



County Safety Corridor Pilot Program Report to the Legislative Assembly

House Bill 3213 (2019), ORS 811.483

Association of Oregon Counties

September, 2024

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Executive Summary

House Bill 3213 (2019) directed the Oregon Department of Transportation (ODOT), through a County Safety Corridor Advisory Group (CSCAG), to establish a safety corridor pilot program to evaluate the processes for and effectiveness of allowing counties to designate safety corridors with doubled traffic fines. HB 3213 directs participating pilot counties to prepare a report to the Legislative Assembly on outcomes and recommendations by September 15, 2022, and September 15, 2024. You can find the two pilot county required legislative reports included in Appendix A: Lane County's London Road Safety Corridor, and Appendix B: Marion County's McKay/Yergen/Ehlen Road Safety Corridor. This report's intention is to describe the advisory group's goals and stakeholders, objective criteria for designating a county safety corridor, the guidelines for pilot program participation, the outreach activities, and recommendations.

The County Safety Corridor Pilot Program provides a framework to make a lifesaving difference in the short-term on a stretch of a county roadway that has a high incidence of fatal and serious injury crashes. The safety corridor designation requires planned improvements in engineering, education, enforcement, and emergency services (four safety E's), and allows for doubled traffic fines. Previously, the allowance for safety corridor designation and doubled traffic fines was only applicable to ODOT highways.

County Safety Corridors are managed, funded and controlled by counties. The program is locally coordinated in each community by county agency governments, interested citizens, businesses, schools, and other agencies that have a vested interest in the safety of their roadways.

The CSCAG recommends the establishment of a permanent county safety corridor program. Additionally, Lane County recommends providing funding to implement the four safety E's.

Background

House Bill 3213 passed by the 2019 Oregon Legislature directs the Oregon Department of Transportation (ODOT) to establish a County Safety Corridor Pilot Program. This law requires the formation of a County Safety Corridor Advisory Group (CSCAG), empowers the CSCAG to create guidelines for participation in the County Safety Corridor Pilot Program, and imposes reporting requirements on counties participating in safety corridor pilot programs.

The CSCAG is Tasked to:

- Select up to five Oregon counties to participate in the pilot program.
- Establish objective criteria for designating a county safety corridor.
- Establish content requirements for mandated reports to the Legislature.
- Establish requirements for the county safety corridors including:
 - regular community engagement and public outreach,
 - heightened enforcement, and
 - engineering improvements.

HB 3213 further requires that county safety corridors must have signs posted indicating that fines for traffic offenses committed in the safety corridor will be doubled. ODOT's Transportation Safety Office manages the Safety Corridor Program on the

State Highway System. County Safety Corridors, developed per CSCAG guidelines, are managed, funded and controlled by the county jurisdiction. These guidelines provide the framework to make a lifesaving difference in the short-term on a stretch of a county roadway that has a high incidence of fatal and serious injury crashes. The program is locally coordinated in each community. To ensure success, the County Safety Corridor Pilot Program requires local involvement including county agency governments, interested citizens, businesses, schools, and other agencies that have a vested interest in the safety of their roadways.

Goals

The goal of the County Safety Corridor Pilot Program is to identify corridors with high rates of fatal and serious injury crashes and reduce these crashes, in the short-term, through the use of partnerships with the four safety E's: engineering, enforcement, education, and emergency services. Each component contributes to the mutual goal of reducing fatal and serious injury crashes by addressing significant elements that contribute to roadway safety.

Stakeholders

CSCAG Members include: two members who are representatives of the Oregon Department of Transportation; two members who are representatives of counties; one member who is a firefighter or emergency medical services provider; and one member who is a representative of a law enforcement agency. The ODOT Director appoints these members.

Table 1 CSCAG Members and Stakeholders

Advisory Group Members		
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Selection

One of the purposes of the CSCAG is to provide objective criteria for the designation of safety corridors on Oregon's county roadways. The CSCAG may select up to five counties to participate in the pilot program. Selected counties will propose their own specific safety corridor based on objective criteria. Each county selected will provide a list of their top safety corridor segments to their County Commission for consideration. Candidate corridors must meet these objective criteria:

- The identified segment must meet one of the following conditions:
 - The five-year average of the local fatal and serious injury crash rate (e.g. Crashes per 100,000,000 Vehicle Miles Traveled (VMT)) is at or above 150 percent of the latest statewide five-year average for a similar type of roadway.
 - Has a listing of 85 percent or higher on ODOT's Safety Priority Index System (SPIS).
 - If neither of the above criteria is met, the CSCAG may designate a road as a safety corridor, if county personnel file a petition and the Advisory Group finds there to be significant safety concerns.
- The corridor length must be manageable from an enforcement and education (media coverage) standpoint.

- The road segment must be consistent in nature and between 2 to 10 miles in length.
- Local law enforcement agencies must commit to making the corridor a patrol priority.
- There is a multi-disciplinary stakeholder group that meets on a regular basis (at least quarterly). Stakeholders are defined as those individuals, groups, and agencies that have expressed a current interest in the safety corridor and are considered to have valuable input in the process.

Guidelines

One of the purposes of the CSCAG is to provide guidelines for the management, and coordination of safety corridors on Oregon's county roadways. The CSCAG requires an Annual Safety Corridor Plan that details strategies for implementing the four safety E's: Engineering, Education, Enforcement, and Emergency Services.

Engineering

An engineering plan should include an annual review of traffic control devices (signing, striping, pavement markings, and delineation) on the corridor for compliance with current standards and assure proper visibility and legibility. An engineering plan should identify counter measures to the pattern of serious/fatal crashes on the facility and look for immediate, near term, and long term mitigation projects. Funding these projects is the responsibility of the local jurisdiction.

Education

An Education plan should include a minimum of four quarterly traffic safety public information campaigns planned and accomplished through paid or volunteer efforts for the corridor. This may be a combination of print, radio, TV, cable, billboards, theater ads, presentations to local schools, civic groups, etc.

Enforcement

An enforcement plan should include an annual commitment from the enforcement agencies noting the corridor remains an active patrol priority for their jurisdiction(s).

Emergency Medical Services (EMS)

An emergency services plan includes Identification of all medical service providers and their contact staff name and telephone numbers within the corridor area including local agencies, ambulance services, fire, hospitals, etc. Specific EMS communication or vehicle access issues should be identified and documented.

Reporting Requirements

The Annual Safety Corridor Plan provides the basis for the required reports to the Oregon Legislature and to the Oregon Transportation Safety Committee (OTSC).

HB 3213 has the following reporting requirements:

- Each county shall, in consultation with the department, prepare two reports on its findings, including any recommendations for legislation, and shall submit the reports to an appropriate committee or interim committee of the Legislative Assembly related to transportation.

- The first report must be submitted no later than September 15, 2022. The second report must be submitted no later than September 15, 2024.
- Additionally, the County shall provide an annual report to the Oregon Transportation Safety Committee (OTSC).

Outreach

With the launch of the CSCAG in early 2020, interest for the County Safety Corridor Pilot Program was hampered by complications from the COVID-19 pandemic. County road departments across the state were focused on delivering core services and managing staffing and programs as revenue from fuel sales fell . The CSCAG held 15 meetings across four years, adopted bylaws, approved guidelines and criteria for inclusion, approved Marion County's McKay/Yergen/Ehlen Road Safety Corridor in April of 2020, and approved Lane County's London Road Safety Corridor in February of 2021. Klamath County also presented an application in February of 2021 but did not meet the objective criteria for the designation of safety corridors and did not seek special exception. The CSCAG used the intervening time to educate county road officials on the opportunities presented by the County Safety Corridor Pilot Program. Stakeholders gave presentations to the Oregon Association of County Engineers and Surveyors (OACES) as part of an education and outreach program. The CSCAG published a list of qualifying roads using the Oregon Adjustable Safety Index System Tool (OASIST). Finally, CSCAG delivered questionnaires designed to understand the opportunities and barriers to participation. County Road Officials frequently cited limited funding for increased enforcement and limited funding for engineering improvements as barriers to

participation in the County Safety Corridor Pilot Program. The CSCAG values diverse perspectives and geographic representation and has performed outreach towards smaller, rural, eastern, and coastal counties for participation in the pilot program.

Recommendation

Establish a Permanent County Safety Corridor Program

The County Safety Corridor Pilot Program is currently scheduled to be repealed on January 2, 2026. The CSCAG recommends establishment of a permanent County Safety Corridor Program. The CSCAG recommends that the Oregon Legislative Assembly permit counties to enact ordinances to authorize and manage local safety corridors. The CSCAG recommends several statutory requirements and guidelines to inform the development of county ordinances.

- Allow doubled traffic fines in County Safety Corridors, with the following requirements:
 - A county shall have no more than two safety corridors at one time.
 - A safety corridor shall have a demonstrated safety performance issue. Safety performance should be demonstrated by having a higher than average crash rate for fatal and serious injury crash types.
 - An annual report shall be prepared for submission to the County Board of Commissioners.
- Counties are encouraged to take a multi-disciplined approach for improving safety in established County Safety Corridors by:
 - Regularly engaging in with the community and performing public outreach activities,
 - Increasing patrols and enforcement,
 - Planning and implementing short-term, mid-term, and long-term engineering improvements
 - Seeking funding for infrastructure investments

Contacts

[County Safety Corridor Pilot Program Website](#)

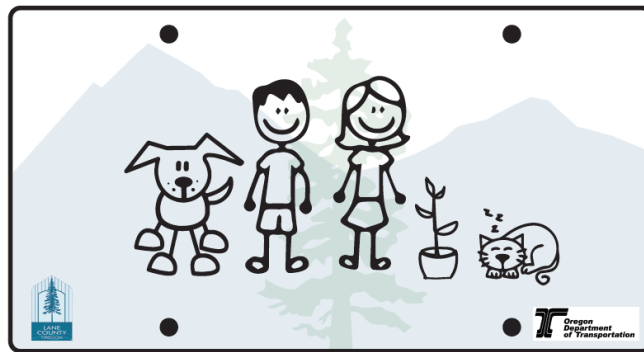
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Appendix A

Lane County Safety Corridor Report

WE WANT YOU HOME SAFE



DRIVE SAFELY

Lane County London Road Safety Corridor Report

June 18, 2024



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Executive Summary

In response to a growing number of fatal and severe-injury crashes on county rural roads, the 2019 Oregon Legislature directed the Oregon Department of Transportation (ODOT) to create a county safety corridor program. HB 3213 directs the County Safety Corridor Advisory Group (CSCAG) and Lane County, as a participant in program, to prepare a report on the outcomes and recommendations. The purpose of this report is to describe the goals and outcomes of engineering, education, enforcement, and emergency service activities on the safety corridor and provide recommendations.

In 2021, Lane County implemented a safety corridor on the first seven miles of London Road which, at the time, had more fatalities than any other road owned by Lane County. As of the date of this report, since the designation, there have been no fatal crashes on the London Road Safety Corridor.

To guide safety actions on the London Road safety corridor, Lane County created an advisory committee which included members from Lane County's Fatal Crash Investigation Team (FCIT), Oregon Department of Transportation (ODOT), South Lane Fire District, and Lane County's Transportation Advisory Committee. The committee developed management and communication plans for coordinated implementation of education, engineering, emergency response and enforcement actions. Other stakeholders supported implementation of the

"Many people from outside the area and within the community use London Road to access recreation opportunities at Cottage Grove Reservoir. Drivers on this section London Road are frequently unfamiliar with the road conditions and in a hurry to get to the lake or home." -- Richard Meyers, City Manager, City of Cottage Grove

education campaigns including: Cottage Grove Rotary Club, London Elementary School, Safe Kids West, and Safe Lane Coalition.

Community engagement has been a major focus of the program. Most of the fatal crashes on London Road involved drugs and/or alcohol which requires behavior change. Public education campaigns were informed by a community survey to develop messages and methods that would resonate with and be relevant to the community. Strategies included: direct mailings to the Cottage Grove zip code; community surveys; radio, print and TV media coverage; residents along London Road installing “We Want You Home Safely” yard signs; and an event at London Elementary School. Delivering these campaigns was possible thanks to an ODOT grant, which reimbursed printing and postage.

The Sheriff’s Office worked overtime to provide traffic enforcement which was well publicized to deter risky driving behaviors. Contrary to public opinion, traffic enforcement of the corridor does not generate enough revenue to create a sustainable traffic enforcement presence. Lane County was only able to provide targeted enforcement activities with officers working overtime because those hours are reimbursable by an ODOT grant.

Without this financial support, Lane County would not have been able to implement safety actions on the corridor. Administering the safety corridor program is labor intensive, from developing campaigns, convening advisory meetings, and preparing reports such as this one. To fully realize the benefits of a safety corridor designation, future policies need to include financial commitments to support the program.

The program is effective and deserves additional investment of resources. Four months after installing the “Safety Corridor Fines Double” signs, the number of people speeding on

London Road was reduced by 15 percent. Speed measurements two years after implementation show steady progress in reducing the number of people speeding.

One of the most effective long-term strategy for reducing fatal and severe-injury crashes is creating a transportation system that anticipates the inevitability of human error. Lane

County has committed to work Toward Zero Deaths (TZD)

which is the national strategy on highway safety. TZD

outlines strategies and tactics that reduce roadway

fatalities. One key TZD area is safer drivers and passengers

by reducing speeds through enforcement, safety

treatments, roadway designs, and setting speed limits. A

method for setting speed limits is the Safe System

Approach which emphasizes that some degree of roadway

user error will always occur; and that such errors should not result in a fatality or serious injury.

Rural roads are often narrow and windy without shoulders for people to walk or bike separate from vehicle traffic often traveling at high speeds. In contrast to freeways built for 55 mph or greater speeds that are typically straight and wide without driveways, rural roads have multiple driveways as they are primary access to rural lands. The number one safety concern of people living on London Road was getting in and out of their driveways with through traffic traveling at high speeds. On August 30, 2023, the Oregon Speed Zone Panel approved Lane County's request to reduce the speed limit from 55 MPH to 45 MPH for the first mile of London Road.

Safe System Approach

- Safety is proactive planning, not reactive
- Humans make mistakes and are vulnerable
- Redundancy is critical – need to have multiple layers of protection to reduce/prevent crashes
- Speeds need to be safe for people.

The lack of funding has limited Lane County's ability to implement engineering solutions on London Road (or the other top ten roads in Lane County with the most fatal and severe-injury crashes). Lane County has applied for external funding, such as Federal Lands Access Program (FLAP), All Roads Transportation Safety (ARTS), and Rebuilding American Infrastructure with Sustainability and Equity (RAISE). These funds are highly competitive and difficult to secure; further, the criteria (benefit/cost ratios) often weed out the most meaningful rural roadway safety solution: shoulder widening which provides the room for driver error and a space for people to walk and bike. A truly safe and multi-modal transportation system requires roads to have sufficient shoulder width.

When crashes do happen, emergency response time dramatically affects whether someone will die from crash-induced trauma. The South Lane Fire Chief Wooten, who also chairs the London Road Safety Corridor Advisory Committee reports that the number one safety concern is the lack of cell coverage. People must drive to an area with cell coverage in order to dial 911.

Lane County appreciates the Oregon Legislature making traffic safety a top priority. To make meaningful, sustained progress toward eliminating unnecessary roadway fatalities, financial support to local agencies is most crucial. Rural roads need to be safe for all roadway users. Enforcement and emergency response shouldn't be impeded by lack of officers or cell coverage. These are basic needs not being met due to lack of funding for counties.

Introduction

Traffic fatalities is a public health crisis in Lane County. Fatal crashes in Lane County increased by more than 200% between 2020 and 2022. The greatest safety risks are driver mistakes or poor choices. Excessive speed is the leading contributing factor in all fatal crashes in rural Lane County. Drugs and/or alcohol are prevalent in most of these crashes. Interventions that minimize these risks can prevent many of these crashes from happening.

The safety corridor program aligns with Lane County's commitment to work Toward Zero Deaths by including a multidisciplinary approach to safety that includes education, engineering, enforcement, and emergency response interventions. The safety corridor designation means that traffic violation fees will double. Education and enforcement are intended to encourage people to drive more safely.

Education and enforcement actions on the London Road safety corridor were possible due to financial support provided by the Oregon Department of Transportation for reimbursement of overtime enforcement and printing and postage for educational outreach. Given resource constraints, it's impossible for enforcement to be present at all times or for education campaigns to reach all intended audiences. The road itself is a permanent feature that can be designed to minimize the frequency and severity of crashes.

The Safe System Approach to traffic safety supported by Toward Zero Deaths underscores the importance of creating a roadway that accommodates inevitable human error. Engineering improvements require funding and time to design and construct that Lane County does not have. Given Lane County's limited road revenue, funds are prioritized toward preservation and maintenance of the existing system. Lower-cost safety measures, such as

rumble strips, are included in pavement preservation projects when feasible. Otherwise, Lane County is dependent upon external funding sources to make engineering improvements.

Even with these interventions, crashes occur and require emergency medical response. The response time dramatically effects fatality rates. The South Lane Fire Chief John Wooten chairs the London Road Safety Corridor Advisory Committee. Chief Wooten confirms that the primary concern with emergency response on London Road is the lack of cell service in the area. People must drive several miles to access an area with cell coverage before calling 911. Lane Council of Governments has dedicated federal funding to develop a countywide broadband plan to identify priorities and implementation strategies.

Lane County is working to protect the most vulnerable roadway users (such as people walking and biking) and transportation disadvantaged (such as the very young, old, and disabled who rely on others or other forms of transportation). In 2022, Lane County created its first Bicycle Master Plan that identifies London Road as a priority corridor for bicycling and recommends shoulder widening that will require about \$39 million to construct. People who live along London Road, according to 2019 census data, consist of greater proportions of youth, elderly and disabled than countywide averages. Traffic safety issues increase the hardships in mobility experienced by these vulnerable populations.

In 2019, the Oregon Legislature took bold action to reduce fatal and severe-injury crashes by directing the creation of a safety corridor program for Oregon counties. The power of the safety corridor designation is doubling traffic fines; although this does not result in sufficient revenue stream to support sustainable traffic enforcement, it does serve as a deterrent to speeding. The intent of the pilot program created by House Bill 3213 was to test

the application of the safety corridor designation on county roads. Previously, the designation was only applicable to ODOT highways.

This test case on London Road affirms the efficacy of the safety corridor program. Since the 2021 designation, there have been no fatalities on the London Road Safety Corridor. Historically, London Road had more fatalities than any road under Lane County's jurisdiction.

Background

Historically, London Road had more fatal crashes than of all Lane County's rural roads. The first seven miles were selected for the safety corridor pilot program by Lane County's Fatal Crash Investigation Team (FCIT) based on crash and equity data which demonstrated compliance with the program eligibility criteria and alignment with Lane County's Transportation Safety Action Plan (TSAP). The FCIT is a Lane County staff team representing multiple departments across the organization with expertise in these engineering, enforcement, and education disciplines including: County Counsel, Risk Management, Public Health, Sheriff's Office, and Public Works. The FCIT evaluates fatal crashes on Lane County Roads and makes recommendations to prevent similar crashes with engineering, enforcement, and education prevention actions recommended in the TSAP.

The Lane County TSAP, adopted by the Board of County Commissioners in 2017, provides a risk-based, prevention-oriented, public health approach to reducing fatal and severe-injury crashes on County roads. The plan identifies systemic crash risks contributing to fatal and serious injury crashes and recommends countermeasures that include enforcement, engineering, and education. The plan also identifies equity issues, such as rural disparities, and system support needs, such as emergency response.

Speeding and intoxication are the leading factors contributing to fatal and severe injury collisions in Lane County. On London Road, all fatal crashes involved drugs and/or alcohol. The behavior change necessary to reduce these crash types requires a multidisciplinary approach. The safety corridor program emphasizes coordinated implementation of engineering, education, enforcement and emergency response. The population surrounding London Road

has more youth, elderly, and disabled populations than countywide averages which identifies potential equity issues as these populations are more vulnerable to severe crash outcomes and experience transportation disadvantages being more dependent on walking, biking, and ride share.

London Road is located in south central Lane County and is a primary route to Interstate 5 for area residents to access economic activities and labor markets in nearby cities of Cottage Grove, Creswell and the Eugene-Springfield metro area. It is the only road to London Elementary School. For regional residents and tourist, London Road is the only route to outdoor recreation at US Army Corps of Engineers' Cottage Grove Reservoir (Lake).

The corridor is seven miles in length, from Latham Road at milepost 0 to Cottage Grove Reservoir Road at milepost 7. This corridor is classified as a major collector road. Most of roadway is not posted with a speed limit; that means statutory speed limits specified in ORS apply. The applicable statutory speed limit for the non-freeway, non-residential rural country road is 55 MPH. The roadway has two 11-foot-wide travel lanes, one in each direction; the paved shoulder width varies between four and eight feet. The alignment is curvy and the topography is rolling within the corridor limits.

London Road has a five-year average fatal- and serious-injury crash rate that is 160 percent above the statewide average for a similar type of roadway. The crash rate for the corridor is 17.67; the comparable statewide average is 11.06. Between 2014 and 2018, there were three fatal crashes and three severe-injury crashes on this seven-mile corridor. One was a head-on collision; and another involved a pedestrian. All six of these crashes involved intoxicated driving. Speeding is also a safety concern on this corridor. Prior to the safety

corridor designation, 36% of people exceeded the 55-mph speed limit with the greatest recorded speed at 90 mph.

Goals

In 2017, Lane County joined the national strategy on highway safety, Toward Zero Deaths, and adopted a TSAP. The Safety E's of engineering, education, enforcement, and emergency response are the focus of the Safety Corridor program. Equity is a Lane County core value and will be evaluated in the development, implementation, and reporting functions of the corridor.

Targeting DUII enforcement intervention and education prevention actions on London Road through this Safety Corridor pilot will not only help to reduce fatal and severe injury crashes on London Road, but enable broader public awareness about the safety issues Lane County faces to support the necessary public behavior change. The FCIT membership includes Public Health staff specializing in drug prevention, social-norming public messaging, and long-term behavior change. Education will be integral to the pilot program implementation.

Advertising the risk of double traffic violation fines with signage on the corridor and related media should help deter people from speeding.

The County Safety Corridor pilot program help Lane County advance its education and enforcement TSAP actions on London Road. Further, it will provide an opportunity to engage emergency response in a meaningful way. Targeting these resources to this corridor will advance equity goals for Lane County by investing in an area that has vulnerable populations.

Stakeholders

Committed stakeholder involvement is vital to successful safety corridor implementation. The AOC Guidelines requires counties participating in the program to lead and maintain a safety corridor multi-disciplinary stakeholder group to establish priorities and goals for traffic safety improvements in the safety corridor, approve county public information campaigns, and monitor progress toward safety goals.

The required stakeholder group for the London Road Safety Corridor (LRSC) is the LRSC Advisory Committee, consisting of the following participants: South Lane Rural Fire and Rescue; Oregon Department of Transportation, Safety Division; and the Lane County Fatal Crash Investigation Team which includes Lane County staff from County Counsel, Risk Services, Public Health, Sheriff's Office, and Public Works. The committee meets quarterly and is charged with guiding the development and implementation of engineering, enforcement, education, and emergency response actions to reduce fatal and severe injury collisions on London Road. The committee engages other stakeholders and the community, especially during public education activities. The LRSC AC adopted a Management Plan to ensure efficient management and effective implementation of the London Road Safety Corridor pilot project. The LRSC AC met eight times since implementation of the safety corridor.

Other key stakeholders include the Cottage Grove Rotary. Committee members attended a Rotary meeting to present the purpose of the safety corridor. The Rotary helped distribute Fact Sheets to the community and lawn signs to neighbors. The Rotary also generously sponsored the purchase of orange back packs for the London Elementary safety campaign.

The Four E's

Engineering

The design of a roadway can influence driver behavior. Roadway features can be designed to be more forgiving of human error, such as rumble strips which alert drivers to self-correct back into the travel lane. Roadway departures are the leading crash type of fatal and severe-injury crashes in rural Lane County and on London Road.

Lane County Public Works has committed to including roadway departure countermeasures as part of pavement preservation projects. Lane County's limited road fund is prioritized toward preservation and maintenance of the existing system. Approximately three roads per year receive pavement overlays with the available funding. Most of the pavement overlays include centerline rumble strips. The lack of shoulder width prevents implementation of shoulder rumble strips in many cases on County roadways.

The lack of funding available for shoulder widening projects is a significant barrier to implementing a Safe System Approach in which the road is designed to minimize the frequency and severity of crashes. Narrow roadways provide no room for error. Further, the lack of roadway shoulders means that people bicycling or walking must share the lane with vehicles traveling 55 mph. Shoulder widening is the long-term systemic solution to achieving Zero Deaths and a multi-modal transportation system.

Public Works has leveraged other funding opportunities to implement safety countermeasures. For example, Federal Lands Access Program funds to replace a culvert on London Road necessitated pavement repairs which enabled installation of centerline rumble

strips (see Appendix D). Lane County also secured All Roads Transportation Safety funding to upgrade guardrails and install curve warning signage on London Road in 2021.

Public Works installed “Safety Corridor / Fees Double” signs on London Road prior to the July 4, 2021, implementation date and provided a grace period of enforcement activities between the sign installation and implementation date. Public Works has five speed feedback signs that are rotated on a regular basis throughout Lane County; deployment of the signs is a constant activity due to the volume of speeding complaints from area residents. These signs have been proven to reduce speeds only temporarily and lose effectiveness when drivers understand there is no consequence, such as automated speed enforcement.

Public Works staff completed a safety assessment of London Road and produced a list of recommendations that have not been able to be implemented due to lack of funding. The first two miles of the corridor are a “hot spot” with clusters of crashes that correspond with the greater density of driveways. The most common safety complaint from people living along London Road is speeds making driveway access unsafe. The following are public comments from a survey conducted as part of the safety corridor pilot program:

- “... We feel an accident is just waiting to happen...In addition to speeding drivers, there are many logging trucks that utilize this road and it takes even longer for them to slow... Even our mail carrier is hesitant to deliver our mail here due to the blind corner...”
- “I have lived on London Road 20 years. Traffic conditions have become a nightmare...I've witnessed countless near-misses. Most drivers are speeding and making dangerous illegal passes. I was hit 2 years ago at the blind corner; after clipping my car, the other car hit the oncoming car head-on. Our driveway is only about 100 feet north of the school bus stop blind corner. We risk our lives every time we leave the driveway or check the mail...Inadequate shoulders - only 6 inches of shoulder past the painted line then a drop off of 2-3 feet into the ditch.”

- “London Rd is NOT suitable for dog walking or crossing on horseback - I sincerely wish it was. I would also support traffic lights! Careless drivers at unsafe speeds on London Rd prohibit our family from enjoying much of Cottage Grove's nature!”
- “She was waiting for on-coming truck to pass, but the person behind her didn’t see her stopped or the oncoming traffic ahead – and was traveling at 60 mph and couldn’t stop in time from hitting her. She says there’s a hump in the road that prevents views of on-coming traffic.”
- “Our driveway is right after a corner and people come flying around it so fast. When we go to turn into our driveway people almost rear-end us no matter how long our blinker is on, if we have to stop for oncoming traffic it's very scary turning into and out of our driveway because of speed.”

Lane County Traffic Operations agrees that the high prevailing speed is one of the contributing factors for the high crash experiences. Under the ORS provisions, the roadway’s applicable statutory speed limit is 55 MPH. On August 30, 2023, the Oregon Speed Zone Panel approved a 45-MPH speed limit on the first mile of London Road.

Education

Most fatal and severe-injury crashes are preventable by reducing risky driving behaviors, such as speeding, intoxication, and distraction. Lane County has been working to create a safety culture in which personal and community safety is a personal and community responsibility. The emphasis on prevention has resulted in a change in terminology replacing “accidents” with “crashes.” Accidental death, which includes crashes, is the third leading cause of death in Lane County. As a preventable death, crashes should not be an inevitable cost of our mobility. Education is essential to creating this safety culture.

Education and community engagement has been a major focus of the London Road safety corridor. Community members wrote letters of support for Lane County's application to designate London Road as a safety corridor, stemming from previous safety education efforts by the FCIT hosting a safety event at the Cottage Grove Community Center in 2018.

Announcements of the safety corridor designation included Lane County press releases, Fact Sheets posted throughout the community and at the Cottage Grove Reservoir camp ground, and direct mailings to property owners along London Road. Media coverage included: KEZI television; Cottage Grove Sentinel and Register-Guard print news; and KND "Beeper Show", KPIK, KPNW radio.

The LRSC AC guided the development of a Communications Plan (see Appendix G) and all public education campaigns. The planning details were carried out by a subcommittee which included external stakeholders, such as: Safe Lane Coalition at Lane Council of Governments; and a non-profit organization, Better Eugene-Springfield Transportation (BEST). Implementation of the education campaigns was made possible thanks to ODOT safety funding.

The community was also consulted in the planning process through surveys to determine public perceptions about safety problems and opportunities. The survey results were especially informative to develop effective DUII prevention campaign content that would be relevant to and resonate with the community.

Based on the finding that 99% of public survey respondents were willing to be designated drivers, that was a major focus of the DUII prevention campaign promoted on the London Road safety corridor for the 4th of July holiday in 2021 which was also the effective date of the fees doubling for traffic violations. The campaign include development and

distribution of “We Want You Home Safe” lawn signs which were distributed by the Cottage Grove Rotary and at the South Lane Fire Station. The intent of the yard sign placement on private property was to build neighborhood solidarity rather than messaging to the traveling public.

From Halloween to New Years’, the “If You Feel Different You Drive Different” DUII prevention campaign was promoted. Postcards were mailed to the entire Cottage Grove zip code encouraging people to designate a sober driver in advance. Reader boards with DUII prevention messages were also installed at each end of the safety corridor.

With summer being the peak time for fatal crashes on London Road, a campaign was developed to reach friends and families of students at London Elementary School. Before school released for the summer, LRSC AC committee members were joined by partnering stakeholders (CG Rotary and Safe Lane Coalition) to deliver a “Park Your Phone” campaign focused on distracted driving. The campaign delivery blossomed into an in-person event with the elementary school hosting a Safety Night on May 26th. Thanks to generous sponsors (Safe Kids West, Safe Lane Coalition, Cottage Grove Rotary, and ODOT) the elementary school students were able to receive bicycle helmets with helmet fitting education, reflective gear such as wrist slap bands and bicycle lights, and educational coloring and comic books. The campaign centered on a pledge form designed to help families engage in a conversation about traffic safety.

Enforcement

More frequent enforcement is the single most effective short-term way to reduce traffic crashes in safety corridors. The county safety corridor program requires traffic infraction fines

to be higher and the installation of “fees double” signage. Lane County installed the signage and provided enforcement consistent with available resources.

Lane County does not have a traffic enforcement team. A shortage of officers due to lack of funding limits traffic enforcement. ODOT safety grants providing reimbursement of officers working overtime to provide enforcement has enabled some traffic enforcement on London Road. Without sufficient resources, it is impossible to maintain an enforcement presence on the safety corridor.

Emergency Services

The severity of crashes in rural areas can be complicated by extended travel times to medical support services. The Lane County TSAP acknowledges the need to support emergency response in rural areas to understand and advocate for their needs. The safety corridor pilot included the affected emergency medical service provider, South Lane Fire and Rescue, providing an opportunity for Lane County to better understand emergency service needs.

South Lane Fire Chair John Wooten serves as the Chair of the LRSC AC and opened the fire station as a distribution center for the safety lawn sign. Chair Chief Wooten reports the biggest EMS concern with the LRSC was areas without cell coverage in which people have to drive several miles to call 911. Lane County’s RAISE grant includes consideration of expanding broadband service. A countywide broadband service analysis is currently underway by Lane Council of Governments.

Equity

Equity is ingrained in the culture of Lane County government. London Road is a safety concern from an equity perspective. Census data (2019 five-year estimates from the US Census Bureau Community Survey) indicates a greater portion young, elderly, and disabled people living along the corridor: ages 0-17 and over 65 exceeded countywide averages by more than 20 percent; people with disabilities exceeded countywide averages by more than 50 percent. Traffic safety issues increase the hardships in mobility experienced by these vulnerable populations; doubling traffic fines to influence slower driving would benefit these young, elderly, and disabled populations. Conversely, census data indicates no minority or impoverished populations along the corridor which would otherwise warrant more careful consideration of increased police presence or doubling of fees.

Campaign materials were translated in Spanish and provided at the Cottage Grove Community Center. To reach seniors, printed copies of the survey were distributed to a senior mobile home park by a volunteer from the community center. To reach youth, a safety event was held at London Elementary School.

Outcomes

The London Road safety corridor program resulted in Lane County focusing its safety efforts on a roadway with the most fatalities. In addition to convening quarterly meetings with an advisory committee that included the South Lane Fire District, Lane County was able to solicit the support of other stakeholders to contribute to public education campaigns, including: Cottage Grove Rotary Club, London Elementary School, Safe Kids West, and Safe Lane Coalition.

Community engagement has been a major focus of the program since most of the fatal crashes on London Road involved drugs and/or alcohol which requires behavior change. Public education campaigns involved: direct mailings to the Cottage Grove zip code; community surveys; radio, print and TV media coverage; residents along London Road installing “We Want You Home Safely” yard signs; and an event at London Elementary School. Delivering these campaigns was possible thanks to an ODOT grant, which reimbursed printing and postage.

The Sheriff’s Office worked overtime to provide traffic enforcement which was well publicized in an effort to deter risky driving behaviors. Traffic enforcement of the corridor does not generate enough revenue to create a sustainable traffic enforcement presence. Lane County was only able to provide targeted enforcement activities with officers working overtime because those hours are reimbursable by an ODOT grant.

Four months after installing the “Safety Corridor Fines Double” signs, the number of people speeding on London Road was reduced by 15 percent. Since implementation of the safety corridor designation on July 4, 2021, there have been no fatal crashes on London Road.

Recommendation

The Oregon Legislature created the county safety corridor program to reduce fatal and severe-injury crashes. Expanding the use of this existing tool to counties previously only available to ODOT is a step in the right direction. Counties need to have access to tools that work. However, counties also need to have resources to employ the tools.

Recommendation: Enable Counties to Use Safety Corridor Tool without State

Oversight. Enabling counties to install signage and double traffic fines should not require such extensive State oversight. Even with doubled traffic fines, revenue generated would not be sufficient to sustain a traffic team because most of the revenue goes directly to the State. This program is not a means of generating revenue for Lane County. The primary benefit of “fees double” to elevate the driver’s perspective of consequences in order to reduce risky driving behaviors.

Recommendation: Provide Funding to Implement the Four Safety E’s. Administering the program requires resources that Lane County does not have. Enforcement efforts were only possible due to ODOT Safety grants reimbursing overtime. Education efforts were only possible due to ODOT Safety grants reimbursing printing and postage. Engineering efforts also dependent upon external funding, such as FLAP, ARTS, and RAISE. Improving emergency response by expanding broadband in rural Lane County also requires additional funding.

Appendix B

Marion County Safety Corridor Report



Marion County Safety Corridor Report

McKay / Yergen / Ehlen Roads

September 2024

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Executive Summary

HB 3213 (2019) directs the County Safety Corridor Advisory Group (CSCAG) and Marion County to prepare a report on the McKay / Yergen / Ehlen Rd County Safety Corridor Pilot Program outcomes and recommendations. The report's purpose is to describe the goals and outcomes of engineering, education, enforcement, and emergency service activities on the McKay / Yergen / Ehlen Rd safety corridor and provide recommendations.

The goal of the program for Marion County is to reduce fatal and serious injury crashes. The McKay / Yergen / Ehlen Rd safety corridor is approximately seven miles long, and functions as the major corridor between OR 219 and Interstate 5 (I-5). The road is primarily straight with minor curves and four distinct draws with curves and tree canopies.

Marion County focused on engineering and enforcement solutions to this point. The County upsized signs and pavement markings and installed an intersection conflict warning sign at one of the major intersections. The Sheriff's Office performed enforcement patrols to the point that we are seeing less speeding on the corridor. Due to the length of time necessary to implement engineering solutions, the engineering solutions are still in the development phases.

The safety corridor volumes increased from over 7,000 vehicles per day to over 9,000 vehicles per day during this period. The corridor's fatal/serious injury 5-year crash rate decreased from 12.29 per 100 million vehicle miles traveled in 2013-2017 to 9.70 in 2018-2022.

However, the fatality rate of 7.46 per 100 million vehicle miles travelled on this safety corridor is almost triple that of the Oregon For Rural Non-Freeway Principal Arterials 2021 fatality rate of 2.68 per 100 million vehicle miles travelled.

Due to the public recognition that the term "Safety Corridor" carries, Marion County recommends allowing Oregon counties to designate "Safety Corridors" of their own accord.

Introduction

The McKay / Yergen / Ehlen Roads' fatal/serious injury 5-year crash rate for 2013-2017 was 12.29 per 100 million vehicle miles traveled, more than double the statewide average of 6.06, resulting in designation as Oregon's first County Temporary Safety Corridor in February 2021. The fatal/serious injury 5-year crash rate reduced to 9.70 per 100 million vehicle miles traveled, but the fatality rate is still elevated at 7.46 per 100 million miles travel compared to a statewide average of 2.68 fatalities per 100 million vehicle miles traveled for roads of this type. Marion County implemented low-cost safety enhancements consisting of signs, pavement markings, rumble strips, speed feedback signs, increased enforcement and public education, and double fines for speed violations and is striving towards implementing more significant engineering infrastructure measures.

Marion County is proud to be the first County in Oregon to be selected for the safety corridor pilot program. This report is provided to meet the requirements of HB 3213. It provides a marker of where the County is and highlights the places of the four “E’s” (defined on Page 8) that can be improved.

Most fatal and serious injury crashes along this corridor result from a vehicle crossing the centerline of the road and colliding with an oncoming vehicle. The County is addressing these crashes primarily through engineering means. Funding for these projects is through the County Road Fund, ARTS, ARPA, and Congressionally Directed Spending funds.

Background

The McKay / Yergen / Ehlen Rd safety corridor is approximately seven miles long, extending between OR 219 and Interstate 5 (I-5). It is one of two rural principal arterials under Marion County jurisdiction in Marion County. It is primarily two lanes wide with multiple horizontal and vertical curves throughout. There are several cross-intersections, most of which are without exclusive left-turn lanes. The McKay / Yergen / Ehlen Rd corridor is surrounded by rural, exclusive farm use (EFU) zoned lands. It carried approximately 7,000 vehicles/day when Marion County applied for safety corridor status. It now carries over 9000 vehicles/day with heavy truck and agricultural traffic accounting for over 11% of the traffic. The Corridor now carries over 12,000 vehicles/day west of Case Rd, about 9,000 vehicles/day between Case Rd and Bents Ct, and over 16,000 vehicles/day between Bents Ct and I-5.

It operates as a throughway between a busy interstate interchange and Yamhill County. The posted speed limit is 55mph for most of the corridor, although it transitions to 45mph and then 35mph as it approaches I-5.

This corridor has some of Marion County's highest crash rates. Five-year intersection crash rates also exceed expected rates. Fatal and serious injury crash trends now include DUI (Driving Under the Influence of alcohol or drugs) and crossing the centerline.

There was a great public outcry for improvements and significant support from the Marion County Board of Commissioners, to prioritize this corridor. Additionally United States Representative Andrea Salinas obtained \$1.8 million in Congressionally Directed Spending for

the Safety Corridor which is being used to help fund the construction of a roundabout at Ehlen Rd and Butteville Rd. Also in 2022, State Representative Jessica George demonstrated her support in this district by securing \$3 million in ARPA funds for future improvements.

Goals & Approaches

ODOT has seen success in reducing fatal and serious injury crashes through the designation of safety corridors. Historically, this was only allowed on ODOT highways, but House Bill 3213 allowed an opportunity for counties to participate in a pilot program. Marion County has been enthusiastic about participating in this program to help reduce crashes in this corridor.

The primary goal of designating a safety corridor is to use a collaborative approach to reduce fatal and serious injury crashes in an area with one of the highest crash rates in Marion County. It was critical to prioritize this corridor and to increase public awareness.

The four Es of traffic safety encourage a collaborative approach between different agencies and groups to focus on solutions in the following areas.

- Engineering,
- Education,
- Enforcement, and
- Emergency Services.



Stakeholders were chosen based on the four Es: Engineering, Enforcement, Education, and Emergency Services.

Name	Organization	Position	Four E Represented
Mark Ferron	Marion County Sheriffs Office	Traffic Safety Team Sergeant	Enforcement
Todd Sphoon	Marion County Sheriffs Office	Traffic Safety Team Deputy Sheriff	Enforcement
Jon Heynen	Marion County Board of Commissioners Office	Communications Coordinator	Education
Chad Ball	Marion County Board of Commissioners Office	Policy Analyst	Education
Bryan Lee	St Paul Fire District	Fire Chief	Emergency Services
Joshua Williams	Aurora Fire District	Fire Chief	Emergency Services
Lani Radtke	Marion County Public Works	County Engineer	Engineering
Carl Lund	Marion County Public Works	Traffic Engineer	Engineering
Nicole Charlson	Oregon Department of Transportation (ODOT)	Traffic Safety	General Safety

Engineering

The primary goal of the safety corridor is to reduce fatal and serious injury crashes and the engineering approach included the following goals, based on the crash trends.

Crash trend: excessive speeds → *Goal: lower speeds*

Crash trend: crossing centerline → *Goal: reduce lane departures*

Crash trend: fail to yield/stop at intersections → *Goal: increase visibility at intersections*

Goal 1: Lower Speeds

Lowering speeds can be difficult to accomplish and signs alone are not effective. Although increasing revenue was not the intent, studies show that larger traffic fines are effective at motivating motorists to comply. This required collaboration with the Marion County Sheriff's Office to prioritize the corridor for enforcement efforts. Additionally, MCPW installed four driver feedback signs (two in each direction) to alert motorists of their speeds.

Goal 2: Reduce Lane Departures

Roadway departures are the most common type of crashes in rural settings. Lower cost and effective solutions applied to this safety corridor included:

- centerline rumble strips,
- wider edgeline striping, and
- guardrail reflectors.

Due to priorities set for this corridor and the public outreach, state legislators recognized the needs and State Representative Jessica George secured \$3,000,000 in ARPA funding, which will be used to construct a safety median along a section of the safety corridor.

Goal #3: Increase Visibility at Intersections

To reduce crashes with motorists failing to yield/stop at intersections, MCPW worked to increase visibility at intersections. Signs and markings were evaluated and upsized to ensure visibility at all the intersections throughout the corridor. Installations included:

- cut back brush and trees to improve sight distance at intersections
- larger, more reflective “Stop” signs and posts,
- larger, more reflective "Stop Ahead” signs and posts at appropriate distances,
- wider stop bars,
- larger intersection warning signs,
- transverse rumble stripes,
- “Cross Traffic Does Not Stop” signs at some stop signs, and
- intersection street lighting.





In addition, an intersection conflict warning system was recently installed at Ehlen Rd / Butteville Rd, which includes transverse rumble stripes, red flashing beacons on the stop signs to alert motorists traveling on Butteville Rd of an upcoming stop, and amber flashing beacons on Ehlen Rd to alert motorists when motorists are approaching or waiting at the stop sign. This conflict warning system will be upgraded to a roundabout which is funded by ODOT ARTS and \$1.8 Million of Congressionally Directed Spending from United States Representative Andrea Salinas.



Following the safety corridor designation, MCPW installed the “Safety Corridor” signage, which allowed the Marion County Sheriff’s Office to double fines on citations.



Future planned improvements are shown below. Noted as well are the funding secured and grants that have been applied for.

- McKay / Yergen / Ehlen Rds safety median – ARPA funding secured, design at 90%
- Ehlen Rd / Butteville Rd roundabout – ODOT ARTS and Congressionally Directed Spending funding secured, design beginning
- McKay Rd / French Prairie Rd left-turn lane installation – ODOT ARTS grant applied
- McKay / Yergen / Ehlen Rds systemic improvements (shoulder rumble strips, updated and oversized curve warning signs, permanent driver feedback signs, curve delineators) – ODOT ARTS grant funding secured

MCPW will continue to look for additional funding opportunities.

Enforcement

Studies have shown that people are more likely to comply with laws when there are anticipated consequences, such as fines. The safety corridor designation allows for special signing and the ability to double fines for violations. Also, setting the McKay / Yergen / Ehlen Rd corridor as a priority across multiple departments allowed the Marion County Sheriff's Office (MCSO) to dedicate more staff to this area. MCSO has conducted multiple saturation patrols and found speeds to be lowering slightly with each patrol.

Education

An article was published on 2/5/2020 and a press release was published by Marion County on 2/3/2021 following the safety corridor designation. Marion County Sheriff's Office has created awareness with press releases and outreach for Yamhill County residents, as they found a lot of traffic originating or ending there.

MCPW is studying sociological factors related to the crashes on the Safety Corridor. One of the findings is that a significant percentage of road users are from the Portland area which makes targeted education more difficult. MCPW staff are looking for more ways to increase education opportunities.

Emergency Services

MCPW Engineering staff have met multiple times with Emergency Services staff but have found it difficult to identify needs and ways to help reduce response times. The relationships built from these intentional interactions is proving fruitful in that the Emergency Services and Marion

County are working well together. In the future, MCPW staff will be working with ODOT to seek assistance in developing options to help in the Emergency Services area.

Conclusions and Outcomes

Outcomes are still being evaluated along the safety corridor. Dishearteningly, more fatal and serious injury crashes occurred on this corridor in 2023 and 2024. Crashes involved vehicles crossing the centerline into the path of opposing traffic and driving under the influence. Funding is insufficient so far to address the variety of fatal crash locations along this corridor.

Marion County is striving to improve this corridor and decrease crashes. The number of projects completed and in progress on the corridor are proof of the effort. Marion County will continue to monitor this corridor, seek additional funds to address the crashes, and improve Education and Emergency Services efforts.

Recommendation

Marion County continues to see fatalities and serious injuries on the designated Safety Corridor. The designation has brought recognition and funding for capital projects to the corridor, but it will still be years before statistical effectiveness is clear.

Recommendation 1: Allow Oregon Counties to Designate their own Safety Corridors

Marion County sees recognition from the term “Safety Corridor” which opens doors for funding on the State and Federal levels. The actual safety effectiveness of the County Safety Corridor Pilot Program is still not clear. Marion County’s recommendation is to allow Oregon Counties to designate Safety Corridors of their own accord.