

2021 OREGON TSAP UPDATE

DATE: December 8, 2020
TO: Mary McGowan | Oregon DOT
FROM: Brian Chandler | DKS Associates
SUBJECT: Stakeholder Interviews Summary

Project #20020-004

INTRODUCTION & PURPOSE

The Oregon Department of Transportation (ODOT) is conducting an update of the Transportation Safety Action Plan (TSAP). The TSAP unifies transportation safety planning in Oregon by providing long-term goals, policies, strategies, and near-term actions to eliminate deaths and life-changing injuries.

As part of the TSAP revision effort, the DKS team conducted 10 stakeholder interviews, each of which included one or more interviewees. The interviewees were representative of a range of interests, including vulnerable user groups, local jurisdictions, and freight. A subset of those interviewed had participated in the Policy Advisory Committee and Technical Advisory Committee for the previous update. The purpose of the interviews was to help identify key issues to address in the update, including elements of the previous plan that need to be reconsidered and confirmation of the plan vision and goals.

Alongside the DKS team effort, ODOT staff conducted parallel outreach seeking input from multimodal committees, technical experts and ODOT leadership. This memorandum will include content from both the DKS-led stakeholder interviews and ODOT-staff-led outreach, including common themes shared by all.

For this memorandum, feedback from stakeholders is typically not attributed directly to an agency or individual. Full notes from the DKS-led interviews and ODOT-led outreach are available via request through the Project Manager (safety@odot.state.or.us).

On overview of the DKS-led interviews is provided in Table 1. Brian Chandler, DKS Project Manager, led each of the 10 interviews. ODOT-led outreach details are shown in Table 2.

TABLE 1. TSAP STAKEHOLDER INTERVIEWS

ROLE(S)	DATE	INTERVIEWEES	TEAM PARTICIPANTS
ACTIVE TRANSPORTATION	10/12/20	Jessica Horning, ODOT Active Transportation Section Susan Peithman, ODOT Active Transportation Section	Brian Chandler, DKS Mary McGowan, ODOT
LARGE TRUCKS, FREIGHT	10/15/20	Amy Ramsdell, ODOT Commerce & Compliance Division Jess Brown, ODOT Commerce & Compliance Division	Brian Chandler, DKS Brandon Williams, ODOT
DATA COLLECTION & ANALYSIS	10/19/20	Robin Ness, ODOT Crash Analysis and Reporting Unit Chris Wright, ODOT Transportation Data Section	Brian Chandler, DKS Mary McGowan, ODOT
METROPOLITAN PLANNING ORGANIZATION	10/19/20	Tyler Deke, Bend MPO	Brian Chandler, DKS Mary McGowan, ODOT Walt McAllister, ODOT
LAW ENFORCEMENT	10/22/20	Scott Rector, Oregon State Police	Brian Chandler, DKS Mary McGowan, ODOT Walt McAllister, ODOT
LOCAL PUBLIC WORKS	10/22/20	Jocelyn Blake, Association of Oregon Counties Brian Worley, Association of Oregon Counties	Brian Chandler, DKS Brandon Williams, ODOT
MOTORCYCLES; DRIVING UNDER THE INFLUENCE	10/26/20	Chris Henry, GAC Motorcycle Safety Committee Chuck Hayes, GAC DUII Committee	Brian Chandler, DKS Ryan Klitzsch, Cambridge Systematics Mary McGowan, ODOT
TRAFFIC OPERATIONS, MAINTENANCE, & PROJECT DELIVERY	10/26/20	Doug Bish, ODOT Traffic Services Lucinda Moore, ODOT Maintenance Gary Farnsworth, ODOT Region 4 Craig Sipp, ODOT Region 5	Brian Chandler, DKS Beth Wemple, HDR Engineering Mary McGowan, ODOT
PUBLIC HEALTH	10/27/20	Dana Selover, Oregon Health Authority	Brian Chandler, DKS Ryan Klitzsch, Cambridge Systematics
SOCIAL EQUITY	11/2/20	Nikotris Perkins, ODOT Office of Social Equity	Brian Chandler, DKS Beth Wemple, HDR Engineering Mary McGowan, ODOT Walt McAllister, ODOT

TABLE 2. ODOT OUTREACH ACTIVITIES

GROUP	DATE	PRESENTER(S)
TRAFFIC OPERATIONS AND STANDARDS TEAM	10/1/20	Mary McGowan, Walt McAllister
PLANNING AND POLICY DISCIPLINE TEAM	10/1/20	Mary McGowan, Walt McAllister
AREA MANAGERS MEETING	10/6/20	Mary McGowan, Walt McAllister
COMMERCE AND COMPLIANCE DIVISION MANAGEMENT TEAM	10/7/20	Mary McGowan, Walt McAllister
QUARTERLY ODOT, METROPOLITAN PLANNING ORGANIZATION AND TRANSIT DISTRICT	10/9/20	Michael Rock
OREGON BICYCLE AND PEDESTRIAN ADVISORY COMMITTEE	10/14/20	Walt McAllister
OREGON FREIGHT ADVISORY COMMITTEE	10/14/20	Mary McGowan
OREGON TRANSPORTATION SAFETY COMMITTEE	10/14/20	Mary McGowan, Walt McAllister
OPERATIONS MANAGEMENT TEAM	10/14/20	Jerri Bohard
GOVERNOR'S ADVISORY COMMITTEE ON MOTORCYCLE SAFETY	10/15/20	Traci Pearl
DELIVERY AND OPERATIONS LEADERSHIP TEAM	10/21/20	Mary McGowan, Walt McAllister
DEPARTMENT OF MOTOR VEHICLES – DRIVER PROGRAMS TEAM	10/22/20	Mary McGowan, Walt McAllister
PUBLIC TRANSPORTATION ADVISORY COMMITTEE	11/2/20	Mary McGowan, Walt McAllister
GOVERNOR'S ADVISORY COMMITTEE ON DUII	11/6/20	Traci Pearl
MOTOR CARRIER TRANSPORTATION ADVISORY COMMITTEE	11/12/20	Mary McGowan, Walt McAllister

KEY THEMES AND HIGHLIGHTS

Safety stakeholders shared some common themes and had some noteworthy responses to interview questions and open discussions. In the sections below, this memo summarizes the overarching issues, along with some examples, of the feedback shared during interviews and outreach conversations.

EMPHASIS AREA: RISKY BEHAVIORS

Interview discussions revealed that Oregon struggled to make progress on these issues over the past 5 years.

Root Cause Analysis. What is affecting a person's life that causes them to drink alcohol or use drugs, that then leads to impaired driving? If we address the larger social issues and identify gaps in meeting needs, addressing those needs can reduce impaired driving, too.

Focus on Behaviors Connected to Fatal Crashes. Oregon State Police's (OSP) Fatal Five Violations align well with TSAP Emphasis Areas: Speed, Seat Belt Usage, Lane Usage, Intoxicated/Impaired Driving, and Distracted Driving. A subset of these topics, Speed and Impaired Driving, came up several other interviews, too.

Law Enforcement – General. The legislature has been supportive of maintaining OSP staffing levels. Bipartisan support has been excellent. However, law enforcement has generally been understaffed for many years, and it seems like people drive more aggressively now than previously, and without fear of a citation. 100+ mph citations have been exceptionally high in 2020 (being attributed to the pandemic, increase in telecommuting, and resulting reductions in traffic volumes).

Behaviors related to Large Trucks / Commercial Vehicles. Behaviors (truck and passenger vehicles) include tailgating, unsafe lane changes, inattention, and speeding. Operators of passenger vehicles do not understand how trucks operate and what drivers can and cannot see. Fatigue/hours of service is another major issue for commercial vehicle operators.

SPEEDING

Over-arching Impacts. Focus must be placed on the role of speed in ALL emphasis areas and how we can manage speed through design. Speed is an overarching factor in crash severity, especially crashes involving vulnerable users.

Speed in Work Zones. Work Zone Safety continues to be an issue. Reduced speed limits in work zones could help with this, especially on high volume Interstates.

IMPAIRED DRIVING

Toxicology Screening

- Hospitals do not always complete the toxicity screenings from traffic crashes – sometimes related to insurance implications.
- In some counties, toxicologist tests the deceased driver for alcohol first, and if positive, toxicologists will not test for other substances. A single vehicle fatality might not get a toxicology screen at all.

State/National Leadership Support

- The Governor’s Advisory committee on Driving Under the Influence of Intoxicants (GAC-DUII) is appointed by the Governor and receives support from that office’s policy advisor, while the GAC-DUII serves as Subject Matter Experts in most areas of the DUII continuum.
- Current DUII language is limited to “alcohol, controlled substance, or inhalant.” Most drugs do not fit this definition.
- The last National Highway Traffic Safety Administration (NHTSA) Impaired Driving Assessment in Oregon was conducted in the 1980s, as Oregon was in “low-risk” status for many years after the previous assessment. Recommendations from the 1980s report are the most current. However, Oregon is now in “medium-risk” status (since 2018).

Marijuana-impaired Driving. Better data is needed to assess marijuana-impaired driving issues. There are mixed messages in the national media about marijuana impairment.

DUII System Linkages. Data systems for tracking DUII offenses are currently not linked across the state. There is not a Statewide DUII Reporting System. Adding statewide coordination could help partners identify repeat offenders, breath test results, and other testing linkages and data needs.

EMPHASIS AREA: INFRASTRUCTURE

Roundabouts are a proven countermeasure to improve intersection safety in urban and rural situations, yet there is contention around the state about their use – particularly on state highways.

- There is a need for common understanding of proven benefits to be able to communicate the significance of roundabouts and gain public support. Consider adding stronger language in the TSAP about this treatment.
- Maneuverability of freight and large trucks is a significant limiting factor in the acceptance of roundabouts. Right now some ODOT Regions are not able to gain blanket approval for roundabouts (this treatment is reviewed on a project-by-project basis) on the State system.

- The City of Bend has 35+ roundabouts with more on the way. Deschutes County added rural roundabout, and other local agencies are leading the State in implementation.

Rumble Strips. ODOT is shifting from easy-to-implement to more complicated treatments. In some ODOT Regions the these treatments (e.g., rumble strips) are installed. Now ODOT is looking at corridors that require shoulder enhancements before rumble strips can be installed. Some early safety treatments are coming to the end of their life and need to be maintained or replaced. For example, rumble strips can cause problems for pavement preservation over time.

EMPHASIS AREA: VULNERABLE USERS

BICYCLISTS

- People who ride bicycles are more likely to be injured per mile of travel compared to those who travel by automobile. That demonstrates that the facilities (or lack thereof) may be poorly designed (except for motor vehicles) and do not reflect the needs of bicyclists of all ages and abilities.
- In some areas, even experienced cyclists are cycling less than they did 5-10 years ago or changed how/where they bike due to a decrease in the perception of safety. If bicyclists or pedestrians are not comfortable biking or walking from their neighborhoods, they will not use the facilities built on arterials.

Micromobility. With shared bikes and scooters, some people are getting on bikes who have not ridden a bicycle in decades. Education may be needed for re-training, public outreach.

PEDESTRIANS

Improve driver education and behavior education related to passenger vehicle and bicycle/pedestrian interactions with freight.

Safety Implementation for Pedestrians

- ODOT has moved forward with some pedestrian treatments (Rectangular Rapid Flashing Beacons) but not others (Pedestrian Hybrid Beacons / HAWK signals). ODOT tends to be conservativewith warrants that do not address latent demand for pedestrian signals.
- Some engineers express liability concerns about striping a crosswalk. This issue needs to be addressed directly.
- The new Blueprint for Urban Design (BUD) provides Road Diet options, which are generally very good for bicycle and pedestrian safety. However, sometimes freight corridors can be negatively affected by this design. More discussion should be had among ODOT and other stakeholders related to this treatment.

Rural Pedestrian Safety. Pedestrians walk in rural areas, too (Social Equity issues). How can Oregon make walking safe in these spaces? At intersections in rural communities, people cross

multi-lane, high-speed arterials, for vital trips to the grocery store, pharmacy, etc.; often with no pedestrian safety treatments.

MOTORCYCLISTS

Measure Effectiveness. Oregon has a strong emphasis on training and outreach, but the data requires the state to question efficacy. It will be important to challenge traditional thinking in this area. Many programs and actions feel good, but do they do good?

Infrastructure. Capital treatments need to be more forgiving to vulnerable users.

Communication. Oregon is moving away from law enforcement-heavy messaging; riders do not like being told what to do. Change to positive messages [social norming] about riding sober.

EMPHASIS AREA: IMPROVED SYSTEMS

Crash Data Timeliness. Oregon's crash history data lag is a crucial issue and worse than most other states. The 2021-2025 TSAP will be based on data from 2014-2018, which limits Oregon's ability to assess future statewide safety risks.

Safety Data Limitations. Pedestrian and bicycle-related crashes are significantly under-reported, especially if they do not involve a motor vehicle. This results in an under-representation of bicycle and pedestrian needs if evidence based data is used as justification for resource allocation. These data are primarily only for one group of transportation system users – motorized vehicles.

Data Access. ODOT has increased self-service options for the access of basic data visualization and analysis tools. ODOT could conduct additional outreach and make tools more user-friendly or develop new tools.

- Some local agency partners do not know how to access the data.
- Some crash data from local and Tribal areas are not included in the State database.

Data-related Plan Linkages. Data-related plan linkages are important:

- The Crash Analysis Reporting Unit Strategic Business Plan (2020) tied together elements from ODOT's Transportation Safety Division, Department of Motor Vehicles, Crash Analysis Reporting Unit, and the Traffic Records Coordinating Committee.
- Emergency Medical Services, Oregon Health Authority Data, and hospital records could provide value in establishing linkages with crash data.

EMERGING ISSUE: TRANSPORTATION SAFETY EQUITY

ODOT Office of Social Equity. The new ODOT Office of Social Equity desires to integrate equity into decision-making from the beginning.

- The 2024-27 ODOT Statewide Transportation Improvement Program (STIP) is looking to analyze the equity outcomes of program investments but impacting this upcoming STIP (2021-2024) will be difficult.
- ODOT seeks to operationalize Equity by 2027, then normalize it by 2030.
- Example: Apply a Quality of Life Index to project scoring: Safety, Access. Relate these to housing development, including sidewalks, transit access, grocery, and other vital services.

Geographic Equity Redefined

- Coastal Oregon is a different population than either Urban or Rural, their needs are different, too.
- Studying and equally sharing funding by zip code DOES NOT automatically produce equitable distribution for people. Investments could be in the arterials or highways that go *through* neighborhoods to address suburban sprawl; these improvements do not help actual neighborhoods themselves. We turn neighborhood streets into de facto highways for capacity (to and from downtown).
- Continue asking the question, "Improvements *for whom?*"

Socioeconomic Equity. Consider moving from only geographic equity to looking at equity from a social lens. Oregon has a lot of people living/working in poverty. How do we serve them?

- Consider editing 2016 TSAP Policy 3.5.1, which currently reads, "Support adequate funding for EMS particularly in rural and remote areas, to the extent that this is the most efficient use of resources to eliminate fatalities and serious injuries." Add this to the end so it reads, "...eliminate fatalities and serious injuries *based on social identity and equity*" or similar.

Enforcement and Equity. Identifying safety issues related to law enforcement, given current events and increased analysis of law enforcement behavior, will be important in the TSAP update. For example, Oregon's Safe Routes to School program has removed enforcement from its strategies.

Oregon Transportation Commission Strategic Action Plan. One goal includes, "Improving access to active and public transportation...", and by 2023 increasing the percentage of agency funding devoted to equitable access to walking, biking, and transit.

Connect Services Together. Travel among places people live, work, and play is so important. The systems supporting these travel-purposes do not adequately talk to each other.

- Health, Housing, Criminal Justice, Transportation, and Education should be developing unified plans for people’s experiences.
- There is a Public Health / ODOT standing meeting every quarter. Topics have included bicycle safety, EMS, and other crossover topics.

EMERGING ISSUE: TSAP IMPLEMENTATION

MANAGEMENT AND EVALUATION

Who will do what by when? The TSAP does not have enough teeth/specificity to help guide the work, identify specifics, or hold responsible parties accountable to implement it. For example, pedestrian and bicycle actions in the TSAP are so general that it is easy to say Oregon is meeting them.

- TSAP has too many actions per emphasis area, leading to a watered-down approach. It’s a short term [5-year] plan. Focus in on the actions with the most ability to impact and devote the appropriate capacity to implementation.
- Add focused, annual actions with accountability.
- Consider a summary progress report/dashboard for TSAP implementation that shows “% complete” or a +/- progress bar and some bullet point key accomplishments/challenges for each action.

Track Investments and Results. How we do post analysis of projects? How are All Roads Transportation Safety (ARTS) projects coded in the STIP for easier tracking? How might we visually display safety projects on an interactive map with their efficacy?

Linkages to other Plans and Cycles. ODOT has so many plans, but no one has a full working knowledge of how they interact with each other.

- TSAP and other safety-related and funding-related cycles could be timed together. For example, many ODOT divisions operate on a 2-year plan.
- In the immediate term, the 2021 TSAP should inform the 2024-27 STIP. How will that occur?
- The TSAP and ARTS programs do not seem to be directly connected.
- Should the TSAP be changed to a different cycle to match other plans? The Federal requirement is at least every 5 years, but it could be updated more often.

Emergency Medical Services Funding. EMS has no Federal funding source; it is 100% State-funded. USDOT funds National Emergency Medical Services Information System (NEMSIS), but it does not fund State or local agencies to implement it. EMS funding from ODOT Transportation Safety Division is grant-based for individual efforts (e.g., iPads, car seats). Consider a more strategic and proactive funding effort.

Law Enforcement Funding for Technology. Law Enforcement has an increased need to purchase, maintain, and upgrade technology. Traffic Incident Management, accident reconstruction using a "drone" system, computers in cars, and cameras (in car and bodycam) data storage.

EMERGING ISSUE: LOCAL AND TRIBAL SAFETY PLANNING SUPPORT

ARTS Support. Gaps include data availability (or at least an understanding of availability), capacity and skill set to understand the data and generate projects, ability to complete the ARTS application, and identify matching funds for the projects.

- ODOT provides significant staff support and consultant support to meet the data, analysis, and grant writing needs. Ensure the locals are aware of these resources.
- Consider expansion of a statewide Road Safety Audit (RSA) program for local agencies.
- Coordination with support organizations (Association of Oregon Counties, League of Oregon Cities, Bureau of Indian Affairs) could generate more local participation in ARTS.

Local TSAP Development Support: Over the past 5 years, it was not clear how agencies were chosen to receive funding from ODOT for local TSAPs. Education to the local agencies about safety planning support would be helpful.

- The Bend area has been a success story, developing an MPO Area TSAP, Deschutes County TSAP, implementing infrastructure projects (using ARTS, City, and County funding), and an upcoming consultant contract to implement behavioral activities.
- Current FHWA support of a pilot Local Road Safety Plan in Union County could help develop a sample basic LRSP (approx. 5 pages) focused on countermeasures.