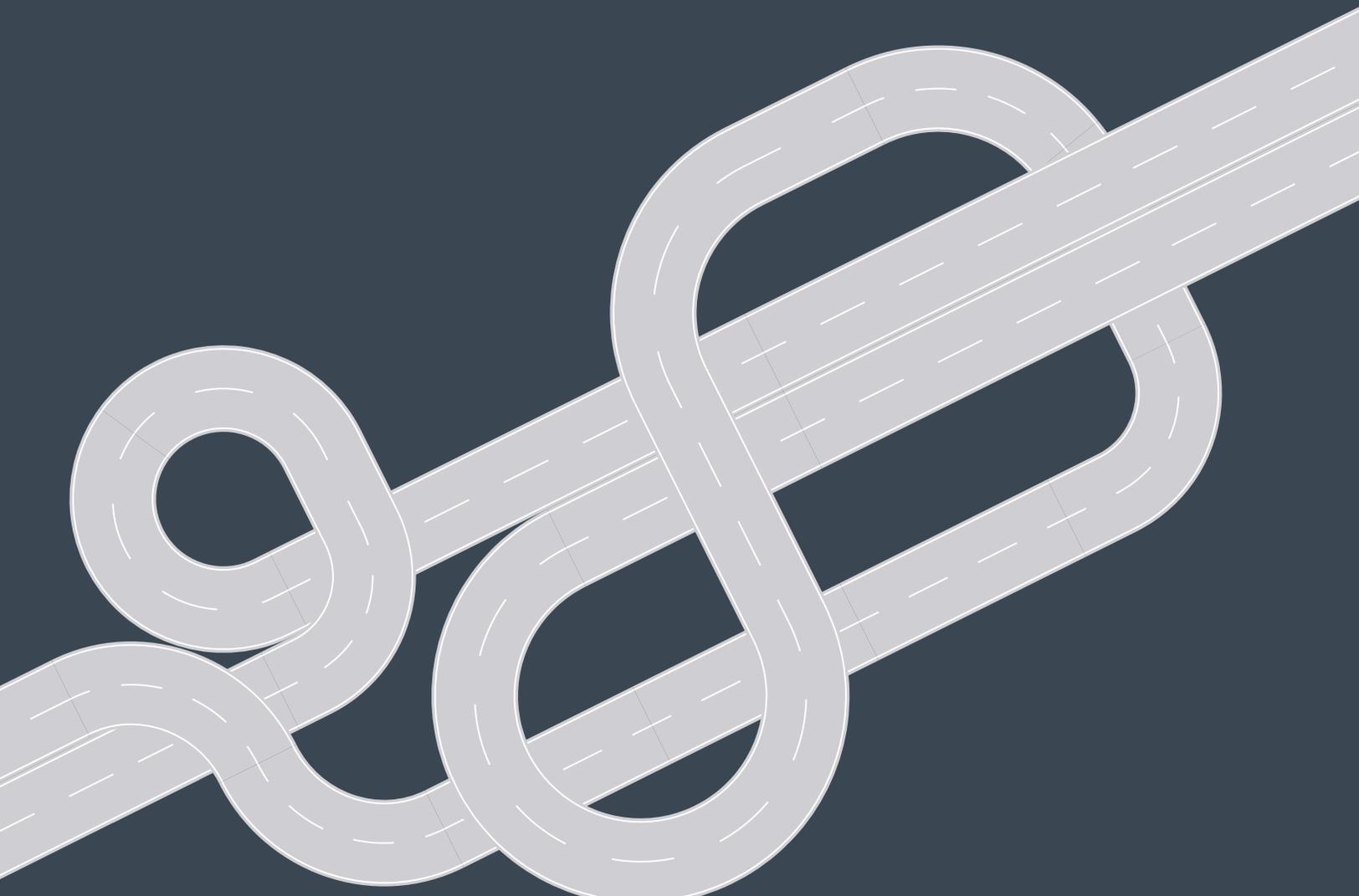


Alabama Strategic Highway Safety Plan 4th Edition

DECEMBER 2022



**DRIVE
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ALABAMA**

ALABAMA DEPARTMENT OF TRANSPORTATION

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TERMS AND DEFINITIONS

ADECA	Alabama Department of Economic and Community Affairs	HSIP	Highway Safety Improvement Program	RPO	Rural Planning Organization
ALDOT	Alabama Department of Transportation	HSP	Highway Safety Plan	SHSP	Strategic Highway Safety Plan
CVSP	Commercial Vehicle Safety Plan	MMUCC	Model Minimum Uniform Crash Criteria Guideline	STIP	Statewide Transportation Improvement Program
FHWA	Federal Highway Administration	MPO	Metropolitan Planning Organization		
FMCSA	Federal Motor Carrier Safety Administration	NHTSA	National Highway Traffic Safety Administration		

INTRODUCTION SHSP 4TH EDITION

A Strategic Highway Safety Plan (SHSP) is a data-driven multi-year comprehensive plan that establishes a state's traffic safety goals, objectives, priorities, and areas of focus, and facilitates engagement with safety stakeholders and partners. The Alabama SHSP 4th Edition was developed by the Alabama Department of Transportation (ALDOT) in a cooperative process with local, state, federal, and other public and private stakeholders.

The SHSP provides a comprehensive framework for reducing fatalities and serious injuries on all public roads, with the **ULTIMATE VISION OF ERADICATING THE STATE'S ROADWAY DEATHS AND SERIOUS INJURIES**. The strategies detailed in the plan integrate the efforts of partners and safety stakeholders from the 4 Es of safety (Engineering, Enforcement, Education, and Emergency Medical Services).

Achieving the goals outlined in the SHSP will require teamwork among not only the 4 Es, but also all road users in making proper safer decisions. The SHSP provides the framework for data driven selection of policies, programs, countermeasures, and strategies that work towards the mission of striving towards zero traffic related deaths and serious injuries for all road users in the State of Alabama.

Alabama does not specifically differentiate between state-owned and non-state-owned routes in the SHSP planning process. All public routes are eligible for funding under the Highway Safety Improvement Program including non-state-owned routes. Individual routes and locations are chosen based on a data driven process including, but not limited to, roadway safety assessments/reviews, crash data, witness accounts, and systemically based hazard indicators, to inform decision makers regarding the most appropriate countermeasures and prioritization of funding from a benefit-cost perspective. The development of the systemically based hazard indicators is currently early in the process and in need of additional statewide roadway inventory. Once fully developed the hazard indicators will allow the program to use a portion of funding to proactively address conditions that have been proven correlate with increased crash probability.

UPDATING THE SHSP

The development of the 3rd edition of the Alabama SHSP explored a “bottom-up” approach to the update of the SHSP. Due to some issues, which will be discussed later, with the implementation of the 3rd edition combined with the restrictive nature of meetings in the workplace during much of 2020-2021, the decision was made to take a more traditional “top-down” method, using a higher-level working group to develop the 4th edition Alabama SHSP.

Working Group

The SHSP Process Approval Checklist was used as a beginning guide to determine the members of the working team. Each of the agencies, organizations, or associations, listed below was contacted via email and/or phone in the beginning process to solicit their participation in the process. The SHSP working group leadership utilized existing working relationships where available in determining representatives from the groups listed below. Where those relationships had not already been established the president or director of the association or department was contacted to be or otherwise nominate their representative. A concerted effort was also made to include participation from multiple levels (e.g., federal, state, and local) in the update process.

The early update process consisted primarily of emails and some virtual meetings held via Microsoft Teams. These avenues were taken not only due to the restrictive nature of in-person meetings, but also to facilitate

inclusion by allowing participants to engage on their own time frame.

The later steps of the process included in-person meetings with continued reliance on emails for ongoing collaboration with all the stakeholders in the working group.

The SHSP working group consists of stakeholders at the federal, state, and local level to receive input and feedback throughout each stage of the process. The SHSP working group did not include tribal coordination due to lack of tribal lands and associated roadway network. The State of Alabama only has one federally recognized Native American Tribe, The Poarch Creek Indians, located near Atmore, AL. The reservation land is comprised primarily of private property and is approximately the size of a residential neighborhood. The area surrounding and within the reservation limits will be reviewed and analyzed in the same regard as any other area of the public transportation network.

UPDATING THE SHSP CONTINUED

Stakeholders from each of the following categories were encouraged to provide input and feedback throughout the process:

Alabama Department of Transportation (ALDOT)

Alabama Department of Economic and Community Affairs (ADECA)

Alabama Law Enforcement Agency (ALEA)

Alabama Department of Public Health (ADPH)

Federal Highway Administration (FHWA)

National Highway Traffic Safety Administration (NHTSA)

Federal Motor Carrier Safety Administration (FMCSA)

Alabama County Engineers Association (ACEA)

Alabama Transportation Planners Associations (MPOs)

Alabama Association of Regional Councils (RPOs)

Local Law Enforcement (Sheriff and Police Chiefs)

University Educational Representatives

Alabama Highway-Rail Crossing Representative

Data Driven Process

Alabama's SHSP is a data driven process and strives to make the best use of available state, local, and federal data. When developing, implementing, and evaluating the SHSP, the best available data is used to analyze critical transportation safety issues for all road users. Crash data is primarily obtained from the Alabama Critical Analysis Reporting Environment (CARE) and AL Crash which are housed at the Center for Advanced Public Safety at the University of Alabama. Additional data regarding vehicle registration, driver's license registration, population data, and citation data are obtained from various agencies as appropriate for further analysis.

Emphasis areas are selected based on the top factors contributing towards severe injury and fatal crashes, factors that contribute towards the increased severity of crashes, and the overrepresentation or underrepresentation of particular user groups.

Update Schedule

Alabama will update its SHSP every five years from the date of acceptance. Once accepted, this SHSP document will be in place from 2022-2027.

DIRECTOR'S MESSAGE

The Alabama Strategic Highway Safety Plan (SHSP) provides a comprehensive framework for improving highway safety on Alabama roads. Through its data-driven and collaborative process, the SHSP is helping federal, state and local agencies work together to identify and prioritize Alabama's most pressing road safety needs and strategies with the greatest potential to save lives and reduce injuries.

One death on Alabama's roadways is one too many. The Alabama Department of Transportation is dedicated to leading the charge to work with safety partners representing enforcement, emergency medical service response, education and engineering to make Alabama's roadways safe. ALDOT is committed to providing safe roadway systems, which includes partnering with those who use the roadways to ensure they make safe driving choices.

The following comprehensive safety plan continues a mindset of improving our statewide safety culture and creating a culture of roadway safety in Alabama.

JOHN R. COOPER

Transportation Director
Alabama Department of Transportation

OUR VISION AND GOALS

The SHSP 4th Edition continues forward with the vision set forth in the previous SHSP to support the vision of Toward Zero Deaths for all transportation users. The goals have been revised **TO REDUCE FATALITIES AND SUSPECTED SERIOUS INJURIES BY 50 PERCENT BY 2040**. The figures below show the forecasted projections needed to achieve this goal for the five-year rolling averages. The five-year rolling average ending in 2021 was used as the baseline for the targets.

GOAL OF 50% FATALITY REDUCTION BY 2040

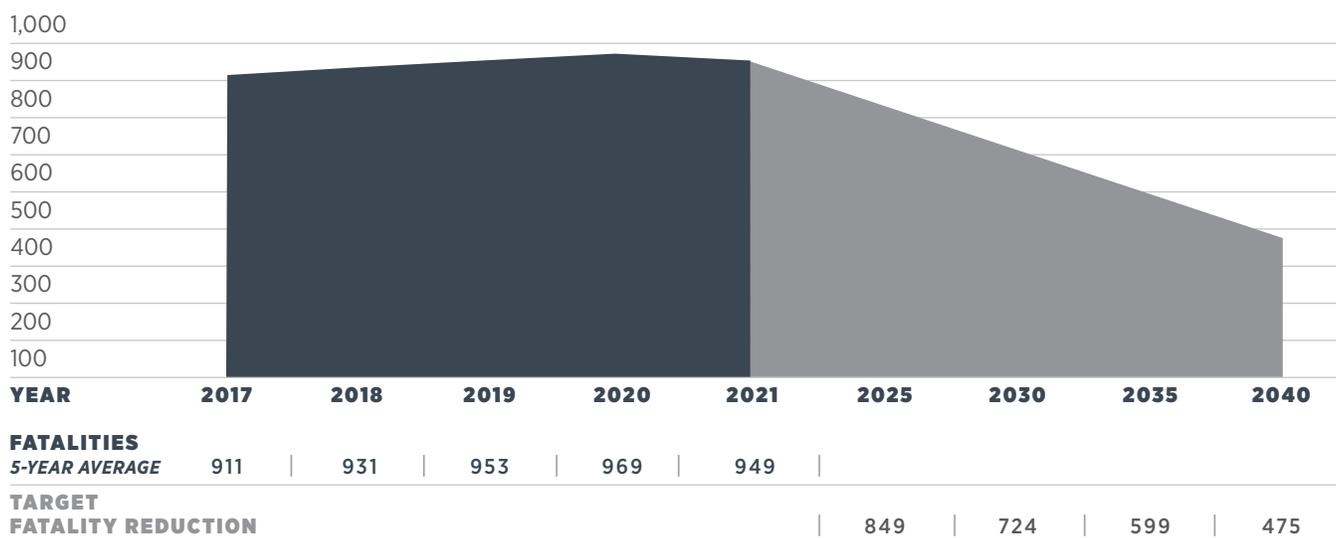


Figure 1 Fatality goals for reduction of fatalities by 50% by 2040

GOAL OF 50% REDUCTION OF SERIOUS INJURIES BY 2040

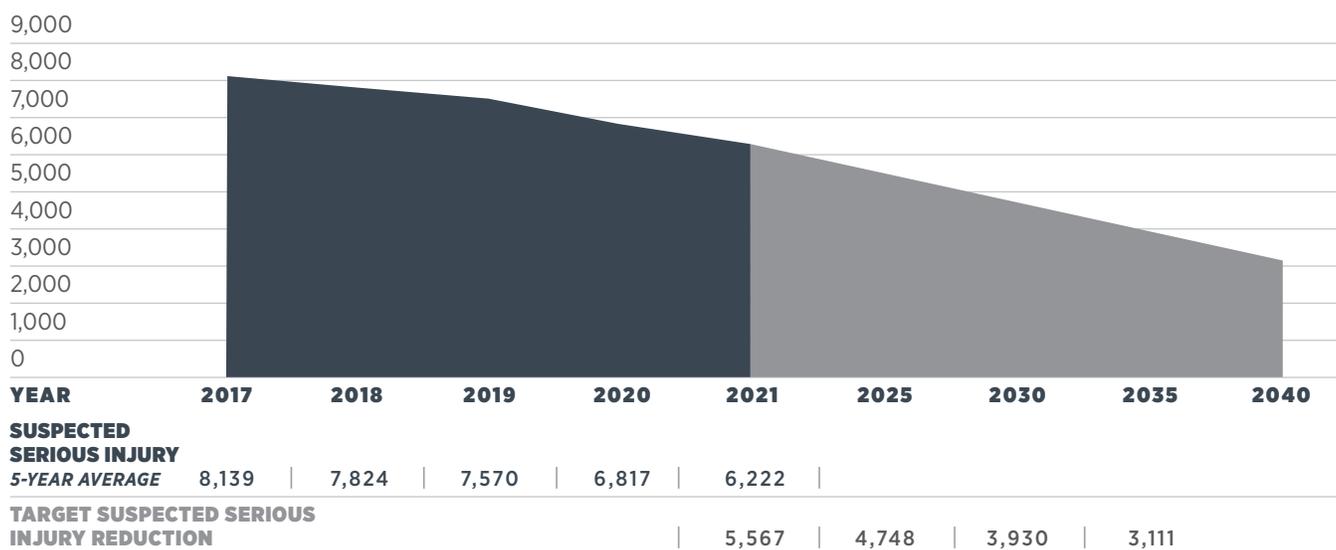


Figure 2 Serious injury goals for reduction of serious injuries by 50% by 2040

THE ES OF SAFETY AND THEIR ROLES

The Es of Safety traditionally has referred to Engineering, Enforcement, Education, and Emergency Medical Services. Recent legislation has added a fifth “E”, equity. While each of the Es has its own specialty, each “E” serves a specific, required, role in addressing transportation safety. The Es are part of an overarching Safe System Approach, which aims to eliminate fatal and serious injuries for all road users through a holistic view of the transportation system that anticipates human error and limits impact energy on the human body to a tolerable level.

ENGINEERING



Primarily involved in infrastructure related causes of crashes and infrastructure related to solutions for reducing the frequency and severity of crashes. The engineering “E” is responsible for designing and maintaining transportation systems in such a way that considers human limitations and mistakes to prevent deaths and serious injuries. The engineering “E” is primarily comprised of Departments of Transportation at the federal, state, and local level, and/or their consultants. The engineering “E” is also responsible for setting appropriate context dependent speed limits for the network.

EDUCATION



Primarily involved with behavioral issues. The educational component is responsible for informing all road users of the proper and safe way to navigate the roadway network, including rules of the road, best practices, use of alternative intersections, driver’s education initiatives, proper use of occupant protection devices, etc. The education “E” is generally comprised not only of educational institutions and educators, but also outreach and education groups within Transportation Departments, the Governor’s Office of Safety, nonprofit organizations, and even Law Enforcement agencies to some degree.

ENFORCEMENT



Primarily involved with enforcement of traffic safety laws and deterrence of high-risk behaviors associated with severe injury and fatal crashes such as speeding and aggressive driving, distracted driving, and impaired driving. The enforcement “E” is exclusively comprised of law enforcement agencies from various levels of government. The enforcement “E” also contributes to post-crash care through forensic analysis at the crash site and traffic incident management.

EMERGENCY MEDICAL SERVICES



As the name suggests, this E is responsible for post-crash care for individuals involved in crashes. Emergency Medical Services is comprised of first responders who strive to quickly locate and stabilize individuals injured in crashes so they can be transported to medical facilities for further treatment. The single greatest factor affecting the outcome of post-crash care is response time. The hour, often referred to as the “golden hour,” immediately following traumatic injury is a critical window for medical treatment to be able to prevent irreversible damage and optimize the chance of survival. EMS strategies in relation to all the adopted emphasis areas will be to develop and implement policies and procedures to reduce response time as much as possible to provide the best possible care within the “golden hour.”

EQUITY



The Infrastructure Investment and Jobs Act (IIJA), more commonly referred to as the Bipartisan Infrastructure Law (BIL), promotes the addition of a fifth “E” into the realm of transportation safety, equity. Alabama will investigate the best ways to properly include equity in a data-driven manner in its mission towards zero deaths over the term of this SHSP. The intent of the stakeholders is to use the data resources available to guide decision making in directing funding where it will be most beneficial and effective. Infrastructure based safety efforts will be based on a combination of crash location history and risk-based analysis of existing infrastructure needs. Behavioral based safety efforts will use available data to direct those efforts at the subgroups determined to be disproportionately affected by severe crashes that can be addressed through outreach.

PLAN COORDINATION

THE SHSP SERVES AS THE COORDINATING DOCUMENT FOR OTHER PLANS AND PROGRAMS THAT INVOLVE TRAFFIC SAFETY and is designed to leverage the resources of other transportation planning and programming activities. The illustration below demonstrates the interconnectivity between the various plans that coordinate with the SHSP. The Highway Safety Improvement Program (HSIP), Highway Safety Plan (HSP), and Commercial Vehicle Safety Plan (CVSP) implement parts of the SHSP.



Figure 3 Intercoordination of SHSP with other planning documents

The HSIP is a core federal funding program with the objective of achieving a significant reduction in traffic fatalities and serious injuries on all public roads. It funds various infrastructure projects, such as intersection and traffic signal upgrades, roundabouts, shoulder widening and rumble strips, roadway delineation, and alternative intersection design. Under the Infrastructure Investments and Jobs Act (IIJA), limited funding eligibility is also expanded to “specified safety projects.” A complete list of eligible specified safety projects under the IIJA can be found in the appendices. To qualify for funding, an HSIP project must be consistent with the SHSP, be data driven, and be consistent with eligibility requirements under current legislation.

The SHSP will be coordinated with the other state level planning documents, such as the Highway Safety Plan, Commercial Vehicle Safety Plan, and other state planning documents shown in Figure 3. Coordination with the SHSP will take place as these planning documents are updated through the quarterly safety meetings that will be held as a part of the implementation and evaluation process intended to facilitate the efforts of the safety stakeholders.

The Statewide Transportation Long Range Plan and the State Transportation Improvement Plan (STIP) are coordinated with the SHSP through the Highway Safety Improvement Program (HSIP). Projects developed through the HSIP must be consistent with the SHSP, and those projects are then entered into the STIP and the Long-Range Plan as they are developed. Projects that fall within the boundaries of a Metropolitan Planning Organization (MPO) must also be added into the Transportation Improvement Program (TIP) and the Metropolitan Transportation Plan.

Local plans will be coordinated with the SHSP as they are developed through the involvement of members of the working group who are a part of the development of those local plans. The MPOs must either adopt the HSIP safety performance measures or set their own.

The coordination with the plans both at a statewide and at a local level will also in turn play a role in the update for the SHSP 5th edition.

The HSP is a required plan to detail the behavioral priorities and strategies/projects to be implemented as a part of the National Highway Transportation Safety Administration (NHTSA) highway safety grant program. ADECA is responsible for the delivery and implementation of the HSP which addresses the behavioral safety programs. NHTSA funds the programs through their Section 402 Highway Safety Programs and Section 405 National Priority Safety Programs. The HSP funds behavioral programs such as “Click It or Ticket” and “Drive Sober or Get Pulled Over” and will be the primary resource for focusing state expertise and programs to combat behavioral safety issues identified in the SHSP. The plan is updated annually and approved by NHTSA.

The CVSP is developed by the Alabama Law Enforcement Agency (ALEA) based on the requirements of the Federal Motor Carrier Safety Administration (FMCSA) as an annual work program. The CVSP identifies a state’s commercial motor vehicle safety objectives, strategies, activities, and performance measures. The CVSP funds efforts to target safety for trucks and buses and is therefore an important component of behavioral safety elements of the SHSP.

The Statewide Transportation Long Range Plan, Statewide Transportation Improvement Program, Metropolitan transportation plans, and transportation improvement programs developed by metropolitan planning organizations should be coordinated to improve overall safety coordination and linkages among the state, regional,

and local agencies. MPO planners identify existing and future short and long-range needs, identify projects and programs, help in establishing priorities, and evaluate outcomes. Experience from each of these areas may provide insight on current safety issues and needs as well as effective methods for addressing them. All planned and authorized projects are included in the STIP.

FEDERAL REQUIREMENTS

The SHSP and HSIP and their development have been directly influenced by the Moving Ahead for Progress in the 21st Century (MAP 21) Act, the Fixing America's Surface Transportation (FAST) Act, and the Bipartisan Infrastructure Law (BIL), which was recently passed in November, 2021. Under these laws, the Federal Highway Administration (FHWA) published their HSIP Final Rules with an effective date of April 14, 2016. These regulations set policy that guide the implementation and evaluation of the SHSP.

The HSIP is a core Federal-aid program with the purpose of achieving significant reductions in fatalities and serious injuries on all public roads. The HSIP focuses on performance and requires a data-driven, strategic approach to improving highway safety on all public roads. The program establishes clear performance management requirements for updating the state's SHSP. The law requires states to have an updated, approved SHSP which is consistent with specific requirements under 23 USC 148. The FHWA Division Administrator evaluates the SHSP update process to ensure the state has followed a process that meets these requirements. FHWA provides an SHSP process Approval Checklist, which is a tool to assist states and the Division Offices assess the process and completeness of the SHSP update prior to FHWA's approval.

Performance Management connects the HSIP and HSP to the SHSP to promote a coordinated relationship for common performance measures, resulting in comprehensive transportation and safety planning. The U.S. DOT issued two rulemakings in March 2016 on Safety Performance Management (Safety PM) and the Highway Safety Improvement Program (HSIP). The Safety PM rule detailed requirements for safety target setting. Annual safety targets are required for five performance measures, applicable to all public roads:

1. NUMBER OF FATALITIES

2. RATE OF FATALITIES—FATALITIES PER 100 MILLION VEHICLE MILES TRAVELED (100 MVMT)

3. NUMBER OF SERIOUS INJURIES

4. RATE OF SERIOUS INJURIES—SERIOUS INJURIES PER 100 MVMT

5. NUMBER OF NON-MOTORIZED FATALITIES AND NON-MOTORIZED SERIOUS INJURIES.

All performance measures are set and reported annually in the form of a 5-year rolling average. For performance measures common to the HSIP and HSP (i.e., number of fatalities, rate of fatalities, and the number of serious injuries), targets must be identical.

OUR DATA CURRENT ENVIRONMENT

REGISTERED VEHICLES IN ALABAMA

VEHICLE TYPE	FY 2019	FY 2020	FY 2021
Passenger Vehicles	4,974,105	4,937,569	5,164,205
Motorcycles	118,316	114,901	122,789
Trucks (commercial)	99,151	99,708	105,972
Trailers	450,700	453,196	487,673
Buses	3,547	3,305	3,222
Other	50,217	50,488	52,815

*Fiscal Year (FY) runs from October 1 to September 30

DRIVER'S LICENSE REGISTRATION

AGE	2019	2020
15	27,522	30,311
16-17	98,501	98,751
18-20	180,364	178,632
21-24	263,490	265,796
25-34	665,419	668,334
35-44	599,937	606,296
45-54	616,521	610,905
55-64	665,951	664,851
65-74	536,251	556,615
75-84	285,787	294,510
85+	113,202	117,146
TOTAL	4,052,945	4,092,147

Driver's License Registration Data by Age Group is no longer collected by the Alabama Law Enforcement Agency and is unavailable after 2020.

VEHICLE MILES TRAVELED (VMT)

IN MILLIONS OF MILES

YEAR	MILES
2015	68,094
2016	69,610
2017	71,685
2018	70,154
2019	70,676
2020	66,370
2021	69,589

OUR DATA CRASH HISTORY

All crash data provided is collected as a part of 23 USC 148. This data is aggregated from individual crash reports submitted by law enforcement throughout the State of Alabama to the Center for Advanced Public Safety at the University of Alabama. The crash reports follow the *MMUCC Guideline Model Minimum Uniform Crash Criteria Fifth Edition (2017)*, which was published by the U.S. Department of Transportation and the National Highway Traffic Safety Administration. This guideline, amongst other things, establishes a severity ranking for each crash, which is based on the most severe injury to any person involved in the crash. The rankings are as follows: Fatal Injury(K), Suspected Serious Injury(A), Suspected Minor Injury (B), Possible Injury(C), and Property Damage Only (O or PDO). Further information regarding the criteria for each severity level can be found in Appendix A. The data is then quality checked and made available to appropriate personnel using the Critical Analysis Reporting Environment System (CARE) and the online crash database known as AL Crash.

The crash data for 2015-2021 was analyzed to determine the most appropriate emphasis areas to focus on for the next cycle of the SHSP. The decision was made by the steering committee to simultaneously evaluate whether previous emphasis areas should be retained and to determine what were the most prevalent crash types and contributing circumstances from the evaluated time frame. Further analysis was also conducted to determine whether older drivers and younger drivers were over-represented in serious injuries and fatalities relative to their respective percentage of all road users. This analysis, which will be demonstrated in the following charts, led to the emphasis areas chosen for the 2022-2027 SHSP.

Traffic fatalities in the state experienced a downward trend from 2006-2014, however, an unexpected spike occurred in 2016 which was followed by a general downward trend until 2021. The fatality rate remained generally stagnant except for an increase in 2020 due to the dramatic decrease in vehicle travel during that year. Both the number of serious injuries and the serious injury rate have experienced a steady decline during the analyzed time period up until 2021, during which both performance measures increased. The number of non-motorists' fatalities and serious injuries has shown no discernible patterns or trends in which to form any basis for decision making.

FATALITIES AND FATALITY RATE

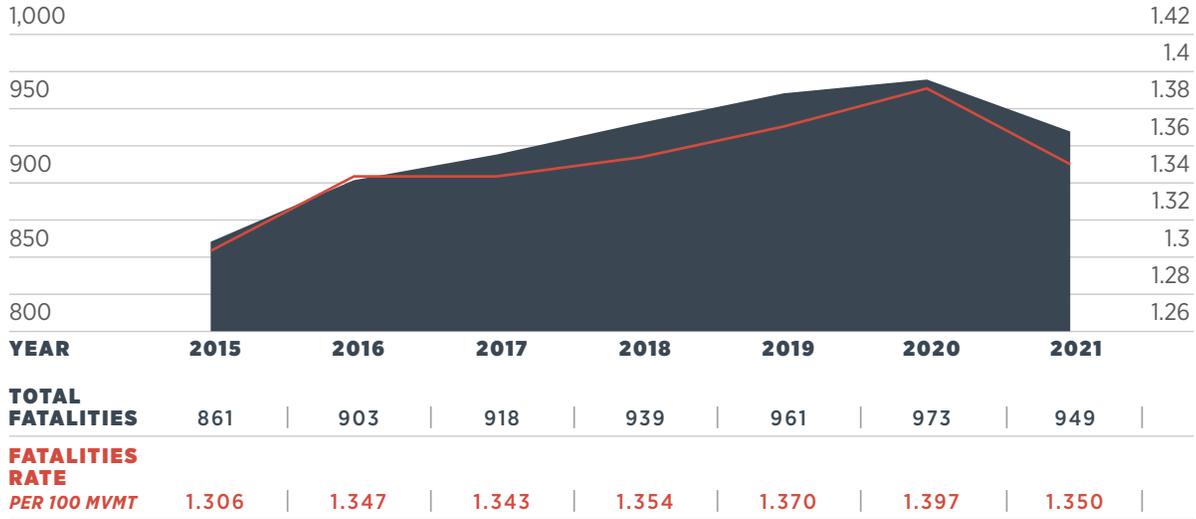


Figure 4 Fatalities and fatality rate 2015-2021

SERIOUS INJURIES AND SERIOUS INJURY RATE

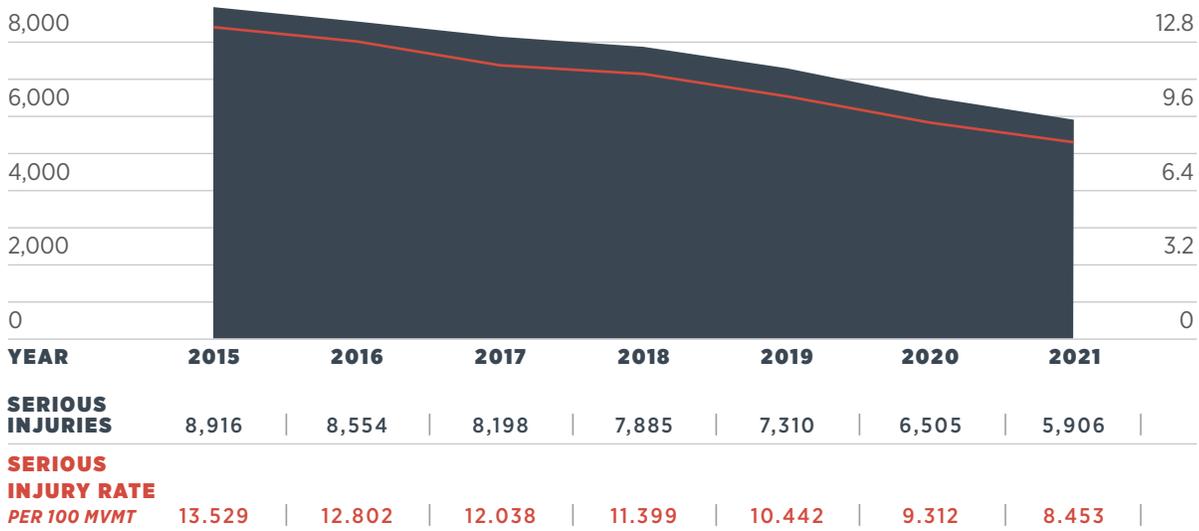


Figure 5 Serious injuries and serious injury rate 2015-2021

OUR DATA CRASH HISTORY CONTINUED

NON-MOTORIST FATALITIES AND SERIOUS INJURIES

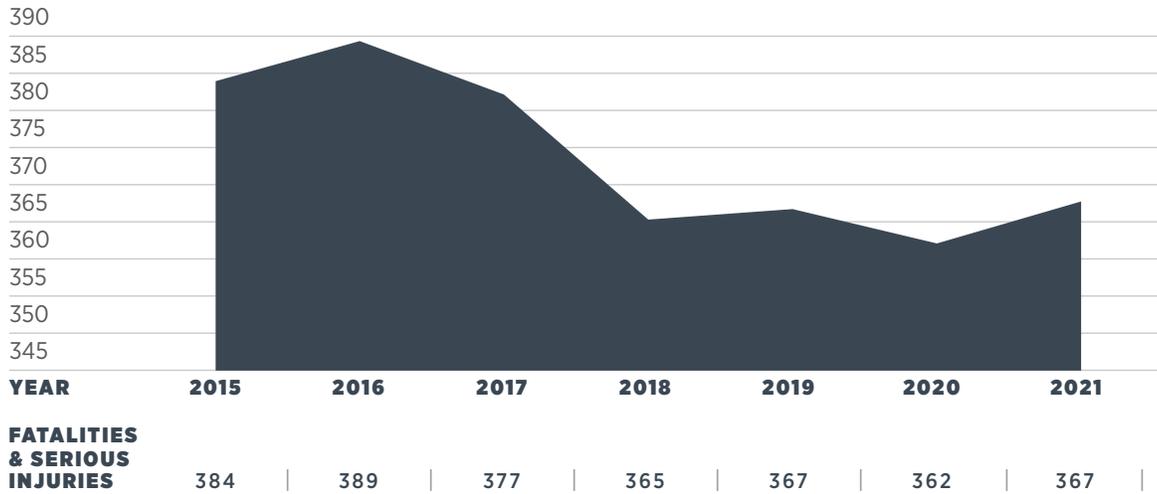


Figure 6 Non-motorist fatalities and serious injuries 2015-2021

TOTAL CRASHES STATEWIDE 2015-2021



Figure 7 Total crashes statewide by severity 2015-2021

INJURIES BY SEVERITY 2015-2021

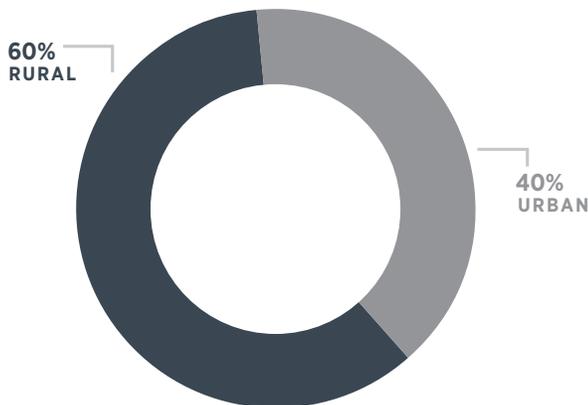


Figure 8 Total Injuries statewide by severity 2015-2021

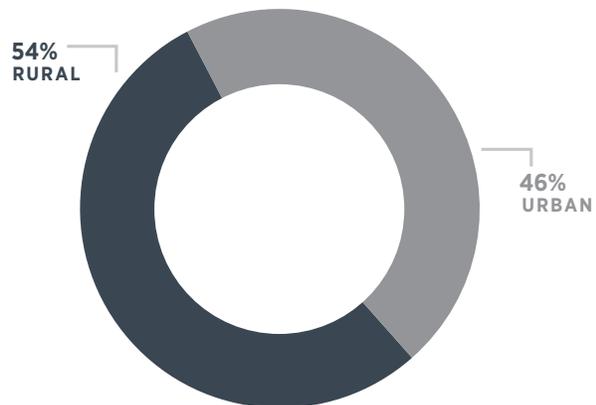
OUR DATA WHERE INJURIES OCCUR

Approximately 2,634,000 people were involved in reported crashes in Alabama between 2015-2021. Of those individuals, approximately 79% were involved in a crash in an urban area. The crash trends continue to be heavily weighted towards urban areas for crashes involving no injuries and “possible injuries;” however, approximately 60% of fatalities and 54% of serious injuries occur on roadways designated as rural in nature. While a great percentage of crashes may occur within urban areas, those crashes are disproportionately low severity in nature. The congestions of traffic combined with the fallible nature of human decision making will ultimately result in collisions, however, the typically low speed nature of these collisions often result in little or no injury to those involved. Conversely, the lack of congestion and high speed nature of rural roadways often result in crashes with a much higher severity.

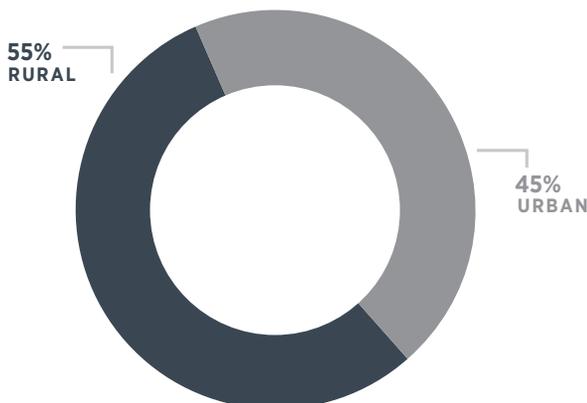
FATAL INJURIES 2015-2021



SERIOUS INJURIES 2015-2021



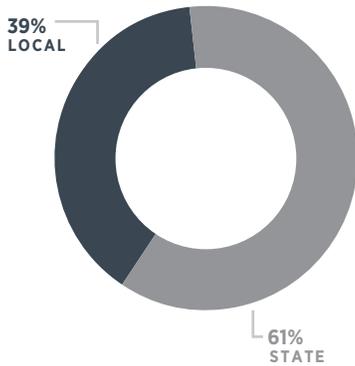
FATAL & SERIOUS INJURIES 2015-2021



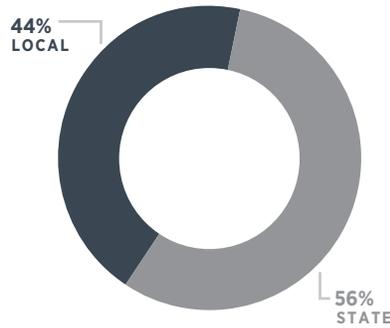
Further analysis was conducted to determine the location of fatal and serious injury crashes relative to whether those routes were state or locally maintained. ALDOT maintains all interstate, federal, and state designated routes, which account for approximately 11% of centerline miles of public roads in the state. Locally maintained routes consist of those routes maintained by local municipalities and counties, and those routes account for approximately 89% of the centerline miles for public roads in the state.

OUR DATA WHERE INJURIES OCCUR CONTINUED

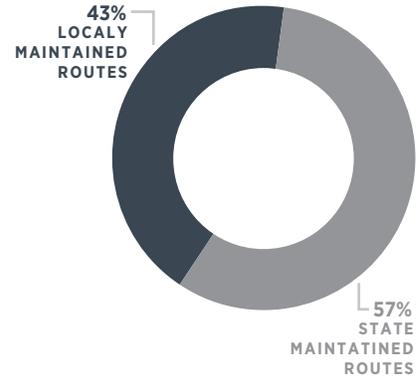
FATAL CRASHES BY MAINTENANCE RESPONSIBILITY



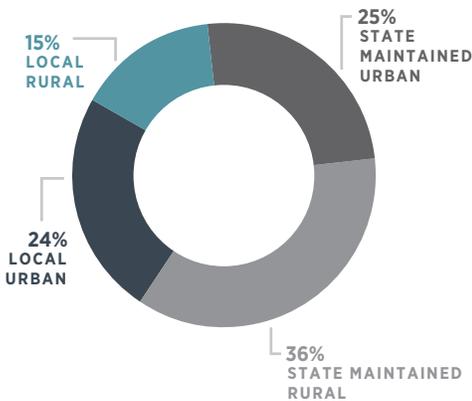
SUSPECTED SERIOUS INJURY CRASHES BY MAINTENANCE RESPONSIBILITY



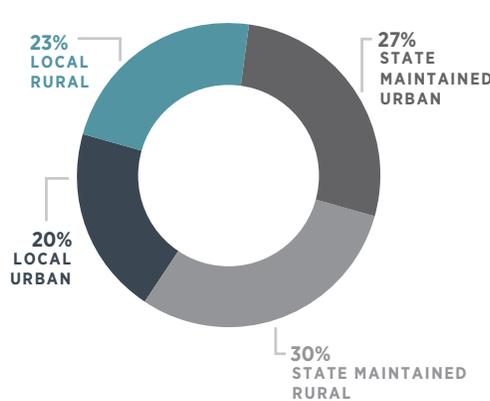
FATAL AND SI COMBINED CRASHES



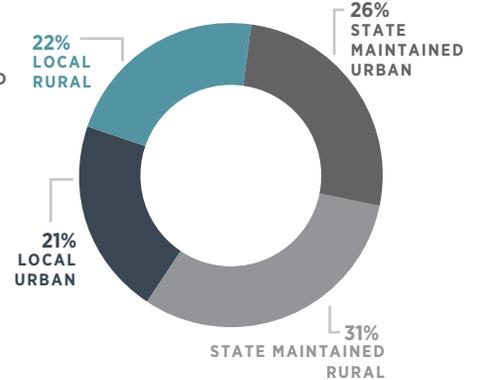
FATAL CRASHES



SERIOUS INJURY CRASHES



FATAL AND SI COMBINED

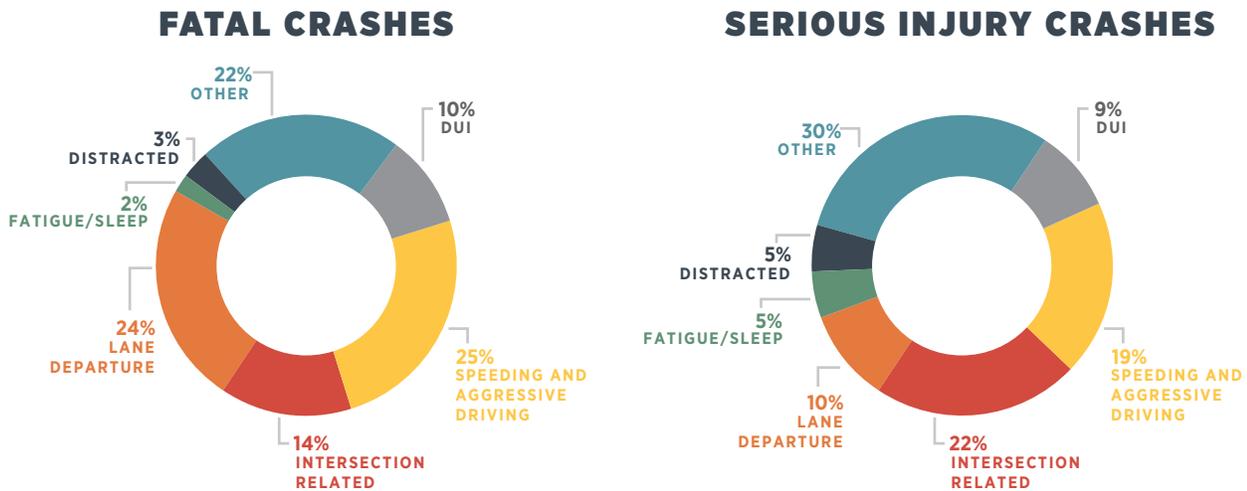


Analysis of the centerline miles of public routes, fatal and serious injury crashes, and vehicle miles traveled determines that while approximately 11% of routes in the state are ALDOT maintained, **THOSE ROUTES ACCOUNT FOR APPROXIMATELY 57% OF FATAL AND SERIOUS INJURY CRASHES AND 55% OF THE VEHICLE MILES TRAVELED** in the State of Alabama.

OUR DATA WHY THEY OCCUR

UNDERSTANDING THE CAUSES AND CONTRIBUTING FACTORS OF CRASHES IS A CRITICAL PART OF MAKING DATA-DRIVEN DECISIONS. The figures below illustrate the major contributing factors for fatal and serious crashes from 2017-2021.

Each of the contributing factors have different root causes and potential solutions. Targeting the factors related to the largest percentages of fatalities and serious injuries helps the state prioritize the greatest opportunities to reduce traffic-related deaths and injuries. For these reasons, the three umbrella categories of high-risk behavior, infrastructure, and at-risk user groups were chosen. A fourth emphasis area category of Data Systems was also chosen for inclusion. Data Systems are needed to support the efforts of addressing the first three categories.



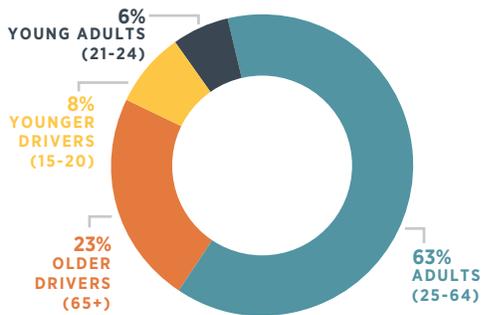
One consideration to make in the evaluation of the data for Primary Contributing Circumstance is the fact that some of the designations are reliant on accurate statements made by those involved in the crash. It is widely believed that distracted driving and fatigued driving are under-reported due to a lack of accurate statements by those involved. While it is impossible to properly quantify the difference and the actual occurrence, the risk factors involved with both distracted and fatigued driving cause them to be behaviors that deserve to be addressed in any effort to significantly improve transportation safety.

The "other" crashes are a conglomeration of many contributing circumstances including, but not limited to, improper backing, swerving to avoid animal/object/vehicle, load shift, defective equipment, etc.

One additional statistic to mention that has a great effect on crash severity involves occupant protection and the use of safety belts. Based on the analysis conducted on fatal crashes from 2017-2021, safety belts were not utilized in 59% of fatal crashes where they were available.

OUR DATA POPULATION ANALYSIS

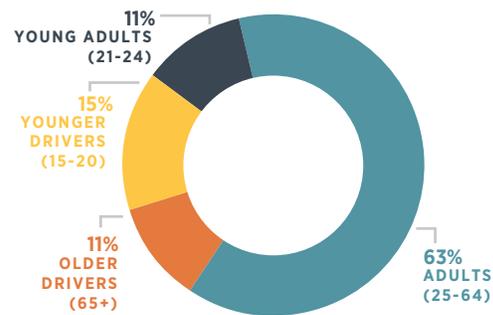
LICENSED DRIVERS BY AGE GROUP



An analysis of driver's license registration relative to fatal and serious injury crash frequencies reveals an over-representation of Younger Drivers (aged 15-20) as defined by NHTSA. Drivers in this age range were involved in fatal and serious injury crashes at a percentage rate that was twice the rate of their representative percent of licensed drivers.

Older Drivers are under-represented in fatal and serious injury crashes; however, due to their specific inclusion in 23 USC 148, their increasing makeup of the driving population, and certain limitations that increase with advanced age, it was decided to consider them among the "at-risk" user groups for purposes of the SHSP 4th Edition.

PERCENT OF FATAL AND SI CRASHES BY AGE GROUP



The final group to consider in population analysis, and one that is heavily considered in legislation and guidance, is the "non-motorist" or "vulnerable road users." This group (typically bicyclists and pedestrians) is especially important to consider in transportation safety due to their lack of protection in the event of a crash. A driver or occupant in a passenger or other driven vehicle has access to safety belts, airbags, collision detection and avoidance systems, and other safety features, many of which are standard in modern vehicles. Non-motorists do not have these same protections in the event of a crash and experience less than a 50% survival rate when crashes involve a vehicle traveling at or above 45 mph. Non-motorists only account for approximately 1.76% of crashes statewide; however, 33% of non-motorists involved crashes resulted in a fatality or serious injury.

EMPHASIS AREAS

Based on analysis that was conducted for the development of the SHSP, including what has been shown above, the decision was made to group Emphasis Areas into four main categories with emphasis areas under each emphasis area group.

BEHAVIORAL-BASED EMPHASIS AREAS

- Speeding and Aggressive Driving
- Distracted/Drowsy Driving
- Impaired Driving
- Occupant Protection

INFRASTRUCTURE-BASED EMPHASIS AREAS

- Roadway/Lane Departure Crashes
- Intersection Crashes

AT-RISK ROAD USERS

- Older Drivers
- Younger Drivers
- Non-Motorists

DATA SYSTEMS

BEHAVIORAL-BASED EMPHASIS AREAS

Crashes occur as a result of multiple factors associated with the roadway, vehicle, and the user/operator. An example of this is a distracted driver who fails to yield at a traffic signal and strikes a non-motorist or an unrestrained driver who departs the roadway and runs into a tree. Drivers, passengers, pedestrians, and bicyclists all engage in several risky behaviors that contribute to traffic crashes. ALDOT and its partners have identified the following emphasis areas that are primarily behavioral-based and have a strong correlation with the occurrence and/or severity of crashes in the state:

Speeding and Aggressive Driving

Distracted/Drowsy Driving

Impaired Driving

Occupant Protection

Behavioral-based contributing factors are primarily addressed through a combination of education and public outreach activities to inform and educate the road users of the prevalence and risk associated with certain behaviors, and enforcement activities as the proverbial stick to discourage risky behavior in both a general and targeted manner. Impaired driving and occupant protection are priority programs in the Alabama HSP.



Speeding and Aggressive Driving

Speeding is defined as traveling in excess of the posted speed limit or too fast for conditions. Aggressive driving is a more encompassing term that includes additional behaviors such as aggressive operations, improper passing, improper lane changes, following too closely, and disregard or failure to obey traffic control devices.

EMPHASIS AREAS CONTINUED

Speeding and aggressive driving typically occur together, and as such typically result in high severity crashes. Speeding and aggressive driving accounted for approximately 20% of combined fatal and serious injury crashes statewide in 2017-2021.

Objective: Decrease the number of fatalities and serious injuries that occur due to speeding and aggressive driving by 2% each year.

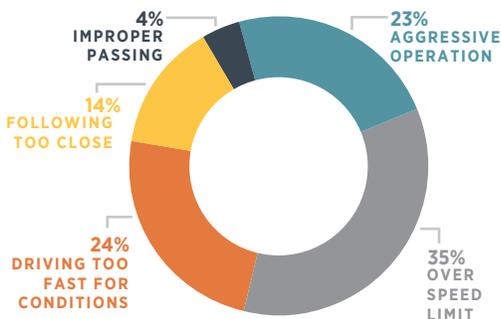
Strategies: To reduce speeding and aggressive driving, a multidisciplinary approach involving engineering, law enforcement, education, and information systems will strategically deploy resources, programs, and strategies to reduce the occurrence of the behavior as well as reduce the severity of the outcome when the behavior does occur.

Strategy 1 Increase public awareness of speeding and aggressive driving as well as the impacts of such behavior through media campaigns, public outreach including outreach to school-age students as well as public events, and educational material for driver training.

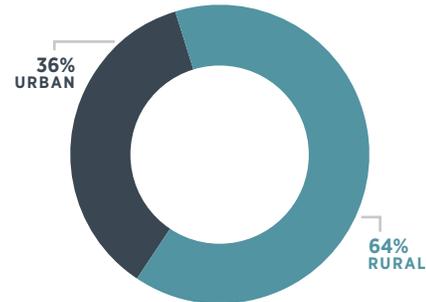
Strategy 2 Perform high visibility, targeted enforcement to deter and reduce the frequency of speeding and aggressive driving.

Strategy 3 Identify and implement context appropriate engineering solutions in locations where speeding and aggressive driving behaviors are prevalent to encourage traffic calming and lower speeds to reduce the likelihood and severity of crashes.

SPEEDING AND AGGRESSIVE DRIVING CONTRIBUTING CIRCUMSTANCES



FATAL AND SERIOUS INJURY AGGRESSIVE DRIVING CRASH LOCALE



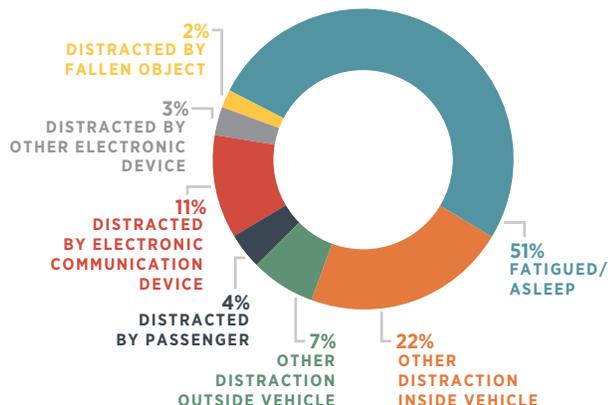
Drowsy/Distracted Driving

Distracted Driving is defined as any activity that diverts attention from the task of driving. There are typically three main forms of distraction, those distractions which take your gaze off of the road, those distractions which take your hands off of the steering wheel, and those distractions that take your attention off of the task at hand. Some distractions involve a combination of these effects.

The most widely publicized and socially recognized form of distracted driving involves handheld electronic devices, which incorporates taking gaze, hands, and attention away from the task of driving, however, there are many other forms of distracted driving that occur due to influences from people or objects inside and outside of the vehicle that causes one or more of the methods of distraction.

Drowsy or fatigued driving, as its name implies, is driving in a state in which attention cannot be given to the task of driving due to physical condition. Drowsy driving, therefore, falls within the category of distracted driving in that sense. Both combined account for approximately

DROWSY AND DISTRACTED DRIVING CONTRIBUTING CIRCUMSTANCES



8% of fatal and serious injury crashes as reported. There is, however, great anecdotal belief that both are underreported as their inclusion on crash reports often require the causal driver to admit to an action that is generally considered socially unacceptable if they can provide answers or respond at all.

As is shown in the graph above, fatigued driving crashes account for approximately 51% of all drowsy/distracted driving related crashes. Of these crashes, 82% occur in rural locations, and 85% of them cite the most harmful event as a collision with a non-moving object or rolling over.

Objective: Decrease the number of fatalities and serious injuries that occur due to distracted and drowsy driving by 2% each year.

Strategies: To reduce distracted and drowsy driving, a multidisciplinary approach involving primarily law enforcement, education, and information systems will strategically deploy resources, programs, and strategies to reduce the occurrence of the behavior as well as reduce the severity of the outcome when the behavior does occur.

Strategy 1 Increase the public awareness of the dangers of distracted and drowsy driving through media campaigns, public outreach efforts in schools and at public events, and the development of educational information to include in driver training material.

Strategy 2 Implement infrastructure improvements to alert distracted and drowsy drivers to the roadway in an effort to reduce the frequency and severity of distracted and drowsy driving related crashes.

Strategy 3 Support the improvement and implementation of distracted driving laws.

Strategy 4 Support the development and widespread implementation of vehicle technology which will reduce the occurrence or severity of risk with distracted and drowsy driving.



Impaired Driving

Impaired driving, which was previously referred to as driving while intoxicated (DWI), is now covered under a broader term of driving under the influence (DUI). DUI includes not only driving under the influence of alcohol, but also any other substance which impairs a driver's ability to properly operate a vehicle. This includes both illegal drugs and prescription drugs which impair the ability to operate the vehicle. DUI related crashes account for approximately 9% of combined fatal and serious injury crashes statewide.

Objective: Decrease the number of fatalities and serious injuries that occur due to impaired driving by 2% each year.

Strategies: To reduce impaired driving, a multidisciplinary approach involving law enforcement, education and community outreach, and information systems will strategically deploy resources, programs, and strategies to reduce the occurrence of the behavior as well as reduce the severity of the outcome when the behavior does occur.

Strategy 1 Continue impaired driving enforcement efforts throughout the state through ongoing enforcement strategies to reduce impaired driving.

EMPHASIS AREAS CONTINUED

Strategy 2 Train additional impaired driving enforcement experts.

Strategy 3 Continue impaired driving public information campaigns and educational efforts for all drivers in schools and at public events.

Strategy 4 Utilize available data to best direct resources towards areas with increased occurrence of impaired driving.

Strategy 2 Develop and implement directed, targeted enforcement efforts in geographical locations shown to be over-represented by low restraint usage rates.

Strategy 3 Develop and conduct public outreach and educational campaigns at public events, hospitals, and in school settings to change behavior, increase knowledge of risks, and increase restraint usage.

Strategy 4 Recruit, train, and retain Child Passenger Safety Technicians and maintain a network of fitting stations throughout the state.



Occupant Protection

Nationally, as well as in Alabama, the importance of adult and child restraints use can be highlighted through critical statistics. In Alabama, 58% of fatalities in 2020 were unrestrained. Only 3.8% of those who were unrestrained and involved in a crash were unharmed. According to NHTSA, the risk of fatal injury can be reduced by 45% and moderate to critical injury can be reduced by 50% by being properly restrained. The use of safety belts is widely considered to be the greatest factor other than speed to determine whether a crash involves injuries or fatalities.

Objective: Increase the proper use of safety restraints by vehicle occupants in all seating positions, as appropriate, by 1% each year until reaching 95% utilization.

Strategies: A combined effort of education, public outreach, and enforcement will implement the following strategies to reduce the occurrence and severity of crashes involving unrestrained road users throughout the state.

Strategy 1 Develop and conduct highly publicized, visible, targeted enforcement campaigns to encourage increased restraint usage.

INFRASTRUCTURE-BASED CONTRIBUTING FACTORS

Implementation of infrastructure-based safety countermeasures are intended to prevent crashes and/or to reduce the severity of crashes that do occur. Understanding how various roadway features contribute to crashes and crash severities is a basic element of planning a safety program. The two emphasis areas identified based on infrastructure-based contributing circumstances are:

Roadway/Lane Departure Crashes

Intersection Crashes

Infrastructure-based contributing factors are primarily addressed through engineering solutions, however, as with all crashes true reduction requires a multidisciplinary approach including education, outreach, and enforcement to also address behavioral aspects associated with infrastructure-based crashes. Roadway/Lane departure crashes and intersection-related crashes are priority crash types to reduce in the Alabama HSIP program.

ALDOT is the primary state level agency involved in the mitigation of crashes from an infrastructure-based approach. The Department also works with local transportation agencies at the county and municipal level to implement improvements as well as partnering with universities for the development of innovative countermeasures, new systems, and programs such as the Safety Technical Assistance for Counties and Cities (STACC).



Roadway/Lane Departure Crashes

Roadway departure crashes were included in the Every Day Counts-5 initiatives put forth by FHWA and adopted by ALDOT in 2019. FHWA defines a roadway departure crash as a crash which occurs after a vehicle crosses an edge-line or centerline, or otherwise leaves the traveled way. Roadway departure crashes account for 24% of fatal and 10% of serious injury crashes statewide.

Roadway departure crashes are statistically more severe than the average crash severity distribution with 1.3% and 6.6% of roadway departure crashes being fatal and serious injury crashes respectively compared to 0.57% of total crashes and 3.26% of the total crash being fatal and serious injury respectively.

55% of all roadway departure crashes occur in urban locations, however, 68% of fatal roadway departure crashes and 66% of serious injury roadway departure crashes occur in rural locations. Due to the over-representation of the high severity roadway departure crashes in rural locations, funding and activities to combat roadway departure are primarily focused on rural road routes.

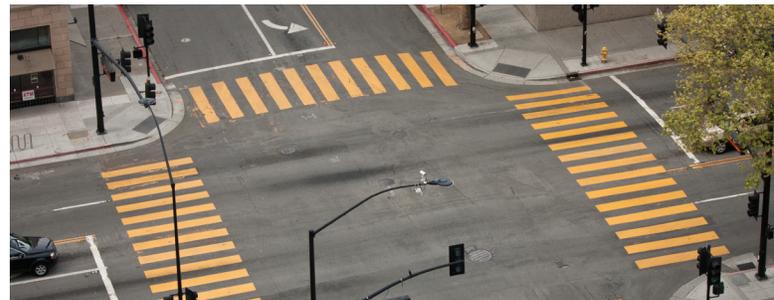
Objective: Decrease the number of fatalities and serious injuries that occur due to roadway/lane departure crashes by 4% each year.

Strategies: To reduce the occurrence and severity of roadway departure crashes throughout the state, the following strategies have been identified for implementation:

Strategy 1 Implement both innovative and proven safety countermeasures to keep vehicles from leaving the traveled lane or crossing the centerline of the roadway (e.g. centerline rumble strips, edge-line rumble strips, high friction surface treatments and pavements, enhanced signing and markings, etc.)

Strategy 2 Implement both innovative and proven safety countermeasures to reduce the severity of a crash or minimize the likelihood of crashing into an object or overturning if a vehicle does leave the traveled way (e.g. clear zone improvement, slope protection, slope flattening, sloped pavement edge, median barrier installation).

Strategy 3 Partner with education, outreach, and enforcement activities to reduce behavioral issues associated with roadway departure crashes, including distracted driving, impaired driving, and speeding and aggressive driving.



Intersection Related Crashes

An intersection is the point on a road at which multiple paths converge and inherently presents increased opportunities for crashes for all roadway users (motorist, pedestrians, and bicyclists).

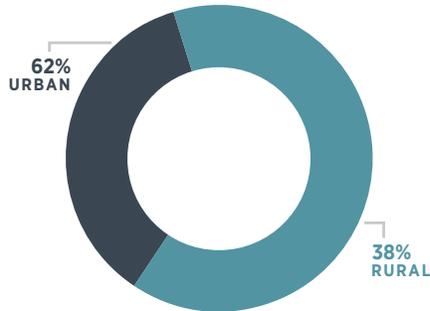
In Alabama, intersection-related crashes account for approximately 60% of all crashes, 35% of fatal crashes, and 44% of serious injury crashes. Serious Injury crashes involving intersections have continued to decline; however, fatal injuries occurring at intersections have risen slightly from 2017-2021.

One specific type of intersection crash of concern is those crashes involving railway-highway crossings. Such crashes are not especially prevalent; however, these crashes almost always result in fatal and serious injuries.

Railway-highway crossings are reviewed for safety improvements by the ALDOT Railway-Highway Safety Group. There are two ways a crossing location can be programed for funding through ALDOT administered FHWA Section 130 Rail Safety Program, either by Priority Ranking List or the Hazard Elimination

EMPHASIS AREAS CONTINUED

INTERSECTION CRASH LOCATION



Application, both program options are evaluated on an annual basis. The Alabama State Action Plan (SAP) for Grade Crossings address an in-depth strategic approach to addressing crossing fatalities and incidents.

Objective: Decrease the number of fatalities and serious injuries that occur due to intersection related crashes by 4% each year.

Strategies: To reduce the occurrence and severity of intersection related crashes throughout the state, the following strategies have been identified for implementation:

Strategy 1 Implement both innovative and proven safety countermeasures to reduce the frequency and severity of intersection conflicts through traffic control devices (e.g. signs, pavement markings, retroreflective backplates, flashing yellow arrow installations, conflict warning systems, intersection lighting, etc.)

Strategy 2 Implement both innovative and proven safety countermeasures to reduce the frequency and severity of intersection conflicts through geometric improvements (e.g. alternative intersection design, road diets, smart channel right turns, etc.), use of emerging technologies and detection devices, and the utilization of intersection control evaluation studies.

Strategy 3 Partner with educational and enforcement campaigns to improve driver awareness and compliance with traffic control devices, especially in targeted locations as identified by available crash data.

AT-RISK ROAD USERS

The at-risk road users category is comprised of older drivers, younger drivers, and non-motorists, which are

comprised of pedestrians and bicyclists. These roadway users are at risk for varying reasons which will be explained further in each emphasis area. At-risk road user safety concerns will be addressed through a multidisciplinary approach utilizing education, outreach, enforcement, and engineering. There is also significant overlap between some of the at-risk user groups and behavioral based contributing circumstances that will need to be addressed in order to fully achieve a significant reduction in high severity crashes.

Older Drivers

Younger Drivers

Non-motorists



Older Drivers

Older drivers (persons 65 years of age and older as defined by 23 USC 148(g)(2)) possess experience behind the wheel and are accustomed to making decisions concerning safe maneuvering. However, older drivers may also contend with the impacts of aging such as vision impairment, delayed reaction time, weakened physical strength, declined cognitive function, and restricted physical flexibility.

Older drivers account for approximately 23% of licensed drivers in the state but are only involved in 11% of fatal and serious injury crashes. This may be related to several factors including the tendency for older drivers to voluntarily limit their nighttime driving, avoid heavy traffic, and stay on familiar roads. They may also maintain their licensed status beyond a point in which they continue to actively drive on a regular basis.

Despite the current under representation of the older driver and given the potential the limitations associated with advanced age, the determination was made to include older drivers as a special at-risk group to be considered in the 4th edition of the SHSP.

Objective: Decrease the number of fatal and serious injury crashes involving older drivers by 1% each year.

Strategies: To reduce the occurrence and severity of crashes involving older drivers throughout the state, the following strategies have been identified for implementation:

Strategy 1 Implement proven safety countermeasures to reduce the likelihood and severity of crashes involving older drivers.

Strategy 2 Enhance access to public transportation or other alternative transportation options in order to bridge the gap between driving retirement and mobility independence.

Strategy 3 Promote safe driving practices amongst older drivers through educational and outreach efforts.

Strategy 4 Support the implementation of driver's license re-evaluation laws and policy in order to ensure drivers remain capable of safely operating a vehicle.



Younger Drivers

Younger drivers, defined by NHTSA as those drivers aged 15-20, often pose a risk to themselves and other road users due to risk factors such as a lack of driving experience, less ability to properly gauge risk, and an increased engagement in risky driving behaviors such as speeding, aggressive driving, distracted driving, and impaired driving.

In Alabama, younger drivers represent 8% of licensed drivers, but are involved in 13% of fatal and serious injury crashes. The greatest challenge associated with reducing younger driver related crashes is directly correlated with the typical younger drivers self-perceived invulnerability or the thought process of "it won't happen to me."

Objective: Decrease the number of fatal and serious injury crashes involving younger drivers by 1% each year.

Strategies: To reduce the occurrence and severity of crashes involving younger drivers throughout the state, the following strategies have been identified for implementation:

Strategy 1 Conduct public outreach campaigns and educational outreach campaigns in schools and at public events designed to educate younger drivers on the dangers and outcomes of risky behavior often exhibited by younger drivers. Methods of outreach to include in school outreach programs, simulator programs, and other methods determined to be highly effective for younger age groups.

Strategy 2 Conduct geographically targeted traffic enforcement efforts aimed at reducing the occurrence of risky behaviors often exhibited by younger drivers.

Strategy 3 Identify and implement engineering solutions that will reduce the severity of crashes associated with risky behaviors associated with younger drivers in the event that crashes do occur.



Non-Motorists (Vulnerable Road Users)

Non-motorists, who are sometimes referred to as vulnerable road users, include pedestrians, pedal cyclists (bicyclists), and any other road user traveling in or on a non-motorized personal conveyance along with the public transportation network.

Non-motorists only account for approximately 1.76% of crashes statewide, however, crashes involving non-motorists are disproportionately severe. Non-motorist crash severity dispersion is much more heavily weighted towards fatal and severe injury crashes at 11% and 22% respectively compared to 0.57% and 3.26% for all

EMPHASIS AREAS CONTINUED

crashes statewide. Non-motorists have less than a 50% chance of survival in crashes involving vehicles traveling at or above 45 mph.

The greatest reason for the high rate of high severity crashes is due to non-motorists not having the same physical protection normally provided by cars and trucks, and non-motorists are more prone to be less visible to motor vehicle operators.

Objective: Decrease the number of fatal and serious injury crashes involving non-motorists by 4% each year.

Strategies: To reduce the occurrence and severity of crashes involving non-motorists throughout the state, the following strategies have been identified for implementation:

Strategy 1 Develop and implement community outreach and communication strategies for both drivers and non-motorists to bring awareness to the severity of collisions involving non-motorists, the responsibilities of all road users, and encourage safe driving and walking practices by coordinating with both traditional and non-traditional partners.

Strategy 2 Develop and implement geographically based targeted enforcement of existing pedestrian and bicycle safety laws.

Strategy 3 Identify and implement needed infrastructure to support non-motorists based on the context of the roadway and indicators of infrastructure need such as worn paths or other documented evidence of pedestrians (e.g. sidewalks, safe routes to school, rectangular rapid flashing beacons, complete streets concept).

Efforts to reduce crashes and their consequences require robust data, analytical tools, and analysis. The fourth emphasis area for the Alabama SHSP 4th Edition captures the areas of transportation safety that develop, define, and empower safety decisions and decision-makers in the state. ALDOT uses Highway Safety Manual (HSM) methods and other analytical tools to evaluate safety improvements. These tools require the use of robust datasets. By improving data systems, Alabama can begin to achieve success in making significant reductions in crashes and becoming a national leader on the path towards zero deaths.

The state's Traffic Records Coordinating Committee (TRCC) serves as the action group for safety data issues. This group oversees planning and improvements in the key data attributes for each of the traffic records information systems within the state. The TRCC is charged with ensuring these efforts move forward in each of the six traffic records information systems (i.e., crash, citation and adjudication, driver records, EMS/injury surveillance, roadway, and vehicle). Ultimately, the goal is for data integration and access to be possible through one source data portal.

Objective: Improve the accuracy, precision, and timeliness of data related to transportation safety including, but not limited to, crash reports, roadway data, demographic information, and the needs of the traveling public. Development of systems, policies and strategies to utilize this data in the most effective ways practical.

Strategies: To reduce the occurrence and severity of crashes involving non-motorists throughout the state, the following strategies have been identified for implementation:

Strategy 1 Complete MIRE Fundamental Data Elements Collection by the 2026 deadline utilizing innovative collection techniques.

Strategy 2 Develop or have developed an HSIP application and tracking system by CY2024.



DATA SYSTEMS

Understanding the crash trends and factors is critical to the effectiveness of traffic safety initiatives in Alabama.

IMPLEMENTATION PROCESS

The Steering Committee members as identified in the SHSP 4th Edition will meet at a minimum quarterly to discuss, develop, and implement ongoing and proposed processes, policies, programs, and activities to further the goals, objectives, and strategies outlined in the SHSP. The Steering Committee will update on each member's respective projects successes and challenges towards achieving the goals set for each activity as it relates to the respective strategies and determine ways in which the various steering committee members, and their organizations can collaborate to achieve their respective goals.

Steering Committee members will document proposed activities in a format that can be measured annually based on appropriate metrics in order to aid in the annual evaluation process. This documentation will include the activity, appropriate emphasis area and strategy applicability, measurable metric, and expected outcome relative to emphasis area objectives.

Implementation Champions and Funding Sources

The emphasis areas identified in the SHSP 4th Edition are divided into four categories, behavioral-based, infrastructure-based, at-risk user groups, and data systems.

The behavioral-based emphasis areas will be largely championed by ADECA and funded through grants and other funding provided by NHTSA and the State of Alabama. ALDOT will also partner on a limited basis through the use of available funds through either the HSIP program, state funds, or other available federal funds to support overtime enforcement efforts in support of the behavioral-based emphasis areas. State (ALEA) and local law enforcement will partner in the effort of affecting change on the

behavioral-based emphasis areas through standard enforcement practices as well as specially targeted overtime enforcement as funding opportunities allow.

The infrastructure-based emphasis areas will be championed by ALDOT. ALDOT will partner with local transportation agencies, MPO's, and RPO's to implement needed countermeasures and improve roadway safety. These efforts will be funded through a combination of the HSIP program, special grants, other federal aid funding administered by FHWA, state funding, and local funding.

The At-Risk Road Users emphasis groups represent a complete team approach including efforts from ADECA, ALDOT, ALEA, and

various universities. Affecting transportation safety for these groups will include a combination of efforts that fall within various behavioral based emphasis areas, improvements from both infrastructure-based emphasis areas, and user specialized outreach efforts targeting the appropriate audience in the most effective ways. Funding for these efforts will overlap the other emphasis areas and include funding from ADECA via NHTSA grants, the HSIP program, other FHWA administered Federal funding, and partnership with organizations such as insurance companies and driver safety organizations.

EVALUATION PROCESS

The Steering Committee will also use its quarterly meeting that occurs on or after March 1st of the year to discuss available data gathered from the previous year(s) and determine whether the annual goals established by the Emphasis Area objectives are being met. The previous year's data will be used to determine the goal for the current calendar year based on the emphasis area objective as stated in the SHSP. This evaluation is intended to:

IDENTIFY EFFECTIVE OR INEFFECTIVE PROCESSES, POLICIES, PROGRAMS, OR COUNTERMEASURES THAT ARE EITHER ACHIEVING OR NOT ACHIEVING THE INTENDED RESULTS.

ASSESS THE PROGRESS TOWARDS MEETING OR NOT MEETING THE OBJECTIVES IN EACH EMPHASIS AREA.

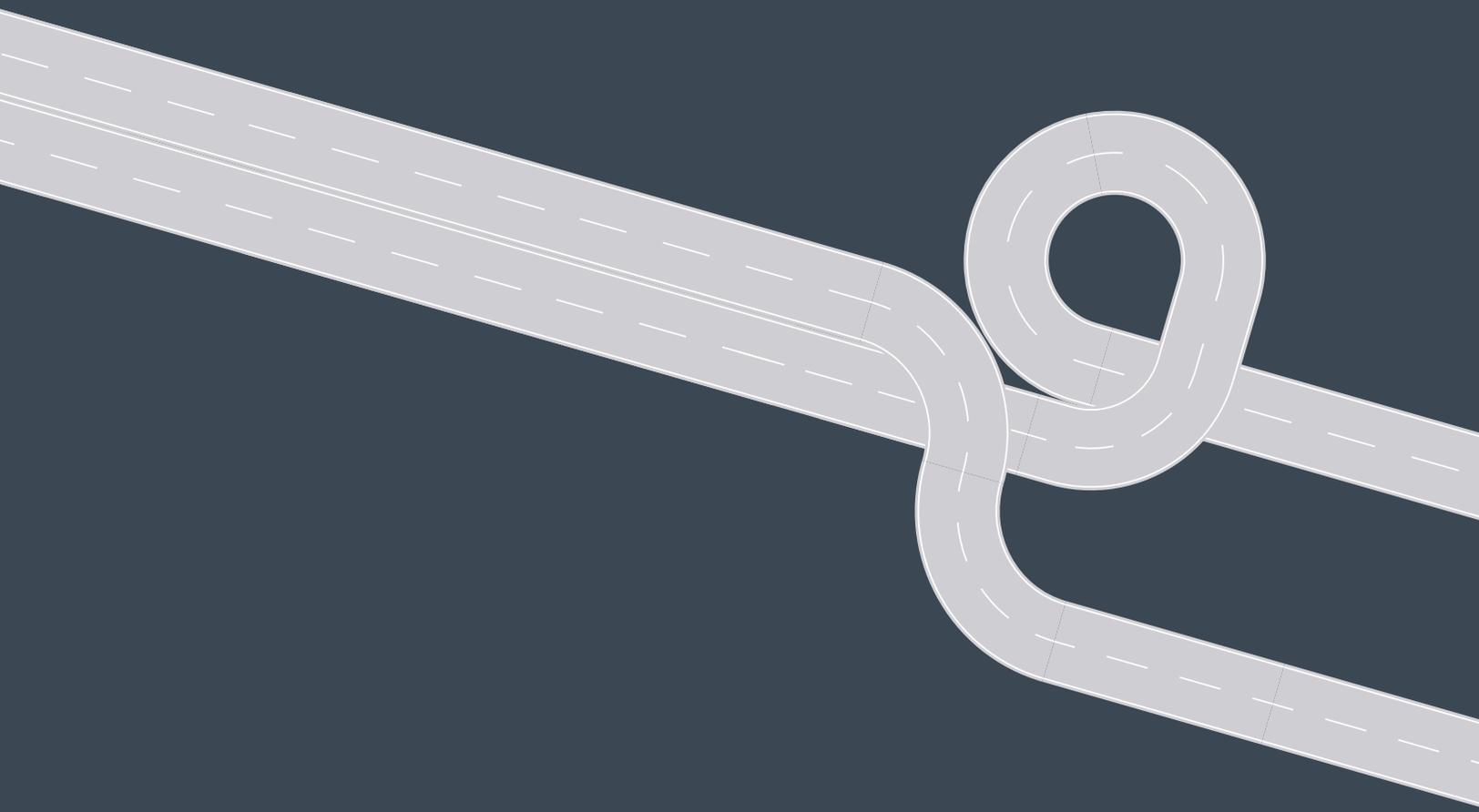
The primary questions that will be asked in the evaluation process are as follows:

- 1. IS THE PROCESS, STRATEGY, PROGRAM, OR ACTIVITY PERFORMING TO ITS PROPOSED LEVEL?**
- 2. IS THE PROCESS, STRATEGY, PROGRAM, OR ACTIVITY ACHIEVING ITS INTENDED RESULTS?**
- 3. TO WHAT EXTENT ARE THE EMPHASIS AREAS AND THEIR STRATEGIES MAKING MEASURABLE PROGRESS TOWARDS SHORT-TERM AND INTERMEDIATE GOALS?**
- 4. TO WHAT EXTENT WERE TRAFFIC SAFETY PERFORMANCE MEASURES MET?**

Results of the Evaluation

The evaluation results will be used to enhance the SHSP process, improve safety performance measure target setting, and facilitate better decision making. The results will also be used to modify or remove underperforming processes, strategies, and programs, and enhance those processes, strategies, and programs which are performing well.

APPENDICES



APPENDIX A

MMUCC 2017: INJURY SEVERITY LEVEL

The injury severity level for a person involved in a crash. The determination of which attribute to assign should be based on the latest information available at the time the report is completed, except as described below for fatal injuries.

Fatal Injury (K): A fatal injury is any injury that results in death within 30 days after the motor vehicle crash in which the injury occurred. If the person did not die at the scene but died within 30 days of the motor vehicle crash in which the injury occurred, the injury classification should be changed from the attribute previously assigned to the attribute "Fatal Injury."

Suspected Serious Injury (A): A suspected serious injury is any injury other than fatal which results in one or more of the following:

Severe laceration resulting in exposure of underlying tissues/muscle/organs or resulting in significant loss of blood

Broken or distorted extremity (arm or leg)

Crush injuries

Suspected skull, chest or abdominal injury other than bruises or minor lacerations

Significant burns (second and third degree burns over 10% or more of the body)

Unconsciousness when taken from the crash scene

Paralysis

Suspected Minor Injury (B): A minor injury is any injury that is evident at the scene of the crash, other than fatal or serious injuries. Examples include lump on the head, abrasions, bruises, minor lacerations (cuts on the skin surface with minimal bleeding and no exposure of deeper tissue/muscle).

Possible Injury (C): A possible injury is any injury reported or claimed which is not a fatal, suspected serious, or suspected minor injury. Examples include momentary loss of consciousness, claim of injury, limping, or complaint of pain or nausea. Possible injuries are those that are reported by the person or are indicated by his/her behavior, but no wounds or injuries are readily evident.

No Apparent Injury (O): No apparent injury is a situation where there is no reason to believe that the person received any bodily harm from the motor vehicle crash. There is no physical evidence of injury and the person does not report any change in normal function.

APPENDIX B

SPECIFIED SAFETY PROJECTS

While the HSIP is targeted primarily toward infrastructure solutions, the BIL allows states to spend up to 10 percent of their HSIP apportionment each fiscal year for specified safety projects to advance implementation of the SHSP. (23 U.S.C. 148(e)(3)). The 10 percent limit does not apply to non-infrastructure highway safety improvement projects specifically listed in 23 U.S.C. 148(a)(4)(B), such as collection, analysis and improvement of safety data; road safety audits; and transportation safety planning. Specified safety projects will be authorized in FHWA's Financial Management Information System (FMIS) with a separate program code to track and monitor implementation of this provision.

Per 23 U.S.C. 148(a)(11), a specified safety project includes a project that:

promotes public awareness and informs the public regarding highway safety matters (including safety for motorcyclists, bicyclists, pedestrians, individuals with disabilities, and other road users);

facilitates enforcement of traffic safety laws;

provides infrastructure and infrastructure-related equipment to support emergency services;

conducts safety-related research to evaluate experimental safety countermeasures or equipment; or

supports safe routes to school non-infrastructure-related activities described in [23 U.S.C.] 208(g)(2).

From FHWA Memorandum dated February 2, 2022, titled "ACTION: Highway Safety Improvement Program (HSIP) Eligibility Guidance (Effective date: October 1, 2021)"

APPENDIX C

HIGH RISK RURAL ROADS

23 U.S.C 148 (a) (1) legislation requires that states include the High-Risk Rural Road (HRRR) definition and define the significant safety risks of roads in their updated state Strategic Highway Safety Plans (SHSPs).

High Risk Rural Road The term “high risk rural road” means any roadway functionally classified as a rural major or minor collector or rural local road-

- A. On which the crash rate for fatalities and incapacitating injuries exceeds the statewide average for those functional classifications or roadway; or*
- B. That will likely have increases in traffic volumes that are likely to create an accident rate of fatalities and incapacitating injuries that exceeds the statewide average for those functional classifications of roadway; and*
- C. Have characteristics that will likely constitute significant safety risks.*

Significant Safety Risk Alabama has elected to determine “significant safety risk” based on information gathered through means such as field reviews, safety assessments, road safety audits, and local knowledge and experience. Using information from observations in the field can identify high-risk locations that may not otherwise be identified through data analysis or by identifying roadway characteristics.

APPENDIX D

SPECIAL RULE 23 USC 148 (G)(2)

23 U.S.C. 148 (g) (2) provides: *If traffic fatalities and serious injuries per capita for drivers and pedestrians over the age of 65 in a state increases during the most recent 2-year period for which data are available, that state shall be required to include, in the subsequent Strategic Highway Safety Plan of the state, strategies to address the increases in those rates, taking into account the recommendations included in the publication of the Federal Highway Administration entitled "Highway Design Handbook for Older Drivers and Pedestrians."*

Alabama has not historically been subject to the referenced special rule, however, The Alabama Department of Transportation (ALDOT) does recognize that as the driving population continues to grow older there will be a need to address unique safety concerns of the older driver and pedestrian.

Older drivers and pedestrians may present with certain risk factors including reduced vision, cognition, and psychomotor & physical function. With these factors in mind, ALDOT has both proactively and reactively began taking these risk factors into consideration when looking into an intersection or roadway segment for potential improvement on all projects.

ALDOT implements the following countermeasures as deemed appropriate, which provide not only a safety benefit to older road users, but also provide a general safety benefit to all road users:

Intersection Geometry Improvements

Enhanced Signing, Striping, and Markings

Intersection Lighting

Signal Backplates with Retroreflective Strips

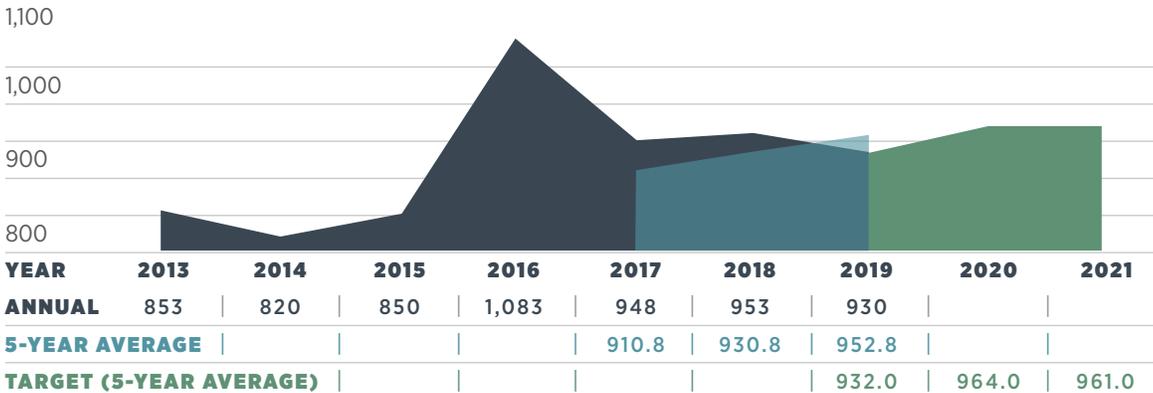
Flashing Yellow Arrows

Protected Only Left Turns

APPENDIX E

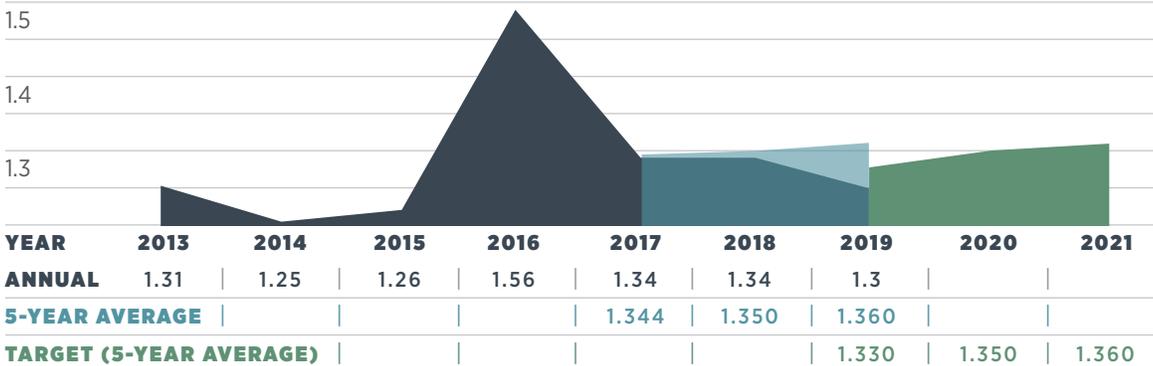
SAFETY PERFORMANCE MEASURES

NUMBER OF FATALITIES



Basis for Number of Fatalities Target: The 2019 Performance Target was developed through a trend analysis of the five-year moving average for fatalities, Alabama unemployment rate trend, and Alabama Gross Domestic Product (GDP) trend. This analysis determined the fatality trend line plus a 1.7% increase associated with the GDP correlated with the currently observed trends of fatal, serious injury, and non-motorized crashes. This target supports the SHSP by helping Alabama focus its strategy, or direction, and making decisions on allocating its resources to reduce long-term fatality trends.

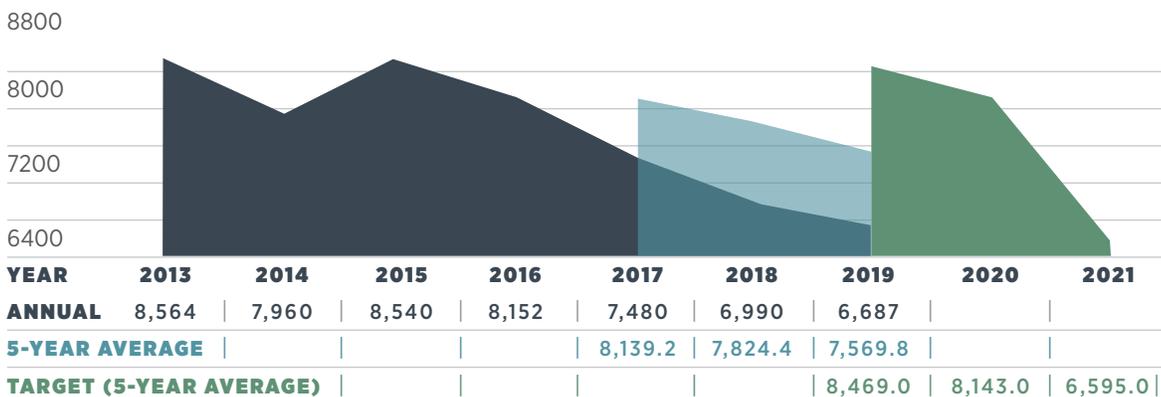
FATALITY RATE PER 100 MILLION VMT



Basis for Fatality Rate Target: The 2019 performance target was developed using the fatality trend line plus a 1.7% increase associated with GDP and an estimated vehicle miles traveled (VMT) growth of 1%. The target represents the projected fatalities as a ratio to 100 million VMT. This target supports the SHSP by helping Alabama focus its strategy, or direction, and making decisions on allocating its resources to reduce long-term fatality rate trends.

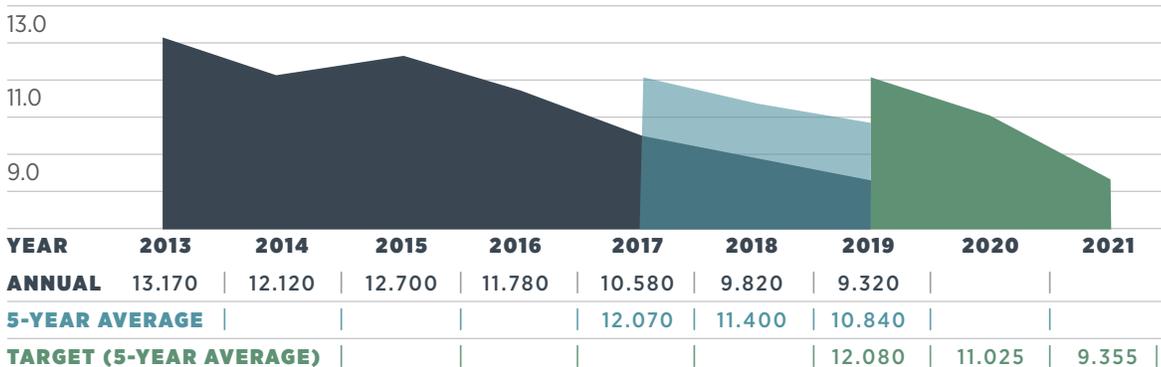
APPENDIX E CONTINUED

NUMBER OF SERIOUS INJURIES



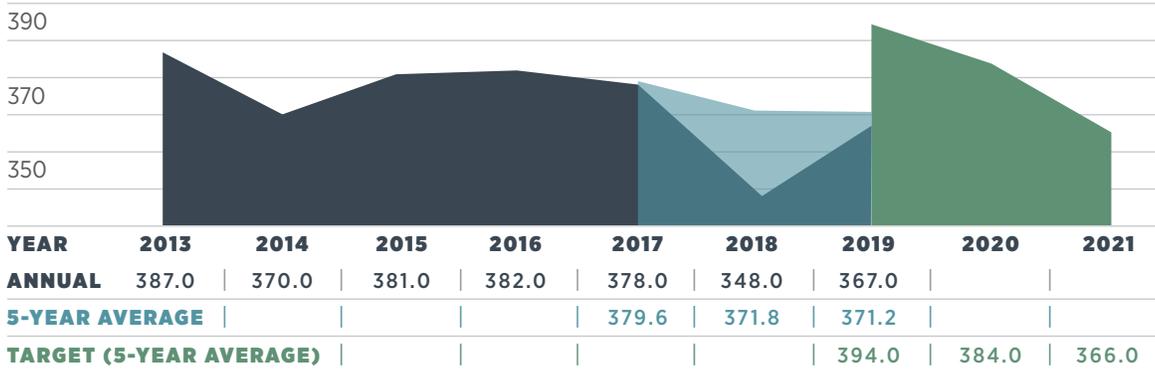
Basis for Number of Serious Injuries Target: This 2019 performance target was developed through a trend line analysis of the five-year moving average for fatalities, Alabama unemployment rate trend, and Alabama Gross Domestic Product (GDP) trend. This analysis determined the fatality trend line plus a 1.7% increase associated with the GDP correlated with the currently observed trends of fatal, serious injury, and non-motorized crashes. This target supports the SHSP by helping Alabama focus its strategy, or direction, and making decisions on allocating its resources to reduce long-term serious injury trends.

RATE OF SERIOUS INJURIES PER 100 MILLION VMT



Basis for Serious Injury Rate Target: This 2019 performance target was developed using the serious injury trend line plus a 1.7% increase associated with GDP and an estimated vehicle miles traveled (VMT) growth of 1%. The target represents the projected serious injuries as a ratio to 100 million VMT. This target supports the SHSP by helping Alabama focus its strategy, or direction, and making decisions on allocating its resources to reduce long-term serious injury rate trends.

NUMBER OF NON-MOTORIZED FATALITIES AND SERIOUS INJURIES



Basis for Number of Non-Motorized Fatalities and Serious Injuries Target: This 2019 performance target was developed through a trend line analysis of the five-year moving average for non-motorized fatalities and serious injuries, Alabama unemployment rate trend, and Alabama Gross Domestic Product (GDP) trend. This analysis determined the non-motorized fatalities and serious injuries trend line plus a 1.7% increase associated with the GDP correlated with the currently observed trends of non-motorized fatalities and serious injuries. This target supports the SHSP by helping Alabama focus its strategy, or direction, and making decisions on allocating its resources to reduce non-motorized fatalities and serious injuries trends.

APPENDIX F

ALABAMA EMPHASIS AREA STRATEGY RESPONSIBILITIES

EMPHASIS AREA	STRATEGY	PRIMARY AGENCY	SUPPORTING AGENCY
SPEEDING AND AGGRESSIVE DRIVING	#1	ADECA	ALDOT, DEPT. OF EDUCATION, ALEA
	#2	ADECA	ALEA
	#3	ALDOT	LOCAL AGENCIES
DROWSY/ DISTRACTED DRIVING	#1	ADECA	ALDOT, ALEA
	#2	ALDOT	LOCAL AGENCIES
	#3	ADECA	ALDOT, ALEA
	#4	ADECA	ALDOT
IMPAIRED DRIVING	#1	ADECA	ALEA, LOCAL AGENCIES
	#2	ADECA	ALEA, LOCAL AGENCIES
	#3	ADECA	ALEA, ALDOT
	#4	ADECA	ALEA
OCCUPANT PROTECTION	#1	ADECA	ALEA
	#2	ADECA	ALEA
	#3	ADECA	ALDOT, ALEA
	#4	ADECA	ALDOT, ALEA
ROADWAY/ LANE DEPARTURE CRASHES	#1	ALDOT	LOCAL AGENCIES
	#2	ALDOT	LOCAL AGENCIES
	#3	ALDOT	ADECA, ALEA
INTERSECTION RELATED CRASHES	#1	ALDOT	LOCAL AGENCIES
	#2	ALDOT	LOCAL AGENCIES
	#3	ALDOT	ADECA, ALEA
OLDER DRIVERS	#1	ALDOT	LOCAL AGENCIES
	#2	ALDOT	LOCAL AGENCIES
	#3	ALDOT	ADECA
	#4	ADECA	ALEA, ALDOT
YOUNGER DRIVERS	#1	ALDOT	ADECA, ALEA
	#2	ADECA	ALEA
	#3	ALDOT	LOCAL AGENCIES
NON-MOTORISTS	#1	ALDOT	ADECA
	#2	ADECA	ALDOT
	#3	ALDOT	LOCAL AGENCIES
DATA SYSTEMS	#1	ALDOT	
	#2	ALDOT	

APPENDIX G

EMPHASIS AREA STRATEGY ACTION STEPS

Speeding and Aggressive Driving

Strategy 1 Increase public awareness of speeding and aggressive driving as well as the impacts of such behavior through media campaigns, public outreach including outreach to school age students as well as public events, and educational material for driver training.

ALDOT and ADECA will partner with universities and other non-traditional partners in order to perform outreach on an as needed basis. Outreach will be based on both need and availability of outreach partners. Funding will be provided through a combination of HSIP funds, other federal funds, and state funds.

Strategy 2 Perform high visibility, targeted enforcement to deter and reduce the frequency of speeding and aggressive driving.

ADECA will continue to fund enforcement efforts utilizing ALEA and local law enforcement as outlined in the HSP. Funding will be come from NHTSA Section 402 Highway Safety Programs and Section 405 National Priority Safety Programs.

ALDOT will continue to fund overtime speed enforcement through ALEA. Funding will come from either HSIP funds, other available federal funds, or state funds.

Strategy 3 Identify and implement context appropriate engineering solutions in locations where speeding and aggressive driving behaviors are prevalent to encourage traffic calming and lower speeds to reduce the likelihood and severity of crashes.

ALDOT will implement or partner with local agencies to implement countermeasures as deemed appropriate and as locations are identified. Funding will be through the HSIP program.

Drowsy/Distracted Driving

Strategy 1 Increase the public awareness of the dangers or distracted and drowsy driving through media campaigns, public outreach efforts in schools and at public events, and development of educational information to include in driver training material.

ADECA and ALDOT will continue to conduct outreach efforts both virtually and in person utilizing local partnerships. Funding will come from a combination of NHTSA program funding, HSIP funding, other federal programs, state funding, and local in kind matches.

Strategy 2 Implement infrastructure improvements to alert distracted and drowsy drivers to the roadway in an effort to reduce the frequency and severity of distracted and drowsy driving related crashes.

ALDOT and will implement or partner with local agencies to implement countermeasures as deemed appropriate based on systemic or crash data to reduce crashes. Funding will come from HSIP, state, and/or local funding.

Strategy 3 Support the improvement and implementation of distracted driving laws.

ALDOT and ADECA in consultation and partnership with ALEA and other law enforcement agencies will continue to support the passage of new or revision of existing laws designed to target and reduce distracted driving.

Strategy 4 Support the development and widespread implementation of in-vehicle technology which will reduce the occurrence or severity of risk with distracted and drowsy driving.

ALDOT and ADECA will support the development and implementation of technology through the private sector and their potential partnership with research institutions. Funding for these efforts will primarily be through the private sector unless future federal grants are identified and made available.

Impaired Driving

Strategy 1 Continue impaired driving enforcement efforts throughout the state by continuing enforcement strategies to reduce impaired driving.

ADECA will continue partnering with ALEA and local law enforcement agencies to reduce impaired driving as a part of their NHTSA funded programs. Law enforcement additionally will continue to enforce and target impaired driving through standard operations statewide.

Strategy 2 Train additional impaired driving enforcement experts.

ADECA will facilitate and fund training of impaired driving enforcement experts as a part of their NHTSA funded programs.

Strategy 3 Continue impaired driving public information campaigns and continue educational efforts for all drivers in schools and at public events.

ADECA and ALDOT will continue to conduct both virtual and in person outreach as well as engaging with local partners to conduct outreach. Funding will be provided through NHTSA programs, HSIP program, other federal programs, and state and/or local funds.

Strategy 4 Utilize available data to best direct resources towards areas with increased occurrence of impaired driving.

ADECA and ALDOT will utilize university partners to analyze crash data to direct enforcement and outreach efforts to the most effective areas.

Occupant Protection

Strategy 1 Conduct highly publicized, visible, targeted enforcement campaigns to encourage increased restraint usage.

ADECA will continue to facilitate and fund programs such as "Click it or Ticket" utilizing ALEA and local law enforcement as a part of NHTSA funded safety programs.

Strategy 2 Develop and implement directed, targeted enforcement efforts in geographical locations shown to be over-represented by low restraint usage rates.

Over the next five years, ADECA will investigate the viability of a program to utilize data to determine geographical regions of the state which would most benefit from targeted enforcement efforts regarding proper occupant protection usage.

Strategy 3 Conduct public outreach and educational campaigns at public events, hospitals, and in school settings to change behavior, increase knowledge of risks, and increase restraint usage.

ADECA and ALDOT will conduct outreach and fund outreach utilizing local partners. Funding will come from a combination of NHTSA safety funding, HSIP funding, state funding and local in kind match funding.

Strategy 4 Recruit, train, and retain Child Passenger Safety Technicians and maintain a network of fitting stations throughout the state.

ALDOT and ADPH will continue to support local partners utilizing HSIP funding, other federal funding, and state funds.

Roadway/Lane Departure Crashes

Strategy 1 Implement both innovative and proven safety countermeasures to keep vehicles from leaving the traveled lane or crossing the centerline of the roadway (e.g. centerline rumble strips, edge-line rumble strips, high friction surface treatments and pavements, enhanced signing and markings, etc.)

ALDOT will implement or partner with local agencies to implement countermeasures as deemed appropriate and as locations are identified. Funding will be through the HSIP program.

Strategy 2 Implement both innovative and proven safety countermeasures to reduce the severity of a crash or minimize likelihood of crashing in an object or overturning if a vehicle does leave the traveled way (e.g. clear zone improvement, slope protection, slope flattening, sloped pavement edge, median barrier installation).

ALDOT will implement or partner with local agencies to implement countermeasures as deemed appropriate and as locations are identified. Funding will be through the HSIP program.

Strategy 3 Partner with education, outreach, and enforcement to reduce behavioral issues associated with roadway departure crashes including distracted driving, impaired driving, and speeding and aggressive driving.

ALDOT will partner with ADECA, ALEA, local agencies, universities, and other non-traditional partners to develop and conduct educational and outreach programs. These programs will be funded through a combinations of HSIP funding, NHTSA safety program funding, other federal funding, state funding, and local funds.

Intersection Crashes

Strategy 1 Implement both innovative and proven safety countermeasures to reduce frequency and severity of intersection conflicts through traffic control devices (e.g. signs, pavement markings, retroreflective backplates, flashing yellow arrow installations, conflict warning systems, intersection lighting, etc.)

ALDOT will implement or partner with local agencies to implement countermeasures as deemed appropriate and as locations are identified. Funding will be through the HSIP program.

Strategy 2 Implement both innovative and proven safety countermeasures to reduce the frequency and severity of intersection conflicts through geometric improvements (e.g. alternative intersection design, road diets, smart channel right turns, etc.) and the utilization of intersection control evaluation studies.

ALDOT will implement or partner with local agencies to implement countermeasures as deemed appropriate and as locations are identified. Funding will be through the HSIP program.

Strategy 3 Partner with educational and enforcement campaigns to improve driver awareness and compliance with traffic control devices especially in targeted locations as identified by available crash data.

ALDOT will partner with ADECA, ALEA, local agencies, universities, and other non-traditional partners to develop and conduct educational and outreach programs. These programs will be funded through a combinations of HSIP funding, NHTSA safety program funding, other federal funding, state funding, and local funds.

Older Drivers

Strategy 1 Implement proven safety countermeasures to reduce the likelihood and severity of crashes involving older drivers.

Strategy 2 Enhance access to public transportation or other alternative transportation options in order to bridge the gap between driving retirement and mobility and independence.

ALDOT will coordinate with local agencies and non-traditional partners to identify needs and bridge the

gap utilizing HSIP funding, TAP funding, Transit funding, Carbon reduction funding, any other available federal funding, and local match. The actions will be a combination of infrastructure, education, and transit improvements.

Strategy 3 Promote safe driving practices amongst older drivers through educational and outreach efforts.

ALDOT will coordinate with universities and other non-traditional partners to promote and educate on safe driving practices for older drives as well as driving alternatives. Efforts will be funded through the HSIP program or other federal funding.

Strategy 4 Support the implementation of driver's license re-evaluation laws and policy to ensure drivers remain capable of safely operating a motor vehicle.

ADECA and ALEA will support state and local law enforcement of existing laws intended to evaluate and ensure that drivers remain capable of safely operating a motor vehicle. Program would be funded by state funds.

Younger Drivers

Strategy 1 Conduct public outreach campaigns and educational outreach campaigns in schools and at public events designed to educate younger drivers on the dangers and outcomes of risky behavior often exhibited by younger drivers. Methods of outreach to include in school outreach programs, simulator programs, and other methods determined to be highly effective for younger age groups.

ALDOT will partner with ADECA, ALEA, universities, and non-traditional partners to conduct outreach and educational campaign for younger drivers. Funding will be provided from the HSIP program, other federal funding, and state funding.

Strategy 2 Conduct geographically targeted traffic enforcement efforts aimed at reducing the occurrence of risky behaviors often exhibited by younger drivers.

ADECA will investigate the feasibility of a system and the most appropriate data to use in order to determine the geographical locations most overrepresented by crashes, citations, or whatever other metric is best identified for behaviors associated with younger driver related crashes that can be mitigated through enforcement efforts and subsequently facilitate increased enforcement efforts

in those areas. Funding will be provided through a combination of NHTSA safety program and state funding.

Strategy 3 Identify and implement engineering solutions that will reduce the severity of crashes associated with risky behaviors associated with younger drivers in the event that crashes do occur.

ALDOT will implement or partner with local agencies to implement countermeasures aimed at mitigating risky behavior associated with younger drivers as deemed appropriate and as locations are identified. Funding will be through the HSIP program.

Non-Motorists

Strategy 1 Develop and implement community outreach and communication strategies for both drivers and non-motorists to bring awareness to the severity of collisions involving non-motorists, the responsibilities of all road users, and encourage safe driving and walking practices by coordinating with both traditional and non-traditional partners.

ALDOT will engage with local agencies, universities, and non-traditional partners to conduct outreach efforts targeted at issues involving non-motorists. Funding for this effort will come from a combination of HSIP funding, other federal funds and special grants, state and/or local funds, and in kind matching funds.

Strategy 2 Conduct geographically based targeted enforcement of existing pedestrian and bicycle safety laws.

ADECA will investigate the feasibility of a system and the most appropriate data to use in order to determine the geographical locations most overrepresented by non-motorists related crashes that can be mitigated through enforcement efforts and subsequently facilitate increased enforcement efforts in those areas. Funding will be

provided through a combination of NHTSA safety program and state funding.

Strategy 3 Identify and implement needed infrastructure to support non-motorists based on the context of the roadway and indicators of infrastructure need such as worn paths or other documented evidence of pedestrians (e.g. sidewalks, safe routes to school, rectangular rapid flashing beacons, complete streets concept).

ALDOT will engage with local agencies, universities, and non-traditional partners to identify and implement infrastructure projects to support non-motorists. Funding for this effort will come from a combination of HSIP funding, TAP funding, other federal funds and special grants, state and/or local funds, and in kind matching funds.

Data Systems

Strategy 1 Complete MIRE Fundamental Data Elements Collection by 2026 deadline utilizing innovative collection techniques.

ALDOT will partner with local agencies and other university partners utilizing state and federal funds to accomplish the data collection.

Strategy 2 Develop or have developed a HSIP application and tracking system.

ALDOT will utilize HSIP and state funding to develop or otherwise procure a system to facilitate and streamline the state's HSIP program.

APPENDIX H

SHSP STEERING COMMITTEE IMPLEMENTATION GROUP

The SHSP 4th Edition Steering Committee Implementation Group will consist of representatives of involved agencies, groups, and stakeholders who have a role in the implementation and evaluation of the progress of the SHSP. The Steering Committee will consist of members representing the following agencies and sections or groups:

**ALDOT SAFETY
OPERATION SECTION**

**ALDOT RAIL
HIGHWAY SECTION**

**ALDOT MEDIA AND
COMMUNITY RELATIONS**

**ALDOT MAINTENANCE
TSMO SECTION**

**ALDOT LOCAL
TRANSPORTATION BUREAU**

**UNIVERSITY OF ALABAMA—
CENTER FOR ADVANCED
PUBLIC SAFETY**

**UNIVERSITY OF ALABAMA—
ALABAMA TRANSPORTATION
INSTITUTE**

**ALABAMA DEPARTMENT OF
ECONOMIC AND COMMUNITY
AFFAIRS**

**ALABAMA LAW ENFORCEMENT
AGENCY**

**ALABAMA DEPARTMENT
OF PUBLIC HEALTH**

**ALABAMA DEPARTMENT
OF EDUCATION**

AUBURN UNIVERSITY

**ASSOCIATION OF COUNTY
ENGINEERS OF ALABAMA**

**METROPOLITAN PLANNING
ORGANIZATION AND REGIONAL
PLANNING ORGANIZATION
REPRESENTATIVES**

APPENDIX I

EVALUATION OF THE ALABAMA SHSP 3RD EDITION

The Alabama SHSP 3rd Edition was adopted in July 2017. The overall goals were to reduce serious and fatal injuries by 50% by 2035. The listed intermediate goals were as follows:

FATALITIES (5-YEAR AVERAGE)

2020	758 FATALITIES <i>(GOAL NOT MET, 5-YEAR AVERAGE 969)</i>
2025	660 FATALITIES
2030	574 FATALITIES
2035	500 FATALITIES

SERIOUS INJURIES (5-YEAR AVERAGE)

2020	14,242 FATALITIES <i>(GOAL MET, 5-YEAR AVERAGE 6,817)</i>
2025	12,399 FATALITIES
2030	10,794 FATALITIES
2035	9,396 FATALITIES

The SHSP 3rd Edition provided overall goals focused solely on fatal and serious injuries.

The SHSP 3rd Edition was developed using a new approach for Alabama, which established four regional coalitions that developed regional safety action plans as the foundation of the state's SHSP. The SHSP was not fully implemented, as the regional coalitions faced challenges, including personnel changes, lack of large-scale funding for projects, and securing participation across the coalition.



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