internal ODOT staff and externally with cities and counties will be helpful in building education programming to bring awareness to all road users regarding bicyclist safety. Also, partnering with different community stakeholders in the state who can tailor education messaging and courses for people driving is warranted.

Safety communication and outreach messaging customized-designed for different demographics and regional variations is key to delivering safety messages that are meaningful for the target demographic. For example, a focus on bicycling safety message for coastal communities may be quite different than the messaging needed for eastern Oregon. So, regional partnerships can help inform ODOT of specific regional messaging needs. A focus on continued partnerships with local cities, counties and non-profit organizations that work with communities of need where vulnerable road user risk is high in urban areas, especially is a priority.

Partner/stakeholder participation in identifying problems and strategies: Partner participation happens in various ways, through public events in all five ODOT regions and through one-on-one conversations and with the Pedestrian and Bicycle Safety Program Manager. Examples below highlight the requests from enforcement, education, training, communications and outreach efforts. Also importantly, these three strategies are integrated synergistically within some of these public comments highlighting importance of these countermeasure efforts to be complementary toward the single effort to promote and encourage safer road user behaviors.

- ODOT should partner with the travel industry and nonprofits to promote pedestrian and driver safety to tourists who may forget safety realities while on vacation.
- We need to also teach this to new drivers and current drivers so they understand why pedestrians and bicyclists may not do what is expected.
- Drivers pulling out to turn on one-way streets often encroach directly into active crosswalks alongside large vehicles, nearly hitting pedestrians who have the right of way.
- Fines for drivers who ignore crosswalks and disregard pedestrian safety should be made extremely expensive to force behavioral change.
- Bicyclists and pedestrians (especially children) need to wear high-visibility reflective jackets to be seen.
- Education and enforcement are needed to ensure bicyclists wear helmets.
- Bicyclists are frequently riding too fast on sidewalks and jumping out of bike lanes into pedestrian walking paths, creating dangerous conflicts. The public requested strict law enforcement and penalties for bicyclists who endanger pedestrians.
- Drivers are increasingly inattentive to pedestrians and cyclists, causing fear for those utilizing active transportation; instances of cars casually pulling into bike lanes while waiting at red lights were cited.
- Cyclists are disproportionately underserved by our roads. This fact means infrastructure is linked to behavior since the lack of infrastructure forces both motorists and cyclists to modify behavior in order to "share the road". From an educational point of view, motorists need to be taught that 'all lanes are bike lanes' and bikes have the same rights and responsibilities as motorists.

Performance Measures

- UC-7: Number of pedestrian fatalities (FARS)
- SC-1: Number of bicyclist fatalities (FARS)

Strategy #1: Enforcement

Application: The Pedestrian Safety Enforcement strategy will provide grants to local police departments, sheriff's offices, and Oregon State Police to conduct enforcement activities that will maintain and increase compliance with long-standing and new pedestrian and bicycle laws. While the grants largely focus on pedestrian safety crosswalk enforcement operations, there is also an opportunity for law enforcement agencies to participate in public education of pedestrian and bicycle safety, such as community safety campaigns and community classes. In addition, law enforcement

agencies will receive their own education training opportunities to increase their knowledge about bicycle and pedestrian safety and state laws.

Countermeasures(s):

Countermeasure #1: High-Visibility Enforcement at Pedestrian Crossings

Citation: NHSTA, Countermeasures that work (2023): 3 stars (1)

Strategy Link to Performance Targets

Performance Target: Decreasing Pedestrian Fatalities

- **Targeting Risk:** Enforcement focuses on high-crash locations or "Pedestrian Safety Zones." By concentrating resources on these hot spots, agencies can achieve a statistically significant reduction in fatalities.
- **Yielding Rates:** A key secondary performance indicator is the percentage of drivers who yield to pedestrians at crosswalks. Studies cited by NHTSA show that HVE can increase driver yielding from baseline levels (e.g., 32%) to over 80% when sustained.
- **Behavioral Change:** The target is met by reducing specific "failed-to-yield" and "speeding" violations, which are the leading contributors to pedestrian deaths.

The effectiveness of HVE is not measured by the number of tickets issued, but by the perceived risk of being caught and the education provided by law enforcement to the driver about pedestrian safety and laws.

- Enforcement is most effective when it is widely publicized *before* and *during* the campaign. This includes message boards, social media, and local news. The goal is to make the enforcement efforts "obvious" so that for every one person ticketed, thousands more are aware of the risk and change their behavior.
- Rather than constant, low-level patrolling, HVE is often conducted in "waves" -- short periods of intense, highly visible enforcement. This creates a spike in awareness.
- Multi-Faceted Approach: To be truly effective, enforcement is paired with:
 - Decoys: Law enforcement officers in plain clothes (pedestrian decoys) use crosswalks to identify drivers who fail to yield.
 - Feedback Signs: Using electronic signs that show the "percentage of drivers yielding" creates social norming, which encourages more compliance than enforcement alone.

The strategy is most effective when it is sustained and periodic rather than a one-time event.

Strategy #2: Communication and Outreach

Application: The Communication, Outreach, and Media Messaging Plan will address safe behaviors of all road users in regard to pedestrian and bicyclist safety, and also to micromobility devices. This project will fund contracted media design, education material revisions, social media ad buys and posts. This will also entail the creation of public service announcements that will be pushed out to the public via media advertising buys with social media, streaming services through statewide and local partnerships. Key education and awareness messaging will focus on:

<u>Pedestrian safety</u> • Especially winter and fall • At night • Decreasing driver speeds • Visibility of vulnerable road users • Right of way rules	<u>Bicycle safety</u> • Safe passing of a cyclist • Regional messaging for bicycling safety • Safe bicycling tips and rules • Safe driving tips on how to share the road with bicyclists.
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Countermeasures:

Countermeasure #1: Pedestrian and Bicyclist – Communications, Outreach and Media

Justification: Education and outreach for pedestrian and bike safety is informed by Highway Safety Program Guideline 14, especially Section VI Communication Program which says, “The State should enlist the support of a variety of media, including mass media, to improve public awareness of pedestrian and bicyclist crash problems and programs directed at preventing them (2). Communication programs and materials should be culturally relevant and multilingual as appropriate, and should address issues such as:

- Visibility, or conspicuity, in the traffic system;
- Correct use of facilities and accommodations;
- Law enforcement initiatives;
- Proper street-crossing behavior;
- Safe practices near school buses, including loading and unloading practices;
- The nature and extent of traffic-related pedestrian and bicycle fatalities and injuries;
- Driver training regarding pedestrian and bicycle safety;

- Rules of the road;
- Proper selection, use, fit, and maintenance of bicycles and bicycle helmets;
- Skills training of bicyclists;
- Sharing the road safely among motorists and bicyclists; and
- The dangers that aggressive driving, including speeding, pose for pedestrians and bicyclists.

And Section VII which states: “Outreach efforts should include a focus on reaching vulnerable road users, such as older pedestrians, young children, and new immigrant populations. States should also incorporate pedestrian and bicycle safety education and skills training into school physical education/health curricula.”

Strategy Link to Performance Targets

Pedestrian and bicyclist fatalities are strongly driven by human behavior – speeding, low visibility, unsafe crossings, improper yielding, unsafe riding behaviors, and limited awareness of laws. Because these contributing factors are behavior-based, changing knowledge, attitudes, and behaviors through communication and outreach is a direct mechanism for reducing crashes, injuries, and fatalities. The communication plan focuses on issues explicitly linked to fatal and serious injury crashes. Examples are listed below:

- Driver speeds
- Visibility of vulnerable road users
- Nighttime risk
- Safe passing of cyclists
- Right-of-way rules
- Proper crossing behavior
- How to share the road
- Safe bicycling behaviors

These issues match what crash data consistently show as major contributors to fatal pedestrian and bicyclist crashes. By targeting these factors, the strategy directly influences the behaviors most likely to reduce fatal outcomes. Highway Safety Program Guideline 14 specifically states that communications and media are essential for:

- Improving public awareness of pedestrian/bicyclist crash risks
- Reinforcing correct use of infrastructure
- Enhancing visibility and conspicuity
- Supporting law enforcement
- Educating motorists on how to interact safely with vulnerable road users
- Addressing aggressive driving and speeding.

By aligning the strategy with these evidence-based recommendations, the project ensures that communication interventions are best-practice methods known to reduce

fatality risk. For Oregon the emphasized focal points for the communications plan and media messaging plan reaches highest at-risk times, locations and behaviors such as:

- Winter and fall pedestrian visibility
- Nighttime pedestrian fatalities
- Regional bicycling safety needs
- High-speed corridors.

Guideline 14 recommends prioritizing outreach to:

- Older adults
- Children
- New immigrant populations
- Other vulnerable road users.

These groups are disproportionately represented in fatality statistics. Ensuring materials are multilingual and culturally relevant increases their effectiveness and supports the performance target more directly by reaching populations at highest risk. The strategy funds:

- Social media ad buys
- Streaming service ads
- Public service announcements
- Revised educational materials
- Partnerships with local agencies.

This multi-channel approach expands reach and frequency. High-visibility public messaging is one of the most effective ways to shift social norms about yielding, speed, visibility, and sharing the road – behaviors strongly correlated with fatal crash reduction.

Strategy #3: Education and Training

Application: Education and training are focused on all road users including drivers, pedestrians and cyclists. Share the Road Awareness programs (Under Bicycle Safety Section of CTW) and Driver Training (Under Pedestrian Section of CTW), as well as pedestrian and bicycle safety training, were selected as countermeasures.

This strategy will be implemented in multiple ways. First, a statewide driver training program will be targeted to different regions of the state based on a data-driven approach to high-risk pedestrian and bicycle safety communities. This training is delivered in three main formats: in-person, online via webinar, and online via a self-paced program. Secondly, various local community-based programs will deliver driver, pedestrian, and bicycle safety education training.

Countermeasures:

Countermeasure #1: Share the Road Awareness Programs

Justification: The countermeasures of the Share the Road Awareness for bicycle safety were informed by Highway Safety Program Guideline number 14, specifically program management, outreach, driver education (2). While this Share the Road driver training does not meet the *Countermeasures that Work* criteria for effectiveness, there are no “effective” countermeasures listed in either the pedestrian or bicycle safety sections of the CTW that focus on driver behavior (1). However, driver behavior can have just as much impact on vulnerable road user’s safety as their own behaviors. Although there is very little research or data to cite, driver awareness education programs can contribute to the overall effectiveness of vulnerable road user safety when combined with other strategies or countermeasures. Although evidence shows that driver training alone may not significantly reduce crash rates, it remains a useful countermeasure when combined with the state’s other infrastructure and non-infrastructure strategies.

According to the FHWA’s PedSafe Pedestrian Safety Guide and Counter Measure Selection System, a multidisciplinary approach that addresses both pedestrian and driver behavior along with policy and infrastructure change has the potential to have the greatest impact (Pedbikesafe.org) (2). Drivers may not understand state traffic laws or the best safe practices which can lead to fewer crashes and injuries for all road users, especially people walking and bicycling. Driver education can provide correct information about pedestrian and bicycle safety laws while also bringing awareness to driver behavior and therefore increase chances of behavior change to reduce vulnerable road user deaths (Pedbikesafe.org).

Countermeasure #2: Driver Training – Pedestrian Safety

Justification: Driver Training for pedestrian safety was informed by Highway Safety Program Guideline Number 14, specifically program management, outreach, driver education. While this driver training does not meet the *Countermeasures that Work* criteria for effectiveness, there are no “effective” countermeasures listed in either the pedestrian or bicycle safety sections of the CTW that focus on driver behavior. However, driver behavior can have just as much impact on vulnerable road users’ safety as their own behaviors. Although there is little research or data to cite, driver awareness education programs can contribute to the overall effectiveness of vulnerable road user safety when combined with other strategies or countermeasures. Even though there is limited evidence that driver training alone reduces crash rates, this does not mean the countermeasure should be disregarded. It can still play an important role

when used alongside the state's other infrastructure and non-infrastructure countermeasures.

According to the FHWA's PedSafe Pedestrian Safety Guide and Counter Measure Selection System, a multidisciplinary approach that addresses both pedestrian and driver behavior along with policy and infrastructure change has the potential to have the greatest impact (Pedbikesafe.org) (2). Drivers may not understand state traffic laws or the best safe practices, which can lead less crashes and injuries for all road users, especially people walking and bicycling. Driver education can provide correct information about pedestrian and bicycle safety law while also bringing awareness to driver behavior, and therefore increase chances of behavior change to reduce vulnerable road user deaths (Pedbikesafe.org).

Countermeasure #3 Pedestrian and Bicyclist Education

Justification: Pedestrian and bicyclist education is identified by NHTSA, FHWA, and other federal safety authorities as a foundational component of a comprehensive strategy to reduce vulnerable road user fatalities. While education alone is not expected to eliminate fatal crashes, federal guidance consistently emphasizes that educating pedestrians and bicyclists on safe practices, risk awareness, and proper use of facilities is an essential contributor to meaningful reductions in fatal and serious injury crashes. NHTSA's *Highway Safety Program Guideline 14: Pedestrian and Bicycle Safety* identify education for pedestrians and bicyclists as a required component of statewide safety programs (2). Guideline 14 highlights the importance of providing training and information that helps pedestrians and bicyclists:

- Understand crash risks
- Use crosswalks and pedestrian facilities correctly
- Improve visibility and conspicuity
- Navigate traffic safely
- Understand and follow traffic laws
- Ride bicycles safely and predictably
- Select, fit, and use helmets properly.

These recommendations demonstrate that education is a nationally endorsed countermeasure to reduce pedestrian and bicyclist injuries and fatalities. FHWA's *PedSafe* and *BikeSafe* guidance identify unsafe or uninformed user behavior as a recurring contributor to vulnerable road user crashes. FHWA specifically notes that:

- Pedestrians and bicyclists often need guidance on correct crossing behaviors
- Visibility and conspicuity can dramatically reduce fatal crash risk

- Safe and lawful interactions with traffic are essential
- Skills and knowledge enable users to navigate complex environments more safely
- Education is most impactful when paired with engineering and enforcement.

Because many severe crashes occur when pedestrians or bicyclists have difficulty navigating traffic or road environments, FHWA recommends education programs as an integral part of reducing fatalities.

Strategy Link to Performance Targets

FHWA's PedSafe recommends combining:

- Driver behavior change
- Pedestrian and bicyclist behavior change
- Infrastructure improvements
- Policy adjustments.

PedSafe notes that addressing both user behavior and motorist behavior “has the potential to have the greatest impact.” Offering training in in-person formats, live webinars and self-paced online courses allows the program to reach diverse populations across the state, including communities identified as high-risk through data analysis. Increased training participation in these areas supports regional reductions in fatalities.

While media campaigns increase general awareness, training programs provide more in-depth knowledge and skills. Together they reinforce safe behaviors, improve understanding of laws, support higher compliance at crosswalks and bike facilities, increase visibility awareness, and promote safe passing and speed management.

This alignment strengthens behavioral outcomes and accelerates progress toward reducing fatalities. These outcomes collectively reduce the frequency and severity of pedestrian and bicyclist crashes, meaningfully supporting progress toward the fatality reduction target.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Communication and Outreach	UC-7; SC-1	405g Nonmotorized Safety	\$1,734,242
Education and Training	UC-7; SC-1	405g Nonmotorized Safety	\$650,341
Communication and Outreach	UC-7; SC-1	NHTSA 402	\$68,356
Education and Training	UC-7; SC-1	NHTSA 402	\$68,356
Enforcement	UC-7; SC-1	NHTSA 402	\$197,270

Citations

1. Kirley, B. B., Robison, K. L., Goodwin, A. H., Harmon, K. J. O'Brien, N. P., West, A., Harrell, S. S., Thomas, L., & Brookshire, K. (2023, November). *Countermeasures that work: A highway safety countermeasure guide for State Highway Safety Offices, 11th edition, 2023* (Report No. DOT HS 813 490). National Highway Traffic Safety Administration.
2. FHWA (n.d.) *NHTSA's Highway Safety Program Guideline 14: Pedestrian and Bicycle Safety*. Pedestrian Safety Guide and Countermeasure Selection System (PEDSAFE). Assessed at: <https://pedbikesafe.org/PEDSAFE/>

Program Area: Program Management and Planning & Administration

Problem Identification

According to Oregon's state crash data system, between 2020 – 2024, Oregon experienced an average of 566 fatalities and 2,953 serious injuries a year. Oregon's ability to reduce fatal and serious injury crashes depends on strong coordination across the statewide highway safety program. As the State Highway Safety Office (SHSO), the Transportation Safety Office is responsible for managing federal and state highway safety funds, ensuring compliance with NHTSA requirements, and leading a coordinated approach to traffic safety across programs and partners. Fatal and serious injury crashes are complex events that involve multiple contributing factors, which means effective program coordination is essential to ensure that projects are well-planned, aligned with statewide priorities, and supported by accurate data and analysis.

Opportunities and strategies: Fatal and serious-injury crashes arise from a variety of factors that often interact with one another. Oregon's SHSO must lead integrated planning and oversight, so projects and funds align with statewide priorities, performance targets, and evidence.

Partner/stakeholder participation in identifying problems and strategies:

The Program Planning & Administration strategy will establish the resources, processes, and data aggregation and analysis necessary to conduct meaningful public engagement. This lays the foundation for broad, consistent, and effective public participation.

Performance Measures

- **UC-1:** Number of traffic fatalities (FARS)
- **UC-2:** Number of serious injuries in traffic crashes (ODOT CDS)
- **UC-3:** Number of fatalities per 100 million VMT

Strategy #1: Program Planning & Administration

Application: Oregon will continue to dedicate the staff, services, and operational support needed to effectively manage the state's highway safety program. The state will also maintain its consultant partnership to redesign and streamline the Triennial Highway Safety Plan process and strengthen public engagement. In addition, Oregon will use reliable data and ongoing evaluation to identify root causes and guide continuous improvements to highway safety strategies.

Countermeasures:

Countermeasure #1: Highway Safety Program Management and Operations Support

Justification: 23 CFR 1300.4(b)(8); NHTSA's Uniform Guidelines for State Highway Safety Programs, Guidelines 3,8,10,11,12,14,15, 19,20, & 21. Oregon will continue funding the critical operations that support and strengthen the state's highway safety program (1). This includes covering direct, indirect, and contractor staff and service costs associated with managing the Transportation Safety Office. These investments ensure comprehensive support for program management, professional and administrative staff, and data analysis – functions necessary to manage and improve the program and to carry out the activities identified by NHTSA in the Uniform Guidelines for the State Highway Safety Program.

Countermeasure #2: Triennial and Long Range Planning, and Cyclical Reporting Process Improvement

Justification: 23 CFR 1300.4(b)(1) ; NHTSA's Uniform Guidelines for State Highway Safety Programs, Guidelines 3,8,10,11,12,14,15, 19,20, & 21. Oregon is working with consultants to co-create a redesigned process for developing the Triennial Highway Safety Plan (3HSP) and meeting annual reporting requirements. This effort includes strengthening the plans and development processes, establishing a robust public participation and engagement approach, and streamlining both the annual grant application and annual report. The goal is to produce a clear, data-driven, and coordinated set of plans, and to coordinate the 3HSP using consistent priorities across the three-year period. This work began in FFY 2026 and will continue through FFY 2029 as the plan is created, implemented, and refined to reflect changes in traffic safety across the state.

Countermeasure #3: Data and Program Evaluation

Justification: 23 CFR 1300.4(b)(5) ; NHTSA’s Uniform Guidelines for State Highway Safety Programs, Guidelines 3,8,10,11,12,14,15, 19,20, & 21. Each state should access and analyze reliable data sources for problem identification, program planning, and program management. In addition, each state must identify new and emerging issues to collect relevant information, evaluate underlying mechanisms, and/or identify potential root causes as part of ongoing problem identification efforts. Each state should conduct several different types of evaluation to effectively measure progress and to plan and implement new program strategies, as identified by NHTSA in the Uniform Guidelines for Highway Traffic Safety Programs (1).

Strategy Link to Performance Targets

These strategies are essential components in reducing fatalities and serious injuries on Oregon’s roadways. By strengthening program management, improving planning and engagement, providing the needed resources, and grounding decisions in reliable data and evaluation, Oregon can continue building a coordinated, evidence-driven safety system.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Program Planning & Administration	UC-1; UC-2; UC-3	NHTSA 402	\$8,444,994
Program Planning & Administration	UC-1; UC-2; UC-3	405d Impaired Driving Mid	\$900,000

Citations

1. NHSTA (2026) *Uniform Guidelines for State Highway Safety Programs*. Available at <https://one.nhtsa.gov/nhtsa/whatsup/tea21/tea21programs/>

Program Area: Roadway Safety

Problem Identification

ODOT's 2026 Transportation Safety Action Plan (TSAP) Transportation Analysis found 5,299 fatal and serious injury crashes associated with roadway departures in 2019-2023, a 36 percent increase from 3,888 in 2014-2018. Roadway departures were associated with 40 percent of all fatal and serious injury crashes in 2019-2023 and were the most prevalent crash attribute in both the 2014-2018 and the 2019-2023 periods. The TSAP designated Roadway Departures as a top-tier emphasis area (1, pp. 4, 7-8).

More recent data from Oregon's Crash Data System found roadway departures accounted for 59 percent of fatalities and serious injuries on rural state highways between 2020 and 2024 (2). Among these roadway departure crashes, 54 percent included at least one co-occurring factor of speeding, distraction, or alcohol impairment. As shown Figure 12 of this plan, Speed and Impairment remain as top behavioral factors in statewide fatalities, while Distracted Driving is increasing at the fastest rate. Each of those corresponding program area chapter in this document identifies problems to address in the FY27-29 cycle. The high frequency of these risky driving behaviors alongside roadway departure crashes demonstrates the need for a targeted approach to speed, distraction, and alcohol impairment , particularly within safety corridors and other high-risk locations.

Opportunities and strategies: The data identify roadway departures as a major contributor to fatal and serious injury crashes, while the Safety Corridor designation process identifies the state highway segments with the greatest demonstrated risk. This creates two linked opportunities within designated corridors: corridor-specific communication and outreach, and repeated visible enforcement focused on the behaviors identified through corridor crash analysis.

Strategies focused on communication and outreach, combined with visible enforcement, are designed to influence driver behavior, improve awareness of roadway risks, and increase compliance with traffic laws. These strategies support the 2026 Transportation Safety Action Plan (TSAP) emphasis on promoting safe system user behavior and reducing fatal and serious injury crashes through coordinated, data-driven approaches.

Partner/stakeholder participation in identifying problems and strategies: Stakeholder input has been gathered through ongoing engagement over the previous 3HSP cycle, including TSO coordination, law enforcement agencies, regional safety partners, local jurisdictions, and public engagement through outreach campaigns and direct inquiries.

Feedback from partners has emphasized the need for increased public awareness of roadway departure risks, safety corridor purpose, and roadside safety behaviors. Law enforcement partners have identified limited capacity for sustained enforcement, reinforcing the importance of combining enforcement with communication and education to increase deterrence and voluntary compliance.

Additional input from internal ODOT coordination and public inquiries has highlighted confusion around safety corridors and safe driving expectations in higher-speed and rural environments. These insights have informed the development of communication, outreach, and enforcement strategies that address both behavioral and environmental risk factors contributing to fatal and serious injury crashes.

Performance Measures

- **UC-5:** Number of fatalities in crashes involving a driver or motorcycle operator with BAC above the state limit (FARS)
- **UC-6:** Number of speeding-related fatalities (FARS)
- **OR-2:** Number of fatalities and serious injuries involving a distracted driver (ODOT CDS)

Strategy #1: Communication and Outreach

Application: Communication and outreach will be tailored using corridor-specific crash, speed, and violation data. Messages will address the crash risks and contributing behaviors identified for designated Safety Corridors and will support repeated visible enforcement when appropriate. Delivery may include paid media, earned media, social media, roadside messaging, and community engagement.

Countermeasures:

Countermeasure #1: Roadway Safety - Communication and Outreach

Justification: NHTSA's *Countermeasures That Work* does not rate standalone general roadway-safety messaging. It directly supports communication when it is integrated with data-targeted enforcement. In the Speeding and Speed Management chapter, CTW rates high-visibility enforcement four stars, describes selecting high-crash or high-violation corridors and widely publicizing enforcement to maximize general deterrence, and states that communication and outreach are essential to successful speed and aggressive-driving enforcement (4). CTW also cautions that anti-speed messages are unlikely to work unless tied to vigorous enforcement and that effects are difficult to sustain without continued investment (4, pp. 4-31 to 4-35).

Uniform Guideline No. 21 (Roadway Safety) supports multidisciplinary corridor safety programs, identification and continuing surveillance of high-crash locations, targeted roadway-safety information, and crash-reduction evaluation (5, pp. 1, 3). Uniform Guideline No. 15 (Traffic Enforcement Service) calls for accurate problem identification, enforcement at appropriate times and locations coupled with communication, and documentation and evaluation of results (6, pp. 3-4). Uniform Guideline No. 19 (Speed Management) supports communication accompanied by enforcement, market research to reach high-risk drivers, and targeting sites and highways with the greatest opportunity to reduce speeding-related crashes (7, pp. 3-5).

Strategy Link to Performance Targets

This strategy supports C-5, UC-6, OR-2. Communication and outreach will focus on the crash risks and contributing behaviors identified for each Safety Corridor and will support visible enforcement when applicable. By increasing awareness and reinforcing compliance with traffic laws, the strategy is intended to contribute to a reduction in fatal crashes.

Strategy #2: Enforcement

Application: Repeated visible enforcement will be deployed only in designated Safety Corridors. The laws and behaviors emphasized in each corridor will be selected from its crash profile and may include speeding or driving too fast for conditions, impairment, distraction, unsafe passing or lane use, following too closely, and move-over violations. Enforcement will be coordinated with communication when appropriate.

Countermeasures:

Countermeasure #1: Visible Enforcement

Justification: Uniform Guideline No. 15 (Traffic Enforcement Services) directly supports traffic enforcement focused on speeding and other hazardous driving behaviors when enforcement is based on accurate problem identification, deployed at appropriate times and locations, coupled with communication, and documented and evaluated (6, pp. 2-4). Uniform Guideline No. 19 (Speed Management) calls for speed enforcement that strategically addresses the locations and conditions most common or hazardous in speeding-related crashes and is coordinated with educational and media activities (7, p. 4). Uniform Guideline No. 21 (Roadway Safety) supports identifying, monitoring, and evaluating countermeasures at high-crash locations and specifically recognizes multidisciplinary corridor safety programs (5, p. 1).

CTW rates the formal speed high-visibility enforcement model four stars and reports that well-implemented campaigns can reduce speeds while enforcement is active, but effects may fade within weeks or months. It recommends repeated or continued deployment and coordinated publicity (4, pp. 4-31 to 4-35). Oregon labels this countermeasure Visible Enforcement because Safety Corridor deployments may not meet the intensity and publicity of a formal HVE campaign. The strategy nevertheless applies the supported elements that fit the program area: data-based Safety Corridor designation, a visible and repeated law-enforcement presence within the corridor, coordinated communication when appropriate, and documentation of results.

Strategy Link to Performance Targets

This strategy supports C-5, UC-6, OR-2. Enforcement will be limited to designated Safety Corridors, and the violations emphasized within each corridor will be selected from its crash, speed, and violation data. By increasing the perceived likelihood of detection and improving compliance with traffic laws, the strategy is intended to contribute to a reduction in fatal crashes.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Communication and Outreach	UC-5, UC-6, OR-2	NHTSA 402	\$59,615
Enforcement	UC-5, UC-6, OR-2	NHTSA 402	\$59,615

Citations

1. Oregon Department of Transportation (ODOT) (2025). "Final Crash Trends Analysis Summary Memo." 2026 Oregon TSAP Update. DKS Associates (Project #25008-000). Accessed at: https://www.oregon.gov/odot/Safety/Documents/2026_Oregon_TSAP_Crash_Trend_Analysis.pdf
2. Oregon Department of Transportation (ODOT) (2026). Crash Data System roadway-departure query, crash years 2020-2024 [Unpublished program analysis].
3. Oregon Department of Transportation (ODOT) (n.d.). Oregon Safety Corridor Guidelines. ODOT Transportation Safety Division. Accessed at: <https://www.oregon.gov/odot/Safety/Documents/SafetyCorridorGuidelines.pdf>

4. Kirley, B. B., Robison, K. L., Goodwin, A. H., Harmon, K. J., O'Brien, N. P., West, A., Harrell, S. S., Thomas, L., & Brookshire, K. (2023, November). *Countermeasures that work: A highway safety countermeasure guide for State Highway Safety Offices, 11th edition, 2023* (Report No. DOT HS 813 490). National Highway Traffic Safety Administration.
5. NHTSA (2017) "Highway Safety Program Uniform Guideline No. 21: Roadway Safety." Uniform Guidelines for State Highway Safety Programs. Accessed at: <https://www.nhtsa.gov/highway-safety-grants-program/uniform-guidelines>
6. NHTSA (2006) "Highway Safety Program Uniform Guideline No. 15: Traffic Enforcement Services." Uniform Guidelines for State Highway Safety Programs. Accessed at: <https://www.nhtsa.gov/highway-safety-grants-program/uniform-guidelines>
7. NHTSA (2009) "Highway Safety Program Uniform Guideline No. 19: Speed Management." Uniform Guidelines for State Highway Safety Programs. Accessed at: <https://www.nhtsa.gov/highway-safety-grants-program/uniform-guidelines>

Program Area: Speed

Problem Identification

Speed continues to be a prevailing factor in fatalities on Oregon roadways. According to FARS data between 2020 and 2024, speed was involved in 30% of fatalities.

Within Oregon, speed is a prevalent factor in fatalities across both urban and rural areas. According to the Oregon's Crash Data System between 2020 and 2024, speed was involved in 33% of fatalities in urban areas, and 36% of rural fatalities¹. Additionally, speed involvement was one of the top 3 factors across all five ODOT Regions in the most recent 3 years of data (2022 – 2024).

When reviewing speed-involved fatalities in Oregon, we see that drivers aged 15–29 represent a disproportionately higher percentage of drivers in speed-involved fatal crashes compared to their share in all fatal crashes.

In recent years, illegal street takeovers and street racing have become more common, creating dangerous situations for all motorists (and bystanders). From 2020-2024, there were 62 speed racing-related crashes, resulting in ten fatalities. Eighty percent of the fatalities due to speed racing that occurred in the past five years happened in Multnomah County. Citations for speed racing have steadily increased with 386 in 2022 and 517 in 2025, a 34% increase.

Opportunities and strategies: TSO works to reduce speed-related deaths and injuries on all Oregon roads through grants to assist law enforcement agencies with enforcement and speed measuring instruments; training in conjunction with DPSST for law enforcement certification on the use of speed measuring instruments; and to provide public information and education efforts.

Law enforcement diligence in high-visibility enforcement remains a top priority to reduce the number of speed-related injuries and deaths on Oregon roadways. Under ORS 810.420, Use of Speed Measuring Device, a police officer may not issue a citation based on a speed measuring device unless the officer has taken and passed a training course, approved by the law enforcement agency that employs the officer, in the use of the speed measuring device.

¹ Note: Oregon's Crash Data System has slightly different criteria for Speed-Involved, causing slight differences compared to the rates in FARS rate.

High Visibility Enforcement (HVE) continues to be a significant part of the Speed Program. It is a key countermeasure to educating the public on speed laws as well as enforcing the laws. TSO will provide grants to local City, County, and Tribal police agencies, as well as the Oregon State Police, to conduct enforcement activities that will maintain or increase compliance with Oregon's posted speed limits.

TSO will support projects that will be used to fund public education through various paid media outlets related to the dangers of speeding. Media may include Public Service Announcements, social media, or print media, and/or new or novel strategies for communicating safety messaging to the public when showcasing the dangers of speeding.

One emerging opportunity in Oregon is the expansion of Speed Safety Camera (SSC) Enforcement in Oregon cities under recent statutory changes, which strengthen the framework for safe, consistent, and equitable deployment of speed cameras. This legislative change creates an opportunity for TSO to support cities in their deployment of SSCs through coordinated public education and media campaigns. Particularly in Region 2 (see appendix), as more cities adopt automated safety technologies, TSO could support awareness and compliance.

Partner/stakeholder participation in identifying the problems and strategies:

Multiple public engagement events were held around the state in order to receive feedback from partners, stakeholders and residents around the state of Oregon. Regarding the Speed Program, residents mentioned the importance of enforcing the "Fatal Five" traffic behaviors – Speed, Occupant Safety, Lane Usage, Impaired Driving and Distracted Driving. The following is feedback from regional public engagement efforts.

- Region 1 - Public Engagement Feedback:
 - In the Portland Metro area, we need to protect pedestrians and bicyclists by slowing traffic in business and residential areas. More funding for Safe Streets to School and active transportation and mass transit options.
 - Crazy drivers - some underage or under the influence, weaving
- Region 2 - Public Engagement Feedback:
 - There is a severe lack of traffic law enforcement, resulting in drivers far exceeding legal limits. ODOT should look for ways to incentivize enforcement.

- ODOT should support grant writing for whatever equipment is required in photo traffic enforcement.
- A lower speed sign is needed prior to the 20 mph approach to the roundabout on 99 West at Clow Corner Road in Polk County.
- Region 3 - Public Engagement Feedback:
 - "Fatal Five" behaviors—Speed, Occupant safety, Lane usage, Impaired driving, and Distracted driving—are the primary targets for Oregon State Police, with speed remaining the number one killer.
 - The recent speed limit reduction on Bayshore Drive was praised due to increased congestion from new commercial developments.
 - Using a decoy or empty police car was suggested to slow drivers down, though it was countered that locals quickly ignore them once they realize the vehicle is empty.
 - Speed trailers equipped with flashing red and blue lights are successfully used in North Bend to catch drivers' attention.
- Region 4 - Public Engagement Feedback:
 - While high speeds are a known issue, driving too slow (e.g., 45 mph on a highway) creates severe tension, leading impatient drivers to make dangerous passes; this needs to be addressed in public education.
- Region 5 - Public Engagement Feedback:
 - The "85th Percentile": People will naturally drive at speeds they feel comfortable with, regardless of enforcement, unless a physical deterrent is immediately present.
 - Extreme speeding is a major issue, with drivers frequently caught traveling over 100 mph on interstates (I-84, I-82), local highways, and local streets.

Performance Measures

- UC-6: Number of speeding-related fatalities (FARS)

Strategy #1: Enforcement

Application: High Visibility Enforcement (HVE) continues to be a significant part of the Speed Program. It is a key countermeasure to educating the public on speed laws as well as enforcing the laws. The more officers you see out on the road, the more responsible behaviors the drivers will use. TSO will partner with Oregon Impact to provide grants to local police departments, sheriffs' offices, and Oregon State Police to

conduct enforcement activities that will maintain and increase compliance with speed laws.

TSO will provide grants to local city, county and Tribal police agencies as well as the Oregon State Police to conduct enforcement activities that will maintain or increase compliance with Oregon's posted speed limits. Funding is provided to local law enforcement agencies with an emphasis on speed enforcement, but also to stop other traffic-related violations when observed. Each law enforcement agency will determine their deployment schedule for their resources and focus on areas with high incidents of speed related problems and crashes.

During the 2026 grant year, 83 local police departments and sheriffs' offices, and the Oregon State Police participated in Oregon's speed HVE program. Many of these agencies enforce restraint laws as a matter of routine when working traffic, however; the smaller local departments often do not have dedicated traffic enforcement officers so rely on the federal funds to work on traffic safety problems in their communities.

Countermeasures:

Countermeasure #1: High-Visibility Enforcement

Justification: NHSTA, *Countermeasures that work* (2023): 4 Star (1)

Strategy Link to Performance Targets:

According to NHTSA, high visibility enforcement is a universal traffic safety approach designed to create deterrence and to change unlawful and dangerous driving behaviors. HVE combines highly visible and proactive law enforcement addressing a specific traffic safety issue. Law enforcement efforts are combined with visibility elements and a publicity strategy to educate the public and promote voluntary compliance with the law.

Strategy #2: Communication and Outreach

Application: This strategy will support projects that will be used to fund public education through various paid media outlets related to the dangers of speeding. Media may include Public Service Announcements, social media, or print media, and/or new or novel strategies for communicating safety messaging to the public when showcasing the dangers of speeding. This project will help address problems identified throughout the Oregon Triennial Highway Safety Plan, such as region-specific challenges and program overlap, such as when speed contributes to crashes otherwise affecting impaired drivers, motorcyclist, and/or pedestrians. Messaging will target the 'everyday speeder' who may not appreciate the increased danger created by their driving

behavior, with an emphasis on the human costs of a crash, rather than legal consequences.

Countermeasures:

Countermeasure #1: Speed – Communication and Outreach

Justification: Highway Safety Program Guideline No. 19. Communication strategies, accompanied by enforcement, can modify driver behavior (2). Communication programs should be developed to ensure motorist acceptance and to enhance compliance with the introduction of revised speed limits and strict enforcement operations. Communication programs and materials should be culturally relevant and multilingual as appropriate. If the public is not aware of, or does not understand, the potential consequences of speeding to themselves and others, they are unlikely to adjust speeds for traffic and weather conditions, or to comply with posted speed limits.

Strategy Link to Performance Targets:

According to the Oregon Transportation Safety Action Plan, speeding is defined as exceeding the speed limit or driving too fast for conditions. Speed influences both the likelihood of a crash and the severity of resulting injuries. Motor vehicle speed is influenced by more than individual driver behavior. Roadway design, land use context, and posted speed limits all affect how fast drivers travel and how forgiving the system is when errors occur. Speed is a central factor influencing crash outcomes across all emphasis areas. Communication and outreach to drivers about the dangers of driving too fast and risky driving behaviors is vital to decreasing the number of speed-related fatalities.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Communication and Outreach	UC-6	NHTSA 402	\$162,585
Enforcement	UC-6	NHTSA 402	\$1,582,495

Citations

1. Kirley, B. B., Robison, K. L., Goodwin, A. H., Harmon, K. J. O'Brien, N. P., West, A., Harrell, S. S., Thomas, L., & Brookshire, K. (2023, November). *Countermeasures that work:*

A highway safety countermeasure guide for State Highway Safety Offices, 11th edition, 2023 (Report No. DOT HS 813 490). National Highway Traffic Safety Administration.

2. NHSTA (2026) *Uniform Guidelines for State Highway Safety Programs*. Available at <https://one.nhtsa.gov/nhtsa/whatsup/tea21/tea21programs/>

Program Area: Traffic Enforcement Services (TES)

Problem Identification

There is an ongoing need to provide traffic enforcement, crash investigation, vehicle skills operation, and case law/trial preparation and testimony training opportunities to Oregon's law enforcement officers. Maintaining currency and certification in the specific disciplines related to traffic enforcement and prosecution is critical to an effective deterrence and enforcement program to prevent traffic crashes in Oregon. As law enforcement agency budgets continue to decline, the reliance on accessible training opportunities is becoming more critical to ensure law enforcement officers maintain their certifications and remain current on case law surrounding traffic safety.

Oregon DMV conviction data for calendar year 2024 shows a total of 754,213 convictions for traffic related or motor vehicle related violations. The majority of these convictions are the result of a transportation system user being involved in a traffic stop. Ongoing training for experienced and new law enforcement officers supports them in their efforts to successfully testify in court, which can support the court in their decision for a conviction. These convictions are one mechanism to drive behavior change and safer transportation system use.

Opportunities and strategies: Ongoing access to traffic safety-related training remains important in ensuring currency and competency in traffic case law, emerging practices, technological advances in traffic enforcement, crash investigation, and skill training. The countermeasure of providing access to this training directly addresses this ongoing need.

Partner/stakeholder participation in identifying problems and strategies: Training of law enforcement officers was not noted in any of the PP&E events. TSO plans to continue to communicate with law enforcement officers and to address the need for accessible training and support related to traffic safety law enforcement activities.

Performance Measures

- UC-1: Number of Traffic Fatalities (FARS)
-

Strategy #1: Education and Training

Application: Training will be provided in various formats including participant support for attendance at conferences, discipline specific training courses, train the

trainer courses, general and specific traffic safety training events, and through the use of recorded and live webinars/meetings.

Countermeasures:

Countermeasure #1: Traffic Enforcement Services Training

Justification: In *Countermeasures That Work*, NHTSA refers to training for law enforcement in the areas of motorcycle safety, older drivers, pedestrian safety, bicycle safety and DUII intervention (1).

Uniform Guidelines No. 15, Section 3 Training (2)

The strategy will be implemented through the execution of grants that provide education and training opportunities to law enforcement officers in Oregon on topics related to traffic safety including but not limited to all items in Uniform Guidelines No. 15 Section 3 (2).

Strategy Link to Performance Targets

Through ongoing access to training and education, Oregon law enforcement officers will continue to be equipped with the skills, case law updates, and discipline specific knowledge needed to enforce traffic safety laws in a safe and professional manner. This sustained, effective enforcement increases the likelihood of citations for violations of Oregon traffic laws, which helps maintain safe driving behaviors and encourages behavior change from risky to compliant practices. As compliant driving becomes more consistent among all transportation system users, it is expected to lead to fewer crashes, injuries, and deaths, positively influencing the selected performance target

Strategy #2: Communication and Outreach

Application: Internal and external communication and outreach opportunities will be provided through projects designed to support law enforcement officer education and awareness about traffic safety issues at the statewide level as well as at the local level based on data or unique community issues. Projects will also support efforts to inform transportation system users about compliant use of the transportation system and how to safely engage with law enforcement officers when involved in a transportation system issue like a crash, or traffic stop.

Countermeasure #2: Traffic Enforcement Services Communications Program

Justification: In *Countermeasures that Work*, under the section “What’s Not Included,” in the section titled About This Guide, see this passage: “For a description of an optimal State countermeasure program, SHSOs should refer to the [*Uniform Guidelines for State*](#)

Highway Safety Programs, which outline the principal components of each major program area (1, 2).“

Uniform Guidelines No. 15, Section 5 Communication Program (2)

The strategy will be implemented through the execution of grants that provide communication and outreach opportunities to law enforcement officers in Oregon on topics related to traffic safety including but not limited to all items in Uniform Guidelines No. 15 Section 5 (2).

Strategy Link to Performance Targets

Through communication and outreach to both law enforcement officers and transportation system users, both groups will build and maintain knowledge of legal requirements for using the transportation system. Sustained communication and outreach efforts will increase the likelihood of compliant driving and equitable enforcement activities. As awareness grows – and compliance improves – the need for traffic enforcement and crashes occurrences are expected to decline. Ultimately, this should lead to fewer traffic injuries and fatalities.

Strategy #3: Enforcement

Application: High Visibility Enforcement (HVE) continues to be a significant part of TSO’s traffic safety programming. It is a key countermeasure to educating the public on traffic laws as well as enforcing the laws. The more officers you see out on the road, the more responsible behaviors the drivers will use. TSO will partner with Oregon Impact to provide grants to local police departments, sheriffs’ offices, and Oregon State Police to conduct enforcement activities that will maintain and increase compliance with traffic laws.

TSO will provide grants to local City, County and Tribal police agencies as well as the Oregon State Police to conduct enforcement activities that will maintain or increase compliance with Oregon’s traffic safety laws. Funding is provided to local law enforcement agencies with an emphasis on prevalent crash factors (speed, impairment, distracted, pedestrian safety, unrestrained), but also to stop other traffic-related violations when observed. Each law enforcement agency will determine their deployment schedule for their resources and focus areas based on historical crash data.

During the 2026 grant year, over 80 local police departments and sheriffs’ offices, and the Oregon State Police participated in Oregon’s HVE program. Many of these agencies enforce restraint laws as a matter of routine when working traffic, however; the smaller

local departments often do not have dedicated traffic enforcement officers so rely on the federal funds to work on traffic safety problems in their communities.

Countermeasures:

Countermeasure #1: High-Visibility Enforcement

Justification:

NHSTA, *Countermeasures that work* (2023): 4 Star (Speed, Distracted, Impaired) (1)

NHSTA, *Countermeasures that work* (2023): 3 Star (Pedestrian) (1)

NHSTA, *Countermeasures that work* (2023): 5 Star (Seatbelts and Child Restraints) (1)

Strategy Link to Performance Targets:

According to NHTSA, high visibility enforcement is a universal traffic safety approach designed to create deterrence and to change unlawful and dangerous driving behaviors. HVE combines highly visible and proactive law enforcement addressing a specific traffic safety issue. Law enforcement efforts are combined with visibility elements and a publicity strategy to educate the public and promote voluntary compliance with the law.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Communication and Outreach	UC-1	NHTSA 402	\$22,462
Education and Training	UC-1	NHTSA 402	\$92,853
Enforcement	UC-1;UC-4; UC-5; UC-6; B-1; OR-1 ; OR-4	NHTSA 402	\$518,721

Citations

1. Kirley, B. B., Robison, K. L., Goodwin, A. H., Harmon, K. J. O'Brien, N. P., West, A., Harrell, S. S., Thomas, L., & Brookshire, K. (2023, November). *Countermeasures that work: A highway safety countermeasure guide for State Highway Safety Offices, 11th edition, 2023* (Report No. DOT HS 813 490). National Highway Traffic Safety Administration.
2. NHSTA (2026) *Uniform Guidelines for State Highway Safety Programs*. Available at <https://one.nhtsa.gov/nhtsa/whatsup/tea21/tea21programs/>

Program Area: Traffic Records

Problem Identification

Oregon does not enjoy a complete traffic records suite of information and lacks the ability to link databases and records in many cases. Regular assessment of traffic records programs confirms this finding and identifies 68 missing, incomplete, unlinked or otherwise imperfect elements (deficiencies) of the traffic records system (subject to a reset in the summer of 2026). Completion of elements (elimination of deficiencies) of the state's traffic records strategic plan will allow Oregon to develop a more complete picture of transportation-related injury and death, which can allow better decision-making.

Opportunities and strategies

Oregon has identified strengths and weaknesses of the state's traffic records systems through an NHTSA-sponsored assessment process and prepared a [Traffic Records Strategic Plan](#), which receives any needed major updates after each assessment cycle (1). The strategic plan provides guidance for Oregon's overall effort, and specifically for where to apply grant-based efforts. The strategy of implementing the plan within available resources allows Oregon to provide decision makers and safety professionals with the insights they need and allows Oregon to provide decision makers and safety professionals with the insights they need.

Partner/stakeholder participation in identifying problems strategies

Partners and stakeholders consistently rate improved and more timely traffic safety records as among their most wanted transportation safety objectives, as they recognize the need for high-quality data. The Traffic Records Strategic Plan provides a guide to reaching what participants express as wanted.

Performance Measures

- **OR-3:** Reduce the number of deficiencies identified in the Traffic Records Strategic Plan

Strategy #1: Traffic Safety Data

Application: The objective of this strategy is to enhance crash data quality using a coordinated effort with ODOT and partner agencies and stakeholders. Because the Traffic Records Strategic Plan is an exhaustive list of wanted improvements to the records systems, Oregon solicits proposals from partner records systems holders, and the Traffic Records Coordinating Committee selects from among the projects to fund through the annual NHTSA funding agreement. Individual database holders and local

data compilers continue to make system improvements outside the grant process as funds become available either from internal or external sources. An example of an outside project is the NHTSA funded improvements to the crash system through improved in-house capabilities coupled with improved data compiler electronic capacities.

Countermeasures:

Countermeasure #1: Implement the Traffic Records Strategic Plan

Justification: The plan establishes a path to model safety data systems (1, 2, 4).

Citation: “A complete TRS is necessary for identifying the locations and causes of crashes, for planning and implementing countermeasures, for operational management and control, and for evaluating highway safety programs and improvements.” (3)

Strategy Link to Performance Targets

Successful implementation of the state Traffic Records strategic plan or elements of the plan will result in improvements to one or more data elements within the spectrum of model traffic records measures, and the improved information will lead to a reduction in traffic fatalities once appropriate countermeasures have been applied based on improved knowledge.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Traffic Safety Data	OR-3	1906	\$877,960
Traffic Safety Data	OR-3	405c	\$1,701,725

Citations

1. Oregon Department of Transportation (ODOT) (2022) Oregon Traffic Records Strategic Plan, Federal Fiscal Year 2023. Available at: <https://www.oregon.gov/odot/Safety/Pages/Traffic-Records.aspx>
2. Smeed, R. J. (1949) “Some Statistical Aspects of Road Safety Research.” *Royal Statistical Society. Journal*. Series A: General, Volume 112, Issue 1, January 1949, Pages 1–32, <https://doi.org/10.2307/2984177>
3. NHSTA (2009) “Highway Safety Program Guideline No. 10: Traffic Records.” Uniform Guidelines for State Highway Safety Programs (accessed 7/21/2026) <https://www.nhtsa.gov/highway-safety-grants-program/uniform-guidelines>
4. Kirley, B. B., Robison, K. L., Goodwin, A. H., Harmon, K. J. O’Brien, N. P., West, A., Harrell, S. S., Thomas, L., & Brookshire, K. (2023, November). *Countermeasures*

that work: A highway safety countermeasure guide for State Highway Safety Offices, 11th edition, 2023 (Report No. DOT HS 813 490). National Highway Traffic Safety Administration.

Program Area: Vehicle Equipment Safety

Problem Identification

Vehicle equipment-related fatal and serious injury outcomes in Oregon increased substantially over the most recent five-year period, although annual counts were volatile. Oregon's Crash Data System (CDS) was used to identify crashes involving an equipment issue or defect, including but not limited to mechanical issues, defective or inadequate brakes, tire failure, or broken trailer connections. These conditions can reduce vehicle control, increase stopping distance, and limit a driver's ability to respond safely to roadway hazards.

During 2020-2024, Oregon recorded 323 fatalities and serious injuries in crashes involving an equipment issue: 41 fatalities and 282 serious injuries. The combined annual count increased from 25 in 2020 to 76 in 2024, a 204% increase, and peaked at 96 in 2023. This sharp increase mirrors the statewide trend in serious injuries.

The five-year average was 65 fatalities and serious injuries per year (8 fatalities and 57 serious injuries). Although the count declined from 2023 to 2024, the 2024 count remained more than three times the 2020 level. The magnitude and sustained elevation of these outcomes identify vehicle equipment safety as a distinct statewide traffic safety priority.

These crashes highlight the role of vehicle condition in both crash occurrence and severity, particularly in situations requiring rapid deceleration or avoidance. These impacts are statewide and affect the general driving population, including drivers operating improperly equipped or maintained vehicles, as well as individuals exposed during roadside events. The proposed strategy therefore uses targeted education and training to address specific, documented information gaps while tracking the outcome through OR-5 (Number of fatalities and serious injuries involving an equipment issue).

Opportunities and strategies

The problem statement identifies equipment-related fatal and serious injury outcomes as the safety problem. Stakeholder input, public inquiries, and program experience identify recurring knowledge gaps related to vehicle capability, braking performance, towing requirements, load securement, preventive maintenance, lawful equipment use, and allowable vehicle modifications. These are specific topics that education and training can address.

Equipment condition and configuration play a critical role in crash avoidance and severity, particularly in scenarios requiring rapid response to roadway hazards such as wildlife crossings, sudden stops, or changing roadway conditions. Inadequate braking performance, improper load distribution, or unsecured cargo can reduce vehicle control, increase stopping distance, and contribute to roadway departure and secondary crash risk.

Targeted education and training strategies can improve understanding of vehicle equipment standards, safe towing and load securement practices, and preventive maintenance. The strategy will use specific messages tied to Oregon requirements and practical vehicle checks, distribute them through DMV and other partners, and evaluate reach and knowledge or intended-behavior outcomes where feasible. This approach supports Oregon's Transportation Safety Action Plan (TSAP) emphasis on Safe System user behavior and public understanding of safety responsibilities (1).

Partner/stakeholder participation in identifying problems and strategies

Stakeholder input has been gathered through ongoing engagement over the previous 3HSP cycle, including TSO conferences, DMV interactions, law enforcement agencies, internal ODOT coordination, and public inquiries received through call centers, email, and website engagement.

Feedback has consistently identified gaps in public understanding of vehicle equipment laws, particularly related to towing, braking requirements, load securement, and allowable vehicle modifications. Public and partner input has highlighted confusion regarding stopping distances for vehicle and trailer combinations and the role of properly functioning braking systems in preventing crashes.

Additional coordination with law enforcement and partner agencies has identified limited enforcement capacity and competing priorities, reinforcing the need for education-focused strategies to improve voluntary compliance. The program also leverages access to technical standards and best practices, including resources available through Society of Automotive Engineers (SAE) materials, to ensure that education and outreach reflect current vehicle safety standards and emerging technologies.

Performance Measures

- OR-5: Number of fatalities and serious injuries involving an equipment issue (ODOT CDS)

Strategy #1: Education and Training

Application: Statewide education and training efforts will be implemented to increase awareness of vehicle equipment safety standards, proper maintenance, and lawful operation. Activities will include development and distribution of educational materials, public awareness campaigns, and targeted outreach related to high-risk areas such as braking systems, tire condition, lighting, towing practices, load leveling, and cargo securement.

Educational efforts will emphasize the relationship between vehicle condition and crash risk, including the ability to safely respond to roadway hazards such as wildlife crossings, sudden traffic changes, and adverse weather conditions. Messaging will be informed by crash data, stakeholder input, and identified knowledge gaps and will be delivered through multiple channels including DMV field offices, digital platforms, partner agencies, and public engagement opportunities.

Where applicable, educational materials will incorporate nationally recognized technical guidance, including SAE standards, to support accurate and consistent messaging related to vehicle performance and safety.

Implementation will be evaluated using project-level measures such as materials distributed, partner participation, audience reach and engagement, and, when feasible, pre/post knowledge or intended-behavior measures. These measures will be used alongside OR-5 to refine topics and delivery channels.

Countermeasures:

Countermeasure #1: Vehicle Equipment Training and Education

Justification: Vehicle equipment safety risks occur statewide across all roadway types and jurisdictions. There are a variety of factors that can cause vehicle equipment safety issues, including

- Increasing aftermarket vehicle modifications may not meet safety standards and can introduce safety risks,
- Equipment failures (e.g., braking systems, tires, steering components) contribute to crash occurrence and severity,
- Improper towing practices, load leveling, and unsecured cargo can reduce vehicle stability, increase stopping distance, and contribute to roadway departure and crash severity,
- Equipment limitations may reduce a driver's ability to safely respond to roadway hazards, including wildlife crossings and sudden changes in traffic conditions,
- Improper equipment and mechanical failures increase the likelihood of roadside breakdowns and exposure events, and
- Lack of awareness of equipment laws results in unintentional non-compliance across the driving population.

Uniform Guideline No. 4 (Driver Education) provides support for this activity by identifying vehicle technology and the benefits of braking, traction, intelligent handling, and stability systems, as well as critical vehicle systems requiring preventive maintenance, as driver education content (2). It also calls for data-driven programming, adult driver training and retraining, communication strategies that support program elements, and program evaluation. Together, these provisions support an education-based activity addressing equipment-related risks, preventive maintenance, and safe vehicle operation (2, pp. 1, 3–4). *Countermeasures That Work* (CTW) does not identify vehicle-equipment education as a separately evaluated or star-rated countermeasure. Its

direct support is cross-cutting: CTW advises that education and awareness rarely work in isolation, should address a documented information gap, should use specific messages, and should be part of a broader behavior-change strategy (3, Introduction, p. 2). CTW also directs States to identify problems through systematic data collection and analysis, evaluate innovative approaches, and apply Safe System layers that include safer vehicles (3, pp. xiii-xiv and Introduction, p. 3). Accordingly, this activity uses Oregon’s Crash Data System to prioritize equipment topics, ties messages to Oregon laws and practical maintenance actions, uses partner delivery channels, and includes project-level evaluation; it does not rely on general awareness messaging alone.

Strategy Link to Performance Targets

This strategy supports OR-5: Number of fatalities and serious injuries in crashes involving an equipment issue (ODOT CDS). OR-5 directly measures the fatal and serious injury outcome identified in the problem statement and is more specific than total traffic fatalities. Education and training will focus on equipment topics reflected in the problem identification, including braking systems, tires and wheels, steering components, towing and trailer connections, load securement, and preventive maintenance.

Federal Fund Description

Countermeasure Strategy	Performance Measure	FY27-29 Funding Source ID	Estimated 3-Year Allocation
Education and Training	OR-5	NHTSA 402	\$32,517

Citations

1. Oregon Department of Transportation (ODOT) (2026) Oregon Transportation Safety Action Plan (Draft). May 2026. Accessed at: https://www.oregon.gov/odot/Safety/Documents/Draft_2026_Transportation_Safety_Action_Plan_Formatted.pdf
2. NHTSA (2009) “Highway Safety Program Uniform Guideline No. 4: Driver Education.” Uniform Guidelines for State Highway Safety Programs. Accessed at: <https://www.nhtsa.gov/highway-safety-grants-program/uniform-guidelines>
3. Kirley, B. B., Robison, K. L., Goodwin, A. H., Harmon, K. J., O’Brien, N. P., West, A., Harrell, S. S., Thomas, L., & Brookshire, K. (2023, November). Countermeasures that work: A highway safety countermeasure guide for State Highway Safety Offices, 11th edition, 2023 (Report No. DOT HS 813 490). National Highway Traffic Safety

Administration. https://www.nhtsa.gov/sites/nhtsa.gov/files/2023-12/countermeasures-that-work-11th-2023-tag_0.pdf

Section 5: Performance Plan & Alignment

Introduction

Oregon Department of Transportation (ODOT) Transportation Safety Office (TSO) developed its safety targets through a collaborative, data-driven process that included reviewing prior target-setting methods, consulting with other state traffic safety commissions, analyzing trend patterns, and running scenario modeling.

Target setting began with developing historical baseline datasets. For Universal Core (UC) and Strategic Core (SC) measures, FARS was used as the baseline data source. For the State-Developed (OR) measures, the state crash data system (CDS) and the Traffic Records Strategic Plan served as baseline sources.

ODOT will establish specific annual targets for 2027, 2028, and 2029, listed in Figure 16 below. This approach supports clearer progress tracking and more consistent communication, rather than setting only a 2029 target with intermediate “goal” years.

Statewide Target Coordination Statement

In accordance with current federal regulations §1300.11(b)(3), Oregon’s Highway Safety Improvement Program (HSIP) and 3HSP targets for Fatalities (UC-1), Serious Injuries (UC-2), and Fatalities per 100 million VMT (UC-3) must be aligned. For the FY27–29 cycle, Oregon will use the five-year moving average for UC-1, UC-2, and UC-3 to better align with the HSIP performance measures. A key consideration for these three measures is that the five-year moving average will include post-pandemic peaks, which will influence performance outcomes for several years and make year-to-year improvements harder to discern. All performance targets are quantifiable, measurable, and demonstrate constant or improved performance across the three-year period, in compliance with §1300.11(b)(3)

Long-term vision vs. near-term performance targets. As part of TSO’s efforts to align with the TSAP, it is important to highlight the distinction between the TSAP vision of zero fatalities and serious injuries by 2050 and federal requirement to set a numerical target each calendar year. Vision Zero is a long-term, aspirational commitment to an Oregon transportation system with no deaths or serious injuries. Safety performance targets are near-term accountability tools to assess the outcomes of past and current programs, policies, and projects.

Figure 16: FY27-29 Triennial Performance Measure

PERFORMANCE MEASURE	ACTUALS					TARGETS		
	2020	2021	2022	2023	2024	2027	2028	2029
UC-1: Number of Traffic Fatalities 5-Yr Average (FARS)	488	508	541	558	567	552	551	549
UC-2: Number of Traffic Serious Injuries 5-Yr Average (ODOT CDS)	1,783	1,888	2,197	2,602	2,953	2,602	2,602	2,602
UC-3: Fatalities per 100M Vehicle Miles Traveled 5-Yr Average (FARS)	1.37	1.42	1.52	1.56	1.57	1.55	1.54	1.54
UC-4: Number of unrestrained passenger vehicle occupant fatalities (FARS)	98	118	108	111	103	102	101	100
UC-5: Number of fatalities involving a driver or motorcycle operator with a BAC over the state limit (FARS imputed)	184	217	236	197	178	176	174	171
UC-6: Number of speeding-related fatalities (FARS)	135	161	215	192	163	161	160	156
UC-7: Number of pedestrian fatalities (FARS)	71	86	123	101	96	96	95	94
SC-1: Number of bicyclist fatalities (FARS)	14	18	13	17	11	11	11	10
SC-2: Number of motorcyclist fatalities (FARS)	69	86	98	70	85	84	84	82
SC-3: Number of drivers age 20 or younger involved in fatal crashes (FARS)	59	43	51	54	58	58	57	57
OR-1: Number of fatalities and serious injuries involving a distracted driver (ODOT CDS)	227	452	515	616	638	636	635	632
OR-2: Number of unhelmeted motorcyclist fatalities (FARS)	5	5	7	3	7	7	7	6
OR-3: Number of deficiencies in the Strategic Traffic Records Plan	N/A	68	68	68	68	67	67	66
OR-4: Number of drug-involved fatalities (ODOT CDS)	250	277	307	311	277	276	274	271
OR-5: Number of fatalities and serious injuries involving equipment issues (ODOT CDS)	25	54	72	96	76	75	74	72
OR-6: Number of roadside fatalities on interstate or non-interstate freeways (ODOT CDS)	2	3	1	8	3	3	2	2
OR-7: Rural Fatalities per 100 million VMT	2.29	2.31	2.20	2.12	1.90	1.89	1.87	1.84
B-1) Observed seat belt use for passenger vehicles, front seat outboard occupants (survey)	94.6	94.9	96.5	97	95.5	96	96.5	97.0

Performance Measures

UC-1: Number of Traffic Fatalities 5-Yr Average (FARS)

Target Justification: As a starting point, Oregon has used 95% confidence intervals around historic year-over-year changes in the five-year moving averages of fatalities going back to 2000. These confidence intervals reflect statistical uncertainty based on historic changes in the five-year moving averages. Using these upper and lower bounds provided a data-driven range in which the underlying year-over-year trend is likely to fall. This helped ensure that targets remain grounded in historical trends. Next, TSO ran scenarios on multiple potential target values, informed by the historical patterns and bounded by the confidence intervals described above. This approach enabled TSO to test various aspirational yet attainable targets and align with ODOT safety goals.

As described in detail in Section 3, Fatalities and Fatalities per 100 million VMT experienced surges during the pandemic era, with recent easing in 2023 and 2024. The surges will be reflected in the five-year average for years to come. Given these considerations, Oregon’s UC-1 targets will be a 1% reduction in 2027, a 1.25% reduction in 2028, and a 1.5% reduction in 2029 based on the 2020-2024 five-year average baseline values.

Current Safety Level is 567, which is the 5-Year Average measured in 2024.

3HSP Target is set at 549.

BASELINE (5-Yr Average)					TARGETS (5-Yr Average)		
2020	2021	2022	2023	2024	2027	2028	2029
488	508	541	558	567	552	551	549

UC-2: Number of Traffic Serious Injuries 5-Yr Average (ODOT CDS)

Target Justification: Beginning in 2022, analysts observed a notable divergence in trends: serious injuries increased sharply – approximately 80% above historical expectations (based on the 2016–2019 average) while fatalities rose more moderately, by about 25%. This pattern intensified in 2023, with serious injuries climbing roughly 102% above historic expectations, while fatalities remained relatively stable at around 22% above expected levels.

To better understand these patterns, internal validation analyses were conducted using multiple views of the crash data. The rise in serious injuries appears consistent across counties and across various reporting agencies, indicating that the increase is not confined to any single jurisdiction, geographic area, or reporting entity.

ODOT’s Research Division is exploring opportunities to further investigate this emerging traffic-safety concern. Based on the observed trends, Oregon’s target for UC-2 was set using the 2019-2023 five-year average, with the aim of preventing additional increases by maintaining the 2019-2023 average as baseline.

Current Safety Level is 2,953, which is the 5-Year Average measured in 2024.

3HSP Target is set at 2,602.

BASELINE (5-Yr Average)					TARGETS (5-Yr Average)		
2020	2021	2022	2023	2024	2027	2028	2029
1,783	1,888	2,197	2,602	2,953	2,602	2,602	2,602

UC-3: Fatalities per 100M Vehicle Miles Traveled 5-Yr Average (FARS)

Target Justification: As a starting point, Oregon used 95% confidence intervals around historic year-over-year changes in the five-year moving averages of fatalities going back to 2000. These confidence intervals reflect statistical uncertainty based on historic changes in the five-year moving averages. Using these upper and lower bounds provided a data-driven range in which the underlying year-over-year trend is likely to fall. This helped ensure that targets remain grounded in historical trends.

Next, TSO ran scenarios on multiple potential target values, informed by the historical patterns and bounded by the confidence intervals described above. This approach enabled TSO to test various aspirational yet attainable targets.

As described in detail in Section 3, Fatalities and Fatalities per 100 million VMT experienced surges during the pandemic era, with recent easing in 2023 and 2024. The surges will be reflected in the five-year average for years to come. Given these considerations, Oregon’s UC-3 targets will be a 1% reduction in 2027, a 1.25% reduction in 2028, and a 1.5% reduction in 2029 based on the 2020-2024 5-year average baseline values.

Current Safety Level is 1.57, which is the 5-Year Average measured in 2024.

3HSP Target is set at 1.54.

BASELINE (5-Yr Average)					TARGETS (5-Yr Average)		
2020	2021	2022	2023	2024	2027	2028	2029
1.37	1.42	1.52	1.56	1.57	1.55	1.54	1.54

UC-4: Number of unrestrained passenger vehicle occupant fatalities (FARS)

Target Justification: The number of unrestrained passenger vehicle occupants climbed considerably during the pandemic, faster than fatalities overall. The number has eased slightly off its peak in 2021 but persists above 100 in each of the last four years of FARS data. Unrestrained passenger vehicle occupant fatalities saw a softer decline in 2023 and 2024 when compared to fatalities overall. Given these considerations, Oregon’s UC-4 target will be 102 for FY27, 101 for FY28, and 100 for FY29.

Current Safety Level is 103 from year 2024. 3HSP Target is set at 100.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
98	118	108	111	103	102	101	100

UC-5: Number of fatalities involving a driver or motorcycle operator with a BAC over the state limit (FARS imputed)

Target Justification: Historical data show a consistent rise in alcohol-impaired fatalities beginning in 2017, a trend that intensified during the COVID-19 pandemic when both national and state data indicated increased alcohol involvement in crashes. More recently, however, there are encouraging signs of progress. In Oregon, fatalities involving alcohol impairment have declined at a faster rate than overall fatalities in the most recent two years of FARS data.

Another relevant consideration when setting this target is a recent legislative change authorizing Certified Phlebotomy Technicians (CPTs) to collect blood samples for chemical alcohol analysis in DUII investigations. This change may streamline and encourage BAC evidence collection, strengthen adjudication, and ultimately support improved safety outcomes. Given these considerations, Oregon UC-5 target will be 176 for FY27, 174 for FY28, and 171 for FY29.

Current Safety Level is 178 from year 2024. 3HSP Target is set at 171.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
184	217	236	197	178	176	174	171

UC-6: Number of speeding-related fatalities (FARS)

Target Justification: Speeding-related fatalities have dropped substantially during the most recent two years of FARS data. Speeding continues to be an area of emphasis for Oregon, as it is a factor in 30% of all fatalities. Recent legislative changes may ease the implementation of photo enforcement within the state. Oregon will continue to monitor this changing landscape and resulting project opportunities. In Oregon, fatalities involving speed have declined at a faster rate than overall fatalities in the most recent two years of FARS data. Given these considerations, Oregon’s UC-6 target will be 161 for FY27, 160 for FY28, and 156 for FY29.

Current Safety Level is 163 from year 2024. 3HSP Target is set at 156.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
135	161	215	192	163	161	160	156

UC-7: Number of pedestrian fatalities (FARS)

Target Justification: In line with national trends, Oregon has seen the share of pedestrian fatalities rise over the last 5 years of FARS data. Preliminary 2025 state crash data show pedestrian fatalities holding flat compared to the prior year, even as overall fatalities dropped 9%. Given these considerations, the reduction target for UC-7 will be set slightly more conservatively than the overall fatality target: 96 for FY27, 95 for FY28, and 94 for FY29.

Current Safety Level is 96 from year 2024. 3HSP Target is set at 94.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
71	86	123	101	96	96	95	94

SC-1: Number of bicyclist fatalities (FARS)

Target Justification: The baseline numbers for SC-1 are low and volatile, which creates a challenge for setting an appropriate target. The average over the last five years is 15, and preliminary state crash data for 2025 shows a historic high of 22 bicyclist fatalities.

Additional factors to consider when setting this target are the increase in e-bike adoption and the introduction of new micromobility devices, both of which are creating new challenges for safety programming as Oregon adapts to shifting transportation modes, device definitions, increased ridership, and evolving data collection needs.

Given these considerations, Oregon's SC-1 reduction target will be slightly more conservative than fatalities overall, and set at 11 for FY27, 11 for FY28, and 10 for FY29.

Current Safety Level is 11 from year 2024. 3HSP Target is set at 10.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
14	18	13	17	11	11	11	10

SC-2: Number of motorcyclist fatalities (FARS)

Target Justification: Baseline data for SC-2 tends to fluctuate more than overall fatalities and is not always closely correlated. As shown in Figure 10 in Section 3, motorcyclist fatalities in the state crash system have increased faster than overall fatalities in the most recent three years compared to the prior three-year period. Two additional considerations for target setting are the potential shift toward fuel-efficient modes, which may result in more motorcyclists on the road in the coming years as well as potential legislative changes to repeal the helmet law. Given these factors, the SC-2 target will be set at 84 for FY27, 84 for FY28, and 82 for FY29.

Current Safety Level is 85 from year 2024. 3HSP Target is set at 82.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
69	86	98	70	85	84	84	82

SC-3: Number of drivers age 20 or younger involved in fatal crashes (FARS)

Target Justification: Baseline data for SC-3 has increased in each of the last three years, even as overall fatalities have declined, indicating a distinct trend that warrants consideration. This upward trend, combined with the absence of mandatory driver education in Oregon and limited funding to expand instructor capacity, suggests that progress may be more difficult to achieve. Given these considerations, Oregon's SC-3 reduction target will be slightly more conservative than the overall fatality target, and set at 58 for FY27, 57 for FY28, and 57 for FY29.

Current Safety Level is 58 from year 2024. 3HSP Target is set at 57.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
59	43	51	54	58	58	57	57

OR-1: Number of fatalities and serious injuries involving a distracted driver (ODOT CDS)

Target Justification: This is one of two performance measures that combines fatal and serious injuries, a deliberate choice intended to better reflect the true magnitude of distracted driving given detection challenges. The measure has been steadily increasing in recent years, mirroring the rise in serious injuries statewide. However, when examining distracted-driving fatalities alone (Figure 12 in Section 3) it shows distracted driving has been the fastest-growing contributing factor in statewide fatalities over the most recent three-year period, signaling an escalating safety concern. Given these considerations, the OR-1 target will be 636 in FY27, 635 in FY28, and 632 in FY29.

Current Safety Level is 638 from year 2024. 3HSP Target is set at 632.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
227	452	515	616	638	636	635	632

OR-2: Number of unhelmeted motorcyclist fatalities (FARS)

Target Justification: The baseline numbers for SC-1 are low and volatile, which creates a challenge for setting an appropriate target. Another important factor is the potential for legislative changes that could repeal Oregon’s current helmet law. Repealing the helmet law is consistently brought before the state legislature during session and could influence future trends in OR-2. Given these considerations, the OR-2 target will be set at 7 for FY27, 7 for FY28, and 6 for FY29.

Current Safety Level is 7 from year 2024. 3HSP Target is set at 6.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
5	5	7	3	7	7	7	6

OR-3: Number of deficiencies in the Strategic Traffic Records Plan

Target Justification: In 2021 NHSTA facilitated a traffic records assessment. From that assessment, deficiencies were highlighted in the current system. TSO will use the total number of deficiencies as identified by the traffic records assessment as a measure. Deficiency elimination will be measured and recorded yearly by individual system owners and independently verified every 5 years via re-assessment.

It is expected that activities conducted during the FY27-29 cycle will reduce deficiencies. Oregon continually looks for cost-effective opportunities to reduce deficiencies within traffic records systems, but deficiencies remain challenging and costly to correct. Given these considerations, the OR-3 target will be 67 for 2027, 67 for 2028 and 66 for 2029.

Current Safety Level is 68 from year 2024. 3HSP Target is set at 66.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
N/A	68	68	68	68	67	67	66

OR-4: Number of drug-involved fatalities (ODOT CDS)

Target Justification: Historical data show that drug-involved fatalities in Oregon have increased significantly over the past decade. Legalization of recreational marijuana in 2015 contributed to shifts in substance-use patterns, and this was later compounded by the COVID-19 pandemic. According to NHTSA publications, the pandemic brought notable changes, including increased risk-taking driving behaviors and a higher prevalence of alcohol and drug-involved crashes. Given these combined influences, Oregon's OR-4 reduction target will be set slightly more conservatively than the overall fatality target. The proposed targets are 276 for FY27, 274 for FY28, and 271 for FY29.

Current Safety Level is 277 from year 2024. 3HSP Target is set at 271.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
250	277	307	311	277	276	274	271

OR-5: Number of fatalities and serious injuries involving an equipment issue (ODOT CDS)

Target Justification: This is one of two performance measures that combine fatal and serious injuries. These injury types are grouped together because the crash factor being assessed has a narrow scope. This narrow scope leads to low and volatile annual fatality counts, yet it offers a stable and direct way to track progress in the Vehicle Equipment program area. Similar to the statewide serious injury counts (UC-2), this measure has been steadily increasing in recent years. It is worth noting that fatal and serious injuries related to equipment issues declined steeper than statewide numbers in 2024, resulting in a more ambitious target than UC-2. Given these considerations, the OR-5 target will be 75 in FY27, 74 in FY28, and 72 in FY29.

Current Safety Level is 76 from year 2024. 3HSP Target is set at 72.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
25	54	72	96	76	75	74	72

OR-6: Number of roadside fatalities on interstate or non-interstate freeways (ODOT CDS)

Target Justification The baseline numbers for OR-6 are low and volatile, which creates a challenge for setting an appropriate target yet offers a stable and direct way to track progress in the Driver and Officer Safety Education program. Given these considerations, Oregon's OR-6 target will be 3 for FY27, 2 for FY28, and 2 for FY29

Current Safety Level is 3 from year 2024. 3HSP Target is set at 2.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
2	3	1	8	3	3	2	2

OR-7: Rural Fatalities per 100 million VMT (FARS)

Target Justification: The rural fatality rate in Oregon has been dropping steadily since its peak in 2021. In 2024 the rural fatality rate was less than 2 for the first time since the pandemic. These are promising signs of continued progress. Given these considerations, Oregon's OR-7 target will be 1.89 for 2027, 1.87 for 2028 and 1.84 for 2029.

Current Safety Level is 1.90 from year 2024. 3HSP Target is set at 1.84.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
2.29	2.31	2.20	2.12	1.90	1.89	1.87	1.84

B-1) Observed seat belt use for passenger vehicles, front seat outboard occupants (survey)

Target Justification: Oregon continues to maintain one of the highest observed seat belt use rates in the country, consistently over 95 percent. While this places the state above the national average, Oregon still experiences more than 100 passenger-vehicle occupant fatalities each year.

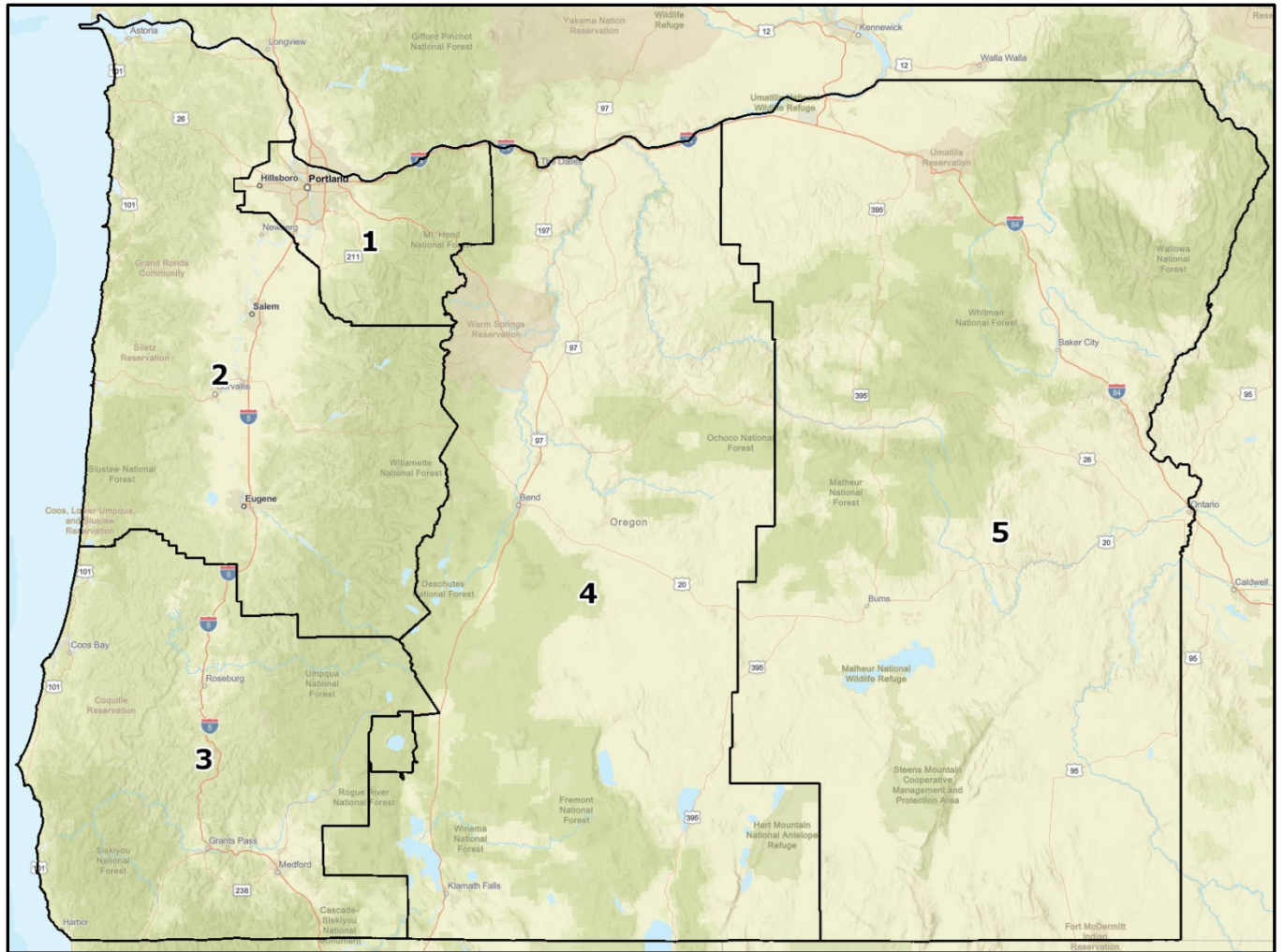
Given these considerations, Oregon’s B-1 target will increase slightly over the next three years. This reflects both the state’s high performance relative to the nation and the need for continued programming to reach high-risk groups and circumstances. The proposed targets are 96.0 for FY27, 96.5 for FY28, and 97.0 for FY29.

Current Safety Level is 95.5 from year 2024. 3HSP Target is set at 97.0.

BASELINE					TARGETS		
2020	2021	2022	2023	2024	2027	2028	2029
94.6	94.9	96.5	97.0	95.5	96.0	96.5	97.0

Section 6: Appendix

Figure 1: Oregon Department of Transportation's Region Map



**OREGON DEPARTMENT OF TRANSPORTATION,
TRANSPORTATION SAFETY OFFICE**

COMMUNITY ENGAGEMENT PLAN



**TRANSPORTATION SAFETY
OFFICE MISSION STATEMENT:**

To prevent transportation deaths and serious injuries in Oregon by positively influencing all road user behaviors through the development and implementation of safety programs with local, county, tribal and state partnerships.

ABOUT THIS PLAN

This Community Engagement Plan is the product of a strategic collaboration between the Oregon Department of Transportation's Transportation Safety Office (ODOT-TSO) and Portland State University's (PSU) Center for Public Service (CPS). Grounded in a comprehensive review of national best practices and informed by the direct experience of ODOT-TSO staff, this plan provides a clear framework for meaningful and effective community engagement. Its purpose is to guide the implementation of public participation and engagement activities that will inform Oregon's Triennial Highway Safety Plan (3HSP) and related safety initiatives, ensuring the process is equitable, data-driven, and responsive to the diverse needs of all communities across the state. The primary goal is to ensure this process fosters meaningful public engagement in shaping the future of transportation safety in Oregon.

ABOUT THE CENTER FOR PUBLIC SERVICE

The Center for Public Service (CPS) is housed within the Mark O. Hatfield School of Government at Portland State University. Its mission is to help connect academic professionals, practitioners, consultants, trainers, and students with expertise in consulting, research, and professional development to practitioners in the public service sector who share our interest in public service leadership and organizational capacity building.

With decades of experience delivering high-quality consulting, research, and professional development to public and nonprofit organizations located in the Pacific Northwest, as well as in international settings such as Vietnam, Japan, and China, CPS offers the cost competitiveness of a not-for-profit organization, the intellectual content of a leading academic center, and the client-driven flexibility of a traditional consulting firm.



EXECUTIVE SUMMARY

This Community Engagement Plan establishes a clear and consistent framework for the Oregon Department of Transportation's Transportation Safety Office (ODOT-TSO), Portland State University's (PSU) Center for Public Service (CPS) and ODOT-TSO developed the plan through a collaboration that drew on a comprehensive review of national best practices in public engagement and the needs identified by ODOT-TSO staff. The primary purpose of this plan is to ensure that all engagement is meaningful, equitable, and effective in shaping transportation safety decisions.

ODOT-TSO staff continually engage the public and work closely with community-based organizations throughout Oregon. As a result, this plan focuses on several key objectives, including establishing a data-driven foundation for planning, providing procedural clarity for ODOT-TSO staff, establishing an efficient and effective strategy for public engagement, coordinating outreach efforts across programs, increasing the effectiveness of reporting, and ensuring public input influences key state and federal safety documents (such as the Triennial Highway Safety Plan and Annual Grant Applications).

Designed as a strategic toolkit, this document guides planning, implementation, and evaluation of engagement activities. It is not intended to establish policy or duplicate other resources that provide general guidance on meeting facilitation or community relationships. Instead, it focuses on data-driven decision-making; the principles that ground ODOT-TSO community engagement; and the supporting processes to ensure that the feedback gathered is accessible, relevant, and impacts traffic safety programs and planning.

Although not the primary purpose, the plan also notes external resources staff can consult to design strategies to reach diverse target audiences across the state.

This plan will be implemented as a pilot in the coming year, establishing a foundation for continuous improvement. ODOT-TSO and PSU CPS will evaluate and refine the processes based on feedback and performance to ensure engagement strategies remain adaptive, equitable, and effective.

TABLE OF CONTENTS

EXECUTIVE SUMMARY.....	II
INTRODUCTION	1
Purpose and Scope of the Community Engagement Plan	1
Purpose and Usefulness of Public Engagement at ODOT-TSO	2
PRINCIPLES FOR EFFECTIVE PUBLIC ENGAGEMENT	4
TRANSPORTATION SAFETY ENGAGEMENT GOALS AND STEPS	6
Engagement in Plan Preparation.....	6
Annual and Ongoing Engagement	9
ELEMENTS OF AN ANNUAL ENGAGEMENT WORK PLAN	12
ESTABLISHING A DATA FOUNDATION.....	14
ENGAGEMENT DATA COLLECTION, TRACKING, ANALYSIS, AND EVALUATION.....	15
Tracking Engagement	15
Implementation and Support.....	16
Evaluation Methodology and Performance Measures	16
ROLES AND RESPONSIBILITIES FOR ENGAGEMENT	18
NEXT STEPS.....	19
APPENDIX A. GLOSSARY OF KEY TERMS	21
APPENDIX B. CONTEXT AND REGULATORY COMPLIANCE	24
APPENDIX C. GHSA ENGAGEMENT DEFINITIONS	28
APPENDIX D. METHODOLOGY AND DATA ANALYSIS	30
APPENDIX E. RESOURCES FOR ENGAGEMENT	33
Appendix E1. Modes of Public Engagement.....	33
Appendix E2. Strategic Considerations for Engagement Activities	34
Appendix E3. Sample Community Engagement Activity Checklist	36

APPENDIX F. CULTURAL COMPETENCY AND INCLUSION	38
Appendix F1. Overrepresented and Underserved Communities	38
Appendix F2. LEP Speakers in Oregon	40
Appendix F3. Culturally Responsive and Inclusive Checklists	44
APPENDIX G. REPORTING AND TRACKING ENGAGEMENT	46
Appendix G1. Public Comment Data Collection and Tracking Process	46
Appendix G2. Engagement Activity Report.....	53
Appendix G3. Contacts at Key CBOs and Partners	57
APPENDIX H. FRAMEWORK FOR ADAPTIVE GOAL SETTING	60
The SMART Framework	60
ODOT-TSO Goal Templates	62

FIGURES

FIGURE 1. NHTSA 3HSP CYCLE.....	11
FIGURE 2. DIAGRAM OF NHTSA REGULATORY COMPLIANCE.....	27

TABLES

TABLE 1. BRIEF EXAMPLE OF WORK PLAN FORMAT	12
TABLE 2. SPEAKERS WITH LEP BY TOTAL POPULATION.....	41
TABLE 3. SPEAKERS WITH LEP BY LANGUAGE GROUP	42

INTRODUCTION

Purpose and Scope of the Community Engagement Plan

The primary purpose of this Community Engagement Plan is to establish a clear, comprehensive, and consistent framework for public participation and engagement in the ODOT-TSO's highway safety programs.

This plan aims to:

- Facilitate meaningful, equitable, and effective community involvement in behavioral transportation safety decisions.
- Enhance transparency, build trust, and foster collaborative relationships with the public and community partners.
- Provide a clear, comprehensive, and consistent framework for public participation and engagement in ODOT-TSO's highway safety programs.
- Satisfy the Public Participation and Engagement (PP&E) requirements outlined in federal regulations (23 CFR § 1300.11).

The framework and processes detailed here align with the United States National Highway Traffic Safety Administration (NHTSA) processes and regulatory framework, specifically the Triennial Highway Safety Plan (3HSP), Annual Grant Application (AGA), and Annual Report (AR) (see Appendix B. Context and Regulatory Compliance). It also considers the engagement goals of both ODOT-TSO and the State of Oregon, underscoring the importance of public involvement in decision-making.

Based on the review of best practices, this plan is a Community Engagement Plan rather than one focused narrowly on PP&E. This distinction is critical because a broader community engagement framework expands beyond procedural compliance to better align with ODOT-TSO's desire for meaningful, relationship-based outreach (see Appendix C. GHSA Engagement Definitions). This approach frames PP&E as one specific, required component within a larger, more holistic strategy to build public trust and engage the public.

Furthermore, this plan is designed to be adaptive. Federal requirements for public participation reporting are currently under review.¹ These pending changes reinforce this plan's strategic focus on building a framework for meaningful engagement rather than one focused solely on procedural compliance. ODOT-TSO and PSU-CPS will monitor these developments and adjust this plan's specific reporting procedures as needed.

The scope of this plan is twofold:

1. To articulate the framework and processes for planning, conducting, evaluating, and reporting on ODOT-TSO's public engagement efforts related to transportation safety planning and program improvement.
2. To identify areas of alignment with NHTSA requirements where permissible and appropriate.

This plan adopts a toolkit approach, designed primarily to support the ODOT-TSO Program Analysts.² While it is not intended to duplicate existing resources, it serves to increase transparency for community members who wish to engage with ODOT-TSO programs across Oregon.

Purpose and Usefulness of Public Engagement at ODOT-TSO

Public engagement can mean different things, taking many forms depending on its intended purpose. This plan distinguishes between two core approaches: community engagement (a collaborative and relationship-building endeavor) and public participation (a procedural requirement). As endorsed by the Governor's Highway Safety Association (GHSA), both are essential for effective transportation safety decision-making (see Appendix C. GHSA Engagement Definitions).

¹See the [*NHTSA Notice of Proposed Rulemaking*](#) (Docket No. NHTSA-2025-0061), which proposes removing PP&E reporting from the 3HSP to reduce administrative burden, or the accompanying *Best Practices Review* for more detail.

² ODOT-TSO staff include both Program Analysts (who are subject matter experts for specific statewide programs) and Regional Program Analysts (who manage programs within geographic regions). For brevity, this document uses the general term "Program Analysts" to refer to both roles (unless specified).

When considering any involvement initiative or event, planners must first define the primary objectives. Engagement can often be intentionally designed to serve more than one purpose.

The varied purpose(s) of engagement may be:

- *Information and education:* A one-way method for informing members of the public.
- *Increasing impact and improving existing programs:* Using two-way engagement to inform strategies, increase impact, and enhance the implementation of existing programs or grants.
- *Identification and prioritization of emerging concerns:* Directly hear from the public about emerging concerns or issues.
- *Creation of new and innovative programs:* Collaborating with community-based organizations (CBOs) to co-create new and innovative programs that address existing and/or emerging issues.

The chosen purpose guides the engagement approach, ensuring that all methods are tailored to the specific community and goal.

PRINCIPLES FOR EFFECTIVE PUBLIC ENGAGEMENT

Clearly articulating principles of engagement strengthens public trust and improves decision-making. The most effective public engagement depends on the unique needs of each community, meaning not every event or action can satisfy all principles equally. However, careful consideration of opportunities to advance these principles can have long-lasting, positive results.

The ODOT-TSO commits to the following principles to guide its community engagement work:

- **Data-Driven Approach:** Use data to identify, understand, and evaluate affected communities and their needs.
- **Meaningful Engagement:** Proactively seek full representation, carefully consider feedback, and incorporate it into programs and plans where appropriate.
- **Mutual Benefit:** Ensure participants benefit from engagement beyond the mere opportunity to provide input.³
- **Equity and Inclusion:** Design fair, systematic, and impartial engagement for all individuals, particularly those from communities who have been historically excluded from decisions. Reduce language, physical, cultural, and other access barriers to achieve full inclusion.
- **Transparency:** Provide timely, accurate, clear, and understandable information about transportation issues and processes.
- **Community, Regionally and Locally Relevant:** Adapt engagement to the diverse needs of communities and regions throughout the state.

³ For example, partners may receive technical assistance on grant applications or build their networks by connecting with other community leaders and grant opportunities through their participation in the engagement.

- **Collaboration and Partnerships:** Foster strong relationships with CBOs, local governments, law enforcement, and other partners, while recognizing ODOT-TSO as a convener between and among ODOT and participants.
- **Continuous Improvement:** Regularly review and adapt engagement strategies based on feedback and evaluation.

TRANSPORTATION SAFETY ENGAGEMENT GOALS AND STEPS

Public engagement efforts can serve multiple goals. Structuring the engagement in advance allows ODOT-TSO to efficiently and effectively capture, analyze, and assess feedback relevant to each region's needs. The following sections provide a structured framework for engagement through the preparation stages (including the 3HSP), ongoing implementation, and program improvement stages.

Engagement in Plan Preparation

The preparation phase of public engagement involved developing transportation safety plans and programs. This phase is where transportation safety programs initiate their program goals and develop longer-term funding strategies, especially in the 3HSP. Public involvement in the preparation phase is unique in that it is generally focused on identifying high-priority needs, funding strategies, and effective engagement strategies.

Goals of Public Engagement in Plan Preparation

The mission of the ODOT-TSO is "to prevent transportation deaths and serious injuries in Oregon by positively influencing all road user behaviors through the development and implementation of safety programs with local, county, tribal and state partnerships."

Aligned with the mission, the goal of engagement efforts is to target affected communities, including those overrepresented in fatal and serious injury crashes and historically underserved, to achieve the following:

- *Educate, Listen, and Learn:* Gain diverse community perspectives on the root causes of safety issues.
- *Gather Input:* Collect feedback and input on proposed program plans and countermeasures.
- *Build Capacity:* Support communities and CBOs by sharing transportation safety data, technical assistance, and program knowledge to help jointly define problems and develop solutions.

- *Co-Create and Collaborate*: Support communities and CBOs in jointly creating and collaborating on new programs.
- *Adapt*: Modify program plans and countermeasures based on community feedback.

General Steps for Engagement in Plan Preparation

Relevant to all transportation planning efforts, including the 3HSP, these steps involve gathering feedback on both public engagement plans and methods, as well as on program-specific countermeasures and strategies. To align with the 3HSP planning processes, this process should take place every three years. The steps are:

1. *Establish Data Needs*: Collaborate with ODOT-TSO staff to confirm data requirements, needs, and goals.
2. *Conduct Data Analysis*: Identify the areas and communities most affected by traffic deaths and serious injuries. Ensure that regional nuances are considered.
3. *Develop Programs*: Create programs, including countermeasures and strategies, that align with established program goals and are informed by feedback from previous public engagement efforts.
4. *Set Triennial Goals*: Develop three-year engagement goals that incorporate state-wide, regional, and program-specific needs and perspectives. These goals should consider the varied purposes for engagement, which may include overrepresented, underserved, and general populations (see Appendix H. Framework for Adaptive Goal Setting).
5. *Engage Affected Communities*: Solicit feedback on both the engagement plan and program plans (see Appendix F. Cultural Competency and Inclusion for engagement strategies).
6. *Employ Results*: Use public feedback to refine (a) the engagement plan and (b) program-specific countermeasures and funding strategies, including the implementation or modification of projects based on this feedback.

7. *Document Feedback:* Record public feedback using a coordinated approach (see Appendix G. Reporting and Tracking Engagement).
8. *Provide Feedback Loop:* Inform participants of the engagement outcomes and how their input was used.

NHTSA-Compliant Triennial Highway Safety Plan Engagement

The following are the additional steps required for compliance with the Oregon 3HSP⁴:

1. *Identify Target Communities:* Use data analysis to identify affected and potentially affected communities, including overrepresented and underserved populations. Clearly articulate the purpose for addressing each population (e.g., reducing fatalities from known causes for overrepresented groups, and discovering unknown causes of fatalities for underserved groups).
2. *Describe the Identification Process:* Detail how communities were selected based on data and analysis processes.
3. *State Specific Goals:* Define ODOT-TSO goals for public engagement efforts consistent with 3HSP planning (e.g., engagement with tribal communities within a 60-mile radius of Warm Springs, Oregon; engagement with young drivers who have not taken driver education classes).
4. *Connect Goals to Data:* Articulate the connection between engagement goals, problem identification, and data. Consider the use of storytelling to demonstrate a human-centered approach.
5. *Detail Contribution:* Articulate how public engagement results contributed to the development of the state's highway safety program and countermeasure strategies for programming funds, as documented in the Annual Report (AR) and used to inform the Annual Grant Application (AGA) (see Steps 6-7 above).

⁴ NHTSA has published a [*Notice of Proposed Rulemaking*](#) that may affect this section.

Annual and Ongoing Engagement

Goals of Annual and Ongoing Engagement

Aligned with the ODOT-TSO mission, the goals for annual engagement are to collaborate with partners and communities affected by traffic crashes, especially those overrepresented in fatal crashes and historically underserved, as well as the general public, to:

- *Evaluate Effectiveness:* Educate, listen, and learn to gain communities' perspectives on the effectiveness of implementation strategies and address the root causes of safety issues.
- *Gather Feedback:* Collect input on program plans and countermeasures as they are being implemented.
- *Build Capacity:* Support communities by providing ongoing safety data and technical assistance to help jointly identify emerging problems and collaborate on solutions.
- *Adapt Programs:* Modify and refine program plans and countermeasures based on community feedback.
- *Sustain Co-Creation:* Continue to support communities and CBOs in co-creating and collaborating on programs during implementation.
- *Evaluate Engagement:* Provide an opportunity to formally evaluate community engagement methods and results.

Steps for Annual and Ongoing Engagement

1. *Review Plans:* Review the public engagement plans developed during the initial plan preparation stage(s).
2. *Develop Annual Work Plan:* Create a specific annual work plan that details the objectives for targeted engagement strategies for the current year. Consider how general engagement efforts fit within the goal of improving existing programs and addressing emerging issues.

3. *Implement Plan*: Execute the annual work plan by engaging with identified communities and the public to gather input on implemented program and countermeasures.
4. *Analyze Feedback*: Collect and analyze feedback that has resulted from the annual engagement work plan.
5. *Evaluate Efforts*: Collect and analyze data to assess the effectiveness of the engagement efforts themselves (see Appendix G. Reporting and Tracking Engagement and the evaluation strategies below), as well as the Evaluation Methodology and Performance Measures (p. 16).
6. *Report Findings*: Use the engagement results and data to inform ODOT-TSO program improvement efforts and/or NHTSA Annual Grant Application (AGA) and Annual Report (AR) (see Appendix G. Reporting and Tracking Engagement).
7. *Adapt for the AGA*: Adjust countermeasures, programs, and public participation objectives as needed for the upcoming AGA.
8. *Inform Participants*: Provide materials that clearly communicate the results of participant engagement.

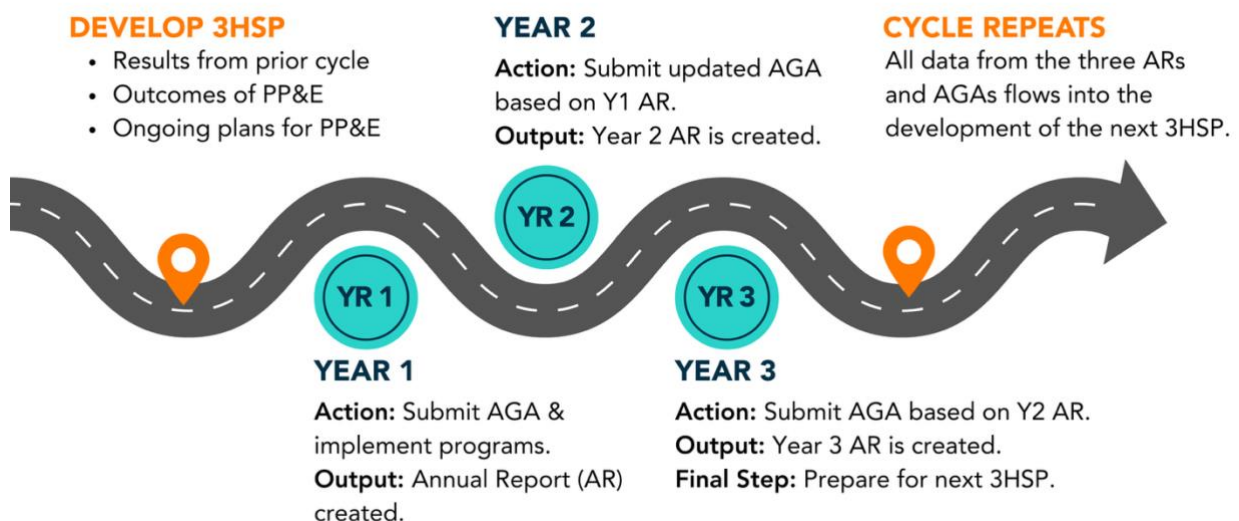
NHTSA Compliant Annual and Ongoing Engagement

NHTSA has specific requirements that are aligned with the general ongoing engagement approach described above. These annual steps are articulated below and graphically summarized in Figure 1. Please note that NHTSA requires engagement reporting only for those affected communities articulated in the FY2024-2026 Oregon 3HSP. Other engagement outside of that specified in the 3HSP is not reported in the AR.

- *3HSP Year*: 3HSP currently requires both an articulation of outcomes from previous PP&E efforts as well as future/ongoing plans, with annual follow-up in years 1-3.

- **Year 1:** AGA and AR are created. The AR summarizes public engagement goals and outcomes undertaken in Year 1. Public engagement goals and outcomes are based on the targeted communities identified in the 3HSP.
- **Year 2:** AGA and Year 2 AR are submitted. AGA offers opportunities for adapting countermeasures and strategies based on public engagement. The Year 2 AR summarizes public engagement goals and outcomes undertaken in Year 2. Public engagement goals and outcomes are based on the targeted communities identified in the 3HSP.
- **Year 3:** AGA and Year 3 AR are submitted. AGA offers opportunities for adapting countermeasures and strategies based on public engagement. The Year 3 AR summarizes public engagement goals and outcomes undertaken in Year 3. Public engagement goals and outcomes are based on the targeted communities identified in the 3HSP.

Figure 1. NHTSA 3HSP Cycle



ELEMENTS OF AN ANNUAL ENGAGEMENT WORK PLAN

A public engagement work plan should clearly define its structure, ensure coordination, and include the following minimum elements:

- *Target Audience Engagement:* Specify engagement goals, measurable objectives, strategies, timelines, and responsibilities for identified target audience(s). Ensure each region is represented.
- *General Public Engagement:* Define engagement goals, measurable objectives, strategies, and timelines for reaching the public.
- *Data Analysis of Feedback:* Outline the goals, measurable objectives, strategies, timelines, and responsibilities for collecting and analyzing public feedback.
- *Process Evaluation:* Detail the goals, measurable objectives, strategies, timelines, and responsibilities for evaluating the public engagement process itself.

This work plan should be developed collaboratively by ODOT-TSO staff, with support from PSU CPS, as part of the *Goal Setting and Adaptation Cycle*, to guarantee coordination across all elements. All goals and objectives in this plan will be developed using the SMART framework detailed in Appendix H. Framework for Adaptive Goal Setting. See Table 1 below for a brief example tailored for the FY25-26 cycle (Year 3 of the 3HSP).

Table 1. Brief Example of Work Plan Format

Goal	Objective	Strategy	Timeline	Responsibility
Engage populations over-represented in traffic fatalities and serious injuries	Identify affected populations using a data-driven approach	Conduct data analysis of populations with the highest traffic fatalities and injuries	Dec. 2025	Research Analyst ODOT-TSO
	Identify regions with the highest	Conduct data analysis of populations with	Dec. 2025	Research Analyst ODOT-TSO

	over-represented populations	highest traffic fatalities and injuries		
	Develop engagement strategies to reach over-represented populations	Regional Analysts assess data for applicability to region and identify at least one meeting with affected population(s)	June 2026	Regional Analysts (as appropriate) with Center for Public Service support

ESTABLISHING A DATA FOUNDATION

To guide data-driven engagement efforts, this plan focuses on identifying overrepresented, underrepresented, or emerging traffic safety issues—starting with subpopulations that are disproportionately affected by fatal crashes. Using NHTSA's FARS performance measures alongside U.S. Census county-level population estimates (by age, sex, and race/ethnicity), we calculate fatality rates and overrepresentation ratios to pinpoint high-risk groups. By harmonizing FARS and Census data across consistent age, race/ethnicity, and geographic categories, we create a solid foundation for equitable and targeted safety engagement.

ENGAGEMENT DATA COLLECTION, TRACKING, ANALYSIS, AND EVALUATION

A core commitment of this plan is to support ODOT-TSO in coordinating its engagement data collection and analysis procedures.

Tracking Engagement

ODOT-TSO is committed to a data-driven approach for public participation and engagement. To ensure that public input is systematically captured, analyzed, and meaningfully incorporated into safety planning, ODOT-TSO will implement a formal process built upon three primary data tools maintained within a shared Microsoft Teams environment (see Appendix G. Reporting and Tracking Engagement for specific details and templates).

Systematic Process for Tracking Public Comments: ODOT-TSO will document all public comments, concerns, and interests in the *Public Comment Tracking Spreadsheet* (see Appendix G1. Public Comment Data Collection and Tracking Process). This centralized, shared Excel file provides a systematic process for recording each piece of feedback, allowing it to be sorted and analyzed by meaningful criteria, including “Primary Topic,” “Key Population/Community,” “ODOT Program,” and “ODOT Region.”

Key Engagement Metrics and Documentation: To capture the context and effectiveness of our outreach, ODOT-TSO staff will complete a report for every engagement event (see Appendix G2. Engagement Activity Report). This report, completed via a Microsoft Group Form, serves as the official summary record and documents key output metrics, including attendance, demographics, and accessibility measures. It also captures “lessons learned” to improve future engagement strategies. The goal of this form is to provide an efficient and straightforward way to record efforts.

Strategic Partner and Contact Management: To build and maintain strong relationships with community partners, ODOT-TSO will use the *Contact Tracking Form for Key Community Organizations and Partners* (see Appendix G3. Contacts at Key CBOs and Partners). This centralized Excel file serves as a tool for identifying and coordinating with key CBOs and partners across Oregon. The spreadsheet allows staff to find partners who serve specific key populations (e.g., older adults, Tribal

communities) and identify partners that may offer specific support capabilities (e.g., translation & interpretation, meeting space).

Implementation and Support

ODOT-TSO will own and maintain the processes and tools described above. To assist in the launch of these processes, PSU CPS will provide technical assistance, training, and support during the initial implementation period. This partnership will focus on co-developing data-tracking tools and establishing a sustainable workflow. Budgetary factors will determine the longer-term capacity support provided by PSU CPS. However, where possible, processes should be owned by ODOT-TSO staff to ensure the long-term success of this engagement strategy.

Process for Incorporating Engagement into Planning & Reporting

Quarterly Data Reviews: ODOT-TSO staff will conduct quarterly reviews of the data spreadsheets to identify emerging safety trends, outreach gaps, and opportunities for new partnerships. PSU CPS will support these by co-facilitating meetings, developing reporting templates, and incorporating relevant findings into quarterly reports. This process may be integrated with the annual work plan calendar, allowing these findings to inform the Triennial Highway Safety Plan (3HSP), Annual Grant Application (AGA), and Annual Report (AR).

Annual Integration into Key Reports: The aggregated data will provide essential quantitative and qualitative evidence for annual ODOT-TSO reports, including the 3HSP, the AR, and the AGA.

Evaluation Methodology and Performance Measures

An annual evaluation will ensure continuous improvement. PSU CPS will construct and develop this evaluation in collaboration with ODOT-TSO.

This annual evaluation will assess:

- ***Engagement Effectiveness:*** The success of community engagement against the stated goals and principles articulated in the annual work plan.

- *Engagement Workability:* Feedback from Program and Regional Analysts regarding the ease of implementation and the usefulness of the feedback will be gathered and reported.
- *Performance Measures:* Key metrics for assessment, including:
 - Percentage of identified affected communities reached.
 - Percentage of participants from identified affected communities.
 - Quality of feedback received (e.g., actionable insights).
 - Demonstrated influence of public input on decision-making.
 - Participant satisfaction with engagement process, accessibility, and inclusion.

PSU CPS will analyze the performance measures and create the annual evaluation for ODOT-TSO use. This information will also be used to periodically review and revise the Community Engagement Plan.

ROLES AND RESPONSIBILITIES FOR ENGAGEMENT

Implementing a community engagement plan across multiple programs and regions requires a coordinated approach. The various roles and responsibilities for implementing this plan are generally outlined below:

ODOT-TSO Leadership: ODOT-TSO leadership provides overall oversight of engagement efforts and supports a commitment to principles, ensuring that resource allocation is appropriate to the goals.

ODOT-TSO Research Analyst: The Research Analyst provides ongoing coordination among the ODOT-TSO staff, leads data analysis, supports staff in engagement efforts, ensures compliance, and facilitates internal communication and problem-solving.

ODOT-TSO Program Analysts/Regional Analysts: Program Analysts and Regional Analysts directly implement engagement activities, serve as the liaison to the community, and document feedback. Specifically, the Regional Analysts play an important role in ongoing outreach and meetings with local partners.

Supporting Consultants: PSU's Center for Public Service (CPS) provides expertise in best practices, data analysis, and public engagement. PSU CPS supports ODOT-TSO in: Analyzing data, collaborating on the design and facilitation of regional engagement efforts, collaborating on the development of an annual work plan, collecting feedback, analyzing feedback, and analyzing surveys (i.e., Traffic Safety Survey and Public Opinion Survey). In addition, the PSU CPS will create quarterly engagement reports and conduct an annual evaluation of engagement efforts.

Other ODOT Divisions/Offices: Other ODOT Divisions and Offices support collaboration to access data, resources, and shared engagement opportunities (e.g., the Office of Equity and Civil Rights, Communications, the Policy, Data & Analysis Division).

NEXT STEPS

The following steps will guide the initial implementation and ongoing sustainability of this Community Engagement Plan. In collaboration with PSU CPS, ODOT-TSO will:

1. *Internal Discussion:* Discuss the processes and engagement plan as an ODOT-TSO staff to facilitate a broad understanding of implementation strategies and coordination.
2. *Data Review:* Review fatality and crash data to determine regional applicability, using the strategies identified in this plan.
3. *Work Plan Development:* Collaborate with PSU CPS to develop the first annual engagement work plan.
4. *Activity Implementation:* Begin implementing engagement activities and establish documentation for activities and events using the reporting protocols.
5. *Process Feedback:* PSU CPS will structure opportunities for Program Analysts, Regional Analysts, partners, and communities to provide feedback on the engagement process itself to inform continuous improvement.
6. *Community Reporting:* Develop easily digestible documents / reports that provide feedback to the community on engagement impacts, with support from PSU CPS.
7. *Future Strategy:* Develop a strategy for public engagement data and planning for the upcoming Triennial Highway Safety Plan (3HSP) preparation cycle.

CONCLUSION

This Community Engagement Plan and toolkit is designed to provide a clear framework for meaningful and effective community engagement that shapes transportation safety outcomes.

Its core purpose is to coordinate public participation and engagement activities to inform ODOT-TSO planning and implementation efforts in an equitable, data-driven, and responsive manner. All ODOT-TSO regions share responsibility for developing strategies tailored to the unique needs of communities throughout the state.

The following Appendices describe processes and resources to support the planning and implementation efforts contained in this plan.

APPENDIX A. GLOSSARY OF KEY TERMS

Key Terms	Acronym	Definition
Affected Communities*	-	A broad term for people who are directly impacted by traffic safety problems. This includes both geographic communities (where people live, work, or travel) and populations sharing a characteristic (such as race, age, income, disability, or language).
Annual Grant Application	AGA	The yearly funding request to NHTSA detailing planned traffic safety projects, engagement efforts, and budget.
Annual Report	AR	Yearly report to NHTSA showing how grant funds were spent and the results of safety programs.
Community-Based Organization	CBO	A public or private nonprofit organization that is representative of a community, or specific groups within it, and is engaged in meeting that community's needs, such as social, human, or health services.
Community Engagement	-	A long-term, relationship-focused process of working collaboratively with community partners to build trust, share information, and identify mutual goals.
Countermeasure	-	A specific, evidence-based program, activity, or strategy designed to address a known traffic safety problem. Examples include high-visibility enforcement campaigns, driver education programs, or targeted safety media.

Governor's Highway Safety Association	GHSA	A national organization that provides resources and policy support to state highway safety offices.
Limited English Proficiency	LEP	Individuals who have difficulty speaking, reading, or understanding English and benefit from language assistance and accommodations for participation.
Meaningful Engagement	-	A genuine, two-way dialogue where public feedback has a real potential to influence traffic safety decisions.
National Highway Traffic Safety Administration	NHTSA	The U.S. agency dedicated to reducing traffic crashes, providing federal funding and safety guidance.
Overrepresented Communities	-	Groups of people who are injured or killed in traffic crashes at a disproportionately high rate compared to their share of the population.
Portland State University, Center for Public Service	PSU CPS	Contracted unit collaborating with ODOT-TSO on this plan.
Public Participation and Engagement	PP&E	The official term used by NHTSA and required by federal regulation (23 CFR § 1300.11), for the process of involving the public, especially those most affected, in the development of traffic safety plans.
Triennial Highway Safety Plan	3HSP	Data-driven, three-year strategic plan that sets goals and guides traffic safety efforts.

Underserved Communities*	-	Populations that have been historically left out of the transportation planning process and bear a disproportionate burden of traffic-related risks.
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U.S. Department of Transportation	USDOT	The federal department that oversees all transportation systems in the United States, including NHTSA.
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**These terms are based broadly on federal definitions (e.g., EO 13985).*

APPENDIX B. CONTEXT AND REGULATORY COMPLIANCE

The context and regulatory compliance of this plan are described below, followed by a chart highlighting the connections between the most crucial components.

Legislative Milestones:

- 1964 [Civil Rights Act \(Title VI\)](#): This law established the requirement of equity in all federally funded programs. For PP&E, it legally mandates that states conduct non-discriminatory and inclusive outreach, ensuring all communities have an equal opportunity to participate in shaping safety programs.
- 1966 [Highway Safety Act](#): This act created the foundational federal grant program (23 U.S.C. § 402) that funds state behavioral safety initiatives. It established the original legal framework for state highway safety plans, which was later amended by the IIJA in 2021 to include specific and documented public participation requirements as a condition of funding.
- 1970 [Highway Safety Act](#): This act created NHTSA, the agency that administers the safety grants and sets the specific rules and guidance for PP&E activities.
- 1990 [Americans with Disabilities Act \(ADA\)](#): This law mandated full accessibility in all public programs. For PP&E, this requires that all public meetings, outreach materials, and digital communications related to behavioral safety planning are designed to be accessible, ensuring people with disabilities can participate fully.
- 1998 [Transportation Equity Act for the 21st Century \(TEA-21\)](#): This act introduced new incentive grants (23 U.S.C. § 405) to encourage states to address specific national safety priorities (e.g., impaired driving, seat belt use). This influenced PP&E by focusing public discussion and state resources on specific, high-priority behavioral safety challenges.

- 2012/ [Moving Ahead for Progress in the 21st Century Act \(MAP-21\)](#) & [Fixing](#)
2015 [America's Surface Transportation \(FAST\) Act](#): These acts shifted federal highway safety further toward a data-driven, performance-based model (i.e., achieving specific, measurable behavioral safety targets).
- 2021 [Infrastructure Investment and Jobs Act \(IIJA\)](#): This act significantly increased transportation funding and re-emphasized the legal mandate for states to engage in PP&E. It directs states to create data-driven safety programs that are developed with “meaningful public participation and engagement from affected communities,” especially those most affected by crashes that cause serious injury or death.

Executive Orders:

- 2021 [Executive Order 13985, Advancing Racial Equity and Support for Underserved Communities Through the Federal Government](#): This order established a “whole-of-government” mandate to place equity at the center of federal policymaking. For PP&E, this was the directive that required transportation agencies to review their public engagement strategies and identify barriers that prevented underserved communities from participating.
- 2023 [Executive Order 14091, Further Advancing Racial Equity and Support for Underserved Communities](#): This order strengthened and operationalized the previous mandate by requiring federal agencies to create annual, public “Equity Action Plans.” This directly influenced NHTSA's guidance, compelling states to not just identify barriers but to actively implement and report on specific strategies for engaging with historically marginalized communities.
- 2025 [Executive Order 14148, Initial Rescissions of Harmful Executive Orders and Actions](#): This order formally rescinded 78 executive orders from the previous administration.
- 2025 [Executive Order 14173, Ending Illegal Discrimination and Restoring Merit-Based Opportunity](#): This order prohibited the use of diversity, equity, inclusion, and accessibility considerations in federal programs and decision-making processes.

2025 [Executive Order 14151, Ending Radical and Wasteful Government DEI Programs and Preferencing](#): This order directed federal agencies to terminate all DEI offices, “equity action plans,” and related programs, framing them as wasteful and discriminatory.

U.S. Code:

[23 U.S.C. § 402 \(Highway Safety Programs\)](#): This is the foundational statute that creates the entire federal-state highway safety partnership. It legally requires every state to have a comprehensive, data-driven highway safety program designed to reduce traffic crashes, fatalities, and injuries.

[23 U.S.C. § 405 \(National Priority Safety Program\)](#): This statute works in tandem with 23 U.S.C. § 402. It authorizes a separate set of incentive grants to encourage states to adopt specific laws and programs that address key national safety priorities (e.g., occupant protection, impaired driving). States are not required to apply for these grants, but doing so can provide additional funding if they meet the specific and detailed eligibility criteria for each program.

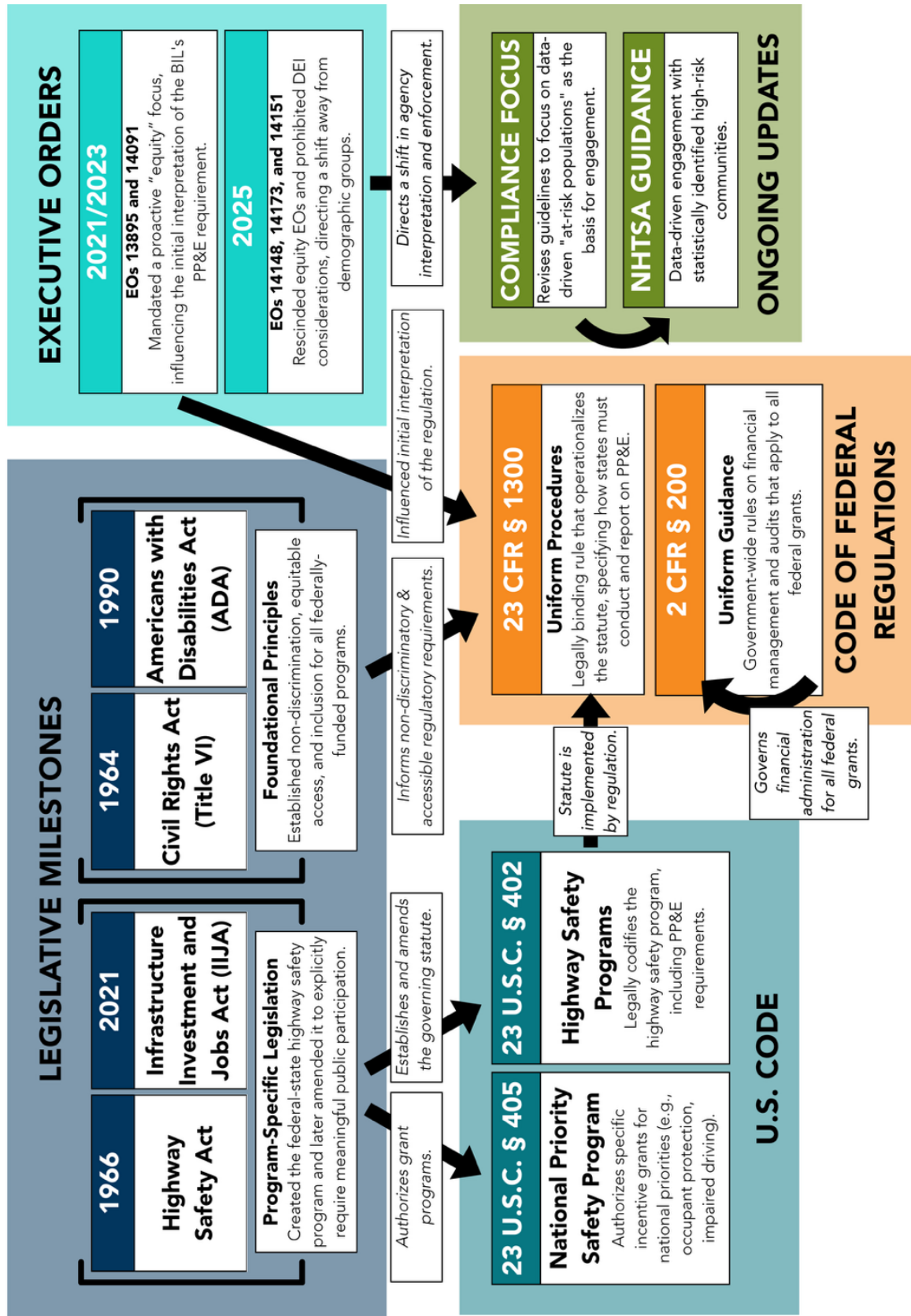
Code of Federal Regulations:

[23 CFR § 1300 \(Uniform Procedures for State Highway Safety Grant Programs\)](#): This is the primary guide for highway safety grants, as it is the legally binding regulation that operationalizes the statutes in § 402 and 405.⁵ It provides the step-by-step requirements for what must be included in the 3HSP, how to set performance targets, and the specific documentation needed for PP&E.

[2 CFR § 200 \(Uniform Guidance\)](#): This sets the standards for financial management, allowable costs, and audit requirements for all federal grants. It governs how federal money must be administered, tracked, and reported, ensuring fiscal accountability. Its rules are made a mandatory condition of the highway safety grants through 23 § CFR 1300 Appendix A.

⁵ 23 CFR § 1300 is the current, active regulation that was updated with the BIL. It supersedes the older 23 CFR § 1200 on all major planning requirements, most notably by introducing the specific PP&E mandates that are the foundation of this plan.

Figure 2. Diagram of NHTSA Regulatory Compliance



APPENDIX C. GHSA ENGAGEMENT DEFINITIONS



Community Engagement vs. Public Participation & Engagement in Traffic Safety: What's the Difference?

Definitions

Community Engagement: A long-term, relationship-focused process of working collaboratively with community groups, leaders, and organizations to build trust, share information, and identify mutually beneficial goals around transportation safety.

Public Participation & Engagement: A structured process that invites the public to provide input or feedback on specific traffic safety decisions, plans, or policies that affect them.

Comparison Table

Category	Community Engagement	Public Participation & Engagement
Primary Goal	Build relationships, trust, and mutual understanding with community stakeholders.	Gather public input to inform decision-making on specific traffic safety projects or policies.
Approach	Ongoing dialogue and partnership building. Often informal or semi-formal.	Time-bound consultations or forums. Often formal and process-driven.
Focus	Empowerment, education, and collaboration.	Listening, gathering information, transparency, responsiveness.
Who is Involved?	Community leaders, advocacy groups, grassroots organizations, faith-based institutions, schools, and local influencers.	The population of people identified by data who are impacted by traffic crashes or traffic safety programs.
Typical Activities	- Community-based safety campaigns - Presentations to community groups --School zone safety partnerships - Trusted messenger training	- Listening sessions - Surveys -- Comment periods -- Listening during a school community meetings to concerns about traffic safety issues

	- Neighborhood walk audits with residents --School based traffic safety activities	- Virtual town halls - Public comment at public meetings
Example (Traffic Safety)	Partnering with a local high school to co-create a pedestrian safety program for teens.	Hosting a meeting with members of a data-identified population to get feedback on traffic safety planning efforts.
Success Indicators	- Increased trust in traffic safety agencies - Stronger community collaboration - Sustained involvement in safety programs	- Volume and diversity of public input - Community feedback integrated into final decisions - Transparent documentation of decision-making
When to Use	Early and throughout the process; especially helpful creating culturally relevant safety messaging.	During planning phases when feedback can be used to impact decisions.

Key Takeaway

Both community engagement and public participation are essential to improving traffic safety. However, community engagement builds the trust needed before and beyond decision-making, while public participation ensures transparency during the decision-making process. When used together, they lead to safer, more equitable outcomes.

APPENDIX D. METHODOLOGY AND DATA ANALYSIS

This memo outlines the systematic, data-driven processes ODOT-TSO uses for both targeted and broad public engagement. These methodologies ensure that engagement efforts are strategic, effective, and aligned with federal requirements and agency goals.

Summary

In alignment with NHTSA's current Code of Federal Regulations (CFR) and strategic guidance, this analysis is designed to support data-driven engagement by identifying over-indexed, underrepresented, or emerging safety issues—with an initial focus on over-indexed subpopulations in fatal crash data.

Using NHTSA's core FARS performance measures and U.S. Census population estimates (by county, age, sex, and race), we will calculate fatality rates, and overrepresentation ratios to pinpoint which groups are disproportionately affected by traffic fatalities.

This approach is favored over alternatives for several key reasons:

- Census tracts, while more granular, do not reflect real-world travel behavior—people frequently move across tract boundaries for work, school, and recreation, making them unreliable for exposure-based analysis.
- Vehicle Miles Traveled (VMT), though useful for system-level exposure, cannot be disaggregated by demographic characteristics, limiting its value for equity-focused safety planning.
- ODOT's Crash Data System (CDS), though a broader measure of traffic safety inclusive of serious injuries, the CDS data does NOT include race/ethnicity which is a core demographic group

By using county-level population data as a denominator, this method strikes a practical balance between data availability, demographic specificity, and mobility.

Combine Data Inputs

- Align FARS and Census variables by harmonizing
 - Age groups (e.g., 0-14, 15-20, 21-34, 35-64, 65+)
 - Race/ethnicity groups (White, Black, Hispanic, Asian, Native American, etc.)
 - Geographic level (county-level)

NHTSA Core Performance Measures⁶

- C-1: Number of traffic fatalities
- C-2: Number of serious injuries in traffic crashes (State crash data files)
- C-4: Number of unrestrained passenger vehicle occupant fatalities (all seat positions)
- C-5: Number of fatalities in crashes involving a driver or motorcycle operator with a BAC above state limit
- C-6: Number of speeding-related fatalities
- C-7: Number of pedestrian fatalities

Analytical Approach

1. Fatality Percentage for each subgroup:

$$\text{Share of Fatalities} = \frac{\text{Subgroup Fatalities}}{\text{Total Fatalities}} \times 100$$

2. Population Percentage for each subgroup

$$\text{Share of Population} = \frac{\text{Subgroup Population}}{\text{Total Population}} \times 100$$

⁶ See [NHTSA Performance Measures](#).

3. Relative Rate Index (RRI): compare each subpopulation's share of fatalities to their share of the population

$$RI = \frac{\textit{Share of Fatalities}}{\textit{Share of Population}} \times 100$$

4. Interpretation

- RRI = 1 indicates no disparity
- RRI > 1 the group experiences fatalities at a higher rate (overrepresented)
- RRI < 1 the group experiences fatalities at a lower rate (underrepresented)

APPENDIX E. RESOURCES FOR ENGAGEMENT

Appendix E1. Modes of Public Engagement

To support both strategic planning and continuous community outreach, a variety of engagement techniques are available to ODOT-TSO staff, aligning with a relationship-oriented and procedural framework. The forms of engagement should be clearly applicable to ODOT-TSO goals for target communities, general engagement, and NHTSA-aligned processes.

Three primary resources have informed the development of the considerations and guidance for engagement activities. For more specifics, refer to the resources below:

- [*The International Association for Public Participation \(IAP2\) Spectrum*](#): A commonly used framework in transportation decisions that helps guide practitioners in their choices relating to participation. The spectrum helps to clarify roles, set expectations, and enhance transparency.
- [*U.S. Department of Transportation, Promising Practices*](#): The primary focus of this resource is on why and how to engage with the public, with an emphasis on equity in participation. The process of public engagement includes seeking involvement representative of the community, considering public feedback, and incorporating that feedback into decisions. Practices focus on accessibility and inclusion (e.g., childcare, food, or financial incentives for participation).
- [*NCDD, Engagement Streams Framework*](#): This framework details the specific methods that can be used based on the goals of the engagement. Its four engagement streams tailored for specific situations include exploration, conflict transformation, decision making, and collaborative action. It focuses on dialogue and deliberation methods such as compassionate listening, citizens' jury, and more.

ODOT-TSO staff are also encouraged to design meetings in consultation with Portland State University's Center for Public Service partners.

Appendix E2. Strategic Considerations for Engagement Activities

This appendix describes the fundamental principles and strategic factors that guide the planning and execution of community engagement efforts. The main goal of each engagement is to build trust, share information, and ensure community input is included in the decision-making process. In all cases, referencing the guidance that appears in Appendix E1 will ensure a comprehensive approach.

Defining the Purpose and Scope

- *Clarify the Goal of Engagement:* Before you begin, determine the primary goal of your activity. Are you aiming to inform the public, consult them for feedback on specific options, involve them in the process, or collaborate with them to develop solutions? This sets clear expectations for everyone involved.
- *Identify the Target Audience:* Define the specific communities you need or want to engage, with a focus on including both underserved and overrepresented groups.
- *Define the Desired Feedback:* Tailor your questions to match your engagement goal.
 - *From Individuals:* Understand their lived experiences, challenges, behaviors, knowledge, and priorities. Questions include:
 - What are your concerns and challenges?
 - What is happening out there on the road?
 - How do you behave?
 - What do you know?
 - What do you prioritize / support / want money spent on?
 - *From Community Partners:* Understand their systemic concerns, what has worked in the past (e.g., grants, specific countermeasures), and opportunities for collaboration. Questions include:
 - What are your concerns? What are the concerns for your community?

- What are your challenges? What are the challenges for your community?
- What has been working (grants, countermeasures, etc.)?
- How can we collaborate to improve?

Targeted Outreach Strategies

- **Leverage Trusted Community Channels:** Use a variety of communication channels, especially those managed by local, community-serving institutions, to distribute announcements and invitations.
- **Develop Culturally Appropriate Communications:** Adopt messaging that resonates with your target communities and provide translated materials for non-English speaking residents and communities.
- **Meet People Where They Are:** Go beyond hosting your own meetings by participating in activities and events hosted by trusted CBOs (e.g., tabling at festivals, attending neighborhood association meetings).

Effective Facilitation

- **Communicate Clearly and Inclusively:** Use plain language and avoid technical language. Use engaging techniques like storytelling and visuals to make complex information understandable.
- **Foster Productive Discussion:** Dedicate focused time for dialogue where community members can share their experiences and concerns (e.g., Q&A). The goal is a genuine conversation, not just a one-way presentation.

Meaningful Follow-Through

- **Incorporate Community Input:** Ensure community needs, values, and ideas are meaningfully considered and incorporated into the decision-making process.
- **Close the Feedback Loop:** Report back to participants and the wider community. Share a summary of what you heard and clearly explain how their input is shaping the project's outcomes and next steps.

Appendix E3. Sample Community Engagement Activity Checklist

The following provides a sample checklist for planning and implementing engagement events:

Strategy & Planning

- ☐ Define clear objectives for the event. Consider whether event can accommodate multiple goals (e.g. information sharing and community engagement).
- ☐ Identify the specific target audience(s) you need or want to reach.
- ☐ Collaborate with community partners on both event planning and audience outreach.
- ☐ Establish a clear plan for data collection and how public input will be used and reported.

Logistics & Accessibility

- ☐ Select a venue that is physically accessible (ADA-compliant), centrally located, and easily reached by public transit.
- ☐ Ensure public meeting announcements and publications are completed and translated (as needed).
- ☐ Confirm digital accessibility for online events, including live captioning, accessible presentation materials (e.g., high contrast), and providing a recording afterward and using security protocols (e.g., Zoom waiting rooms) to ensure a safe and welcoming environment for all participants.
- ☐ Provide language access services, such as qualified interpreters and translated materials, based on community needs.
- ☐ Arrange for participation support, including childcare, transportation assistance, and compensation/stipends (if allowed).
- ☐ Plan for inclusive food and/or beverages (if funding allows), considering culturally appropriate dietary needs in advance and ensuring compliance with all local health department regulations.

Communication & Outreach

- ☐ Use diverse communication channels to promote the event, ensuring you reach residents with varying levels of technology access (e.g., flyers, community radio, social media, newsletters).
- ☐ Establish and promote a clear contact person for all accommodation requests (e.g., language, accessibility).

Event Execution & Facilitation

- ☐ Engage culturally competent facilitators (ideally from the community) who can create a welcoming environment and manage diverse communication styles (see Appendix F. Cultural Competency and Inclusion).
- ☐ Schedule a facilitated discussion focused on hearing and addressing the community's traffic safety concerns.

APPENDIX F. CULTURAL COMPETENCY AND INCLUSION

Appendix F1. Overrepresented and Underserved Communities

This appendix provides guidance on building lasting, trust-based relationships with a focus on communities that are historically underserved and disproportionately affected by traffic injuries and fatalities. The goal is to shift from transactional outreach to a relational, equity-centered partnership.

Center Lived Experience as Expertise: Community members are experts in their own lives. Their knowledge is a critical form of information.

- ***Value Community Knowledge:*** Actively listen to and prioritize the insights, stories, and cultural knowledge of community members. Understand that their lived experience provides an essential perspective on safety challenges and potential solutions that quantitative data alone cannot capture.
- ***Acknowledge Contributions:*** Recognize that participants are giving their valuable time, energy, and expertise. Fair compensation or assistance (when able) is a professional courtesy that honors the value of their contribution to the transportation safety planning process.

Build and Maintain Trust: Building trust is a gradual process that requires consistent effort, especially when engaging communities that may be hesitant to partner with government agencies due to historical contexts.

- ***Collaborate with Community Partners:*** Build a foundation of trust by partnering with CBOs and local leaders. Working together from the start is essential for fostering genuine, culturally responsive engagement. Additionally, individuals and organizations can assist in accommodating needs (e.g., providing interpreters) and other considerations due to their place as a trusted resource in the community.
- ***Be a Consistent Presence:*** Trust is built over time. Move beyond project-specific engagement by showing up at community events, attending partner meetings, and maintaining relationships even when you are not actively seeking input.

Remove Systemic Barriers to Participation: Inclusive participation requires proactively identifying and removing the systemic barriers that prevent people from engaging.

- *Design for Access:* Address the logistical, economic, and social barriers that prevent full participation. This involves asking “Who might be excluded by our choices?” and actively implementing solutions.
- *Ensure Engagement is Culturally Responsive:* Engagement requires both cultural competency and language accessibility. This involves understanding and respecting cultural norms and communication styles to create a welcoming environment.

Demonstrate Accountability: Ensure engagement is transparent, and the community's influence is visible.

- *Close the Feedback Loop:* Meaningful follow-through is a critical step in honoring community input and recognizing their involvement in the decision-making process. Make sure to report back on what was heard and how that input shaped decisions.

Appendix F2. LEP Speakers in Oregon

This appendix provides data to help identify and prioritize language access needs for community engagement across Oregon. Understanding where language barriers exist is the first step in developing an equitable outreach strategy. The following tables from Oregon Housing and Community Services' Language Access Plan identify the state's most common languages spoken by residents with Limited English Proficiency (LEP). Individuals with LEP are those who have difficulty speaking, reading, or understanding English and who benefit from language assistance and accommodations for participation.

Table 2, below, identifies the largest LEP populations by the total number of speakers. This data is useful in understanding the most common need for language services across the state. For example, the large number of Spanish speakers with LEP (126,581 individuals or 3.6% of the population) indicates a widespread need for Spanish language resources.

Table 3 builds on this by showing the proportion of LEP speakers within a specific language group. This information is important because a high percentage suggests a community may be more linguistically isolated and harder to reach using English. For example, while there are fewer total Thai speakers (1,598), the fact that over 61% have LEP indicates that there are less resources within the community itself for translation and that targeted, language-specific outreach through trusted community partners would contribute to effective engagement.

Together, these tables illustrate the need for an outreach strategy that provides resources to serve the largest language groups, while also developing specialized approaches for communities where language barriers may lead to greater isolation (dependent on target populations).

Table 2. Speakers with LEP by Total Population

Language	Number of Speakers with LEP	Percentage of LEP Speakers within Oregon's Population
Spanish	126,581	3.6%
Vietnamese	15,915	0.4%
Chinese	14,885	0.37%
Russian	8,064	0.2%
Korean	4,751	0.1%
Tagalog	3,088	0.1%
Arabic	2,968	0.1%
Ukrainian	2,822	0.1%
Japanese	2,709	0.1%
German	1,817	0%
French	1,627	0%
Thai	1,598	0.1%
Persian	1,481	0%
Khmer	1,336	0%
Romanian	1,298	0%
Somali	1,079	0%
Nepali	1,062	0%

Source: Language Access Plan, Oregon Housing and Community Services (2025)

Table 3. Speakers with LEP by Language Group

Language	Percentage of LEP Speakers	Number of Speakers with LEP
Thai	61.46%	1,598
Vietnamese	58%	15,915
Kmer	53%	1,336
Nepali	49%	1,062
Ukrainian	48%	2,822
Chinese	48%	14,885
Amharic, Somali, and other Afro-Asiatic languages	46%	2880
Korean	44%	4,751
Gujarati	39%	354
Haitian	38%	120
Russian	37%	8,064
Spanish	36%	126,581
Somali	34%	1,079
Arabic	33%	2,968
Iu Mien/Yao	31%	869
Persian (incl. Farsi, Dari)	28.5%	1481
Swahili and other languages of Central, Eastern, and Southern Africa	28.5%	488
Armenian	28%	179
Persian	28%	1,481
Polish	28%	432

Punjabi	27%	400
Japanese	26%	2,709
Romanian	26%	1,298
Tagalog	25%	3,088
Italian	24.5%	895
Serbo-Croatian	23%	588
Greek	22%	296
Urdu	19%	180
Portuguese	15%	476
Hindi	14%	957
German	13%	1,817
French	13%	1,627
Navajo	10%	34
Other Native languages of North America	9%	

Source: Language Access Plan, Oregon Housing and Community Services (2025)

Appendix F3. Culturally Responsive and Inclusive Checklists

The following checklists provide a practical framework for ensuring that community engagement efforts are genuinely equitable, inclusive, and effective. They are designed to move beyond simple invitations toward the active and intentional removal of barriers that often prevent full participation.

Culturally Responsive Engagement

- ☐ Offer and provide language assistance, including qualified interpreters and translated materials, for community members with limited English proficiency.
- ☐ Co-host events with trusted CBOs and local leaders to honor cultural norms and build relationships.
- ☐ Use diverse communication channels to reach residents with varying technological access (e.g., print, radio, social media, community newsletters).
- ☐ Schedule meetings at convenient times and locations for participants, including evening and weekend options.
- ☐ Include a clear notice on all registration materials for attendees to request accommodations in advance.
- ☐ Ask about and provide for dietary needs and cultural or religious food practices when offering refreshments.
- ☐ Ensure all outreach materials (flyers, images, case studies) reflect the diversity of the community being engaged.

Accessible and Inclusive Engagement

- ☐ Select meeting locations that are centrally located (like community centers), served by public transit, and physically accessible. Offer multiple session times to accommodate varying working hours and schedules.
- ☐ Partner with CBOs to establish and promote a clear contact for all accessibility accommodation requests and to ensure information is shared widely.

- ☐ Ensure all venues, materials, and digital platforms are ADA-compliant and accessible to people with disabilities.
- ☐ Offer financial assistance or reimbursement for participation-related costs like transportation and parking.
- ☐ Provide or arrange for childcare assistance (when able) to encourage caregiver participation.
- ☐ Budget for and offer compensation (e.g., stipends, gift cards, meals) when feasible to honor the time and expertise of community members, especially those from low-income or underserved areas.
- ☐ Offer a fully accessible virtual or hybrid option for meetings (when able), ensuring features like live captioning are enabled.

Accessibility Considerations by Modality

In-Person Engagement Accessibility Considerations

- ☐ Hold meetings at convenient times (evenings, weekends) and in physically accessible (ADA-compliant) locations that are easy to get to.
- ☐ Adopt ADA-compliant materials (printed materials, assistive devices).
- ☐ Ensure qualified interpreters and translated materials are available on-site.
- ☐ When possible, provide support such as refreshments (meeting dietary and cultural needs), childcare, or transportation assistance to remove barriers.

Digital Engagement Accessibility Considerations

- ☐ Ensure all digital platforms, websites, and materials are ADA-compliant (e.g., live closed captioning, high-contrast slides).
- ☐ Offer multiple sessions at varied times or record sessions to accommodate different schedules.

APPENDIX G. REPORTING AND TRACKING ENGAGEMENT

This appendix details the standardized tools and processes for systematically capturing public engagement data, documenting engagement activities, and managing community partner contacts. These tools are designed to support data-driven decision-making and streamline reporting for the 3HSP, AGA, and AR. As outlined in the plan's "Implementation & Support" section, PSU CPS will provide technical assistance and support to ODOT-TSO staff regarding these new procedures. This support will include co-developing the final data-tracking tools and leading an onboarding process to help staff establish a sustainable workflow.

Appendix G1. Public Comment Data Collection and Tracking Process

The following template and processes provide guidance to record qualitative data from public engagements, supporting analysis, accountability, and strategic planning. This serves as a template for documenting received comments and their disposition, sortable by program and/or region.

Process Overview & Guidelines

Purpose

This document outlines the standardized process for capturing, entering, and analyzing public comments received during in-person engagement activities. The goal is to create a single source for all public feedback. The official *Public Comment Tracking Spreadsheet* is a master Excel workbook located in the TSO Teams channel (see the Public Comment Tracking Spreadsheet Structure below). There is one master file for all events, not separate files per event. This allows ODOT-TSO to:

- Identify safety trends and public priorities across different regions and programs.
- Make data-driven decisions for transportation safety planning.
- Ensure equitable engagement by tracking feedback from key populations, as required by the National Highway Traffic Safety Administration (NHTSA).

- Report on public engagement activities consistently and accurately.

In-Person Public Engagement Data Collection

Following the event:

1. Upload photos from the event to the designated OneDrive folder.
2. Extract, transcribe, review, and clean text to ensure accuracy.
3. Record in Excel *Public Comment Tracking Spreadsheet*:
 - a. Create a new row for each distinct idea or comment.
 - b. Fill out the columns for each comment.

Data Governance & Best Practices

- **Consistency is Key:** Always use the dropdown menus. Do not type free-form text in columns that have a dropdown option. This ensures the data can be sorted and analyzed.
- **Timeliness:** Enter all comments within 3-5 business days of the engagement event.
- **Quarterly Review:** The data will be reviewed quarterly to identify trends and inform upcoming engagement strategies.

Public Engagement Data Collection Process

The following process seeks to standardize the capture, transcription, and recording of qualitative data collected during public engagement activities. It is organized in three steps: (1) preparation for the event, (2) capturing qualitative data during the event, and (3) processing the data afterward. While events may have variation across activity types, examples are provided for flip charts, charettes/workshops, and note-taking.

Preparation for the Event:

- ☐ Define the information you want to collect. This may include the Event Name, Date, Key Population/Community, and Activity/Prompt.
- ☐ Prepare the collection supplies for the specific event, such as markers, flip charts, sticky notes, maps/boards, and notebooks. Additional hybrid support may be possible with new and emerging technology.
- ☐ Ensure there is at least one other ODOT-TSO staff member there to serve as a scribe.
- ☐ Make sure you have a sign-in sheet to meet NHTSA requirements.

Capturing Qualitative Data at the Event: Capture comments with enough detail and anchor them to their context.

- For Flip Charts:
 - ☐ Write the event context (Name, Date, Location) at the top of every page.
 - ☐ Use clear, legible printing. One idea per bullet point.
 - ☐ After the session, take a clear, flat, well-lit photo of each page individually.
- For Sticky Notes (Charettes & Workshops):
 - ☐ Provide instructions to participants for one idea per sticky note.
 - ☐ Capture the placement (sticky notes on a map or board have spatial meaning).
 - ☐ Capture photos of both the individual notes (for legibility) and the entire map/board (for spatial context).
- For Notetaking:
 - ☐ Use a dedicated notebook. Start a new page for each distinct conversation or topic.

- ☐ At the top of the page, write the event context (Name, Date, Location).
- ☐ Take clear, well-lit, flat-angle photos of every page of notes.

Processing and Entering Qualitative Data After an Event: Turn your captured images and notes into analyzable data in the *Public Comment Tracking Spreadsheet*. Instructions are prepared for Microsoft systems in mind.

1. Transfer and organize photos in OneDrive.
2. Transcribe photos into text. The following instructions provide two methods for transcription using AI to streamline processes, but results may be typed by hand as well.

a. *Method 1: Microsoft Copilot App* (for phone)

- i. Tap the camera icon or "Add an image" button and select a photo of a flip chart or notes from your gallery.
- ii. In the prompt box, type a simple command like: "Transcribe all the handwritten text in this image."
- iii. Copilot will analyze the photo and provide a digital text version.
- iv. Copy the transcribed text. You can then paste it into a Word document or a OneNote page for cleaning.

b. *Method 2: Microsoft OneDrive* (for computer)

- i. Open a web browser and navigate to your event folder in OneDrive.
- ii. Click to open an image file of your notes.
- iii. In the top menu bar, you will see an "Extract text" command. Click it.
- iv. A pane will appear on the right side with all the transcribed text from the image.
- v. Click the "Copy all" button. You can then paste it into a Word document or a OneNote page for cleaning.

3. Consolidate and clean in Word or OneNote.
 - a. Create a new Microsoft Word document or OneNote for the event.
 - b. Paste the text you copied from Copilot or OneDrive into this document. Repeat the process for all the photos from the event until all the text is in one place.
 - c. Review and edit. Place the photo next to the transcribed text on your screen. Read through and correct any errors the AI made in transcription. This ensures your data is accurate before it goes into the spreadsheet.
4. Enter data into the Excel *Public Comment Tracking Spreadsheet*.
 - a. Open the Excel tracking spreadsheet.
 - b. Arrange your windows so you can see both your clean Word/OneNote document and the Excel spreadsheet.
 - c. Read through the transcription. For each distinct comment, idea, or quote, create a new row in the Excel spreadsheet.
 - d. Copy and paste the verbatim comment into the “Full Comment” column.
 - e. Use your dropdown menus and analysis skills to fill in the remaining columns: Comment ID, Primary Theme, ODOT Program, ODOT Region, Keywords, etc.

Public Comment Tracking Spreadsheet Structure

Column Header	Field Description & Purpose	Dropdown Options or Formatting Example
Comment ID	Unique ID for each comment	Text Entry Format: Event Date-Comment Number (ex: YYYYMMDD-001, YYYYMMDD-002, etc.)
Date	The date of the public engagement event	Text Entry Format: YYYY-MM-DD

Source/Method	(Dropdown) How the comment was received	Public Meeting, Open House, Charette/Workshop, Focus Group, Community Event, Message (email/phone)
Source Detail	The specific name and location of the event	Text Entry Format: Name - Location (ex: TSAP Open House - Aloha)
Raw Comment/Idea	Text from the engagement type (flip chart, sticky note, notes)	Text Entry
Primary Topic	(Dropdown) The main topic of the comment	Pedestrian & Bicycle Safety, Speed & Aggressive Driving, Impaired Driving, Distracted Driving, Roadway Conditions & Design, Enforcement, Driver Behavior & Education, Occupant Protection, Motorcycle Safety, Vehicle Safety & Equipment, Work Zone Safety, Emergency Response/EMS, Policy & Funding, Other
Key Population/Community	(Dropdown) The primary community of focus for the comment or event	Youth (Under 18), Young Adults (18-25), Older Adults (65+), Rural, Urban, Racial/Ethnic Group, Tribal, Immigrant/Refugee, Low-income, Limited English Proficiency (LEP), High-Risk Driver, Other Overrepresented, General Public, Unknown/Not Specified
Community Detail	Community or population specifics beyond the key population (neighborhood, organization name)	Text Entry
ODOT Program	(Dropdown) The relevant TSO program	Bike & Ped, Community Traffic Safety, Distracted Driving, Driver

		Education and Behavior, EMS, Impaired Driving, Judicial Outreach, Motorcyclist Safety, Occupant Protection, Police Traffic Safety, Roadway Safety, Safe Driving, Speed, Traffic Records, Vehicle Safety Equipment Standards, Workzone Safety, Other
ODOT Region	(Dropdown) The relevant ODOT region	Region 1, Region 2, Region 3, Region 4, Region 5, Statewide/Other
Engagement Goal	(Dropdown) The relevant ODOT-TSO engagement goal	
Internal Notes	For staff use only	Optional text entry; context, follow-up actions, etc.

Appendix G2. Engagement Activity Report

The ODOT-TSO Engagement Activity Report is a standardized template implemented as a Microsoft Group Form. The live form is in a dedicated tab within the TSO Microsoft Teams channel, giving all team members direct access to submit and review reports. The Microsoft Group Form should be completed within 3-5 business days following each engagement event.

This form is the official summary record for TSO public engagement activities. Its purpose is to create a permanent record of each event for tracking and continuous improvement. While the *Public Comment Tracking Spreadsheet* captures the specific what of public feedback (every individual comment), this report captures the crucial who, why, and how of the engagement itself. Completing this form is a critical step in our data process. It provides the essential context needed to:

- Track outreach efforts and measure reach.
- Document key themes and outcomes for high-level reporting.
- Capture “lessons learned” to improve future engagement strategies.
- Maintain an official record of public participation activities.

The following provides an example of the form:

EVENT DETAILS

Event Name: TSAP Open House - Sunset Valley

Event Date: 2025-10-11

Location: Five Oaks Community Center

ODOT TSO Lead(s): Jane Smith

ODOT Region: Region 3

PURPOSE & AUDIENCE

Purpose/Goals of Engagement *(1-2 sentences on what you wanted to achieve):*

To gather feedback from the Sunset Valley community on pedestrian and vehicle safety concerns, with a focus on the Cedar Ridge Parkway corridor, to inform the TSAP update.

ODOT-TSO Engagement Goal *(Select the primary goal this engagement aligns with):*

- | | |
|--|---|
| ☐ Develop New Partner (Underserved/At-Risk) | ☐ Develop New Partner (Youth Outreach) |
| ☐ Gain TSO Safety Advocate | ☐ Expand High-Visibility Enforcement |
| ☐ Expand Tribal Partnerships | ☐ Increase Rural Engagement |
| ☐ Increase Hispanic Community Participation | ☐ Other (Please specify): _____ |

Is this engagement intended to meet NHTSA requirements?

☒ Yes ☐ No

Target Population(s) *(Check all that apply):*

- | | | |
|---|--|--|
| ☒ General Public | ☐ Rural Community | ☐ Urban Community |
| ☐ Youth (Under 18) | ☐ Young Adults (18-25) | ☒ Older Adults (65+) |
| ☒ Racial/Ethnic Group | ☐ Tribal | ☐ Immigrant/Refugee |
| ☒ Low-Income | ☐ Limited English Proficiency | ☐ High-Risk Driver |
| ☐ Other Overrepresented | ☐ Unknown/Not Specified | |

Partner Organizations Involved:

Sunset Valley County Planning Department, Adelante Community Network

ACTIVITIES & PARTICIPATION

Engagement Activities Used *(Check all that apply):*

- | | | |
|---|--|---------------------------------------|
| ☒ Presentation | ☒ Small Group Discussion | ☐ Focus Group |
| ☒ Flip Chart Exercise | ☐ Survey/Poll | ☐ Open House / |
| ☐ Charette/Workshop | ☐ Other | Informational Displays |

Accessibility Measures Provided *(Check all that apply):*

- | | |
|--|--|
| ☒ ADA Accessible / Wheelchair Accessible Venue | ☐ Located Near Public Transit |
| ☒ In-person Language Interpretation | ☐ Translated Written Materials |
| ☐ ASL Interpretation | ☐ Large Print / Braille Materials |
| ☐ Virtual/Online Participation Option | ☒ Held During Non-Work Hours |
| ☒ Food/Refreshments Provided | ☐ Childcare Provided |
| ☐ Other (Please specify): _____ | |

Total Attendance *(Please attach sign-in sheet⁷):* Approx. 40 community members

Participant Overview *(Optional: 1-2 sentences to provide context on attendance):*

We had a strong turnout from older adults in the community. Many attendees represented our partner, the Adelante Community Network. Several participants used Spanish interpretation services.

⁷ Per NHTSA [requirements](#).

OUTCOMES & LESSONS LEARNED

Summary of Key Themes (2-3 bullet points summarizing the most frequent or urgent topics discussed):

- High vehicle speeds on Cedar Ridge Parkway, especially outside of peak hours, were the most frequent concern.
- Multiple requests for safer pedestrian crossings, specifically near the intersections of Maplewood Drive and Crestline Road.
- Concerns about poor lighting at bus stops and along sidewalks, making pedestrians feel unsafe at night.

Lessons Learned (What went well? What could be improved?):

- Success: (1) Partnering with the Adelante Community Network was highly effective in reaching Spanish-speaking residents. (2) Providing light refreshments encouraged participants to stay longer and participate more deeply.
- Challenge: The room layout made it difficult for people to move between the presentation area and the feedback boards. Next time, use a larger, more open space.
- Opportunity: The community center is a trusted, central location that works well for this community.

Follow-up Actions:

- Enter all individual comments from flip charts into the Public Comment Tracking Spreadsheet by 10/16/2025.
- Send thank you emails to Sunset Valley County and the Adelante Community Network by 10/14/2025.

Appendix G3. Contacts at Key CBOs and Partners

The following appendix provides a template for creating a centralized, searchable database of key community-based organizations (CBOs) and partners to support ODOT-TSO public engagement and outreach activities. The chart below includes examples for tracking these partners. It is recommended that this list be maintained as a shared Excel workbook in Microsoft Teams to ensure the information is always current and accessible to the team.

Purpose: This workbook is a strategic database of CBOs, agencies, and partners that can support ODOT-TSO public engagement. It is designed to be a searchable tool to help staff quickly identify the right partner for a specific outreach need.

How the Tool Works: The tracker is a living document where ODOT-TSO staff can add new partners and update contact information to keep it current. Each entry is designed to capture key information, which is detailed in the table below.

Key Features for Data Consistency:

- To ensure data is consistent and easy to filter, the template uses standardized dropdown menus for key fields like "Organization Type," "Key Population/Community," and "Support Capability."
- The "Capability Specifics" field is a text field used to describe exactly what the partner can do. For example, if the Support Capability is "Translation & Interpretation," the specifics could be "Can provide in-person Spanish interpreters with one week's notice."

Improving Filtering: The template allows for multiple rows for the same organization if they offer distinct types of support. This makes the database easy to filter and allows for different contacts for support (if relevant).

- For example: Row 1: Centro Cultural, Support Capability: Meeting & Event Support; Row 2: Centro Cultural, Support Capability: Translation & Interpretation

Contact Tracking Spreadsheet Structure

Column Header	Field Description & Purpose	Dropdown Options or Formatting Example
Organization Name	The official name of the organization	Text Entry
Organization Type	(Dropdown) The primary category of the organization.	Non-Profit, Community-Based Organization, Government Agency, School / District, Faith-Based Organization, Neighborhood Association, Business / Private Sector, Advocacy Group, Other
Key Population/Community	(Dropdown) The primary community the organization works with	Youth (Under 18), Young Adults (18-25), Older Adults (65+), Rural, Urban, Racial/Ethnic Group, Tribal, Immigrant/Refugee, Low-income, Limited English Proficiency (LEP), High-Risk Driver, Other Overrepresented, General Public, Unknown/Not Specified
Contact Name	The full name of the primary contact at the organization	Text Entry
Contact Email	The email for your primary contact	Text Entry
Contact Phone	The phone number for your primary contact	Text Entry
Organization Address	The physical or mailing address of the organization	Text Entry
Support Capability	(Dropdown) The main category of support the organization can offer	Outreach & Promotion (Distributing materials, sharing on social media, newsletters), Translation & Interpretation

(Providing written or in-person language services), Meeting & Event Support (Offering meeting space or event volunteers), Accessibility Services (Arranging for ASL, ensuring ADA compliance), Audience Engagement (Expertise in facilitating focus groups, workshops, etc.), Subject Matter Expertise (Providing specific knowledge), General Partnership (Open to collaboration on various safety initiatives)

Capability Specifics	A detailed description of the support they can provide	Text Entry
Primary ODOT Contact	(Dropdown) ODOT-TSO team member with connection to contact	Churchill, Greiner, Manlove, Mason, McAllister, McCartt, Nickens, O'Hogan, Raska, Senger, Stone, Tozer, Uselman, Other (See Notes)
ODOT Region	(Dropdown) The relevant ODOT region	Region 1, Region 2, Region 3, Region 4, Region 5, Statewide/Other
Notes	Any other relevant information and notes	Text Entry: For example, "Best to contact by email," "Currently updating their strategic plan"
Entry Date	Date entry for maintenance and to ensure contacts are still active	Date

APPENDIX H. FRAMEWORK FOR ADAPTIVE GOAL SETTING

Effective goal setting is a critical component of a larger strategy for continuous improvement. To establish a consistent and sustainable goal-setting process for ODOT-TSO, this plan recommends a structured framework for developing, evaluating, and evolving its public participation goals over time.

The SMART Framework

To ensure ODOT-TSO's PP&E goals are clear, actionable, and measurable, this plan recommends using the SMART framework. The framework is outlined below:

1. *Specific*: The goal should be clear and interpretable, addressing the “what,” “who,” and “where.”
2. *Measurable*: The goal must have a quantifiable metric, allowing progress to be tracked and success to be clearly defined.
3. *Achievable*: The goal should be realistic and attainable within the scope of available resources and abilities.
4. *Relevant*: The goal must be a worthwhile effort that aligns directly with ODOT-TSO's core mission to reduce traffic fatalities and serious injuries.
5. *Time-Specific*: The goal needs a clear deadline or a defined frequency for completion and review.

Baseline Goals from the FFY 24-26 3HSP

The SMART framework provides the “how” for setting effective goals. The “what” and “why” are rooted in performance, data, and the strategic direction set by ODOT-TSO in documents like the 3HSP. The public engagement goals from the 3HSP document serve as a baseline to evolve future engagement goals. The existing goals already demonstrate some alignment with SMART principles, providing a solid foundation for a cycle of continuous improvement. The prior goals include:

- Improve cooperative efforts with partner agencies/CBOs working with underserved/at-risk communities by increasing the number of applications for traffic safety project funding with at least one new partner organization.
- Expand community engagement efforts with high-visibility enforcement mobilizations and efforts by ten percent.
- Build on existing relationships with tribal partners to expand traffic safety projects on tribal lands by participating in at least one tribal community event per year.
- Increase TSO participation with the Hispanic communities through local events and gatherings by twenty percent this year.
- Increase youth outreach and community partnerships and organizations who work with youth to engage a minimum of one new partner each year.

Goal Setting and Adaptation Cycle

Continuous improvement in goal setting is an active cycle where previous outcomes inform future objectives. The following process should be considered when setting new goals:

1. *Evaluate Performance:* Assess the outcomes of the baseline goals from the 3HSP. Were they achieved? For example, was there a 20% increase in ODOT-TSO participation with Hispanic communities?
2. *Identify Opportunities for Growth:* Based on that evaluation and emerging traffic safety data, identify where to adapt. For example, if there was a successful partnership with one new underserved community organization, the next goal might be to deepen that single partnership or expand to two new partners. This ensures the engagement strategy evolves based on results.
3. *Define New SMART Goals:* Using the findings, formally define the next set of PP&E goals for the upcoming cycle, keeping the SMART framework in mind. The engagement strategy should remain dynamic, data-driven, and consistently

aligned with the core mission of reducing traffic fatalities and serious injuries across Oregon.

ODOT-TSO Goal Templates

The following examples and templates are provided to serve as guides, allowing them to be modified and adapted as needed. They follow a “fill-in-the-blank” format (think Mad Libs) that allows them to be customized to fit the need.

Template 1: Partner Collaboration *(For goals improving cooperative efforts or building on partnerships)*

By [Date], we will [Action] our collaborative relationship with [Partner/Organization] to better serve [Specific Audience/Community]. Success will be measured by [Key Metric/Target], which is an increase from our [Prior Activity/Outcome]. This supports our objective to [Goal/Mission].

Template 2: Growing a Specific Program or Initiative *(For goals expanding engagement or outreach for a program)*

Building on the success of last year's program, we will grow our [Program/Campaign] by [Key Metric/Target] before [Date]. Our primary tactics will be [Method/Tactic] and [Method/Tactic]. This goal directly supports our strategic priority to [Goal/Mission].

Template 3: Expanding Geographic or Demographic Reach *(For goals increasing engagement in an area or with a specific community)*

To ensure equitable outreach, we will increase our [Type of Engagement] with the [Target Audience/Location] by [Percentage/Number] by [Date]. We will achieve this by implementing the following: [Method / Tactic]. This builds on last year's effort, where we [Prior Activity/Outcome] and is critical to [Goal/Mission].

Template 4: Targeted Safety Campaign *(For goals about specific public awareness and enforcement campaigns)*

Our [Program/Campaign] campaign, running from [Date] to [Date], will reduce [High-Risk Behavior] by [Percentage/Number] in [Target Location(s)]. We will

measure this through [Measurement Method]. The success of this campaign is directly related to our goal of [Goal/Mission].

Template 5: Public Feedback Initiative (For goals focused on gathering public input and then reporting back on how it was used)

By [Date], our team will launch a [Measurement Method] to gather community input on [Safety Topic]. We will analyze the feedback from an estimated [Percentage/Number] of participants and publish a summary report by [Date]. This initiative supports our [Goal/Mission] by ensuring our programs are directly responsive to community needs.

Template 6: Outreach Resource Development (For goals focused on creating and distributing a new tangible tool or resource to engage the public)

By [Date], we will develop and launch a new [Resource Type] focused on [High-Risk Behavior]. The goal is to reach [Percentage/Number] of people in [Date], as measured by [Measurement Method]. This resource supports our [Goal/Mission] by providing accessible safety information to our [Target Audience/Location].

Template 8: Responsive Safety Initiative (For goals that react to a sudden, emerging safety trend or a specific high-profile incident)

In response to the emerging trend of [High-Risk Behavior], our team will launch a rapid [Type of Engagement] initiative by [Date]. The primary goal is to [Action] the [Target Audience/Location]. We will achieve this through [Method/Tactic], and success will be measured by [Key Metric/Target], demonstrating our ability to provide timely and adaptive safety solutions.

Template Fill In	Examples
Action	Expand; Formalize; Increase; Educate; Raise awareness for; Gather feedback from; Promote
Date	End of Fiscal Year; Campaign Date; By March 15, 2026
Goal/Mission (Can be 3HSP or general)	Reducing vulnerable road user fatalities; Reducing crash disparities; Increasing seatbelt usage; Preventing impaired driving
High-Risk Behavior	Distracted driving; Speeding in work zones; Impaired driving
Key Metric/Target	Co-hosting 2 events; Engaging 10% more partners; Reaching 50 students
Measurement Method	Surveys; Citation data analysis
Method / Tactic	Partnering with three community organizations; Training 25 staff members
Partner/Organization	Partner Agency/Organization/Tribe
Percentage/Number	10%; 25 participants
Program/Campaign	High Visibility Enforcement Engagement; Youth Outreach Program
Prior Activity/Outcome	One event last year; An informal agreement
Resource Type	Series of short educational videos; Informational brochure or pamphlet
Target Audience/Location	Residents in rural areas; Youth aged 16-24; High-crash corridors; School zones
Type of Engagement	Community presence; Program participation

Abbreviations and Acronyms

3HSP	Triennial Highway Safety Plan
AASHTO	American Association of State Highway and Transportation Officials
AGA	Annual Grant Application
AR	Annual Report
ARIDE	Advanced Roadside Impaired Driving Enforcement
ARTS	All Roads Transportation Safety
ASAM	American Society of Addiction Medicine
BAC	Blood Alcohol Concentration
CARS	Crash Analysis Reporting System
CDS	Crash Data System
CFR	Code of Federal Regulations
CJIS	Criminal Justice Information System
CLE	Continuing Legal Education
COVID-19	Coronavirus Disease 2019
CPS	Child Passenger Safety
CPT	Certified Phlebotomy Technicians
CPST	Certified Child Passenger Safety Technician
CTSP	Community Traffic Safety Program
CTW	Countermeasures That Work
DE	Driver Education
DEC	Drug Evaluation and Classification
DHS	Oregon Department of Human Services
DMV	Driver and Motor Vehicles, Oregon Department of Transportation

DPSST	Oregon Department of Public Safety Standards and Training
DUII	Driving Under the Influence of Intoxicants (sometimes DUI is used)
DRE	Drug Recognition Expert or Evaluator
DWI	Drinking While Intoxicated
EMS	Emergency Medical Services
FARS	Fatality Analysis Reporting System, U.S. Department of Transportation
FFY	Federal Fiscal Year
FHWA	Federal Highway Administration
FMCSA	Federal Motor Carrier Safety Administration, U.S. Department of Transportation
GHSA	Governors Highway Safety Association
GIS	Oregon's Geographic Information System Mapping Technology
HB	House Bill
HSIP	Highway Safety Improvement Program
HSM	Highway Safety Manual
HVE	High Visibility Enforcement
IID	Ignition Interlock Device
IIHS	Insurance Institute for Highway Safety
IRCO	Immigrant and Refugee Community Organization
IRIS	Integrated Road Information System
LEA	Law Enforcement Agency
LEDS	Oregon's Law Enforcement Data System
LEL	Law Enforcement Liaison
LTSG	Local Traffic Safety Group
MPH	Miles Per Hour
MPO	Metropolitan Planning Organization

MVMT	Million Vehicle Miles Traveled
NCHRP	National Cooperative Highway Research Program
NEMIS	National EMS Information System
NHTSA	National Highway Traffic Safety Administration
NOPUS	National Occupant Protection Use Survey
OAR	Oregon Administrative Rules
OASIS	Oregon Adjustable Safety Index System
ODAA	Oregon District Attorneys Association
ODE	Oregon Department of Education
ODOT	Oregon Department of Transportation
ODOT CDS	Oregon Department of Transportation Crash Data System
OHA	Oregon Health Authority
OJD	Oregon Judicial Department
OJIN	Oregon Judicial Information Network
OLCC	Oregon Liquor Control Commission
OR-	Oregon's State -developed measures
ORS	Oregon Revised Statutes
OSP	Oregon State Police
OSSA	Oregon State Sheriffs' Association
OTC	Oregon Transportation Commission
OTP	Oregon Transportation Plan
OTSC	Oregon Transportation Safety Committee
PP&E	Public Participation and Engagement
PUC	Oregon Public Utility Commission
RAPID	Reporting and Provider Inspection Database

RTSC	Region Transportation Safety Coordinator
SAE	Society of Automotive Engineers
SC	Strategic Core
SGMS	Safety Grant Management System
SFST	Standardized Field Sobriety Testing
SHSO	State Highway Safety Office
SHSP	Strategic Highway Safety Plan, also known as TSAP
SIPDE	Search, Identify, Predict, Decide, and Execute
SMS	Safety Management System or Highway Safety Management System
SRTS	Safe Routes to School
SSA	Safe System Approach
STIP	Statewide Transportation Improvement Program
STSI	State Traffic Safety Information
TIM	Transportation Incident Management
TRCC	Traffic Records Coordinating Committee
TSAP	Transportation Safety Action Plan
TSO	Transportation Safety Office
TSRP	Traffic Safety Resource Prosecutor
UC	Universal Core
USDOT	United States Department of Transportation
VMT	Vehicle Miles Traveled

Abbreviations and Acronyms

3HSP	Triennial Highway Safety Plan
AASHTO	American Association of State Highway and Transportation Officials
AGA	Annual Grant Application
AR	Annual Report
ARIDE	Advanced Roadside Impaired Driving Enforcement
ARTS	All Roads Transportation Safety
ASAM	American Society of Addiction Medicine
BAC	Blood Alcohol Concentration
CARS	Crash Analysis Reporting System
CDS	Crash Data System
CFR	Code of Federal Regulations
CJIS	Criminal Justice Information System
CLE	Continuing Legal Education
COVID-19	Coronavirus Disease 2019
CPS	Child Passenger Safety
CPT	Certified Phlebotomy Technicians
CPST	Certified Child Passenger Safety Technician
CTSP	Community Traffic Safety Program
CTW	Countermeasures That Work
DE	Driver Education
DEC	Drug Evaluation and Classification
DHS	Oregon Department of Human Services
DMV	Driver and Motor Vehicles, Oregon Department of Transportation

DPSST	Oregon Department of Public Safety Standards and Training
DUII	Driving Under the Influence of Intoxicants (sometimes DUI is used)
DRE	Drug Recognition Expert or Evaluator
DWI	Drinking While Intoxicated
EMS	Emergency Medical Services
FARS	Fatality Analysis Reporting System, U.S. Department of Transportation
FFY	Federal Fiscal Year
FHWA	Federal Highway Administration
FMCSA	Federal Motor Carrier Safety Administration, U.S. Department of Transportation
GHSA	Governors Highway Safety Association
GIS	Oregon's Geographic Information System Mapping Technology
HB	House Bill
HSIP	Highway Safety Improvement Program
HSM	Highway Safety Manual
HVE	High Visibility Enforcement
IID	Ignition Interlock Device
IIHS	Insurance Institute for Highway Safety
IRCO	Immigrant and Refugee Community Organization
IRIS	Integrated Road Information System
LEA	Law Enforcement Agency
LEDS	Oregon's Law Enforcement Data System
LEL	Law Enforcement Liaison
LTSG	Local Traffic Safety Group
MPH	Miles Per Hour
MPO	Metropolitan Planning Organization

MVMT	Million Vehicle Miles Traveled
NCHRP	National Cooperative Highway Research Program
NEMIS	National EMS Information System
NHTSA	National Highway Traffic Safety Administration
NOPUS	National Occupant Protection Use Survey
OAR	Oregon Administrative Rules
OASIS	Oregon Adjustable Safety Index System
ODAA	Oregon District Attorneys Association
ODE	Oregon Department of Education
ODOT	Oregon Department of Transportation
ODOT CDS	Oregon Department of Transportation Crash Data System
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