

Steering Committee #1 Meeting Summary

Tuesday, April 29, 2025

10:00 a.m. – 12:00 p.m.

Present

Steering Committee Members

Victor Hoffer, Oregon Transportation Safety Committee
Andre Lightsey-Walker, Oregon Bicycle and Pedestrian
Advisory Committee
Cosette Rees, Public Transportation Advisory Committee
Sarah Iannarone, The Street Trust
Mark Gibson, Statewide Mobility Advisory Committee
Chris Henry, Governor's Advisory Committee on Motorcycle
Safety
Captain Evan Sether, Oregon State Police
Dagan Wright, Oregon Health Authority
Kimberly Rose, Office of the State Court Administrator
Mark Willrett, City of Klamath Falls
Becky Taylor, Lane County
Joseph Marek, Clackamas County
Tyler Deke, Bend Metropolitan Planning Organization
Brian Worley, Association of Oregon Counties
Beth Wemple, Retired Safety Consultant
Terry Hendryx, Clatsop County Public Works
Scott Fleury, City of Ashland Public Works
Nick Fortey, Federal Highway Administration

Special Guests

Amy Joyce, ODOT
Amanda Pietz, ODOT

Project Managers

Mary McGowan, ODOT
Stacey Goldstein, ODOT

PMT Resources

Michael Rock, ODOT
Angela Kargel, ODOT
Jiguang Zhao, ODOT

Consultant Support

Brian Chandler, DKS
Lacy Brown, DKS
Anthony Gamallo, DKS
Tasmyn Petlansky, DKS
Jenny Thacker, PRR
Kristen Bishop, PRR
Zachary Johnson, PRR
Parker Bown, PRR
Troy Costales
Nic Ward, Safe System Culture

Public and Other Attendees

Andrew Brown, ODOT Region 1
Brenda Gessner, ODOT Office of Civil Rights
Corum Ketchum, Oregon Cascade West Council of
Governments
Al Lepage, National Coast Trail Association
Dave Rabinowitz, Benton County STIF Advisory
Board and Corvallis Sustainability Coalition
Transportation Access Team
Michelle Rhoads, Bend-La Pine Public Schools

Agenda

- Welcome, introductions and opening remarks
- Meeting objectives and agenda review
- Public comment
- Steering Committee roles and responsibilities/expectations
- Transportation Safety Action Plan (TSAP) Project Background
- Alignment with OTP and other plans

- Safe System Approach
- Current safety status and initiatives
- Discussion breakout groups
- Next steps
- Adjourn

Welcome

Jenny Thacker (PRR) opened the meeting and Amanda Pietz (ODOT) provided opening remarks.

Introductions

Steering Committee members and the project team introduced themselves. Members were asked to share their hopes for the Committee via a written tool and their responses were shared with the group. Responses are included here:

- Implementable plan that saves lives. Focus on real actions.
- A concrete plan to reduce fatality and serious injuries
- A source of feasible, actionable ways to save lives
- Develop a plan that will serve as an umbrella to inform local and regional TSAPs.
- Actionable policies for integrating safe system into all transportation projects
- Prioritize safety investments that reduce deaths and serious injuries for people walking, biking, and taking transit.
- What can be done to help curtail fatalities and injuries in the rural parts of Oregon, especially those that swell from tourism.
- Build ongoing trust, community voice and relationships along with data infrastructure/evaluation/research supporting accessible, equitable and safer transportation options.
- Identify and prioritize safety focus areas
- Focus funding on corridors where high crash rates and high-equity priority communities overlap
- Develop an effective plan that reduces harm to people through traffic violence by eliminating fatal and serious injury crashes.
- Update plan - layout framework for Safe System readiness and implementation State-wide for ALL Oregon departments and divisions
- actionable policies for improving safety in rural Oregon
- The framework for improving safety for all modes while adjusting for future technological changes impacting the transportation system.
- Achievable recommendations
- Adopt a Safe System Approach that designs roads to prevent deadly mistakes, not punish them
- To provide guidelines for improving highway safety for the state of Oregon.
- Identifying ways to reduce fatalities and serious injuries.

- Set specific, measurable targets for reducing pedestrian and cyclist fatalities on Oregon's roads.
- Invest in Complete Streets designs that protect the most vulnerable users first.
- Plan that integrates the Oregon Coast Trail sections along Highway 101 and roadways
- To develop a TSAP that accounts for all areas of our transportation system and provides safe, yet efficient, priorities for safety.
- Ensure that orphan highways running through communities are modernized for safety, accessibility, and multimodal use.
- Expand automated enforcement in a way that is equitable and focused on saving lives, not generating revenue.
- My hope is that the TSAP leads to a real reduction in the number of traffic deaths and injuries. I hope we develop measurable goals that are achievable.
- Support more efforts for off-the-shelf and affordable rural safety projects.
- Integrate climate, equity, and public health goals into transportation safety planning.
- Prioritized action plan that looks forward to develop effective and efficient solutions to markedly drive down fatalities and injuries
- Support operations and maintenance as a safety baseline.
- ODOT leadership for the state of safety, including piloting programs that haven't happened yet, like automated enforcement.
- Fund street safety and transit access improvements as core to ODOT's mission not extras that can be valued engineered out.
- Identify specific actions that will inform future funding decisions and funding requests
- Hold ODOT and local agencies accountable with transparent safety metrics disaggregated by geography, race, income, and mode of travel.
- A funding plan to support implementation.
- A plan that considers safety of all modes, and pedestrians of all ability, ensuring we are interacting in a way that keeps people safe.
- To have actionable safety initiatives that can be implemented “today” rather than years from now, countermeasures that are proven
- Infused into other plans and not just stand alone
- Realizing that if we keep doing the same thing (focusing on preservation) we don't see different results (reduced deaths)
- Also, integrate all local, county and regional trail systems across the state for pedestrians and cyclists, and their plans and visions, with the Safety Transportation Plan.

Meeting Objectives

Jenny Thacker shared the following meeting objectives:

- Steering Committee members will understand their role as advisors to the TSAP and their responsibilities and expectations as members
- Steering Committee members will understand the transportation planning landscape in Oregon and the place of the TSAP in that landscape

- Steering Committee members will understand the alignment between the OTP and the TSAP (the TSAP refines the direction established by the OTP)
- Project management team will hear from Steering Committee members about their experience with previous plans

Public Comment

Jenny Thacker reviewed written comments received ahead of the meeting (see Appendix A).

Roles, Responsibilities and Expectations

Brian Chandler (DKS Associates) reviewed project roles and responsibilities.

Group	Affiliation	Role
Project Management Team (PMT), supported by Consultant Team	ODOT	Subject matter experts. Conduct analysis, solicit and consider input, draft plan.
Oregon Transportation Commission (OTC)	ODOT	Decision-making authority. Approve TSAP.
Oregon Transportation Safety Committee (OTSC)	ODOT	Make recommendations to OTC regarding TSAP approval.
Steering Committee	Diverse interests and expertise	Provide input into TSAP throughout the development process.
Safety Partners	Diverse interests and expertise	Provide input into TSAP at key points.

Brian reviewed the schedule and explained that the draft TSAP will be ready for public review by Q1 of 2026.

Background and Context

Mary McGowan (ODOT) spoke about the TSAP, including its intent, elements and goals. The TSAP is required to be updated every 5 years for states to be eligible for critical safety funding. The 2021 TSAP update included the following vision:

- No deaths or life-changing injuries in Oregon's transportation systems by 2035.

Partners are an important element of a successful TSAP update. These include:

- State, regional, county and city agencies
- Tribal governments
- Transportation planning and engineering organizations
- Enforcement agencies
- Emergency medical service providers
- Public health agencies

- Safety advocacy groups
- Private employers
- All travelers

The 2026 update will include a focus on actions.

Questions/comments:

- Sarah Iarranone (The Street Trust) suggested the zero-death target should be a performance metric, not a policy.

Alignment with OTP and Other Plans

Mary McGowan gave an overview of other planning efforts within Oregon, including the Oregon Transportation Plan (OTP). The OTP's safety goal is to enable safe travel for all people, regardless of their age, ability, race, income or mode of transportation. Its objectives include:

- SA.1: Implement a holistic, proactive approach to system safety that eliminates the occurrence of people being killed or seriously injured on the transportation system by anticipating human mistakes and recognizing the vulnerability of people on the road.
- SA.2: Provide transportation systems and facilities that are safe and secure for people to use, maintain, and operate.
- SA.3: Leverage data and technology to document and eliminate fatal and serious injury crashes.

Safety elements of the OTP include:

- Sets zero deaths target
- Establishes safety as one of the three lenses by which to make all transportation decisions
- Adopts Safe System approach
- Leverages data and technology to identify and help address safety issues
- Supports improving active and public transportation security
- Recognizes disproportionate safety risks and historical bias in enforcement

Safe System Approach

Brian Chandler described the safe system approach, including purpose and need, principles and elements. He then explained how this approach will be applied in Oregon by incorporating the system into the TSAP. Safe system principles and elements that will be included in the TSAP are:

SSA Principles Affecting TSAP

- Humans make mistakes and are vulnerable
- Reduce large forces (speed, angles)
- Safety is proactive
- Statistics and technology to predict future safety risk

SSA Elements in the TSAP

- Safer Vehicles: Safer agency fleets
- Post Crash Care: Response time, coordination
- Introduce Land Use Planning

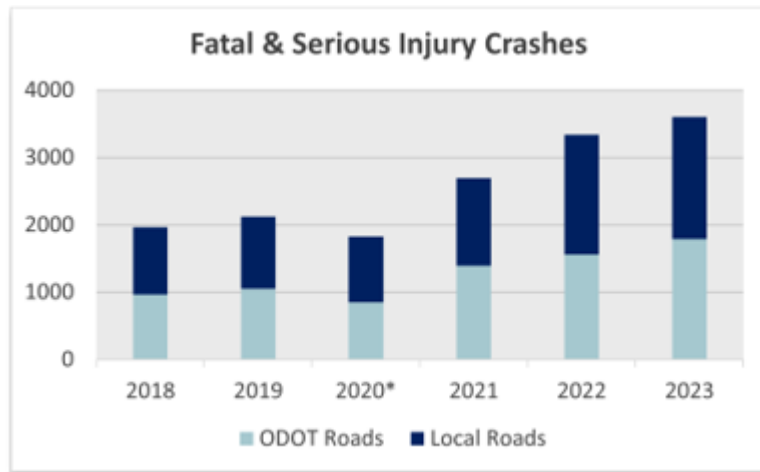
Questions/comments:

- One Steering Committee member commented that a local Transportation System Plan is being updated and should take into account in the updated TSAP.

Current Safety Status and Initiatives

Amy Joyce (ODOT) reminded the group that the TSAP process is a data-driven one. There are many factors that require an understanding of the data. At a high level, impairment is a significant issue.

Amy gave an overview of the current state of roadway safety, including data on traffic deaths now compared to 2018 and 2022. Data shows that serious injuries remain high and in 2022-23 there was a reduction in fatalities on all roads, a trend that is continuing in 2024.



Recent key safety efforts at the state level include:

- Vulnerable Road User Safety Assessment
- Crash data upgrade
- All Roads Transportation Safety (ARTS) Program implementation
- 2027-2030 STIP project selection

Several regional and local safety initiatives exist as well, including:

- Safe Communities Programs
- Safe Streets and Roads for All: Safety Action Plans
 - MPO Safety Plans
 - County Safety Plans
 - City Safety Plans
 - Local EMS Safety Plans

Questions/comments

- One Steering Committee member asked a question about alcohol vs legal/illegal drugs and whether crash data is broken down at that level.
 - Answer: unknown whether data can be gathered at that level.
- Another Steering Committee member made a comment about poly-substance influences being a large factor in crashes.

Breakout Discussion Rooms

Participants met in small groups to answer the following questions:

- Have you been involved in state, region or local safety planning/initiatives/projects? What are the successes and lessons learned from these efforts that the TSAP team should learn from?
- What Safe System Approach elements are the most important to be addressed in the TSAP? (Safe speeds, safe road users, safe vehicles, safe road design, post-crash care, land use planning)
 - Why do you think this is important?
 - What does successfully doing that look like?
- What reactions do you have to the background and context that was presented?

Full notes from each of the breakout rooms are included in Appendix B.

Next Steps and Adjournment

Amy Joyce thanked Steering Committee members for their participation. Jenny Thacker reviewed next steps, including:

- June 2025: Partner Workshop #1 *
- July 2025: Steering Committee #2
- August 2025: Partner Workshop #2 *
- September 2025: Steering Committee #3
- November 2025: Steering Committee #4
- January 2026: Steering Committee #5

** Partner Workshops will include Steering Committee members as invitees*

Jenny adjourned the meeting at 12 p.m.

Appendix A: Public Comment Summary

Date Received	First Name	Last Name	Comment
4/22/2025	Roger	Kuhlman	Explore ways to construct safe crosswalks without having to bring unimproved roadways up to current ADA requirements until future development occurs
4/22/2025	Gavin	Leslie	The simple answer to greater safety on our roads is to reduce speed limits and enforce them with automated surveillance. If all traffic were restricted to 5 mph, all road users would enjoy almost perfect safety. Absurd, of course. But if all speed limits were abolished then road danger would be extreme. Somewhere in-between there is a sweet spot where practicality meets safety for all road users. Road safety is a behavioral problem and so surveillance is key. If road users know that they are being watched, then behavior changes dramatically. Widespread adoption of camera technology is the key to safer roads.
4/24/2025	Michael	Harrison	<p>I'm not able to attend the steering committee meeting online or in person. I prefer to meet in person instead of online when I can. Perhaps Portland is a better location for these meetings instead of Salem? I'm proposing a raised bicycle infrastructure system for Portland. links below</p> <p>I have given public testimony to local governments Portland City Council specific testimony begins at the 18:00 mark https://www.youtube.com/watch?v=Cf5izCroTvM</p> <p>(a bit amateurish only eight minutes includes video testimony of petition signers) https://www.youtube.com/watch?v=5aygALNYqiQ</p>
4/24/2025	Doug	Parrow	Having read a number of the safety related plans and documents produced by ODOT staff, it appears that they all reflect a blind spot as it relates to the role of roadway design in the carnage on our roads, particularly among pedestrians and bicyclists. All I see coming from ODOT are wider, straighter, faster roads constructed in the name of safety. There is a plethora of information now available demonstrating how design affects motorist behavior and how the roadway designs that have and are being used encourage reckless driving behaviors. Despite that information, I am confident that this next new iteration of the safety action plan will focus on the same old, tired, failed approaches that previous plans have used and that the casualty goals contained in the plan will actually be higher than in previous iterations.

- Consider e-bike rules and facility design and how this interacts with other active transportation modes (e.g. persons walking and bicycling).
- Include a workplan for implementing the Safe System Approach, including how proven safety countermeasures will be considered in project selection prioritization.

Appendix B: Notes from Breakout Room Discussions

Have you been involved in state, region or local safety planning/initiatives/projects?
What are the successes and lessons learned from these efforts that the TSAP team should learn from?

Mark Gibson (trucking industry): reviewing ODOT's planning and construction throughout the state. Almost every plan is a safety plan. From a freight perspective, safety is number one. We must keep in mind the unintended consequences when looking at safety projects. Trucks are overrepresented in crashes.

Dave Rabinowitz: I believe truck drivers are safe. We are giving up on safety for issues that are only seen every 1-2 years. It seems locals are not open to hearing public comment. Setting up speed limits and signs does not seem to be effective. We need to change the desire of the roads.

Joseph Mark: There is a lot of opportunity in speed zones. There seems to be a cultural element to drivers, road usage of freedom compared to other countries.

Becky Taylor: Lane County had high level best practice counter measures did not provide the ability to implement; would like to see Oregon TSAP provide more guidance in implementation

Jiguang Zhao: didn't get involved in 2021 TSAP in Oregon; as a consultant in Illinois they developed the county SSP; creating a heatmap was useful for placement of enforcement (i.e., DUI)

Chris Henry: 3rd TSAP (city, county, regional). Not a lot on implementation and accountability. Checked the box that they met the requirement, but how to we implement the spirit of the plan to work together to make a difference? Silos keep us from realizing the potential benefits. Budget constraints don't support law enforcement adequately. We get what we put into it, and we aren't getting good results. How do we turn the corner on changing behavior and accountability?

Nic Ward: changing culture is key. Lead group at Montana state; developed definition and model for transportation safety. Create sustainable change through social cultural differences.

Evan Sether: All the plans in the world don't solve the program if we don't have accountability for implementation and realizing meaningful outcome; funding; how do we operationalize the plan in a meaningful way? Realistic and visionary plans. Land use and development.

Nick Fortey: If you ascribe good motives, could the consultant team go back and look at what worked and what did not? That could ground us and help us move forward. Why did some of those things not work. Here are some things to be aware of. These are the complications that we need to think about

as we move forward.

Tyler Deke: Was on the SC for the 2016 TSAP. Things have changed and safety planning has evolved a lot over the last decade. Locally we put together a TSAP in Bend in 2019. Shoestring budget, but one great thing that came out was identifying specific projects that fed into a big bond measure. We are starting construction on some of those! Challenges - Some projects we identified were kind of half baked, even if we had identified funding for them. We needed to step back once we started the engineering. And one thing we are dealing with now is that we did not have enough EMS focus. We did not talk about it in our existing local TSAP. It was a blind spot for us - working with police, fire and public health folks.

Sarah Iannarone : We work at so many levels. local to Federal. Oregon is very good at planning. High aspirations. Divide between what is in the plan and what is funded is really huge. Making the political case to legislators about where the dollars would be best used it can be a heavy lift. The disconnect between the plan, and the funding, and the implementation is a problem. How can we create a better feedback loop? Get decision makers to listen and to use the great data that we have. Other challenge is just the relationships in communities, especially vulnerable communities who often feel left out of and really far from the process. Data is not always disaggregated by race. What does X or Y mean for specific populations? Who are our non-drivers? Finally, relationship between transportation and other parts of folks' lives is make or break. People do not feel SAFE moving outside of an automobile, whether because the infrastructure is not safe, or perceived lack of social safety. How can we acknowledge that and engage communities to better understand what works in specific communities?

Dagan Wright: Lessons learned working with public health community based orgs, reaching out to communities early on to build the trust and reciprocal relationship. Some of this high level information isn't so helpful to the communities, and reaching out early on, (i.e. ped injury) a lot of reach out about concerns with different users yielding to different users. There's a lot of confusion about who yield to whom, etc. Build feedback from the community to include them in the conversation. Not easy, but so important!

Brian Worley: Speaking for rural OR Counties, SS4A has been a large adoption and it's great to build on that success. Feds have made the application a lot easier. A lot of OR communities haven't seen the fed funding to implement the safety plans, but hope for the future.

Michelle Rhoads: In any of the planning make sure we have all of the right, diverse representation at the table to get perspectives. This is great! What is good for our staff, kids and vulnerable users is good for the community in the rural communities. There is a lot of catch-up that needs to happen for our rural communities and their growth vs the infrastructure (i.e. lack of sidewalks or multi-use paths). The more we can encourage that in rural communities is key. If we create scalable tools and projects that would be helpful.

Andre Lightsey-Walker: Something that has emerged is tension between enforcement policies and the communities that need safety work done. Tackling transportation safety while not creating a police burden for our communities.

Scott Fleury: One of the things I have found beneficial on a planning effort, is defining those that can be a pilot prior to implementing a final improvement. Evaluate it since it may be a system change that users aren't used to. Then have a discussion with stakeholders to see what the feedback is.

Vulnerable user, crash data analysis for stakeholders. Value of education and enforcement, but little resources

Oregon Coast Trail perspective. Plans for full Oregon Coast Trail. Oregon Coast Trail Action Plan - legislative direction for Parks. Also have the Oregon Coast Bike Plan. Interested in integrated with these plans

Recently seen very unique circumstances and raises importance of all of this work. Look for new solution to keep dangerous users off the road. Work with transportation options.

Beth Wemple: I wonder about the fact that we make everything a priority so that nothing is a priority. If we're just doing this for 5 years, what are the 3 things that would represent a success? What do we want to bit off for these 5 years? How does this plan change business as usual?

Brenda Gessner: It's valuable to not reinvent the wheel. There are existing case studies for reducing fatalities on the roadways - the federal government has done a good job in the past making these studies accessible.

Kimberly Rose: 3 big traffic safety issues the courts are seeing: 1. Alcohol/drugs and how to connect people to treatment; 2. Connecting people to driver training/courses; 3. The presence of radar/cameras - these are all resource intensive

Victor Hoffer: What can we do today? I appreciate the question about what we can do in these next 5 years.

Amy Joyce: Larger plans tend to suffer from the prioritization issue. Prioritizing in a way that acknowledges whatever the potential hurdles are (law changes, fiscal and infrastructure challenges) is important. We need to be forthright and honest about those barriers.

What Safe System Approach elements are the most important to be addressed in the TSAP? (Safe speeds, safe road users, safe vehicles, safe road design, post crash care, land use planning)

Safe speeds, using paint on roads to direct signals/traffic.

There must be a balance in the speed people drive - this has been very challenging to achieve.

Speed safety cameras.

Roundabouts have been effective.

GPS notification for speed check.

Roundabouts need public information to help explain to drivers how these work, who has the right away, etc. Many drivers lack the knowledge of the law around these.

Sarah Iannarone: least important is vehicle design. We can have a position on it but we do not have a lot of influence over it.

Tyler Deke: Safe speeds is SOO important. Kind of goes back to some of the failings in previous planning efforts. We have a big hole in safety infrastructure in neighborhoods. So they can't get to neighborhood greenways or bike and peds arterials to use them. And speeds is a big part of that. People drive 75-85 mph especially in rural highways.

Nick Fortey: Looking at detailed crash analysis and vehicle types. What does that reveal about the system? How can we query the data that we have and what does that tell us? Where are the interactions happen? Where are the greatest risks associated with high speeds. Where are the high impact intersections? More nuanced approach when we are making investments - how can we move the needle? Even with road surfacing projects, for example.

Sarah Iannarone: We are completely not prepared to deal with polysubstance effect. DUI and other substances. That is the leading factor by far in crashes in some places. So does it make sense to reduce Blood Alcohol Levels? Can we bring wine country and other places that economically depend on tourism along with us? How can automated surveillance and enforcement be employed in a way that is more equitable? How do we promote collaboration?

Vulnerable road users, especially houseless folks.

Dagan Wright: I see this as a whole system approach making them all important, not one that stands out. With focus on one, others may lack. How could there be some quick implementation or study, so that people can work with these things and observe potential vs challenges. In public health we think if people are resource constrained, ex. driving at night for work, or healthcare is a greater distance, etc. and the focus on one may be to the detriment of others.

Andre Lightsey-Walker: it is a system approach. With a goal of zero deaths, safe speed stands out. Cars moving slowly can be the difference between life or death.

Michelle Rhoads: I concur that it takes all of the elements. I echo Andre with the speed issue because that's a quick win, but we have to have the enforcement. It really all starts with land use planning.

Scott Fluery: a few of these things happen inherently, and aren't something to focus on. Speed and safe users are what I would focus on. Distraction and impaired driving are the biggest factors in my history with the City of Ashland and the data we see. Lowering speeds definitely helps. Can't lower speeds on the roadway when 85% are doing 35mph not the 25mph.

Brian Worley: I agree with safe speeds but all other elements feed into the whole approach.

Safe Design, Safe Speeds are Key. All are important - but speeds and behavior (enforcement, including automated enforcement).

Education and enforcement is getting short changed.

Victor Hoffer: Getting things done quickly. Rumble strips in Marion County and throughout the state can be implemented relatively quickly. Impairment is a large problem - we need to do both alcohol and polysubstance analyses. Post-crash care is evolving; in Texas there is a program for paramedics to carry blood for emergency transfusion.

Brenda Gessner: Most crashes are human error; people don't always know what causes crashes and how to prevent them. How do we involve and educate the public to get them to change their behavior? Intervening at early ages and involving students up through to college can be effective. Target groups that are more susceptible to causing crashes. Educate people to alternatives to impaired driving - publicize the message of the cost of a DUII.

Amy Joyce: We have the opportunity in this TSAP to come together with Safe System Approach ("Yes, and..."). Advocates often focus on infrastructure...AND we need to work on driver behavior, emergency response, etc. It's been a siloed approach in the past. For example - road departure deaths can have numerous different causes/distractions (cell phones, etc.). Are we getting to the point of investigating these causes? How do we figure them out beyond "This was a road departure"?

Kimberly Rose: It's important to start with personal responsibility and safe road users.

Beth Wemple: We can continue to design safer roads, but can we figure out how to inoculate the community that we are responsible to travel safely and help others travel safely?

Lacy Brown: As with seat belts, can we evolve to an expectation of traveling safely?

What reactions do you have to the background and context that was presented?

Dagan Wright: I loved hearing and learning from everyone's input. Where can most focus be done on preventing the situations in the first place. The land use planning is a critical component. Multi-use road users having paths and safety would have an impact on many generations to come. This type of planning has such long-term impacts.

Michelle Rhoads: This is great because Land Use Planning is really the seed and we need to get that in place.

Surprised about all the substance abuse issues

Safety culture

Crash numbers are going down, but severity is going up - across all facilities. Causes? Speed and larger vehicles?

Need for driver education. Cars are also easy to drive and you don't notice how fast they are going.