

Oregon Transportation Safety Action Plan (TSAP)
Steering Committee Meeting #2 Agenda



Date/Time	Thursday, July 31 1:00 – 3:00 p.m.	
Join the Meeting	Register to attend the meeting by filling out this form before 1 p.m. on July 30. After completing the form, you will receive information on how to join the virtual meeting.	
Public Comment	How to submit a comment: You may submit written comments prior to the meeting by completing this online form or emailing your comment to safety@odot.oregon.gov . You may also deliver your comment in person at the meeting.	
	Written comments are due by 1 p.m. July 30. If you submit your comment after the deadline, we'll include it at the committee's next meeting.	
ADA Accessibility	A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours before the meeting to Mary McGowan at mary.m.mcgowan@odot.oregon.gov (or statewide relay 711).	
Invitees	<p><u>Steering Committee Members</u></p> <p>Victor Hoffer, Oregon Transportation Safety Committee</p> <p>Andre Lightsey-Walker, Oregon Bicycle and Pedestrian Advisory Committee</p> <p>Cosette Rees, Public Transportation Advisory Committee</p> <p>Sarah Iannarone, The Street Trust (alternate: Lindsay Huber)</p> <p>Mark Gibson, Statewide Mobility Advisory Committee</p> <p>Chris Henry, Governor's Advisory Committee on Motorcycle Safety</p> <p>Sgt Christopher Petrov, Portland Police Bureau</p> <p>Captain Evan Sether, Oregon State Police</p> <p>Dagan Wright, Oregon Health Authority</p> <p>Kimberly Rose, Office of the State Court Administrator</p> <p>Mark Willrett, City of Klamath Falls</p> <p>Becky Taylor, Lane County</p> <p>Joseph Marek, Clackamas County</p> <p>Tyler Deke, Bend Metropolitan Planning Organization</p> <p>Brian Worley, Association of Oregon Counties</p> <p>Beth Wemple, Retired Safety Consultant</p> <p>Terry Hendryx, Clatsop County Public Works</p> <p>Scott Fleury, City of Ashland Public Works</p>	<p>Nick Fortey, Federal Highway Administration</p> <p>Darrin Neavol, ODOT Region 3</p> <p><u>Project Managers</u></p> <p>Mary McGowan, ODOT</p> <p>Stacey Goldstein, ODOT</p> <p>Walt McAllister, ODOT</p> <p><u>PMT Resources</u></p> <p>Traci Pearl, ODOT</p> <p>Ryan Stone, ODOT</p> <p>Jody Raska, ODOT</p> <p>Michael Rock, ODOT</p> <p>Angela Kargel, ODOT</p> <p>Jiguang Zhao, ODOT</p> <p><u>Consultant Support</u></p> <p>Brian Chandler, DKS</p> <p>Lacy Brown, DKS</p> <p>Anthony Gamallo, DKS</p> <p>Tasmyn Petlansky, DKS</p> <p>Nic Ward, Safe System Solutions</p> <p>Zach Johnson, PRR</p> <p>Jenny Thacker, PRR</p> <p>Sarah Rose Ezelle, PRR</p>
Meeting objectives	<ul style="list-style-type: none"> Review and confirm TSAP vision, guiding principles, and goal alignment with the Oregon Transportation Plan. Introduce prosocial safety culture and discuss the Oregon Transportation Plan's Social Equity approach. Collect feedback on tiered approach to emphasis areas. 	

1:00 p.m.	Welcome and Roll Call	Zach Johnson
1:05 p.m.	Meeting Objectives and Agenda Review	Zach Johnson
1:10 p.m.	ODOT Legislative Update	Michael Rock
1:15 p.m.	Public Comment	Zach Johnson
1:25 p.m.	TSAP Vision, Goal, and Guiding Principles and Alignment with the Oregon Transportation Plan	Brian Chandler Mary McGowan
1:40 p.m.	Prosocial Traffic Safety Culture	Nic Ward
1:55 p.m.	Emphasis Area Approach	Brian Chandler
2:05 p.m.	Instructions for Breakouts	Zach Johnson
2:10 p.m.	Breakout Discussion Session #1 (attendees choose one) <ul style="list-style-type: none"> 1. Vision, Goal, Guiding Principles (Mary) 2. Prosocial Traffic Safety Culture in TSAP (Nic) 3. TSAP Emphasis Area Approach (Brian) 	
2:30 p.m.	Breakout Discussion Session #2 <ul style="list-style-type: none"> 1. Vision, Goal, Guiding Principles (Mary) 2. Prosocial Traffic Safety Culture in TSAP (Nic) 3. TSAP Emphasis Area Approach (Brian) 	
2:50 p.m.	Report Out	Zach Johnson
2:55 p.m.	Next Steps	Zach Johnson
3:00 p.m.	Adjourn	



2026 OREGON TSAP

DATE: July 21, 2025

SUBJECT Letter to Steering Committee

Project #25008-000

This memorandum contains information regarding the Oregon Transportation Safety Action Plan (TSAP) to provide context for our upcoming Steering Committee Meeting #2 on July 31, 2025.

VISION AND GOAL

DEFINITIONS

- **Vision:** Description of the positive experience achieved in the future by reaching the goal. This is why the goal matters.
 - **Oregon Transportation Plan (OTP) Vision and Values Statement:** Oregon's transportation system supports all Oregonians by connecting people and goods to places in the most climate-friendly, equitable, and safe way.
- **Goal:** Defines success. Quantified objective that is required for the vision to be realized.
 - **OTP Safety Goal:** "Enable safe travel for all people, regardless of their age, ability, race, income, or mode of transportation."

SETTING 2026 TSAP GOALS

As a Strategic Highway Safety Plan (SHSP), the 2021 TSAP "demonstrates the State's commitment to the safety of all road users. It is a data-driven, statewide, multi-year, comprehensive plan that provides long-term goals, policies, strategies, and near-term actions to eliminate deaths and life-changing injuries on Oregon's transportation system by 2035."

The 2026 TSAP will maintain the same ultimate vision of zero fatalities and serious injuries. The date of that long-term goal could change.

Option 1: Maintain Zero by 2035. Some States and other agencies have stuck to their first zero goal. Most notably, Washington set their "target zero" in 2000 – zero fatalities by 2030. In their [2024 Target Zero Plan](#), Washington maintained zero by 2030 as the stated vision, even as fatalities have increased significantly over the past decade.

- **Potential Benefits:** Maintains the aspirational goal and puts appropriate pressure on all parties to do everything possible to meet it.

- Potential Criticism: Many will see it as unrealistic, especially given the current political and financial challenges in Oregon.

Option 2: Move the Date to 2050. Moving the goal date to “zero by 2050” aligns with the Oregon Transportation Plan (OTP) planning horizon. Many states adjust their aspirational goals with each plan update, including shifting their zero goals periodically. For example, the [2023 Michigan SHSP](#) has a stated goal of eliminating fatalities and serious injuries by 2050.

- Potential Benefits: 2050 might be perceived as a more reasonable goal year for zero fatalities and serious injuries.
- Potential Criticism: If we continue to move the goal posts every time we don’t meet the objective, then why are we even setting targets in the first place? 2050 is a generation away, and those involved are shirking responsibility to act now.

Option 3: Hybrid Goals. Some agencies are considering two goals: an annual reduction goal and/or an interim goal by a specific year, followed by a longer-term goal of zero. For example, the Texas SHSP aspires toward reducing fatalities in half by 2035, then zero by 2050.

- Potential Benefits: This offers some incentive for near-term action while also being realistic about approaching zero fatalities.
- Potential Criticism: If we matched the Texas example, then Oregon will have changed our 2035 goal, as stated in the 2021 TSAP, from zero to 50% reduction.

REQUEST OF STEERING COMMITTEE

We seek feedback from the Steering Committee on these three options, and we encourage additional creative ideas beyond these three.

Before or during the meeting, please complete this short online survey: [Oregon TSAP Vision and Goals](#)

GUIDING PRINCIPLES

The 2026 TSAP Project Management Team has developed the following proposed Guiding Principles to organize the update to the Plan. Each principle is aligned with the OTP and/or the 2021 TSAP:

PROPOSED GUIDING PRINCIPLES	SOURCE
<p>Guiding Principle 1: Consider safety, equity and climate impacts in decision making - safety takes precedence.</p> <p>Connect people and deliver goods to places in the most climate-friendly, equitable, and safe way. With limited resources, tough choices involving tradeoffs must be made about allocation. When solutions are identified that can save lives but may conflict with other goals, such as freight mobility or decreasing emissions, safety takes precedence.</p>	<p>OTP Policy Framework</p>

Guiding Principle 2: Incorporate a Safe System Approach.

Designing the transportation system to safely accommodate all users and uses of the system, reducing potential safety conflicts between modes, embracing vehicle and infrastructure technology to help correct driver error or distraction, and conducting education and outreach. This includes adding Safer Land Use as a sixth element to the Safe System Approach, joining the other five elements promoted by USDOT.

OTP OBJECTIVE 1

Guiding Principle 3: Promote prosocial traffic safety culture.

"Traffic safety culture" refers to the shared beliefs of groups of road users and safety professionals that influence their behavioral choices. "Prosocial" is a specific focus of this concept to encourage (safe) road users to take actions that encourage others to be safe too.

2021 TSAP Goal

Guiding Principle 4: Provide transportation systems that are safe and secure.

Minimize risk of personal harm to people using transportation facilities by providing personal security measures. Develop and implement strategies to make public transportation safe and free of violence.

OTP Objective 2

Guiding Principle 5: Leverage data and technology.

Make strategic investments in analytics and data science. Increase capacity to support transportation safety improvements, including data integration and emerging technologies that support safety for all people traveling.

OTP Objective 3

Guiding Principle 6: Invest strategically

Target safety funding for effective engineering, emergency response, law enforcement, and education priorities. Allocate funding to maximize total safety benefits.

2021 TSAP Goal

PROSOCIAL TRAFFIC SAFETY CULTURE

We will present more detailed information about Guiding Principle 3, Prosocial Traffic Safety Culture. Read-ahead materials include the following:

- Montana DOT: [An Assessment of Traffic Safety Culture Related to Engagement Efforts to Improve Traffic Safety](#)
- [Increasing Readiness to Grow Traffic Safety Culture and Adopt the SSA: A Story of the WA Traffic Safety Commission](#)
- FHWA's YouTube video: [How Do You Know You Have a Strong Road Safety Culture](#)
- 2024 ODOT Transportation Safety Conference: [Tips for Growing Traffic Safety Culture](#)

REQUEST OF STEERING COMMITTEE

We seek feedback from the Steering Committee on the Guiding Principles and how they should be applied to the TSAP. We are particularly interested in hearing from you regarding:

- **Safer Land Use Planning:** Include as a Safe System Approach Element? Alternate language to consider? Anticipated strategies and actions?
- **Prosocial Traffic Safety Culture:** Include in the TSAP (where and how)? Alternate language to consider?

EMPHASIS AREAS AND TIERING

Choosing and implementing activities that make the TSAP most effective, in terms of saving lives and preventing serious injuries, starts with identifying Emphasis Areas (EAs). Along with creating the list of these EAs, some safety plans prioritize or “tier” them based on how impactful addressing these areas can be to helping a jurisdiction achieve their main goals.

In Oregon, we are reassessing EAs to ensure that limited resources are distributed to those strategies and actions that can make the most difference.

DATA ANALYSIS

The TSAP Project Management Team analyzed the most recent five years of crash data (2019-2023) and then compared that data to the previous five years (2014-2018). This allowed us to identify the crash attributes that were most commonly present in reported fatal and serious injury (FSI) crashes, and to observe some indications of trends over the past 10 years.

TABLE 1. OREGON FATAL AND SERIOUS INJURY CRASHES

Attribute	Number of Fatal and Serious Injury Crashes		'14-'18 to '19-'23 Increase	Proportion of Fatal and Serious Injury Crashes		'14-'18 to '19-'23 Proportion Change
	'14-'18	'19-'23		'14-'18	'19-'23	
Roadway/Lane Departure Crashes	3,888	5,299	36%	41.0%	38.9%	-2.1%
Intersection Crashes	3,413	5,201	52%	36.0%	38.2%	2.2%
Speed-related Crashes	2,251	3,360	49%	23.7%	24.7%	1.0%
Alcohol and/or other Drugs Involved	2,121	3,179	50%	22.4%	23.3%	0.9%
Alcohol Involved (no drugs)	1,335	1,680	26%	17.4%	12.3%	-5.1%
Crashes Involving Unrestrained Occupants	900	1,513	68%	9.5%	11.1%	1.6%
Young Drivers (15-20) Involved	1,350	1,962	45%	14.2%	14.4%	0.2%
Aging Drivers (65+) Involved	2,082	3,196	54%	21.9%	23.5%	1.6%
Crashes Involving Pedestrian(s) Injured or Killed	926	1,171	26%	9.8%	8.6%	-1.2%
Crashes Involving Distracted Drivers	806	1,737	116%	8.5%	12.7%	4.2%
Crashes Involving Bicyclist(s) Injured or Killed	333	381	14%	3.5%	2.8%	-0.7%
Commercial Motor Vehicle Involved	527	805	53%	5.6%	5.9%	0.3%
Motorcycle Involved	1,364	1,903	40%	14.4%	14.0%	-0.4%
Work Zone Involved	121	173	43%	1.3%	1.3%	0.0%
School Bus or School Zone Involved	68	74	9%	0.7%	0.5%	-0.2%

This analysis revealed that five attributes were present most often in FSI crashes in both the 2014-18 and the 2019-23 data set. This shows consistency in the way/manner/types of crashes that result in fatalities and serious injuries in Oregon.

1. Roadway Departure
2. Intersections
3. Speed-related
4. Alcohol and/or Other Drugs
5. Aging Drivers (65+)

While all FSI crashes increased significantly (44%) between the two 5-year periods, the following attributes increased even more than the combined FSI crashes. The four Emphasis Areas in **bold** are on both lists (high proportion and increases greater than the average for all FSI crashes).

1. Distracted Drivers (+116%)
2. Unrestrained Occupants (+62%)
- 3. Aging Drivers (+54%)**
- 4. Intersections (+52%)**
- 5. Alcohol and/or Other Drugs (+50%)**
- 6. Speed-related (+49%)**
7. Young Drivers (+45%)

EXAMPLES OF SAFETY EMPHASIS AREA TIERS

While Oregon has typically not tiered its EAs, this update presents an opportunity to focus more on some of these areas than others. The reasons for including tiers in the 2026 TSAP include the following:

Oregon Transportation Plan. The OTP states: “With limited resources, Oregon must strategically invest in the transportation system. The OTP identifies the need to focus dollars on eliminating fatalities and serious injuries, maintaining lifeline routes and key corridors, sustaining transit service, and adding critical connections for biking, walking, and rolling. As additional funds become available, focus can expand to broader maintenance and heightened transportation system resilience, increasing active transportation connections, and improving overall safety.”

Then it offers three tiers:¹

Top Tier

- Address fatalities and serious injuries.
- Maintain and preserve critical assets, key corridors, and critical lifeline routes.
- Add critical bikeway and walkway connections in “high need locations” (e.g., transportation-disadvantaged areas and surrounding schools, shopping, employment centers, medical services, connections to transit, and downtowns).

¹ [OTP Executive Summary](#)

- Preserve current public transportation service levels and maintain a state of good repair for vehicles and facilities.

Second Tier

- Address contributing factors and reduce the severity of crashes and safety incidents.
- Maintain the broader transportation system and assets.
- Complete the active transportation network.
- Improve the efficiency, frequency, and reliability of public transportation services.
- Improve the efficiency and capacity of existing transportation infrastructure and facilities through operational improvements, exclusive of adding new through lanes, for the movement of people and goods.

Third Tier

- Increase users' sense of safety and comfort.
- Expand public transportation services and fleet.
- Add new facilities, identified and prioritized at the regional level, that are consistent with the policies of this Plan.

EMPHASIS AREA RECOMMENDATION FOR FEEDBACK

The PMT would like the Steering Committee to review and provide input on these proposed tiers for the 2026 TSAP. These tiers are consistent with the OTP tiering structure described above.

Top Tier. These Emphasis Areas reflect:

- Crash attributes with the highest proportion of FSI crashes (Table 1): present in greater than 20%.
- Alignment with OTP Top Tier criterion to "address fatalities and serious injuries."
- Fulfillment of USDOT requirement to develop a Vulnerable Road Users Safety Assessment as part of the TSAP.
- These Top Tier EAs will be the priority for funding.

Top Tier Emphasis Areas

1. Roadway Departure
2. Intersections
3. Speed-related
4. Alcohol and/or Other Drugs
5. Aging Drivers (65+)
6. Pedestrians and Bicyclists

Second Tier. These Emphasis Areas reflect one or more of the following:

- Additional crash attributes that have a contributing role in reducing FSI crashes (present in less than 20% of FSI crashes)
- Alignment with OTP Second Tier criterion
- USDOT requirements (e.g., Highway Safety Improvement Program requires items to be in TSAP to be eligible for funding)

- Attributes that are less common in crashes, due in part to safety partners' successful efforts over time.

Second Tier Emphasis Areas

1. Young Drivers (15-20)
2. Motorcycles
3. Unrestrained Occupants
4. Distracted Drivers
5. Commercial Motor Vehicles
6. Work Zones
7. School Bus / School Zone

Weaknesses of this Tier 2 list are: the recent increase in some of these areas (e.g., reported distraction in FSIs has more than doubled); the likelihood that Young Drivers must be considered a "top tier" priority; and motorcyclists are highly over-represented in FSI crashes when comparing miles traveled.

REQUEST OF STEERING COMMITTEE

We are seeking the Steering Committee's input on these Emphasis Areas and the potential for tiering to help prioritize anticipated limited resources in the coming years.

Center Equity

Transportation decisions have disproportionately impacted certain communities and populations, leading to disparities in access to and the safety of the transportation system. These decisions have also affected neighborhoods, economic development, and air quality for generations. The OTP identifies these issues and sheds light on the need to address disparities. A sampling of key equity policies are summarized in the table below.

EQUITY		
Topics	Policy / Strategy Summary	Number(s)
Restorative justice	Understand and use information about how past decisions have led to current inequities in order to shape future investments so they lead to a more equitable transportation system. Increase transportation investments that benefit systemically excluded or underserved populations.	SE.1.2 SE.4.1.2
Engagement and decision-making	Ensure the voices of all people are heard in decision-making processes, especially systemically excluded or underserved populations. Conduct decision-making and public involvement in a transparent and open manner. Consult with federally recognized Tribes on benefits and burdens of transportation decisions, and align goals and priorities.	SE.1.3 SE.2.1 SP.5.1 SP.5.2 SE.1.1 SP.3.1
Multimodal access	Identify communities underserved by walking, rolling, biking, transit, and other travel options and prioritize investments to reduce disparities. Recognize transit as a lifeline resource. Enable access for everyone to electric vehicle charging infrastructure.	SE.1.4 SE.3.1 SE.3.2
Costs	Consider household budgets and household income spent on transportation. Balance costs for all users to ensure none are overly burdened, including both households and businesses. Emphasize multimodal connections to areas that include affordable housing to help reduce household costs.	SE.3.3 SP.1.4 EC.1.2.1 EC.3.2
Contracting	Increase contracting opportunities for BIPOC, Tribal, and women-owned businesses.	SE.4.2
Workforce	Seek a diverse workforce, mirroring the diversity of the people served by the transportation systems in Oregon. Develop and retain a skilled workforce including training, apprenticeships, and more.	SP.4.1