

# Chapter 12 – Safety & Security

## A. Multi-Modal Safety

Public safety is by far the most important element considered in every transportation project. Its significance begins with federal goals and policies, continues with state transportation goals, and rounds out at the regional and local planning levels. Safety is one of the planning factors in MAP-21 that must guide state and regional transportation planning.

The federal planning factors can be found in Vision and Goals, Chapter 2. According to the Bureau of Transportation Statistics' (BTS) Safety data Action Plan:

“Deaths and injuries are a major cost in transportation. Transportation fatalities rank third as the cause of lost years of life in the U.S. (behind heart disease and cancer). Several travel modes have death counts whose impact exceeds that of AIDS. But the Department of Transportation has not yet responded to this public health threat by developing data programs as capable as those used in the federal medical community.”

The ideal situation is that all elements of the multi-modal transportation system are safe. However, that is not always the case and plans must be made for elimination of physical transportation infrastructure hazards and problems to create a safer travel environment.

*“Public safety is by far the most important element considered in every transportation project.”*

Safety often is discussed along with security, but the two are different and must be addressed separately because they involve different issues and circumstances.

The simplest distinction between safety and security is that problem crashes are unpremeditated unfortunate events. As such, they may be caused by driver error, driver impairment, adverse weather, a temporary hazard in the right-of-way, poor infrastructure, poor vehicle design, inadequate vehicle maintenance, or all of the above. By contrast, security events always connote a negative intention (See Security Section).

### 1. Approach to Safety

There are two components to efforts toward improving transportation safety: public education, and facility improvement. Federal, state and local agencies engage in efforts addressing both. In the area of education, programs go beyond safe-driver programs to provide information to pedestrians, children traveling to school and workers in traffic zones. Crash data show driver error and the failure of bicyclist and pedestrians to obey the rules of the road are factors in most crashes, so traffic safety education can play a significant role in crash reduction. In addition, children, who are among the most vulnerable pedestrians, can be better protected through increasing their awareness of traffic hazards and safety rules.

Education includes law enforcement. ODOT research indicates a direct relationship between traffic law enforcement and crash rates. The Josephine County Sheriff's Department does not respond to crashes within the County's jurisdiction due to funding shortfalls. This may result in an under-reporting of crashes. In addition, the number of state police on the road has fluctuated but generally has remained below national average rates. Gold Hill does not have law enforcement; Jackson County Sheriff's department responds to crashes in Gold Hill. Crash records show that two common infractions have a significant impact on traffic crash rates and severity: failure to obey traffic controls and failure to obey posted speed signs.

These can be reduced through the consistent enforcement of safety-related traffic laws. While the behavior of system users is critical, the facilities themselves need to be designed, built, maintained, and operated in ways that make them safe. In the design and construction area, this means following standards for everything from lane widths and driveway spacing to sign placement and crosswalk location. Operations and maintenance programs look at where crashes occur and why, to determine whether any change on the ground could make accidents less likely. Visibility, for example, is important especially at intersections, to allow motorists a clear view of signs, cyclists, pedestrians, and other cars.

Landscaping, which is used to improve appearances and conditions for neighbors and pedestrians, cannot be allowed to obstruct a clear line of sight when needed for traffic safety purposes.

## **2. Crash Data**

The Crash Analysis & Reporting Unit at ODOT provides motor vehicle crash data through database creation, maintenance and quality assurance, information and reports, and limited database access. Ten years of crash data is maintained at all times. Vehicle crashes include those coded for city streets, county roads and state highways. The following is a link to their crash data site.

<https://www.oregon.gov/odot/Data/Pages/Crash.aspx>

## B. Multi-Modal Security

The federal government in 1998, called for states and MPOs to address transportation security issues. In 2005, a new transportation act strengthened the requirement, which has been extended to the current MAP-21. The transportation acts require long-range regional transportation plans to consider security distinctly from transportation safety. Furthermore, in 2002 the Transportation Security Administration (TSA) was created with extensive requirements for operational and capital improvements relating to security. While the public's eye has been on passenger aviation, TSA's mission relates to all modes.

The federal government anticipates that over the next several years, security considerations will result in changes in how transportation is planned, designed, implemented, and operated.

Transportation goals, planning processes, databases, analytical tools, decision-making considerations, and organizational structures will change due to security concerns.

Transportation will be on the front line in responding to security risks. The response to security concerns will be cross-jurisdictional and functional lines and be among the most complex and important challenges to transportation professionals. While it may be too early to begin changing our long-range infrastructure network plans in response to security risks, there will be changes in spending priorities in the near term and most probably over a longer period of time.

There is a wide range of such incidents that could cause varying levels of disruption to the transportation system. One report recommending a national research and development strategy for improving surface transportation security presented a wide ranging list of possible threat scenarios. The list originated in a U.S. Department of Transportation vulnerability assessment of the U.S. transportation system. The nature of the threats was characterized primarily as being a physical, biological, chemical, or cyber-attack. The types of responses would clearly be different depending on the nature of the attack.

The magnitude and scope of an incident will clearly be an important determinant for gauging the appropriate public safety/emergency response. And most studies of sudden disruptions to the transportation network, either from natural or man-made causes, have concluded that the redundancies in a metropolitan area's transportation system provides a rerouting capability that allows the flow of people and vehicles around disrupted network links. For instance, in the MRMPO area, parallel routes offer that redundancy.

### 1. Definitions

The simplest distinction between safety and security is that safety problems and accidents are just that, unpremeditated unfortunate events. As such, they may be caused by driver error or impairment, adverse weather, a temporary hazard in the right-of-way, poor infrastructure or vehicle design, or all of the above.

*"The simplest distinction between safety and security is that safety problem – accidents are just that, unpremeditated, unfortunate events."*

By contrast, security events always connote a negative intention, whether the perpetrator is a disgruntled single individual, a member of a gang, or a member of a political organization, that is, a terrorist. In number, terrorist attacks on transportation systems are few, with the vast majority of security breaches being perpetrated by non-political actors. But terrorist events, when they do occur, can be much more dramatic, harm many more people, and require much more to address.

Table 12.6 below provides a description of various types of security problems that can arise in any transportation system.

**Table 12.6**

<b>Event</b>	<b>Description</b>
<u>Aggravated Assault</u>	An unlawful attack by 1 person upon another for the purpose of inflicting severe or aggravated bodily injury. This type of assault usually is accompanied by the use of a weapon or by means likely to produce death or great bodily harm.
<u>Arson</u>	To unlawfully and intentionally damage, or attempt to damage, any real or personal property by fire or incendiary device.
<u>Burglary</u>	The unlawful entry of a structure to commit a felony or a theft. This includes offenses known locally as burglary (any degree), unlawful entry with intent to commit a larceny or felony, breaking and entering with intent to commit a larceny, housebreaking, safe cracking and all attempts at these offenses.
<u>Larceny/Theft</u>	The unlawful taking, carrying, leading or riding away of property from the possession or constructive possession of another. This includes pocket picking, purse snatching, shoplifting, thefts from motor vehicles, thefts of motor vehicle parts and accessories, theft of bicycles, theft from buildings, theft from coin operated devices or machines, and all other theft not specifically classified.
<u>Trespass</u>	To unlawfully enter land, a dwelling or other real property.
<u>Vandalism</u>	The willful or malicious destruction, injury, disfigurement or defacement of any public or private property, real or personal, without consent of the owner or person having custody or control by cutting, tearing, breaking, marking, painting, drawing, covering with filth, or any other such means as may be specified by local law.
<u>Terrorism</u>	The willful or malicious destruction, injury, disfigurement or defacement of any public or private property [etc. as above] by domestic or foreign nationals for the purpose of making a political impact.

## 2. An Approach to Security

FHWA guidance offers one approach to handling potential security or disaster incidents. The plan offers six options for action.

**Prevention:** This has several components, ranging from the actual stopping of an attack before it occurs, to providing improved facility designs that prevent large scale destruction. Surveillance, monitoring, and sensing technologies will likely play an important role in the prevention phase of an incident.

**Response:** A range of responses is offered.

*Mitigation:* Reducing the harmful impact of an attack as it occurs and immediately after. This entails identifying the most effective routing for emergency vehicles, evacuations and effective communication systems among emergency response teams and for general public information.

*Monitoring:* Recognizing that an incident is underway, characterizing it, and monitoring developments. Clearly, surveillance, monitoring, and sensing technologies would be critical to this phase of incident response, as would public information.

*Recovery:* Facilitating rapid reconstruction of services after an incident. Depending on the degree of damage to the community and/or transportation system, regaining some level of normalcy will require bringing the transportation system back to adequate levels of operation.

*Investigation:* Determining what happened in an attack, how it happened, and who was responsible. This is primarily a security/police activity that reconstructs the incident and determines causality and responsibility.

*Institutional Learning:* Conducting a self-assessment of organizational actions before, during, and after an incident. This element provides a feedback to the prevention element in that by understanding what went wrong or right in response to an incident, steps can be taken to prevent possible new threats.

## 3. MRMPO Area Security Planning

Within the planning area, some specific strategies have been developed. They are discussed below in the context of national security planning initiatives.

**Intelligent Transportation System (ITS) Program** – In the past decade or so, a new federal transportation program focusing on information technology to address problems has been developed. This Intelligent Transportation Systems program can make a major contribution toward transportation security. It can assist in all four phases of security: planning, preparedness, response and recovery. However, planners



must consider that because of ITS installations' dependence on computers and electrical power, they are also more vulnerable to security threats than are many other transportation elements.

**Freight** – Special security planning efforts focus on freight movements. The Federal Motor Carrier Safety Administration reviews security measures with motor carriers and shippers that may be the target of terrorist attack. Its mission is to increase the level of awareness of hazardous materials carriers to terrorist threats. The FMCSA field staff provide information in the form of recommendations and suggestions.

**Transit** – By law, one percent of urbanized funds / formula funds for transit are to be used for safety and security. More funding has been assigned over the past decade. The focus has been on intercity bus systems.

Activities have focused on protecting the driver; monitoring and communicating with over-the-road buses; implementing and operating passenger and baggage screening programs; assessing critical security needs and vulnerabilities; and training transportation personnel to recognize and respond to criminal attacks and terrorist threats, as well as in evacuation procedures. Because the security threat to bus operations is not limited to intercity services, all public transportation companies are required to have security plans. Josephine Community Transit with assistance from MRMPO, will prepare a security plan for its facilities and activities.

**Emergency Planning** - Another aspect of providing for secure transportation has to do with the subject of “emergency planning.” While transportation security is directly related to preventing attacks that are intended to harm people and damage facilities, harm modes of travel, and harm important transportation infrastructure, emergency planning is intended to respond to unforeseen natural events and disasters. A security incident is one that directly pertains to acts of terror resulting in regional, local, or specific location attacks on people, sites, facilities, or transportation infrastructure; whereas emergency response planning efforts address preparedness, response, and recovery to natural disasters such as earthquakes, floods, hurricanes, violent weather, fires, and similar incidents. There are several agencies that coordinate on security and safety matters for the purpose of homeland security. The term “homeland security” refers to domestic governmental actions designed to prevent, detect, respond to, and recover from acts of terrorism, and also respond to natural disasters. Homeland security represents a concerted, national effort to protect the homeland by all levels of government at the Federal, State, and local levels for the sole purpose of protecting the United States from internal and external hazards.

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#### 4. MRMPO Planning

Security planning efforts in the planning area are directed and managed by the emergency responders: police, fire, and medical - representing all the MRMPO jurisdictions.

The MRMPO will coordinate with the agencies on producing and maintaining emergency response plans. In areas involving transportation, public works staffs collaborate and assist the responders in both planning and incident response.

The RTP's principal role is in identifying projects that assist responder efforts, most specifically in the area of Intelligent Transportation System (ITS) planning. The MRMPO will be developing an ITS plan in consultation with emergency responder representatives. As such, the MRMPO will provide a forum for agencies and the public to examine issues and identify needs and solutions.

Future contributions of the MRMPO are likely to focus in two areas: prevention and mitigation. Prevention planning can include: funding new strategies/technologies/projects that can help prevent events; providing a forum for security/safety agencies to coordinate surveillance and prevention strategies; finding funds for security-enhancing systems; continuing to coordinate with security officials in development of prevention strategies.

Other activities for the MRMPO could include:

- Using published sources, create annual tables of transportation security incident data by mode.
- Analyze the available databases for policy and program directions and review conclusions with appropriate lead agencies.
- Regularly review with the Technical Advisory Committee the TIP scoring matrix and other specific funding program scoring matrices to ensure that security projects receive appropriate weighting and priority in the TIP.
- Regularly review the Tier 1 project development process for the Regional Transportation Plan (RTP) to ensure that security receives adequate priority in the development of the long-range project list.