Montana Comprehensive Highway Safety Plan

DRAFT

State of Montana
Department of Transportation

in cooperation with:
Federal Highway Administration
National Highway Traffic Safety Administration
Blackfeet Tribe
Confederated Salish and Kootenai Tribes
Crow Tribe
Chippewa Cree Tribe
Little Shell Tribe
Northern Cheyenne Tribe
Fort Peck Tribes
Montana Highway Patrol
Montana Motor Vehicle Division
Montana Office of Public Instruction
Montana Department of Justice
Office of the Court Administrator
Federal Motor Carrier Administration
Montana Metropolitan Planning Organizations
Montana Department of Public Health and Human Services

prepared by:
Cambridge Systematics, Inc.

August 2006

draft

Montana Comprehensive Highway Safety Plan

prepared for

State of Montana Department of Transportation

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I. Executive Summary

Introduction

In 2005, 22,376 crashes were reported on Montana roadways. 224 of these crashes involved a fatality and 6,066 involved an injury. A total of 251 people died as a result of highway crashes. In economic terms, the loss to the State resulting from these crashes was more than $595 million due to wage loss, medical expenses, insurance administration, and property damage. This figure cannot fully account for the indirect costs of human suffering and loss resulting from these tragedies.

To address the State's highway safety needs and reduce the number of crashes and their horrific consequences, the Montana Department of Transportation (MDT) has led the development of the Statewide Comprehensive Highway Safety Plan (CHSP), involving the many agencies and officials with responsibilities for managing and supporting highway safety at the Statewide and local levels.

In collaboration with other state and local agencies and various stakeholders throughout the State, working through a multi-agency CHSP Committee, MDT initiated work on the Comprehensive Highway Safety Plan with the following objectives:

- Establish specific, quantifiable safety-related goals, objectives, and performance measures relevant to travel on Montana's highways;
- Address issues at all levels of jurisdiction with specific attention to local and tribal entities;
- Establish a mechanism for interagency coordination with respect to issues of safety and develop the necessary partnering process;
- Identify candidate safety strategies and evaluate their potential benefits, costs, and ability to attain defined performance objectives;
- Establish a process for prioritizing identified strategies based on their likely benefits and cost effectiveness, relative to the identified safety goals and objectives; and
- Provide a strategic implementation plan with short-, mid-, and long-term action items, including action items which can be incorporated into MDT's plans and programs and those of other state and local agencies with functional responsibilities relevant to highway safety.

Subsequent to the initiation of the CHSP, the U.S. Congress passed the Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU). SAFETEA-LU requires MDT to develop a Strategic Highway Safety Plan (SHSP) in collaboration with a wide range of partners. The plans are to be based on problems identified on all public roads. *Montana has developed its Comprehensive Highway Safety Plan (CHSP) in response to the SAFETEA-LU requirements for a SHSP.*

Goals of the Montana CHSP and the CHSP Planning Process

At the initiation of the CHSP planning process, the State of Montana adopted an overall "vision" for the CHSP to establish a unifying focus for the ensuing safety planning effort:

"All highway users in Montana arrive safely at their destinations."

In support of this vision, the State of Montana has adopted the following goals for the CHSP:

- Reduce the Montana statewide fatality rate from 2.05 per 100 million vehicle miles traveled (VMT) (2004) to 1.79 per 100M VMT by 2008;
- Reduce the Montana statewide fatality rate to 1.0 per 100M VMT by 2015; and
- By reducing the goal of the Montana fatality rate to 1.0 per 100M VMT by 2015, Montana's incapacitating injuries also will fall from 1,700 in 2005 to 950 in 2015.

In order to accomplish these goals, the State adopted the following priority emphasis areas as the focus of the CHSP highway safety improvement efforts:

1. Increase safety belt usage to 90 percent;
2. Reduce statewide alcohol- and drug-impaired fatal and incapacitating injury crashes;
3. Reduce Native American fatal crashes;
4. Reduce and mitigate the consequences of single vehicle run-off-the-road fatal and incapacitating injury crashes;
5. Develop and implement a comprehensive, coordinated transportation records and crash reporting, data management, and analysis system, accessible to all stakeholders, to manage and evaluate transportation safety;
6. Reduce young driver (under age 21) fatal and incapacitating injury crashes;
7. Establish a process to reduce crashes, injury crashes, and fatal crashes in identified high crash corridors and locations;
8. Reduce fatal and incapacitating injury crashes involving trucks;
9. Develop an effective and integrated Emergency Medical Services (EMS) delivery system;
10. Reduce fatal and incapacitating injury crashes in urban areas;
11. Reduce motorcycle fatal and incapacitating injury crashes; and
12. Reduce older driver fatal and incapacitating injury crashes.

Identification of Strategies

To identify potential new safety strategies and countermeasures to support the goals of the CHSP and address the various CHSP emphasis areas, an exhaustive inventory of Montana's existing transportation safety programs and strategies was prepared. MDT, in cooperation with the CHSP Committee, then conducted a "gap analysis" to identify the full range of additional programs and countermeasures which could further reduce fatal and serious injury crashes and accomplish the goals of the CHSP. This gap analysis utilized the NCHRP Report 500 series of guides which provide documentation of countermeasures for each of the 22 emphasis areas in the AASHTO Strategic Highway Safety Plan[1] and "Countermeasures That Work: A Highway Safety Countermeasure Guide for State Highway Safety Offices," prepared for the National Highway Traffic Safety Administration by the Governors Highway Safety Association.[2]

Through the review of strategies and countermeasures in these documents in conjunction with the inventory of programs currently being implemented in Montana, an inventory of potential additional programs and strategies was prepared for consideration by the CHSP Committee. Supplementing these strategies were additional programs and countermeasures suggested by the Emphasis Area Action Teams, the MDT consultant support team, MDT staff, and input from the CHSP Committee. The CHSP Committee then consolidated and prioritized these strategies into a discrete set of strategies and countermeasures to be promoted as priority strategies for the CHSP. As noted, strategies in other emphasis areas should positively influence Urban Area Crashes, Motorcycle Crashes, and Older Driver Crashes emphasis areas. Strategies for these emphasis areas will be tracked and separate strategies will be developed, if needed.

Ongoing Process

The CHSP will be managed through an ongoing strategic process. Data regarding performance for each emphasis area will be tracked and reported annually. New emphasis areas will be identified if data warrants attention to new emerging issues. In addition, specific strategies in the Annual Element will be fine-tuned or introduced based on direction from the CHSP Committee, evaluation of data, and analysis of resources.

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[1] Transportation Research Board, NCHRP Report 500 Guidance for the Implementation of the AASHTO Strategic Highway Safety Plan, various volumes, National Cooperative Highway Research Program, Washington, D.C., 2003.

[2] Hedlund, James, Countermeasures That Work: A Highway Safety Countermeasure Guide for State Highway Safety Offices, prepared for the National Highway Traffic Safety Administration by the Governors Highway Safety Association, 2005.

CHSP Emphasis Areas: Objectives and Strategies

The following summarizes the CHSP emphasis areas and their associated strategies.

Emphasis Area #1. Safety Belt Use

CHSP Strategies:

1. *Enact a Primary Safety Belt Law.*
2. *Conduct Targeted Education/Enforcement in Low Belt Use Locations.*
3. *Implement a Safety Belt Use Incentive Programs.*

Emphasis Area #2. Alcohol and Drug Impaired Driving

CHSP Strategies:

1. *Establish Stronger Penalties for BAC Test Refusal.*
2. *Monitor DUI Offenders.*
3. *Add Notice onto CMV License for any Incidence of Failed Drug/Alcohol/DUI Test.*

Emphasis Area #3. Native Americans

CHSP Strategies:

1. *Establish Systems/Policies to Support Data Sharing among Tribal, State, Local Entities.*
2. *Encourage Cross-Deputization of Law Enforcement among Tribal, State, Local Entities.*
3. *Adopt Uniform Traffic Codes Incorporating Montana Statutes.*
4. *Provide POST Credits for Tribal and BIA Officers.*
5. *Develop Comprehensive Safety Plans for Each Reservation, Incorporating or being led by DUI Task Force.*

Emphasis Area #4. Single Vehicle Run-Off-The-Road Crashes

CHSP Strategies:

1. *Establish a Comprehensive, Multiagency Policy in High-Incidence Locations.*
2. *Conduct Targeted Public Awareness Campaigns Re: Single Vehicle ROR Crashes in Montana.*

Emphasis Area #5. Traffic Records Management

CHSP Strategies:

1. *Implement Action Plan in TRSP.*
2. *Facilitate Electronic Data Capture.*

3. *Establish a Data Warehouse.*
4. *Encourage Tribal Data Sharing.*

Emphasis Area #6. Young Drivers

CHSP Strategies:

1. *Reintroduce Traffic Safety Education in Elementary and Junior High Schools.*
2. *Enact a Primary Safety Belt Law.*
3. *Provide Affordable/Accessible Drivers Education at all Schools.*
4. *Develop a Role and Strategy for Law Enforcement in GDL.*

Emphasis Area #7. High Crash Corridors/High Crash Locations

CHSP Strategies:

1. *Review Guidelines for Pavement and Shoulder Widths/Review Side Slopes.*
2. *Develop Guidelines Six-Inch Pavement Markings/Longer-Lasting Pavement Markings.*
3. *Conduct Road Safety Audits.*
4. *Implement ITS Technologies.*
5. *Conduct Proactive Safety Efforts.*

Emphasis Area #8. Truck Crashes

CHSP Strategies:

1. *Conduct a Motor Carrier Industry Training Survey.*
2. *Facilitate Inspector Certification.*
3. *Facilitate Compliance Review and Safety Audit Certification.*
4. *Provide Training for New Commercial Carriers.*

Emphasis Area #9. Emergency Medical Services Delivery

CHSP Strategies:

1. *Establish EMS Legislation and Regulation.*
2. *Provide EMS Funding.*
3. *Enhance Capabilities for Medical Response to Disaster.*
4. *Expand EMS Human Resources.*
5. *Enhance EMS Education System.*
6. *Expand EMS Services.*
7. *Facilitate EMS Communications.*
8. *Conduct EMS Public Education and Information Programs.*

9. *Conduct Injury Prevention Public Awareness Efforts.*
10. *Enhance Medical Direction.*
11. *Provide Enhanced Trauma System and Facilities.*
12. *Establish an EMS Information System.*
13. *Evaluate and Monitor EMS Programs.*

Emphasis Area #10. Urban Area Crashes

CHSP Strategies:

To be determined in future.

Emphasis Area #11. Motorcycle Crashes

CHSP Strategies:

To be determined in future.

Emphasis Area #12. Older Driver Crashes

CHSP Strategies:

To be determined in future.

Note to CHSP Committee: This will be discussed at August 17, 2006 meeting.

Management Plan

It was established early in the process that development of the CHSP would be facilitated by the Montana Department of Transportation (MDT) but that the CHSP should not to be considered only as an MDT plan. In order to succeed, it must be a comprehensive plan, encompassing the programs of the multiple agencies and jurisdictions with safety responsibilities throughout the State. Each entity has a role in the development of the plan but retains authority over the elements of the plan which are within their jurisdiction. As stated by the MDT Planning Division Administrator, "participating agencies would become a collaborative partnership to reduce highway crashes/injuries/deaths. They would be advisory to the plan overall, but serve as decision-makers on the elements of the plan for which their agencies would be lead."

The following describes proposed roles and responsibilities assigned to the various entities responsible for the on-going management and implementation of the Montana CHSP:

MDT Director

- Serves as the Governor's Designee to formally approve the CHSP for submittal to FHWA.
- Responsible for managing the CHSP Committee.

CHSP Committee

- Composed of State Agency Directors or their designees, liaisons to local and tribal governments, and representatives of major safety stakeholder groups. Members speak for the agency, governmental entity, or stakeholder group they represent and also have the authority to initiate resource commitments to implement strategies and support ongoing CHSP efforts.

- Membership represents MDT, Office of Public Instruction, Public Health and Human Services, Attorney General, Office of Court Administration, Highway Patrol, Metropolitan Planning Organizations, Tribal Governments, Montana Motor Carriers Association, and federal partners such as FHWA, NHTSA, and FMCSA (based on the composition of the current CHSP Committee). Membership is not closed but open to members that have a stake in Montana highway safety and a role to play in achieving the goals of the CHSP.

- CHSP Committee will meet twice a year with staff support provided by MDT and under the leadership of the MDT Director. At these meetings:

    - Champions (Chairs) of the safety emphasis areas will report on progress and challenges in moving strategies forward;

    - Data trends will be reviewed to assess progress toward attaining statewide goals;

    - New strategies and any emerging trends will be discussed; and

    - Resources will be investigated to support advancing strategic actions.

Emphasis Area Implementation Teams ("Implementation Teams")

- Each emphasis area team is chaired by the Champion and composed of stakeholders and relevant agency staff.

- Responsible for implementation of individual strategies within each emphasis area.

- Meets at the direction of the Champion on an as-needed basis to support the implementation of individual strategies and report on progress, issues, accomplishments, and outcomes.

- MDT staff will facilitate and otherwise support work of Implementation Teams. MDT Safety Planner will make quarterly contacts.

II. Introduction

In 2005, 22,376 crashes were reported on Montana roadways. 224 of these crashes involved a fatality and 6,066 involved an injury. A total of 251 people died as a result of highway crashes. In economic terms, the loss to the State resulting from these crashes was more than $595 million due to wage loss, medical expenses, insurance administration, and property damage. This figure cannot fully account for the indirect costs of human suffering and loss resulting from these tragedies.

In examining these statistics, certain factors stand out:

Impaired Driving

In 2004, 46.3 percent of all highway fatalities were alcohol-related and the State's alcohol-related fatality rate (the number of alcohol-related traffic fatalities per 100 million miles of vehicle miles traveled) was .95. This represents a reduction of 18.8 percent over the previous year and 16.7 percent over the average of the preceding five years. Despite this improvement over the preceding years, *Montana's rate is nearly double the national rate and the second highest alcohol-related fatality rate in the United States. According to NHTSA, in 2004 Montana had the highest fatality rate in crashes that involved at least one driver or motorcycle operator with a BAC of .08 or above.*

American Indians

American Indians make up 6.2 percent of Montana's population, yet in 2005 they accounted for 13.5 percent of the State's fatalities. From 1996 to 2005, American Indians comprised from 13.5 to 20.1 percent of the states fatalities. Approximately 65 percent of these fatalities were alcohol-related. During the past four years, seat belt usage for Indian occupant fatalities has been less than seven percent. Crash data by race is only available from the Fatality Analysis Reporting System (FARS) database, so the full extent of total crash involvement by American Indians is unknown but is assumed to be underreported.

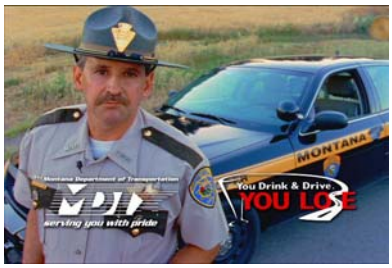
Young Drivers

Montana is one of the seven states in the United States which licenses drivers under the age of 16. Of these few states, Montana is the only state which provides a full, unrestricted license at the minimum age of 15. In 2005, drivers under the age of 16 had the highest number of crashes per 1,000 licenses (186) and the highest number of fatal crashes per 1,000 licenses (1.18) of any age group. Drivers under the age of 21 experienced 117 crashes per 1,000 licenses and 0.61 fatal crashes per 1,000 licenses. *This is triple the crash rate and 50 percent higher than the fatal crash rate for Montana drivers who are 21 and older.* Graduated Drivers Licensing (GDL) requirements went into effect for new drivers on July 1, 2006 and are expected to bring these numbers down in the future.

Rural Single Vehicle Crashes

From 2001 to 2005, approximately half of the crashes in Montana occurred in rural areas. During the same period, *approximately 90 percent of the State's fatal crashes occurred in rural areas.* In 2005, 73.0 percent of all rural crashes involved a single vehicle and of the 194 fatal crashes occurring in rural areas, 73.2 percent involved a single vehicle.

These statistics are not inevitable. Crashes are preventable and safer highway conditions are achievable in Montana. In response to these and other critical transportation safety issues in Montana, prior to the mandate establish through Federal transportation legislation, the Montana Department of Transportation undertook the development of the Montana Comprehensive Highway Safety Plan.



The Montana Comprehensive Highway Safety Plan (CHSP)

To address the State's highway safety needs, the MDT has led the development of the statewide Comprehensive Highway Safety Plan (CHSP), involving the many agencies and officials with responsibilities for managing and supporting highway safety at the Statewide and local levels.

In collaboration with other state and local agencies and various stakeholders throughout the State, MDT initiated work on the Comprehensive Safety Plan with the following objectives:

- Establish specific, quantifiable safety-related goals, objectives, and performance measures relevant to travel on Montana's highways;
- Address issues at all levels of jurisdiction with specific attention to local and tribal entities;
- Establish a mechanism for interagency coordination with respect to issues of safety and develop the necessary partnering process;
- Identify candidate safety strategies and evaluate their potential benefits, costs, and ability to attain defined performance objectives;
- Establish a process for prioritizing identified strategies based on their likely benefits and cost-effectiveness, relative to the identified safety goals and objectives; and
- Provide a strategic implementation plan with short-, mid-, and long-term action items, including action items which can be incorporated into MDT's plans and programs and those of other state and local agencies with functional responsibilities relevant to highway safety.

Relationship of the CHSP to Other Highway Safety and Safety-Related Plans and Programs

As discussed in later sections of the Plan, the CHSP was developed in coordination with numerous agencies and stakeholders throughout the State of Montana. Various plans and programs consulted in the development of the CHSP are described below. Specific programs and strategies cited in these plans relevant to CHSP Emphasis Areas are inventoried in the CHSP Annual Element.

- **TRANPLAN 21** (MDT Planning) Providing for traveler safety is one of the highest priorities of the Montana Department of Transportation (MDT) in serving the citizens of the State and the users of the State's transportation infrastructure. Stated policy goals in MDT's ***TRANPLAN 21 2002 Update***, the Statewide Transportation Plan which guides MDT's programs and project development, are to "reduce the number and severity of traffic crashes on Montana's roadways" and to "establish and maintain high-level statewide interagency coordination to improve traveler safety and develop an agenda for action." The CHSP is a direct outgrowth of these goals of TRANPLAN 21.
- **Montana §402 Program** (MDT State Highway Traffic Safety Office) The §402 Program Combined Performance and Highway Safety Plan, prepared by MDT's State Highway Traffic Safety Office in compliance with Federal transportation regulations under 23 USC 402, requires assessment of highway safety problems, the development of a Highway Safety Plan (HSP), a Performance Plan, and the selection of projects or countermeasures which provide solutions to the identified safety problems. The §402 Program focuses on strategies related to behavior change such as impaired driving and enforcement. FY 2005 programmed expenditures under the §402 Program included nearly $25 million of state and Federal funding (with nearly $5 million in State funds).
- **Highway Safety Improvement Program** (MDT Traffic and Safety Bureau) The Highway Safety Improvement Program (HSIP), funded through Federal Highway Surface Transportation Program funds, was established to reduce accidents at high-crash locations and to encourage engineering improvements that address safety needs. Through the HSIP, MDT has identified hazardous locations on all public roads, assigned priorities for corrections at these locations, and established a schedule of improvement projects.
- **Traffic Records Strategic Plan** (Multiagency Traffic Records Coordinating Committee) Concurrent with the development of the CHSP, the State of Montana, under the direction of the Traffic Records Coordinating Committee (TRCC), developed the Montana's Traffic Records Strategic Plan (MT-TReSP).[1] This Plan provides Montana's Traffic Records Coordinating

[1] Cambridge Systematics Inc., *State of Montana Traffic Records Strategic Plan*, prepared for the Montana Department of Transportation Highway Traffic Safety Office, June 2, 2006.

Committee (TRCC) with a basis for moving forward in upgrading and integrating the data systems used to conduct highway safety analyses in the State. It is focused on specific actions and projects that should be undertaken to accomplish this goal. The Plan is based on the information system and data collection deficiencies identified by a number of avenues and covers a five-year period from 2006 through 2010. Development of the MT-TReSP was one of the key recommendations of the Traffic Records Assessment (TRA) conducted in April 2004.[2]

The MT-TReSP lays out the goals, objectives, and actions needed to improve the timeliness, quality, completeness, integration, and accessibility of data used in traffic safety analyses. Its domain covers the entire "data stream," from beginning to end:

- **Data collection;**
- **Data processing (quality control, editing, aggregation, and transformation);**
- **Data integration;**
- **Data use in safety analyses;**
- **Problem identification;**
- **High-crash locations;**
- **Crash typologies;**
- **Countermeasure effectiveness; and**
- **Predictive model building.**

The period intended to be covered by the MT-TReSP is a five-year period from January 2006 to December 2010. It is recommended that the MT-TReSP be reviewed no later than 2008 for relevance to current safety data problems in Montana. The MT-TreSP's Action Plan should be reviewed every year and adjusted accordingly.

- **Injury Prevention and Control Plan** (Montana Department of Public Health and Human Services) DPHHS's Injury Prevention and Control Plan presents data relevant to preventable injuries and establishes goals to reduce the rate of unintentional injury in Montana. The Plan addresses specific problem areas, including motor vehicle injuries and acknowledges that motor vehicle crashes are the leading cause of injury death in Montana. Goals for reducing motor vehicle injuries include reduction in alcohol-related fatal crashes, increased

[2] *State of Montana Traffic Records Assessment*, April 19-23, 2004, National Highway Traffic Safety Administration Technical Assessment Team (Larry C. Holestine, Leslie Nelson-Taullie, Langston A. Spell, Carol Wright, John J. Zogby).

safety restraint use, reduction in child occupant fatalities, and reduction in the statewide motor vehicle crash fatality rate. Targeted activities include passage of a primary seat belt law, a .08 blood alcohol limit, local ordinances requiring use of bicycle helmets, and public education to promote vehicle occupant injury prevention.

- **Montana EMS System Strategic Plan (draft)** (EMS and Trauma Systems Section of DPHHS) The draft EMS System Strategic Plan provides a framework for the development and improvement of state, regional, and local emergency medical and trauma systems services in Montana. It is intended to help in the identification of system needs and to establish priorities for action. Relevant to transportation safety, the plan includes discussion of various system components, including EMS Services and Transportation, Integration of Health Services, and the Trauma System.
- **State of Montana Motor Carrier Safety Assistance Program Commercial Vehicle Safety Plan** (MDT Motor Carrier Services Division) In 2005, responsibility for the Montana Motor Carrier Safety Assistance Program (MCSAP) was transferred from the Montana Highway Patrol (MHP) to MDT's Motor Carrier Service Division (MCS). MCS was already responsible for commercial vehicle size and weight enforcement, oversize/overweight permitting, among other responsibilities. It is expected that MHP will continue to support MCSAP by conducting Level 2 (Walk Around Driver/Vehicle) and Level 3 (Driver Only) inspections each time a commercial vehicle is stopped for a traffic enforcement action. The Commercial Vehicle Safety Plan specifies performance objectives and strategies in support of these objectives.

In addition to these plans, during the period in which planning was conducted for the development of the CHSP, the National Highway Traffic Safety Administration (NHTSA) conducted two assessments of safety programs in Montana relevant to:

- Impaired Driving (May 22-27, 2005); and
- Occupant Protection for Children (September 18-22, 2005)

Elements of both of these assessments were incorporated into the CHSP and were included in the initial assessment of CHSP strategies.

Relationship of the CHSP to Federal Transportation Regulations and Programs (SAFETEA-LU)

In July 2005, Congress passed the Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU). This Act contains a number of new and continued funding sources that may be available to support the CHSP. Section 148 of the highway bill provides guidance and funding for the Highway Safety Improvement Program (HSIP). To obligate HSIP funds, States must:

- Develop and implement a State Strategic Highway Safety Plan;
- Produce a program of projects or strategies;
- Evaluate the plan on a regular basis; and
- Submit an annual report to the Secretary.

SAFETEA-LU requires MDT to develop a Strategic Highway Safety Plan (SHSP) in collaboration with a wide range of partners. The plans are to be based on problems identified on all public roads. *Montana has developed its Comprehensive Highway Safety Plan (CHSP) in response to the SAFETEA-LU requirements for a SHSP*. States are required to establish a system that identifies hazardous locations, sections, and elements "using such criteria as the State determines to be appropriate, establish the relative severity of those locations, in terms of accidents, injuries, deaths, traffic volume levels, and other relevant data."

SAFETEA-LU also requires MDT to submit to the U.S. Secretary of Transportation an annual report, which, among other requirements must include a description of not less than five percent of locations exhibiting the most severe safety needs, with an assessment of potential remedies for the identified hazardous locations, estimated costs associated with remedies, and impediments to implementation other than cost. The reports must be made available to the public through the state DOT web site.

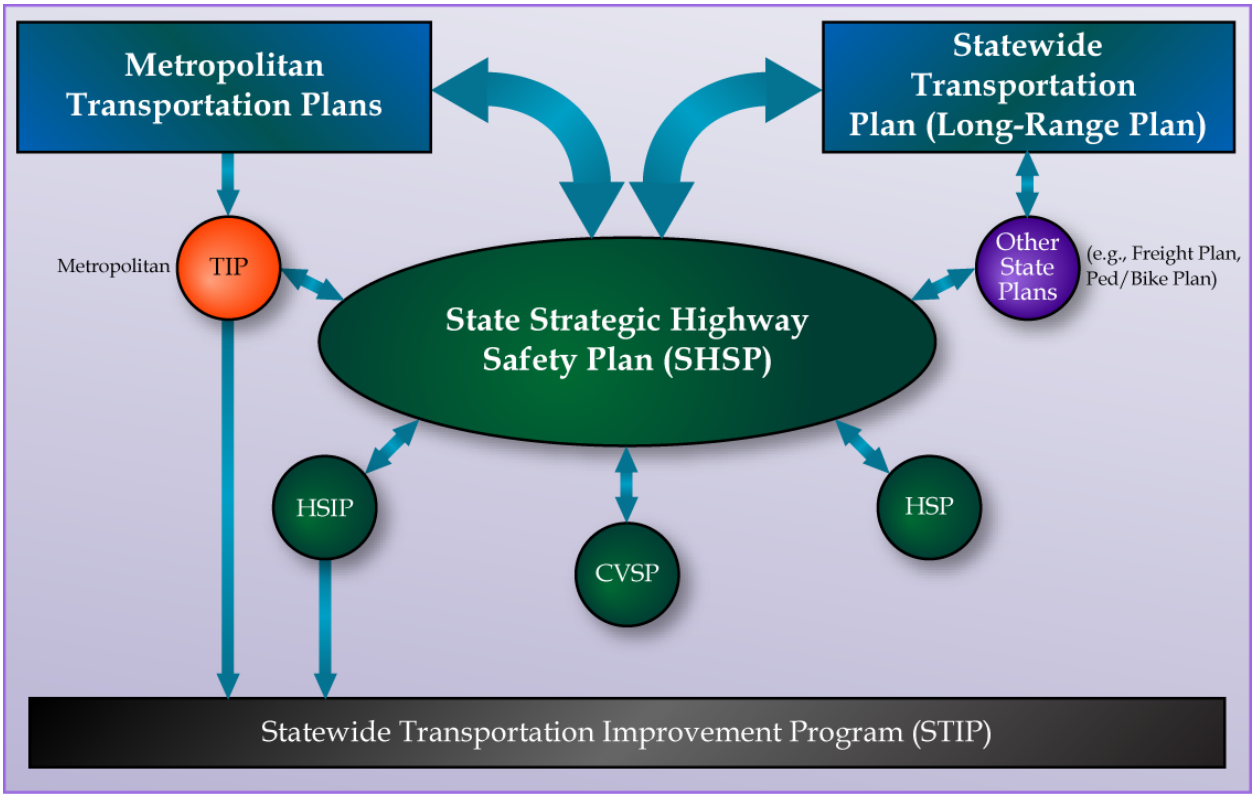
SAFETEA-LU requires MDT to develop a Strategic Highway Safety Plan in collaboration with a wide range of partners.

In general, the annual report must describe progress being made to implement highway safety improvement projects, assess the effectiveness of those improvements, and describe the extent to which improvements reduce the number of roadway fatalities, injuries, and roadway-related crashes, mitigate the consequences of roadway-related crashes, and reduce occurrences of crashes at railway highway crossings.

States may use up to 10 percent of the HSIP funds to carry out other safety projects identified in the SHSP, but first they must certify that the State has met its safety needs relating to railway-highway crossings and the roadway infrastructure.

Figure II-1 illustrates the conceptual relationship of the SHSP to other Federally mandated transportation safety planning documents and the Statewide Transportation Improvement Program. The STIP is a three-year, fiscally constrained and prioritized program of transportation projects, compiled from local and regional plans, along with the MDT, which lists Federally funded projects plus state and local regionally significant projects.

Figure II-1. SHSP and Statewide Transportation Improvement Program



Partners

Section 148 of SAFETEA-LU makes it clear that the MDT is expected to lead this effort and provides a list of suggested partners which include:

- State Highway Safety Office;
- Regional transportation planning organizations and metropolitan planning organizations;
- Major modes of transportation;
- State and local traffic enforcement officials;
- State persons responsible for administering the Federal rail-grade crossing program;
- Operation Lifesaver;
- State MCSAP administrators;
- State motor vehicle administrators; and
- Major state and local stakeholders.

Representatives of these agencies and programs have been active participants on the CHSP Committee and directly involved in the development of the CHSP.

Specific Requirements

SAFETEA-LU also establishes a clear set of process and content requirements for the SHSP:

- Use different types of safety data *(the Montana CHSP included review of crash data, roadway data, location data, citation data, etc.)*;
- Establish a crash data system with the ability to perform problem identification and countermeasure analysis *(Montana has an existing crash data system to conduct problem identification. These data were reviewed to identify contributing factors and prioritize emphasis areas and strategies)*;
- Address engineering, management, operations, education, enforcement, and emergency medical services elements *(The 4 E's were used as criteria for review of existing programs and identification of strategies. All relevant safety disciplines are represented on the CHSP Committee)*;
- Identify hazardous locations, sections, and elements and establish criteria that indicate relative crash severity of these locations *(Analysis of high crash corridors was conducted, using criteria based on crash rates and crash severity rates)*;
- Adopt strategic- and performance-based goals that address the broad spectrum of safety improvements (including behavioral improvements), focus resources on the areas of greatest need, and coordinate with other highway safety programs *(Data and technical expertise were used to identify emphasis areas and opportunities for greatest benefits)*;
- Advance the State's capabilities for traffic records data collection, analysis, and integration with other sources of safety data and include information on all public roads *(The Montana Traffic Records Strategic Plan was developed in parallel to the CHSP. The goals of the MT-TReSP were incorporated into the CHSP)*;
- Consider the results of state, regional, and local transportation and highway safety planning processes *(Goals and strategies for all relevant plans were reviewed in the CHSP planning effort)*;
- Set priorities for corrective action on high-hazard locations, segments, and elements *(High crash corridors were identified as noted above. Road safety audits were also conducted at several high priority locations)*;
- Identify opportunities for preventing the development of new hazardous locations *(The many of the strategies of the CHSP are intended, in part, to prevent development of new hazardous locations)*;
- Establish an evaluation process to assess the results achieved by the highway safety improvement projects *(Montana's HSIP projects are typically evaluated through before-after studies as part of the HSIP planning process. CHSP strategies will be monitored through a on-going monitoring process through the CHSP Committee)*;

- Produce a program of projects that is consistent with the state transportation improvement program (STIP) *(Specific projects for inclusion in the STIP will emerge through the implementation programs of individual emphasis area teams where appropriate and incorporated by MDT into the STIP as necessary)*; and
- Seek approval by the Governor or the appropriate state agency *(Director of MDT will serve as Governor's designee to approve the CHSP).*

III. Safety Needs of the State: General Statistics and Trends

The MDT's State Highway Traffic Safety Office annually publishes the Traffic Safety Problem Identification report which presents traffic safety data and interpretation of safety trends for the State of Montana.[1] This document has been an invaluable source of information in the identification of Montana's transportation safety issues and the development of the Comprehensive Highway Safety Plan. Data from the Problem Identification report was used to help identify the CHSP emphasis areas presented in Section VI of the CHSP.

The FY 2007 draft Traffic Safety Problem Identification report characterizes some of Montana's unique transportation safety issues which were addressed in the development of the CHSP:

- Similar to other Rocky Mountain States, Montana experiences a high rate of roadway departure fatalities. This is likely the result of a higher percentage of high-speed traffic and longer trips on mostly rural roads. (Longer distances from emergency services on remote rural roads can increase response time.)
- A high percentage of Montana's miles traveled are at high speeds compared to more urban states, increasing the likelihood of fatal crashes.
- Single vehicle crashes account for 58 percent of the fatal crashes in the U.S. but 71 percent of the crashes in Montana.
- American Indian fatalities as a percentage of all fatalities are high in Rocky Mountain States and these fatalities have higher rates of alcohol involvement. In 2005, over 22 percent of the alcohol-related fatalities in Montana were American Indians (although American Indians comprise 6 percent of the State's population).
- Due to the characteristics of the vehicle population in Rocky Mountain States, the percentage of pickups, SUV's, and vans in fatal crashes is very high. While the U.S. average is 25 percent, 44 percent of Montana's fatalities involve this category of vehicles. This is comparable to the share of these vehicles in Montana's overall vehicle fleet.

The past 10 years of Montana's crashes by severity are shown in Table III-1.

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[1] State Highway Traffic Safety Office, *Traffic Safety Problem Identification FY 2007 Draft* (and preceding years), April 26, 2006, Montana Department of Transportation, Helena, MT. Available on-line at: http://www.mdt.mt.gov/publications/docs/brochures/safety/probid.pdf.

Table III-1: Crashes By Severity

Year	All Crashes	Fatal Crashes	Injury Crashes	Property Damage Crashes	Fatalities	Injuries
1996	24,882	177	6,980	17,665	198	10,557
1997	22,619	223	6,951	15,445	265	10,688
1998	22,068	208	6,728	15,132	237	10,075
1999	21,078	194	6,769	14,113	220	10,459
2000	22,254	203	7,053	15,000	237	10,798
2001	21,846	201	6,220	15,420	230	8,982
2002	23,527	232	6,479	16,816	269	10,086
2003	23,160	239	6,229	16,681	262	9,632
2004	21,783	209	6,000	15,570	229	9,263
2005	22,376	224	6,066	16,086	251	9,211
Change 1 Year	+2.7%	+7.2%	+1.1%	+3.3%	+9.6%	-0.6%
Change 5 Year	-0.6%	+3.3%	-5.2%	+1.2%	+2.3%	-5.5%

Source: Traffic Information System (TIS) – Montana Department of Transportation.

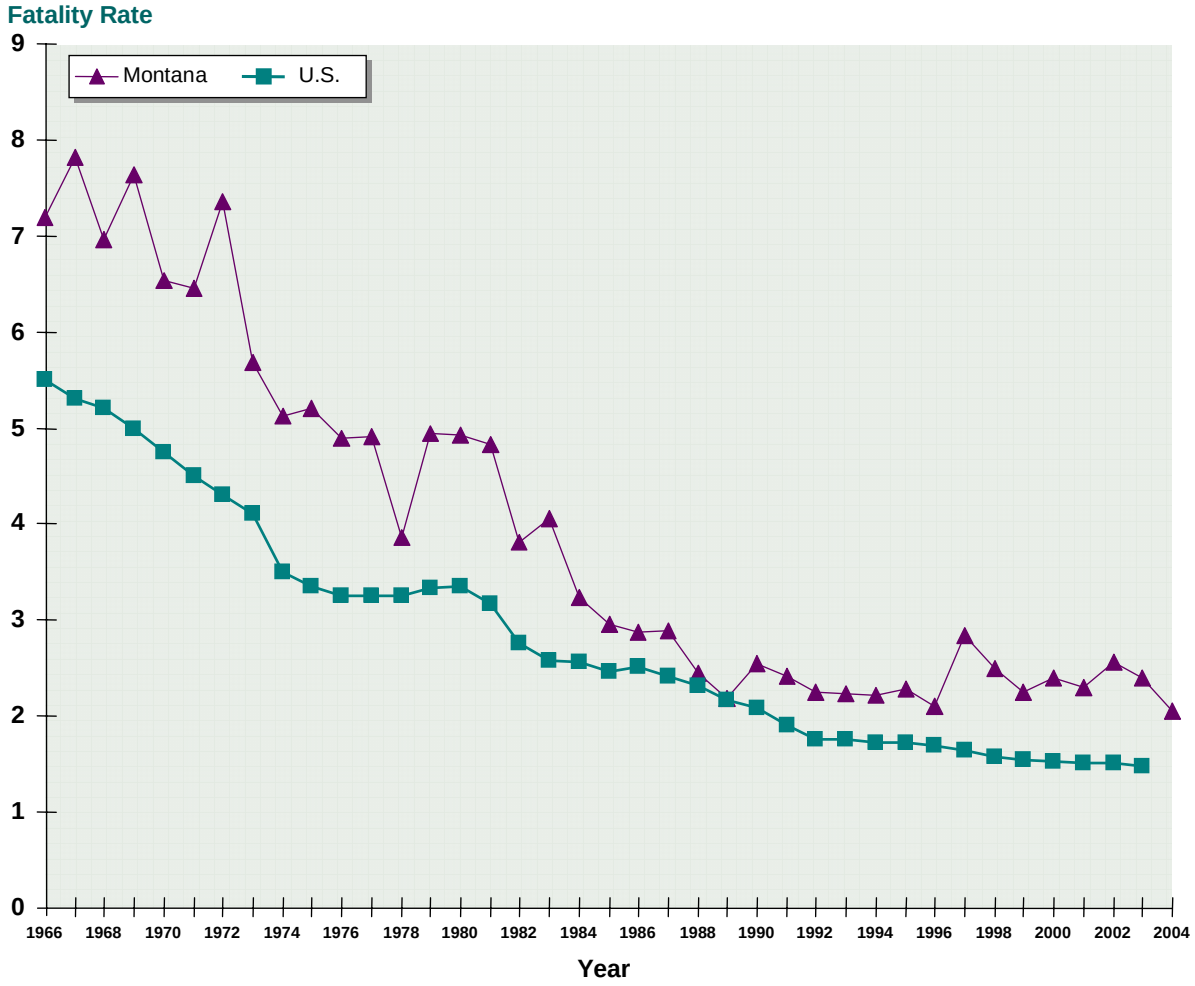
As indicated in Table III-1, with the exception of total injuries, Montana experienced an increase in all crash categories in 2005 despite a slight overall decline in total crashes over the past 5 years. Most notable is the 7.2 percent increase in fatal crashes and 9.6 percent increase in fatalities between 2004 and 2005. This needs to be considered in the context of crash exposure, taking into account the fact that, like other states, Montana's has generally experienced an overall annual increase in vehicle miles of travel (VMT). Table III-2 presents statewide crash rates based on vehicle miles of travel.

Table III-2: Statewide Crash Rates (Per Vehicle Miles Traveled)

Year	Fatality Rate (per 100 Million VMT)	Injury Rate (per 1 Million VMT)	Crash Rate (per 1 Million VMT)
1996	2.10	1.12	2.64
1997	2.84	1.15	2.43
1998	2.50	1.06	2.33
1999	2.25	1.07	2.15
2000	2.40	1.04	2.26
2001	2.30	0.90	2.18
2002	2.57	0.96	2.24
2003	2.40	0.88	2.13
2004	2.04	0.83	1.95
2005	2.25 (est.)	0.82 (est.)	2.00 (est.)

Although the crash rates for 2005 are estimated, this initial data indicates that, with the exception of 2004, Montana's traffic fatality and injury crash rate and overall crash rate is declining. However, Montana's fatality rate of 2.25 is still significantly higher than the national rate of 1.5 and more than double the National Highway Traffic Safety Administration's goal of 1.0 deaths per 100 million miles of vehicle travel by 2008. Montana's historic fatality rate compared to the U.S. is shown in Figure III-1.

Figure III-1: Fatality Rate - Montana versus U.S.



As indicated above, fatalities on rural roadways are a particularly critical issue in Montana. The vast majority of fatal crashes occur on rural roadways as shown in Table III-3.

Table III-3: Rural Fatal Car Crashes

Year	Fatal Crashes	Rural Fatal Crashes	Percent Rural
1996	177	158	89.3%
1997	223	208	93.3%
1998	208	180	86.5%
1999	194	176	90.7%
2000	203	185	91.1%
2001	201	187	93.0%
2002	232	209	90.1%
2003	239	214	89.5%
2004	209	184	88.0%
2005	224	194	86.6%
Change 1 Year	+7.2%	+5.4%	-1.6%
Change 5 Year	+3.3%	-0.9%	-4.1%

Source: TIS – Montana Department of Transportation.

As discussed previously and shown in Table III-4, the majority of rural fatal crashes involve a single vehicle, typically running off of the road.

Table III-4: Number of Involved Vehicles – Rural versus Urban Fatal Crashes – 2005

	Rural		Urban		Total	
Vehicles	Fatal Crashes	Percent	Fatal Crashes	Percent	Fatal Crashes	Percent
1	142	73.3%	16	53.3%	158	70.6%
2	47	24.2%	13	43.3%	60	26.8%
3	3	1.5%	1	3.3%	4	1.8%
4	1	0.5%	0	0.0%	1	0.4%
>=5	1	0.5%	0	0.0%	1	0.4%
Total	194	100.0%	30	100.0%	224	100.0%

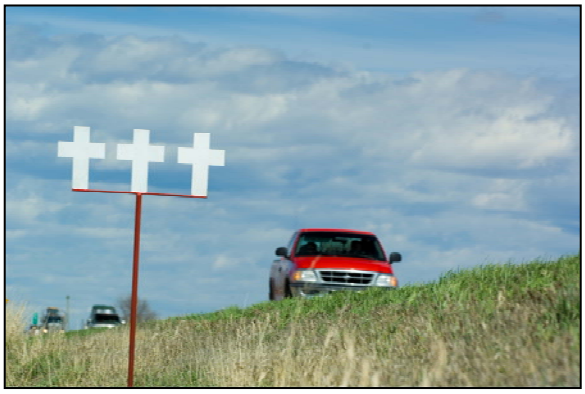
The SHTSO's Traffic Safety Problem Identification report quantifies the economic loss to the State of Montana resulting from motor vehicle crashes. This calculation, shown in Table III-5, utilizes average property damage only crash cost, injury cost by injury level, and fatality cost, provided by the National Safety Council, reflecting lost wages, medical expenses, and insurance.

Table III-5: Economic Loss in Crashes (Millions of Dollars)

Year	Economic Loss
1996	$432
1997	$532
1998	$498
1999	$481
2000	$525
2001	$500
2002	$605
2003	$623
2004	$572
2005	$595
Change 1 Year	+4.0%
Change 5 Year	+5.3%

Source: Montana Department of Transportation.

As shown in the table, the economic cost to the State of Montana in 2005 as a result of all crashes was **over half a billion dollars**. This does not reflect the indirect costs of human suffering and loss which cannot be adequately quantified in economic terms.



IV. Goals of the Montana CHSP

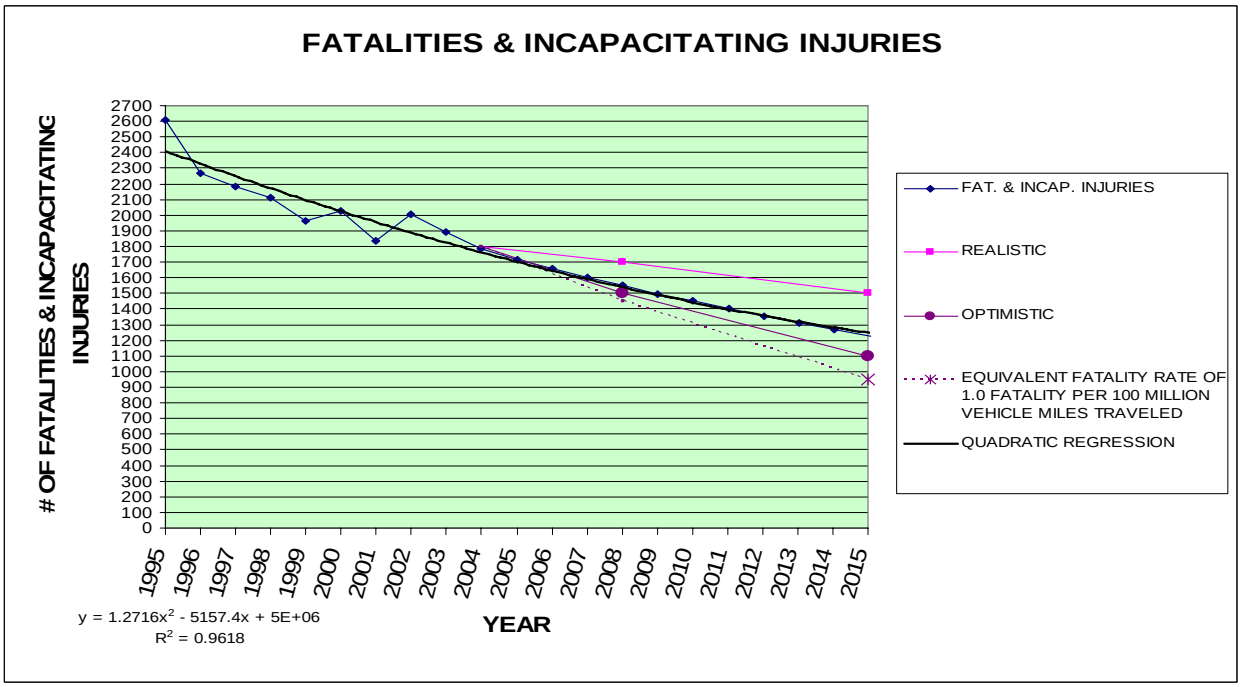
At the initiation of the CHSP planning process, the State of Montana adopted an overall "vision" for the CHSP to establish a unifying focus for the ensuing safety planning effort:

"All highway users in Montana arrive safely at their destinations"

In support of this vision, the State of Montana has adopted the following goals for the CHSP:

- Reduce the Montana statewide fatality rate from 2.05 per 100 million vehicle miles traveled (VMT) (2004) to 1.79 per 100 million VMT by 2008;
- Reduce the Montana statewide fatality rate to 1.0 per 100M VMT by 2015; and
- By reducing the goal of the Montana fatality rate to 1.0 per 100M VMT by 2015, Montana's incapacitating injuries also will fall from 1,700 in 2005 to 950 in 2015. See Figure IV-1.

Figure IV-1: Severe Human Injuries – Fatalities and Incapacitating Injuries



In order to accomplish these goals, the State adopted the following priority emphasis areas as the focus of the CHSP highway safety improvement efforts:

1. Increase safety belt usage to 90 percent;
2. Reduce statewide alcohol- and drug-impaired fatal and incapacitating injury crashes;

3. Reduce Native American fatal crashes;

4. Reduce and mitigate the consequences of single vehicle run-off-the-road fatal and incapacitating injury crashes;

5. Develop and implement a comprehensive, coordinated transportation records and crash reporting, data management, and analysis system, accessible to all stakeholders, to manage and evaluate transportation safety;

6. Reduce young driver (under age 21) fatal and incapacitating injury crashes;

7. Establish a process to reduce crashes, injury crashes, and fatal crashes in identified high crash corridors and locations;

8. Reduce fatal and incapacitating injury crashes involving trucks; and

9. Develop an effective and integrated Emergency Medical Services (EMS) delivery system.

In addition to these nine priority emphasis areas, Montana adopted three additional emphasis areas:

1. Reduce fatal and incapacitating injury crashes in urban areas;

2. Reduce motorcycle fatal and incapacitating injury crashes; and

3. Reduce older driver fatal and incapacitating injury crashes.

Strategies applied to other emphasis areas also should positively influence the Urban Area Crashes, Motorcycle Crashes, and Older Driver Crashes emphasis areas. Statistics for these emphasis areas will be tracked and separate strategies will be developed, in needed.

A description of the CHSP planning process through which these goals and emphasis areas were developed is presented in Appendix A.

V. Overview of Current Safety Partners and Programs

Numerous Federal and state agencies, tribal governments, and other safety-related organizations were involved in the planning process to develop Montana's Comprehensive Highway Safety Plan (CHSP). In addition to their involvement in this process, many of these agencies manage multiple safety-related initiatives within their own organizations and in partnerships with others. A brief description of a few of these stakeholders' safety responsibilities are provided below. A detailed list of all current safety-related programs and strategies being implemented under the authority of these and other agencies is provided in the CHSP Annual Element.

Several other organizations and agencies were involved in development of Montana's CHSP, including individual tribal governments; Healthy Mothers, Healthy Babies; Safe Kids/Safe Communities; and the Traffic Records Coordinating Committee.

State Partners

Montana Department of Transportation

During Fall 2004, long before the enactment of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), the Montana Department of Transportation (MDT) began development of a Comprehensive Highway Safety Plan (CHSP) to reduce fatal and incapacitating injury crashes throughout the State. Since that time, MDT has encouraged participation by all safety stakeholders throughout the State. MDT leadership recognized that any effort to successfully address the State's transportation safety issues in a comprehensive manner must involve the residents of Indian Country. The Montana Tribal Safety Conscious Planning (SCP) Forum, therefore, was conducted as a critical first step in an effort to reverse these statistics and work toward safer transportation conditions for this important segment of Montana's population. The Forum Report is provided in Appendix B. Many MDT divisions have been involved in development of the CHSP, and MDT leadership in partnership with the vast number of agencies that have volunteered to participate in the planning process will ensure a successful implementation of this important plan. However, attaining the plan's goals will require a sustained effort over many years.

- **Highways and Engineering Division prepares projects for bidding and coordinates highway construction through two primary functions: Preconstruction and Construction.** Specific Preconstruction functions are administered by the Bridge, Consultant Design, Engineering Information Services, Environmental Services, Highways, Right-of-Way, and Traffic and Safety bureaus in addition to five District Construction Offices. The Division is responsible for identifying safety problems and allocating funds. The engineers provide a link to local engineers, departments of public works, and other

responsible for transportation planning and safety at the county and local levels. This division houses crash data for the MDT.

- **Motor Carrier Services Division (MCS) provides uniform regulation of the commercial motor carrier industry and enforcement of all state and Federal commercial motor carrier laws, rules, and regulations.** MCS' Enforcement Bureau, comprised of 90 Montana uniformed peace officers and a Bureau Chief, enforce state and Federal commercial and agricultural vehicle and vehicle-driver laws, rules, and regulations. The Licensing and Permitting Bureau provides a variety of safety-related services, such as registration of all commercial vehicles owned by Montana-based carriers and development and implementation of the State's commercial vehicle registration, licensing, and permitting policies and procedures. The Operations Bureau manages the State's Motor Carrier Safety Assistance Program (MCSAP).
- **Maintenance Division of MDT includes the Equipment, Maintenance, and Motor Pool programs.** This division provides the support and services to maintain 24,500 lane miles of roadway with over 4,000 pieces of equipment located in more than 150 facilities statewide. The Maintenance Program provides for repairs and preventive maintenance of state highways and the various signs and structures within the highway right-of-way. Winter plowing and sanding, management of the Road-Weather Information System, maintenance of the rest areas, and year-round repairs to the state highway system are the responsibility of this division.
- **Rail, Transit, and Planning Division provides a broad range of multimodal planning, program, and data collection and analysis functions that support MDT's efforts to plan for and manage Montana's multimodal transportation system.** The division includes the Data and Statistics Bureau, the Multimodal Planning Bureau, the Project Analysis Bureau, and the Program and Policy Analysis Bureau. Bureaus under this division are responsible for implementing and evaluating the State's transportation plans, collecting transportation data and conducting analysis, managing Federal funding programs, and managing a variety of safety-specific transportation resources, such as a clearinghouse for bicycle and pedestrian safety information and the Safe Routes to School program. This Division leads MDT on major planning projects, including the statewide multimodal transportation plan and the CHSP.
- **State Highway Traffic Safety Office (SHTSO) promotes safety, health, and welfare by implementing programs that help reduce traffic deaths, injuries, and property losses resulting from traffic crashes.** The SHTSO is responsible for developing and preparing the Highway Safety Plan; establishing priorities for highway safety programs funded under 23 U.S.C. 402, and other programs offered by NHTSA; encouraging and assisting local units of government to improve their highway safety planning and administrative efforts; coordinating the State Highway Safety Plan with other Federally and non-Federally supported programs relating to or affecting highway safety; and assessing program performance through analysis of data relevant to highway safety planning.

Montana Department of Public Health and Human Services

- **Addictive and Mental Disorders Division (AMDD) provides chemical dependency and adult mental health services by contracting with behavioral health providers throughout Montana.** It also provides services through three inpatient facilities–the Montana State Hospital in Warm Springs, Montana Chemical Dependency Center in Butte, and Montana Mental Health Nursing Care Center in Lewistown. Through its Chemical Dependency Bureau, AMDD assesses the need for chemical dependency treatment and prevention services throughout Montana. Those services are available through contracts with 18 state-approved programs. The bureau reimburses for a full range of outpatient and inpatient services, as well as an education program for DUI offenders. AMDD is working with the SHTSO to develop an American Indian version of the Assessment, Course, and Treatment (ACT) train-the-trainers course.
- **Emergency Response Services (EMS) and Trauma System is responsible for implementing a comprehensive emergency medical and trauma and injury prevention system, that includes training for the State's prehospital emergency medical services.** Recently, the Section formed an EMS System Task Force of individuals across the State representing many different disciplines. The task force currently is developing an EMS Plan which identifies the most significant problems, goals, and activities related to improving Montana's EMS system.

Montana Office of Public Instruction

- **The Office of Public Instruction (OPI) is responsible for pupil transportation and driver education.** For driver education, OPI sets guidelines for curricula and requirements for driver education courses; provides and sponsors driver education teacher training; conducts periodic on-site review of high school driver education programs; develops media; provides advanced driver education; and promulgates the rules regarding school bus safety and training. Within OPI, safety-related data is obtained through student self reporting and school nurse and expulsion reports. Information is shared with the SHTSO, schools, and districts. OPI is able to break out data for high-risk groups, such as Indian students on or adjacent to reservations, Indian students in urban areas, or students with disabilities.

Montana Department of Justice

- Under Montana law, the **Attorney General** is the State's chief legal officer, chief law enforcement officer and director of the Department of Justice. The attorney general also serves as a member of the State Land Board and the Board of Examiners. The attorney general has the authority to provide legal opinions – which carry the weight of law – to the Legislature; to state officers, boards or commissions; to city attorneys and to county commissioners and county

attorneys. He also has supervisory authority over the State's 56 county attorneys and, at the request of local, state or Federal law enforcement agencies, can investigate criminal violations of law.

- The **Montana Highway Patrol** is the major traffic enforcement agency in the State. It serves as the repository for all accident and crash records, including alcohol-related fatalities, whether collected by patrolmen on state highways or by sheriffs along county or Forest Service roads. Although stored electronically, crash information is primarily reported on paper and there is no statewide citation tracking system.
- The **Motor Vehicle Division** (MVD) is a key player in traffic safety. This division: issues individual, commercial, and motorcycle driver licenses, i.e., testing and ensuring individuals are qualified; administers all driver license records and actions, including court-ordered suspensions and revocations as well as license reinstatement; issues motor vehicle registrations and titles; licenses and controls motor vehicle dealers; inspects and verifies vehicle identification numbers; and provides training for county treasurers, vehicle dealers and financial institutions. MVD is working on the Team261 project, a business reengineering project that seeks to shape the future of how the agency does business. This project will include technology enhancements, and may allow the agency to receive and exchange data electronically.
- The **Montana Law Enforcement Academy** (MLEA) is the law enforcement and public safety educational and training institution for state, county, city and tribal officers throughout the State. The Academy offers entry-level programs, Basic Programs, and advanced training through Professional Development Programs.

Montana Judicial Branch

- The **Court Administrator** is the chief administrative staff person for the judiciary. Answerable to all seven justices of the Supreme Court, the administrator executes the day-to-day administrative operations of the Supreme Court, including some administrative matters concerning District Courts and Courts of Limited Jurisdiction. One of the responsibilities of the Office of the Court Administrator is to report annually to the law and justice interim committee and at the beginning of each regular legislative session report to the house appropriations subcommittee that considers general government on the status of development and procurement of information technology within the judicial branch, including any changes in the judicial branch information technology strategic plan and any problems encountered in deploying appropriate information technology within the judicial branch.
- The **Courts of Limited Jurisdiction** in Montana are Justice Courts, City Courts, and Municipal Courts. There are 66 Justice Courts, 81 City Courts and 5 Municipal Courts. Although the jurisdiction of these courts differs slightly, collectively they address cases involving misdemeanor offenses, civil cases for amounts up to $7,000, small claims valued up to $3,000, landlord/tenant disputes,

local ordinances, forcible entry and detainer, protection orders, certain issues involving juveniles, and other matters. Courts of Limited Jurisdiction are the courts in which most Montanans seeking justice will encounter the justice system.

- **District Courts** are administratively structured into 22 judicial districts and were served by 43 District Court Judges in 2006. There are 56 District Courts in Montana. The District Courts are courts of general jurisdiction. General jurisdiction courts process all felony cases, all probate cases, most civil cases at law and in equity, certain special actions and proceedings, all civil actions that may result in a finding against the State for the payment of money, naturalization proceedings, various writs, and some narrowly defined ballot issues. The District Courts also have limited appellate jurisdiction over cases arising in the COLJ in their respective districts as may be prescribed by law and consistent with the Constitution.

Federal Partners

- **Federal Highway Administration, Montana Division Office** administers the Federal-aid highway program. FHWA's Montana staff work closely with the Montana Department of Transportation (MDT), Tribal governments, and local transportation organizations. The Federal-aid program provides Federal gas-tax revenue back to the State. FHWA has no direct operating jurisdiction over any road in Montana. The Federal-aid program is implemented by the MDT through a process of advise and consent with FHWA. Division Office staff also have been assisting MDT with development of the CHSP since the beginning of the project.
- **Federal Motor Carrier Administration, Montana Division** is responsible for reviewing commercial vehicle activities throughout the state, training of inspectors through the national training center, and public education. Their primary goal is to reduce fatalities and crashes. The division is supportive of the laws being proposed to the legislature. For commercial vehicles, the seat belt law is primary, despite recent data suggesting that compliance and enforcement of that law is low. The Division is also responsible for inspections under the New Entrant agreement, which requires new carriers to pass an exam within the first 18 months of opening their business.
- **National Highway and Traffic Safety Administration, Region VIII, Rocky Mountain Region** office provides numerous services to the State, including technical assistance, promoting legislation, administering the agency's grant fund programs, assisting in coalition building, and delivering training. NHTSA staff oversee the §402, §405, and §406 grant programs.

Tribal Partners

- **Montana-Wyoming Tribal Leaders Council** promotes the welfare of all the Indian Reservation peoples of Montana and Wyoming. Mr. Cordell Ringel, a

representative of the Montana-Wyoming Tribal Leaders Council, served as a liaison between MDT and the tribal governments during the CHSP planning progress. Mr. Ringel was instrumental in securing tribal representation at the Tribal Safety Conscious Planning Forum and at CHSP stakeholder meetings.

- **Indian Health Services** is the principal Federal health care provider and health advocate for Indian people. IHS provides healthcare services to Native American people living in Montana. IHS also implements child safety seat programs, provides substance abuse counseling and treatment, and coordinates random DUI and seat belt checkpoint with tribal police.
- **Bureau of Indian Affairs** (BIA) is responsible for the administration and management of land held in trust by the United States for American Indians, Indian tribes, and Alaska Natives. In Montana, BIA Traffic Safety assists with the Law Enforcement DUI Task Force. The task force, which includes the Rocky Boy, Fort Peck, and Crow Tribes, is specifically targeting traffic safety and risky driving behaviors on these reservations through traffic patrols, checkpoints and saturation patrols, and training. BIA also helps fund traffic enforcement officers on reservations. BIA also is working with tribes and the State to develop ways of sharing crash data with the State.

VI. CHSP Emphasis Areas and Strategies

Identification of Emphasis Areas

FHWA defines "emphasis areas" as "opportunity areas to improve safety identified through a data-driven process." As discussed in the preceding sections of the CHSP, the State of Montana, through the CHSP Committee convened by MDT, has conducted a process involving a rigorous review of crash data and interagency consultation to identify 12 emphasis areas as the focus of the state's Comprehensive Transportation Safety Plan. To address these priority areas, implementation teams have been formed and strategies have been defined for nine of these emphasis areas. Strategies may be defined for the remaining three emphasis areas after substantive progress has been made toward the implementation of strategies for the initial nine emphasis areas as warranted based on review of data. Strategies applied to priority emphasis areas should have a positive influence on these remaining emphasis areas.

Identification of Strategies

To identify potential new safety strategies and countermeasures to support the goals of the CHSP and address the various CHSP emphasis areas, an exhaustive inventory of Montana's existing transportation safety programs and strategies was prepared as documented in CHSP Annual Element. Beginning with this inventory of existing programs, MDT, in cooperation with the CHSP Committee, conducted a "gap analysis" to identify the full range of additional programs and countermeasures which could further reduce fatal and serious injury crashes and accomplish the goals of the CHSP. This gap analysis utilized the NCHRP Report 500 series of guides which provide documentation of countermeasures for each of the 22 emphasis areas in the AASHTO Strategic Highway Safety Plan[1] and "Countermeasures That Work: A Highway Safety Countermeasure Guide for State Highway Safety Offices," prepared for the National Highway Traffic Safety Administration by the Governors Highway Safety Association.[2]

Through the review of strategies and countermeasures in these documents in conjunction with the inventory of programs currently being implemented in Montana, an inventory of potential additional programs and strategies was prepared for consideration by the CHSP Committee. Supporting this inventory was documentation of the relative effectiveness of individual programs based on the NCHRP and NHTSA guidance. Supplementing these strategies were additional programs and countermeasures suggested by the Emphasis Area Action Teams, the

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[1] Transportation Research Board, NCHRP Report 500 Guidance for the Implementation of the AASHTO Strategic Highway Safety Plan, various volumes, National Cooperative Highway Research Program, Washington, D.C., 2003.

[2] Hedlund, James, Countermeasures That Work: A Highway Safety Countermeasure Guide for State Highway Safety Offices, prepared for the National Highway Traffic Safety Administration by the Governors Highway Safety Association, 2005.

MDT consultant support team, MDT staff, and input from the CHSP Committee. At the May 17, 2006 meeting of the CHSP Committee, a workshop was conducted to consolidate and prioritize these strategies into a discrete set of strategies and countermeasures to be promoted as priority strategies for the CHSP. These priority strategies are summarized in the following section, including identification of the safety factor(s) (4 E's of safety plus data management) which they address. Details of these strategies and detailed documentation of implementation activities and progress are provided in the CHSP Annual Element.

Emphasis Area #1. Safety Belt Use

Objective: Increase safety belt usage to 90 percent.

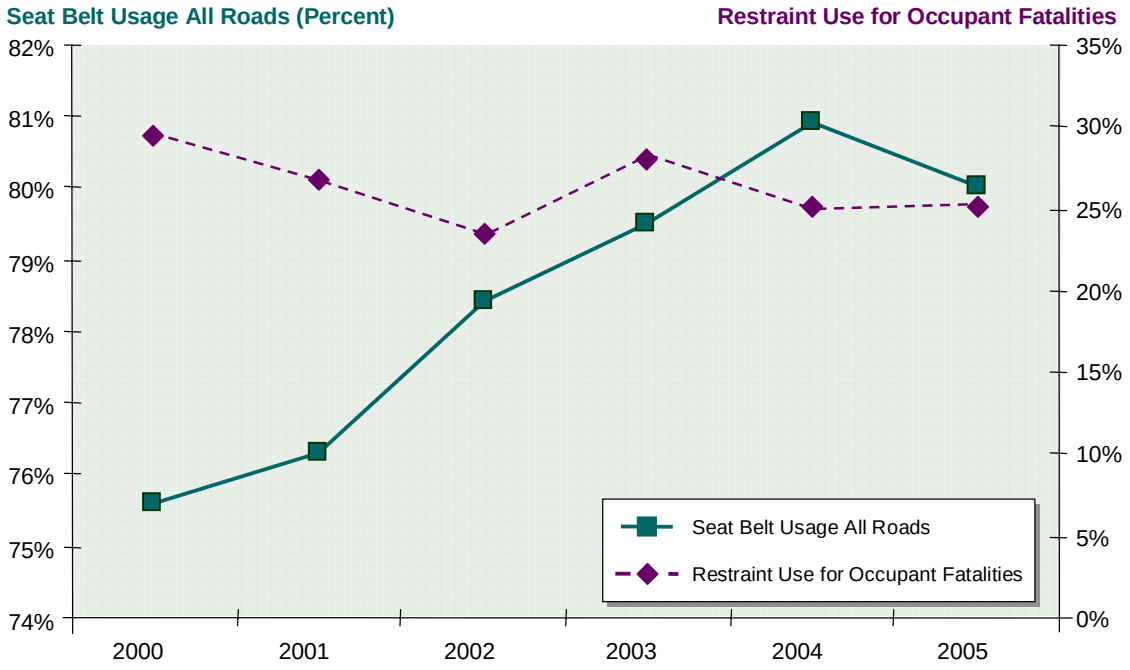
Performance Measures

- Annual statewide safety belt utilization for all roads
- Annual restraint use by occupant fatalities

Montana has secondary law enforcement for safety belt use, meaning that there must be another reason for stopping a vehicle other than noncompliance with safety belt laws before a violation can be charged. Montana is only one of a few states where all seating positions are covered. Although Montana ranks relatively high for overall seat belt usage among states with secondary law enforcement (80.0 percent in 2005 for all roads), only 24.8 percent of occupant fatalities were belted in 2005. Conversely, this means that 75.2 percent of occupants killed in fatal crashes were unbelted. National data indicate that safety belts do not have the intended effectiveness until the use rate reaches 85 to 90 percent and higher because unbelted drivers also have a higher tendency to drive impaired, at higher speed, or exhibit other unsafe driving behaviors. NHTSA documentation shows that most states with a primary enforcement law have higher compliance rates. Legislation to establish primary enforcement for seat belt use has been introduced but defeated in two previous sessions of the Montana State Legislature.

Data shown below presents statistics on Montana safety belt usage for the past six years:

Figure VI-1: Seat Belt Usage All Roads



Year	Seat Belt Usage All Roads	Restraint Use for Occupant Fatalities
2000	75.6%	29.4%
2001	76.3%	26.8%
2002	78.4%	23.5%
2003	79.5%	28.0%
2004	80.9%	25.1%
2005	80.0%	25.1%

CHSP Strategies

1. *Enact a Primary Safety Belt Law*

Enact primary safety belt enforcement law. Specific action items to support a legislative initiative were developed by Action Team. (NHTSA – proven effectiveness)

Safety Factor(s) Addressed: Enforcement

2. *Conduct Targeted Education/Enforcement in Low Belt Use Locations*

Identify and target enforcement and education to low belt use locations/corridors with a high incidence of unbelted fatal and injury crashes and population groups. (Consultant suggestion)

Safety Factor(s) Addressed: Enforcement, Education

3. *Implement a Safety Belt Use Incentive Programs*

Establish incentive programs for safety belt use. Rewards include cash, coupons for merchandise or food, T-shirts, and raffle tickets. (NHTSA – proven effectiveness in low belt use settings)

Safety Factor(s) Addressed: Enforcement, Education

Emphasis Area #2. Alcohol and Drug Impaired Driving

Objective: Reduce statewide alcohol- and drug-impaired fatal and incapacitating injury crashes.

Performance Measures

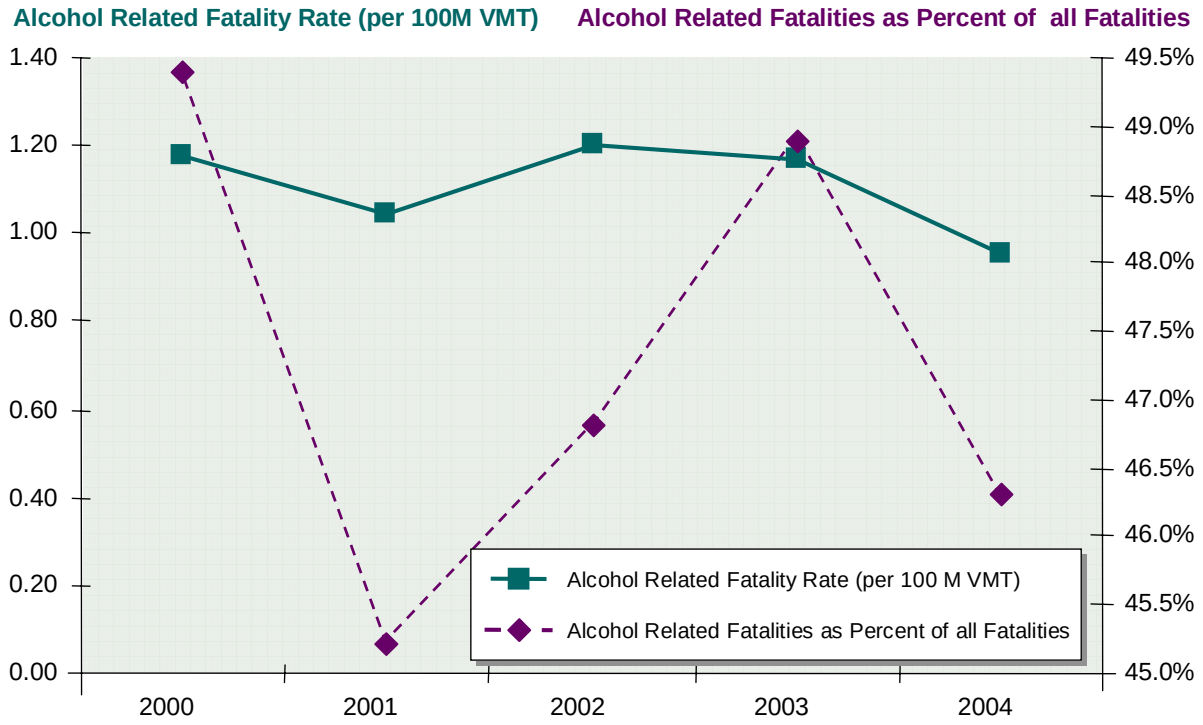
- Total annual alcohol- and drug-related fatalities.
- Annual alcohol- and drug-related fatality rate (per 100 M Vehicle Miles of Travel).
- Annual alcohol- and drug-related fatalities as a percent of all traffic fatalities.

In 2004, 46.3 percent of all Montana traffic fatalities were alcohol-related. Montana's alcohol-related fatality rate (the number of alcohol-related traffic fatalities per hundred million VMT in Montana) was 0.95, a decrease of 18.8 percent over the previous year and 16.7 percent over the average of the preceeding five years. Nevertheless, this rate is more than double the national rate (0.43 in 2004) and the second highest alcohol-related fatality rate in the U.S.[3] Despite these statistics, Montana's DUI convictions have declined by 8.3 percent over the average of the preceding five years and convictions per million VMT dropped by 11.2 percent over the average of the preceding five years.

Data shown below presents statistics on alcohol fatality rates for Montana for the past five years.

[3] South Dakota's alcohol fatality rate in 2004 was .98 (Source: FARS).

Figure VI-2: Alcohol-Related Fatalities



Year	Alcohol-Related Fatality Rate (per 100 M VMT)	Alcohol-Related Fatalities as Percent of all Fatalities
2000	1.18	49.4%
2001	1.04	45.2%
2002	1.20	46.8%
2003	1.17	48.9%
2004	0.95	46.3%

CHSP Strategies:

1. ***Establish Stronger Penalties for BAC Test Refusal***

   Establish stronger penalties for BAC test refusal than for test failure. Current penalty for first refusal is six-month mandatory license suspension. (AASHTO – tried; also recommended in NHTSA Impaired Driving Assessment; NHTSA – proven)

   Safety Factor(s) Addressed: Enforcement

2. Monitor DUI offenders

Monitor all convicted DUI offenders closely. Develop an Impaired Driver Tracking System, including data on all DUI offenders' actions in the criminal justice, drivers licensing and treatment systems. (AASHTO – proven; Impaired Driving Assessment; NHTSA – proven)

Safety Factor(s) Addressed: Enforcement

3. Add Notice onto CMV License for any Incidence of Failed Drug/Alcohol/DUI Test

Develop mechanism and process to be implemented that will identify to potential employers any incidence of failed drug/alcohol or DUI testing of applicant both in Montana and outside of the state. (CTSP committee suggestion)

Safety Factor(s) Addressed: Enforcement

Emphasis Area #3. Native Americans

Objective: Reduce Native American fatalities.

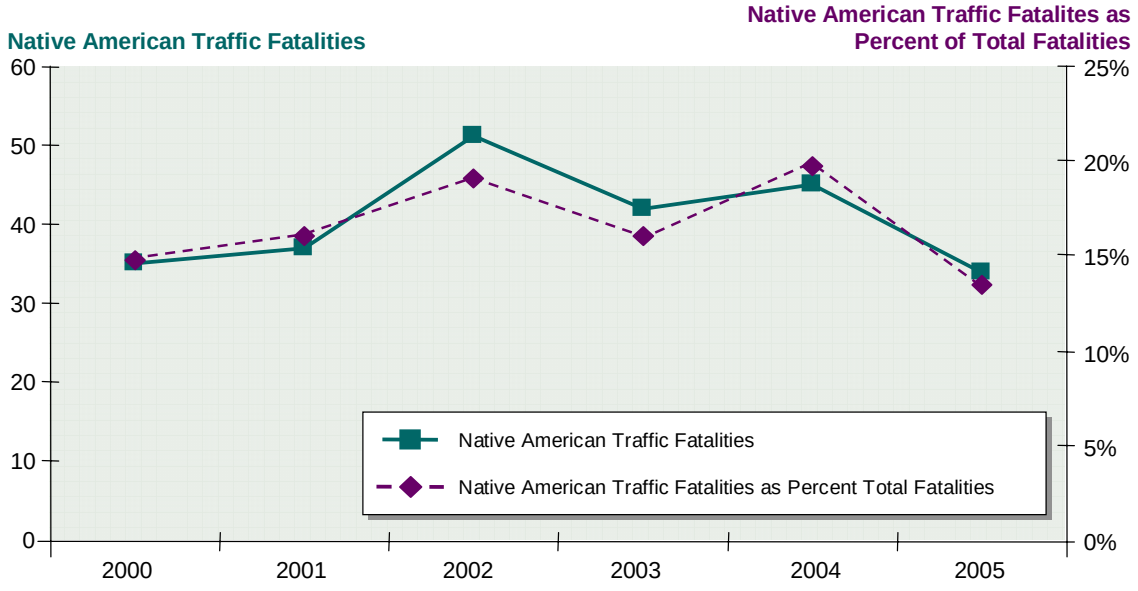
Performance Measures

- Total annual Native American traffic fatalities.
- Annual Native American traffic fatalities as a percent of all Montana traffic fatalities.

Native Americans make up 6.2 percent of Montana's population, yet in 2005 they accounted for 13.5 percent of the State's fatalities. From 1996 to 2005, Native Americans comprised from 13.5 to 20.1 percent of the states fatalities. Approximately 65 percent of these fatalities were alcohol-related. During the past four years, seat belt usage for Native American occupant fatalities has been less than seven percent, further increasing the likelihood of serious injury or fatality in a crash. The only available crash data by race is from the Fatality Analysis Reporting System (FARS) database so the extent of total crash involvement by Native Americans is unknown and tribal crash data is generally underreported.

Data shown below presents statistics on Native American fatalities in Montana for the past five years.

Figure VI-3: Native American Traffic Fatalities



Year	Native American Traffic Fatalities	Native American Traffic Fatalities as Percent Total Fatalities
2000	35	14.8%
2001	37	16.1%
2002	51	19.0%
2003	42	16.0%
2004	45	19.7%
2005	34	13.5%

CHSP Strategies

1. Establish Systems/Policies to Support Data Sharing among Tribal, State, Local Entities

Facilitate procedures, systems, and policies to support sharing and utilization of crash data among state, local, and tribal entities. Incorporate tribal data into statewide databases (Impaired Driving Assessment)

Safety Factor(s) Addressed: Data Management

2. Encourage Cross-Deputization of Law Enforcement among Tribal, State, Local Entities

Establish agreements/policies to support cross-deputization of law enforcement among state, local, and tribal entities. (Action team suggestion)

Safety Factor(s) Addressed: Enforcement

3. Adopt Uniform Traffic Codes Incorporating Montana Statutes

Encourage all tribal courts to adopt uniform traffic safety codes that incorporate provisions of Montana statutes governing DUI, Per Se violations, and the suspension of driving privileges upon conviction or for refusal to comply with the Montana implied consent law. (Impaired Driving Assessment)

Safety Factor(s) Addressed: Enforcement

4. Provide POST Credits for Tribal and BIA Officers

Improve communication with Police Officers Standards and Training (POST) so that Tribal and BIA officers receive Montana POST credits for their training. (Tri-Party Gathering suggestion)

Safety Factor(s) Addressed: Enforcement, Education

5. *Develop Comprehensive Safety Plans for Each Reservation, Incorporating or being led by DUI Task Force*

Encourage all reservations to develop their own comprehensive safety plan to strengthen traffic safety coordination on the reservations and improve ability to access grant funds. (Tri-Party Gathering suggestion)

Safety Factor(s) Addressed: Enforcement, Education, Emergency Services, Engineering

Emphasis Area #4. Single Vehicle Run-off-the-Road Crashes

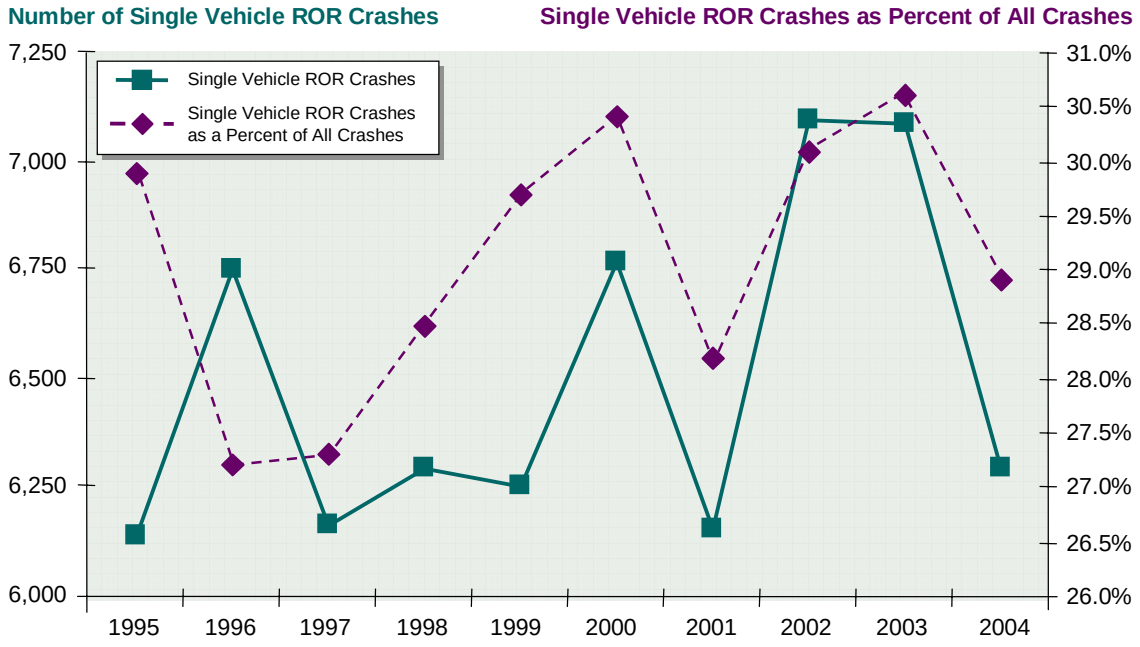
Objective: Reduce and mitigate the consequences of single vehicle run-off-the-road fatal and incapacitating injury crashes.

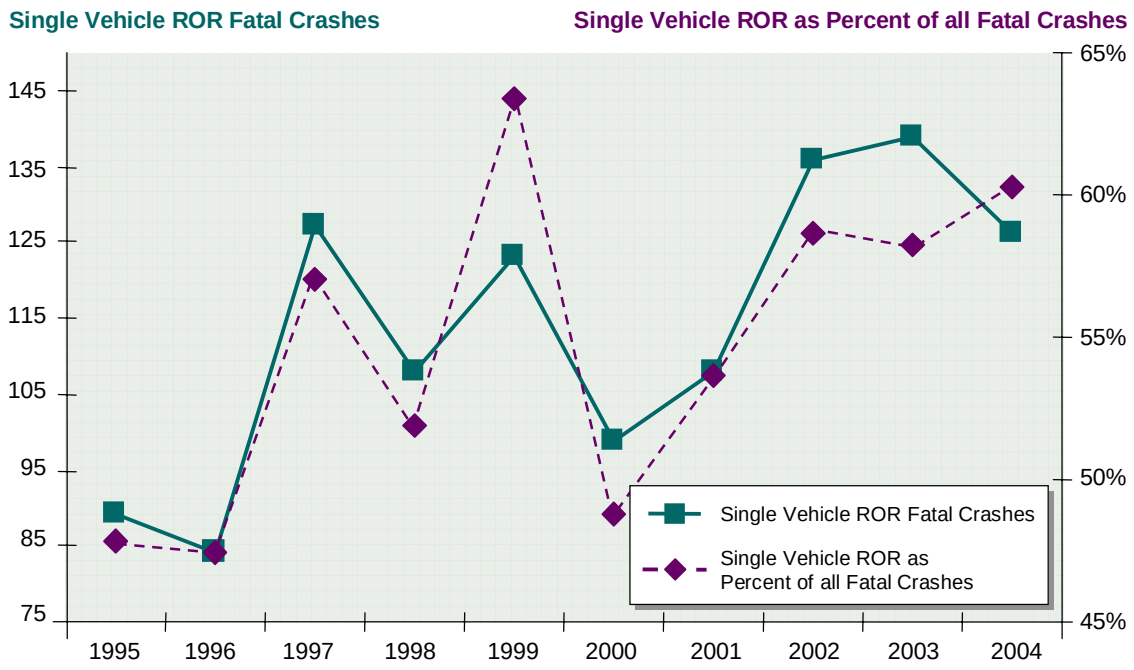
Performance Measures

- Total annual single vehicle run-off-the-road crashes.
- Total annual single vehicle run-off-the-road fatal crashes.

In Montana, crash reports do not have a specific code for "run off the road" crashes although collisions with fixed objects, overturns and immersion, and single vehicle crashes are assumed to involve "run off the road." From 1995 to 2004, 27 to 30 percent of all crashes in Montana involved a single vehicle running off of the road. During the same period, from 48 to 60 percent of Montana's fatal crashes involved a single vehicle running off of the road. Most of these crashes occur on rural roadways. (Nationally, approximately 40 percent of fatal motor vehicle crashes involve a single vehicle leaving the roadway and nearly twice as many run-off-road (ROR) fatal crashes occur on rural roads than urban.) Montana's high proportion of rural vehicle miles of travel on low volume roads at typically high speeds makes this a particularly critical traffic safety issue for the State.

Figure VI-4: Single Vehicle ROR Crashes





Year	Single Vehicle ROR Crashes	Single Vehicle ROR as Percent of All Crashes
1995	6,138	29.9%
1996	6,755	27.2%
1997	6,166	27.3%
1998	6,294	28.5%
1999	6,254	29.7%
2000	6,765	30.4%
2001	6,157	28.2%
2002	7,093	30.1%
2003	7,090	30.6%
2004	6,298	28.9%

Year	Single Vehicle ROR Fatal Crashes	Single Vehicle ROR as Percent of All Fatal Crashes
1995	89	47.8%
1996	84	47.5%
1997	127	57.0%
1998	108	51.9%
1999	123	63.4%
2000	99	48.8%
2001	108	53.7%
2002	136	58.6%
2003	139	58.2%
2004	126	60.3%

CHSP Strategies:

1. ***Establish a Comprehensive, Multiagency Policy in High-Incidence Locations***

   Develop a comprehensive, multidisciplinary, multiagency policy for addressing areas with a high incidence of lane departure crashes to be implemented during 3R projects, new construction, and during routine maintenance. The policy should address lane width, pavement marking, etc. by facility type. The safety features also should be implemented in areas not identified as "high-accident locations and corridors" as other issues, e.g., maintenance, restoration, etc. are being addressed. (Action team/ Consultant suggestion)

   Safety Factor(s) Addressed: Enforcement, Engineering

2. ***Conduct Targeted Public Awareness Campaigns Re: Single Vehicle ROR Crashes in Montana***

   Conduct targeted public awareness campaigns to publicize the unique issue of single-vehicle ROR crashes in Montana and their contributing factors (Action Team suggestion) Implement campaigns/public information programs relevant to fatigued and distracted driving. (NHTSA – Unknown effectiveness; Action Team suggestion)

   Safety Factor(s) Addressed: Education

Emphasis Area #5. Traffic Records Management

Objective: Develop and implement a comprehesive, coordinated transportation records and crash reporting, data management, and analysis system, accessible to all stakeholders, to manage and evaluate transportation safety.

Performance Measures

- Implementation of specific CHSP strategies for traffic records management
- Implementation of specific strategies contained in Traffic Records Strategic Plan

In early 2004, the SHTSO asked NHTSA to facilitate a traffic records assessment. This assessment was conducted with a team of traffic records professionals, covering all data systems comprising Montana's traffic records system. The purpose was to determine whether Montana's traffic records system is capable of supporting the State's needs to identify safety problems, to develop countermeasures to reduce or eliminate those problems, and to evaluate the countermeasures for effectiveness. Despite efforts to upgrade aspects of the system, various deficiencies were cited in the assessment report:

- There is no statewide citation tracking system.
- The driver records system lacks a number of important capabilities and is unable to produce an accurate driver's prior history of traffic law convictions.
- Roadway data systems need additional capabilities. Of greatest concern is the current use of three different methods for entering crash locations in the database. A single method utilizing GPS technology in combination with a GIS currently is under development.
- There is no statewide EMS/Trauma data collection system.
- None of the existing systems are integrated to provide the analytic capabilities necessary to research the State's overall safety problems.

The Traffic Records Assessment report identified an extensive number of recommendations to improve the State's record keeping systems. In order to respond to these recommendations, Montana has recently completed the preparation of a Traffic Records Strategic Plan. A number of the strategies contained in this Plan have been incorporated into the CHSP to further facilitate their implementation.

CHSP Strategies

1. Implement Action Plan in TRSP

Implement Action Plan recommended in new Traffic Records Strategic Plan (Action Team suggestion) Facilitate support and cooperation necessary to submit grant application to NHTSA to fund implementation of Traffic Records Strategic Plan

(Action Team suggestion) Ensure that the policy and funding support necessary are available to implement Traffic Records Strategic Plan (Action Team suggestion)

Safety Factor(s) Addressed: Data Management

2. Facilitate Electronic Data Capture

An initial program could be established by MDT with an agreement with MHP. MDT could buy the equipment and provide training. Perhaps a university or community college would want to take on this task – provide equipment installation, training, and on-call technical assistance. Negotiations should begin with the largest police departments. Perhaps a goal of 85 percent electronic data capture over a couple of years. Ultimately, MHP could presumably take over the program and provide maintenance since all their personnel would be trained and out in the field anyway. (Consultant suggestion)

Safety Factor(s) Addressed: Enforcement, Data Management

3. Establish a Data Warehouse

A data warehouse or linkage to provide "one-stop shopping" so everyone knows where data is available. Then develop a program for local access by the MPOs, PDs, and others who would need access to the data to define their own problems and program their investments where the most serious safety problems exist. This would presumably necessitate MDT providing training on how to access and analyze the data. A community college or university might be available that has this capability. (Consultant suggestion)

Safety Factor(s) Addressed: Data Management

4. Encourage Tribal Data Sharing

Keep working with the tribes to get 100 percent agreements in place to share crash data (without personal identifiers if need be). The agreements could be between MHP and the tribal police, MDT, or whomever. Even if they could get location, severity, and contributing factors, it would help a lot. This would entail first of all a "marketing program." Crash data collection and data sharing can be linked with access to funding for road improvements, enforcement and education countermeasure support, and EMS deployment. The tribes might feel differently about sharing data if they understood that their people don't need to die in traffic crashes. A key element to all this is a continuing partnership. (Consultant suggestion)

Safety Factor(s) Addressed: Data Management

Emphasis Area #6. Young Drivers

Objective: Reduce young driver (under age 21) fatal and incapacitating injury crashes

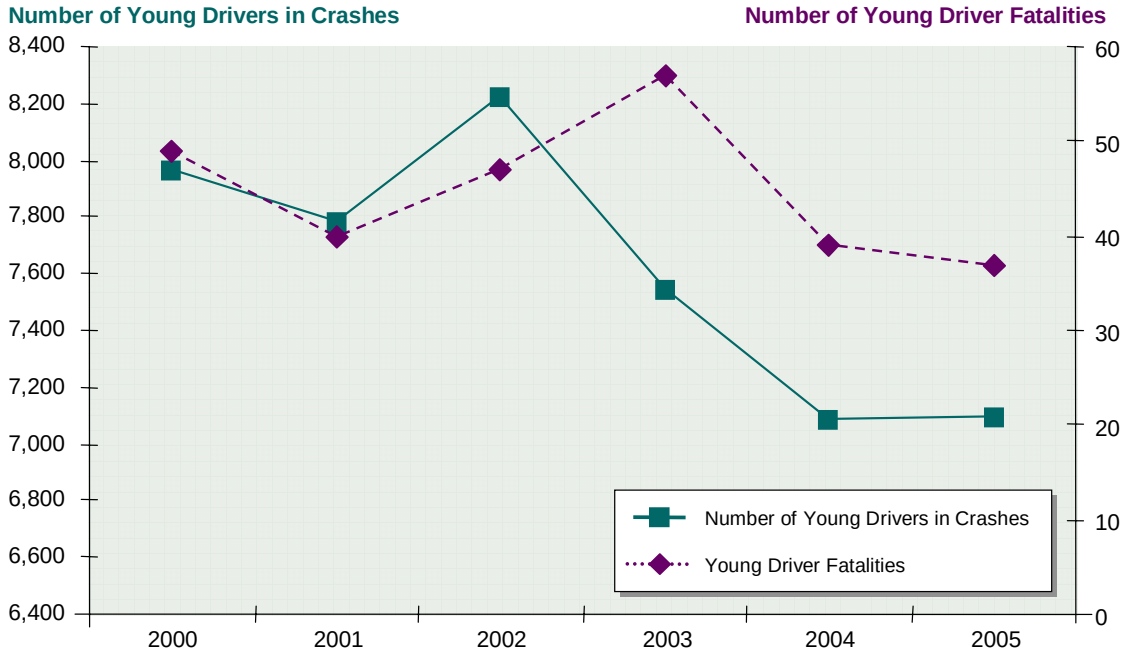
Performance Measures

- Total annual young drivers in crashes.
- Annual young driver crash rate (per 1,000 licenses).
- Total annual young drivers in fatal crashes.
- Annual young driver fatal crash rate (per 1,000 licenses).

Montana is one of the seven states in the United States which licenses drivers under the age of 16. Of these few states, Montana has been the only State which provides a full, unrestricted license at the minimum age of 15. In 2005, drivers under the age of 16 had the highest number of crashes per 1,000 licenses (186) and the highest number of fatal crashes per 1,000 licenses (1.18) of any age group. Drivers under the age of 21 experienced 117 crashes per 1,000 licenses and 0.61 fatal crashes per 1,000 licenses. This is triple the crash rate and 50 percent higher than the fatal crash rate for Montana drivers who are 21 and older. However, Graduated Drivers Licensing (GDL) requirements for new drivers go into effect July 1, 2006, which require seatbelt use, limit the hours of unsupervised driving, and restrict the number and age of nonfamily passengers. It is expected that the GDL program will reduce these rates.

Data shown below presents statistics on young driver crashes in Montana for the past five years.

Figure VI-5: Young Driver (under 21) Crashes and Fatalities



Year	Young Drivers in Crashes and Rate (per 1,000 Licenses)	Young Driver Fatalities and Rate (per 1,000 Licenses)
2000	7,969 (123)	49 (0.75)
2001	7,781 (121)	40 (0.62)
2002	8,224 (129)	47 (0.74)
2003	7,551 (121)	57 (0.91)
2004	7,090 (114)	39 (0.63)
2005	7,096 (117)	37 (0.61)

CHSP Strategies

1. Reintroduce Traffic Safety Education in Elementary and Junior High Schools

Reintroduce traffic safety education programs back into elementary and junior high school curriculum (Action Team suggestion). Junior high is important as it addresses the kids before they are even eligible for driver education.

Safety Factor(s) Addressed: Education

2. Enact a Primary Safety Belt Law

Conduct efforts leading toward the enactment of a primary safety belt law (See Emphasis Area #1: Safety Belt Use). (Action Team suggestion)

Safety Factor(s) Addressed: Enforcement

3. Provide Affordable/Accessible Drivers Education at all Schools

(CTSP Committee suggestion)

Safety Factor(s) Addressed: Education

4. Develop a Role and Strategy for Law Enforcement in GDL

(CTSP Committee suggestion)

Safety Factor(s) Addressed: Enforcement

Emphasis Area #7. High-Crash Corridors/High Crash Locations

Objective: Establish a process to reduce crashes, injury crashes, and fatal crashes in identified high-crash corridors and locations.

Performance Measures

- Average annual number of crashes in identified high-crash corridors/locations.
- Annual severity rate of crashes in identified high-crash corridors/locations.

In order to identify Montana's most hazardous locations, MDT's Traffic and Safety Bureau (TSB) conducts an annual Highway Safety Engineering Program (HSIP) to identify crash cluster sites, analyze crash trends at those sites, develop countermeasures, develop conceptual engineering design, and develop a yearly safety program using a ranking of projects based on their benefit/cost ratio. Crash clusters are identified based on the number of crashes, crash rates, and severity rates. Following implementation of counter measures, a random sample of safety projects are evaluated in terms of before and after construction crash experience.

In developing the CHSP, the TSB in conjunction with the State Highway Traffic Safety Office (SHTSO) identified the most dangerous highway corridors on the national and state road system in Montana. The purpose of this effort was to identify the State's most significant high-crash corridors and to then conduct an analysis of crash data to identify the predominant factors contributing to crashes in these locations. This information could then be used to refine CHSP Emphasis Areas and also to support the identification of specific countermeasures for these corridors.

To conduct this analysis, the Traffic and Safety Bureau (TSB) analyzed roadway corridors for the following roadway classes:

- National Interstate Highways;
- National Rural Non-Interstate Highways;
- State Primary Routes; and
- State Secondary Routes.

The TSB based their analysis on five years of the most recent available crash data for these roadways. Roadways were assessed in ten-mile segments to calculate the crash rate (number of crashes per million vehicle-miles traveled), severity index (ratio of the number of fatal and incapacitating injury crashes x 8 plus the number of other injury crashes x 3 plus the number of property damage crashes to the total number of crashes), and severity rate (crash rate times the severity index).

Using the relative ranking of these segments resulting from analysis of these factors, in consultation with the Traffic and Safety Bureau and the SHTSO, the top ranked segments were selected for detailed analysis of TSB's crash data through the preparation of roadway summary

reports. These reports, prepared by the SHTSO, provided tabulations of crash severity, time period, weather conditions, road conditions, contributing circumstances, first and most harmful events, and driver characteristics for each corridor. These data were summarized and compared for each corridor to determine most significant circumstances.[4] General findings were compiled into a spreadsheet and shared with the CHSP Committee in support of their review and prioritization of CHSP Emphasis Areas.

A summary of the identified high-crash corridors is shown in Table VI-1 and a map showing their location is shown in Figure VI-6.

[4] Three corridors, representing three different roadway classifications, were selected from the high crash corridors to be subject for a roadway safety audit. These audits were conducted in November 2005.

Table VI-1: High-Crash Corridors Statistics (5 Years)

Corridor by Roadway Classification (Route Number and Mileposts)	Length (mi.)	Crashes	Fatal Crashes	Fatalities	Incapacitating Injury Crashes	Incapacitating Injuries	Total Number of Fatalities and Incapacitating Injuries	Number of Fatalities and Incapacitating Injuries Per Mile	Severity Rate
Interstate									
Rural Interstate									
I-15; 151.7-160.3	8.62	118	0	0	11	11	11	1.28	6.04
I-90; 18.9-30.2	11.22	278	4	5	14	23	28	2.50	3.72
I-90; 85.2-101.7	16.52	320	6	6	47	69	75	4.54	2.21
I-90; 201.5-216.9	14.61	291	6	7	32	45	52	3.56	2.80
I-90; 228.6-241.97	13.34	425	5	5	23	28	33	2.47	4.07
I-90; 313.4-324.6	11.17	388	4	4	22	31	35	3.13	2.88
Urban Interstate									
I-15; 190.7-196.0	5.28	249	1	2	11	13	15	2.84	4.36
I-15; 276.1-283.0	6.66	287	3	3	9	14	17	2.55	5.17
I-90; 296.6-299.4	2.82	143	1	1	8	11	12	4.26	3.38
I-115; 0.7-1.16	0.275	5	1	1	1	2	3	10.90	7.60
Statewide	1,129	12,550	180	206	852	1,348	1,554	1.38	
Rural State Primary									
S Rte 2;121.6-133.9	12.3	989	9	10	65	114	124	10.1	6.1
S Rte 200; 5.2-14.3	9.1	50	2	2	5	8	10	1.1	7.3
S Rte 2; 69.4-80.4	11.0	62	2	2	10	15	17	1.5	10.9
S Rte 28; 2.3-12.2	9.9	57	2	2	6	8	10	1.0	8.3
S Rte 35; 22.3-33.5	11.2	193	6	6	24	34	40	3.6	5.5
S Rte 35; 40.8-51	10.2	176	2	2	19	26	28	2.7	2.8
S Rte 78; 0.9-9.5	8.6	62	3	3	6	9	12	1.4	8.8
S Rte 78; 26.1-36.9	10.8	106	1	1	5	11	12	1.1	6.4
S Rte 83; 6.5-16.4	9.9	87	1	1	14	20	21	2.1	6.4
Statewide	2,763	7,946	157	174	815	1,230	1,404	0.5	

Table VI-1: High-Crash Corridors Statistics (5 Years) (continued)

Corridor by Roadway Classification (Route Number and Mileposts)	Length (mi.)	Crashes	Fatal Crashes	Fatalities	Incapacitating Injury Crashes	Incapacitating Injuries	Total Number of Fatalities and Incapacitating Injuries	Number of Fatalities and Incapacitating Injuries Per Mile	Severity Rate
Rural Non-Interstate National Highways									
U.S. Rte 2; 41.4-51.3	9.9	62	3	4	8	19	23	2.3	7.0
U.S. Rte 2; 134-146.8	12.8	445	6	6	60	121	127	9.9	4.4
U.S. Rte 2; 194-210.4	16.4	118	–	–	12	31	31	1.9	6.8
U.S. Rte 93; 0-15.9	15.9	288	10	12	42	81	93	5.8	3.5
U.S. Rte 93; 48.2-57.3	9.1	178	7	9	26	50	59	6.5	3.2
U.S. Rte 93; 115.8-125.3	9.5	281	5	10	37	55	65	6.8	3.9
U.S. Rte 93; 41.7-59.4	17.7	541	7	7	64	121	128	7.2	4.0
U.S. Rte 93; 63.1-89.7	26.6	838	13	16	98	177	193	7.3	3.1
U.S. Rte 12; 20.8-34.2	13.4	168	3	3	20	29	32	2.4	6.3
S Rte 200; 56.3-73.5	17.2	142	3	3	17	23	26	1.5	6.3
S Rte 200; 81-91	10.0	86	1	2	5	5	7	0.7	6.0
U.S. Rte 12; 20.3-32.6	12.3	93	1	1	17	30	31	2.5	7.0
Statewide	2,616	13,464	274	342	1,310	2,227	2,569	1.0	
State Secondary									
S-231; 0.9-5.8	4.9	113	2	2	9	11	13	2.7	6.2
S-269; 10.5-19.1	8.6	220	3	3	23	32	35	4.1	5.0
S-430; 1.09-6.1	5.0	118	2	2	14	19	21	4.2	8.5
Statewide	4,687	6,053	138	156	622	1,000	1,156	0.2	

Notes:

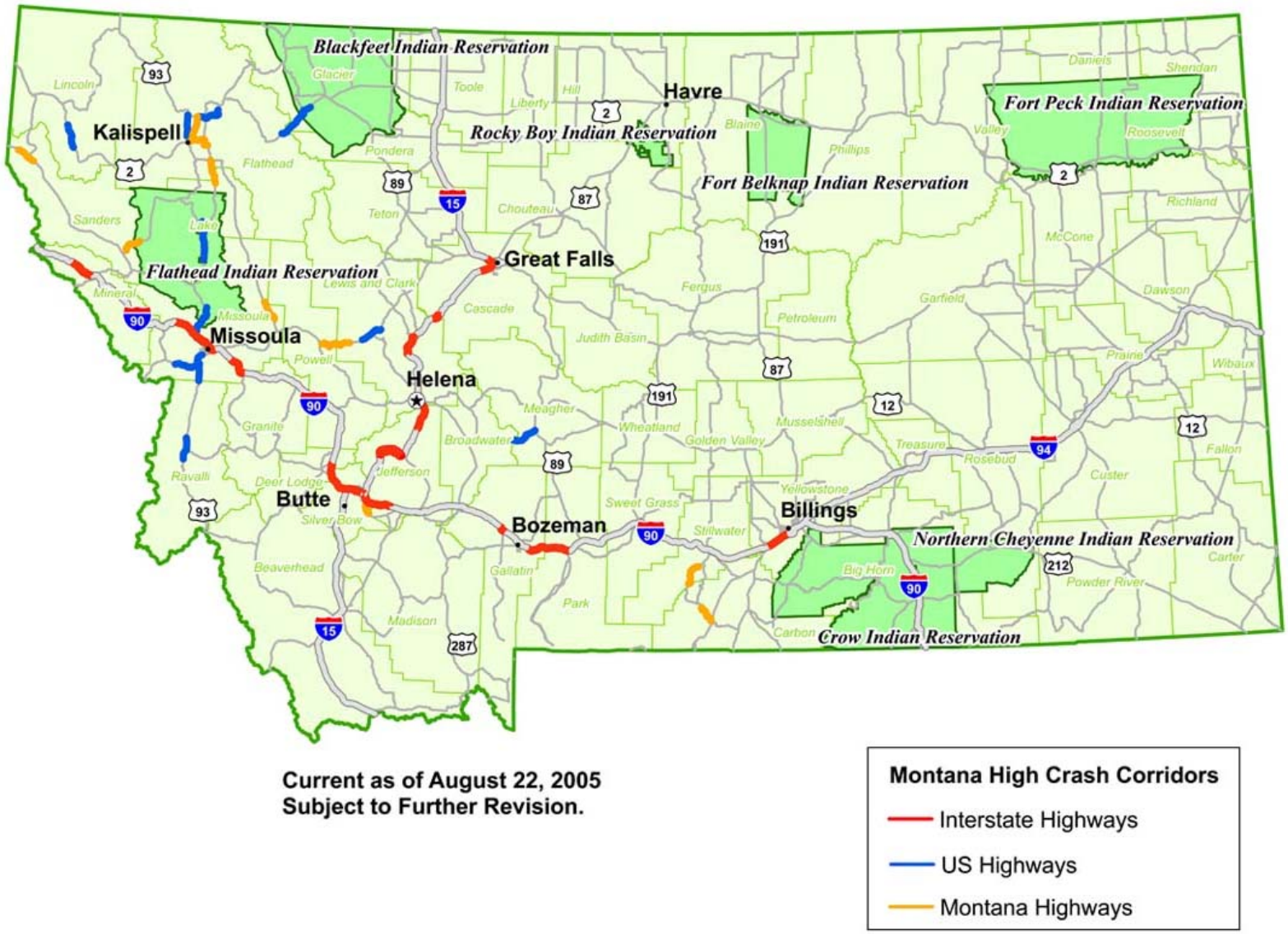
Data is for period from 1999 to 2003 for Interstate, Primary, and Rural Non-Interstate highways and 2000 to 2004 for State Secondary highways

Severity Rate = crash rate x severity index

Crash Rates = number of crashes per million VMT

Severity index = ratio of fatal and incapacitating injury crashes x 8 + other injury crashes x 3 + property damage crashes to total number of crashes

Figure VI-6: Montana High-Crash Corridors



CHSP Strategies

1. Review Guidelines for Pavement and Shoulder Widths/Review Side Slopes

Review guidelines/design standards for pavement and shoulder widths on reconstruction projects on state-maintained highways with speed limits greater than 45 mph. Provides recovery area and allows installation of rumble strips, safety for bikers/joggers, and reduction in run-off-the-road crashes. Review design standards for side slopes to allow for better recovery and less chance of rollover. Review side slopes on reconstruction and slope flattening projects on state-maintained highways. (MDT Engineering suggestion)

Safety Factor(s) Addressed: Engineering

2. Develop Guidelines Six-Inch Pavement Markings/Longer-Lasting Pavement Markings

Develop guidelines (that consider functional classification, ADT, crash history, etc.) for application of six-inch pavement markings that will increase roadway delineation. Apply longer-lasting pavement markings that better withstand anti-icing, sanding, deicing, and snow plowing. Research project has been recommended. (MDT Engineering suggestion)

Safety Factor(s) Addressed: Engineering

3. Conduct Road Safety Audits

Evaluate procedures utilized for road safety audits and revise procedures for future audits to provide MDT, law enforcement, and other stakeholders with best possible information to implement safety improvements/enhancements. (MDT Engineering suggestions)

Safety Factor(s) Addressed: Enforcement, Engineering, Emergency Services

4. Implement ITS Technologies

Explore the use of, and implement, ITS technologies to enhance highway traffic safety. (MDT Engineering suggestion)

Safety Factor(s) Addressed: Engineering

5. Conduct Proactive Safety Efforts

Develop guidelines that will allow MDT to proactively and rapidly rather than reactively implement quick turn-around safety betterments. (MDT Engineering suggestion)

Safety Factor(s) Addressed: Engineering, Education

Emphasis Area #8. Truck Crashes

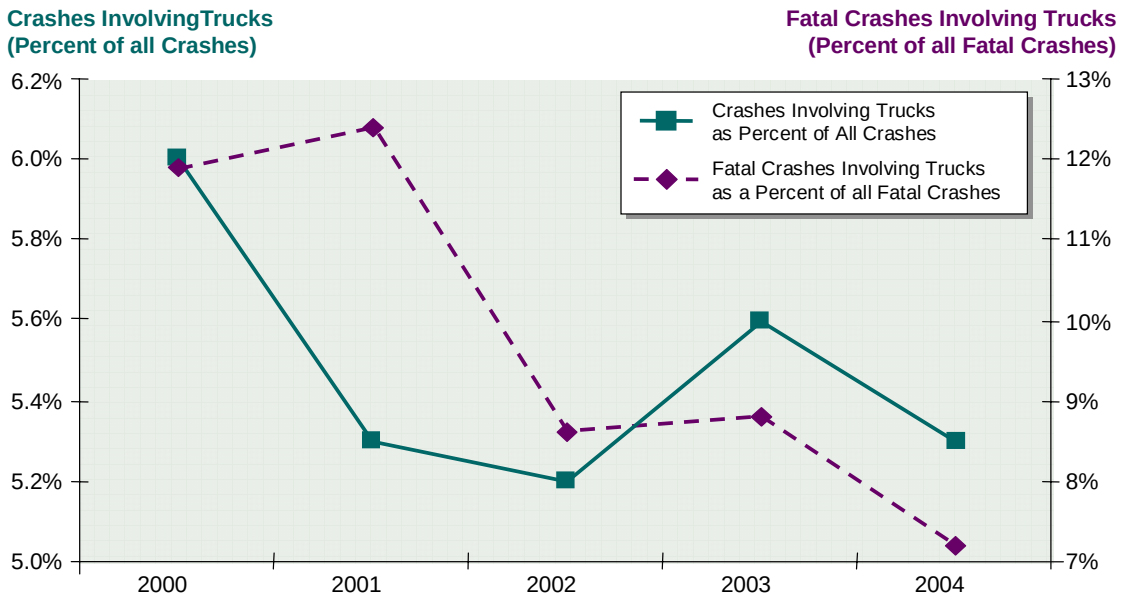
Objective: Reduce fatal and incapacitating injury crashes involving trucks

Performance Measures

- Total annual crashes involving trucks.
- Total annual fatal crashes involving trucks.
- Annual crashes involving trucks as a percent of all crashes.

In Montana, trucks are involved in approximately five percent of all crashes but slightly over nine percent of all fatal crashes. Figure VI-7 and Table VI-2 presents statistics on truck crashes in Montana for the past five years.

Figure VI-7 and Table: Crashes Involving Trucks



Year	Crashes Involving Trucks as Percent of All crashes	Fatal Crashes Involving Trucks as Percent of All Fatal Crashes
2000	1,346 (6.0%)	24 (11.9%)
2001	1,159 (5.3%)	25 (12.4%)
2002	1,228 (5.2%)	20 (8.6%)
2003	1,288 (5.6%)	21 (8.8%)
2004	1,163 (5.3%)	15 (7.2%)
2005	1,241 (5.5%)	22 (9.8%)

Data from the SHTSO shown in Table VI-2 presents the configuration of trucks and trailer types involved in these crashes.

Table VI-2: Truck Crashes by Trailer Type

	Crashes				Fatal Crashes			
Year	No Trailer*	Single Trailer	Double Trailer	Triple Trailer	No Trailer	Single Trailer	Double Trailer	Triple Trailer
1996	467	1,014	163	2	7	13	1	0
1997	424	893	106	3	3	18	3	0
1998	393	785	131	1	5	12	2	0
1999	336	800	125	1	5	8	3	0
2000	328	905	111	2	5	19	0	0
2001	335	722	102	0	2	20	3	0
2002	340	801	84	3	6	12	2	0
2003	470	712	100	6	8	13	2	0
2004	461	634	103	2	6	9	1	0
2005	509	701	92	1	8	13	2	0
Change 1 Year	+10.4%	+10.6%	-10.7%	-50.0%	+33.3%	+44.4%	+100%	-
Change 5 Year	+31.6%	-7.1%	-8.0%	-61.5%	+48.1%	-11.0%	+25.0%	-

Source: TIS – Montana Department of Transportation

CHSP Strategies

1. Conduct a Motor Carrier Industry Training Survey

Survey Montana's commercial motor carrier industry and other individual and group "truck" stakeholders to learn what no-cost MDT-provided safety training is desired and how to most effectively provide the desired training. Develop a statewide safety training program based on survey results and begin providing training statewide during spring 2008. (Montana Annual Commercial Vehicle Plan)

Safety Factor(s) Addressed: Education

2. *Facilitate Inspector Certification*

Improve truck enforcement by reducing the average time needed for an MCS Officer to attain Commercial Vehicle Safety Alliance (CVSA) safety inspection certification from 24 to 12 months. (MDT Suggestion)

Safety Factor(s) Addressed: Enforcement, Education

3. *Facilitate Compliance Review and Safety Audit Certification*

Improve truck enforcement by reducing the average time needed for a Motor Carrier Safety Assistance Program (MCSAP) inspector to attain Commercial Vehicle Safety Alliance (CVSA), safety compliance review and safety audit certification from 24 to 16 months. (MDT Suggestion)

Safety Factor(s) Addressed: Enforcement, Education

4. *Provide Training for New Commercial Carriers*

Train new commercial carriers to comply with state and Federal safety laws and regulations. Professionally evaluate the benefits of training provided over a 5-year period. Report evaluation findings. (MDT Suggestion)

Safety Factor(s) Addressed: Education

Emphasis Area #9. Emergency Medical Services Delivery

Objective: Develop an effective and integrated Emergency Medical Services (EMS) delivery system.

Performance Measures

- Implementation of CHSP EMS strategies.
- Implementation of EMS strategies contained in Montana EMS System Plan.

Although Emergency Medical Services do not affect the number of crashes, they play a critical role in addressing the results of crashes. EMS providers face particularly challenging conditions within Montana due to the size of the coverage areas, distances from dispatching and treatment facilities, and severe weather conditions during winter months. In addition to these issues, the system is experiencing a shrinking number of volunteers and problems specific to rural areas such as lack of training opportunities and inadequate communications systems. The recent Traffic Records Assessment conducted by the NHTSA assessment team also noted the lack of a statewide EMS/Trauma data collection system.

CHSP Strategies

1. ***Establish EMS Legislation and Regulation***

   Provide legislation and regulation to adequately support the EMS System. (Montana EMS System Plan)

   Safety Factor(s) Addressed: Emergency Services

2. ***Provide EMS Funding***

   Provide stable funding to adequately support the EMS System. (Montana EMS System Plan)

   Safety Factor(s) Addressed: Emergency Services

3. ***Enhance Capabilities for Medical Response to Disaster***

   Minimize death, suffering and long-term medical effects from disasters and other mass casualty events through planning, knowledge of system resources and coordination of the medical response.

   - Develop a statewide disaster response and mutual aid system for medical events.
   - Develop an electronic resource and disaster management system. (Montana EMS System Plan)

   Safety Factor(s) Addressed: Emergency Services, Education

4. *Expand EMS Human Resources*

Ensure qualified, knowledgeable, and skilled emergency medical services personnel are available in sufficient numbers throughout the State.

- Assess alternate training strategies to enable more accessible EMS courses.
- Assess and implement alternate training strategies to enable more accessible EMT education.
- Assess and implement strategies to enable other healthcare providers to help meet prehospital workforce issue. (Montana EMS System Plan)

Safety Factor(s) Addressed: Emergency Services, Education

5. *Enhance EMS Education System*

Ensure qualified, knowledgeable, and skilled emergency medical services personnel are available in sufficient numbers throughout the State.

- Assess alternate training strategies to enable more accessible EMS courses
- Assess and implement alternate training strategies to enable more accessible EMT education. (Montana EMS System Plan)

Safety Factor(s) Addressed: Emergency Services, Education

6. *Expand EMS Services*

Ensure that Emergency Medical Services personnel and equipment are delivered to the scene in a safe and timely manner; and, as necessary, patients are transported at an appropriate level of care to and between appropriate facilities.

- Implement Emergency Vehicle Operator education.
- Develop and implement a performance improvement-based EMS service inspection and technical assistance process.
- Assess solutions to patient transportation issues, especially for interfacility transports. (Montana EMS System Plan)

Safety Factor(s) Addressed: Emergency Services, Education

7. *Facilitate EMS Communications*

Provide for a communications system that encompasses public access to EMS, interagency communications, medical control and coordination of resources.

- Develop an EMS Communications Plan to guide development and implementation of EMS communications. (Montana EMS System Plan)

Safety Factor(s) Addressed: Emergency Services, Education

8. Conduct EMS Public Education and Information Programs

Increase public awareness of the role of Emergency Medical Services, the appropriate means to access and utilize the system, and effective ways to prevent injury and acute illness.

- Develop and implement EMS service PI&E programs for recruitment and retention.
- Develop and distribute public PI&E programs to support EMS systems. (Montana EMS System Plan)

Safety Factor(s) Addressed: Emergency Services, Education

9. Conduct Injury Prevention Public Awareness Efforts

Increase public awareness of the role of Emergency Medical Services, the appropriate means to access and utilize the system, and effective ways to prevent injury and acute illness. (Montana EMS System Plan)

Safety Factor(s) Addressed: Emergency Services, Education

10. Enhance Medical Direction

Assure physicians are consistently involved and provide leadership at all levels of the EMS system.

- Develop strategies to support medical director education.
- Develop strategies to recruitment and retention of medical directors. (Montana EMS System Plan)

Safety Factor(s) Addressed: Emergency Services, Education

11. Provide Enhanced Trauma System and Facilities

Provide a quality, effective system of trauma care and injury prevention integrated with the overall EMS system. Assure that patient needs are identified early and transfer to an appropriate level of care is accomplished in a timely manner. Evaluate how to facilitate better integration of the EMS and trauma systems. (Montana EMS System Plan and Montana Trauma System Plan)

Safety Factor(s) Addressed: Emergency Services, Education, Data Management

12. Establish an EMS Information System

Provide for a comprehensive data collection and information systems to enable system evaluation and performance improvement. (Montana EMS System Plan)

Safety factor(s) addressed: Emergency Services, Education, Data Management

13. Evaluate and Monitor EMS Programs

Provide for a comprehensive quality management program that improves planning, implementation and monitoring of a statewide EMS system. (Montana EMS System Plan)

Safety factor(s) addressed: Emergency Services, Education, Data Management

Emphasis Area #10. Urban Area Crashes

Objective: Reduce fatal and incapacitating injury crashes in urban areas.

Performance Measures

- Total annual urban fatal crashes
- Growth rate in urban fatal crashes (one-year and five-year)

Although rural crashes comprise the majority of fatal crashes in Montana, slightly over half of Montana's total crashes occurred in urban areas in 2005. And, with increasing urbanization in the state, the proportion of fatal crashes in urban areas has increased steadily as shown in Table VI-3.

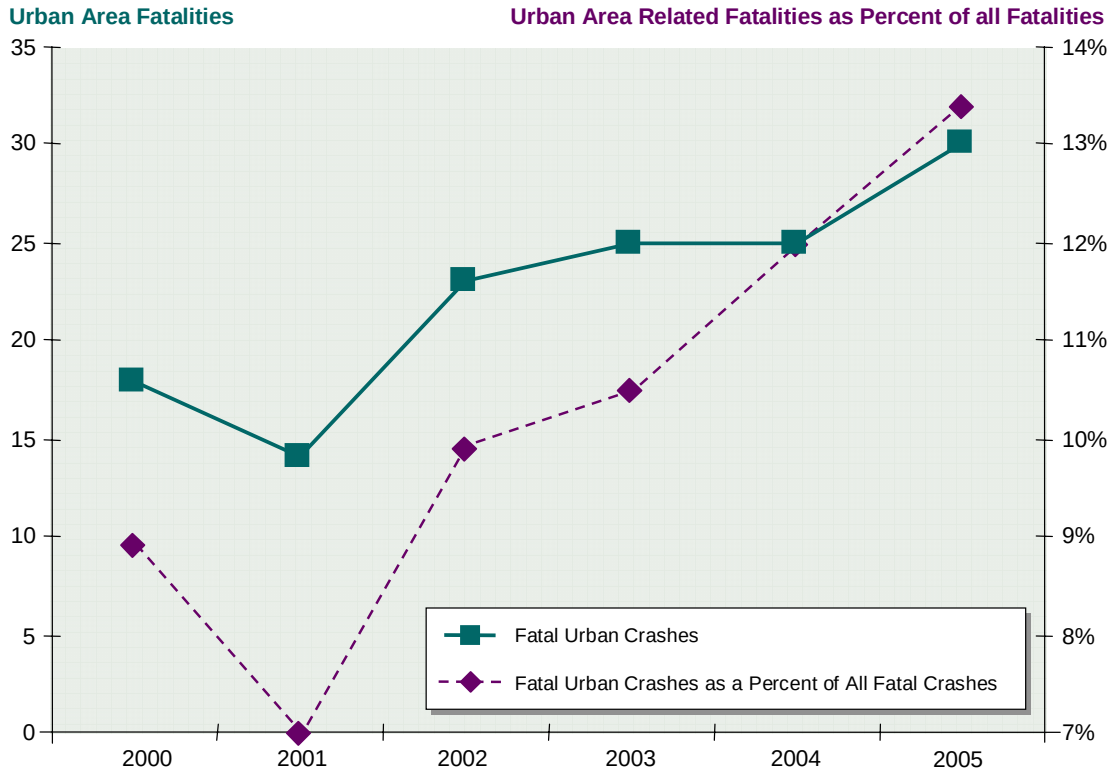
Table VI-3: Urban versus Rural Fatal Crashes

Year	Fatal Crashes	Rural Fatal Crashes	Urban Fatal Crashes	Percent Rural	Percent Urban
1996	177	158	19	89.3%	10.7%
1997	223	208	15	93.3%	6.7%
1998	208	180	28	86.5%	13.5%
1999	194	176	18	90.7%	9.3%
2000	203	185	18	91.1%	8.9%
2001	201	187	14	93.0%	7.0%
2002	232	209	23	90.1%	9.9%
2003	239	214	25	89.5%	10.5%
2004	209	184	25	88.0%	12.0%
2005	224	194	30	86.6%	13.4%
Change 1 Year	7.2%	5.4%	16.7%	-1.6%	10.7%
Change 5 Year	3.3%	-0.9%	30.0%	-4.1%	27.9%

Source: TIS – Montana Department of Transportation.

Figure VI-8 illustrates the apparent growth in urban fatal crashes.

Figure VI-8: Urban Fatal Crashes



CHSP Strategies

To be determined in future. It is expected that strategies applied to other emphasis areas will have a positive impact on urban area crashes.

Emphasis Area #11. Motorcycle Crashes

Objective: Reduce motorcycle fatal and incapacitating injury crashes

Performance Measures:

- Total annual motorcycle crashes
- Total annual motorcycle fatal crashes
- Growth rate in motorcycle crashes (one-year and five-year)

Motorcycle crashes represent a relatively small proportion of Montana's total crashes, but because motorcyclists are at greater risk than passengers in an enclosed vehicle, motorcycle crashes represent a significant share of the state's fatal and injury crashes. Data prepared by the SHTSO reported in Table VI-4 illustrates the growth in total, fatal, and injury crashes involving motorcycles over the past 10 years.

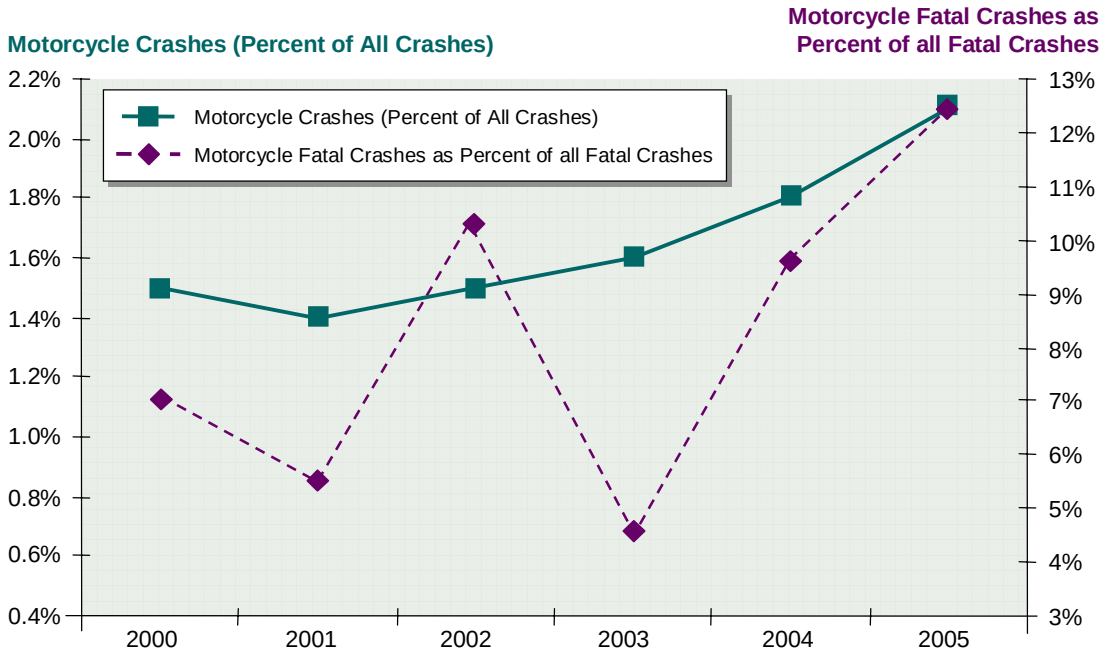
Table VI-4: Motorcycle Crashes

Year	Motorcycle Registrations	Crashes	Percent of All Crashes	Fatal Crashes	Percent of all Fatal Crashes	Injury Crashes	Percent of all Injury Crashes
1996	17,935	296	1.2%	8	4.5%	252	3.6%
1997	17,978	307	1.4%	18	8.1%	246	3.5%
1998	NA	286	1.3%	13	6.3%	235	3.5%
1999	NA	284	1.3%	15	7.7%	229	3.4%
2000	NA	332	1.5%	14	7.0%	279	4.0%
2001	25,618	302	1.4%	11	5.5%	236	3.8%
2002	28,111	347	1.5%	24	10.3%	251	3.9%
2003	34,433	375	1.6%	12	4.6%	314	5.0%
2004	42,967	400	1.8%	20	9.6%	325	5.4%
2005	64,841	473	2.1%	28	12.5%	362	6.0%
Change 1 Year	50.9%	+18.3%	+16.7%	+40.0%	+30.2%	+11.4%	+11.1%
Change 5 Year	-	+34.7%	+34.6%	+72.3%	+68.9%	+28.8%	+35.7%

Source: TIS – Montana Department of Transportation.

While this table indicates the growth in crashes involving motorcycles, it also should be noted that motorcycle registrations are increasing at an even higher rate, indicating that the rate of crashes per registered vehicle is actually declining. Another measure of motorcycle crash exposure would be the number of crashes relative to vehicle miles of travel (VMT). However, there is no measure of motorcycle VMT in Montana. Other concerns relevant to motorcycle crashes and fatalities in Montana are a low rate of helmet usage and a higher rate of alcohol and/or drug use in comparison to all drivers.

Figure VI-9: Motorcycle Crashes



CHSP Strategies

To be determined in future. It is expected that strategies applied to other emphasis areas will have a positive impact on motorcycle crashes.

Emphasis Area #12. Older Driver Crashes

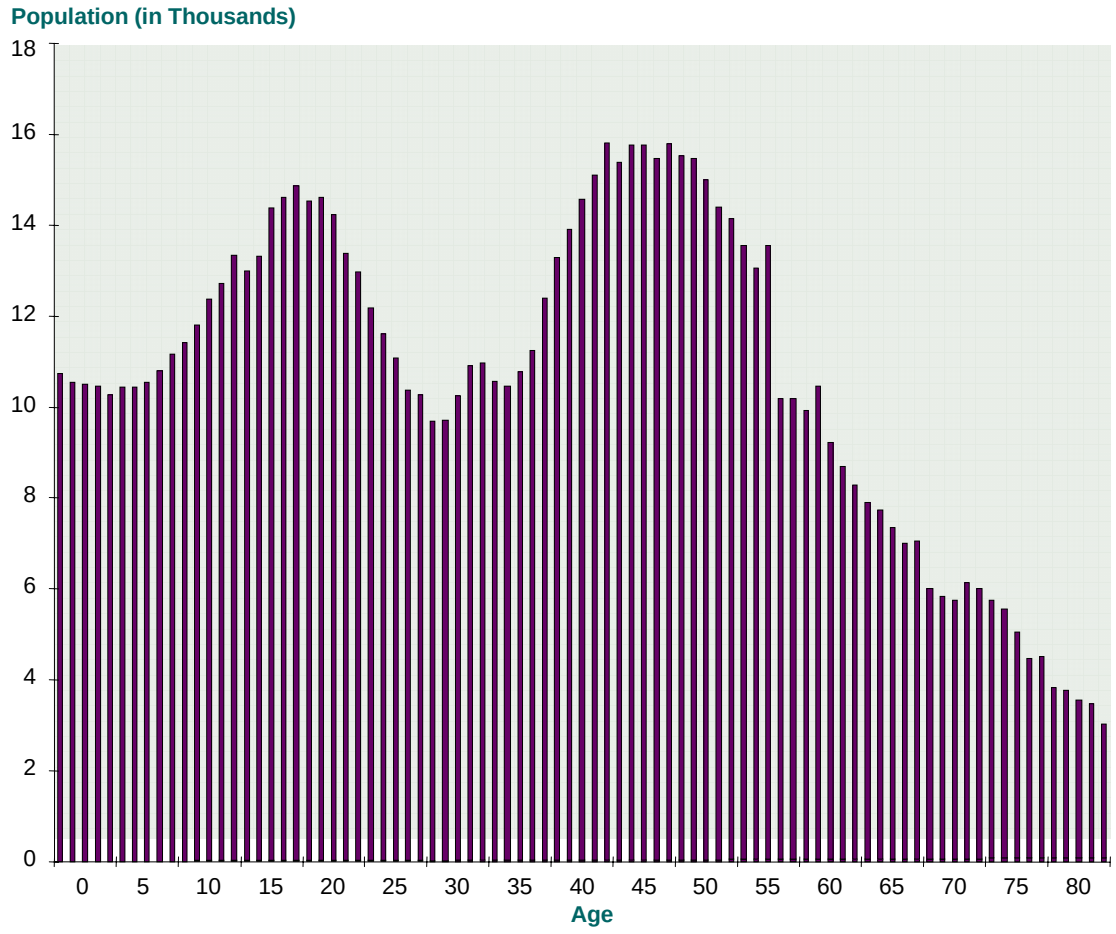
Objective: Reduce older driver fatal and incapacitating injury crashes

Performance measures:

- Total annual older driver crashes.
- Total annual older driver fatal crashes.
- Growth rate in older driver crashes (one-year and five-year).

While not appearing in the statistics as a current problem in Montana, demographic trends indicate that over the next 15 years there will be a steady increase in the number of drivers over 60 years of age. Figure VI-10 illustrates current age demographics for the State.

Figure VI-10: Montana Population by Age - 2004



While most older drivers are good drivers, the effects of aging can affect the safe driving ability of some seniors, resulting in slower reaction time and reduced visual acuity. And if

involved in a crash, adults age 65 and older are more likely to sustain fatal injuries because of physical frailty resulting from aging.[5]

CHSP Strategies

To be determined in the future. It is expected that strategies applied to other emphasis areas will have a positive impact on older driver crashes.

[5] AASHTO, *Strategic Highway Safety Plan*, Washington, D.C., 2005.

VII. CHSP Management Plan

Note to CHSP Committee: This will be discussed at August 17, 2006 meeting.

An initial management concept, subject to further consideration, has been developed to support oversight of the Montana Comprehensive Highway Safety Plan (CHSP) and ongoing implementation and monitoring of CHSP strategies. It was established early in the process that development of the CHSP would be facilitated by the Montana Department of Transportation (MDT) but that the CHSP should not to be considered only as an MDT plan. In order to succeed, it must be a comprehensive plan, encompassing the programs of the multiple agencies and jurisdictions with safety responsibilities throughout the State. Each entity has a role in the development of the plan but retains authority over the elements of the plan which are within their jurisdiction. As stated by the MDT Planning Division Administrator, "participating agencies would become a collaborative partnership to reduce highway crashes/injuries/deaths. They would be advisory to the plan overall, but serve as decision-makers on the elements of the plan for which their agencies would be lead."

The following describes roles and responsibilities assigned to the various entities responsible for the management of the Montana CHSP.

MDT Director

- Serves as the Governor's Designee to formally approve the CHSP for submittal to FHWA; and
- Responsible for managing the CHSP Committee.

CHSP Committee

- Composed of State Agency Directors or their designees, liaisons to local and tribal governments, and representatives of major safety stakeholder groups. Members speak for the agency, governmental entity, or stakeholder group they represent and also have the authority to initiate resource commitments to implement strategies and support ongoing CHSP efforts.
- Membership represents MDT, Office of Public Instruction, Public Health and Human Services, Attorney General, Office of Court Administration, Highway Patrol, Metropolitan Planning Organizations, Tribal Governments, Montana Motor Carriers Association, and Federal partners, such as FHWA, NHTSA, and FMCSA (based on the composition of the current CHSP Committee). Membership is not closed but open to members that have a stake in Montana highway safety and a role to play in achieving the goals of the CHSP.
- CHSP Committee will meet twice a year with staff support provided by MDT and under the leadership of the MDT Director. At these meetings:
  - Champions (Chairs) of the safety emphasis areas will report on progress and challenges in moving strategies forward;

- Data trends will be reviewed to assess progress toward attaining statewide goals;
- New strategies and any emerging trends will be discussed; and
- Resources will be investigated to support advancing strategic actions.

Emphasis Area Implementation Teams ("Implementation Teams")

- Each emphasis area team is chaired by the Champion and composed of stakeholders and relevant agency staff
- Responsible for implementation of individual strategies within each emphasis area
- Meets at the direction of the Champion on an as-needed basis to support the implementation of individual strategies and report on progress, issues, accomplishments, and outcomes
- MDT staff will facilitate and otherwise support work of Implementation Teams. MDT Safety Planner will make quarterly contacts.

Appendix A

CHSP Planning Process

Appendix A: CHSP Planning Process

The establishment of the vision, goals, and emphasis areas for the Montana Comprehensive Highway Safety Plan has been an iterative process involving extensive consultation among state and Federal agencies, tribal entities, and safety stakeholders involved in various aspects of transportation safety. Underlying this consultation process has been the use of safety and transportation data to assess safety trends and priorities for the State of Montana. This appendix to the CHSP describes the consultation and analytic procedures used to develop these goals and emphasis areas. The CHSP is conceived as an ongoing process that will continually monitor safety trends and strive to include other partners that can contribute to the goals of the Montana CHSP.

Comprehensive Highway Safety Plan (CHSP) Committee

The CHSP Committee was established at the initiation of the CHSP planning process as an advisory committee for the development of the plan and as a forum for collaboration among the various agencies and stakeholders. It was recognized early in the process that collaboration among the proponents of transportation safety was essential to the success of the CHSP and that a diverse and broad representation of agencies with implementation responsibilities relevant to safety would be necessary to comprehensively address the safety needs of the State. As defined by Montana Department of Transportation's Planning Division Administrator, the CHSP Committee was established to accomplish the following objectives:

- Strategically align the various resources of individual agencies to reduce highway crashes/injuries/deaths; and
- Form a cohesive coalition that would meet periodically to report on progress being made toward individual and collective agency commitments for reducing highway crashes/injuries/deaths.

It was established early in the process that development of the CHSP would be facilitated by the Montana Department of Transportation (MDT) but that the CHSP should not to be considered only as an MDT plan. In order to succeed, it must be a comprehensive plan, encompassing the programs of the multiple agencies and jurisdictions with safety responsibilities throughout the State. Each entity has a role in the development of the plan but retains authority over the elements of the plan which are within their jurisdiction. As stated by the MDT Planning Division Administrator, "participating agencies would become a collaborative partnership to reduce highway crashes/injuries/deaths. They would be advisory to the plan overall, but serve as decision-makers on the elements of the plan for which their agencies would be lead."

Through the CHSP planning effort, the composition of the TSC has varied, in part due to a change in administration but also as a result of broadened understanding of the State's safety issues. The following agencies and stakeholder organizations generally comprise the TSC and are invited to participate at TSC meetings:

- MDT Planning;
- MDT Engineering;
- Montana State Highway Traffic Safety Office;
- Federal Highway Administration;
- Montana Highway Patrol (of the Montana Department of Justice);
- Montana Office of Court Administration;
- Motor Vehicle Division of the Montana Department of Justice;
- Montana Department of Public Health and Human Services:
  - Emergency Medical Services; and
  - Chemical Dependency Bureau.
- Federal Motor Carrier Safety Administration;
- Local Police Departments (Missoula, Kalispell);
- Montana Office of Public Instruction;
- National Highway Traffic Safety Administration;
- Montana-Wyoming Tribal Leaders Councils;
- Metropolitan Planning Organizations (representing Great Falls, Missoula, and Billings Urban Areas);
- Representatives of Montana's various tribal governments;
- Healthy Mothers, Healthy Babies (representing "Safe Kids, Safe Communities");
- Governor's Office;
- MDT Maintenance;
- MDT Administrative Staff;
- Montana Motor Carrier Association;
- Motor Carrier Services;
- Indian Health Services;
- Bureau of Indian Affairs (U.S. Department of the Interior);
- Western Transportation Institute (Montana State University);
- Banik Communications;
- Montana Sheriff's and Peace Officer Association;
- Montana County Attorney's Association; and
- Montana Transportation Commissioner.

Meetings of the CHSP have been held at critical milestones in the planning process to review findings and provide input into the development of the CHSP, including review and

corroboration relevant to the CHSP goals and emphasis areas. To date, five CHSP Committee meetings have been held:

- August 18, 2004;
- November 29, 2004;
- August 3, 2005;
- September 29, 2005; and
- May 17, 2006.

Agency Interviews and Information Gathering

At the commencement of the CHSP planning process, a number of informal interviews were held with various individuals representing the transportation safety community. These interviews were intended to assess general concerns and issues confronting these organizations that might be addressed through the CHSP. The following agencies and organizations were interviewed:

- City of Helena Police Department;
- Montana Highway Patrol;
- Montana Supreme Court, Office of the Court Administrator;
- Boyd Andrew Chemical Dependency Center;
- Missoula County Health Department;
- Healthy Mothers, Healthy Babies (representing "Safe Kids, Safe Communities"); and
- Office of Public Instruction.

Following soon after the establishment of the CHSP Committee, a series of more formal interviews were held in October 2004 with key state and local agencies to assess their responsibilities, activities, organizational structure, and plans relevant to transportation safety. This information gathering effort was intended to define current conditions and the potential role of each entity in the development and implementation of the CHSP. Interviews were held with the following agencies:

- Office of Court Administration;
- Deputy County Attorney, Yellowstone County;
- Montana Highway Patrol;
- Motor Vehicle Division, Montana Department of Justice;
- Montana Department of Public Health and Human Services:
    - Administrator; and
    - EMS and Trauma Systems.

- MDT Highway and Engineering Division;
- Office of Public Instruction; and
- Federal Motor Carrier Safety Administration Montana Division.

A subsequent meeting was held with planners from the three Montana Metropolitan Planning Organizations (MPO), representing the Great Falls, Missoula, and Billings urban areas. Following this meeting, representation from the three MPOs was added to the Traffic Safety Committee.

Communication with Montana's Indian tribes relevant to the CHSP also was facilitated as the result of a statewide Tribal Safety Conscious Planning Forum held in Helena in June 2005. The Forum was organized as a joint effort of the Governor's Office, MDT, FHWA, NHTSA, and Montana's seven tribal reservations. Montana is home to 11 Indian tribes that occupy these reservations: Blackfeet; Crow; Flathead (Confederated Salish and Kootenai Tribes); Fort Belknap (Assiniboine and Gros Ventre); Fort Peck (Assiniboine and Sioux); Northern Cheyenne; and Rocky Boy (Chippewa/Cree). Each of these reservations was represented at the Forum as well as the Little Shell tribe, a landless tribe. The Forum represented the first time Montana's Tribal Governments have gathered as a group to address the statewide transportation safety needs of Montana's Indian Country.

Initial Data Review and Identification of Focus Areas

In order to begin focusing the CHSP planning effort on priority safety problems for Montana, statewide crash data presented in the Traffic Safety Problem Identification Report (FY 2005) was reviewed to identify key issues contributing to crashes, fatalities, and serious injuries in Montana. The intent of this exercise was to identify "straw man" issues subject to further expansion and modification following assessment of additional data, discussion with agency personnel, and discussion with the Traffic Safety Committee. Current statistics and historic trends reported in the CHSP Problem Identification Report were reviewed, resulting in a list of 11 tentative CHSP focus areas. These 11 focus areas were identified as "straw man" issues to encourage debate and further discussion, and were based on prior discussion with agency personnel and review of available statistics as published in the Traffic Problem Identification Report. This list was not considered to be an all-inclusive evaluation of Montana's most critical safety issues but as a means of provoking discussion. This list of tentative focus areas, with supporting documentation, was circulated in October 2004 to MDT and SHTSO staff for review and comment.

Based on feedback from MDT, the SHTSO, and the Montana Highway Patrol on the original list, the documentation was refined in November 2004 into a "transition paper" for the incoming gubernatorial administration. The paper provided an overview of Montana's Highway Safety Crisis, a discussion of immediate next steps focusing on safety legislation/regulations which needed to be addressed in the upcoming legislative session, and an expanded discussion of proposed CHSP focus areas with supporting data. The proposed focus areas included:

- Impaired Driving;
- Young Drivers;
- Rural Single Vehicle Crashes;
- Emergency Medical Services Coverage and Capabilities;
- Montana Highway Patrol Enforcement Capability;
- Traffic Records Management;
- American Indians;
- Safety Belt Use;
- Relative Ranking of Counties in terms of crash statistics, DUI convictions, and restraint conviction;
- Speeding; and
- Animals/Vehicle Crashes.

This list was circulated to both MDT and the membership of the CHSP Committee for their review and comment at their November 29, 2004 meeting.

High-Crash Corridor Analysis

In conjunction with the review of statewide crash data, the CHSP consultants worked with MDT's Traffic and Safety Bureau (TSB) and the State Highway Traffic Safety Office (SHTSO) to identify the most dangerous highway corridors on the national and state road system in Montana. The purpose of this effort was to identify the State's most significant high-crash corridors and to then conduct an analysis of crash data to identify the predominant factors contributing to crashes in these locations. This information could then be used to refine CHSP Emphasis Areas and also to support the identification of specific countermeasures for these corridors.

Identification and Refinement of CHSP Goals and Emphasis Areas

In July 2005, a refined set of draft CHSP Goals and Objectives was developed and distributed to the CHSP Committee. These refined Goals and Objectives encompassed information previously compiled from the State's Traffic Safety Problem Identification Report, comments from MDT and the CHSP Committee on the initial CHSP focus areas, assessment of the State's high-crash corridors (described above), and existing transportation and safety-related plans and programs. The draft Goals and Objectives were reviewed by MDT and FHWA, revised, and presented with supporting data to the CHSP Committee on August 3, 2005. Discussion at the CHSP Committee meeting resulted in the establishment of an overall "vision" for the CHSP ("All highway users in Montana arrive safely at their destinations") in addition to direction from the CHSP Committee to assess some additional crash factors which included:

- Ice on roads;
- Animal-related crashes;
- Single vehicle run-off-the-road crashes; and
- Fatal and incapacitating injury crashes in urban areas.

Following review of data relevant to the additional factors and further input from MDT and FHWA, a revised set of CHSP goals and objectives was developed and distributed to the CHSP Committee for discussion at their September 2005 meeting. The proposed goals of the CHSP were the following:

- Reduce the Montana statewide fatality rate from 2.05 per 100 million vehicle miles traveled (VMT) (2004) to 1.5 per 100 million VMT by 2008; and
- Reduce the Montana statewide injury rate from 82.9 per 100 million vehicle miles traveled (VMT) (2004) to ??? per 100 million VMT by 2008.

The proposed objectives to achieve the goals of the CHSP were as follows:

- Management and Decision Support Objectives:
  - Establish a process to reduce crashes, injury crashes, and fatal crashes in identified high-crash corridors;
  - Develop and implement a comprehensive, coordinated transportation records and crash reporting, data management, and analysis system, accessible to all stakeholders, to manage and evaluate transportation safety; and
  - Develop an effective and integrated Emergency Medical Service (EMS) delivery system.
- Countermeasure Objectives:
  - Reduce statewide alcohol-related fatal and serious injury crashes;
  - Reduce and mitigate the consequences of single vehicle run-off-the-road fatal and serious injury crashes;
  - Reduce young driver (under age 21) fatal and serious injury crashes;
  - Increase safety belt usage to 90 percent;
  - Reduce Native American fatal crashes;
  - Reduce fatal and serious injury crashes involving trucks;
  - Reduce fatal and serious injury crashes in urban areas; and
  - Reduce motorcycle fatal and serious injury crashes.

At the September 2005 meeting, discussion of the overall CHSP goals included presentations by both FHWA and the MDT Traffic and Safety Bureau regarding the implications and

challenges presented by alternative fatality goals. As a result of this discussion, the following modified goals were adopted by the CHSP Committee:

- Reduce the Montana statewide fatality rate from 2.05 per 100 million vehicle miles traveled (VMT) (2004) to 1.79 per 100 million VMT by 2008; and
- Reduce the Montana statewide fatality rate to 1.0 per 100 million VMT by 2015.

Following the September 2005 CHSP Committee meeting, an additional CHSP goal was adopted at the direction of MDT based on documentation presented to the CHSP Committee by the MDT Traffic and Safety Bureau:[1]

- By reducing the goal of the Montana fatality rate to 1.0 per 100 million VMT by 2015, Montana's incapacitating injuries also will fall from 1,700 in 2005 to 950 in 2015.

In a subsequent mailing to the CHSP Committee, members were asked to rank the proposed CHSP objectives to focus effort on the most critical Emphasis Areas for the initial development of countermeasures. Based on a straight ranking of priorities in responses from the CHSP Committee members, the following Emphasis Areas were identified as priorities for the CHSP (in order of ranking):

1. Increase safety belt usage to 90 percent;
2. Reduce statewide alcohol- and drug-impaired fatal and incapacitating injury crashes;
3. Reduce Native American fatal crashes;
4. Reduce an mitigate the consequences of single vehicle run-off-the-road fatal and incapacitating injury crashes;
5. Develop and implement a comprehensive, coordinated transportation records and crash reporting, data management, and analysis system, accessible to all stakeholders, to manage and evaluate transportation safety; and
6. Reduce young driver (under age 21) fatal and incapacitating injury crashes.

Concurrent with MDT's request for the ranking of CHSP objectives, the following additional Emphasis Areas were suggested for inclusion by FHWA and the MDT Traffic and Safety Bureau, although not as CHSP priorities at this time:

- Identify High-Crash Locations/Implement countermeasures (recommended by FHWA and MDT TSB); and
- Reduce Animal-Vehicle Collisions/Conflicts (recommended by FHWA).

[1] E-mail from Carol Strizich, Montana Department of Transportation, December 12, 2005, based on documentation from Pierre Jomini (MDT).

In subsequent discussions with MDT and in consultation with CHSP stakeholders, the final list of CHSP emphasis areas was refined to include the following as the CHSP's priority emphasis areas:

1. Increase safety belt usage to 90 percent;
2. Reduce statewide alcohol- and drug-impaired fatal and incapacitating injury crashes;
3. Reduce Native American fatal crashes;
4. Reduce and mitigate the consequences of single vehicle run-off-the-road fatal and incapacitating injury crashes;
5. Develop and implement a comprehensive, coordinated transportation records and crash reporting, data management, and analysis system, accessible to all stakeholders, to manage and evaluate transportation safety;
6. Reduce young driver (under age 21) fatal and incapacitating injury crashes;
7. Establish a process to reduce crashes, injury crashes, and fatal crashes in identified high-crash corridors and locations;
8. Reduce fatal and incapacitating injury crashes involving trucks;
9. Develop an effective and integrated Emergency Medical Services (EMS) delivery system;
10. Reduce fatal and incapacitating injury crashes in urban areas;
11. Reduce motorcycle fatal and incapacitating injury crashes; and
12. Reduce older driver fatal and incapacitating injury crashes.

Based on this designation, Emphasis Area Action Teams were established to address each of these priority Emphasis Areas. Action teams were comprised of a wide range of stakeholders with the responsibility of assessing the effectiveness of current programs and strategies, identifying gaps were new or improved programs and strategies might be considered, and nominating additional candidate countermeasures relevant to each Emphasis Area. These candidate countermeasures and strategies were then presented to the CHSP Committee with supporting documentation on the relative effectiveness of each measure.[2] The CHSP Committee then went through a prioritization exercise to determine priority strategies for inclusion in the CHSP. These strategies are presented in Section VI of the CHSP.

[2] Based on AASHTO's NCHRP 500 Series and NHTSA/GHSA's "Countermeasures That Work" documentation.

Appendix B

Montana Tribal Safety Conscious Planning Forum Report

MONTANA TRIBAL SAFETY CONSCIOUS PLANNING FORUM

HELENA, MONTANA
JUNE 6 AND 7, 2005

SPONSORED BY
MONTANA DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

PREPARED BY CAMBRIDGE SYSTEMATICS

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Background

Injury is the leading cause of death in the United States for people whose ages range from about six months to 45 years and, because it so disproportionately strikes the young, it is also the leading cause of lost years of productive life. Motor vehicle injury is overwhelmingly the largest component of these losses.

Safety improvement requires progress toward reducing the crash experience of drivers, passengers, and other more vulnerable road users. In 2003, 42,643 people died on the nation's roadways and nearly three million were injured in motor vehicle-related crashes. Over the past few years, the number of fatalities has remained essentially unchanged. The human and economic consequences of these crashes are unaffordable and unacceptable. In the absence of substantial progress, more than 400,000 people will die on the roadways during the current decade at a cost of nearly $2.0 trillion. The majority of motor vehicle crashes are predictable and preventable; the carnage is unnecessary.

The major focus and most visible commitment to safety in the United States over at least the past two decades has been on vehicle crash worthiness and driver behavior; yet, the effectiveness of those strategies appears to have reached a plateau in terms of reducing the *number* of crashes, injuries, and fatalities. In 2003, U.S. Secretary of Transportation Norman Mineta issued a "Call to Quarters" and set a national goal of reducing fatalities to a rate of 1.0 fatalities per 100 million vehicle miles of travel (VMT) by 2008.

All U.S. Department of Transportation (DOT) modes and many other organizations are supporting this goal, including the American Association of State Highway and Transportation Officials (AASHTO), the Governors Highway Safety Association (GHSA), the American Association of Motor Vehicle Administrators (AAMVA), the Commercial Vehicle Safety Alliance (CVSA), and the International Association of Chiefs of Police (IACP).

A number of strategies are being implemented across the nation to drive down the human and economic costs of motor vehicle crashes and meet the goal of 1.0 fatalities per 100 million VMT by 2008. One initiative focuses on the <u>explicit</u> consideration of safety in the traditional transportation planning processes. This action is mandated by the Transportation Equity Act for the 21st Century (TEA-21), and its implementation is supported by a group of strategies led by a broad-based coalition of transportation agencies and professional associations known as the Safety Conscious Planning Working Group (SCPWG). One of the strategic initiatives is to sponsor state and regional safety conscious planning (SCP) forums to start a dialogue among the traditionally siloed transportation and safety agencies and to develop collaborative strategies for improving safety. Montana is the 22nd state to participate in one of these forums.

A second relevant and important initiative is the AASHTO Strategic Highway Safety Plan that will, upon completion, include 22 countermeasure areas and guidebooks designed to assist states in identifying their priority problem areas and contributing to the nationwide effort of achieving the 1.0 goal. Many states are participating in this activity and, although

Montana does not have a formal arrangement with AASHTO regarding this initiative, the State is developing a comprehensive highway safety plan (CHSP) on its own.

Transportation Safety in Montana

Montana is proactively addressing its transportation safety issues through new legislation, planning initiatives, and a wide range of programs aimed at improving safety through engineering, education, enforcement, and emergency response. In the past few months, the state legislature has passed new legislation mandating tougher impaired driving enforcement, graduated driver licensing, increased funding for enforcement, and an open container law. A primary safety belt enforcement law was narrowly defeated and is expected to be reintroduced in the next legislative session. Concurrently, the State, under the leadership of the Montana Department of Transportation (MDT), is developing a CHSP intended to establish an interagency initiative encompassing state, Federal, local, and tribal agencies and individuals in a concerted effort to improve transportation safety for all modes across the State.

Montana is well aware of its unacceptable safety statistics that are among the highest in the country for overall traffic fatalities per miles driven, rural single vehicle crashes, and impaired driving crashes. The Rocky Mountain States have unique transportation safety issues, and Montana's problems are among the most severe. As in all these states, the majority of travel is on rural roads that typically involve longer distances and higher speeds than urban travel. Under these circumstances, the likelihood of single vehicle road departure crashes is greater. While single vehicle fatal crashes account for 58 percent of fatal crashes in the United States, in Montana they account for 66 percent. In 2004, Montana experienced 209 fatal crashes resulting in 229 fatalities. Montana's fatality rate (i.e., the number of fatalities per 100 million miles traveled) was 2.05. Although this is an all-time low for Montana, it is significantly higher than the national rate of 1.48.

Montana's Tribal SCP Forum

American Indians comprise 6.5 percent of the State's total population, yet each year in Montana, this population cohort accounts for 14 to 20 percent of traffic fatalities. In 2004, more than 30 percent of the alcohol-related fatalities in Montana involved American Indians. Nine percent of all land in Montana is designated as Indian reservations. On Montana's Indian reservations, more than 73 percent of fatal crashes are single vehicle crashes. It is clear to MDT leadership that any effort to successfully address the State's transportation safety issues in a comprehensive manner must involve the residents of Indian Country. Hence, MDT approached the Federal Highway Administration (FHWA) with a request to alter the traditional SCP forum model and focus exclusively on the tribal governments. The FHWA enthusiastically agreed to this challenge and offered additional

assistance. Montana is not the only state with a high crash rate among the American Indian population. The FHWA and National Highway Traffic Safety Administration (NHTSA) are eager to learn new and effective strategies for improving safe travel for American Indians.

The Montana Tribal SCP Forum was conducted as a critical first step in an effort to reverse these statistics and work toward safer transportation conditions for this important segment of Montana's population. The Forum was organized as a joint effort of the Governor's Office, MDT, FHWA, NHTSA, and Montana's seven tribal reservations. Montana is home to 11 Indian tribes that occupy these reservations: Blackfeet; Crow; Flathead (Confederated Salish and Kootenai Tribes); Fort Belknap (Assiniboine and Gros Ventre); Fort Peck (Assiniboine and Sioux); Northern Cheyenne; and Rocky Boy (Chippewa/Cree). These reservations are shown in Figure 1. The Little Shell tribe was also represented at the Forum although they are a landless tribe. The Forum represents the first time Montana's Tribal Governments have gathered to address the statewide transportation safety needs of American Indians. Accomplishing this Forum required the organizers and participants to overcome significant impediments in communication, travel distance, and historical and cultural differences. It is commendable that they were able to initiate this effort toward a shared goal of reducing the human and economic consequences of traffic crashes for the residents of Montana.

American Indian Transportation Safety Issues

As discussed in the preceding section, American Indians represent approximately 6.5 percent of Montana's population. Yet as shown in Figure 2 and Table 1, in 2004, American Indians experienced 20 percent of the State's fatalities. Trends indicate that the share of the State's fatalities represented by American Indians is increasing. While 105 of the State's fatalities were alcohol related, 32 of the Indian fatalities (more than 30 percent) were alcohol related. According to statistics presented by Cordell Ringel of the Montana-Wyoming Tribal Leaders Council, fatal crashes on Indian Reservations increased by 51 percent between 1975 and 2002. During the past four years, safety belt use for Indian occupant fatalities was less than seven percent while safety belt use for other occupant fatalities was more than 30 percent.

Unfortunately, data that fully details the extent of the transportation safety problem for Montana's American Indian population is very limited, simply because many crashes are unreported. It is apparent that American Indians recognize the seriousness of the problem; yet, its full magnitude cannot be specified due to the lack of relevant data.

Figure 1. Map of Montana Indian Reservations

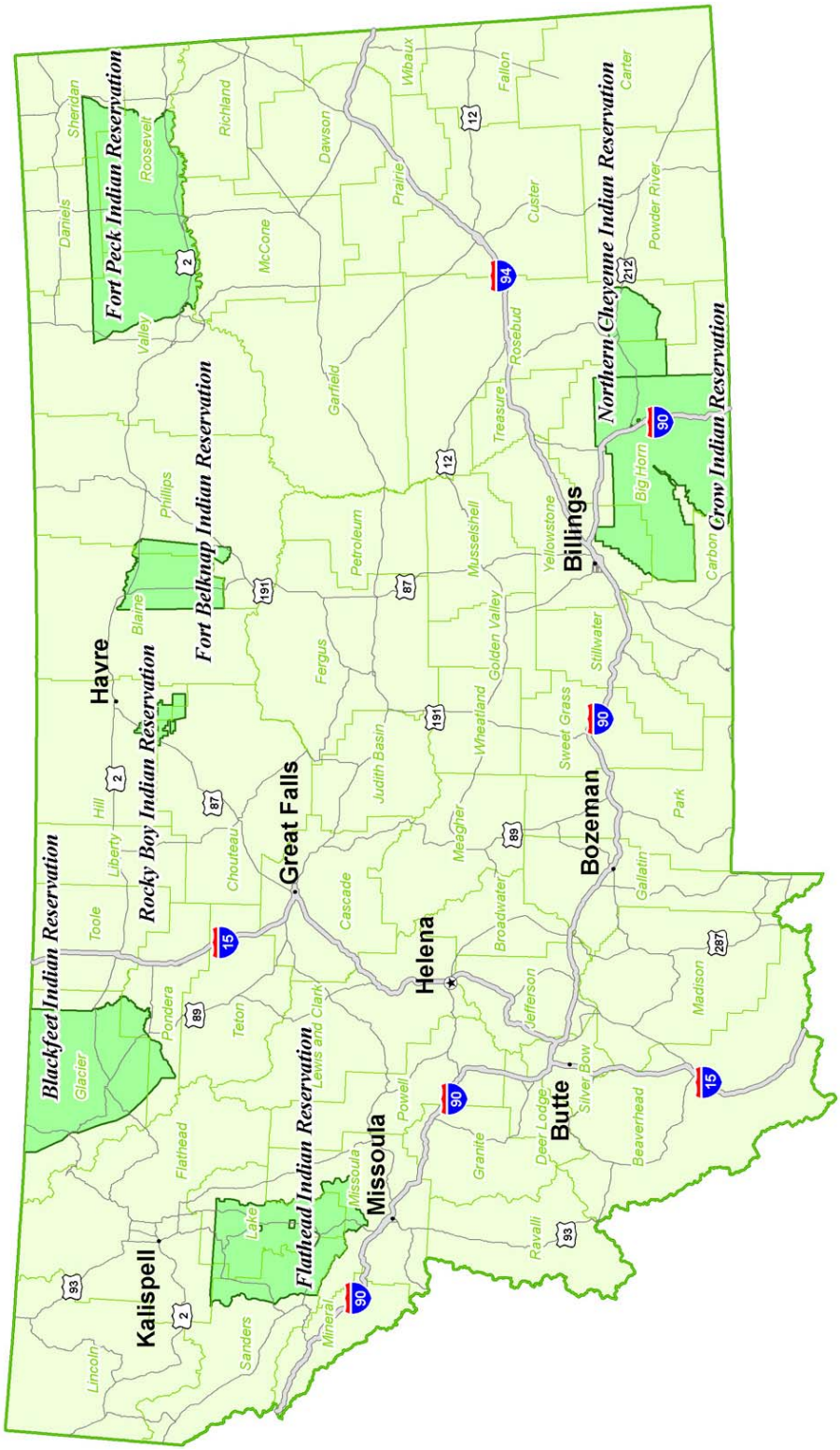
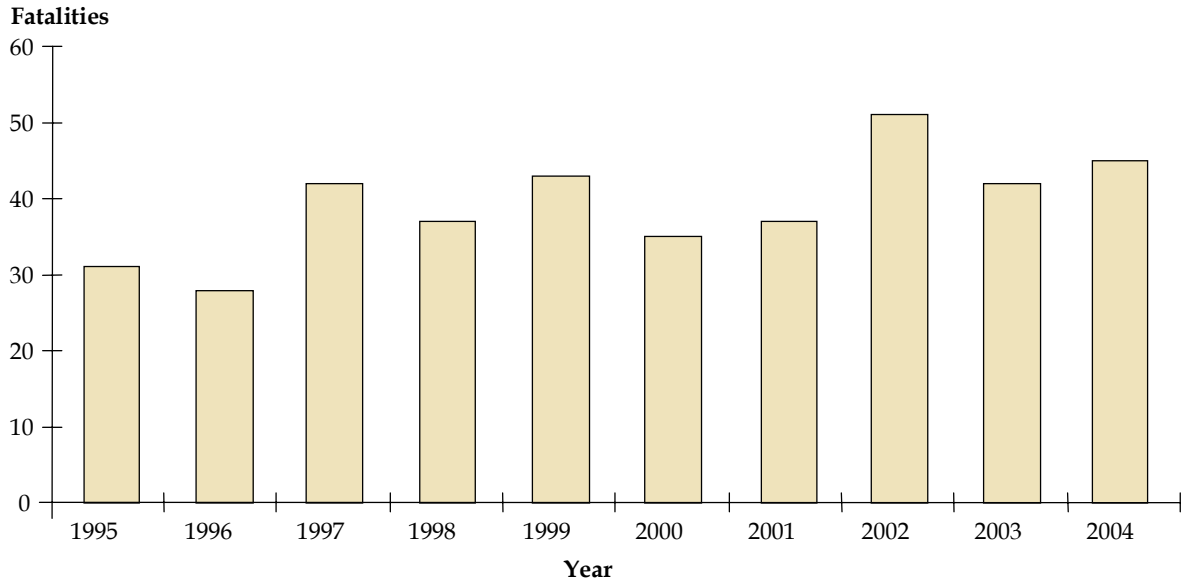


Figure 2. American Indian Fatalities



Source: FARS Database – Montana Department of Transportation.

Table 1. American Indian Fatalities in Montana by Year

Year	American Indian Fatalities	Total Fatalities	Percent of Montana Fatalities	Indian Alcohol-Related Fatalities	Percent of All Indian Fatalities	Percent of Montana Alcohol-Related Fatalities
1995	31	216	14.4%	23	74.2%	24.2%
1996	28	198	14.0%	19	67.9%	24.4%
1997	42	265	15.8%	30	71.4%	24.2%
1998	37	237	15.6%	21	56.8%	20.0%
1999	43	220	19.5%	26	60.5%	23.9%
2000	35	237	14.8%	28	80.0%	23.9%
2001	37	230	16.1%	26	70.2%	25.0%
2002	51	269	18.9%	35	68.6%	27.8%
2003	42	262	16.0%	35	83.3%	27.3%
2004	45	229	19.7%	32	71.1%	30.5%

Source: FARS Database – Montana Department of Transportation.

Forum Objectives

Montana is currently in the process of developing a Statewide CHSP that is intended to encompass the activities and safety needs of all people and agencies within the State. Being fully aware of the need to incorporate goals and strategies into the CHSP that address the needs of the American Indian population, the Tribal SCP Forum was undertaken with the following objectives:

- To initiate communication and discussion with Montana's American Indians about the overall topic of transportation safety;
- To inform Montana's American Indians about programs and strategies currently underway at the Federal, state, and local levels to address transportation safety;
- To invite and encourage Montana's American Indians to participate in the development of the Statewide CHSP;
- To learn more about the nature of safety problems in Indian Country and what is being done on individual reservations to reduce transportation-related fatalities, injuries, and crashes; and
- To initiate discussion of specific countermeasures that may have applicability to the unique transportation safety problems of Montana's American Indians.

Federal Emphasis on Comprehensive Safety Planning

Jim Lynch, MDT Director; Janice Brown, Montana FHWA Division Administrator; and State Senator Frank Smith, who represents the Fort Peck Reservation, provided opening welcoming remarks. The Forum then focused on Federal efforts to promote comprehensive highway safety planning and to encompass the needs and efforts of American Indians in the development and implementation of safety plans.

Rudy Umbs, the FHWA's Chief Highway Safety Officer, urged all Forum participants to "come to the table" and participate in the safety planning effort. He stressed that the most important aspect of a CHSP is "accountability" and that a critical element of the safety planning process centers on access to high-quality crash data. All available data should be utilized including data from emergency medical services. An effective plan must have a "mission" and a "vision" that provides a basis upon which to establish goals. The goals should be "reasonable and attainable with a little stretch."

Robert Weltzer, NHTSA Senior Program Manager for the Rocky Mountain Division, reiterated the fundamental concern that American Indians are overrepresented in Montana's fatality statistics based on their share of the population. He indicated that NHTSA has

been making an effort for many years to include American Indians in the highway safety planning process and he is hopeful that progress will be made as a result of the Forum. Mr. Weltzer explained NHTSA's responsibilities for the development of highway safety programs relative to enforcement, education, and emergency services.

Montana's Safety Initiatives

At the state level, Montana is involved in numerous transportation safety initiatives being pursued by a wide range of agencies with various functional responsibilities. In his remarks on the second day of the Tribal Forum, Governor Brian Schweitzer encouraged all participants at the Forum to collaborate with the State by participating and promoting programs to improve transportation safety. Following the Governor's remarks, a number of presentations provided an overview of activities being undertaken at the state level to improve transportation safety.

Statewide Safety Goals

MDT Director Jim Lynch announced that the State should work toward a goal of ***zero*** fatalities per 100 million VMT. He indicated that, although AASHTO, et al., are encouraging states to adopt a goal of one fatality per 100 million VMT, even one traffic fatality in Montana is not acceptable. Therefore, he encouraged all present at the Forum to work toward a goal of zero fatalities. Director Lynch then described the effort to develop a Statewide CHSP. The plan will involve the establishment of Montana-specific performance goals addressing both long- and short-term objectives. Specific strategies and countermeasures will be developed in response to these goals. Partners in the process will include the FHWA, NHTSA, the Tribal Governments, motor carriers, Montana's County Attorneys Association, the Department of Justice, the Department of Health and Human Services, the Office of Public Instruction, the Sheriff and Peace Officer's Association, the Montana Highway Patrol, and the Montana Court Administrator. A key component of the plan will be a program of outreach and implementation. The Director appealed to the tribal representatives to be involved in the development of the plan and to participate in its working groups.

Data Issues

Jack Williams, MDT's Safety Analyst; and Cordell Ringel, representing the Montana-Wyoming Tribal Leaders Council, discussed the fundamental need to collect and utilize data in developing and monitoring transportation safety efforts. Summaries of available data for each tribe were prepared by MDT and distributed to each of the tribal representatives in the information binders.

Serious gaps exist in the data available from the State's Indian reservations. Much of the available data only describes traffic fatalities. Injury-related and property damage-only crashes on tribal lands are generally unreported or underreported to the state.

Mr. Ringel discussed the recent Tribal Records Assessments conducted on all Montana Indian reservations to ascertain what data are currently collected, how they are managed and analyzed, and how they are being shared among the various entities involved in transportation safety.

Craig Genzlinger, the FHWA Montana Division Tribal Coordinator, also discussed the problem of inadequate data but noted that the State is now willing to accept crash reports without personal identifier information, which has previously been a deterrent, particularly for American Indians who are concerned about racial profiling.

Impaired Driving

Priscilla Sinclair, the State Highway Traffic Safety Officer, discussed Montana initiatives to reduce impaired driving, including the recent Alcohol Assessment. Ms. Sinclair identified barriers that hinder Tribal Governments from addressing the impaired driving issue. As mentioned previously, a major problem is the lack of data that the tribes can use to substantiate the extent of the problem and justify funding requests. Also, Federal rules prohibit the use of Federal funds to support programs that may already be receiving funding from other Federal sources. Ms. Sinclair then described the effort to improve and expand how traffic and safety data are utilized in Montana with the objective, among other things, of improving DUI arrest and conviction reporting. A Strategic Plan for a Comprehensive Traffic Records System is being developed, and Ms. Sinclair indicated that there should be tribal representation on the Traffic Records Coordinating Committee overseeing the development of the Strategic Plan, as well as on the state DUI Task Forces.

Montana's Comprehensive Highway Safety Plan (CHSP)

As discussed in many of the Forum presentations, Montana is currently in the process of developing a CHSP. The Tribal Forum was conducted, in part, to introduce the CHSP effort to the Montana Tribal Governments and to encourage their participation. The CHSP is being developed collaboratively under the leadership of the Montana Traffic Safety Committee. The Committee was established in 2004, recognizing the need to coordinate activities and resources to achieve safer transportation conditions in Montana. The CHSP is intended to:

- Establish specific, quantifiable safety-related goals, objectives, and performance measures relevant to all modes of transportation including highways, transit, bicycle and pedestrian, and commercial vehicles.

- Address issues at all levels of jurisdiction with specific attention to local and tribal entities with responsibility for prevention and enforcement.

- Identify candidate safety strategies and evaluate their potential benefits, costs, and ability to attain defined performance objectives.

- Establish a mechanism for interagency coordination with respect to issues of safety and develop the necessary partnership agreements.

- Carry out a program of public outreach and education in support of the CHSP.

- Provide a strategic implementation plan with short-, mid-, and long-term action items, including action items that can be incorporated into MDT's performance plans, Transportation Improvement Programs (TIPs), State Transportation Improvement Program (STIP), and the State's long-range transportation policy plan (*TRANPLAN 21*).

A consultant team is under contract to MDT to work in collaboration with MDT and the Montana Traffic Safety Committee to develop the CHSP.

The comprehensive safety planning effort has identified more than 100 agencies, organizations, and individuals at the Federal, tribal, State, and local levels who are directly or indirectly involved in activities related to transportation safety in Montana. Interviews conducted with many of these agencies have indicated an overwhelming desire to work together to improve safety in Montana. To achieve desired goals and objectives and to make the best use of limited funding and personnel resources, it is essential that a coordinated and comprehensive program be established that defines appropriate roles for all entities involved and focuses activities to take advantage of each entity's strengths and abilities. Successful collaboration will entail an ongoing process of working together to plan, solve problems, and manage safety-related activities.

Current Programs and Success Stories

A facilitated roundtable discussion focused on current safety efforts on the reservations. Some of the safety programs are highlighted below.

Of particular interest to participants was a short film and discussion of how the Crow Tribe was able to reduce annual traffic fatalities on the reservation from 11 to one in a sin-

gle year[1]. The key is increased law enforcement presence. "We put law and order on the highways and slowed people down." This increased enforcement is largely the result of concerted efforts to promote greater cooperation among the Tribal Government, the Bureau of Indian Affairs (BIA), the Montana Highway Patrol (MHP), the Bureau of Fish and Game, and the local sheriff's offices. The strategies include highly visible random sobriety checkpoints. The checkpoints not only involve sobriety testing, but also safety belt and child restraint observation surveys, and verification of insurance and driver age. If an intoxicated driver is observed and another passenger in the vehicle is found to be sober, rather than arresting the driver, the sober passenger is allowed to become the designated driver. Police officers are given discretion in treating a violation; hence, less emphasis on punishment and more on treatment. "We have a different Law and Order Code than the State." Drunkenness is not considered acceptable behavior on the reservation and alcohol use is addressed through a variety of proactive programs, such as the DARE program in elementary schools. "We do not sweep the problem under the rug."

The Flathead tribe indicated that they have good enforcement equipment available such as speed radars and breathalyzers. They have positive relationships with the other enforcement agencies. Their concern is the focus on enforcement rather than prevention. The real effort to promote safety and safe driving practices must begin with the family to convey the message that drinking and driving, and other traffic infractions, are unacceptable behavior. Drinking is a way of life on the reservation and the cycle needs to be broken starting with a focus on youth.

Many of the individual success stories are the result of better communication between enforcement agencies and education programs aimed at families and young people taking place in conjunction with powwows and with youth groups and scouting organizations.

Challenges

Jurisdictional issues create some major problems on the reservations as the following examples show:

- The reservations are sovereign nations; hence, each has its own set of traffic laws. Little coordination exists to harmonize the laws among the Tribal Governments or between the Tribal Governments and the State. The Tribal Governments are suspicious of the State and closely protect their sovereignty.

- Conflicting authority is often found among the BIA, Tribal Police, and the MHP.

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[1] FARS data, used by MDT for safety analysis purposes, is not consistent with this finding. The FARS data shows a significant, but lesser, reduction in fatalities which may be due to differences in road types included in the analysis.

- Some Tribal Governments allow for cross-deputization but the dynamics of each reservation is different.

- Some reservations are entirely dry while others have numerous establishments where liquor is available.

- The Northern Cheyenne is divided with half of its members in Rosebud and Big Horn counties.

Many issues will have to be addressed and hopefully resolved before major safety improvements will occur. Beyond the jurisdictional issues, others include:

- Safety improvements depend on timely and accurate data to identify, quantify, and characterize the safety problems. Data are largely lacking and the politics of data sharing are unresolved.

- The BIA Safety Office lacks sufficient funding to support all Tribal Governments. Therefore, some receive enforcement funding and others do not. Where funds are unavailable, enforcement is often weak or non-existent.

- Some reported a lack of support from elected officials for traffic law enforcement.

- In some cases, commercial vehicles use reservation roads because speed limits are not enforced, and it sometimes saves fuel. Truck traffic causes degradation to roads that may already be in poor repair and there is evidence of safety problems as well.

- Driver training is a particular challenge on the reservations. Many young drivers do not take driver training due at least in part to the costs.

- There was general agreement that safety belt enforcement is a major issue on all of the reservations. The Rocky Boy reservation recently passed a safety belt law that is defined as neither primary nor secondary, and officers are allowed to exercise discretion during traffic stops.

Solutions

A facilitated discussion was held the second day of the Forum to discuss the challenges and develop strategies for making progress in resolving the problems.

Data

Data was a primary discussion topic. The question posed was, "What do the Tribal Governments need to encourage and enable better crash data reporting?" Data sharing practices are widely variable among the Tribal Governments. For example, the Salish-

Kootenai tribe does report crash data. The Rocky Boy reservation collects crash data, but limits what they report to the State because the tribal council is concerned about losing sovereignty. They feel if they provide data, the State may assume authority over the roads and enforcement if crash severity reaches unacceptable levels.

Mr. Ringel said the issue may be resolved by a new tribal accident report form that deletes personal data before the forms are submitted to state authorities. Only the tribal police would have access to personal data.

Increased communication and collaboration may also contribute to better crash data reporting. In some cases, the tribes do not understand the State's need for data or how the data are used. For example, many are unaware that data can be used to justify grant funding for road improvements, as well as enforcement and education programs.

Jurisdictional Coordination

Many agencies operate on the reservations; e.g., BIA Police, County authorities, Indian Health Service, Tribal Police, MHP, etc. Communication is often lacking among these agencies; indeed, in some cases agency personnel become territorial even though there is a critical need to network. For example, one participant reported an observation that law violators being pursued by MHP will frequently speed to the reservation because they know the MHP cannot continue the pursuit on the tribal lands.

Cross-deputization giving all enforcement officers equal jurisdiction provides a potential solution to the problem, but it requires a level of trust among the various entities that may be difficult to achieve. However, Montana experience has shown that it is possible and, when it works, it results in increased enforcement presence on the reservations.

Resources

Funding for safety programs, particularly education and enforcement, is a problem for all reservations. This includes funding for enforcement personnel and equipment, as well as road maintenance.

MDT Director Lynch committed to involve the tribal governments in investment decisions and the Tribal Governments were invited to participate in developing the STIP as well as the Highway Safety Plan.

Next Steps/Action Items

Action items were identified during the Forum for follow up by MDT, Tribal Governments, and other appropriate agencies.

1. Encourage Tribal Government representation on the State's Traffic Safety Committee, which is currently overseeing the development of the Montana CHSP.

2. Encourage Tribal Government representation on the Traffic Records Coordinating Committee.

3. Encourage Tribal Government participation in the development and implementation of the Highway Safety Plan.

4. Provide copies of the CHSP to each Tribal Government/reservation and solicit input for future safety programs.

5. Meet individually with Tribal Government representatives to discuss the CHSP and obtain input.

   Note: During the Forum, Governor Schweitzer pointed out that past practice generally involved a state agency holding a meeting in Helena and inviting tribal participation. He announced a "new day" in state government and committed to travel to the reservations to discuss issues and hear the views of Indian Country. Director Lynch followed up on that promise by committing travel to the reservations to obtain tribal input for the CHSP.

6. Finalize development, disseminate, and provide guidance on completing the tribal crash report to the Tribal Governments and Tribal Police. Encourage the utilization of the new form and sharing of data with state agencies.

Appendix A

Forum Participant List

First Name	Last Name	Address	City	State	Zip Code	Telephone	E-mail	Organization
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First Name	Last Name	Address	City	State	Zip Code	Telephone	E-mail	Organization
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Lloyd	Irvin	P.O. Box 278	Pablo	MT	59835	675-2200		SCKT Council
Jim	Summers	501 MedicineBear Road	Poplar	MT	59255	768-5566		Fort Peck Law Enforcement
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Reno	Charette							Governor's Office – Tribal Liaison

Appendix B

Forum Agenda

Tribal Safety Conscious Planning Forum

Colonial Hotel Red Lion
Helena, Montana

Meeting facilitated by Tom Christian, Fort Peck Tribal Council Member

Monday, June 6

12:00 Noon – Gallery Room

Lunch Seated/Served

Opening Invocation

Welcoming Comments

Jim Lynch ..... MDT Director

Janice W. Brown ..... FHWA Division Administrator

Jay St. Goddard ..... Vice Chair, Montana-Wyoming Tribal Leaders Council

Short Break

1:00 p.m. – Executive Room

U.S. DOT Emphasis on Comprehensive Highway Safety Planning

The National Initiative ..... Rudy Umbs, FHWA Chief Highway Safety Officer

Partnership and Collaboration ..... Bob Weltzer, NHTSA Senior Program Manager

1:30 p.m.

Montana's Highway Safety Initiatives

Comprehensive Safety Plan ..... Jim Lynch, MDT Director

Solutions Start With Good Data ..... Jack Williams, MDT

..... Cordell Ringel, for Montana–Wyoming Tribal Leaders

How Do We Use the Data? ..... Duane Williams, MDT

Impaired Driving ..... Priscilla Sinclair, MDT

Reaching Montana Tribal Audiences ..... Randi Szabo, Vice President Banik Communications

2:30 p.m. – 2:45 p.m.

Break

2:45 p.m.

Spotlight on Tribal Successes in Highway Safety..... Crow Highway Safety Initiative
Cordell Ringel

Indian Health Services..... Jodee Dennison

3:45 p.m. – 5:00 p.m.

Facilitated Roundtable Discussion on Tribal Successes and Challenges

Participants are asked to share tribal successes and challenges in addressing highway traffic safety. The following are some questions to kickoff the discussion:

- What has worked in your reservation to reduce crashes?
- What was the key in this success?
- What are the biggest challenges?

End Day One

Tuesday, June 7

7:30 a.m. – Executive Room

Buffet Breakfast

8:30 a.m.

Opening Invocation

Views of the Governor and Officials on
Improving Tribal Highway Traffic Safety ..... Governor Brian Schweitzer
..... Senator Frank Smith
..... Senator Mike Cooney
..... Commissioner Gary MacDonald

10:00 a.m. – 10:15 a.m.

Break

10:15 a.m.—10:45 a.m.

Overview of Highway Safety Programs
Available in Indian Country ..... Craig Genzlinger, FHWA
..... Priscilla Sinclair, MDT

10:45 a.m. – 12:00 noon

Next Steps in Moving Forward – A Facilitated Discussion

Introduction..... Tom Christian

Facilitators..... Cordell Ringel
..... Susan Herbel

The goal of this session is to share ideas on how to best make progress improving highway traffic safety in Indian Country. Everyone's ideas are welcome. A few questions to kickoff the discussion include:

- What are the issues surrounding sharing data?
- What programs do you feel need more emphasis?
- What is needed for your tribe to participate in Montana's Comprehensive Safety Plan?
- What one thing related to highway traffic safety in Indian Country must be incorporated into a statewide safety plan?
- What will you do to participate in Montana's Comprehensive Safety Plan?
- What will your next steps be to improve highway traffic safety?

End of Conference

Drive Home Safely!!!!