Governors Highway Safety Association®
The States' Voice on Highway Safety

**CAVEAT:**

This Guidance is not a substitute for a thorough and complete understanding of the applicable Federal laws and regulations.

# Guidance for Developing Highway Safety Plans

Produced by Mercer Consulting Group LLC, East Lansing, MI 48823
With the assistance of the GHSA Federal Relations Committee

Language highlighted in yellow was added with the May 2017 update.

# HSP "Quick Review" Checklist

**NOTE:** The Checklist below is not a substitute for fully utilizing this HSP Guidance. Other GHSA guidance and the relevant Federal regulations and resources should also be consulted to ensure full compliance.

✔ **Briefly describe the data sources and processes used by the State to:**
- Identify the highway safety problems
- Describe the State's overall highway safety performance measures
- Define the State's performance targets
- Develop and select evidence-based countermeasure strategies and projects

✔ **Within the description of the processes above, identify the participants in the processes and list the information and data sources consulted**

✔ **Discuss the strategies used for project selection**

✔ **Describe the efforts to coordinate, and the outcomes from coordination of, the HSP, data collection and information systems with the State strategic highway safety plan (SHSP)**

✔ **Provide a program level performance report of the State's success in meeting the identified performance targets from the prior year and adjustments for targets not met**

✔ **Provide a Performance Plan with the following elements:**
- List the annual quantifiable and measurable highway safety performance targets using the 12 DOT and GHSA Core outcome and behavior measures as a minimum. Report annually on the 3 required activity measures.
- Identify at least one performance measure and data-driven performance target for each program area identified by the State which will be used to track progress from baseline toward meeting the target (documentation of current safety level, quantifiable performance target, and justification).
- Identify additional performance measures if the SHSO is addressing a program area which does not have a performance measure jointly developed by NHTSA and GHSA

✔ **Describe each countermeasure strategy by program area to complete the program and reach the specific performance targets**

✔ **Describe the process for selecting countermeasure strategies (at a minimum, an assessment of the overall traffic safety impact of the strategies or approved projects to be funded, and, linkage between program area problem ID, targets, strategies and allocation of funds to projects)**

✔ **Describe the data and data analysis supporting the effectiveness of the proposed countermeasure strategies (if innovative, provide justification)**

✔ **Provide a list of projects for each countermeasure strategy including the required project details**

✔ **Describe the evidence-based (data driven) traffic safety enforcement program used in areas most at risk including at a minimum:**
- Analysis of crashes, crash fatalities and injuries in areas of highest risk, and,
- Deployment of resources

✔ **Describe the plan to monitor the effectiveness of enforcement activities, make ongoing adjustments and update the strategies and projects**

✔ **Identify the planned participation and required information for at least 3 national mobilizations**

✔ **Provide the required, signed State Certifications and Assurances – Appendix A**

✔ **Complete and submit all required information in Appendix B for the Sections 405 and 1906 programs application; Governor's Representative signs the Certifications and Assurances**

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# A. Introduction

## History and purpose of the Highway Safety Plan Guidance

The Governors Highway Safety Association (GHSA) represents agencies in each of the States and territories (referred to collectively herein as "States") responsible for developing and managing statewide and local highway safety programs designed to reduce the human and economic consequences of crashes, injuries and fatalities experienced by the nation's road users. To accomplish the mission, each of the agencies must collect and analyze data, establish targets to reduce their crash problems and identify performance measures for assessing progress.

On July 6, 2012, a transportation reauthorization bill was signed into law called, Moving Ahead for Progress in the 21st Century Act (MAP-21). MAP-21 restructured and made substantive changes to the highway safety grant programs conducted by the States and administered by the National Highway Traffic Safety Administration (NHTSA).

Perhaps most significantly MAP-21 specified a single application deadline for all highway safety grants and established a consolidated application process for the Section 402 program and six National Priority Safety Programs which were codified in a single section, Section 405. To implement the requirements of MAP-21, NHTSA issued Interim Final Regulations on January 23, 2013, entitled, "Uniform Procedures for Highway Safety Grant Program".

In December 2015, a replacement reauthorization bill for five years beginning with FY2017 grants was enacted by Congress, Fixing America's Surface Transportation Systems, the FAST Act. A number of changes were made to the highway safety program by the FAST Act. This included a new National Priority Safety Program, Nonmotorized Safety and a modification of the Section 1906 Racial Profiling grant program. In March 2016, the HSP Guidance was updated to include some of the changes to the highway safety program by the FAST Act. Also, the Guidance was updated to reflect a major change in the Federal administrative regulations. Effective with FY16 grants and beyond, grant awards follow the requirements in 2 CFR Parts 200 (referred to as "Uniform Guidance") and 1201. These changes affected indirect cost rates, the Single Audit Act threshold, pre-award risk assessments and allowable costs among others.

On May 23, 2016, NHTSA issued a new Interim Final Rule (IFR) at 23 CFR Part 1300, Uniform Procedures for State Highway Safety Grant Programs, which took immediate effect. Certain provisions of the IFR did not apply to FY2017 grants. However, for FY2018, although the IFR has not yet been finalized, the States have been advised by NHTSA to comply fully with 23 CFR Part 1300.

This update of the Guidance includes the changes made to the HSP requirements by 23 CFR Part 1300 for FY2018 grants. The IFR had envisioned the HSP being submitted electronically by the States for FY 2018 using the Grant Management Solutions Suite or GMSS. The transition to GMSS has been postponed and States will submit the FY2018 HSP in the same manner as for FY 2017. Should the IFR be finalized by NHTSA in the near future, additional changes to the Guidance may become necessary. Prior versions of the Guidance contained examples of acceptable formats and language taken from portions of Highway Safety Plans prepared by various States. This update of the Guidance does not contain any example sections because the IFR requirements for FY 2018 substantially changed. Examples which meet all of the FY 2018 IFR requirements are therefore not available for this year's Guidance.

# B. Getting Started

**CAVEAT**

Because of the complex, necessarily flexible nature of the planning process, training for new staff is a continuing challenge. This Guidance is designed to assist less experienced State highway safety employees. However, the Guidance should not be viewed as a training vehicle. The guidance contained here assumes a basic level of knowledge and understanding on the part of the employees responsible for developing and coordinating the HSP.

## 1. HSP Target Audience

This Guidance is designed for use by the person or persons in the State Highway Safety Office (SHSO) responsible for developing and coordinating the State's Highway Safety Plan (HSP). The Guidance can be used by both experienced and less experienced employees. However, the guidance assumes a basic level of knowledge.

## 2. Using the HSP Guidance

### Good Practice Examples

The Guidance contains several textboxes that describe "Good Practices." These notations provide examples of statements, formats, analyses, etc., considered to be exemplary at the present time. The good practices are intended to demonstrate by example and can serve as starting points for users. As more experience is gained, the Good Practices will no doubt improve over time.

### Caveats *(see example to the left)*

Caveats are set apart from the standard text to make sure users notice them. These provide additional explanatory materials and/or exceptions to the standard procedures.

### Updates

This Guidance will be updated when significant changes are made in Federal programs and Federal regulations. As innovative good practices are identified in analytical methods and other areas, they will be included.

### Examples - State Highway Safety Plans

Annually the National Highway Traffic Safety Administration (NHTSA) posts to their website the State Highway Safety Plans: State Highway Safety Plans. There is value to examining the work product of other States for a source of examples and other ideas for presenting both the required and optional information.

## 3. Ground Rules

To account for the complex and necessarily flexible nature of the highway safety planning process in developing the guidance, the following parameters were established as ground rules:

- The Guidance is fully compliant with the Federal regulations governing HSP development; mandatory components are clearly marked as **required**. Additional sections are suggested for consideration by the SHSO to enhance the document but are marked as **optional**. The Guidance is organized in the same order as the Federal regulations. The State has the flexibility to use a different order provided that all of the required information is included in the document.
- The format is consistent with previously developed GHSA guidance documents.
- Standard terms are used, explained where appropriate and recommended for use by all States to encourage comparability and consistency in the planning process.
- The Guidance is written in user friendly language to assist States in explaining the rationale for their planning priorities and actions.
- Supplemental information and data are suggested where appropriate to account for unique challenges and highlight items of special interest.
- Each element of the Guidance is followed by a description and rationale for its inclusion. Sample language and other tools are also provided.

## 4. Federal Regulations (Requirements)

The Interim Final Rule regarding the required content of the Highway Safety Plan (HSP) and Section 405 grant application is contained at 23 CFR Part 1300. The regulations were significantly changed as a result of the enactment of the FAST Act.

# B. Getting Started

## 5. Preface

The State's HSP may begin with any of several recommended, but not mandated sections, including but not limited to a cover page, table of contents, executive summary, statement of the mission and/or a general "State of the State" summary.

### a. Mission Statement

The mission statement is **optional**. It is a clear, condensed statement of the overall purpose of the State highway safety office (SHSO). Mission statements are recommended because they establish a clear focus and purpose for the highway safety program.

**Good Practice: Sample Mission Statements**

- The mission of the highway safety office is to operate in a manner that saves lives and minimizes injuries that result from traffic crashes.
- To save lives and reduce injuries on the State's roads through leadership, innovation, facilitation and program support in partnership with other public and private organizations.
- To effectively and efficiently administer traffic safety grant funds to reduce traffic deaths, injuries and economic losses.
- To develop, execute and evaluate programs to reduce the number of fatalities, injuries and related economic losses resulting from traffic crashes on the State's roadways.
- To combat the number and severity of traffic crashes by developing and supporting education, enforcement and engineering programs.

### b. Executive Summary

The Executive Summary is **optional**. It provides an overview of the key program decisions contained in the HSP and is intended to provide the reader with a brief overview of the general direction that the State has chosen for the year in each of the major program areas. The Executive Summary can be used by the SHSO in other documents, publications and presentations when the full contents of the HSP are not needed. It can also be used to inform and educate elected officials, the public and others. Because of these many potential uses, inclusion of the Executive Summary is highly recommended.

**Good Practice: Executive Summary – Sample Outline**

1. Describe any major changes in the HSP development process from the previous year, such as, coordination with the State's Strategic Highway Safety Plan (SHSP).
2. Provide an overview of the major performance targets and a rationale for each target.
   **Example:** Increasing the seat belt use rate to 90% by the year 2018 is a key strategy for reducing the State's overall death and injury rate. This will be accomplished through a major enforcement and public awareness campaign in conjunction with the national high-visibility mobilizations.
3. Identify and explain any unique traffic safety issues addressed in the HSP.
   **Example:** Adjudication of traffic offenses remains an issue. The percentage of traffic offense charges resulting in a not guilty disposition has increased. Continued emphasis on the prosecution and successful adjudication of these offenses is necessary. A collaborative project will be initiated to identify the cause of this increase and potential solutions.
4. Highlight the location within the HSP of any significant or unique information, such as, the Evidence-Based Traffic Safety Enforcement plan.
5. List any major legislative achievements during the previous year which will require the support of the SHSO to publicize and promote.
   **Example:** In CY17 the State Legislature enacted a primary enforcement seat belt law which takes effect on January 1, 2018. The SHSO will lead a comprehensive campaign to educate the motoring public on the new law and the consequences of non-compliance.

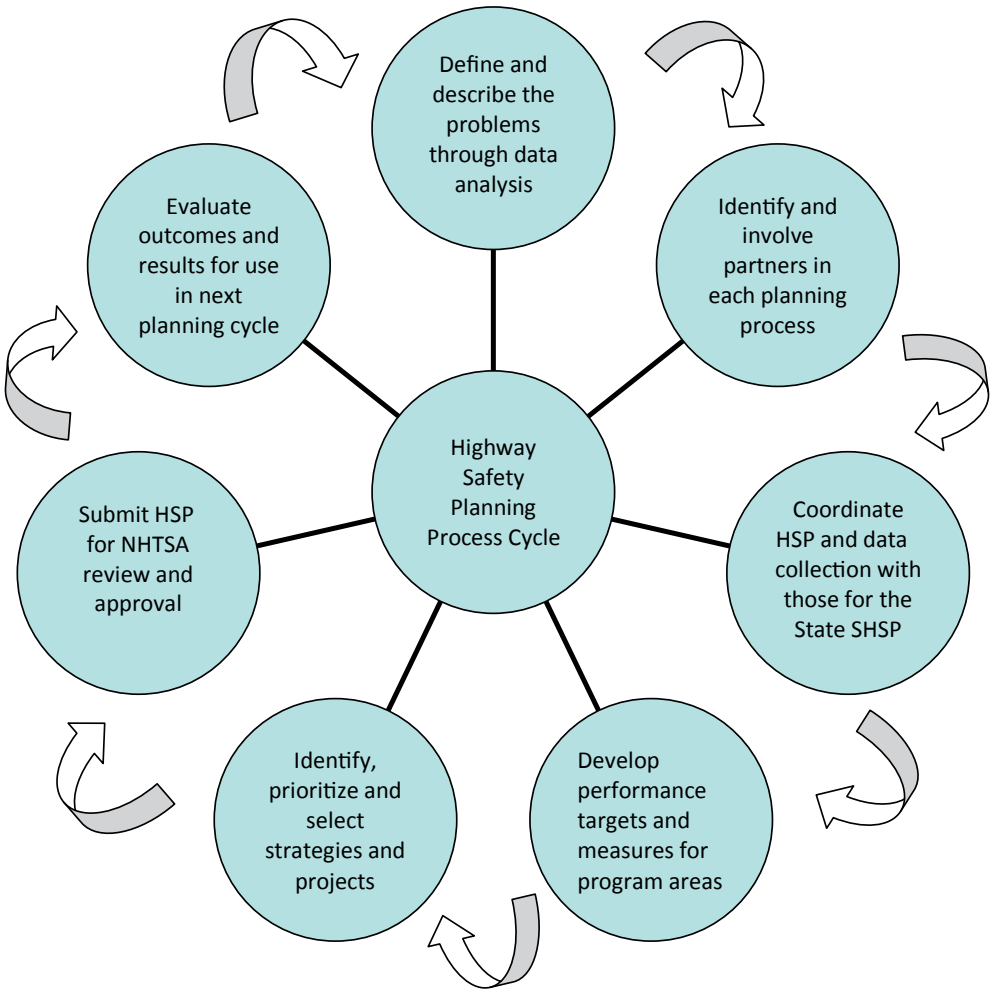
# C. The Highway Safety Plan

## 1. The Highway Safety Planning Process

The highway safety planning process is circular and continuous; i.e., at any one point in time, the SHSO may be working on previous, current and upcoming fiscal year plans. In addition, due to a variety of intervening and often unpredictable factors at both the Federal and State level, the planning process may be interrupted by unforeseen events and mandates.

A planning process flowchart is **optional**, and may be useful for visually capturing the steps in the planning process: identifying problems, setting targets, choosing performance measures, selecting projects, etc. It illustrates the circular nature of the highway safety planning processes as well as the work flow. The chart may also be helpful for explaining the process to partners and decision makers as well as for training inexperienced staff on the planning process. The flow chart in Figure 1 represents a generic approach to highway safety planning. States may want to expand on this concept and include the chart in the HSP.

**Figure 1:** HSP Flowchart



# C. The Highway Safety Plan

Another helpful method for examining and explaining the planning process is through a timeline. Figure 2 provides a generic timeline that fits the process of most States. Inclusion of the calendar in the HSP is helpful to the reader and is **optional.**

**Figure 2:** HSP Program Planning Calendar

| | |
|---|---|
| **November-December** | Debrief the previous year's programs, crash data, State and national priorities, update problem identification and set performance targets with SHSO staff. Coordinate data and problem identification with the State's SHSP. |
| **January -February** | Host an annual planning conference with partners to obtain input. Review program data and targets to determine funding distribution and overall direction of program. Consider the NHTSA regional response to the prior year's Annual Report, the prior year HSP approval letter, and any applicable Management or Special Management Review or Program Assessment comments. |
| **March** | Determine revenue estimates, establish draft budget and review internally. |
| **April-May** | Convene program area sessions with current and prospective sub grantees to create specific plans and projects within each program area. |
| **June** | Draft the HSP including the Section 405 grant application for review by parent agency and other appropriate officials, NHTSA Regional Office and program area experts. |
| **July** | Review, print and submit the HSP by email for NHTSA review and approval. Respond promptly to any requests for additional information. |
| **August** | Print, distribute and post the approved HSP. Start implementation and gain approval for grants and contracts from the appropriate officials. |
| **September** | Conduct pre-award risk assessments for grants, then finalize grant and contract agreements. |
| **October** | Implement grants and contracts. Begin work on the Annual Report. |

NHTSA has suggested that developing a similar annual planning calendar for submitting the Section 405 qualification information could also be helpful to the SHSO.

## a. Highway Safety Plan - Describing the Processes and the Data – *23 CFR Section 1300.11(a)*

A description in the HSP of the data sources and processes used by the State to identify its highway safety problems, the SHSO's highway safety performance targets based on highway safety problems, define its performance targets, develop and select evidence-based countermeasure strategies and projects through the analysis of various data sources is **required**. The State is **required** to also identify the participants involved in these processes (committees, stakeholders, constituent groups, etc.). The information and data sources utilized in these processes must be listed. See section b below for further guidance.

## b. Problem Identification Process, Data Used and Participants

In describing the HSP process used to identify the State's traffic safety problems as required, States should be thorough and complete. Each data resource that was utilized and every step taken during the annual problem identification process must be detailed. If a strategy has been developed and articulated for examining the data, it is appropriate to include a step-by-step description of that process. Programs shall comply with the Uniform Guidelines promulgated by the Secretary. The program uses which are eligible for funding are: speeding, occupant protection, alcohol or drug impaired driving, motorcycle, bike and pedestrian safety; aggressive, fatigued and distracted driving; driver performance, traffic records, school bus safety and driver awareness of commercial motor vehicles and emergency medical services (EMS).

# C. The Highway Safety Plan

**Good Practice:** Problem Identification Process

1. Identify the persons or organizations responsible for collecting, managing and analyzing the data.
2. Enumerate and describe the data sources used to identify problems.
3. Describe the results of data analysis.
4. Identify weaknesses in the data used to identify problems.
5. Coordinate the data collection and information systems with those used for the State SHSP process and describe the actions taken.
6. Identify partners and stakeholders involved in the process. How and when are they involved? Is there an attempt to achieve consensus on the size and priority of the problems?

### *i. Identify the Problems*

States are **required** to produce a data-driven document which means that highway safety problems are identified by analyzing crash data. Other types of data are also often included in the analysis, such as demographic, roadway, travel and medical data.

The first step is to establish a baseline by analyzing several years of Fatality Analysis Reporting System (FARS) data. The IFR now requires that performance measures in the HSP for the three common performance measures with the State DOT use 5-year rolling averages. For the remaining performance measures, the State may use: annual period, 3 year or 5 year rolling average. The method for calculating 5-year rolling averages is explained in the IFR. State crash data sources may also be used. The 12 outcome and behavior performance measures were developed by NHTSA in collaboration with GHSA and others. The initial process is described in Traffic Safety Performance Measures for States and Federal Agencies, (DOT HS 811 025) and are a minimum in developing the State's performance measures and targets. For the 3 activity measures, States are not required to set targets but are required to report the measures annually.

**OUTCOME MEASURES:**

1. Fatalities (actual-FARS)
2. Number of serious injuries (State crash file)
3. Fatality rate per 100M VMT (FARS, FHWA)
4. Number of unrestrained passenger vehicle occupant fatalities, all seating positions (FARS)
5. Number of fatalities involving driver or motorcycle operator with .08 BAC or above (FARS)
6. Number of speeding-related fatalities (FARS)
7. Number of motorcyclist fatalities (FARS)
8. Number of unhelmeted motorcyclist fatalities (FARS)
9. Number of drivers age 20 or younger involved in fatal crashes (FARS)
10. Number of pedestrian fatalities (FARS)
11. Number of bicyclist fatalities (FARS)

**BEHAVIOR MEASURE:**

12. Percent observed belt use for passenger vehicles – front seat outboard occupants (State survey)

**ACTIVITY MEASURES:**

13. Number of seat belt citations issued during grant-funded enforcement activities (grant activity reports)
14. Number of impaired driving citations issued and arrests made during grant-funded enforcement activities (grant activity reports)
15. Number of speeding citations issued and arrests made during grant-funded enforcement activities (grant activity reports)

# C. The Highway Safety Plan

The measures will be tracked across time for assessing performance. States are **required** to establish their own additional performance measures in other areas, such as distracted driving, IF they have identified other problems and intend to utilize Federal resources to address them.

These initial data should be presented by the SHSO in a chart or table which is easily readable. Trend lines and other statistical analysis may also be applied to illustrate the State's progress over time. Add this sentence here: Data may also be displayed in charts or graphs to illustrate the progress which has been accomplished over time and illustrate future goals/targets.

**WHERE DOES A STATE FIND THE FARS DATA TO DEVELOP ITS PERFORMANCE MEASURES?**

**FARS is a nationwide census providing NHTSA, Congress and the American public yearly data regarding fatal injuries suffered in motor vehicle traffic crashes. State may create their own fatality data run on line by using the FARS Query System or download all FARS data from 1975 to present from the FTP Site.** http://www.nhtsa.gov/FARS**. Easy access to State specific information is available at** http://www-nrd.nhtsa.dot.gov/departments/nrd-30/ncsa/STSI/USA%20WEB%20REPORT.HTM

Data may also be displayed in charts or graphs to illustrate the progress which has been accomplished over time and illustrate future goals/targets.

**Good Practice: State Demographic Analysis**

Although **optional** the HSP should address the State's demographic features to orient the reader. Unique State characteristics are typically key factors in identifying problems and designing projects. This will also help to ensure that any comparison made to other highway safety programs or outcomes take these factors into consideration. The following elements might be included:

1. Population
2. Number of counties and municipalities
3. Number of roadway miles including a breakdown of roads by State and local responsibility
4. Age distribution
5. Rural/urban distribution
6. Race/ethnic composition
7. Climate
8. Media outlets and coverage

**Example**

STATE is geographically located in the Upper Midwest. In the 2010 Census, STATE had a population of more than 5 million distributed over 72 counties and 580 municipalities. About 65% of the population is urban and most of the urban areas are in the southeastern section of the state. Approximately 89 percent of the population is white, 6 percent black and 3 percent Hispanic. According to the Census, 26 percent of the population is under 18 years of age, 61 percent is between the ages of 18 and 65 and more than 13 percent is over the age of 65. There are 110,290 miles of roads. Of that total, 11,727 miles (including 640 miles of interstate freeway) comprise the state trunk highway system and 18,582 miles are county trunk highways. In 2013 there were 3,835,549 licensed drivers and 4,946,305 registered vehicles. Temperature extremes challenge the driving public. A strong correlation has been noted between crash experience and severity of winter weather. Print and electronic media outlets include 41 commercial and educational television stations, 184 commercial radio stations, 37 daily newspapers and 150 newspapers published less frequently. Two major areas of the State are linked with media in neighboring states.

**CAVEAT**

It is neither necessary nor recommended that all data be included in the problem identification section. The requirement is only that all the data is included that were utilized to support the performance targets, strategies and program areas that are addressed. The SHSO is "making the case" using data to demonstrate the need for funding support and to meet the requirement. Additional data may be included in an appendix or a separate document.

### *ii. Next Steps in Data Analysis*

Once the trends have been established and baseline performance measures set, additional data should be examined using a variety of methods to assist the SHSO in defining the performance targets for each selected program area and will also be used later for selection of evidence-based countermeasure strategies and the projects which will be funded. The specific process for analyzing the data is **required** to be described by the SHSO. The description of the strategy also helps to reduce the risk of compiling so much data in so many different formats that the picture becomes confusing, overly complex and very difficult to analyze. This is a basic 'who, what, where, when, why" strategy:

1. Who (age, gender, ethnicity) is involved in crashes more than would be expected given their proportion of the overall or driving population?
2. What is taking place, i.e. what types of crashes, vehicles and roadways are involved?
3. Where are the crashes taking place (urban/rural) in numbers greater than would be expected given the amount of travel in those locations?
4. When are crashes taking place (time of day, day of week, month of year)?
5. Why are the crashes occurring, i.e. what are the major contributing factors (run-off-road, impaired driving due to drugs, alcohol and/or fatigue, etc.)?

To examine these issues requires additional decisions to determine the analytic strategy. Will raw numbers or rates be used? Rates can be determined by using a number of denominators. NHTSA prefers using 100M vehicle miles of travel, the public health community uses 100k population, and others use the number of licensed drivers. A strategy should be developed for providing a summary crash picture of the State's overall trends in fatalities, injuries and property damage only crashes. The raw numbers, rates and trends over time should be examined.

The SHSO may want to seek additional data sources to complete the safety picture, e.g., State injury databases, hospital discharge summaries, trauma registries, roadway and travel data, citation data, observational and opinion surveys and Behavioral Risk Factor Surveys (department of public health). In addition, it is appropriate at some point to identify the weaknesses in the State and local data and improvement strategies under consideration.

To assist the States in understanding data analysis, NHTSA offers a training course for SHSO staff: "Data Driven Approaches to Highway Safety Planning". Fatality data by State that can be used within the HSP, including the calculation of moving averages, is provided by NHTSA online at NHTSA - State Traffic Safety Information. Serious injury data should be obtained from the State's own data files. The most recent year(s) available should be used. By April 15, 2019, States must report serious injuries involving a motor vehicle (only) using the Model Minimum Uniform Crash Criteria (MMUCC) Guideline, 4th Edition. Until that date, States may use serious injuries coded as "A" on the KABCO injury classification scale through use of conversion tables developed by NHTSA. The IFR contains definitions of "serious injuries" and "number of serious injuries".

The IFR **requires** that the SHSO coordinate their data collection and information systems with those used for development of the State SHSP. This should result in cost savings, greater understanding of the data and avoid conflicting data or analysis of the data being published within the State. The HSP should include a statement which describes the outcomes of the coordination between the data collection and information systems used for the HSP and those for the State SHSP processes.

# C. The Highway Safety Plan

It may be helpful to consider obtaining the services of a university researcher or statistical expert qualified to assist staff in gathering, analyzing and interpreting the various data sources. This is the first and most critical step in the planning process. It steers goal setting and fund allocation. An incomplete or erroneous analysis of the data at this juncture may result in the allocation of resources to projects and programs that have limited effectiveness because a problem was not sufficiently demonstrated in the beginning.

All funded projects must be supported by data. However, in some cases such as traffic records improvements, training and program administration, it may be necessary to justify expenditures on some basis other than crash data. These projects are also essential for successfully implementing other countermeasure-oriented projects and programs. The basis for selecting this type of strategy must still be described and a specific explanation of the problem identification background and rationale for pursuing the strategies must be included.

**See NHTSA HSP Content Review Guide*:**

Section III is a series of questions for each program area which will be used when reviewing the SHSO's description of their **data analysis process** in the HSP. One of the items is whether the problem identification process includes a **multi-cultural analysis**. The SHSO should ensure that the HSP contains all of the pertinent descriptive information to demonstrate that all of the NHTSA review items have been considered and how they are being addressed.

*As of the HSP for FY 2018, NHTSA may no longer use a Content Review Guide as the submission process has changed.

## c. Performance Measure and Target Setting Processes and Participants

States are **required** to describe the process used to develop their highway safety performance measures and in setting annual quantifiable and measurable highway safety performance targets. The purpose of measuring performance is to determine whether programs are working and to what extent. The 11 Core outcome and 1 behavior performance measures developed by NHTSA in collaboration with GHSA and others, in Traffic Safety Performance Measures for States and Federal Agencies, (DOT HS 811 025), are **required** as a minimum in developing the State's performance measures and targets. The performance measures common to the State's HSP and the State Highway Safety Improvement Program (HSIP) (fatalities, fatality rate and serious injuries) are **required** to be defined identically, as coordinated through the State's SHSP. The State's annual targets are required to support the longer range SHSP targets.

The HSP is **required** to include a description of the participants involved in selecting the performance measures and defining targets. The provided list of participants must be relevant and represent a comprehensive list of disciplines. The HSP is also **required** to include a description of all data sources (for every table and chart presented) which was used during this process. The data sources must be relevant and comprehensive (i.e. Are only FARS data referenced as being used during the process? If so, are there additional data sources available that may more specifically define the problem?).

At least one performance measure and one target that is data driven are **required** for each HSP program area that enables the SHSO to track progress from a specific baseline toward meeting the target. For each performance measure, the SHSO must provide: (i) documentation of current safety levels; (ii) quantifiable performance targets, and; (iii) justification for each performance target that explains why the target is appropriate and data driven including a discussion of factors that influenced the target selection. For program areas funded by the SHSO where performance measures have not been jointly developed, the SHSO is **required** to develop its own performance measures and performance targets that are data driven.

Performance measures are tools or standards used to track progress and measure results. Performance targets describe an aim or purpose toward which a set of strategies are directed. The State process for setting targets must be based on data trends, resource allocation assessment and other factors that impact data trends such as legislation. The description of the process followed should be thorough and complete. The SHSO is **required** to identify all participants, agencies and organizations involved in the process and the manner in which they were involved must be described. Collaboration strategies should be included.

The ideal target is challenging, achievable, realistic and aligned with the Mission Statement. Program objectives must be reasonably achievable, measurable, time framed and related to one or more target. Objectives are given for the current year but may also be projected over additional years.

**See NHTSA HSP Content Review Guide:**
Section III is a series of questions for each program area which will be used when reviewing the SHSO's description of their **performance measures and targets** in the HSP. The SHSO should ensure that the HSP contains all of the pertinent descriptive information to demonstrate that all of the NHTSA review items have been considered and how they are being addressed.

### *i. Selecting Performance Measures*

The process for identifying performance measures need not be arduous. It is important, however, to make certain that the data are available and that the measure selected will actually demonstrate the effects of the target, objective or project being measured.

Some States use a university or private sector analyst to assist in the process. NHTSA regional office staff and literature reviews may also prove helpful. Failure to select performance measures before project implementation may also result in the inability to collect baseline data which is a necessity for measuring the effects of a countermeasure or program. For the federally required Core Performance Measures, see section b.1 above.

### *ii. Activity Performance Measures*

Although MAP-21 does not require the States to set performance targets for the three activity performance measures jointly developed by NHTSA and GHSA, the States are required to annually report the results achieved during the fiscal year for each measure. NHTSA has an expectation that these activity measures will be used by the SHSO in the development of the State enforcement program.

1. Number of seat belt citations issued during grant-funded enforcement activities (grant activity reports)
2. Number of impaired driving citations issued and arrests made during grant-funded enforcement activities (grant activity reports)
3. Number of speeding citations issued and arrests made(grant activity reports)

### *iii. Other Program Area Performance Measures*

Performance measures (and corresponding performance targets) are **required** to be developed for each program area that receives funding. For each of these performance measures, the SHSO is **required** to also provide: (i) documentation of current safety levels; (ii) quantifiable annual performance targets, and; (iii) justification for each performance target that explains why the target is appropriate and data driven. Following are examples of performance measures that might be used by a State in other program areas or as additional measures in areas where Core performance measures are already required.

States cannot use Core Performance Measures (CPM) 1, 2 or 3 in lieu of program specific performance measures as a "catch all" for projects that do not directly impact one of the 12 CPMs, such as, Distracted Driving programs. The performance measure for other programs must directly relate to the program area and projects. In addition to data, the activity measured can also be survey results, number of citations written, etc.

#### *Impaired Driving*

- Alcohol-related fatalities by age and gender
- Proportion of fatal crashes that are single vehicle night-time (SVN)
- Alcohol-related driver fatalities (by age/gender/ethnicity) per 100K licensed drivers
- Annual DWI arrests per alcohol-related crash

#### *Occupant Protection*

- Proportion of fatally injured occupants of passenger cars and light trucks who were restrained
- Percent of motorcyclists wearing helmets
- Annual seat belt citations per 100K population

#### *Speed and Aggressive Driving*

- Proportion of fatal crashes where speed was cited as a factor
- Annual speeding citations per 100k licensed drivers

#### *Pedestrian Safety*

- Child pedestrian fatalities per 100K children in the population (13 and under)
- Older person pedestrian fatalities per 100K adults in the populations (14-65)

### *Bicycle Safety*

- Proportion of traffic fatalities that are bicyclists
- Child bicyclist fatalities per 100K children in the population (age 13 and under)
- Adult bicyclist fatalities per 100K adults in the population (age 14-65)
- Older person bicyclist fatalities per 100K older persons in the population (age 65+)

### *Younger and Older Drivers*

- Proportion of fatal crashes involving younger (age 15-20) and older (age 65+) drivers
- Fatalities per 100K licensed drivers by driver age group (15-20 and 65+)

## *iv. Traffic Records*

Traffic-safety related infrastructure projects, such as improving the state's traffic records system, are frequently identified as essential to improving the overall quality of the systems that support an effective traffic safety program. These are generally large projects which require the involvement of multiple State agencies over a period of years. This type of project requires a specifically customized project selection approach. Funding for such projects can be funded with: Section 402 funds, Section 154 or 164 funds designated for 402 purposes if the project is an alcohol-impaired driving countermeasure, or, funds requested through the National Priority Safety Program Grants incentive program in Section 405, 23CFR 1300.22, State Traffic Safety Information System Improvement Grants.

Many States devote significant attention to improvements of their traffic records systems. Data collection, management and analysis play a particularly critical role in identifying and solving highway safety problems. Continual traffic records improvements is so vital, that it constitutes a "bottom line" goal, even though measuring progress numerically may be difficult.

More narrowly defined performance measures may be appropriate at the agency or community level such as achieving a reduction in the timeliness or an improvement in the quality of the data. A suggested list of specific initiatives for assessing performance and progress in traffic records might include the following:

- Increase the percentage of crash reports submitted by law enforcement officers in Oregon from the 2008-2010 average of 43.4 percent to 49.0 percent by December 31, 2019.
- Increase the percentage of fatal and injury crash reports (no property damage only) submitted by law enforcement officers from the 2008-2010 average of 57.7 percent to 65.0 percent by December 31, 2019.

*Examples above from: Oregon FY2013 Traffic Safety Performance Plan*

**See NHTSA HSP Content Review Guide*:**

Section III is a series of questions for the review of each program area. Due to the unique nature of the **traffic records** program, the questions for this program include specific references to the State's traffic records assessment and the strategic plan. The SHSO should ensure that the HSP contains all of the pertinent descriptive information to demonstrate that all of the NHTSA review items have been considered and how they are being addressed.

*As of the HSP for FY 2018, NHTSA may no longer use a Content Review Guide as the submission process has changed.

### d. Performance Target Setting

States are **required** to establish at least one performance measure and data-driven performance target for each program area identified by the State. For example, a performance target could be "To increase seat belt use in rural areas by 10%." Assuming enough resources are directed toward achievement of the target for change to happen, one could measure performance by observation surveys in rural areas, by counting the number of unbuckled fatally injured drivers in rural areas, etc. Regardless of which performance measure is chosen, it will enable program managers to track progress and know whether the strategies being implemented are successfully affecting the outcome, i.e. the proportion of rural citizens wearing seat belts, and whether the target is reached. Selected targets should, whenever reasonable, represent an improvement from the current status rather than a simple maintenance of the current number or rate. Targets for each program area should be consistent, compatible and provide sufficient coverage of State geographic areas and road users.

The 12 Core outcome and behavior performance measures were developed by NHTSA in collaboration with GHSA and others. The initial process is described in Traffic Safety Performance Measures for States and Federal Agencies, (DOT HS 811 025) and are a minimum in developing the State's performance measures and targets. The first step is to establish a baseline by analyzing multiple years of Fatality Analysis Reporting System (FARS) data. The IFR now requires that the three common performance measures (fatalities, serious injuries and fatality rate) in the HSP use 5-year rolling averages (only). Report serious injury baselines using 5 years of the latest State data. The method for calculating 5-year rolling averages is explained in the IFR. State crash data sources may also be used. For the remaining performance measures, the State may select: annual period, 3 year or 5 year rolling average. (For the FY 18 HSP, the fatality rate baseline calculation must use the 2011-2015 FARS/HPMS mileage data.) For the 3 activity measures, States are not required to set targets but are required to report the measures annually.

A template for developing clear and concise performance target statements was developed by GHSA in conjunction with NHTSA for the Core performance measures. All States are encouraged to use the template which provides standardized language for each target statement that is clear and concise. The template includes a sample target statement for the Core measures which must be used as a minimum in developing the State's performance measures and targets developed by NHTSA in collaboration with GHSA. The Federal Highway Administration, which works with the State DOTs, has provided a helpful resource, see FHWA Safety Target Coordination Report September 2016.

**CAVEAT**

As of FY2018 all States must use a 5-year rolling average for the three common performance measures (only) for calculating the baseline and the target. For the 5-year rolling average, the sum of fatalities or serious injuries is divided by five and then rounded to the tenth decimal place for fatality and injury numbers and rounded to the thousandth decimal place for fatality rates. For the remaining performance measures, the State may select: annual period, 3 year or 5 year rolling average. In the list of Standardized Target Statements, the calendar year is used to describe the remaining performance measures.

***NOTE:*** *Alcohol-**impaired** driving fatalities are all fatalities in crashes involving a driver or motorcycle operator with a BAC of .08 or greater.*

### *i. GHSA/NHTSA Recommended Standardized Target Statements for States to Use in their Highway Safety Plans*

**CORE OUTCOME MEASURES (11)**

**C-1) Traffic Fatalities (FARS)**
To decrease traffic fatalities percent from the average in 2012-2016 of __ to __ for 2014 – 2018.

**C-2) Serious Traffic Injuries (State Crash Data Files)**
To decrease serious traffic injuries percent from the average in 2012-2016 of __ to __ or 2014 – 2018.

**C-3) Fatalities/VMT (FARS/FHWA)**
To decrease fatalities/100 VMT from the average of in 2012-2016 of __ to __ for 2014 – 2018.
***NOTE:*** *States must report on Rural Fatalities/VMT and Urban Fatalities/VMT.*

**C-4) Unrestrained Passenger Vehicle Occupant Fatalities (FARS)**
To decrease unrestrained passenger vehicle occupant fatalities in all seating positions __ percent from the __ calendar base year average of __ to __ by December 31, __ .

**C-5) Alcohol- Impaired Driving Fatalities (FARS)**
To decrease alcohol impaired driving fatalities __ percent from the __ calendar base year average of __ to __ by December 31, __ .

**C-6) Speeding Related Fatalities (FARS)**
To decrease speeding-related fatalities __ percent from the __ calendar base year average of __ to __ by December 31, __ .

**C-7) Motorcyclist Fatalities (FARS)**
To decrease motorcyclist fatalities __ percent from the __ calendar base year average of __ to __ by December 31, __ .

**C-8) Unhelmeted Motorcyclist Fatalities (FARS)**
To decrease unhelmeted motorcyclist fatalities __ percent from the __ calendar base year average of __ to __ by December 31, __ .

**C-9) Drivers Age 20 or Younger Involved in Fatal Crashes (FARS)**
To decrease drivers age 20 or younger involved in fatal crashes __ percent from the __ calendar base year average of __ to __ by December 31, __ .

**C-10) Pedestrian Fatalities (FARS)**
To reduce pedestrian fatalities __ percent from the __ calendar base year average of __ to __ by December 31, __.

**C-11) Bicyclist Fatalities (FARS)**
To reduce bicyclist fatalities __ percent from the __ calendar base year average of __ to __ by December 31, __ .
A maintenance goal is also permissible.

# C. The Highway Safety Plan

## CORE BEHAVIOR MEASURE (1)

**B-1) Seat Belt Use Rate (Observed Seat Belt Use Survey)**
To increase statewide observed seat belt use of front seat outboard occupants in passenger vehicles __ percentage point(s) from the __ calendar base year average usage rate of __ percent to __ percent by December 31, __ .

Seat belt usage targets should be stated as an annual calendar year and not as a moving average. Most targets are "bottom line," i.e. based on number, proportion or rate of crashes, fatalities and/or injuries. Although fatality data are the most complete and comprehensive, States must also measure and track injury crashes. The term "serious injuries" is now defined at 23 CFR 1300.3. Fatalities are rare and random events and their analysis seldom provides a clear picture of the overall crash experience. In addition, the number of fatalities in less populated States may be so low that a single or small number of crashes skew the resulting trends.

Following is an example of standardized target statements for a SAMPLE State's FY2018 HSP.

**CAVEAT**

For the 5-year rolling average, States will use the baseline of 2011-2015.

**Figure 3:** SAMPLE State Standardized Target Statements

| Performance Measure Identifier | Core Performance Measures and Targets |
|---|---|
| C-1 | To decrease traffic fatalities by 3 percent from the 5-year average in 2011-2015 of 1,014.7 to 984.3 for the 2014 – 2018 5-year average. |
| C-2 | To decrease serious traffic injuries by 1 percent from the 5-year average in 2011-2015 of 7,596.3 to 7,520.3 for the 2014 – 2018 5-year average. |
| C-3 | To decrease fatalities per 100 million vehicle miles (VMT) from the 5-year average in 2011-2015of 1.432 to 1.381 for the 2014 – 2018 5-year average. |
| C-3a | To decrease rural fatalities per 100 million vehicle miles (VMT) from the 2015 calendar year of 2.052 to 1.734 by December 31, 2018. |
| C-3b | To decrease urban fatalities per 100 million vehicle miles (VMT) from the 2015 calendar year of 1.021 to 1.011 by December 31, 2018. |
| C-4 | To decrease unrestrained passenger vehicle fatalities in all seating positions by 14 percent from the 2015 calendar year of 398 to 342 by December 31, 2018. |
| C-5 | To decrease alcohol-impaired driving fatalities (.08 BAC and greater) by 9 percent from the 2015 calendar year of 295 to 268 by December 31, 2018. |
| C-6 | To decrease speeding-related fatalities 6 percent from the 2015 calendar year of 197 to 185 by December 31, 2018. |
| C-7 | To decrease motorcycle fatalities 7 percent from the 2015 calendar year of 139 to 129 by December 31, 2018. |
| C-8 | To decrease unhelmeted motorcyclist fatalities 5 percent from the 2015 calendar year of 63 to 60 by December 31, 2018. |
| C-9 | To decrease drivers age 20 or younger involved in fatal crashes 4 percent from the 5-year average in 2011-2015 of 144.5 to 137.8 for 5-year average in 2014 – 2018. |
| C-10 | To reduce pedestrian fatalities 3 percent from the 3-year average in 2013-2015 of 68.9 to 68.9 for the 3-year average of 2016-2018. |
| C-11 | To reduce bicyclist fatalities 12 percent from the 3-year average in 2013-2015 of 8 to 7 for the 3-year average of 2016-2018. |
| B-1 | To increase statewide observed seat belt use of front outboard occupants in passenger vehicles 2.7 percentage points from the 2016 calendar year average usage rate of 85.1 percent by December 31, 2018. |

**CAVEAT**

If the SHSO chooses to set an aggressive target in a particular area, ensure that the strategies and funding chosen to achieve that target appear to be adequately aggressive in order to demonstrate a reasonable opportunity to reach the target.

### *ii. Guidance for Understanding Performance Targets*

Target setting processes need not be so sophisticated that only a highly trained analyst can accomplish the task. Virtually all States review their data to identify high crash locations by county, community, region, corridor and/or some other metric. These locations or "hot spots" are often used to prioritize a State's expenditure of roadway dollars. Highway safety planners also pay close attention to highway safety priorities, such as impaired driving and seat belt use. These analyses help planners determine the most cost effective countermeasures and locations to address and ensure that resources are placed where they will most likely have a positive effect. Essential steps for setting targets are as follows:

**A.** Examine national performance targets and crash statistics. A State might determine based on population, size or other characteristics its share of achieving a national goal and examine the statistic to determine if it can realistically be achieved given other environmental conditions. If a State identifies an area where its performance falls below the national average or trend, it may seek best practices in other States with a higher level of performance and assume it can reach for higher goals by adopting some or all of those programs.

**B.** Study the State's programs, legislation and other variables to identify opportunities for improvement and streamlining or potentially negative results, i.e. repeal of the State's helmet law will nullify three to five year trends in decreasing motorcyclist fatalities.

**C.** Consider the environment in surrounding States: crash rates, seat belt use rate, legislation, highway safety program priorities, etc. Performance in other States might be used to raise or lower performance goals. America is a mobile society and cross-state traffic is more often the rule than the exception. It is realistic to assume that a State's performance will be influenced by its neighbors.

**D.** Examine the environmental issues, such as population growth, economic conditions, etc. For example, population growth results in more traffic, i.e. increased exposure; thus, a heightened likelihood of increased crashes. Crash rates will also be influenced by population characteristics. Population shifts that result in an increase in the proportion of novice drivers, because of their inexperience and propensity to take risks, or older persons, because of their frailty, may result in increased crash rates with severe consequences.

**E.** Establish realistic bottom line performance targets by determining whether improvement is possible keeping in mind that maintaining an exceptionally high performance may be an acceptable strategy under certain circumstances. Alternatively, if the data demonstrates that fatalities will increase, the State may realistically decide to set an increasing target especially for interim annual targets.

**F.** It may be tempting to choose the next data point in a trend line as the performance goal; however, keep in mind the statistical phenomenon known as regression to the mean. Regression to the mean is a technical term in probability and statistics. It means that, left to themselves, things tend to return to normal, whatever that is. It applies to random performance. For example, if a person is 7 feet tall, the offspring are also likely to be tall but not nearly 7 feet. Applications for highway safety include such activities as high visibility seat belt enforcement campaigns. Following the campaign, the most likely outcome is an increase in seat belt use. However, all other things being equal, without continuing and increased program emphasis the seat belt use rate will regress toward the mean. Therefore, assuming ever increasing seat belt use based on past performance is unwise.

**G.** By examining trends and other environmental conditions, receiving input from safety stakeholders and using good judgment program managers can make educated guesses about the likely or expected impact of a program by determining the expected reduction in crashes, injury severity or fatalities. The national formulas can then be use to calculate the dollar savings associated with the reduction.

**H.** Continually evaluate results and adjust targets as necessary and prudent. States serve as the "laboratories" for testing theories and programs. However, laboratory conditions are not static in the State environments, i.e. conditions are in a constant state of change. It is not realistic to set targets in such a way that they cannot be adjusted as new data and circumstances are identified. When goal statements are changed, the State should provide an explanation and justification.

### e. Evidence-based Countermeasure Strategies, Project Selection Process and Participants

States are **required** to provide a description of the process used to develop and select evidence-based countermeasure strategies and projects to address its problems and achieve its performance targets When aggregated, strategies should lead logically to overall statewide performance and be linked to the anticipated success of the countermeasures or strategies selected and funded in the HSP (23 CFR 1300.11(d). The "Good Practice" box below provides information on research resources which may be helpful for accomplishing this task. In selecting the strategies and projects, SHSOs should be guided by the data and data analysis supporting the effectiveness of the proposed countermeasures. If applicable, the emphasis areas in the State SHSP may also be a reference source and may be included within the HSP (see section f below for discussion of the requirement for coordination of the HSP with the State SHSP).

The HSP is **required** to include a description of the participants involved in developing and selecting the evidence-based countermeasure strategies and projects. The provided list of participants must be relevant and represent a comprehensive list of disciplines. The HSP is also **required** to include a description of all data sources which were used in this process for every strategy and project. The data sources must be relevant and comprehensive (i.e. are there any additional data sources that should have been used?).

SHSOs are not discouraged from using innovative countermeasures especially where few established countermeasures exist, such as in distracted driving. Innovative countermeasures that may not be scientifically proven to work but that contain promise based on limited practical applications are encouraged when a clear data-driven safety need has been identified. Justification of new countermeasures can also be based on the prior success of specific elements from other effective countermeasures.

**See NHTSA HSP Content Review Guide*:**

Section III is a series of questions for each program area which will be used when reviewing the SHSO's description of their **strategies, countermeasures and projects**. One of the items is whether **high-risk populations** are sufficiently addressed in the planned strategies. The SHSO should ensure that the HSP contains all of the pertinent descriptive information to demonstrate that all of the NHTSA review items have been considered and how they are being addressed.

**Good Practice: Project Selection Guidance – Highly Recommended!!**

Countermeasures That Work, A Highway Safety Countermeasure Guide for State Highway Safety Offices, 8th Edition, is an biennially-updated reference guide to help SHSOs select effective, science-based countermeasures for major highway safety problem areas. The NHTSA publication is updated biennially and was originally prepared with the assistance of GHSA. The GHSA web site also contains the latest version on the Publications page.

The AASHTO Strategic Highway Safety Plan is supported by the NCHRP 500 guidebooks covering a variety of countermeasures. The guidebooks contain the recent scientific research and knowledge regarding countermeasures effectiveness. The guides are posted at this web site http://safety.transportation.org which contains other tools developed for the implementation of the plan. The guides can be ordered through the Transportation Research Board: http://books.trbbookstore.org. The NCHRP Report 622, "Effectiveness of Highway Safety Countermeasures" is another reference suggested by NHTSA.

* As of the HSP for FY 2018, NHTSA may no longer use a Content Review Guide as the submission process has changed.

**CAVEAT**

It is not always possible to address high crash locations. There is an element of "community readiness" that must be taken into account. You might approach these locations with a layered approach starting with a small project that simply starts a dialogue and followed by a small grant to improve traffic records, etc. It is not advisable to concentrate large resources, time or energy in communities that are not amenable to change, but it is important to have a game plan for improving the situation. This philosophy also applies in cases where resources are not sufficient to solve the problem in a single year.

### *i. Prioritize and Select Programs and Projects*

The guiding principle for project prioritization and selection is to determine which countermeasures or programs have the greatest potential for achieving the targets and objectives; hence, the process is data driven. The logic is obvious: identify problems, set targets, craft measurable objectives and then determine which countermeasures and strategies will most likely result in success. The SHSO must also keep in mind the amount of funding resources available and funding sources which have restricted uses. The steps are as follows:

- Establish program targets. These can be defined as opportunities for making the most progress in reducing crashes, injuries and fatalities.
- Research good practice. Specialists and professionals related to a specific program area should be consulted. They are the most likely to have a good feel for what will work in your State. In addition, a sister State or the Federal government may have already created, implemented and evaluated programs applied to the specific targets under consideration. Researching good practice may reveal opportunities for replication.
- Study the available resources and define priorities in terms of programs, legislation, etc. Studying data and environmental conditions leads to the identification of programs targets, but resources are limited and will never stretch to cover all opportunities for improvement; therefore, priorities must be identified. It may seem logical to simply apply the resources where there is the greatest opportunity for reducing crashes, deaths and injuries. However, policy issues, advocacy groups, leadership priorities and other factors may also influence resource allocation.

The problem identification process is the basis for project selection. For example, analysis of the alcohol-related crash data will identify high crash geographic locations where the placement of grant resources will have the most potential for achieving a positive impact. Targeting resources to problems in specific locations with overrepresented crash characteristics is essential for making the best use of limited resources.

There may be some circumstances in which the State may consider soliciting project applicants in a less targeted manner e.g. to generate innovative solutions or to identify potential applicants within multiple potential target locations. Even in these circumstances, however, the State must clearly identify and limit applicants to specific parameters for the grant objectives and performance measures based on the results of their problem identification process. All projects selected must be data driven and evidence-based. In this scenario a State typically will publish the problem identification results and project parameters along with a method for applicants to submit a grant proposal or application. The State will also establish a deadline for submission and an objective method for scoring the proposals received. Some States conduct a workshop to explain the grant selection process and guidelines.

**Good Practice: Developing and Prioritizing Strategies and Projects**

1. Identify, prioritize and define the problems. Focus on not only the size and severity of the problem, but also consider where you can make the greatest impact in terms of reducing crashes, injuries and fatalities.
2. Collaborate with partners and safety stakeholders, particularly the State SHSP, to gain input and agreement on the priority problems, targets and objectives.
3. Identify, recruit and negotiate with partners to help you address each of the priority problem areas.
4. Consider holding public meetings around the State to obtain input from the general public.
5. Request project applications from targeted State and local public agencies and non-profit groups involved in traffic safety and able to address high-risk populations and geographic areas.
6. Host a grant development workshop for interested participants.
7. Establish project selection criteria. Does the proposal respond to the identified problem and utilize evidence-based countermeasures? Is it likely to have an impact? Is there a level of confidence in the project personnel? Are the objectives clearly stated? Is the evaluation plan adequate? Is the budget cost effective?
8. Use an objective selection panel to complement staff input for identifying the projects with the most promise for addressing the problems identified in step 1. Panels might be composed of State and local transportation professionals and officials.
9. Rank the projects according to potential effectiveness and fund those with the highest ranking.
10. Ensure programs and projects are explicitly related to the accomplishment of performance targets.

## f. Coordination With the State Strategic Highway Safety Plan (SHSP) – *23 CFR 1300.11(a)(6)*

The State is **required** to include in the HSP a description of the efforts made to coordinate, and the outcomes of coordination of the HSP, data collection and information systems with the State SHSP. Outcomes might include the joint use of the same databases, common targets in the HSP as derived from the SHSP or the creation of joint teams to collaboratively develop countermeasure strategies.

This information can be provided within the HSP in a number of ways. Some States include a description of their State's SHSP process while highlighting the specific interaction between the SHSP and the HSP planning processes. A link to the State's SHSP can also be included in the HSP. Another method is to include relevant segments of the SHSP within the HSP, such as listing the SHSP emphasis areas or strategies and targets or inserting the relevant SHSP information within the corresponding program section of the HSP.

Most likely many of the countermeasure strategies identified in the State's SHSP are included within the HSP. Where this is the case, it is recommended that the HSP highlight these strategies so that they are easily identified within the document. This can be accomplished in multiple ways by either labeling the applicable strategies within the HSP or including a separate list or attachment with references to the relevant section(s) of the State's SHSP.

The performance measures common to the State's HSP and the State Highway Safety Improvement Program (HSIP) (fatalities, fatality rate and serious injuries) are **required** to be defined identically, as coordinated through the State's SHSP. The HSP must contain a written assurance that the three common performance targets in the HSP and HSIP are identical.

### 2. Performance Report – *23 CFR 1300.11(b)*

The SHSO is required to provide a program-area level report on the State's progress toward meeting its performance for each program area targets which were identified in the previous fiscal year's HSP and NEW- a description of how the State will adjust its upcoming HSP to better meet performance targets if a State has not met its performance targets. States are encouraged to use State-level data as well as additional non-fatality data sources (e.g. passage/repeal of key highway safety laws) to assess progress toward meeting targets. NOTE: This is NOT the same level of information which is required of the States in the comprehensive Annual Report (AR).

### 3. Elements of the Performance Plan – *23 CFR 1300.11 (c)*

A **required** component of the HSP is the Performance Plan. The Performance Plan describes the performance measures and data-driven targets the State plans to implement in the fiscal year.

The Performance Plan is **required** to contain the following items:

**i.** A list of annual quantifiable and measurable highway safety performance targets that is data-driven, consistent with the Uniform Guidelines for Highway Safety Programs and based on highway safety problems identified by the SHSO during the planning process conducted annually. At a minimum States must use the 12 DOT and GHSA Core measures.

**ii.** Performance measures: at least one performance measure and performance target that is data driven for each program area that enables the SHSO to track progress, from a specific baseline, toward meeting the target (e.g., a target to ``increase seat belt use from X percent in Year 1 to Y percent in Year 2," using a performance measure of ``percent of restrained occupants in front outboard seating positions in passenger motor vehicles"). For each performance measure, the SHSO shall provide: (i) documentation of current safety levels; (ii) quantifiable annual performance targets; and (iii) justification for each performance target that explains why the target is appropriate and data-driven. NOTE: State HSP performance targets are required to be identical to the State DOT targets for the three common performance measures (fatalities, fatality rate and serious injuries) reported in the State HSIP annual report as coordinated through the SHSP. These targets and performance measures shall be based on a 5-year rolling average. The 5-year rolling average is calculated by adding the number of fatalities or number of serious injuries as it pertains to each performance measure for the most recent 5 consecutive calendar years ending in the year for which the targets are established. The sum of fatalities or serious injuries is divided by five and then rounded to the tenth decimal place for fatality or serious injury numbers and rounded to the thousandth decimal place for fatality rate.

**iii.** Additional performance measures: For program areas where performance measures have not been jointly developed by NHTSA and GHSA e.g., distracted driving), the SHSO shall develop its own performance measures and performance targets that are data-driven. The SHSO shall provide the same information as required under paragraph (ii) above. Refer to the HSP Planning Process Section above for guidance on setting performance measures and targets.

**Accuracy is important!**

When developing and reporting performance measures and targets, the SHSO must ensure that the information provided is complete, accurate and consistent. The following potential challenges should be reviewed:

- Is the data which is provided in the HSP consistent with the actual reported numbers, e.g. FARS?
- Are the core measures accurate?
- Are performance targets provided for each consecutive fiscal year included in the HSP (e.g. no year is skipped)?
- Are the original performance targets reported as initially identified and not adjusted from year to year by the SHSO in order to meet the actual numbers?

## 4. Highway Safety Strategies and Projects – *23 CFR 1300.11(d)*

**CAVEAT**

MOE: For projects funded with Section 405 (b), (c) or (d) funds which also have a State funding source which was included by the State in their annual MOE calculations, the amount of that MOE would need to be identified with the project. If the project is not receiving State funds which are counted in the MOE or the State funds going into the project were not part of the MOE calculation, the project must be identified as "$0 MOE" or "MOE not applicable" (an affirmative statement is needed).

### a. Highway Safety Strategies and Projects – Required Information

This section of the HSP should be organized by program area and can be organized in the same order that the performance measures and targets are listed in the Performance Plan. Although it is not necessary to restate the performance measures and targets, the SHSO may choose to do so.

Each program area countermeasure strategy that will help the State complete its program and achieve their specific performance targets must be identified. At a minimum, the description includes: (i) an assessment of the overall projected traffic safety impacts of the countermeasure strategies chosen and the proposed or approved projects to be funded, e.g. what does the SHSO expect the strategy to accomplish and why it should be effective, and, (ii) a description of the linkage between program area problem identification data, performance targets, identified countermeasure strategies and allocation of funds to projects.

If an innovative countermeasure is selected, the justification must be provided, see 23 CFR Part 1300.11 (d) (4). This can be based upon past successes when applied to other behavioral safety problem areas.

A description of each **project** within the countermeasure strategies to reach the identified performance target(s) must be listed, see 23CFR Part 1300.11(d) (2), including identification of:

- each project name and description (demonstrates support for the chosen countermeasure strategy, helps achieve the target and relates to the problem identification),
- subrecipient (a list of specific subrecipients is not needed),
- funding sources (list all non-NHTSA funding sources to provide a complete picture of how the strategy will be implemented),
- funding amounts,
- amount for estimated match, (if applicable),
- indirect cost (if applicable),
- estimated local benefit (if applicable),
- maintenance of effort (if applicable, see Caveat),
- project number, and,
- program funding code.
- Also identify whether the project is planned to be a part of the TSEP (23 CFR Part 1300.D) (5) (i), or, the Section 405 or Section 1906 requirement.

**NOTE:** For purposes of meeting the above requirements, a project means a specific undertaking or activity proposed or implemented with grant funds that addresses countermeasure strategies. A **project agreement** means a written agreement at the State level or between the State and a subrecipient or contractor. While a project may involve multiple sub agreements, the State does not need to report at the sub agreement level in the FY 2018 HSP. For project match and local benefit amounts, the State should add up the amounts for all of the sub agreements under a single project and report that amount. s and provide project specific information later in the GTS comments section. The State can update local benefit and match amounts later directly in GTS. The State can indicate TBD for indirect cost rate and update indirect cost rates or amounts associated with the agreements in the GTS comment box.

### b. Evidence-Based Traffic Safety Enforcement Program (TSEP) – 23 CFR Part 1300.11(d)(5)

The HSP must include the evidence-based (data driven) traffic safety enforcement program (TSEP) to prevent traffic violations, crashes, and crash fatalities and injuries in areas most at risk for such incidents. The requirements of the TSEP are:

- At a minimum, the State is **required** to provide for: (i) an analysis of crashes, crash fatalities, and injuries in areas of highest risk; (ii) deployment of resources based on that analysis; and (iii) a description of how the State plans to monitor the effectiveness of enforcement activities, make ongoing adjustments are warranted by data, and update the countermeasure strategies and projects in the HSP, as applicable.
- The SHSO must provide the planned high-visibility enforcement (HVE) strategies to support the national mobilizations including participation in not less than three campaigns in each fiscal year to reduce alcohol-impaired or drug-impaired operation of motor vehicles and increase use of seatbelts by motor vehicle occupants; and, submit information regarding mobilization participation (e.g. participating and reporting agencies, enforcement activity, citation information, paid and earned media information) to NHTS,, see 23 CFR Part 1300.11 (d) (6).
- The minimum requirements of the TSEP must either be described within the HSP with the full plan provided as an Appendix, or, the full TSEP which meets all of the requirements must be included within the HSP.
- The SHSO may either develop a comprehensive TSEP which combines the planned enforcements efforts in all program areas, or, provide a description separately for each enforcement effort in each applicable program area. The development of a comprehensive enforcement program is preferred. If a comprehensive enforcement program is developed, a reference to the corresponding TSEP pages within the HSP should be placed within each applicable program area.

### c. Disposition of Unexpended Balances – 23 CFR Part 1300.41

Section 402 and Section 405 grant funds are authorized for apportionment or allocation each fiscal year. States should, to the fullest extent possible, expend these funds during the fiscal year. When developing the annual HSP funding plan, the SHSO must be aware of the limitations placed upon the length of time that the funds are available. Grant funds are available for expenditure for three years after the last day of the fiscal year of apportionment or allocation (referred to as "three years plus one"). NOTE: During the last year of availability of funds, NHTSA will notify States of unexpended grant funds subject to this requirement not later than 180 days before the end of the period of availability. The State may then commit the unexpended grant funds to a specific project before the end of the period of the availability. The funds committed to a specific project must then be expended before the end of the succeeding fiscal year and only on that project. At the end of that time period, unexpended grant funds will **lapse** and NHTSA will **deobligate** unexpended balances, see 23 CFR Part 1300.40. This process will begin with FY13 MAP-21 funds which must be committed by September 30, 2016, and spent by September 30, 2017.

### d. Risk Assessment

The SHSO must be prepared to fully comply with the OMB Uniform Guidance requirement regarding risk assessment found at 2CFR Part 200.331(b). A State must conduct and document a risk evaluation for each subrecipient receiving NHTSA funds prior to making the grant award. Each subrecipient's risk of noncompliance with Federal statutes, regulations and the terms and conditions of the sub award should be determined for purposes of identifying the appropriate subrecipient monitoring. See the GHSA Monitoring Advisory for further information and Pre-Award Risk Assessment sample forms.

### 5. Teen Traffic Safety Program – *23 CFR 1300.11(e)*

The State may elect to incorporate a Teen Traffic Safety Program authorized under 23 USC 402 (m) as an HSP program area. This is a **statewide** program to improve traffic safety for teen drivers. If the State chooses to do so, **NEW**-a description of projects, including the amount and type of Federal funding requested, the State match, planning and administration costs, local benefit as applicable, appropriate use of fund codes and applicable performance targets must be provided in the HSP. Projects must meet the eligible use requirements of 23 USC 402 (m)(2) which shall include peer-to-peer education and prevention strategies in schools and communities designed to: (i) increase safety belt use; (ii) reduce speeding; (iii) reduce impaired and distracted driving; (iv) reduce underage drinking; and (v) reduce other behaviors by teen drivers that lead to injuries and fatalities. The program may include other optional uses identified in the section.

### 6. Racial Profiling Data Collection Grant – *23 CFR 1300.11(f) and 23 CFR 1300.28*

For FY17- FY20, the FAST Act modified Section 1906 of SAFETEA-LU by removing the previous law requirement for the Racial Profiling Data Collection grant program. The data collection requirement will now apply only to the driver. The State submits as part of its HSP, in accordance with part 10 of Appendix B,: (1) official documents and (2) assurances the State will undertake activities during the fiscal year to comply with the requirements and a list of projects to support them. A State may not receive a grant under this section for more than 2 fiscal years. Grant funds may be used only for the cost of collecting and maintaining data on traffic stops, or, evaluating the data results.

### 7. State Certifications and Assurances – *23 CFR 1300.11(g) – Appendix A*

A Certification Statement for the Section 402 program, which can be signed **only** by the State's Governor's Representative for Highway Safety, is **required**. The statement provides assurances that the State will comply with applicable laws and regulations, financial and programmatic requirements, and the special funding conditions of the programs. The State must use only the exact format and language specified in Appendix A (make no changes in the required language) and include **every** certification. NHTSA provides a fillable PDF form for the SHSO's submission of Appendix A (as well as Appendix B), see (HSP FY2018 NHTSA Fillable Forms). **An electronic signature will not be accepted.**

The NHTSA Regional office should be consulted annually to ensure that the State is using the most current version.

During the review of the HSP, the NHTSA Regional Office will be attempting to identify activities in support of the following program assurances, among others, contained in the Section 402 Requirements portion of Appendix A:

- Participation in the national high-visibility law enforcement mobilizations (the FAST Act requires 3)
- Sustained enforcement of statutes that address impaired driving, occupant protection and driving in excess of posted speed limits
- Annual statewide seat belt use survey, and,
- Development of statewide data systems to provide timely and effective data analysis.

During the review of the HSP, the NHTSA Regional Office will also identify program certifications and assurances requiring follow up, where applicable:

- Occupant Protection Program Assessment
- Traffic Records Assessment or Update
- Traffic Records Strategic Plan Update
- Impaired Driving Program Assessment
- Statewide Impaired Driving Plan

**Subrecipient Certifications and Assurances**

The SHSO must also be aware that Federal regulations require that the SHSO ensure that every sub grant and contract (i.e. purchase orders) include any clauses required by Federal statute and Executive Order and their implementing regulations and that the subrecipient or contractor is aware of the requirements imposed upon them, Appendix A of Part 1300 identifies for the SHSO the following certifications and assurances that are **required** to be imposed upon (subrecipients). They are:

- Non discrimination
- Buy America Act
- Political Activity (Hatch Act)
- Certification Regarding Federal Lobbying
- Restriction on State Lobbying
- Certification Regarding Debarment and Suspension
- Prohibition on Using Grant Funds to Check for Motorcycle Helmet Usage or Checkpoints Specifically Targeting Motorcyclists

The SHSO should not alter the language of the Federal certifications and assurances for subrecipients. The SHSO may at their option require additional subrecipient State certifications and assurances, such as, seat belt use or training requirements for law enforcement officers.

## 8. Highway Safety Program Cost Summary

Beginning with the FY2018 HSP, the Highway Safety Program Cost Summary Form (HS217) is **not** required by NHTSA to be included in the HSP. The HSP is organized by program area. States are required to provide project level information as stated in 23 CFR 1300.11 (d) only. However, the HS-217 form, or something similar, may still be included at the State's option. Based on the targets identified in the HSP and the projects identified in the Performance Plan, the Cost Summary could provide an overview of the planned spending by listing the State's proposed allocations of funds (including carry-forward funds) by program area and funding source. The funding levels used would be estimates of available funding for the upcoming fiscal year.

### 9. Section 405 Grant Application – *23 CFR 1300.11(f) – Appendix B*

The FAST Act requires that application for all grants under 23 U.S.C. Chapter 4 (including any of the seven grants under Section 405) be part of the HSP submitted on July 1 of the fiscal year preceding the fiscal year of the grant. The State is **required** to include its application for the Section 405 grants as part of the HSP.

One statement is required for all Section 405 grant programs for which the State is applying using Appendix B of Part 1300. The Section 405 information is **required** to be provided using fillable forms provided by NHTSA, see NHTSA Highway Safety Grants Program Resource Guide-Resources-FAST Act**,** and be signed by the GR.

NHTSA has suggested that developing an annual planning calendar detailing the steps necessary for submitting the Section 405 application could also be helpful to the SHSO.

The Section 402 application is reviewed by the NHTSA Regional Office. The program portion of the Section 405 application is reviewed by a NHTSA Team and the legal requirements are reviewed by the NHTSA legal counsel. In order to avoid providing redundant information in the Section 405 portion, the SHSO may provide reference to the pertinent page number(s) within the HSP where the required information can be located. The shared information typically relates to the program area, such as, problem identification, data analysis, performance measures and performance targets

#### a. Section 405 Application Information – *23 CFR 1300.20*

There is a single application deadline for all highway safety grants including the traditional Section 402 program and incentive grant programs. The National Priority Safety Programs, or incentive grant programs, are codified in a single section, 23 CFR 405 and referred to as Section 405. These programs include: Occupant Protection, State Traffic Safety Information Systems (Traffic Records), Impaired Driving Countermeasures, Motorcyclist Safety, Distracted Driving, State Graduated Driver Licensing and a new program under the FAST Act, Nonmotorized Safety.

The Interim Final Regulations (IFR) issued on May 23, 2016, in the Federal Register, Vol. 81, No. 99 are entitled: Uniform Procedures for State Highway Safety Grant Program; Final Rule. The specific requirements are detailed in the IFR for States who want to make application for any of the Section 405 grant programs. Within the IFR a required template (Appendix B) is provided for States wishing to apply for these grant programs. As part of the Section 405 application, the State is required to provide specific information which varies depending on the National Priority Safety Program incentive grant(s) for which the State wishes to receive funding consideration. This information may either be provided as attachments to the HSP or be included within the HSP. In some instances, the information is lengthy or is contained in a separate document that may be available electronically on the internet. In those instances, the only practical method to include the information is as an HSP attachment or an electronic link. However the IFR should be referenced to determine specific requirements. See Attachment A, Section 405 Eligible Uses and Limitations.

The countermeasure strategies and projects in 23 CFR Part 1300.11(d) are now **required** to be provided by program area from all funding sources including Section 405. The projects to be funded with Section 405 funds therefore are incorporated into the HSP in this manner so a separate list is not needed. The qualification information **required** to be provided for the Section 405 grant programs is handled separately through Appendix B.

**NOTE:** No P&A costs are allowed to be paid from Section 405 grant funds.

The qualification requirements for some of the Section 405 programs were changed by the FAST Act effective with FY17 grants. : Effective with FY2017, NHTSA publishes a list of States that were: awarded incentive grants by grant type, applied for and were not awarded grants by grant type, did not apply for a grant by grant type, and, deficiencies that made a State ineligible for a grant by grant type. NOTE: The Section 405 application approval or disapproval is a final decision of the NHTSA Administrator and is not subject to appeal.

### b. Maintenance of Effort

The FAST Act mandates maintenance of effort (MOE) where States are receiving Section 405 funding for occupant protection, State traffic safety information systems and impaired driving countermeasures. This requires the State to certify that its aggregate expenditures for the applicable program will be maintained at or above the average level of such expenditures for the baseline year.

For FY2018, States are required to certify only the MOE for the "lead State agency" for the two fiscal years prior to enactment of the FAST Act, (2014-2015). The Governor's Representative determines the lead state agency for each program by documenting the decision in writing and using the following criteria: State expenditures, program involvement, and leadership. The designations must be submitted to the NHTSA Region for review. In order to ensure that necessary changes can be made by the SHSO in a timely manner, the designations should be submitted well before (45 – 60 days) the July 1 HSP deadline. The lead State agency designation remains in effect until a new authorization is enacted.

The SHSO will validate the MOE by March 31 each year but no longer must submit a report to NHTSA. Instead NHTSA will review the MOE calculations at the SHSO annually as part of regular monitoring activities. MOE must be documented and consistent from year to year. MOE consists of direct State expenditures, State match and indirect costs by the SHSO and other State agencies, such as, Highway Patrol, Health, etc. Highway safety programs are defined as eligible for use by Federal funds. There must be like uses only for the MOE required of each program. There is a one-time exception allowed for the SHSO to request a MOE waiver which is granted by NHTSA only in rare circumstances. See the GHSA MOE Advisory for additional information.

For project level listings required in the HSP, if the Section 405 (b) (c) or (d) federally funded project also will receive funds from the State which were included by the SHSO in the annual MOE calculation, the amount of those State MOE funds must be identified. If the project is not receiving State funds which are included in MOE or the State funds going into the project were not a part of the MOE calculation, for MOE the project would be identified as "$0 MOE" or "MOE Not Applicable". (There must be an affirmative statement for each project.)

### c. Additional Section 405 Application Information – *23 CFR 1300.27*

When using this section of the Guidance, Appendix B to Part 1300 (23 U.S.C. 405) must be consulted for the complete application requirements for each Section 405 grant type and for Section 1906. NHTSA provides a fillable form in a checklist format to facilitate a complete understanding of the requirements of the information which is required to be provided as attachments to the HSP or be included within the HSP, see (HSP FY2018 NHTSA Fillable Forms). Following is additional information regarding some of the grant programs organized by priority safety grant program type.

**23 CFR 1300.21** Occupant Protection

For all States in FY2018, a table must be provided within the HSP that documents an active network of child passenger safety inspection stations and/or inspection events within the State including the total number of stations/events in the State and the total number of stations and/or events that service rural and urban areas and at-risk populations. The State must also certify that each location within the table is staffed with certified technicians. A second table is required to identify that number of child passenger safety classes to be held, the location of classes and the estimated number of students needed to ensure coverage of stations and events (sponsored by the SHSO).

### **23 CFR 1300.22** State Traffic Safety Information System Improvements

**NOTE:** The Traffic Safety Information System program section should provide a clear picture of the State's status regarding the major traffic records databases (crash, driver, citation, roadway, injury surveillance, courts) as it relates to six characteristics: timeliness, accuracy, integration, uniformity, accessibility and completeness.

For FY2018 some of the application requirements were streamlined in the IFR. The IFR should be examined closely to ensure a complete understanding of the current application requirements which are detailed in the Appendix B fillable form.

The activities and project identified as being funded in the HSP should have also been identified in the State's Traffic Records Strategic Plan. The SHSO should do a cross check of the two plans. If any project is being funded which was not identified in the Traffic Records Strategic Plan, an explanation and rationale for funding the project should be provided within the HSP.

### **23 CFR 1300.23** Impaired Driving Countermeasures

The qualification requirements are based upon the State's classification by NHTSA as low, mid or high range which is done after analysis annually of the State fatality data. For both mid-range States, in the FY2018 application a State that has received a grant for a previously submitted statewide impaired driving plan that was developed and approved within 3 years prior to July 3, 2017, AND, has not been subsequently amended in any way, does not need to resubmit the plan for FY20118. For both mid- and high-range States, any change to the approved plan requires resubmission of the updated plan to NHTSA with the next Section 405 (d) grant application. For FY2018 the FAST Act added flexibility to the separate grant program for States with mandatory ignition interlock laws and created a new grant for States with 24- 7 programs.

#### IGNITION INTERLOCK LAW 23 CFR 1300.23 (G):

Appendix B does not require any attachments for this program. The FAST Act modified the criteria to allow employment, medical and locality exceptions in the applicable law. For FY17 a new separate grant allows States to also qualify with a 24-7 sobriety program.

#### 24 – 7 SOBRIETY PROGRAMS - 23 CFR 1300.23 (H):

The FAST Act created a new separate grant that allows States to qualify with 24 – 7 sobriety programs. The State may qualify under their law or program that authorizes a statewide 24/7 sobriety program. The program does not have to apply to all DUI offenders but must be authorized to apply on a statewide basis. To qualify, the State must submit as part of its HSP certain information regarding the law or program which is outlined in the fillable form for Appendix B.

### **23 CFR 1300.24** Distracted Driving

Appendix B does not require any attachments for this program. The FAST Act made changes to the qualification requirements. A Special Distracted Driving grant is provided for FY17 and FY18 for States not meeting the qualifications of a comprehensive Distracted Driving grant if certain qualifications are met. States can be deemed eligible for either a comprehensive or a special distracted driving grant, not both.

### **23 CFR 1300.25** Motorcyclist Safety

The FAST Act amended the motorcycle safety grant program to address the allocation of funds, provide more flexibility in the use of funds, slightly change some of the qualification criteria and add a requirement that NHTSA update and provide to the States model Share the Road language. States must meet 2 of 6 qualification criteria as outlined in the fillable form for Appendix B.

### **23 CFR 1300.26** State Graduated Driver Licensing Laws

Although the FAST Act modifies the learner's permit and intermediate permit qualification requirements, the statutory requirements remain challenging. The State should thoroughly review the IFR for a complete understanding of the mandatory minimum GDL program criteria to qualify for a grant.

### **23 CFR 1300.27** Nonmotorized Safety

For FY17 the FAST Act established a new incentive grant for Nonmotorized Safety. To qualify the State must exceed 15% of total annual crash fatalities based on the most recent FARS numbers. Using the most recent FARS data, in January each year NHTSA will calculate the percentages and inform each State that is eligible for the grant.

### **23 CFR 1300.28** Racial Profiling Data Collection Grants

This program was first created under SAFETEA-LU. Section 4011 of the FAST Act revised several aspects of the Section 1906 program. The purpose is to encourage States to maintain and allow public inspection of statistical information on the race and ethnicity of the driver for all motor vehicle stops made on all public roads except local or minor rural roads. States may qualify for the law or their program. To qualify as a law State, certain official documents must be submitted. As a program State, the State must provide certain assurances and list one or more projects in the HSP to support the assurances.

## 10. Administrative and Miscellaneous Items – *23 CFR 1300.11(f) – Appendix B*

### a. NHTSA Equipment Approval 23 CFR 1300.31

NHTSA approval is **required** for federally-funded equipment purchases with a useful life of more than one year and an acquisition cost of $5,000 or more in value including the cost of accessories necessary to make the item operational. To ensure compliance, the purchases may be identified and justified within the Performance Plan by describing how the equipment will support the strategy. For a sample Equipment Request form included within an HSP, see the North Carolina FY2017 HSP, pages 141-142. Sometimes equipment needs are unclear at the time the HSP is submitted. If the equipment approval request is not included in the HSP, a letter requesting approval is required to be submitted to the NHTSA Regional Office prior to equipment purchase. The SHSO may also note within the HSP that the request will be submitted at a later time. NOTE: The threshold value of $5,000 or more is based on the total cost of the equipment and not just the Federal share.

### b. Paid Advertising

When a State plans to use funds for advertising, the State is required to document in their annual HSP information describing: (a) what program/policy the advertising is supporting; (b) how the advertising will be implemented to support an on-the-ground program; (c) the amount allocated for paid advertising; and (d) the measures that will be used to assess message recognition and penetration of the target audience. See NHTSA Highway Safety Grants Program Resource Guide-Resources-Advertising Guidance.

### c. Penalty Transfer Funds

The SHSO is **required** to update the HSP, and may also include the funds in the HS-217, to indicate how it intends to use its split of penalty transfer funds, if any, from Section 154 and 164. Alternatively, the SHSO may plan ahead knowing that there will be transfer funds in October and include a program plan for these funds in the HSP submission prior to that date. The funds must be allocated to eligible uses only. See also Section D.2.a. Planning and Administration.

### d. Prior Year Grants

The SHSP may include the use of funds from prior year grants (SAFETEA-LU) which were rescinded under MAP-21, i.e. Section 405 OP, 406, 408, 410, 410 HV). For each of these grant programs that the State may have carry-forward funds to spend, the SHSO must ensure that the funds are being programmed in compliance with the requirements of the applicable rescinded grant program.

### e. Other Reviewed Issues

Although not singled out in the Interim Federal Regulations, there are other areas that the NHTSA Regional Offices review within the HSP.

1. Promotional items are an unallowable cost, for FY16 & beyond, 2 CFR Part 200.241 (e)(3). An unallowable promotional item is an item whose purpose is to be used as an incentive, to increase goodwill or that is a giveaway. The SHSO must ensure that the HSP does not include funding for promotional items. On May 18, 2016, NHTSA issued revised guidance entitled, "Use of NHTSA Highway Safety Grant Funds for Certain Purchases". The guidance outlines the prohibition for the use of Federal grants to purchase promotional items and provides the restrictions for the acceptable funding of educational materials, equipment, safety items for public distribution, recognition awards and advertising. This guidance should be consulted to ensure a complete understanding of the allowable and unallowable costs. The SHSO should consult with their Regional Office for specific advice.
2. Supplanting (e.g. general costs of government) is not allowable. Refer to the Uniform Guidance at 2 CFR Part 200.444 General Costs of Government. The SHSO should be prepared to answer questions during the NHTSA Regional HSP review process if there are projects identified within the HSP which may appear to fall within these categories of unallowed costs.
3. Attitude and Awareness Surveys have been highly effective in evaluating State media campaigns as well as assisting with decisions regarding the use of grant funding. While conducting the surveys is not required in the FAST Act, States are strongly urged to continue doing them. The data is important to help the States and also NHTSA. During the NHTSA Regional Office review, the State will be asked whether they plan to conduct periodic attitude and awareness surveys.
4. If **program income** is identified, the SHSO must provide sufficient justification information. The previous IFR section on program income has been deleted by NHTSA which is instead relying on the Uniform Guidance requirements for program income, see 2 CFR Part 200.80.

# D. Final Steps and Approval

## 1. Participation by Political Subdivisions (Local Benefit) – *Appendix C*

At least 40 percent of each State's apportionment (or at least 95 percent of the apportionment to the Secretary of Interior) from each year's Section 402 authorization is **required** to be planned for highway safety programs which benefit the State's political subdivisions (i.e. city, village, township, county). This is referred to as "local benefit". To ensure compliance by the SHSO, NHTSA determines if the political subdivision had an active voice in the initiation, development and implementation of the programs for which funds apportioned under Section 402 are expended. The SHSO is required to report actual local benefit expenditures on March 30 and at the end of each fiscal year.

When Section 154 or 164 penalty transfer funds are used for Section 402 alcohol-impaired driving programs, at least 40 percent of the annual Section 154 and 164 funds must be used by or for the benefit of political subdivisions of the State.

With regard to State expenditures, such as State Highway Patrol/Police enforcement or statewide paid media, which the State may want to designate as benefiting local government to meet the 40 percent requirement, the SHSO may not arbitrarily credit such expenditures. In that case, the political subdivision is required to have had either an active voice as described above, or agreed in advance of implementation to accept the benefits of the program **and** the active voice or pre-agreement must be documented in **writing** from the local government.

## 2. Special Funding Conditions for Section 402 Grants – *23 CFR 1300.13 and Appendix D*

### a. Planning and Administration

Planning and Administration (P&A) costs are those direct and indirect expenses that are attributable to the overall management of the State's HSP. Costs include salaries and related personnel benefits for the GRs and for other technical, administrative and clerical staff in the SHSOs. P&A costs also include office expenses such as travel, equipment, supplies, rent and utilities necessary to carry out the functions of the SHSO.

The P&A tasks and related costs are **required** to be described in the P&A program area of the HSP. Targets and objectives for the P&A program should also be developed in a similar manner as for the other program areas.

The Federal P&A share shall not exceed 50 percent of total P&A costs, except for select States using the sliding scale for match (See NHTSA Order 462-6C Matching Rates for State and Community Highway Safety Program). No match is required for penalty transfer funds (Section 154 or 164 funds transferred to Section 402 purposes), for U.S. Territories (23 USC 120(i)), or for federally recognized Indian Tribal governments under the Indian highway safety program as defined by 23 USC 402 (h). Beginning with FY2014 up to **13 percent** of the new Section 154 or 164 funds and section 154 or 164 P&A carry forward funds may be designated for P&A purposes; however, such funds may only be expended for P&A activities which support alcohol-impaired driving projects funded by Section 154 or 164 funds.

Beginning in FY2014, the limit on the amount of Section 402 funds that can be spent on P&A increased from 10 percent to **13 percent** of the total new 402 funds and Section 402 P&A carry forward funds programmed for expenditure iin the upcoming HSP. The P&A funds must be declared the first year and any unexpended balance tracked as carry forward in P&A. Funds designated as P&A may be moved back to program purposes but not back to P&A. No P&A costs are allowed from Section 405 grant funds.

For Section 402 P&A, Federal participation shall not exceed 50 percent (or the applicable sliding scale) of the total P&A costs, see 23 CFR 1300.13 (a) and Appendix D to Part 1300 P&A. Appendix D contains additional information including definitions of applicable terms and timekeeping requirements for SHSO employees performing P&A tasks.

### b. Automated Traffic Enforcement Systems Prohibition and Biennial Survey 23 CFR 1300.13 (d)

Beginning with MAP-21 in FY2014, the SHSO may not expend funds apportioned under Section 402 to carry out a program to purchase, operate or maintain an automated traffic enforcement system. The prohibition includes any camera which captures an image of a vehicle for the purposes only of red light and speed enforcement. NOTE: This does not include hand-held radar and other devices operated by law enforcement to make an on-the-scene traffic stop, issue a traffic citation or other enforcement action at the time of the violation. Beginning with FY 2018 HSPs and biennially thereafter, the SHSO must either certify in Appendix A that automated traffic enforcement systems are not used on any public road in the State, or, conduct a survey during the fiscal year of the grant year meeting the requirements of 23 CFR 1300.13 (d) (ii) and provide assurances in Appendix A that it will do so. The survey results must be submitted to the NHTSA Regional Office no later than **March 1** of the fiscal year of the grant.

### c. Motorcycle Checkpoint Funding Prohibition

For FY17 and beyond, the FAST Act prohibits the HSO from expending NHTSA grant funds for any program to check motorcycle helmet usage or to create check points that specifically target motorcycle operators or motorcycle passengers. Also beginning with FY 2017 grants, there is a new certification and assurance which applies to States and subrecipients that ensures the Federal funds will not be used for programs to check motorcycle helmet usage or to create checkpoints targeted at motorcyclists.

## 3. Match

Under MAP-21, the Federal share of the costs of activities or programs funded using amounts from grants awarded, both Section 402 and Section 405, may not exceed 80 percent unless a special matching write off is used (i.e. sliding scale rate authorized under 23 USC 120). The remaining funds are required to be provided by the State through their provision of "match" funds. Match is State and local funds that are expended in support of other qualifying traffic safety programs and have not been utilized by another Federal, State of local agency as matching funds for a separate Federal project. For the Section 405 grant programs, match funds may also need to be identified and must be of the appropriate type (i.e. occupant protection grant funds are matched with occupant protection related funded activities). See the GHSA Policy Manual Chapter VI, Section C. Match.

## 4. Use of Funds

Prior to FY17, MAP-21 provided for two new uses for funds apportioned under Section 402. A State may use the funds in cooperation with neighboring States for highway safety programs or related projects that may confer benefits on neighboring States. And States could use Section 402 funds to assist in demonstration projects carried out by NHTSA under Section 403 research and development projects. For FY 17 however the FAST Act removed the language pertaining to demonstration projects and States are now allowed to use Section 402 funds for research projects.

# D. Final Steps and Approval

**CAVEAT**

The deadline is **FIRM**. Failure to respond promptly to a request for additional information on the Section 402 application may result in delayed approval and funding of the Section 402 grant, 23 CFR 1300.12. Failure to respond promptly to such a request concerning any of the Section 405 or Section 1906 grant applications may result in a State's disqualification from consideration for a Section 405 or Section 1906 grant, 23 CFR 1300.14 (a).

## 5. Training

The SHSO may include a summary of staff training requirements in the P&A section, **optional**. The chart might include the working title of each position in the office and its placement within the organization Including an SHSO organizational chart and descriptions of staff duties. This serves to clarify and increase understanding of the office operations, funding and training needs.

## 6. Unsecure Loads

The FAST Act contained a statement of intent from Congress regarding the topic of unsecured loads. Congress encourages States to address unsecured loads during development of the annual HSP. Awareness campaigns about the dangers of unsecured loads would be eligible for Section 402 funding. This is not mandatory however States are encouraged to examine their data and become aware of the size of the problem in their State. Additional information regarding this issue can be found in the Government Accountability Office (GAO) November 2012 report, "Federal and State Efforts Related to Accidents that Involve Non-Commercial Vehicles Carrying Unsecured Loads" which found that many fatal crashes are linked to unsecured loads.

## 7. Plan Submission and Due Dates – *23 CFR 1300.12 and 1300.14 (a)*

The SHSO is required to submit the HSP to NHTSA no later than July 1 preceding the fiscal year to which the HSP applies. Consult with the Regional Office annually for the preferred method of HSP transmission and for responding to HSP review questions from NHTSA. For FY2018, the State will submit the application via a PDF upload in GMSS.

## 8. HSP Development Best Practice Tips

The following best practice tips have been suggested by NHTSA to assist the States in avoiding common errors during the HSP review process.

- Refer frequently to the IFR, 23 CFR Part 1300, and provide the required information in a similar order, if possible.
- Provide only the information and documents requested in the IFR. If extra material is submitted, errors may be found in them which unnecessarily slow the review process.
- Check for required signatures and that dates are accurate and consistent within the Section 405 qualification documents, i.e. if the Impaired Driving Plan contains dates, make sure the dates are current. If the plan is updated, ensure consistency with commitments made in the prior version.
- If a TRCC is not a committee in perpetuity, ensure the dates in their charter are current.
- Look back at the HSP review questions received from the Region in prior years and be sure the answers are included in the new HSP.
- Plan to submit sections of the HSP to the Region as soon as they are available for review and prior to July 1 so the Region may provide feedback informally.
- Consider asking the Region for advice on Section 405 qualification documentation. Although the Region does not approve that section, they can provide helpful hints.
- Ensure that the GR signing the Appendix B certifications understands the provisions and that it is an official statement.

# D. Final Steps and Approval

## 9. NHTSA Review and Approval Procedures – *23 CFR 1300.14*

Beginning with FY 2018 the FAST Act requires NHTSA to approve or disapprove the HSP within **45 days** after receipt. NHTSA may need to request additional information from the SHSO regarding the contents of the HSP to determine whether the statutory requirements have been met. The SHSO should anticipate that the NHTSA comments may include questions regarding the relevance, comprehensiveness and reasonableness of the decisions made by the SHSO which are reflected in the contents of the HSP. The NHTSA review may also include best practice "recommendations".

To ensure that the HSP is approved or disapproved within the 45 days, the SHSO must respond promptly to any requests from NHTSA. Failure to respond promptly may delay approval and funding of the State's Section 402 grant.

Within 45 days, NHTSA will issue a letter of approval or disapproval of the HSP to the State's GR and specify any conditions. Conditions are based upon regulatory requirements and must be resolved by the SHSO in accordance with the NHTSA letter. If the HSP is disapproved, the reasons will be specified. The SHSO is then required to resubmit the HSP with the necessary modifications to NHTSA. NHTSA will notify the SHSO within 30 days of receipt of the revised HSP, via a letter, whether the HSP is approved or disapproved. The decision of the Regional Administrator (RA) may be appealed by submitting a letter. The letter will be forwarded by the RA for consideration by the Associate Administrator, Regional Operations and Program Delivery, at NHTSA Headquarters. The HSP and the NHTSA approval/disapproval letter must be made available to the public. If the State's plan is not approved, NHTSA shall reduce the Section 402 funds by 20% of the amount that would otherwise be apportioned, see 23 CFR 1300.51 (a)(2). The funds can either later be apportioned to the State when the plan is approved, or, if not approved, the funds will be apportioned to the other States. See 23 USC Section 402 (c). NHTSA will consider the gravity of the State's failure in determining the amount of the reduction.

NHTSA plans to notify States in writing, and specify any conditions or limitations, of Section 405 grant qualification before the start of the fiscal year of the grant and to notify States of grant award amounts early in the fiscal year. Because the calculation depends on the number of States meeting the qualifications, States must respond promptly to NHTSA's requests for additional information or be **disqualified** from consideration. The decision of the NHTSA Administrator is final – there is no appeal process.

## 10. Risk Assessment and Non-Compliance – *23 CFR 1300.52*

The IFR at 23 CFR Part 1300. 52 established a new sanction provision related to risk assessment and noncompliance with Federal requirements for grants. The Uniform Guidance (2 CFR Part 200) established increased risk assessment procedures for Federal agencies and subrecipients. NHTSA will conduct risk assessments and incorporate risk assessment results into existing grant monitoring activities. If at any time a State is found to be in non-compliance, NHTSA may impose conditions of 2 CFR 200.207 and 200.338 proportional to the degree of risk or non-compliance found.

# E. Resources

In addition to the previously stated references, the SHSO should consult the GHSA Policy Manual and HSP webinars conducted by NHTSA prior to the fiscal year. Copies of the webinar slides are available on the GHSA website in the Members Only section. Examples of HSPs and Annual Report documents previously developed and submitted by other States and territories are posted on the NHTSA web site under NHTSA Highway Safety Grant Resources Guide-State Highway Safety Plans and Annual Reports. FHWA has developed a large number of helpful resources about SHSPs. FHWA states that the FAST Act continued the requirement for States to develop, implement, evaluate and update an SHSP that identifies and analyzes highway safety problems and opportunities on all public roads. See the FHWA Strategic Highway Safety Plan web page for additional information and useful tips.

# F. Sample Glossary

Some States provide a glossary at the end of the document, optional. The section may also be identified as “acronyms and definitions”. This is especially useful for anyone unfamiliar with highway safety terms and abbreviations. For an example, see Attachment B.

# G. Acknowledgments

As with other guidance the HSP Guidance has many potential benefits to the States. As new information is brought to the attention of GHSA and best practice examples are obtained, the Guidance will be updated.

A special thank you is given to the States who participated in the development of the Guidance and to the GHSA Board of Directors.

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# Attachment A:

## Section 405 Eligible Uses of Funds and Limitations

The eligible uses of grant funds awarded under Section 405 is dependent upon the specific program for which funds are awarded and shall be limited to the following, see 23 CFR§1200.21 – 26 for details:

| Section 405 Program | Eligible Uses and Limitations |
|---|---|
| Occupant Protection (OP) §1300.21<br><br>Lower Use States cannot use Section 405 funds for OP Assessments. High Use States can use Section 405(b) funds for Section 402 activities including OP Assessment costs. | ● **High Use States:** Up to 75% prior to FY 17 and 100% for FY17 and beyond for any project or activity eligible for funding under 23 USC 402 and the balance for the OP projects below.<br>● **Low Use States:** only for the following:<br>– High-visibility enforcement mobilizations including paid media that emphasizes publicity for the program and law enforcement<br>– Training OP safety professionals, police, fire and EM personnel, educators and parents concerning all aspects of the use of child restraints and OP<br>– Educating the public on the proper use and installation of child restraints including related equipment and information systems<br>– Providing community CPS services including programs on proper seating positions for children and how to reduce the improper use of child restraints<br>– Establishing and maintaining information systems containing data concerning OP including the collection and administration of CPS and OP surveys, and,<br>– Purchasing and distributing child restraints to low-income families provided not more than 5% of the funds received in a fiscal year are used for such purpose |
| Traffic Records §1300.22 (no change for FY17) | 100% to make quantifiable, measurable progress improvements in the accuracy, completeness, timeliness, uniformity, accessibility or integration of data in a core highway safety database |
| Impaired Driving (AL) §1300.23<br><br>For formula grant States (identified as low, mid or high range) Section 405 funds cannot be used for AL Assessments.<br><br>Prior to FY 17 see NHTSA Q&A August 2014 on Sect.405 (d) Use of Funds for drug-impaired driving programs. *Programs specific to alcohol impairment only unless using catchall problem ID category. For FY17, and beyond funds may be used for alcohol, drug or both, programs | ● **Low Range State:**<br>– For FY17 and beyond, up to 50% for Section 402 eligible projects<br>– High-visibility enforcement (HVE) efforts<br>– *Hiring a full-time or part-time AL coordinator<br>– Court support of HVE efforts, training and education of CJ professionals to assist in handling AL cases, hiring traffic safety resource prosecutors, hiring judicial outreach liaisons and establishing DWI courts<br>– *Alcohol ignition interlock programs<br>– *Improving BAC testing and reporting<br>– Paid and earned media in support of HVE of impaired-driving laws and conducting SFST training, ARIDE training and DRE training for law enforcement, equipment and related expenses used in connection with impaired driving enforcement<br>– *Training on the use of alcohol screening and brief intervention<br>– For FY17 any beyond training for and implementation of impaired driving assessment programs for identifying recidivism or mental health/substance abuse treatment<br>– Developing impaired driving information systems<br>– Costs associated with 24 – 7 sobriety programs<br>– Programs designed to reduce impaired driving based on problem ID (catchall for **any** program that covers impairment from AL or drugs provided the State has justification through problem ID)<br>● **Mid Range State:** Any of the programs listed for Low Range States IF advance approval is received from NHTSA<br>● **High Range State:** Any of the programs listed for Low Range States IF the proposed uses are described in a statewide AL plan submitted to and approved by NHTSA prior to incurred expenses or vouchers submitted. |

# Attachment A:
## Section 405 Eligible Uses of Funds and Limitations

| Section 405 Program | Eligible Uses and Limitations |
|---|---|
| Ignition Interlock §1300.23 (g) | ● For any authorized use described in §1300.23 AL<br>● For any eligible project or activity under 23 USC 402 including AL Assessments and drug-impaired driving programs |
| FY 17 and beyond NEW: 24/7 Program Section 1300.23 (h) | ● For any authorized use described in §1300.23 AL<br>● For any eligible project or activity under Section 402 including AL Assessments and drug-impaired driving programs |
| Comprehensive Distracted Driving (DD) §1300.24.<br><br>Additional limited DD grants available for FY17 and FY18 | ● At least 50% to educate the public through advertising concerning information about the dangers of texting or using a cell phone while driving or for traffic signs that notify drivers about the DD State law or for law enforcement costs related to DD law enforcement<br>● Not more than 50% for any eligible project/activity under Sec. 402 and for FY17 and beyoond not more than 75% if the State has conformed its distracted driving data to the most current MMUCC<br><br>Special DD Grants for FY17 and FY18 Only<br>● Activities related to enforcement of DD laws including public information and awareness |
| Motorcyclist Safety (MC) §1300.25 (Territories not eligible)<br><br>**Note: A State that receives a MC grant may sub allocate funds to a nonprofit organization incorporated in that State to carry out grant activities under this section.** | ● Improvements to MC training curricula<br>● Improvements in program delivery of motorcycle training to both urban and rural areas including (A) purchase or repair of practice motorcycles; (B) instructional materials; (C) mobile training units; (D) leasing or purchasing facilities for closed-course motorcycle skill training<br>● Measures designed to increase recruitment or retention of MC training instructors, and,<br>● Public awareness, PSAs and other outreach programs to enhance driver awareness of motorcyclists<br>● FY17 and beyond - allows up to 50% for any eligible project or activity under Section 402 if State qualifies under specific low fatality performance criteria |
| Graduated Driver Licensing (GDL) §1300.26 | ● At least 25% in connection with the State's GDL law to: (i) enforce the GDL process; (ii) provide training for law enforcement and other relevant State agency personnel relating to enforcement of the GDL process; (iii)publish relevant educational materials that pertain to the State's GDL law directly or indirectly; (iv) carry out administrative duties to implement the GDL process; or, (v) carry out a teen traffic safety program described in 23 USC 402 (m)<br>● Prior to FY17, not more than 75% for any eligible project or activity under 23 USC 402<br>● FY17 and beyond – Up to 100% for any eligible project or activity under Section 402 if the State qualifies under specific low fatality performance criteria |

# Attachment A:
## Section 405 Eligible Uses of Funds and Limitations

| Section 405 Program | Eligible Uses and Limitations |
|---|---|
| Nonmotorized Safety<br>Section 1300.27 | ● Training of law enforcement officials on State laws applicable to pedestrians and bicycle safety<br>● Enforcement mobilizations and campaigns designed to enforce State traffic laws applicable to pedestrians and bicycle safety, or<br>● Public education and awareness programs designed to inform motorists, pedestrians and bicyclists of State traffic laws applicable to pedestrians and bicycle safety |
| Racial Profiling Data Collection<br>Section 1300.28 | ● Collecting and maintaining data on traffic stops, or,<br>● Evaluating the results of the data |

# Attachment B:
## Sample Glossary

Following is a sample Glossary excerpted from the Oregon Traffic Safety Performance Plan:

**Acronyms and Definitions**

| | |
|---|---|
| AASHTO | American Association of State Highway and Transportation Officials |
| ACTS | Alliance for Community Traffic Safety |
| AGC | Associated General Contractors |
| AMHD | Addictions and Mental Health Division |
| ARIDE | Advanced Roadside Impaired Driving Enforcement |
| ATV | All Terrain Vehicles |
| BAC | Blood Alcohol Concentration |
| CCF | Commission on Children and Families |
| CFAA | Criminal Fine and Assessment Account |
| CTSP | Community Traffic Safety Program |
| DHS | Oregon Department of Human Services |
| DMV | Driver and Motor Vehicle Services, Oregon Department of Transportation |
| DPSST | Department of Public Safety Standards and Training |
| DRE | Drug Recognition Expert |
| DUII | Driving Under the Influence of Intoxicants (sometimes DUI is used) |
| EMS | Emergency Medical Services |
| F & I | Fatal and injury crashes |
| FARS | Fatality Analysis Reporting System, U.S. Department of Transportation |
| FAST | Fixing America's Surface Transportation Act – 5-year Federal reauthorization |
| FHWA | Federal Highway Administration |
| FMCSA | Federal Motor Carrier Safety Administration |
| GR | Governor's Representative |
| GAC-DUII | Governor's Advisory Committee on DUII |
| GAC-Motorcycle | Governor's Advisory Committee on Motorcycle Safety |
| GHSA | Governors Highway Safety Association |
| HSP | Highway Safety Plan, the grant application submitted for federal section 402 and similar funds. |
| IACP | International Association of Chiefs of Police |
| ICS | Incident Command System |
| IID | Ignition Interlock Device |
| IRIS | Integrated Road Information System |
| ISTEA | The federal Inter modal Surface Transportation Efficiency Act of 1991 |
| LCDC | Land Conservation and Development Commission |
| MADD | Mothers Against Drunk Driving |
| MMUCC | Model Minimum Uniform Crash Criteria Guideline |
| MPO | Metropolitan Planning Organization. |

# Attachment B:
## Sample Glossary

| | |
|---|---|
| NHTSA | National Highway Traffic Safety Administration |
| OACP | Oregon Association Chiefs of Police |
| OBDU | Oregon Bridge Delivery Unit |
| OBDP | Oregon Bridge Development Partners |
| OBM | Oregon Benchmark |
| ODAA | Oregon District Attorneys Association |
| ODE | Oregon Department of Education |
| ODOT | Oregon Department of Transportation |
| OHA | Oregon Health Authority |
| OJD | Oregon Judicial Department |
| OJIN | Oregon Judicial Information Network |
| OLCC | Oregon Liquor Control Commission |
| OSP | Oregon State Police |
| OSSA | Oregon State Sheriffs' Association |
| OTC | Oregon Transportation Commission |
| OTP | Oregon Transportation Plan |
| OTSAP | Oregon Transportation Safety Action Plan |
| OTSC | Oregon Transportation Safety Committee |
| PAM | Police Allocation Model |
| PUC | Oregon Public Utility Commission |
| SAFETEA-LU | Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users |
| SFST | Standardized Field Sobriety Testing |
| SHSP | Strategic Highway Safety Plan |
| SMS | Safety Management System or Highway Safety Management System |
| SPIS | Safety Priority Index System |
| STIP | Statewide Transportation Improvement Program |
| TRCC | Traffic Records Coordinating Committee |
| TSD | Transportation Safety Division, Oregon Department of Transportation |
| TSRP | Traffic Safety Resource Prosecutor |
| TEA21 | Transportation Efficiency Act for the 21st Century. |
| VMT | Vehicle Miles Traveled |
| "4-E" | Education, Engineering, Enforcement and Emergency Medical Services |