

State of Colorado



Motorcycle Safety Program Technical Assessment

August 1-5, 2022

**National Highway Traffic Safety Administration Technical
Assistance Team**

Sunshine Beer
Troy E. Costales
Tracy Lee
Brett Robinson
Philip Sause
Tom Woodward

TABLE OF CONTENTS

Acknowledgments	3
Introduction	4
Colorado Demographics	6
Overview of Motorcycle-Related Crashes in Colorado	7
Summary of Priority Recommendations	9
Section I. Program Management	12
Section II. Motorcycle Personal Protective Equipment	18
Section III. Motorcycle Operator Licensing	21
Section IV. Motorcycle Rider Education and Training	28
Section V. Motorcycle Operation Under the Influence of Alcohol or Other Drugs	36
Section VI. Legislation and Regulations	40
Section VII. Law Enforcement	43
Section VIII. Highway Engineering	46
Section IX. Motorcycle Rider Conspicuity and Motorist Awareness Program	49
Section X. Communication Program	52
Section XI: Program Evaluation and Data	56
Assessment Team	61
Assessment Agenda	65

Acknowledgments

The Assessment Team acknowledges and thanks Shoshana Lew, Executive Director of the Colorado Department of Transportation (CDOT) and the Governor's Highway Safety Representative, Shosanna Lew, Director of the Office of Transportation Safety and Risk Management at the CDOT, Darrell Lingk would like to extend appreciation to the CDOT Highway Safety Office's Glenn Davis, Highway Safety Manager, Jim Bath, Law Enforcement Coordinator and Program Manager, Lisa Totman, Program Support Technician IV, Suzanne Salley, Driver Testing and Education Manager, Melissa Stark-Leeds Driver Education and Testing Lead, Jonathan Jacobs Driver Testing and Education Tech IV, Captain Robert Juchem, Colorado State Patrol, and Chris Corbo, Colorado Motorcycle Operator Safety Training (CO MOST) Program Coordinator for their guidance, planning, and support in making this assessment possible.

The Assessment Team also acknowledges LaCheryl E. Jones, Highway Safety Specialist, Safety Countermeasures Division, National Highway Traffic Safety Administration (NHTSA) for coordinating and facilitating the assessment process, Gina Espinosa-Salcedo, NHTSA Region 8 Administrator, Kara Mueller, NHTSA Region 8, Regional Program Manager, and Joseph Livingston, NHTSA Region 8, Regional Program Manager for their assistance in making this assessment possible. The Assessment Team also thanks Tracy Lee for her coordination, management, and production of the final report and support to the Assessment Team.

The Assessment Team also extends a special thanks to all persons who provided information, data, and documents that were necessary to conduct an effective assessment. The candor and thoroughness in discussing activities associated with motorcycle safety in Colorado greatly assisted the Assessment Team in completing its review, identifying strengths, and making its recommendations. The Assessment Team also recognizes the dedication and passion of all those involved in making motorcycling safer in Colorado and hopes that this report will further those efforts.

The Assessment Team believes this report will contribute to the State's efforts to enhance the effectiveness of its motorcycle safety program to save lives, prevent injuries, and reduce the economic costs of motorcycle-related crashes on Colorado's roadways.

Introduction

In the United States, motor vehicle traffic crashes are among the leading causes of unintentional injury and death¹ for people of all ages. In 2020, 38,824 people were killed and 2,282,015 were injured in traffic crashes nationwide². Motorcyclists continue to be over-represented in traffic crashes, injuries, and fatalities. The effects of a crash involving a motorcycle can often be devastating due to the motorcyclist's lack of protection.

Recent National Highway Traffic Safety Administration (NHTSA) data shows that motorcyclists made up 14 percent of all traffic fatalities which equated to 5,579 motorcyclists killed in 2020³. Per vehicle miles traveled, motorcycle rider fatalities occurred nearly 28 times more than passenger car fatalities. Motorcycles made up three percent of all registered vehicles in the United States in 2020 and accounted for only 0.6 percent of all VMT. Motorcyclist fatalities have increased by 11 percent since 2019, the highest number of motorcyclists killed since 1975⁴.

NHTSA's early estimates project a nine percent increase in motorcyclist fatalities for 2021, continuing the trend seen in 2020⁵. This emphasizes the need for continued exploration of motorcycle safety data, efforts, and programming to ensure maximum impact in saving lives and preventing injuries.

NHTSA's National Center for Statistics Analysis (NCSA) website contains general, State-specific, and visual data that can be accessed, by any member of the public, as a part of data analysis. One of the newest and most impactful tools is the Motorcycles Data Visualization-Fatality Analysis Reporting System. This portal presents interactive visualizations of information on fatal motor vehicle traffic crashes and fatalities based on data from NHTSA's Fatality Analysis Reporting System (FARS). FARS contains data on every fatal traffic crash in the 50 States, the District of Columbia, and Puerto Rico. To be included in FARS, a crash must involve a motor vehicle traveling on a public trafficway and must result in the death of a vehicle occupant or a nonoccupant within 30 days of the crash. The latest data visualization, specific to Colorado, is pictured below:

¹ CDC, NCIPC (2020). Ten leading causes of death and injury by age group, United States 2018. Retrieved from https://www.cdc.gov/injury/wisqars/LeadingCauses_images.html

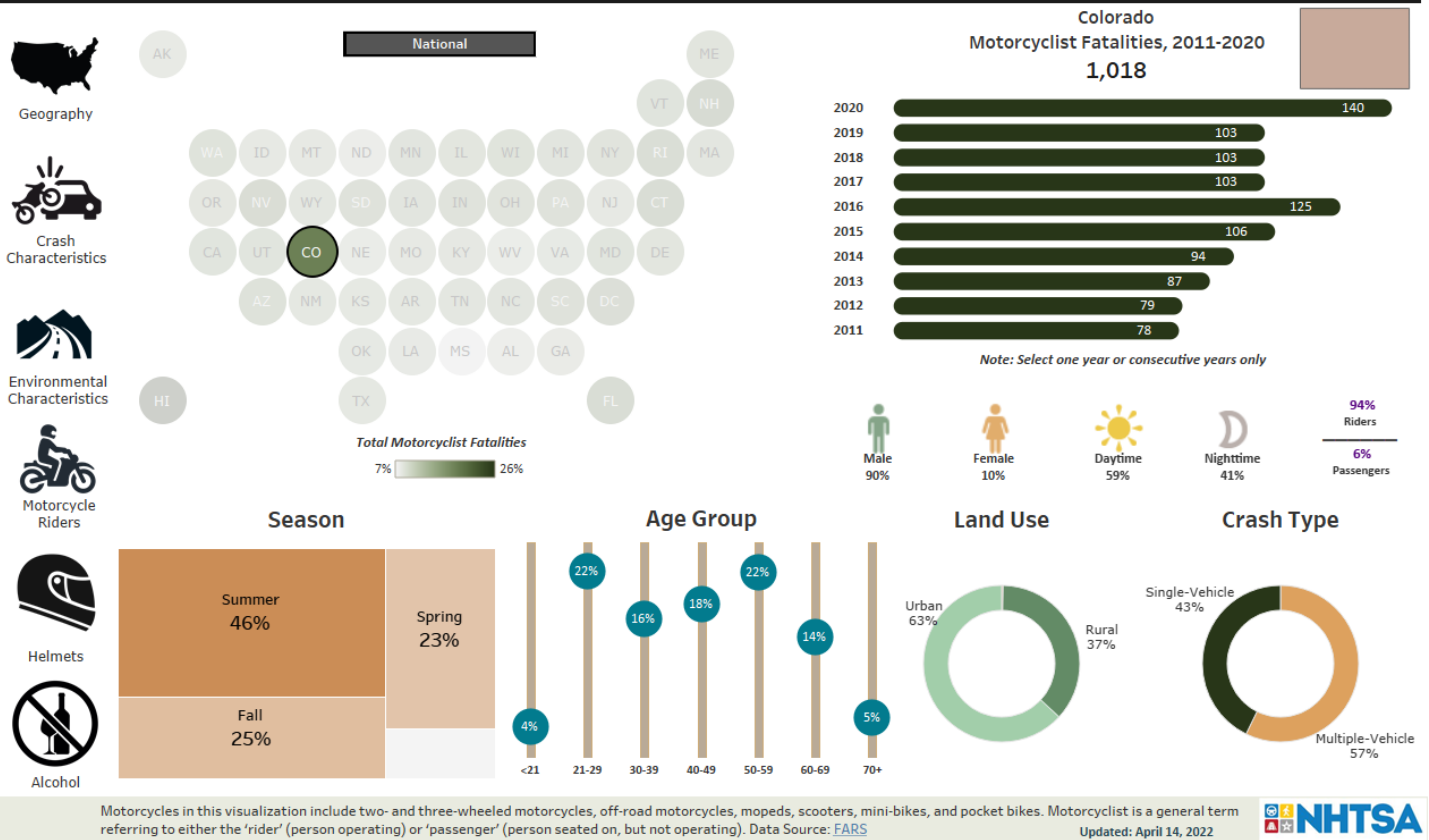
² NHTSA (2020). Overview of Motor Vehicle Crashes in 2020. Retrieved from <https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/813266>

³ NHTSA (2020). NHTSA's Data Visualization – Fatality Analysis Reporting System (FARS). Retrieved from https://explore.dot.gov/views/DV_FARS_MC/Home?%3Aiid=1&%3AisGuestRedirectFromVizportal=y&%3Aembed=y

⁴ NHTSA (2020). Traffic Safety Facts: Motorcycles. Retrieved from <https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/813306>

⁵ NHTSA (2021). Traffic Safety Facts: Early Estimates of Motor Vehicle Traffic Fatalities and Fatality Rate by Sub-Categories in 2021. Retrieved from <https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/813298>

MOTORCYCLES



The following United States Department of Transportation (DOT) documents are available to support States in the development and enhancement of traffic safety efforts impacting all road users:

- U.S. DOT National Roadway Safety Strategy (NRSS)
- U.S. DOT Equity Action Plan
- U.S. DOT Strategic Plan 2022-2026

In 2022, with the release of the NRSS, DOT adopted a Safe System Approach for highway safety, which aims to eliminate fatalities and injuries for all road users. Motorcyclists are an integral part of the Safe System⁶. As such, each State should have a comprehensive program to promote motorcyclist safety and prevent motorcycle-related crashes and injuries. To assist States in determining whether their programs are truly comprehensive, NHTSA developed a motorcycle safety program technical assessment process⁷ based on Highway Safety Program Guideline Number 3, Motorcycle Safety⁸.

⁶ U.S. DOT (2022). The Safe System Approach. Retrieved from <https://www.transportation.gov/NRSS>

⁷ NHTSA (2022). Safety Program Assessment: Process Overview. Retrieved from <https://www.nhtsa.gov/highway-safety-grants-program/safety-program-assessment>

⁸ NHTSA (2006). Uniform Guidelines for State Highway Safety Programs Highway Safety Program Guideline No. 3: Motorcycle Safety. Retrieved from

According to Highway Safety Program Guideline Number 3, Motorcycle Safety, a comprehensive motorcycle safety program is comprised of 11 program areas:

- I. Program Management
- II. Motorcycle Personal Protective Equipment
- III. Motorcycle Operator Licensing
- IV. Motorcycle Rider Education and Training
- V. Motorcycle Operation Under the Influence of Alcohol or Other Drugs
- VI. Legislation and Regulations
- VII. Law Enforcement
- VIII. Highway Engineering
- IX. Motorcycle Rider Conspicuity and Motorist Awareness Program
- X. Communication Program
- XI. Program Evaluation and Data

At a State's request, a multi-disciplinary Technical Assessment Team of national experts conducts a thorough review of the State's motorcyclist safety efforts, identifies strengths and opportunities, and provides recommendations to enhance the program. This approach allows States to use highway safety funds to support the Assessment Team's evaluation of existing and proposed motorcycle safety efforts.

NHTSA acts as a facilitator by assembling a team composed of non-federal, subject matter experts⁷ with demonstrated competence in motorcycle safety program development and evaluation. Examples of program expertise among team members include traffic safety program management, rider education and training, motorcycle rider licensing, research and evaluation, highway engineering, and communications.

NHTSA's assistance in assessing Colorado's motorcycle safety efforts was requested by the Colorado Department of Transportation (CDOT). NHTSA agreed to facilitate this assessment and met with representatives from the CDOT to define key issues of concern to the State.

The Colorado Motorcycle Safety Program Assessment was conducted in Colorado Springs August 1-5, 2022. Arrangements were made for program experts and key individuals to deliver briefings and provide support materials to the Assessment Team on a wide range of topics over a three-day period. The Assessment Team interviewed more than 30 presenters, with several being contacted following their presentations to provide additional information and clarification.

Analysis of Colorado's motorcycle safety effort is based solely upon the oral and printed information provided to the team members during the assessment process. The Assessment Team emphasizes that this report is only as accurate as the information received. Every effort was made to develop recommendations after considering what could and should reasonably be accomplished within the State of Colorado.

Colorado Demographics

Colorado is the eighth largest State in the U.S. with 103,794 square miles of land, ranging in elevation from 3,315 feet to 14,433 feet, and 453 square miles of water. The roadways that wind through the mountainous terrain in the State contribute to some of the most beautiful motorcycle riding environments in the United States.

The U.S. Census Bureau estimates that the population for the State of Colorado was 5,773,714 in 2020. Caucasians made up 86.5 percent with 22.3 percent identifying as Hispanic or Latino. Black or African Americans accounted for 4.7 percent while those of Asian origin made up 3.6 percent of the total population. People ages 25-44 constitute 28.9 percent of all ages making that age group the largest in the State.

Colorado has a total of 89,207 miles of public roadway. In 2020, there were 48,642 Million Vehicle Miles Traveled (MVMT)⁹. The State has 4,299,447 licensed drivers¹⁰ with 411,229 (See *Table 1: Colorado Motorcycle Endorsements*) having a motorcycle endorsement. Motorcycles made up three percent (179,086) of the total 5,350,708 registered vehicles¹¹ (See *Table 2: Registered Motorcycles*).

Table 1: Colorado Motorcycle Endorsements¹⁰

Licensed Drivers with Motorcycle Endorsement	411,229
Total Licensed Drivers	4,299,447

Table 2: Registered Motorcycles¹¹

Registered Motorcycles	179,086
Total Registered Vehicles	5,350,708

⁹ IIHS (2020). Fatality Facts 2020 State by State. Retrieved from <https://www.iihs.org/topics/fatality-statistics/detail/state-by-state>.

¹⁰ FHWA (2020). Highway Statistic Series 2020 Licensed Drivers, by State, 1949 - 2020 /1. Retrieved from <https://www.fhwa.dot.gov/policyinformation/statistics/2020/dl201.cfm>.

¹¹ FHWA (2020). Highway Statistic Series 2020 State Motor-Vehicle Registrations - 2020. Retrieved from <https://www.fhwa.dot.gov/policyinformation/statistics/2020/mv1.cfm>.

Overview of Motorcycle-Related Crashes in Colorado

Colorado realized a total of 86,955 motor vehicle crashes with 1,937 of those crashes involving motorcyclists¹² in 2020. These crashes resulted in 512 serious injuries for motorcyclists. The total number of motorcycle-related crashes decreased from 1,965 in 2019¹³ to 1,937 in 2020; however, the number of motorcyclist serious injuries and fatalities has increased (*See Table 3: Colorado Motorcycle-Related Crashes, Injuries, and Fatalities 2019-2020*).

Table 3: Colorado Motorcycle-Related Crashes, Injuries and Fatalities 2019-2020^{12 & 13}

	2019	2020
Motorcycle-Related Crashes	1,965	1,937
Serious Injuries	420	512
Fatalities	103	140

NHTSA's 2020 Traffic Safety Facts reported that Colorado had a total of 622 motor-vehicle crash fatalities on its roadways¹⁴. Motorcyclist fatalities prove to be over-represented in the State considering that out of the total 622 fatalities, 140 of those were motorcyclists (*See Table 4: Colorado Vehicle Fatalities by Person Type*).

Table 4: Colorado Vehicle Fatalities by Person Type¹⁴

Person Type		2016		2017		2018		2019		2020	
		#	%*	#	%*	#	%*	#	%*	#	%*
Occupants	Passenger Car	187	31	199	31	177	28	169	28	153	25
	Light Truck - Pickup	64	11	78	12	82	13	92	15	74	12
	Light Truck - Utility	85	14	104	16	125	20	97	16	107	17
	Light Truck - Van	24	4	27	4	17	3	12	2	17	3
	Light Truck - Other	0	0	2	0	1	0	1	0	0	0
	Large Truck	20	3	26	4	13	2	20	3	22	4
	Bus	1	0	1	0	1	0	2	0	0	0
	Other/Unknown Occupants	2	0	0	0	1	0	5	1	1	0
	Total Occupants	383	63	437	67	417	66	398	67	374	60
Motorcyclists	Total Motorcyclists	125	21	103	16	103	16	103	17	140	23
Nonoccupants	Pedestrian	79	13	92	14	89	14	73	12	87	14
	Bicyclist and Other Cyclist	16	3	16	2	22	3	20	3	15	2
	Other/Unknown Nonoccupants	5	1	0	0	1	0	3	1	6	1
	Total Nonoccupants	100	16	108	17	112	18	96	16	108	17
Total	Total	608	100	648	100	632	100	597	100	622	100

¹² Colorado (2020). Colorado Motorcycle Operator Safety Training (CO MOST) Annual Report 2020. CO MOST.

¹³ Colorado (2021). Colorado Motorcycle Operator Safety Training (CO MOST) Annual Report 2021. CO MOST.

¹⁴ NHTSA (2020). NHTSA Traffic Safety Facts: Colorado 2016-2020. NHTSA.

The number of motorcyclist fatalities grew almost 36 percent since 2019. Motorcyclists account for an estimated 23 percent of fatalities while representing only three percent of total registered vehicles¹⁴ (See Table 5: Colorado Motorcyclist Fatalities and Motorcycle Registrations) and contributing to only 0.23 percent of the State’s total VMT. Motorcycle rider fatalities in Colorado have continued to increase since 2011.

Table 5: Colorado Motorcyclist Fatalities and Motorcycle Registrations¹⁴

Year	Motorcyclist Fatalities	Total Motorcycle Registrations*	Motorcyclist Fatalities Per 100,000 Motorcycle Registrations
2016	125	190,592	65.59
2017	103	190,002	54.21
2018	103	190,869	53.96
2019	103	185,875	55.41
2020	140	179,086	78.17

According to Colorado’s Motorcycle Operator Safety Training (CO MOST) Annual Report 2021, 52 percent of all motorcyclists killed in traffic crashes were not wearing a helmet. There was an increase in unhelmeted motorcycle riders from 48 in 2019 to 73 in 2020¹⁴ (See Table 6: Motorcyclist Fatalities and Helmet Use). Unhelmeted motorcyclists also represented over half of all motorcyclist fatalities in 2021 and preliminary reports of fatalities for 2022 indicate a substantial increase in motorcyclist fatalities with a continued drop in helmet use. Further, unendorsed motorcycle riders in Colorado accounted for 56 percent of all motorcyclist fatalities in 2020¹⁵.

Table 6: Motorcyclists Fatalities and Helmet Use¹⁴

		2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Motorcyclist Fatalities	Total (C-7)	78	79	87	94	106	125	103	103	103	140
	Helmeted	28	24	31	33	39	42	31	45	48	63
	Unhelmeted (C-8)	49	53	55	61	67	82	72	58	54	74
	Unknown	1	2	1	0	0	1	0	0	1	3

The Assessment Team strongly encourages the State to consider the implementation of the recommendations made in this report. There is a clear need for the State to enhance its motorcycle safety program by adopting and incorporating all of the program areas associated with a comprehensive motorcycle safety program. This will complement existing efforts to achieve zero deaths and reduce injuries amongst motorcyclists enjoying the scenic roadways and destinations of the Centennial State.

¹⁵ Colorado (2020). Colorado Fatality Analysis Reporting System (FARS) 2020 Data. Colorado.

Summary of Priority Recommendations

Section I: Program Management

- **Increase administrative support at the Colorado State Patrol for the Colorado Motorcycle Operator Safety Training program.**
- **Initiate a routine State agency policy and strategy meeting by the Colorado Department of Transportation, Highway Safety Office; the Colorado Department of Revenue, Division of Motor Vehicles, Driver Testing and Education; and the Colorado Department of Public Safety, Colorado State Patrol that covers each agency's responsibilities, statutory delegations, or planning efforts that impact motorcycle safety.**
- **Create a Strategic Highway Safety Plan task team for the Vulnerable Roadway Users emphasis area and/or the motorcycle safety topic specifically.**

Section II: Motorcycle Personal Protective Equipment

- **Emphasize and encourage the selection and use of motorcyclist-specific gear.**

Section III: Motorcycle Operator Licensing

- **Utilize nationally recognized model motorcycle operator manual sources to update the *Colorado Motorcycle Operator Handbook* with a separate and distinct section on the operation of three-wheeled motorcycles.**
 - **Ensure the *Colorado Motorcycle Operator Handbook* includes information on impaired riding (including cannabis), distracted riding, fatigue, emotions, and sharing the road.**
 - **Ensure the *Colorado Motorcycle Operator Handbook* includes information unique to Colorado, such as violation penalties, crash causation factors, and unique characteristics of riding in Colorado.**
 - **Ensure that information provided in the *Colorado Motorcycle Operator Handbook* aligns with approved rider training curricula.**
- **Expand the number of third-party motorcycle skills test vendors and examiners throughout the State.**
- **Identify, develop, and execute strategies to determine and reduce the unendorsed motorcycle rider population in the State of Colorado.**
 - **Encourage motorcyclists to become properly endorsed through third-party test vendors or approved rider training courses.**
- **Increase and enforce penalties for operating a motorcycle without a proper motorcycle endorsement that discourages people from operating a motorcycle in violation of the statute.**

Section IV: Motorcycle Rider Education and Training

- **Restructure the Colorado Motorcycle Operator Safety Training program's budget to increase the percentage allocated for administrative expenses and retain additional permanent, full-time personnel to handle administrative tasks for the program. This would allow the Colorado Motorcycle Operator Safety Training Program Coordinator to focus on higher-level, broader impact initiatives.**
- **Incentivize and/or subsidize Colorado Motorcycle Operator Safety Training approved vendors in the conduct of approved courses in under-served regions of Colorado.**
- **Continue rigorous instructor recruitment tactics as well as identify potential pools to recruit individuals who already have a mindset of safety and training.**

Section V: Motorcycle Operation Under the Influence of Alcohol or Other Drugs

- **None**

Section VI: Legislation and Regulations

- **Increase and enforce penalties for operating a motorcycle without a proper motorcycle endorsement that discourages people from operating a motorcycle in violation of the statute.**

Section VII: Law Enforcement

- **Increase training for law enforcement officers concerning the identification of proper mandatory safety equipment for motorcyclists, the identification of motorcycle-specific traffic infractions, and best practices for making a traffic stop of a motorcycle rider.**
- **Increase the percentage of motor vehicle crash reports that are filed electronically to help increase data accuracy.**
- **Increase and enforce penalties for operating a motorcycle without a proper motorcycle endorsement that discourages people from operating a motorcycle in violation of the statute.**

Section VIII: Highway Engineering

- **Include a motorcyclist in any Road Safety Audit teams created in order to add the motorcyclist point of view.**

Section IX: Motorcycle Rider Conspicuity and Motorist Awareness Programs

- **Ensure that anywhere visual images are used that they are representative of the safety messages conveyed across the motorcycle safety program (i.e., brightly colored and/or retroreflective gear and light-colored helmet).**
- **Partner with subject matter experts to assist with motorcycle rider conspicuity and motorist awareness for the *Colorado Motorcycle Operator's Handbook* and *Colorado Driver Handbook*.**

Section X: Communication Program

- **Establish a centralized data bank that enables State personnel the ability to access data in a timely manner to produce time-sensitive, relevant motorcycle safety messages.**
- **Ensure actual and accurate data is available to support information that is disseminated in a public safety message.**
- **Contract professional services to design, distribute, and analyze a survey for the specific purpose of collecting data about current attitudes and behaviors of motorcyclists, including hard-to-reach motorcyclists.**

Section XI: Program Evaluation and Data

- **Initiate a data warehouse, or data linking project, that connects the individual agency datasets with each other.**
- **Expand the crash data dashboard to allow for a more robust data query.**

Section I. Program Management

Guidance

Each State should have centralized program planning, implementation, and coordination to identify the nature and extent of its motorcycle safety problems, to establish goals and objectives for the State's motorcycle safety program, and to implement projects to reach the goals and objectives. State motorcycle safety plans should:

- Designate a lead agency for motorcycle safety;
- Develop funding sources;
- Collect and analyze data on motorcycle crashes, injuries, and fatalities;
- Identify and prioritize the State's motorcycle safety problem areas;
- Encourage collaboration among agencies and organizations responsible for, or impacted by, motorcycle safety issues;
- Develop programs (with specific projects) to address problems;
- Coordinate motorcycle safety projects with those for the general motoring public;
- Integrate motorcycle safety into State strategic highway safety plans and other related highway safety activities including impaired driving, occupant protection, speed management, and driver licensing programs; and
- Routinely evaluate motorcycle safety programs and services.

Status

The Colorado Department of Transportation, Highway Safety Office (CDOT HSO) serves as one of the lead State agency offices for motorcycle safety in the State. The Colorado Department of Revenue (DOR), Division of Motor Vehicles, Driver Testing & Education is a second lead State agency office. The third State agency in a leadership role is the Colorado Department of Public Safety, Colorado State Patrol (CSP). These three (3) State agencies work with each other through informal meetings and when engaged in the Motorcycle Operator Safety Advisory Board (MOSAB) meetings on motorcycle safety efforts.

The MOSAB is a relatively new addition to the Colorado motorcycle safety program. The MOSAB was created by statute in 2017, and most recently, the authority and membership was modified in 2020 via House Bill 20-1285. The MOSAB has a small set of primary delegations from statute, including effectiveness of the training program, report on the motorcycle crashes and fatalities, availability of the training program throughout the State, historic and current training costs, and other performance measures. Membership of MOSAB includes nine (9) members appointed by the Chief of CSP and representatives of the CDOT HSO and DOR. There is a vacancy for a MOSAB position that has been identified as a dealer representative.

Motorcycle-related data such as crashes, crash factors, training counts, and training program course availability are used in multiple settings. Particularly, these data are used during the MOSAB quarterly meetings to help identify gaps, successes, needs for future efforts, and new strategies that should be discussed further. A strategic plan for motorcycle safety does not exist. Even though motorcycle safety is part of the Vulnerable Road Users emphasis area of the Colorado Strategic Highway Safety Plan (SHSP), known as the *Strategic Transportation Safety*

Plan (STSP), an implementation team or task force that covers motorcycle safety is not in place for the current STSP.

The HSO staff are highly engaged and involved in the motorcycle safety program. This includes oversight of both the federal highway safety funds that are dedicated to motorcycle safety and discretionary funds that are programmed for motorcycle safety. The CSP has one dedicated position for oversight of the motorcycle rider training program. The funding of the program has a limit of 15 percent from the program's annual budget for administration. There is a need for administrative support, at least part-time, which would allow the program coordinator to focus on oversight, program improvement initiatives, MOSAB support, and vendor mentoring. This may mean an increase is needed to the 15 percent cap on the use of the fund for administration.

A formal step-by-step process map does not exist for an individual seeking to obtain a motorcycle permit or endorsement. Individual pieces of the overall system are significant enough to warrant a visual process map.

- Designate a lead agency for motorcycle safety

There are three (3) primary State agencies that can be considered as a lead agency; CDOT, CSP, and DOR. The agency representatives do meet with frequency on various traffic safety topics. The agency representatives do not meet specifically for motorcycle safety even though they are the trio of agencies with management level responsibilities for important initiatives that impact the motorcycle safety program.

The MOSAB meeting is the one location where multiple program partners do come together on a quarterly schedule. The primary purpose of those meetings is the rider training program; however, the conversations do cover a wide area. In addition, there are multiple attendees beyond the MOSAB appointed members which allows an opportunity to extend the message reach for important parts of increasing the safety of motorcyclists.

- Develop funding sources

There are two (2) streams of funding for motorcycle safety in Colorado.

The first funding area is with CDOT HSO through the National Highway Traffic Safety Administration (NHTSA) highway safety grant program. Direct funding is through Section 405(f). Section 405(f) is limited to a small piece of the overall program; the outreach efforts can only be aimed at the other motor vehicle operators and not the motorcyclists. Programs that are funded from other Federal funds can have an impact on motorcycle safety, such as the Section 405(c) program that can be used for traffic records for highway safety, the Section 405(d) program that can be used for impaired driving and riding, and Section 402 that is often used for speeding, mass media outreach (including the motorcyclist), and community traffic safety programs. These projects are included in the annual *Highway Safety Plan (HSP)*.

The second funding area is with the CSP. The motorcycle safety training program is funded through a \$2.00 surcharge on motorcycle license endorsements and a \$4.00 surcharge on motorcycle registration. These fees generate enough revenue to cover the budget for the CSP training program, the Colorado Motorcycle Operator Safety Training (CO MOST). An annual budget for CO MOST is just short of 1 million dollars.

- Collect and analyze data on motorcycle crashes, injuries, and fatalities

Motorcycle-related data is available at a summary level. CO MOST, as part of the duties of the MOSAB, publishes an annual report that brings together a large set of summary motorcycle safety data. The HSP that is created by the CDOT HSO also uses motorcycle safety data and relies on the NHTSA Fatality Analysis Reporting System (FARS) for the HSP performance measures.

All elements of the data system, including crash, citation, and disposition are not timely or readily accessible. Motorcycle safety programs require up-to-date information to complete their problem identification efforts and to make decisions about the program content or media messages. The ability to get some of the data reports takes effort as the data is not always available via the recent CDOT crash data dashboard. The data on the dashboard is a significant improvement in making some crash data available to program partners of CDOT and the public but is not usable for deeper dives beyond summary level reports.

DOR provides information regarding motorcycle permits and endorsements to the MOSAB, CO MOST, and CDOT HSO. The number of motorcycle registrations is provided. These data elements can be used to normalize crash data analysis. Normalizing crash data analysis can help identify locations or jurisdictions around the State where there is a higher crash rate based on the DOR data. The DOR data is a better denominator, as using population metrics is best for rates that impact the general population.

- Identify and prioritize the State's motorcycle safety problem areas

The Colorado HSP is the primary location where motorcycle safety data is used for analysis and identifying problem areas or initiatives. The information at the HSO is used when reviewing grant applications for the upcoming grant cycle. Motorcycle-related crash data has been utilized to update media messaging. While data is reported to MOSAB, CO MOST does not use motorcycle safety data to propose changes in the training curricula to match the needs of the Colorado motorcycling community. The recent motorcycle safety data is used for professional development of the CO MOST Instructors.

- Encourage collaboration among agencies and organizations responsible for, or impacted by, motorcycle safety issues

The event where the most motorcycle safety agencies and organizations come together is at the quarterly MOSAB meetings. There are interactions at other topical task force meetings, such as the topic of impaired driving, where the lead agencies are present. The trio of State agencies (CDOT HSO, CSP, and DOR) do not hold routine sessions regarding each agency's responsibilities, statutory delegations, or planning efforts that impact motorcycle safety.

- Develop programs (with specific projects) to address problems

The CDOT HSO has an annual grant application process for potential highway safety funding of motorcycle safety projects. The federal funding allotted to motorcycle safety must adhere to the regulatory schema established by Congress which directs the funds toward a limited list of eligible uses. The CDOT HSO programs spend these funds as they become available, and there is very little carryforward to the next year of unspent funds. There are currently no other funding sources available to use toward programs and projects that are aimed at reducing motorcycle-related crashes.

- Coordinate motorcycle safety projects with those for the general motoring public

The CDOT HSO includes motorcycle safety in outreach and messaging campaigns in all topic areas, as applicable. This includes topical areas such as speeding, impaired driving, work zones, and distracted driving. The CO MOST program creates highway safety messages centered around motorcyclist safety during certain times of the year to complement the CDOT HSO media efforts. The CSP and CDOT public information officers communicate frequently and use opportunities throughout the year to include the motorcyclist safety message.

- Integrate motorcycle safety into State Strategic Highway Safety Plans and other related highway safety activities including impaired driving, occupant protection, speed management, and driver licensing programs

The *2020-2023 Colorado Strategic Transportation Safety Plan* identifies key safety needs guiding investment decisions towards tiered strategies and countermeasures to reduce fatalities and serious injuries on all public roads. Fifteen strategies are listed. These strategies are expected to reduce the number of fatal/serious injuries by 15 percent. Motorcyclists are included in the Vulnerable Roadway Users key emphasis area. A new Steering/Leadership team will begin meeting in August 2022. There is no vulnerable roadway users task force or a motorcyclist safety task force under the STSP structure.

- Routinely evaluate motorcycle safety programs and services.

Evaluation of the motorcycle safety programs is limited in scope and depth. Media programs generate clicks, views, and click-thru actions. There is a trust that the messages are changing attitudes and behaviors. The generic media market metrics are used for the work effort for motorcycle safety. Recent surveys included questions structured to start measuring attitude and message recall on a statewide random basis.

CO MOST has a robust quality assurance program. This effort has been steadily increasing in intensity, frequency, and participation by the professionals employed in the motorcycle operator safety training program. In general, feedback has been positive.

The DOR does not conduct an item analysis on the knowledge test item pool. The skills test is also not evaluated to determine if there are certain maneuvers that are missed or poorly executed by the applicants. There has not been an effort to tie motorcycle registrations and permit/endorsements using the address field in the driver and vehicle files under DOR's control.

Strengths

Colorado's strengths for Section I: Program Management include:

- The Motorcycle Operator Safety Advisory Board has statutory authority to work on evaluating the effectiveness of the rider training program, report on the motorcycle crashes and fatalities, monitor the availability of the training program throughout the State, track historic and current training costs, and other performance measures as the Board deems necessary.
- The Motorcycle Operator Safety Advisory Board meetings bring together the most robust and well-rounded group of interested parties, State agency representatives, private companies that deliver rider training, and rider advocacy groups to facilitate a conversation about how the rider training program can make a difference in motorcycle safety. Other programmatic conversations are placed on the agenda as time allows.
- The Colorado Motorcycle Operator Safety Training program includes a robust quality assurance program.
- The Colorado Department of Transportation, Highway Safety Office staff are actively engaged and involved in the motorcycle safety program.
- The Colorado State Patrol has a dedicated position for oversight of the motorcycle operator training program.
- The Colorado Motorcycle Operator Safety Training program, as part of the duties of the Motorcycle Operator Safety Advisory Board, publishes an annual report that brings together a large set of summary motorcycle safety data.
- The Colorado State Patrol and Colorado Department of Transportation public information officers communicate frequently and use opportunities throughout the year to include the motorcyclist safety message.

Opportunities/Recommendations

Colorado's opportunities/recommendations for Section I: Program Management:

- **Increase administrative support at the Colorado State Patrol for the Colorado Motorcycle Operator Safety Training program.**
- **Initiate a routine State agency policy and strategy meeting by the Colorado Department of Transportation, Highway Safety Office; the Colorado Department of Revenue, Division of Motor Vehicles, Driver Testing and Education; and the Colorado Department of Public Safety, Colorado State Patrol that covers each agency's responsibilities, statutory delegations, or planning efforts that impact motorcycle safety.**
- Recruit and fill the vacancy on the Motorcycle Operator Safety Advisory Board position that has been identified as a dealer representative.

- **Create a Strategic Highway Safety Plan task team for the Vulnerable Roadway Users emphasis area and/or the motorcycle safety topic specifically.**
- Expand the Colorado Department of Transportation data dashboard to include information from crash to citation to disposition that is timely and complete.
- Conduct an item analysis of the knowledge test item pool used to obtain a motorcycle permit or endorsement.
- Create a formal process map for individuals seeking to obtain a motorcycle permit or endorsement.

Section II. Motorcycle Personal Protective Equipment

Guidance

Each State is encouraged to have and enforce a mandatory all-rider motorcycle helmet use law. In addition, each State should encourage motorcycle riders and passengers to use the following protective equipment through an aggressive communication campaign:

- Motorcycle helmets that meet the Federal helmet standard;
- Proper clothing, including gloves, boots, long pants, and a durable long-sleeved jacket; and
- Eye and face protection.

Additionally, each passenger should have a seat and footrest.

Status

The *Colorado Motorcycle Operator Handbook* addresses helmets, eye protection, and protective clothing. Not all media depict motorcyclists' proper use of motorcyclist-specific riding gear.

- Motorcycle helmets that meet the Federal helmet standard

Helmets must be United States Department of Transportation (U.S. DOT) certified.

There is no mandatory all-rider motorcycle helmet use law. Colorado Statute mandates helmet use for riders under 18 years of age. For those under the age of 18, there is no mandatory helmet requirement if the vehicle has three (3) wheels, a maximum design speed of 25 miles per hour or less, a windshield, and seatbelts.

The *National Highway Traffic Safety Administration (NHTSA) Traffic Safety Facts: Colorado 2016-2020* shows that in 2020, 52 percent of all motorcyclist fatalities were not wearing helmets. Of the riders that were helmeted, there is no data on the style of helmet they were wearing, or if it was U.S. DOT certified.

The Colorado Motorcycle Operator Safety Training (CO MOST) program requires U.S. DOT certified motorcycle helmets in all CO MOST rider education and training courses. CO MOST requires, at minimum, the use of an open-face, $\frac{3}{4}$, or full-face helmet. Vendors are permitted to set more stringent helmet requirements within the CO MOST parameters.

Colorado utilizes public awareness campaigns to encourage all motorcyclists to wear a helmet, specifically one that is U.S. DOT certified.

Motorcyclist crash statistics in the *CO MOST Annual Report 2021* show that some riders chose to ride without a helmet after completing the training program.

The Handbook section on helmets uses the term "approved" to imply U.S. DOT certified. U.S. DOT does not approve helmets, but rather establishes the standard that a helmet should meet. The Federal standard is not mentioned in the Handbook.

- Proper clothing, including gloves, boots, long pants, and a durable long-sleeved jacket

Colorado encourages all motorcyclists to use proper riding gear; however, there are no guidelines to define proper riding gear or motorcyclist-specific Personal Protective Equipment (PPE).

CO MOST's list of required riding gear for instructors and students in rider education and training includes, in addition to a U.S. DOT compliant helmet: a sturdy long-sleeved jacket, gloves, long pants, and over the ankle boots. On the CO MOST website, in the description of the Basic Rider Course (BRC), it states that the types and benefits of motorcycle-specific riding gear is discussed in the classroom.

Examples of clothing (jacket, pants, and gloves) are given and described in the Handbook, but there is no reference to types and benefits of motorcycle specific PPE.

- Eye and face protection

Eye protection for all motorcyclists is required. Eye protection must be safety glass or plastic.

Encouraging the selection and use of proper motorcyclist-specific PPE is not part of the Occupant Protection Task Force agenda. An observation study has not been conducted to help determine motorcyclists' use of gear.

Convincing riders to use proper PPE is a challenge. A change of culture is required. Culture change begins with rider education and training and is reinforced with a robust outreach effort.

Examples for eye protection are given in the Handbook; however, there is no reference to the Federal standard.

Strengths

Colorado's strengths for Section II: Motorcycle Personal Protective Equipment include:

- The statutory definition of a motorcycle helmet is the United States Department of Transportation standard.
- Compliant helmet use is encouraged in multiple places including descriptions and in videos.
- The use of proper riding gear is encouraged.

Opportunities/Recommendations

Colorado's opportunities/recommendations for Section II: Motorcycle Personal Protective Equipment:

- **Emphasize and encourage the selection and use of motorcyclist-specific gear.**
- Encourage motorcycle rider training instructors to wear full motorcyclist-specific riding gear, whenever riding, to "lead by example."
- Include motorcyclist-specific riding gear in the State's Occupant Protection Task Force agenda.

- Depict motorcyclists' proper use of motorcyclist-specific riding gear in all promotional materials, whether printed, electronic, or web-based, when showing riders.

Section III. Motorcycle Operator Licensing

Guidance

States should require every person who operates a motorcycle on public roadways to pass an examination designed especially for motorcycle operation and to hold a license endorsement specifically authorizing motorcycle operation. Each State should have a motorcycle licensing system that requires:

- Motorcycle operator's manual that contains essential safe riding information;
- Motorcycle license examination, including knowledge and skill tests, and State licensing medical criteria;
- License examiner training specific to testing of motorcyclists;
- Motorcycle license endorsement;
- Cross-referencing of motorcycle registrations with motorcycle licenses to identify motorcycle owners who may not have the proper endorsement;
- Motorcycle license renewal requirements;
- Learner's permits issued for a period of 90 days and the establishment of limits on the number and frequency of learner's permits issued per applicant to encourage each motorcyclist to get full endorsement; and
- Penalties for violation of motorcycle licensing requirements.

Status

- Motorcycle operator's manual that contains essential safe riding information

State Driver License Agencies (SDLAs) are responsible for providing detailed and accurate information for applicants seeking a license and/or endorsement(s) for all classes of vehicles which operate on public roadways. Free and reputable resources are available to assist SDLAs with this responsibility.

- The *Colorado Motorcycle Operator Handbook* was developed and is maintained by the Colorado Department of Revenue (DOR) Division of Motor Vehicles (DMV). The Handbook is available on the DOR/DMV website and is supplied to the 36 DMV Driver License Offices statewide for distribution to applicants. The Handbook contains basic information on safe riding but is not consistent with nationally recognized model motorcycle operator manual sources.

The Handbook does not contain information on topics such as impaired riding (including cannabis), distracted riding, fatigue, emotions, and sharing the road. Further, it does not include information on crash violation penalties, causation factors, and unique characteristics of riding in Colorado. It appears that information in the Handbook is not fully consistent with information provided in the Colorado Motorcycle Operator Safety Training (CO MOST) program approved rider training curricula. Information for operating a three-wheeled motorcycle is intermixed leading to inconsistent information pertaining specifically to the operation of a two-wheeled versus a three-wheeled motorcycle. The Handbook has not been published or revised since 2018.

The 2014 Colorado Motorcycle Safety Program Technical Assessment provided the following recommendations, which have not been realized:

- *“Align the Motorcycle Operator’s Handbook with the MOST curriculum to eliminate inconsistencies.”*
- *“Include information in the Motorcycle Operator’s Handbook regarding crash causation factors, unique characteristics of riding in Colorado, impaired riding, marijuana impairment, Share the Road information and penalties for impaired riding and riding without a proper endorsement.”*
- *“Re-organize the Motorcycle Operator’s Handbook to separate the information by 2- or 3-wheel motorcycle type.”*

The *Colorado Driver Handbook* was updated in June 2022 with input from stakeholders. The Driver Handbook contains very little information for passenger car driver applicants on sharing the road with motorcyclists (two- or three-wheeled). Information provided in the Driver Handbook on pages 21-22 “...laws and practices drivers should follow to interact with people on bikes,” specifically the table on *Convictions / How to Prevent* is intermixed with information on bicyclists which may be confusing for an applicant driver.

Motorcycles are specifically addressed through only a couple of brief paragraphs on page 23, followed by a statement, “**Avoiding Collisions:** Drivers can help to prevent collisions with motorcyclists by knowing the most common causes of motorist-motorcyclist collisions below and how to avoid them.” However, that information is not provided and transitions immediately into the topic of “Pedestrians.”

The information provided throughout the Driver Handbook is not as in-depth as the *AAMVA Non-Commercial Model Driver Testing System – Model Driver Manual*.

- Motorcycle license examination, including knowledge and skill tests, and State licensing medical criteria

The State contract vendor for automated knowledge testing is Intellectual Technology, Inc. (ITI). ITI has developed motorcycle applicant-specific questions for use in its automated knowledge testing software for its customers. The DOR/DMV has not developed State-specific questions for the contractor to incorporate into the knowledge test item pool.

DOR does not receive an annual report from the vendor detailing data such as an item analysis of the pool of possible questions. The knowledge test item pool used to obtain a motorcycle permit consists of 45 questions. Each applicant receives a unique randomized test form consisting of 25 questions. The knowledge test used to obtain a motorcycle permit does not include questions on the operation of a three-wheeled motorcycle but still qualifies them to operate one. Applicants for a three-wheeled endorsement receive a different knowledge test.

The DOR utilizes the MSF Rider Skills Test (RST) for both two- and three-wheeled motorcycle riders conducted at DOR/DMV State Driver License Offices or third-party

test vendors. The DOR/DMV has not conducted skills tests at State Driver License Offices since 2019.

The DOR authorizes third-party test vendors to conduct the RST for the public. Currently, there are eight (8) third-party test vendors and nine (9) third-party examiners statewide. In Fiscal Year (FY) 2021-2022 only 875 two- or three-wheeled RST third-party applicant tests were conducted. The RST skills test failure rate is 4.62 percent.

In 2016, there were 51 third-party test examiners. About one-quarter of those examiners resigned before conducting a single test. In FY 2017-2018 1,726 tests were conducted, and by FY 2021-2022 there were fewer than 900 tests conducted resulting in an estimated 52 percent reduction.

These third-party test examiners are also authorized to conduct the motorcycle permit knowledge test. The failure rate for the test is 44.5 percent, which is consistent with the failure rate of State Driver License Offices.

There does not appear to be much of an opportunity to expand the RST third-party knowledge and skills tester program as there is no interest in participation. Since 2016, the number of testing vendors and examiners has dropped significantly.

- License examiner training specific to testing of motorcyclists

The DOR conducts examiner training for the administration of the RST. The MSF examiner training materials are utilized to train RST examiners. The examiner training course consists of theory and practical training over a period of two days. Examiner candidates must pass a knowledge test and practical examination, with error runs during a mock test for successful completion. RST examiners must recertify every two (2) years by repeating the same training course.

There are only two (2) instructors authorized to conduct RST examiner training. The demand for examiner training is low given the DOR no longer conducts skills tests at the State Driver License Offices, and no interest from third-party test vendors.

Quality assurance visits of current examiners only occur if customer complaints are received and audits of paperwork happen yearly but audits of tests are usually covert in nature.

The DOR and CO MOST do not meet regularly on rider testing and training issues. The DOR does not conduct quality assurance visits for CO MOST end-of-course knowledge and skills testing which results in a licensing waiver from all further testing.

- Motorcycle license endorsement

In Colorado, “A ‘Motorcycle’ means an auticycle or a motor vehicle that uses handlebars or any other device connected to the front wheel to steer and that is designed to travel on not more than three wheels in contact with the ground; except that the term does not include a farm tractor, low-speed electric vehicle, or low-power scooter.”

Colorado requires a motorcycle endorsement on a driver license for a person to legally operate a motorcycle on highways, or a three-wheeled endorsement to operate a three-

wheeled motorcycle. Recent legislation has removed the endorsement requirement for the operation of an autocycle. There is no “motorcycle only” operator’s license issued by the State. Any person wanting to operate a motorcycle in Colorado must have a valid non-commercial or CDL license with an M (motorcycle) endorsement.

The DOR/DMV has the authority for issuing the motorcycle endorsement. The endorsement may be issued by either testing at 1) the DMV or third-party test vendor, or 2) by successful completion of the CO MOST rider training program through authorized training vendors. The DOR/DMV accepts course completion cards for licensure from the CO MOST approved training providers.

The DOR/DMV does not accept course completion cards from other States, other than the U.S. Military.

- Cross-referencing of motorcycle registrations with motorcycle licenses to identify motorcycle owners who may not have the proper endorsement

The 2014 Colorado Motorcycle Safety Program Technical Assessment provided the following recommendation, which has not been realized:

- *“Develop strategies to encourage riders to obtain a proper endorsement. For example, cross-reference registration data and licensing data to determine addresses of households that own a motorcycle but where no one in the residence is properly licensed. Then conduct a mailing to encourage the rider in the home to complete the licensing process through DMV testing or through an endorsement testing waiver course.”*

The State has not compared motorcycle registrations against motorcycle endorsements to identify motorcycle owners who may not have the proper endorsement. The State has not held discussions on additional approaches to potentially identify its unendorsed motorcycle rider population (e.g., statistical analysis of citation, crash and/or fatality data).

The 2021 CO MOST Annual Report cites that motorcycle riders with:

- *No Driving Endorsement* were involved in 562 crashes or 30.1 percent of all motorcycle-related crashes.
- *Endorsement Required & Not Complied With* were involved in 370 crashes or 19.8 percent of all motorcycle-related crashes.

When combined, the data suggests that improperly endorsed motorcycle riders were involved in 49.9 percent of all motorcycle-involved crashes in Colorado.

2020 FARS data for Colorado reports there were a total of 133 motorcycle rider fatalities, of which 78 (58.64%) were not properly endorsed. Preliminary Colorado data from 2021 indicates there is a similar trend of unendorsed rider fatalities.

The State is unsure of the leading causes that result in high percentages of unendorsed motorcycle riders (e.g., low violation penalties and difficulties in scheduling licensing skills tests or rider training courses).

- Motorcycle license renewal requirements

The motorcycle endorsement is valid for five (5) years if the motorcyclist holds a non-commercial driver license and four (4) years if they hold a CDL.

- Learner's permits issued for a period of 90 days and the establishment of limits on the number and frequency of learner's permits issued per applicant to encourage each motorcyclist to get full endorsement

The 2014 Colorado Motorcycle Safety Program Technical Assessment provided the following recommendations, which have not been realized:

- *“Limit instructional permit validity to 180 days, with a maximum of two permit renewals.”*
- *“Require the AAMVA-recommended permit restrictions, to include: zero blood alcohol concentration (BAC); no interstate travel; no passengers; daytime riding only; and mandatory helmet use.”*

The learner's permit is valid for three (3) years. There is no limit on the number of times a learner's permit may be renewed. A permitted learner must ride within proximity of a supervising rider who is at least 21 years of age and is properly endorsed. The permit validity period and number of renewals is inconsistent with the recommendations provided in AAMVA's *Guidelines for Motorcycle Operator Licensing-2009* which recommends that States "...require that the learner's permit be valid for a maximum of 90 days and limit the permit to one renewal or a maximum of two learner's permits..."

Learner's Permit restrictions include: 1) no passengers; 2) supervised practice riding only; and 3) a helmet is required if under the age of 18. These restrictions are also inconsistent with the recommendations provided in AAMVA's *Guidelines for Motorcycle Operator Licensing-2009*.

- Penalties for violation of motorcycle licensing requirements.

In recent years, the penalties for operating a motorcycle unendorsed in the State of Colorado have been drastically reduced to a fine of \$15.00 with a \$7.00 surcharge and no points assessed against a driver record. This seems inadequate to dissuade people from operating a motorcycle on public roadways without the proper endorsement.

When motorcycle riders do not take endorsement requirements seriously and when penalties for violations are not severe enough, there is a greater likelihood they will engage in operating any vehicle unlicensed/unendorsed. Unendorsed motorcycle riders have not demonstrated the minimum knowledge and skills necessary to operate safely on public roadways leading to greater risks and chances of a crash or fatality.

Strengths

Colorado's strengths for Section III. Motorcycle Operation Licensing include:

- Utilizes a nationally recognized licensing skills test.
- Utilizes nationally recognized skills test examiner training materials.
- Skills test examiner certification is valid for two (2) years and examiners must complete the same training for recertification.
- Availability to obtain a motorcycle endorsement through the Colorado Motorcycle Operator Safety Training (CO MOST) program.

Opportunities/Recommendations

Colorado's opportunities/recommendations for Section III. Motorcycle Operation Licensing:

- **Utilize nationally recognized model motorcycle operator manual sources to update the *Colorado Motorcycle Operator Handbook* with a separate and distinct section on the operation of three-wheeled motorcycles.**
 - **Ensure the *Colorado Motorcycle Operator Handbook* includes information on impaired riding (including cannabis), distracted riding, fatigue, emotions, and sharing the road.**
 - **Ensure the *Colorado Motorcycle Operator Handbook* includes information unique to Colorado, such as violation penalties, crash causation factors, and unique characteristics of riding in Colorado.**
 - **Ensure that information provided in the *Colorado Motorcycle Operator Handbook* aligns with approved rider training curricula.**
- Enhance the information in the *Colorado Driver Handbook* on sharing the road with two- and three-wheeled motorcycles. Ensure the information is unique to motorcyclists and not intermixed with information on sharing the road with bicyclists.
- Ensure all motorcycle permit knowledge test questions align with the information provided in the *Colorado Motorcycle Operator Handbook* and incorporate questions on the operation of three-wheeled motorcycles.
- Require the State's automated knowledge testing vendor to provide an annual report on all knowledge testing results to the Colorado Department of Revenue to assist in updating the knowledge test item pool, as needed.
- **Expand the number of third-party motorcycle skills test vendors and examiners throughout the State.**
- Establish regular meetings between all State agencies involved in the training and licensing of motorcycle riders to ensure consistency between training and licensing.
- **Identify, develop, and execute strategies to determine and reduce the unendorsed motorcycle rider population in the State of Colorado.**

- **Encourage motorcyclists to become properly endorsed through third-party test vendors or approved rider training courses.**
- Align motorcycle instructional permit validity periods, renewal limits, and restrictions with those provided in the American Association of Motor Vehicle Administrator's *Guidelines for Motorcycle Operator Licensing-2009*.
- **Increase and enforce penalties for operating a motorcycle without a proper motorcycle endorsement that discourages people from operating a motorcycle in violation of the statute.**

Section IV. Motorcycle Rider Education and Training

Guidance

Safe motorcycle operation requires specialized training by qualified instructors. Each State should establish a State Motorcycle Rider Education Program that has:

- A source of program funding;
- A State organization to administer the program;
- A mandate to use the State-approved curriculum;
- Reasonable availability of rider education courses for all interested residents of legal riding age and varying levels of riding experience;
- A documented policy for instructor training and certification;
- Incentives for successful course completion such as licensing test exemption;
- A plan to address the backlog of training, if applicable;
- State guidelines for conduct and quality control of the program; and
- A program evaluation plan.

Status

- A source of program funding

The Colorado Motorcycle Operator Safety Training program (CO MOST) is funded through the Motorcycle Safety Operator Safety Training fund (MOST Fund) by assessment of a \$2.00 surcharge on State of Colorado motorcycle endorsements, including endorsement renewals, and a \$4.00 surcharge on all State of Colorado motorcycle registrations. Gifts, grants, and donations are also acceptable revenue sources. C.R.S 43-5-502 (I) (e) dictates a restricted budget allocation of no more than 15 percent of the previous fiscal year revenues for administrative expenses. Code of Colorado Regulations (CCR 8 1507-56, 3.1.1.) defines “Administrative Expenses” as expenses related to CO MOST program salaries, related benefits, and operating costs. Administrative operating costs include:

- Daily administrative costs incurred by CO MOST administered through the Colorado State Patrol (CSP), including copyright review of courses submitted for consideration to the CO MOST program;
- Travel costs for business travel by CO MOST staff related to supporting the program;
- Purchasing or leasing of capital equipment by CO MOST staff for the program that are not otherwise secured by a purchase order, agreement, or contract;
- Office supplies;
- In-office printing, copying, form reproduction; and
- Tuition and/or registration costs for CO MOST program personnel attending activities related to the support or administration of the CO MOST program.

Pursuant to statutory provisions that limit the administrative costs of CO MOST, CSP is constrained to one full-time staff program coordinator and is required to outsource program support to a third-party service provider as a contract expense. The Program Coordinator's reach and influence in strategic planning and long-range vision is impeded by daily tasks that could be handled by additional staff.

Contract Expenses are expenses incurred by CO MOST directly related to a contract, agreement, or purchase order issued to a third-party; expenses incurred to promote the CO MOST program; and expenses related to the operation of CO MOST. This includes the Motorcycle Safety Foundation (MSF) contract. In 2021, a new Request for Proposal (RFP) was issued, and MSF was awarded a new five-year contract, which provides stability and continuity for the program that has been in a state of significant change for several years. A portion of the CO MOST contract expense budget is utilized to promote safety and motorcycle awareness.

CO MOST carries forward unspent monies, which remain in the CO MOST Fund for exclusive use by CO MOST and are not reallocated to other programs.

CO MOST is adequately funded to cover all administrative and contract expenses, including public relations, promotions, and outreach and could reasonably fund another full-time CO MOST staff position.

Implementation of mandatory training in the State of Colorado will require a comprehensive analysis of the impacts to items such as the program budget, procedures, site evaluations, instructor certifications, instructor development, and overall program structure for CO MOST. A change of this magnitude would also have impacts on the Colorado Department of Transportation (CDOT) and Colorado Department of Revenue (DOR). At a minimum, mandated rider training would increase the need for an allowance in the administrative expense budget for additional CO MOST staff and necessitate a substantial increase to the contract expense budget. Combined with substantial implementation cost, these additional expenses could rapidly deplete the CO MOST Fund.

- A State organization to administer the program

CO MOST was created by Colorado Statute in 1991. The Statute mandated CDOT establish a motorcycle operator safety training program that promotes motorcycle safety awareness and supports courses to develop the knowledge, attitudes, habits, and skills necessary for the safe operation of a motorcycle.

The program was transferred by the General Assembly to the CSP with an effective date of January 1, 2018.

The Chief of CSP administers the CO MOST program through the Special Operations Unit. The Special Operations Unit employs one full-time civilian to serve as the Program Coordinator in the implementation and administration of CO MOST. The Program Coordinator promotes, conveys, and ensures compliance of rules and standards for program operation and motorcycle safety coordination.

Program Administrator oversight responsibilities include strategic planning, management of the CO MOST Fund, contract management, certification of vendors and instructors/coaches, and publication of an annual report. Additionally, the Program Coordinator maintains a system to

record program performance data, including information on motorcycle crashes, injuries, and fatalities among students who complete a CO MOST-approved training course.

With oversight from the CO MOST Program Coordinator, CO MOST is supported by a contractor. Nineteen (19) CO MOST approved vendors located throughout the State provide rider training using CO MOST approved curricula. CO MOST approved vendors operate as private businesses in a free-market economy. Each vendor is bound by contract to uphold the CO MOST Policies and Procedures. However, CO MOST does not regulate the way they run their business operations, nor does CO MOST establish course tuition fees, instructor/coach pay, or other sources of revenue and expenses.

The contractor has a full-time Project Manager based in Colorado whose responsibilities include coordinating quality assurance activities to include assessments and inspections of training facilities and personnel, providing support to CO MOST approved vendors and CO MOST instructors through training and development activities, supporting CO MOST and DOR, Division of Motor Vehicles (DMV) to reduce licensure fraud opportunities, and supporting CO MOST in marketing, compliance audits, and other tasks as assigned.

It is important to recognize the vision and dedication of those involved in CO MOST program who have brought about positive changes in training, and as referenced in the 2018 Sunset report, the culture appears to be shifting in a more positive, collaborative, and synergistic direction.

- A mandate to use the State-approved curriculum

The Colorado Department of Public Safety, Colorado State Police (CDPS CSP) is mandated to set motorcycle rider training course certification standards and to ensure each program follows those standards.

Statute requires courses to include instruction on the effects of alcohol and drugs on the operation of motorcycles. CO MOST establishes standards for the approval of courses utilized in the CO MOST program. All CO MOST approved curricula must meet or exceed the guidelines established in the National Highway Traffic Safety Administration's (NHTSA) Model Standards for Entry-Level Motorcycle Rider Training.

CO MOST approved vendors must provide a CO MOST approved curriculum for basic and/or intermediate level instruction that satisfies the requirements for issuing a motorcycle endorsement. Colorado has three approved curriculum providers that may conduct licensing courses – Evergreen Safety Council (not currently operating), MSF, and Total Control Training, Inc. The multi-curricula model appears to be working smoothly within the CO MOST program.

CO MOST has a well-defined, published procedure for the approval of curricula used in motorcycle endorsement licensing in the State of Colorado and has vetted the process with at least one applicant.

CO MOST has no oversight of training courses beyond the entry-level or intermediate courses that satisfy the licensing requirements. The State has no responsibility or oversight authority for courses offered outside the purview of the CO MOST.

- Reasonable availability of rider education courses for all interested residents of legal riding age and varying levels of riding experience

CO MOST does not govern the number of basic or intermediate rider training courses offered in the State of Colorado. This is determined exclusively by the CO MOST approved vendors in a free-market environment where vendors create their own schedules and set their own tuition rates.

There are currently 19 CO MOST approved vendors within the State who offer one (1) of the three (3) suites of courses developed by CO MOST approved curriculum providers, Evergreen Safety Council, MSF, and Total Control Training, Inc. Eighteen vendors offer MSF courses while one vendor offers Total Control Training, Inc. course. Evergreen Safety Council curriculum is currently not in use.

Between July 2020 and June 2021, training was offered in 15 Colorado counties, which accounts for 66.9 percent of Colorado's registered motorcycles. A map view of the distribution of training sites offering a basic level course appears to show reasonable statewide coverage. However, due to the unique topography of Colorado, travel time to the nearest training site for some Colorado residents may be several hours. Furthermore, if the nearest location does not have availability, it could result in a wait time of several weeks or travel over a much longer distance to reach a training site with earlier availability.

There is a higher concentration of training sites in the Denver metropolitan area due to being the population center of Colorado. These training sites are competitive and accessible. Residents in some areas of the State have limited access to hands-on training.

Due to the free-market paradigm of motorcycle rider safety training in Colorado, there may be less or no motivation for vendors to open sites in smaller population centers and remote areas of the State, such as the Eastern Plains. Operating remote sites can be cost-prohibitive and unsustainable. While two (2) CO MOST approved vendors offer training via "mobile sites," these offerings are limited. There is no statutory authority for CSP to require course offerings across the entirety of the State.

CO MOST reimburses vendors operating mobile sites for lodging and mileage and provides a per diem. However, this modest reimbursement may not cover the cost of operations even with amortization of start-up costs over several years, especially in the current state of the U.S. economy. If vendors lose money on servicing temporary training, they may choose to cease operation altogether, which leaves residents being serviced by temporary training sites without access.

CO MOST was successful in changing the rules for operation of mobile sites in effort to "motivate" vendors to expand their mobile site services. After one (1) year of operation, the vendor is required to expand to include an additional temporary training site. While the rule may be well intended to promote expansion of course accessibility in rural regions, it may have unintended consequences that are demotivators if it proves difficult to secure another training site.

Without timely access to more convenient training locations, some riders may choose to ride untrained and potentially unendorsed, especially considering the cessation of skills testing

through the DOR. Should the State of Colorado consider mandatory motorcycle rider safety training, the issues with accessibility would need to be carefully weighed and considered to ensure residents could comply without additional undue hardship.

The use of an online course that replaces all traditional brick-and-mortar classroom training may help alleviate some of the accessibility issues. Although students will still have to travel to the training site for the on-cycle portion of the class, they will not be required to travel to the training site to attend classroom sessions.

In the rider training model established by the State, CO MOST does not oversee training beyond the level of the intermediate courses for licensing. It is the vendor's discretion to offer more advanced courses for more skilled riders. As such, there is no guarantee of reasonable availability of a variety of courses for riders with varying levels of skill beyond what is offered for licensing purposes. This could be a missed opportunity to train more riders, particularly experienced riders who do not want to spend time in a basic course.

- A documented policy for instructor training and certification

Colorado Revised Statutes Title 43 requires the CSP to establish standards for an approved CO MOST Instructor training course. The Statute explicitly states the basic qualifications for an instructor candidate.

Pursuant to the requirement for establishing standards for an instructor training course, CO MOST generates a *Policies and Procedures Manual*, which delineates the policy and process for the instructor/coach training and certification and recertification. While CO MOST maintains the standards and protocols for CO MOST Instructor certification, the candidate must first secure sponsorship from a CO MOST approved vendor. They must also receive training and certification by a CO MOST approved curriculum provider before they are eligible for certification as a CO MOST Instructor.

- Incentives for successful course completion such as licensing test exemption

Successful completion of a CO MOST approved rider training course waives all further testing requirements for obtaining a driver license motorcycle endorsement. The course graduate receives a completion card from the CO MOST approved vendor that they take to the DMV to present as proof of course completion.

- A plan to address the backlog of training, if applicable

In most cases, the wait times for access to a CO MOST approved training course in Colorado range from immediate availability for midweek courses to 2-4 weeks for weekend courses.

Vendors are better equipped to meet supply demands and remain competitive when staffing is not a significant concern. With instructors both in shorter supply and frequently unavailable due to competing priorities, adding courses to the schedule to meet demand is often not a viable solution.

The CO MOST *Annual Report* indicates that 158 CO MOST Instructors taught 1,850 basic rider courses in Fiscal Year (FY) 2021. That equates to an average of 12 classes per instructor. This is

not a sustainable model. Without aggressive recruitment and concerted efforts at retention, demand will drastically outpace supply and increase backlog.

CO MOST has recently helped vendors promote instructor recruitment through marketing tactics. Contractors are also available to aid in recruitment efforts and solicit interest from other groups of instructors, such as driver education and CDL instructors who already have a mindset of safety and training. It is unclear of efforts made for instructor retention.

CO MOST has the funds and ability to contract a third-party to design and conduct vendor and instructor surveys and analyze the results to help vendors and instructors get to the root of issues leading to instructor attrition. Instructors may be less intimidated in responding to a non-biased, third-party generated survey where they will remain anonymous.

Notwithstanding the recent repeal of the requirement for an instructor/coach to hold a Colorado driver license, Colorado Statute still presents an unnecessary constraint on the recruitment of instructor candidates with the age limitation. The statute requires candidates be at least 21 years of age.

Further assisting CO MOST approved vendors with identification of other causes for backlog may be necessary to maintain and protect the free-market paradigm. Survivability of the vendors is critical to the success in reaching riders with training and overall sustainability of the CO MOST program.

- State guidelines for conduct and quality control of the program

Colorado Statute establishes basic guidelines for conduct and quality control of the rider training program. CO MOST elaborates on the guidelines in the *Policies and Procedures Manual*.

The vendor under contract to support the CO MOST program, is charged with implementation and follow-through of a comprehensive quality assurance program. The Project Manager is responsible for management of a quality assurance team, for the performance of quality assurance visits, and for quality assurance tracking for CO MOST.

In a collaborative effort among the Project Manager, CO MOST Program Coordinator, and members of the Motorcycle Safety Advisory Board (MOSAB), CO MOST recently underwent a significant and commendable overhaul of the quality assurance program. An effort is being made to change the perception of a quality assurance visit from a punitive necessity to an opportunity to level up skills by coaching with quality assurance team members. Shifting perceptions and culture takes trust, significant time, and reinforcement.

A separate policies and procedures document was drafted specifically for the quality assurance team, in addition to the thorough outline of the quality assurance program in the CO MOST *Policies and Procedures Manual*.

All CO MOST approved vendors and instructors are required to participate and cooperate during all quality assurance visits. The Project Manager designs and offers frequent Professional Development Workshops around addressing patterns discovered and observations made during quality assessment visits. Additionally, an “Accountability and Resolution Matrix” was co-developed by the MOSAB.

Additional quality control measures may include a third-party comprehensive evaluation of the program, contracted by CO MOST.

CO MOST is also reviewed by the Colorado Department of Regulatory Agencies per Colorado Revised Statutes. The Colorado Office of Policy, Research and Regulatory Reform conducts periodic assessments of State boards, programs, and functions, known as Sunset Reviews. These reviews are designed to determine whether programs should be continued by the legislature. The most recent CO MOST Sunset Review was conducted in 2018, and the recommendation was to continue the CO MOST program until 2025.

- A program evaluation plan

Colorado Statute requires CSP to establish a system to record program performance data, including accidents, injuries, and fatalities among those who have completed a CO MOST approved course. The CO MOST Program Coordinator is responsible for preparing an Annual Report that specifically includes the program performance data, the availability of CO MOST approved training courses throughout the State, current training costs, and other relevant performance measures. The CO MOST *Annual Report* is comprehensive and informative for any motorcycle safety stakeholder in Colorado.

CO MOST describes the program evaluation plan as transparent and open to all stakeholders for public comment and encourages feedback.

Strengths

Colorado's strengths for Section IV. Motorcycle Rider Education and Training include:

- Colorado Motorcycle Operator Safety Training is adequately funded to cover all administrative and contract expenses and maintains transparency in its spending.
- Commitment and effort by the Colorado Motorcycle Operator Safety Training Program Coordinator and the Project Manager influence positive culture change by working collaboratively with stakeholders.
- Colorado Motorcycle Operator Safety Training has a comprehensive procedure for the approval of curricula used in motorcycle endorsement licensing in the State of Colorado and measures basic course curricula against the National Highway Traffic Safety Administration's *Model National Standards for Entry-Level Motorcycle Rider Training*.
- Colorado Motorcycle Operator Safety Training has clearly outlined a process for the instructor/coach training and certification and recertification by a robust Policies and Procedures Manual.
- Reported wait times for access to a Colorado Motorcycle Operator Safety Training approved training course is acceptable by industry standards.
- Colorado Motorcycle Operator Safety Training has implemented a robust quality assurance program that is transparent, documented, and well-articulated.
- Colorado Motorcycle Operator Safety Training has demonstrated a vested interest in supporting instructors with ongoing professional development.

- Colorado Motorcycle Operator Safety Training prepares and disseminates summary statistics in its Annual Report. These summary level statistics can be used in problem identification to inform outreach and education communication strategies across various Colorado Department of Transportation campaigns.

Opportunities/Recommendations

Colorado's opportunities/recommendations for Section IV. Motorcycle Rider Education and Training include:

- **Restructure the Colorado Motorcycle Operator Safety Training program's budget to increase the percentage allocated for administrative expenses and retain additional permanent, full-time personnel to handle administrative tasks for the program. This would allow the Colorado Motorcycle Operator Safety Program Coordinator to focus on higher-level, broader impact initiatives.**
- Develop a plan that provides agency or department oversight of all motorcycle rider skills courses regardless of whether they meet the criteria for license waiver courses or not.
- **Incentivize and/or subsidize Colorado Motorcycle Operator Safety Training approved vendors in the conduct of approved courses in under-served regions of Colorado.**
- **Continue rigorous instructor recruitment tactics as well as identify potential pools to recruit individuals who already have a mindset of safety and training.**
- Contract with a third-party vendor to design, administer, and analyze an instructor survey that aides in problem identification regarding instructor attrition.
 - Share results with all Colorado Motorcycle Operator Safety Training approved vendors and certified instructors, and collaboratively explore countermeasures.
- Encourage Colorado Motorcycle Operator Safety Training approved vendors to offer an online course that replaces the traditional classroom, particularly in areas where access to training sites is difficult for potential students to reach. Develop incentives as necessary and appropriate.
- Lower the age requirement for instructor applicants.
- Hire a contractor not affiliated with Colorado Motorcycle Operator Safety Training (CO MOST) program or a CO MOST approved curriculum provider to conduct an audit of the program, its contractor, and the quality assurance program.

Section V. Motorcycle Operation Under the Influence of Alcohol or Other Drugs

Guidance

Each State should ensure that programs addressing impaired driving include an impaired motorcyclist component. The following programs should be used to reach impaired motorcyclists:

- Community traffic safety and other injury control programs, including outreach to motorcyclist clubs and organizations;
- Youth anti-impaired driving programs and campaigns;
- High visibility law enforcement programs and communications campaigns;
- Judge and prosecutor training programs;
- Anti-impaired-driving organizations' programs;
- College and school programs;
- Workplace safety programs;
- Event-based programs such as motorcycle rallies, shows, etc.; and
- Server training programs.

Status

- Community traffic safety and other injury control programs, including outreach to motorcyclist clubs and organizations

Colorado has a statutorily established training program, Colorado Motorcycle Operator Safety Training (CO MOST) "...that promotes motorcycle safety awareness and supports courses to teach students to safely operate a motorcycle and train operators."

A Motorcycle Operator Safety Advisory Board (MOSAB) has been created to provide recommendations to the CO MOST Program Coordinator concerning training, ways to improve the program and increase effectiveness, and the expenditure of program funds. MOSAB is comprised of 12 members who represent law enforcement, motorcycle dealers, CO MOST vendors, third-party testers, motorcycle safety training instructors, a member of the motorcycle riding community, and a member representing motorcycle insurance providers. MOSAB has proven to be very beneficial to the Colorado Department of Transportation, Highway Safety Office (CDOT HSO) and provides a means for representatives from many segments of society to have input on improving motorcycle safety.

The CO MOST program has 19 vendors who provide basic motorcycle rider safety classes throughout Colorado. These vendors are "...encouraged to promote motorcycle-training programs in their communities to increase public awareness of motorcycle safety issues and to attract students to the program." CO MOST provides promotional materials to vendors that are encouraged to distribute these materials to high schools, colleges, and community events.

Some law enforcement agencies have plans to, or currently do, work with local motorcycle dealers and other community groups to promote motorcycle safety. However, this does not appear to be widespread or an organized statewide effort. Colorado Springs Police Department periodically works with personnel on Fort Carson who offer a motorcycle safety course to military personnel. They are also working on a motorcycle safety course that they could offer to the public; not as a substitute for CO MOST training but as a police motor unit instructed course that is a community service to help attendees improve their knowledge and skills.

The Colorado State Patrol (CSP) has a community outreach unit, but they are not currently involved in specifically promoting motorcycle safety to any great extent.

The Colorado Behavioral Health Administration funds and oversees the Persistent Drunk Driving (PDD) program that in turn provides support for No DUI Colorado coalitions. These coalitions employ strategies that target both the general population and subgroups that are at high risk for substance misuse and abuse for those ages 15-34.

The Colorado HSO is working with law enforcement grantees that receive impaired driving prevention funding to implement a program of training and outreach for Colorado roadway users. Sheriff's Offices in El Paso, Adams and Jefferson Counties are currently using the program along with Police Departments in Denver, Aurora and Colorado Springs.

- Youth anti-impaired driving programs and campaigns

Alive at 25 appears to be the only law enforcement sponsored program aimed, at least partially, at intervening in the use of alcohol and drugs by young drivers. The program is a partnership between the National Safety Council, the CSP and the Colorado State Patrol Family Foundation. Courts can order students to attend this training, and it is offered in hundreds of Colorado schools each year.

Colorado Students Against Destructive Decisions (SADD) teamed with Teens in the Driver Seat, with funding from the CDOT, to increase youth participation in roadway safety, build leadership skills in student members, and work to change the culture around roadway safety throughout the State, including impairment by alcohol and drugs.

- High visibility law enforcement programs and communications campaigns

All law enforcement officers in Colorado are trained in the use of the National Highway Traffic Safety Administration Standardized Field Sobriety Tests (NHTSA SFST) and must be recertified every two (2) years by receiving ongoing training in the identification of impaired drivers and the use of the SFSTs and other tests to substantiate impairment.

Law enforcement agencies in Colorado are permitted to conduct sobriety checkpoints to deter and detect impaired drivers but they are not permitted to target specific vehicles. The HSO has acquired four mobile Driving Under the Influence (DUI) vans and they encourage checkpoints during 12 enforcement periods each year. Law enforcement agencies throughout Colorado collaborate well during sobriety checkpoints and other high visibility enforcement activities. Each sobriety checkpoint is highly publicized in local media.

Visuals used to communicate anti-impaired driving messages regularly include multiple types of vehicles, including motorcycles.

- Judge and prosecutor training programs

The Colorado Traffic Safety Resource Prosecutor (TSRP) provides training to prosecutors around the State on matters related to impaired driving, but little of that training is specifically about issues related to motorcycle safety. The HSO, nor its partners, provide any training to judges.

- Anti-impaired-driving organizations' programs

The HSO increased the number of anti-impaired driving programs they support from three in 2021 to 10 in 2022. They work closely with Mothers Against Drunk Driving (MADD) and SADD, and support programs like ThinkFast and Drive Smart.

- College and school programs

The CSP, Community Outreach Unit has developed the Partners in Lifelong Learning and Readiness (PILLAR) program, an educational development tool that is a modular system used to deliver traffic safety, well-being, and critical thinking lessons to local schools and businesses, based on the requests of teachers and managers.

Aside from the PILLAR program, there is little evidence of anti-impairment driving specific programs or campaigns being conducted by law enforcement agencies in Colorado. The State DUI Task Force does include a student who is under 24 years of age who can share ideas, perspectives and who can help engage other youth.

The Colorado Department of Public Health and Environment sponsors several school programs aimed at preventing the abuse of alcohol and drugs including the Botvin LifeSkills Training Program in middle and high schools.

- Workplace safety programs

Aside from the CSP PILLAR program, there is no evidence of workplace safety programs aimed at preventing impaired driving being conducted in Colorado.

- Event-based programs such as motorcycle rallies, shows, etc.

The HSO often has a presence at State and community events to promote highway safety. While the materials and messages conveyed at these events are not solely about motorcycle safety, motorcycle safety is included.

The HSO anticipates contracting with Alliance Sports Marketing, LLC to provide highway safety messaging at major sporting events and local community events.

Several law enforcement agencies have motorcycle units. Per request, these units may participate at larger community events by having a motor officer present with their police motorcycle. Conversations between the public and the motor officers often involve motorcycle operations, riding gear and safety.

- Server training programs.

Alcohol server training is not required in Colorado except for anyone serving alcohol at a tasting in a liquor store or serving alcohol at a special event. Those employees are required to receive Training for Intervention Procedures (TIPS) training in the classroom. There may be an incentive for alcohol retail establishments to have their sales personnel receive server training since Colorado has a Dram Shop law. Vendors can be held liable for the injuries caused by an intoxicated person if they sold alcohol to that person and the person was under 21 years of age or the person was visibly intoxicated.

Strengths

Colorado's strengths for Section V. Motorcycle Operation Under the Influence of Alcohol or Other Drugs include:

- Colorado has a number of dedicated groups and individuals who work tirelessly to promote motorcycle safety.
- Colorado's Motorcycle Operator Safety Training program and Motorcycle Operator's Safety Advisory Board engage leaders in the motorcycling community.
- Leaders in the motorcycling community can offer input to the State's effort to improve motorcycle safety.
- There has been a substantial increase in the number of anti-impaired driving programs supported by the Highway Safety Office from 2021 to 2022.
- All law enforcement officers are required to be trained in the use of the National Highway Traffic Administration Standardized Field Sobriety Tests and must be recertified in their use every two (2) years.
- Training provided by Colorado's Traffic Safety Resource Prosecutor prepares prosecutors to more effectively present impaired driving cases before the court.

Opportunities/Recommendations

Colorado's opportunities/recommendations for Section V. Motorcycle Operation Under the Influence of Alcohol or Other Drugs:

- Involve more of the enthusiastic motorcycling individuals and organizations in events that promote motorcycle safety and advocate for alcohol and drug-free vehicle operation.
- Provide best practice guidelines for civilian and law enforcement organizations to better engage with motorcycling and non-motorcycling communities to communicate how each play an important role in improving motorcycle safety and preventing impaired driving.
- Engage more businesses in providing workplace safety programs focused on preventing employees from operating vehicles while impaired by alcohol and drugs.
- Encourage the implementation of mandatory server training by all persons who directly interact with customers in the sale of alcohol.

Section VI. Legislation and Regulations

Guidance

Each State should enact and enforce motorcycle-related traffic laws and regulations. As part of a comprehensive motorcycle safety program each State is encouraged to have and enforce a law that requires all riders to use motorcycle helmets compliant with the Federal helmet standard. Specific policies should be developed to encourage coordination with appropriate public and private agencies in the development of regulations and laws to promote motorcycle safety.

Status

In Colorado, “A ‘Motorcycle’ means an auticycle or a motor vehicle that uses handlebars or any other device connected to the front wheel to steer and that is designed to travel on not more than three wheels in contact with the ground; except that the term does not include a farm tractor, low-speed electric vehicle, or low-power scooter.” Based upon legislative action, effective January 1, 2023, Colorado statute 42-1-102 will exclude an auticycle from the definition of motorcycle.

Effective January 1, 2023, an auticycle is defined as “...a three-wheeled motorcycle that does not use handlebars or any other device that is directly connected to a single front wheel to steer and in which the driver and each passenger ride in a fully or partly enclosed seating area that is equipped with safety belts for all occupants that constitute a safety belt system.”

Colorado statute 42-4-1502 requires operators and passengers of motorcycles who are under 18 years of age to wear an approved helmet. Motorcyclists 18 years of age and older are not required to wear a helmet. Eye protection is required for all operators and passengers of motorcycles that may be operated on the highway, regardless of age. The statute requires the glass or plastic lenses of eye protection to be safety glass but does not specify a standard for the safety glass (i.e., ANSI Z97.1 or CPSC 16 CFR 1201). The penalty for not wearing proper eye protection is \$15.00 with a \$7.00 surcharge. There are no points assessed for failure to wear proper eye protection.

Despite auticycles being removed from the motorcycle definition, helmets will still be required for operators and passengers of an auticycle who are under 18 years of age. Eye protection will be required for all auticycle operators and passengers, regardless of age, unless the auticycle has a maximum design speed of 25 miles per hour or less. A motorcycle operator endorsement will no longer be required for the operator of an auticycle.

Statute 42-4-1502 also specifies that operators and passengers of motorcycles must ride on permanently mounted seats that are designed for the number of people on the motorcycle or auticycle; that anyone on the motorcycle must be sitting astride the motorcycle, facing forward, with one leg on either side; that the operator may not carry anything that would prevent both hands from being on the handlebars; and, the operator shall not carry or transport any person in a position that would interfere with the operation or control of the motorcycle.

In Colorado, to operate a two-wheeled motorcycle, the motorcycle rider must have an M (motorcycle) endorsement. In order to operate a three-wheeled motorcycle, the motorcycle rider must have an M (motorcycle) endorsement or a three-wheeled only endorsement. Recent

legislation has removed the requirement of an endorsement for the operation of an autocycle. There is no “motorcycle only” operator’s license issued in the State. Any person wanting to operate a motorcycle in Colorado must have a valid non-commercial or CDL license with a M (motorcycle) endorsement.

The penalty for operating a motorcycle without the proper endorsement is \$15.00 plus a \$7.00 surcharge. There are no points assessed for operating without proper endorsement. This seems inadequate to dissuade people from operating a motorcycle on the highways of the State without the proper endorsement since 58.64 percent of motorcycle fatalities in 2020 involved operators who were not endorsed to operate the motorcycle. More information concerning motorcycle operator permits is covered in Section III: Motorcycle Operator Licensing.

A motorcycle operator safety training program is established by Colorado Statute 43-5-502 for the purpose of promoting “...motorcycle safety awareness and supporting courses to teach students to safely operate a motorcycle and train instructors.” This program, known as Colorado Motorcycle Operator Safety Training (CO MOST) is covered more thoroughly in Section IV: Motorcycle Rider Education and Training.

Strengths

Colorado’s strengths for Section VI. Legislation and Regulations include:

- Federal Motor Vehicle Safety Standard (FMVSS) 218 compliant helmets are required for all persons on a motorcycle who are under the age of 18 years.
- Eye protection is required for all persons on a motorcycle, regardless of the person’s age.
- Regulations are in place to specify how a person must be seated as an operator or passenger of a motorcycle, that an operator must be able to keep both hands on the handlebars, and no person may be transported in a position that would interfere with the operation or control of the motorcycle.
- Motorcycle operator skills training is required for all persons under 16 years of age to obtain a motorcycle instructional permit.
- Basic and advanced motorcycle rider training programs are available in Colorado to help new and experienced riders improve their skills.

Opportunities/Recommendations

Colorado’s opportunities/recommendations for Section VI. Legislation and Regulations:

- Enact and enforce a universal helmet law for all riders and passengers that is compliant with Federal Motor Vehicle Safety Standard 218.
- Establish a concise standard for the safety glass used in required eye protection.

- **Increase and enforce penalties for operating a motorcycle without a proper motorcycle endorsement that discourages people from operating a motorcycle in violation of the statute.**
- Increase and enforce penalties for operating a motorcycle without a proper eye protection that discourages people from operating a motorcycle in violation of the statute.

Section VII. Law Enforcement

Guidance

Each State should ensure that State and community motorcycle safety programs include a law enforcement component. Each State should emphasize strongly the role played by law enforcement personnel in motorcycle safety. Essential components of that role include:

- Developing knowledge of motorcycle crash situations, investigating crashes, and maintaining a reporting system that documents crash activity and supports problem identification and evaluation activities;
- Providing communication and education support;
- Providing training to law enforcement personnel in motorcycle safety, including how to identify impaired motorcycle operators and helmets that do not meet FMVSS 218; and
- Establishing agency goals to support motorcycle safety.

Status

- Developing knowledge of motorcycle crash situations, investigating crashes, and maintaining a reporting system that documents crash activity and supports problem identification and evaluation activities

All law enforcement officers are provided training on the basic investigation of motor vehicle crashes and how to complete the State crash report while in the academy. More advanced training, including training on the unique characteristics of a motorcycle-related crash, are left to the agency employing the individual officer. Training can vary drastically from agency to agency and officer to officer.

The Colorado crash report, form DR 3447, may be filed electronically or in paper format. About 61 percent of the reports are filed electronically. The report enables the capture of a great deal of driver, vehicle, geographic, and causation information. Paper reports often contain errors that could be eliminated, or greatly reduced, using electronic reporting methodologies. The Colorado Department of Transportation, Highway Safety Office (CDOT HSO) has funding available to assist law enforcement agencies in converting to electronic completion and filing of crash reports. CDOT is working on an internet-based crash reporting system with an anticipated implementation time frame of fiscal year 2023.

- Providing communication and education support

The HSO provides data and talking points to highway safety partners throughout the State on all matters of highway safety, including motorcycle safety. Partners are encouraged to incorporate those messages into their communications, especially during specified times (i.e., Motorcycle Safety Month in May of each year). Through their Law Enforcement Liaisons and their Traffic Safety Communications Manager, the HSO assists in preparing traffic safety messaging to those agencies in need.

The HSO provides funding to support Advanced Roadside Impaired Driving Enforcement (ARIDE) and Drug Recognition Expert (DRE) training for law enforcement officers throughout the State to help them better identify and successfully prosecute impaired vehicle operators , with an emphasis on the drug impaired .

- Providing training to law enforcement personnel in motorcycle safety, including how to identify impaired motorcycle operators and helmets that do not meet FMVSS 218

While law enforcement officers are trained in the basic investigation of motorcycle crashes, there is little training, and thus knowledge, concerning whether a helmet worn by a motorcyclist meets the required safety standard. The same is true of required eye protection.

- Establishing agency goals to support motorcycle safety

Few law enforcement agencies currently have specific goals to support motorcycle safety, and there has been little emphasis placed on it. This can partly be attributed to:

- the lack of a mandatory helmet law,
- a deficiency in training to identify proper equipment and violations of motorcycle specific laws,
- fines that do not tend to encourage someone to comply with the law (the fine for not having a properly endorsed license and the fine for not wearing proper eye protection are each \$15.00 plus a \$7.00 surcharge),
- the fact that motorcycle operators frequently flee from the police during an attempted traffic stop, and
- motorcycle pursuits are generally prohibited.

Given the continual increase in the number of motorcyclist fatalities on Colorado roadways and the attention it has brought to motorcycle safety, many agencies are now identifying goals and looking for ways to incorporate them to promote and enhance motorcycle safety.

Strengths

Colorado's strengths for Section VII. Law Enforcement include:

- The State of Colorado Traffic Crash Report, form DR 3447, enables the capture of a great deal of driver, vehicle, geographic and causation information that is valuable for problem identification.
- There is increased recognition within law enforcement agencies about the increasing number of motor vehicle crashes involving motorcycles and the need to address that problem.
- The Colorado Highway Safety Office provides data and talking points concerning motorcycle safety to partners throughout the State to help ensure consistency in messaging.

Opportunities/Recommendations

Colorado's opportunities/recommendations for Section VII. Law Enforcement:

- Increase training for law enforcement officers concerning the thorough investigation of motorcycle crashes.
- **Increase training for law enforcement officers concerning the identification of proper mandatory safety equipment for motorcyclists, the identification of motorcycle-specific traffic infractions, and best practices for making a traffic stop of a motorcycle rider.**
- **Increase the percentage of motor vehicle crash reports that are filed electronically to help increase data accuracy.**
- Establish motorcycle-specific safety goals in all traffic safety plans and mandate they be included in the traffic safety plans of all law enforcement grantees.
- **Increase and enforce penalties for operating a motorcycle without a proper motorcycle endorsement that discourages people from operating a motorcycle in violation of the statute.**
- Increase and enforce penalties for operating a motorcycle without a proper eye protection that discourages people from operating a motorcycle in violation of the statute.

Section VIII. Highway Engineering

Guidance

Traffic engineering is a critical element of any crash reduction program. This is true not only for the development of programs to reduce an existing crash problem, but also to design transportation facilities that provide for the safe movement of motorcyclists and all other motor vehicles.

The needs of motorcyclists must always be considered. Therefore, each State should ensure that State and community motorcycle safety programs include a traffic engineering component that is coordinated with enforcement and educational efforts. This engineering component should improve the safety of motorcyclists through the design, construction, operation and maintenance of engineering measures. These measures may include, but should not be limited to:

- Considering motorcycle needs when selecting pavement skid factors; and
- Providing advance warning signs to alert motorcyclists to unusual or irregular roadway surfaces.

Status

The Colorado Department of Transportation (CDOT) Traffic Safety & Engineering Services office has responsibility for the Strategic Highway Safety Plan (SHSP) which is referred to the *Strategic Transportation Safety Plan (STSP)*, Highway Safety Improvement Program (HSIP), guidance or bulletins for engineering practices, and Road Safety Audit (RSA) management. CDOT also owns a maintenance program for State-controlled roads.

The 2020-2023 Colorado STSP identifies key safety needs guiding investment decisions towards tiered strategies and countermeasures to reduce fatalities and serious injuries on all public roads. Fifteen strategies are listed. These strategies are expected to reduce the number of fatal/serious injuries by 15 percent. Motorcyclists are part of the Vulnerable Roadway Users key emphasis area. A new Steering/Leadership team will begin meeting in August 2022. There is no Vulnerable Roadway Users Task Force or a Motorcyclist Safety Task Force under the STSP structure.

The HSIP uses a data review that identifies hot spots. This data is shared with CDOT and local agencies. The information is used as part of the application that is submitted for potential HSIP funding. Approximately 50 percent of the State's HSIP funding is available for non-CDOT roadways.

The HSIP's priority areas include:

- Intersection improvements,
- Roadside safety,
- Pedestrian/bicycle,
- Roundabouts,

- Median cable rail,
- Centerline and shoulder rumble strips, and
- High friction surface treatment.

While motorcycles are not a specific priority area, all of the listed engineering improvements directly benefit motorcyclist safety.

RSAs are used by CDOT; however, there is no requirement of a motorcyclist on the panel to conduct the RSA.

CDOT does not use a Safety Corridor program at this time. There is a network crash data screening tool, which are data reports given to the Regions and some stakeholders. It is up to the roadway authority to use this information for an HSIP application for funding, use of their own transportation funds, or for CDOT Regions to tap the Region Priority Funding that each Region has under their own control.

CDOT has a customer service program. This includes web reference and access to the customer service office. It is unknown if this information has been given to motorcycle rider groups or clubs for members to report roadway or maintenance issues that a motorcycle rider encounters. It is also unknown if this information is given to various motorcycle shops or the State's motorcycle rider training providers.

Colorado State Patrol (CSP) raised safety concerns along a particular corridor to CDOT. The CDOT Region Office responded by conducting a thorough analysis of that corridor, completing an on-site analysis, outlining potential countermeasures, and listing potential projects including, but not limited to additional signing and roadway alignment adjustments. Many of the projects have been implemented or are under construction.

- Considering motorcycle needs when selecting pavement skid factors

The 2020-2023 STSP identifies key safety needs in Colorado to guide investment decisions towards tiered strategies and countermeasures to reduce fatalities and serious injuries on all public roads. Strategy M is to prioritize and promote proven safety toolbox strategies. High friction surface treatment is part of the list of safety toolbox strategies.

- Providing advance warning signs to alert motorcyclists to unusual or irregular roadway surfaces

The 2020-2023 STSP identifies key safety needs in Colorado to guide investment decisions towards tiered strategies and countermeasures to reduce fatalities and serious injuries on all public roads. Strategy M is to prioritize and promote proven safety toolbox strategies. Permanent and construction warning signs are part of the list of safety toolbox strategies.

Strengths

Colorado's strengths for Section VIII. Highway Engineering include:

- Motorcyclist Safety is part of the *Strategic Transportation Safety Plan* under the Vulnerable Roadway Users key emphasis area. There is a pending action regarding potential Emphasis Area task teams, which would include motorcyclist safety.
- The Colorado Department of Transportation (CDOT) Traffic Safety & Engineering Services uses programs and data sources that benefit motorcyclists. Guides and Bulletins are issued to CDOT Regions and local road authorities that include elements of motorcyclist safety.
- High friction surface treatment, advance warning signs, and construction signs are motorcycle specific and are routine expectations according to Colorado Department of Transportation guidelines.

Opportunities/Recommendations

Colorado's opportunities/recommendations for Section VIII. Highway Engineering:

- **Include a motorcyclist in any Road Safety Audit teams created in order to add the motorcyclist point of view.**
- Provide the customer service contact information to motorcycle clubs, motorcycle retailers, and the State's motorcycle education training program.
- Establish a roadway maintenance practice guide, particularly for the main riding season, for items that impact safe motorcycling such as vegetation, sand, and pothole patching.

Section IX. Motorcycle Rider Conspicuity and Motorist Awareness Program

Guidance

State motorcycle safety programs, communication campaigns, and State motor vehicle operator manuals should emphasize the issues of rider conspicuity and motorist awareness of motorcycles. These programs should address:

- Daytime use of motorcycle headlights;
- Brightly colored clothing and reflective materials for motorcycle riders and motorcycle helmets with high daytime and nighttime conspicuity;
- Lane positioning of motorcycles to increase vehicle visibility;
- Reasons why motorists do not see motorcycles; and
- Ways that other motorists can increase their awareness of motorcyclists.

Status

The Colorado Department of Transportation, Highway Safety Office (CDOT HSO) launched a new motorcycle safety campaign in 2021, *The Aftermath*. The campaign targeted riders to wear helmets. Additionally, a motorcycle campaign targeting drivers to *Look Twice, Save a Life*, especially at intersections was launched.

The *Colorado Motorcycle Operator's Handbook* has not been published or revised since 2018 and makes references to riding gear for motorcyclists and conspicuity. The *Colorado Driver Handbook* dedicates three (3) short paragraphs to motorcycles.

- Daytime use of motorcycle headlights

There is one reference to daytime use of headlights in the *Colorado Motorcycle Operator's Handbook*, and this reference is cursory. It states the motorcycle operator should have their headlight on during the day to be more visible, and it suggests use of the high beam during the daytime.

There is no readily available confirmation on the legality of using the high beam during the day; however, the law specifies that the “driver of a vehicle” must dim the high beam within 500 feet of an approaching vehicle and within 200 feet to the rear of another vehicle. Furthermore, the law states, as quoted on the CDOT website, “Motorcycle drivers must obey all the same traffic laws as other motor vehicles on the roadways.”

There are no known communication campaigns related to daytime use of motorcycle headlights.

- Brightly colored clothing and reflective materials for motorcycle riders and motorcycle helmets with high daytime and nighttime conspicuity

The *Colorado Motorcycle Operator's Handbook* includes a small section “*See and Be Seen*,” in which it briefly describes strategies for being more conspicuous when riding a motorcycle. This section does suggest choosing bright colors and a brightly colored helmet or retroreflective

materials. However, the wording is such that the retroreflective material only appears to be relevant to the helmet.

The motorcycle rider pictured on the front cover of the *Colorado Motorcycle Operator's Handbook* is wearing a light-colored riding jacket with retro reflective panels and a light-colored helmet. This is a positive visual reminder of the gear motorcycle riders should be wearing. Conversely, the website for the Colorado Motorcycle Operator Safety Training (CO MOST) program shows a motorcycle rider in a light-colored helmet and dark-colored clothing.

- Lane positioning of motorcycles to increase vehicle visibility

Both the *Colorado Motorcycle Operator's Handbook* and the *Colorado Driver Handbook* briefly describe how a motorcycle operator may use the entire width of their lane to their advantage to see and be seen.

A review of materials and websites revealed no additional references to the lane positioning of motorcycles to increase vehicle visibility.

- Reasons why motorists do not see motorcycles

The HSO has a campaign educating through illustrations of how large blind spots are and how easily a motorcycle could hide in those blind spots. This campaign has a modern look and feel with a very clear, concise message. The current year campaign "*Motorcycles are Hard to See,*" encourages motorists to actively look for motorcyclists. This is also a robust awareness campaign with a modern look and simple message.

The *Colorado Driver Handbook* states that motorcycles can be hard to see because they are smaller. There are no other reasons listed, and there is no reference to motorcyclists in blind spots in the section dedicated to motorcycles. There are also no references to judging approach speeds and close rates of motorcyclists.

- Ways that other motorists can increase their awareness of motorcyclists

Aside from the national "*Look Twice, Save a Life*" campaign, there does not appear to be any initiatives on educating ways that other motorists can increase their awareness of motorcyclists.

Strengths

Colorado's strengths for Section IX: Motorcycle Rider Conspicuity and Motorist Awareness Programs include:

- The Colorado Department of Transportation, Highway Safety Office includes communication campaign strategies for both rider conspicuity and motorist awareness of motorcycles in its Highway Safety Plan.
- The rider depicted on the cover of the *Colorado Motorcycle Operator's Handbook* is wearing proper riding gear with colors and retroreflective panels promoted for conspicuity.
- Creative design for campaigns designed by Colorado Department of Transportation is current and relevant.

- Messages delivered in the campaigns are simple and clear.

Opportunities/Recommendations

Colorado's opportunities/recommendations for Section IX: Motorcycle Rider Conspicuity and Motorist Awareness Programs include:

- Verify the legality of riding a motorcycle with headlights on high beam during the daytime and make subsequent edits to the *Colorado Motorcycle Operator's Handbook*, if necessary.
- **Ensure that anywhere visual images are used that they are representative of the safety messages conveyed across the motorcycle safety program (i.e., brightly colored and/or retroreflective gear and light-colored helmet).**
- Enhance the content of both the *Colorado Motorcycle Operator's Handbook* and the *Colorado Driver Handbook* with more information about sharing the road with motorcyclists, conspicuity, and motorist awareness of motorcyclists.
- **Partner with subject matter experts to assist with motorcycle rider conspicuity and motorist awareness for the *Colorado Motorcycle Operator's Handbook* and *Colorado Driver Handbook*.**
- Continue to leverage opportunities to include messages about conspicuity and motorist awareness of motorcycles in other areas of traffic safety.

Section X. Communication Program

Guidance

States should develop and implement communications strategies directed at specific high-risk populations as identified by data. Communications should highlight and support specific policy and progress underway in the States and communities and communication programs and materials should be culturally relevant, multilingual as necessary, and appropriate to the audience. States should enlist the support of a variety of media, including mass media, to improve public awareness of motorcycle crash problems and programs directed at preventing them. States should:

- Focus their communication efforts to support the overall policy and program;
- Review data to identify populations at risk; and
- Use a mix of media strategies to draw attention to the problem.

Status

Several agencies are directly involved in the State of Colorado's comprehensive motorcycle safety program; however, the majority of the communications regarding the motorcycle safety program come directly from two State agencies, the Colorado Department of Transportation, Highway Safety Office (CDOT HSO) and the Colorado State Patrol (CSP) Colorado Motorcycle Operator Safety Training (CO MOST) program. Both agencies have budgets for public awareness and communication strategies for motorcycle safety.

The funding source for messaging to motorists for motorcycle safety awareness comes from National Highway Traffic Safety Administration (NHTSA) in the form of 405f funds. The HSO uses general 402 funds for motorcycle safety messages to all road users including motorcyclists. CO MOST uses revenue generated by surcharges on motorcycle endorsements and motorcycle registrations to fund its motorcycle safety campaigns.

Many other State agencies support and partner with the HSO and CO MOST in the comprehensive motorcycle safety program, but they do not regularly allocate resources and assets for communication campaigns geared specifically toward motorcycle riders and/or motorist awareness of motorcyclists. Motorcycle safety is occasionally a component of other more generalized traffic safety message campaigns.

Colorado has experienced an upward trend in motorcycle fatalities over the past several years. Even with targeted campaigns, fatalities continue to rise.

CDOT is fortunate to have a highly skilled communications expert within the Department, and the ability to obtain professional services helps to keep messages from looking and sounding stale, even when they are the same messages the traffic safety industry has been using for decades. Funding for motorcycle safety messages in Colorado is not lacking. There is the talent for creating top-notch collateral and messages, both internally and externally, with a willingness to try something new.

The struggle has been and continues to be getting the right messages in the right places at the right times to the right people, including the hard-to-reach motorcyclists. The goal of delivering the right messages is to shape attitudes, affect behavior change, and shift the culture of motorcycle riders towards a mindset of safety as the most important aspect of riding, making smart choices, and life-long learning.

- Focus their communication efforts to support the overall policy and program

Both the HSO and CO MOST focus communication efforts specifically on aspects of motorcycle safety. The HSO utilizes NHTSA's *Countermeasures That Work* to identify strategies in messaging while CO MOST primarily promotes rider training, safe riding choices, and motorcycle safety awareness. CSP has also run motorcycle-specific campaigns such as "*Live to Ride*." Other agencies also support the overall policy and motorcycle safety program by including motorcyclists in general traffic safety messaging.

- Review data to identify populations at risk

The State of Colorado is data-rich with abundant sources. However, the data can be spread out across agencies and even in disciplines outside of traffic safety. There is no centralized data bank and no single point of contact for access to data, which makes acquiring specific, relevant data in a timely manner challenging and time-consuming. This could lead to bypassing collection of actual data in favor of quickly creating messages based on anecdotal evidence.

Colorado agencies craft targeted messages based on problem identification that is a result of data mining. Recent campaigns around unendorsed and/or unhelmeted riders were conducted and well-received.

CO MOST publishes an annual report with motorcyclist-specific data. This data is sourced primarily from CDOT's Fatality Analysis Reporting System (FARS), the State of Colorado's Driver License, Record, Identification, and Vehicle Enterprise Solution (DRIVES), and CDOT's Traffic and Safety Engineering Branch and can be used for problem identification.

One data source used by the HSO in 2006 and then again in 2014 was a survey designed specifically for motorcycle riders. Using the 2006 survey as a baseline, a fresh survey may provide additional relevant data about behaviors and attitudes of motorcyclists, which could inform more relevant motorcycle-specific safety messages.

- Use a mix of media strategies to draw attention to the problem

Colorado agencies have demonstrated the ability to use and evaluate the effectiveness of traditional media strategies including but not limited to radio and television Public Service Announcements (PSAs), press releases and earned media, billboards, digital message signs, brochures, and pamphlets.

One example of print media used in the past is a map of Colorado with ratings of roads frequently traveled by motorcyclists and warnings about roads that may be more dangerous for newer riders or less skilled motorcycle riders. This type of collateral has been used successfully in other States, but has not been widely distributed in Colorado, and the opportunity to include other motorcycle safety messages on the back of the map was missed.

There appears to be missed opportunities to engage motorcyclists and to-be motorcyclists on a personal level via grassroots community events. Representatives from all stakeholder groups, including but not limited to law enforcement, motorcycle safety professionals, motorcycle safety training instructors, and vendors could participate in community events.

Community events do not need to be motorcycle or motorsport-related for the motorcycle safety messages to be delivered. Traditional motorcycle and powersports shows are good places to interact with motorcyclists; however, it can generate more interaction and contacts at general public interest events such as lifestyle fairs and expositions, particularly when there is a hands-on interactive display or presentation such as showing the differences between United States Department of Transportation (U.S. DOT) compliant and non-compliant helmets.

Law enforcement agencies in other States have experienced high engagement and participation in hosting challenge courses and “spring openers” with demonstrations by motor officers, engaging impressionable K-12 students at school assemblies and parking lot demonstrations, driver education courses, and even in motorcycle rider mentoring programs.

There are multiple websites related to motorcycle safety in Colorado. These are also excellent venues for delivering motorcycle safety messages with photos, videos, and text. However, information on at least one of the State websites is either outdated or the entire website is obsolete. Additionally, there was a photo on one website that did not provide a good example of riding gear or a safe riding style. Web content can also send unintended messages.

When searching the internet for “Colorado MOST,” the CO MOST website was the last option on the page and required scrolling all the way down the page to find it. When “motorcycle Colorado” was entered, there were no results on the page for motorcycle safety or training websites. Search engine optimization will help the websites appear higher up in the search results, which could drive more traffic to the websites related to training and safety.

Strengths

Colorado’s strengths for Section X: Communication Program include:

- Adequate available funding allows for the production and distribution of high-quality assets.
- Internal talent and spirit of innovation of the Colorado Department of Transportation, Highway Safety Office (CDOT HSO) team is an invaluable asset.
- The ability to contract with other organizations for professional services in creation and distribution of motorcycle safety messages brings in additional creativity and innovation.
- The ability to leverage partnerships to collaboratively create motorcycle safety initiatives in communications.

Opportunities/Recommendations

Colorado's opportunities/recommendations for Section X: Communication Program include:

- **Establish a centralized data bank that enables State personnel the ability to access data in a timely manner to produce time-sensitive, relevant motorcycle safety messages.**
- **Ensure actual and accurate data is available to support information that is disseminated in a public safety message.**
- **Contract professional services to design, distribute, and analyze a survey for the specific purpose of collecting data about current attitudes and behaviors of motorcyclists, including hard-to-reach motorcyclists.**
- Seek opportunities to have motorcycle safety advocates present at community events with interactive booth displays, riding demonstrations, or other activities as appropriate.
- Leverage partnerships with law enforcement personnel to become more involved in hands-on community interaction and local messaging.
- Manage content on State and program websites to ensure the most current information is posted and redirect old websites that are no longer used.
- Ensure all photos and other visuals used in any media are clear examples of good riding gear and safe riding practices to protect the integrity of the message delivered.
- Utilize a search engine optimization tool to ensure motorcycle safety related websites appear higher up on the results to drive more traffic to safety messages.

Section XI: Program Evaluation and Data

Guidance

Both problem identification and continual evaluation require effective record keeping by State and local government. The State should identify the frequency and types of motorcycle crashes. After problem identification is complete, the State should identify appropriate countermeasures. The State should promote effective evaluation by:

- Supporting the analysis of police accident reports involving motorcyclists;
- Encouraging, supporting and training localities in process, impact and outcome evaluation of local programs;
- Conducting and publicizing statewide surveys of public knowledge and attitudes about motorcycle safety;
- Maintaining awareness of trends in motorcycle crashes at the national level and how trends might influence activities statewide;
- Evaluating the use of program resources and the effectiveness of existing countermeasures for the general public and high-risk population;
- Collecting and reporting accurate motorcycle vehicle miles traveled data; and
- Ensuring that evaluation results are used to identify problems, plan new programs and improve existing programs.

Status

The Colorado State Patrol (CSP), Colorado Motorcycle Operator Safety Training (CO MOST) program is a data user and collects/tracks data for the courses that are delivered for the program. Data from multiple sources are gathered for the mandatory annual CO MOST report. Course and student data is also included in the annual report.

The Colorado Department of Transportation, Highway Safety Office (CDOT HSO) is a user of data for analysis and often used in settings such as press releases or events. For these events to be successful, the data must be current and accurate. The HSO has a business need to have high level access to key data systems. The HSO receives numerous calls related to information and statistics. In order to respond, the HSO staff send emails to other agencies in order to obtain the information being requested, instead of using a direct access point to data. In the future, the requestor should be able to find the information themselves without the need to contact public agencies.

In addition, CDOT receives crash data from the Colorado Department of Revenue (DOR) that is put through a cleaning process in order to have usable information for analysis. There are six (6) contractors onboard to help with the data cleansing. Crash data is posted on a dashboard to allow public access to a high-level summary of statistics. CDOT manages the Fatality Analysis Reporting System (FARS) program. CDOT personnel perform data analysis for engineering projects and identify hot spots.

The DOR oversees and maintains data on the Rider Skills Test (RST) results and testers. The information helps to evaluate pass/fail rates. The DOR Division of Motor Vehicles (DMV) Vehicle Services manages the vehicle files and the DMV Driver Control office the driver files.

The Colorado Department of Public Health and Environment (CDPHE) works with CDOT to partner on an interagency agreement that has been in place for over 10 years. They provide data analysis and interpretation support to the HSO. A problem identification dashboard is created every year. When accessing the crash data from CDOT and DOR, the crash data is usually two years behind which is challenging when data has been requested. The CDPHE compliments the data collected by the other agencies by looking at a broader set of information such as survey data. A current focus has been to look at health issues related to driving, particularly shared risk protection factors. Nothing is currently done for motorcycle safety. The recent increase in motorcyclist fatalities is of concern to the CDPHE.

The DOR is the official repository for crash data. Law enforcement (LE) submits crash data to DOR using the recently revised DR 3447 form. Sixty one percent are filed electronically with the remaining 40 percent coming in on paper which must be scanned. CDOT receives electronic data in overnight batches from the DOR. This overnight process means the crash information is available for cleaning and analysis the next day.

Some of the crash data filed by law enforcement is older as the crash investigation may involve potential criminal charges or additional investigation by officers. Once entered, the crash data is available very quickly. The Driver Control unit is responsible for that data. Driver Licensing does not enter crash data information or a reference on the driving record. The crash data file does include the driver license number.

The Statewide Traffic Records Advisory Committee (STRAC) has an initiative to integrate all traffic safety related data. Currently, linking of the driver, crash, roadway, vehicle, adjudication, and medical files is not possible.

CDOT logs all the fatal crashes and notes vehicle type. This fatal crash information is used to track and report daily fatality counts.

The driver license number appears to be the unique identifier that may link all of the traffic safety data files along with a date of birth as a secondary confirmation.

Law Enforcement Liaisons (LELs) do not work with LE agencies on crash reports in general. LELs do work with LE agencies on the timely filing of the fatal crash blotter.

Any effort to change elements on the DR 3447 will require lots of coordination and energy.

The FARS Analyst has a secure link to the driver license files to add that information to the national FARS database. Toxicology information is received directly from all coroners across the State. Some offices are more advanced at providing the toxicology data than others. There are occasions when it is necessary to physically visit a coroner's office to retrieve the data. A statewide data warehouse for toxicology reporting from coroners across the State does not exist.

Crash data is linked to the CO MOST student information and is provided in the annual report. The crash causation information is used for CO MOST instructor training update sessions. CSP also compiles the data to look for trends. A recent item to note is the uptick in fatal crashes for motorcycle riders over 70 years of age. This will lead to a shift of the audience the program needs to reach. Additionally, CSP is looking at careless/reckless driving and following too closely as emerging issues. CSP analysts are focused on the first harmful events in crashes as the human factors are provided in the crash data. For motorcyclists, the top factor is inexperience and

the second is aggressive driving. Going straight is the top moving direction and the second is negotiating a curve. There is limited ability to examine detailed helmet use and eye protection equipment.

CDOT captures vehicle miles traveled in the Highway Performance Monitoring System (HPMS). The HPMS file includes a data line specifically for motorcycles but that information has not been available.

- Supporting the analysis of police crash reports involving motorcyclists.

The Colorado State Patrol is primarily responsible for the analysis of crash data. The Highway Safety Office also plays a role in evaluating the crash reports at a very high level such as the number of motorcycle crashes, how many were, or were not wearing a helmet.

- Encouraging, supporting and training localities in process, impact and outcome evaluation of local programs.

Local law enforcement personnel receive police academy training. The CSP receives a level that is significantly higher. Individual law enforcement agencies may provide additional local training. The STRAC is developing a task force on training to deal with inconsistencies with the goal to improve the accuracy of the reporting.

Section 405c grant funds are available to assist with any project that improves crash data.

The DR 3447 is the current crash form. Over the next few years there will be more electronic submissions by law enforcement. The DR 3447 form is available online.

- Conducting and publicizing statewide surveys of public knowledge and attitudes about motorcycle safety

The Colorado DPHE conducts surveys on public health. Some questions addressed include driving impaired (cannabis/alcohol) and seatbelt use. Nothing is currently asked related to motorcycle safety.

The HSO conducts a survey that includes specific questions about motorcycle safety.

- Maintaining awareness of trends in motorcycle crashes at the national level and how trends might influence activities statewide

The CDOT Traffic and Safety Engineering Branch is responsible for managing the FARS.

The CO MOST program reviews the student training data and uses that information for instructor awareness and professional development workshops. Emphasis is on post course communication with students, especially related to impaired riding, motorcyclist responsibility, and common rider errors. The CO MOST publishes an annual report.

The HSO publishes trends from their problem identification efforts which in turn generates the call for project/funding proposals in the next *Highway Safety Plan*. There are limited activities that can be done with the federal funding dedicated to motorcycle

safety. The main projects for motorcycle safety are motorist awareness campaigns which are influenced by the responses from surveys and crash data.

- Evaluating the use of program resources and the effectiveness of existing countermeasures for the general public and high-risk population

The HSO evaluates every project during the grant year as well as at the conclusion of the project.

- Collecting and reporting accurate motorcycle vehicle miles traveled data

CDOT captures vehicle miles traveled in the HPMS. The HPMS file contains data specifically for the category of motorcycles, but that information has not been made available.

- Ensuring that evaluation results are used to identify problems, plan new programs and improve existing programs

Evaluation and discussion of how the data is used for planning, new programs, and improvements to existing efforts are discussed at the STRAC. All of the primary groups involved in motorcycle safety are part of STRAC except for CO MOST. During an upcoming traffic records event all groups involved in motorcycle-related data will be attending.

Strengths

Colorado's strengths for Section XI. Program Evaluation and Data include:

- The Statewide Traffic Records Advisory Committee (STRAC) membership includes all agencies that collect or utilize motorcycle safety data, except for the Colorado State Patrol, Motorcycle Operator Safety Training program; however, the Colorado State Patrol has a seat on the STRAC, and the representative serves as the current chairperson.
- Over 60 percent of the crash data from law enforcement agencies is filed electronically.
- The crash reporting form, DR 3447, has been recently updated and is available online for law enforcement agencies that do not file their data electronically.
- The Highway Performance Monitoring System program has vehicle miles traveled data specifically for motorcycles.
- Crash report training for law enforcement is required by all law enforcement training academies, and the Colorado State Patrol requires additional advanced training for their personnel.
- There is energy and passion to make data accessibility, accuracy, timeliness, and quality a priority.

Opportunities/Recommendations

Colorado's opportunities/recommendations for Section XI. Program Evaluation and Data include:

- **Initiate a data warehouse, or data linking project, that connects the individual agency datasets with each other.**
- **Expand the crash data dashboard to allow for a more robust data query.**
- Expand the crash data dashboard with additional traffic safety related data such as citation, adjudication, and roadway information.
- Create a data visualization tool for crash data that is accessible to the public.

Assessment Team

Sunshine Beer

Sunshine Beer, the Director of the Idaho **STAR** Motorcycle Safety Program, has been involved in motorcycle safety and rider education since 2003. Sunshine develops curricula for and teaches all levels of rider education as well as leadership development. Sunshine is the past Chairman of the State Motorcycle Safety Association (SMSA), past Western Region Rep, and Executive Committee Secretary, and she is the current Vice Chairman. Sunshine currently serves as a member of the Idaho Traffic Safety Commission and Enhancing Motorcycle Safety in Driver Education working group and is active in the Idaho Transportation Department's OHS SHSP Motorcycle Focus Group.

20 years progressively increasing responsibility and expertise in:

- Program administration and operations management
- Short- and long-term strategic planning for statewide educational program
- Employee training and professional development
- Curriculum design and implementation for both internal and external customers
- Adult learning theory
- Performance measurement and evaluation
- Mentor and leadership development
- Forecasting and budget management
- Contract negotiations and management
- Management of 60-70 geographically dispersed part-time employees
- Management of full-time on-site staff
- Public speaking and training for local, State, and national audiences
- Public outreach and social media marketing of cultural change to promote public safety
- Attending legislative sessions and providing expert opinion on bills and policies
- Grant writing and grant management

Troy E. Costales

Mr. Costales was the State of Oregon's Transportation Safety Division Administrator and Governor's Highway Safety Representative from September of 1997 until May 2021. During his time as the Governor's Representative, he worked for three different Governors. Troy has over 34 years of experience in Transportation Safety, including 24 years as the Administrator of the Division. He was a member of the executive management team for the Oregon Department of Transportation for 23 years.

Stepping into interim assignments has allowed Mr. Costales to lead during times of transition and change as the interim Field Services Manager for DMV during re-opening under COVID-19 restrictions, interim Motor Carrier Transportation Division Administrator during the recruitment time for a new Administrator, interim Public Transit Division Administrator during the

recruitment time for a new Administrator, and interim CEO of the Travel Information Council during a leadership change. He has also served as a citizen governor-appointee to the Oregon Real Estate Board with two years as Vice-Chair and the Oregon Physical Therapy Licensing Board with two years as the inaugural Chair of the national PT Compact Commission. As the Inaugural Chair, he oversaw the establishment of the Bylaws, Policies and Procedures, and the financial system for the PT Compact member states.

Mr. Costales was the 2011-2012 Chairman of the Governor's Highway Safety Association. He also served on the: American Association of State Highway and Transportation Officials (AASHTO) – Standing Committee on Highway Safety, AASHTO's Strategic Highway Safety Plan initiative, NHTSA's Impaired Driving program management course writing team, Transportation Research Board's Transportation Safety Management Committee and the Naturalistic Driving Data project, International Association of Chiefs of Police-Drug Evaluation and Classification Program Technical Advisory Panel, plus many others. He was part of the faculty for the GHSA Executive Training Seminar for eighteen years.

Under Mr. Costales' leadership, Oregon experienced a dramatic decline in traffic fatalities and injuries, to the lowest levels since 1944. The number of individuals injured in traffic crashes at one point declined more than 30 percent since its peak of 39,000 in 1996. In addition, Oregon started a strong graduated driver license program that includes an incentive for driver education. Over a ten-year span the number of 16-year-old drivers involved in fatal and injury crashes declined over 60 percent. Oregon continues to post one of the highest safety belt use rates in the nation peaking at 98 percent. With the decline in the overall fatality toll, the number of alcohol-involved fatalities had also decreased by double-digit percentages during that decade.

Mr. Costales was a member and team lead for several driver education, occupant protection and impaired driving program assessments over the past twenty years.

George Fox University
Bachelor of Science in Human Resource Management

Portland State University
Master of Arts in Public Administration

Tracy Lee

Tracy Lee is a Project Manager with Highway Safety Services (HSS). She has worked in the highway safety arena (driver education, motorcyclist safety and commercial) for 12 years.

She joined HSS in 2013 after graduating from the Indiana University of Pennsylvania (IUP). While attending IUP, she worked at the Highway Safety Center with the American Driver and Traffic Safety Education Association (ADTSEA) from 2007-2011.

As an HSS project manager, Tracy heads project tasks for the State Motorcycle Safety Association (SMSA), the American Driver and Traffic Safety Education Association (ADTSEA), and the National Association of Stakeholders in Traffic Safety Education (ANSTSE).

Mrs. Lee has participated in multiple driver education assessments during her time at HSS.

Brett Robinson

Mr. Brett Robinson has been involved in the highway traffic safety arena in the areas of driver education, driver licensing, driver testing, commercial driver licensing and motorcycle safety for over 30 years. He is the Co-founder and President for Highway Safety Services, LLC (HSS) located in Indiana, PA. HSS provides management services for several national traffic safety associations.

Among various responsibilities, Mr. Robinson serves as the Executive Director for the National Association of State Motorcycle Safety Administrators (SMSA), the Executive Director for the American Driver and Traffic Safety Education Association (ADTSEA), and the Secretariat for the National Association of Stakeholders in Traffic Safety Education (ANSTSE).

He worked for the Pennsylvania and Maryland Motorcycle Safety Rider Education and Training Programs in the 1990s.

Mr. Robinson has served as a Team Member on 13 NHTSA State Program Assessments for both Motorcycle Safety and for Driver Education and Training.

Philip Sause

Phil got his Class M license on the Summer Solstice in 1982. In the past 40 years he has owned eight motorcycles. Phil joined the newly created Maryland Motorcycle Safety Program in 1986 as a part-time Instructor and has managed several training centers for them. In 1998 Phil became a Motorcycle Safety Foundation Chief Instructor and has since been upgraded to a RiderCoach Trainer for the new Basic Rider Course, then the Basic Rider Course 2014 (updated). In 2000, he became the Manager of the Maryland Program. Phil retired from The Maryland Department of Transportation Motorcycle Safety Program at the end of May 2021 and now works as a part-time contractor for the MDOT MVA for motorcycle safety.

Lt. Tom Woodward

Thomas Woodward is retired from a 36-year career as a law enforcement officer in Maryland. He served in many capacities including Commander of the Maryland State Police crash reconstruction team, Barrack Commander, and commander of the Maryland State Police, Chemical Test for Alcohol Unit. He was an SFST Instructor for 30 years, a Drug Recognition Expert (DRE) for 29 years, DRE Instructor for 28 years and served as the Maryland DRE Coordinator for a combined 16 years. He is a graduate of Wheeling Jesuit University with a

degree in Organizational Leadership and Development, and a graduate of the Northwestern University School of Police Staff and Command. He has been an avid motorcyclist for 48 years. Previously supported several State Assessments for Impaired Driving and Occupant Protection.

Assessment Agenda

August 1, 2022, through August 5, 2022

Sunday A.M.

Team Members Travel to Site Venue

7/31 Sunday P.M.
4:00-5:00 p.m.

NHTSA Team Briefing
Meet and greet with Colorado Dept of Transportation, Highway Safety Office
Glenn Davis M.Ed, Highway Safety Manager
Jim Bath, Law Enforcement Coordinator & Program Manager
CSP, CSPD, DOR and CDPHE are welcome

Monday, August 1
8:00 a.m. – 10:00 a.m.

Introductions

State Program Presentation

I. Geographic and Demographic Overview of the State

- a. Glenn Davis M.Ed, Highway Safety Manager
- b. Jim Bath, Law Enforcement Coordinator & Program Manager

II. General Overview of Motorcycle Safety Program

- a. Glenn Davis M.Ed, Highway Safety Manager
- b. Jim Bath, Law Enforcement Coordinator & Program Manager
- c. Captain Robert Juchem, Colorado State Patrol
- d. Chris Corbo, MOST Program Coordinator
- e. Suzanne Salley, Driver Testing & Education, Driver License Administration, Colorado Department of Revenue (Virtual)
- f. Melissa Stark-Leeds, Driver Testing & Education, Driver License Administration, Colorado Department of Revenue (Virtual)

III. Motorcycle Personal Protective Equipment

- a. Kyle McCarty, MSF/MOST Program Manager
- b. Deb Eyre, Harley Davidson National Corporation – (Virtual)

10:00 a.m. - 12:00 noon

Day 1 Presentations- Comprehensive Discussion of State Motorcycle Safety Program Components

IV. Program Management

- a. Glenn Davis M.Ed, Highway Safety Manager, CDOT
- b. Jim Bath, Law Enforcement Coordinator & Program Manager, CDOT
- c. Chris Corbo, MOST Program Coordinator
- d. Kyle McCarty, MSF/MOST Program Manager
- e. Captain Robert Juchem, Colorado State Patrol
- f. Suzanne Salley, Driver Testing & Education Manager, Driver License Administration, Colorado Department of Revenue (Virtual)

**August 1 continued ~
10:00 a.m. - 12:00 noon**

V. Highway Engineering

- a. Esayas Butta, CDOT Engineer
- b. Manjari Bhat, CDOT (STSP)
- c. Matt Jagow, Region 2 CDOT Engineer
- d. David Swenka, CDOT Engineer (HSIP)

1:00 - 5:00 p.m.

Comprehensive Discussions

VI. Motorcycle Operator Licensing

- a. Rosa Gum, Assistant Manager, Driver License Office, Colorado Department of Revenue (Virtual)
- b. Suzanne Salley, Driver Testing & Education Manager, Driver License Administration, Colorado Department of Revenue (Virtual)
- c. Melissa Stark-Leeds, Driver Testing & Education Manager, Driver License Administration, Colorado Department of Revenue (Virtual)
- d. Captain Robert Juchem, Colorado State Patrol
- e. Chris Corbo, MOST Program Coordinator

VII. Motorcycle Rider Education and Training

- a. Chris Corbo, MOST Program Coordinator
- b. Kyle McCarty, Motorcycle Safety Foundation/MOST Program Manager
- c. Zoey Nelson, Ace Rider Motorcycle School, Owner & Lead Coach
- d. Peter Wolfe, Iron Buffalo Motorcycle, Site Manager
- e. Dan Foster, Motorcycle Training Academy
- f. Tom Ayers, ABATE and GFORCE
- g. Terry Howard, Iron Buffalo Motorcycle (Virtual)
- h. Rob Gladden, Motorcycle Safety Foundation

VIII. Motorcycle Operation Under the Influence of Alcohol or Other Drugs

- a. Glenn Davis M.Ed, Highway Safety Manager
- b. Jim Bath, Law Enforcement Coordinator & Program Manager
- c. Sergeant Jerry Sharp, Co State Patrol, Enforcement & Penalties (Virtual)
- d. Suzanne Salley, Driver Testing & Education Manager, Driver License Administration, Colorado Department of Revenue;
Melissa Stark-Leeds, Jonathon Jacobs, Rosa Gum (All Virtual)
- e. Bonnie Holladay, Colorado Dept. of Public Health & Environment, Program Manager, Community Prevention and Early Intervention Team

(End of Day 1)

Tuesday, August 2

Day 2 Presentations – Comprehensive Discussions

8:00 a.m. – 12:00 noon

IX. Legislation and Regulations

- a. Glenn Davis M.Ed., Highway Safety Manager
- b. Jim Bath, Law Enforcement Coordinator & Program Manager
- c. Captain Mike Honn, Colorado State Patrol
- d. Suzanne Salley, Driver Testing & Education Manager, Driver License Administration, Colorado Department of Revenue;
Melissa Stark-Leeds, Jonathon Jacobs (All Virtual)

X. Law Enforcement

- a. Officer Gerry Bouwmans, Colorado Springs PD
- b. Lieutenant Steve Noblitt, Colorado Springs PD
- c. Detective Scott Hayden, Colorado Springs PD
- d. Senior Agent Jeromy Rohling, Lakewood Police Department & MOSAB
Law Enforcement Representative
- e. Jim Bath, Law Enforcement Coordinator & Program Manager, CDOT
- f. Mark Hunt, Law Enforcement Liaison, CDOT
- g. Lee Birk, Law Enforcement Liaison, CDOT
- h. Erin Brannan, Law Enforcement Liaison, CDOT

XI. Motorcycle Operator Safety Advisory Board

- a. Chris Corbo, MOST Program Coordinator
- b. Glenn Davis, M.Ed, MOST Vice Chair
- c. Senior Agent Jeromy Rohling, Lakewood Police Department & MOSAB
Law Enforcement Representative
- d. Suzanne Salley, Driver Testing & Education Manager, Driver License Administration, Colorado Department of Revenue

XII. Follow up Q & A

- a. Chris Corbo, MOST Program Coordinator
- b. Glenn Davis, M.Ed, MOST Vice Chair
- c. Kyle McCarty, Motorcycle Safety Foundation/MOST Program Manager
- d. Dennis Haberstump, ABATE representative
- e. Rob Gladden, Motorcycle Safety Foundation
- f. Suzanne Salley, Driver Testing & Education Manager, Driver License Administration, Colorado Department of Revenue;
Melissa Stark-Leeds, Jonathon Jacobs (All Virtual)

August 2 continued ~

Comprehensive Discussions

1:00 – 5:00 p.m.

I. Communication Program

- a. Chris Corbo, MOST Program Coordinator, Colorado State Patrol
- b. Holly Van Heel, iHeart Media
- c. Sam Cole, Traffic Safety Communications Manager (will include Impaired Driving Line-up) (Virtual)

II. Motorcycle Rider Conspicuity and Motorist Awareness Programs

- a. Lt. Colonel Josh Downing, Colorado State Patrol (Virtual)
- b. Sam Cole, Traffic Safety Communications Manager (Virtual)
- c. Chris Corbo, MOST Program Coordinator, Colorado State Patrol

(End of Day 2)

Wednesday, August 3

Day 3- Comprehensive Discussions

8:00 a.m. - 12:00 noon

XIII. Program Evaluation and Data

- a. Chris Corbo, MOST Program Coordinator
- b. Glenn Davis, M.Ed., Highway Safety Manager
- c. Dr. Cindy Stewart, Col. State Patrol, Senior Crime Analyst(Virtual)
- d. BoYan Quinn, CDOT Engineer (Virtual)
- e. Melissa Stark-Leads, Driver Testing & Education Supervisor, Driver License Administration, Colorado Department of Revenue (Virtual)
- f. Paul Clayton, Analyst, CDOT Traffic Records Unit (Virtual)
- g. Ginna Jones, Co. Department of Public Health & Environment (Virtual)
- h. Sarah Barkley, Co. Department of Public Health & Environment (Virtual)

(End discussion)

XIV. Additional Recommended Supplemental Information

XV. Public Comments

- a. *Limited to 5 minutes per speaker.*

1:00 – 5:00 p.m.

Assessor Team: Begin Discussion and Report Preparation

Thursday, August 4

Assessors Team: Report and Recommendation Preparation

8:00 a.m. – 5:00 p.m.

Friday, August 5

Team Reports out to State Officials (A.M.)

9:00 am – 10:00 am

NHTSA Team travel (P.M.)