

Lower John Day Area Commission on Transportation (LJDACT)

May 4, 2026 | 10-11am | Hybrid

In-Person

Sherman County Courthouse, Commissioner's Meeting Room
500 Court Street, Moro, OR. 97039

Microsoft Teams

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Meeting ID: 225 584 275 388 97

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Phone conference ID: 638 954 649#

AGENDA

- | | | |
|-------|---|-------------------|
| 10:00 | <u>1. Call to Order & Introductions</u> | Chair/Vice Chair |
| 10:10 | <u>2. Public Comment</u> | Chair/Vice Chair |
| 10:15 | <u>3. LJDACT Business</u>
ACTION: Approve February Meeting Minutes
<i>Attachment A</i> | Chair/Vice Chair |
| 10:20 | <u>4. ODOT TSAP update</u>
<i>Attachment B</i> | Walter McAllister |
| 10:40 | <u>5. Confirm LJDACT invite and email list</u> | Emerald Shirley |
| 10:50 | <u>6. New ACT Charter/Bylaw template introduction</u>
<i>Attachment C, D, E</i> | Emerald Shirley |
| 10:55 | <u>7. Roundtable updates/sharing</u> | |
| 11:00 | <u>8. Adjourn</u> | |

**LOWER JOHN DAY AREA COMMISSION ON TRANSPORTATION
(LJDACT)
Minutes
February 2, 2026**

**1. Call to Order, Introductions, Agenda Review
-General Public Comments**

Chair

Meeting called to Order: at 10:00AM

- Commissioner N. Lynn Morley – Wheeler County (Chair)
- Commissioner Justin Miller – Sherman County (Vice Chair)
- Emerald Shirley – ODOT
- Ken Shonkwiler – ODOT (online)
- Devin Hearing - ODOT
- Riley Skov – ODOT
- Dan Shanahan – ODOT
- Arthur Smith – Wasco County
- Brooke Henrickson – Sherman County
- Kathy Fitzpatrick – MCEDD (online)
- Andrea Rogers – Mosier
- Kim Curley Commute Options (online)

2. Approve Meeting Minutes November 3, 2025

Chair

- Motion made to approve minutes as modified by Justin Miller, seconded by Dan Shanahan. Passed unanimously.

3. ODOT Updates –Capital Invest Plan

ODOT

Ken Shonkwiler ODOT online

- Ken described the upcoming Capital Investment Plan for the Oregon Department of Transportation.
- LJDACT tasked with initial identification of three to five projects in the LJDACT region for consideration at the considered at next LJDACT meeting.
- Project addition suggestions for LJDACT 1) passing lanes Grass Valley-Kent
2) Safety Improvements south from Biggs 3) safety/streetscape Mosier.

4. LJDACT Schedule 2026

- Meetings to be first Monday of the month -Quarterly
- September meeting may be conflicted, will address at a later date.

5. Round Table

- ODOT working Arlington bridge overcrossing, to be completed June 2026.
- Mosier is working on a stormwater plan.

6. Next Meeting

- May 4, 2026 at 10:00AM in the Sherman County Courthouse

7. Adjourn

- Meeting adjourned at 11:04AM

Draft 2026 Transportation Safety Action Plan

Walt McAllister, Safe Communities Program Manager

May 4, 2026



Presentation Objectives

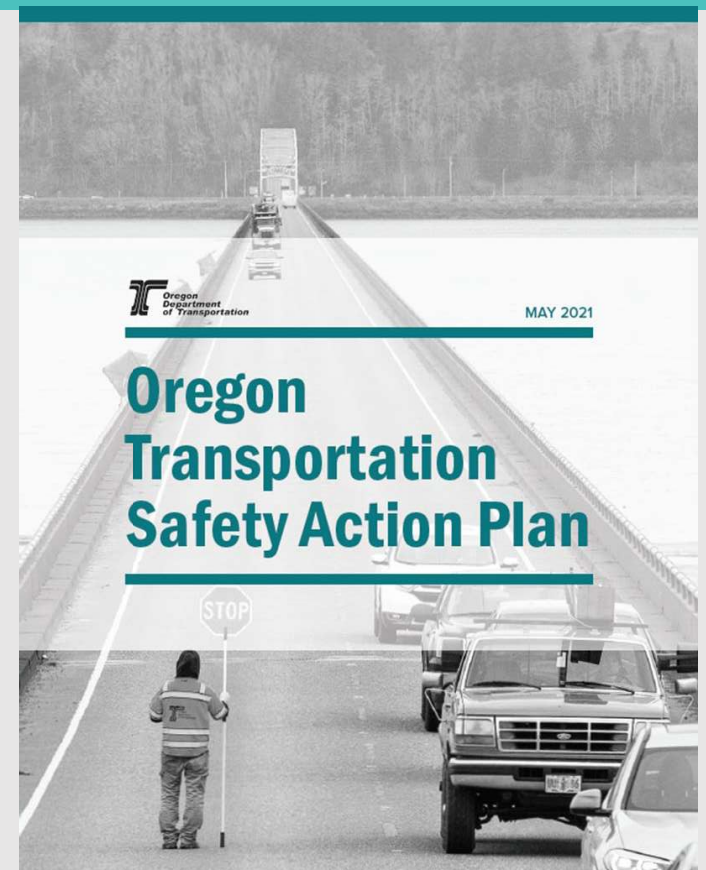
- Highlight key elements of the TSAP
- Review what we learned from safety partners & crash data
- Discuss approval process and opportunities for input

What is the TSAP?

The Transportation Safety Action Plan unifies transportation safety planning in Oregon for:

- All users
- On all roads
- Across all jurisdictions

The TSAP establishes the vision of zero deaths and life changing injuries on Oregon's transportation system.



What does the TSAP do?

- Deep-dive on safety issues beyond broad policy direction established in the Oregon Transportation Plan and Oregon Highway Plan
- Data-driven plan focused on critical safety issues
- Creates Emphasis Areas and specific implementation actions
- Maintains eligibility for critical safety funding (e.g. ARTS)



All Roads Transportation Safety Program Areas



HOTSPOT

SYSTEMIC:



SYSTEMIC INTERSECTION



SYSTEMIC ROADWAY DEPARTURE



SYSTEMIC BICYCLE-PEDESTRIAN

How does Oregon implement the TSAP?



Key Elements of the Draft 2026 TSAP

- Advances Oregon Transportation Plan policy direction - Safe System Approach
- 30% reduction of fatal and serious injuries by 2035, Zero by 2050
- Data-driven prioritization of critical emphasis areas to make the total system safer for all
- Addresses the core causes and behaviors to reduce fatal and serious injury crashes
- Identification and update of strategic actions to implement over the next 5-years

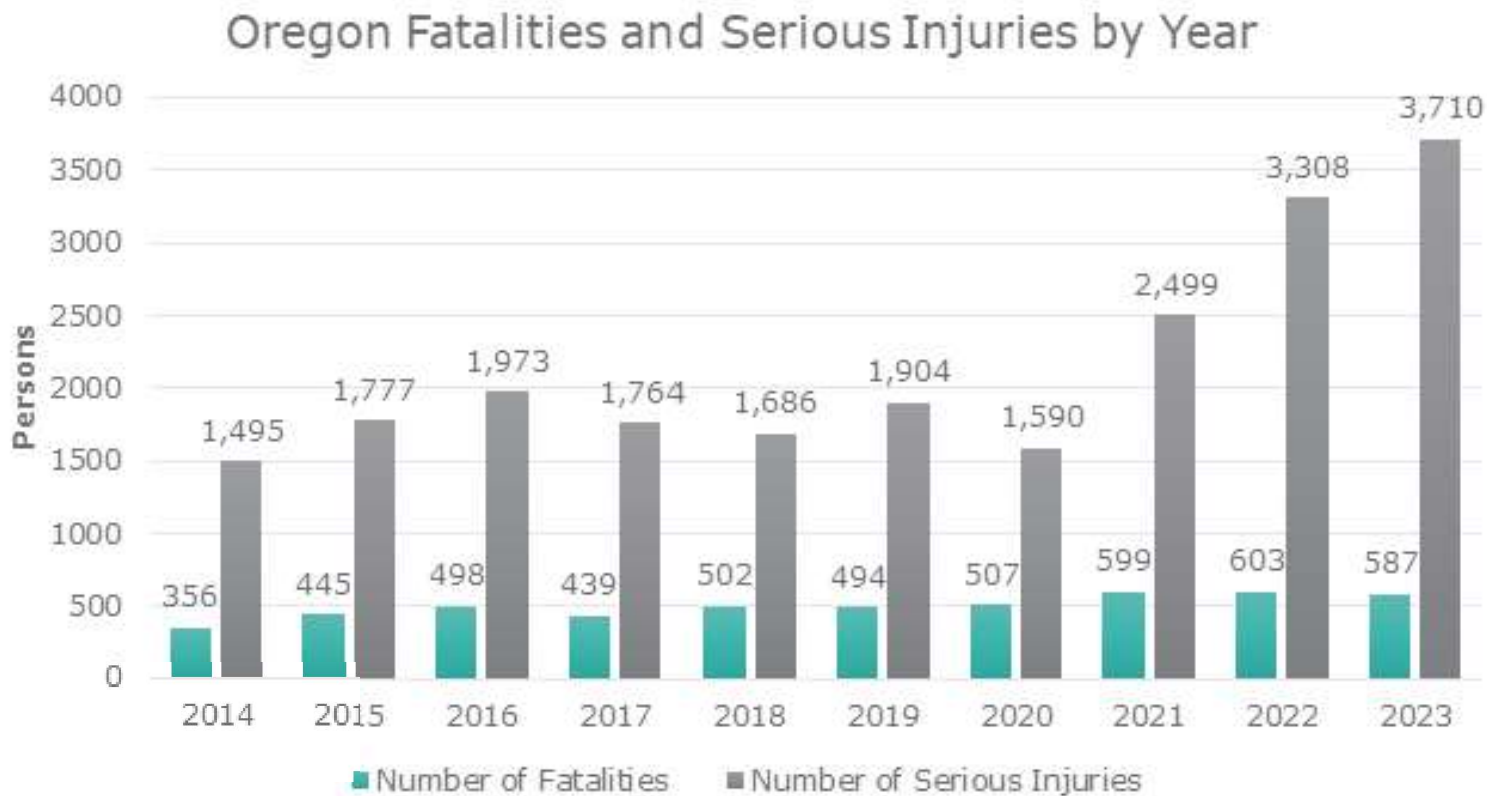
A worker in a red safety suit and white hard hat stands on a blue lift bucket, working on a steel bridge structure. The background is a dense forest of green trees. The image has a blue tint.

Key Takeaways: What we Learned

What we learned from partners

- **Safety Vision:** zero fatalities and serious injuries is the only acceptable goal.
- **Targeted Investment:** Strategically invest limited resources in proven countermeasures that have high impact.
- **Enforcement Capacity:** Limited staff constrains traffic enforcement to address risky behaviors.
- **System Maintenance:** Aging infrastructure and decreased funding amplify long-term safety risks.
- **Land Use and Safety:** Transportation solutions are context sensitive to the surrounding community – need to support transportation options and reduce multi-modal risk.

What we learned from safety data: Trends by year



Data Methods:

Compare most recent data (2019-2023) to previous 5 years (2014-2018)

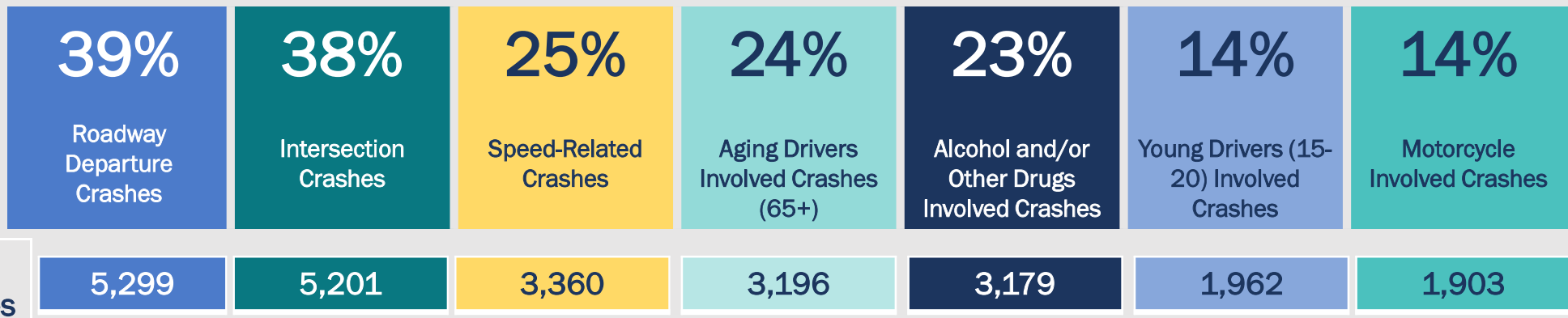
Statewide focus on trends – not location specific

Take away:

Overall number of crashes has gone down, but severity has increased

What we learned from safety data: Top contributing factors

Proportion of Fatal and Serious Injury (FSI) Crashes 2019-23



What we learned from safety data: Top contributing factors

+44%
All FSI Crashes

Percent Increase in Number of FSI Crashes 2014-18 to 2019-23

	+116% Distracted Driver Involved Crashes	+68% Unrestrained Occupant Involved Crashes	+54% Aging Drivers (65+) Involved Crashes	+53% Medium and Heavy Truck Involved Crashes	+52% Intersection Crashes	+50% Alcohol and/or Other Drugs Involved Crashed	+49% Speed-Related Crashes
'14-'18	806	900	2,082	527	3,413	2,121	2,251
'19-'23	1,737	1,513	3,196	805	5,201	3,179	3,360

What we learned from safety data: Additional analysis

- 2.5% of fatal and serious injury crashes involve a bicyclist and 8.5% involve a pedestrian, need to consider as core to solutions.
- Fatal and serious injury crashes are evenly split between state (49%) and local (51%) roads
- Most fatal and serious injury crashes occur on arterial roads statewide (62%)
- More fatal and serious injury crashes occur in urban areas (58%) than rural areas (42%), with roadway departure, impairment and aging drivers common in both
 - Intersection are primarily an urban issue
 - Speeding is primarily a rural issue



Draft 2026 TSAP Emphasis Areas

Top Tier

- Roadway Departure
- Intersections
- Speed-related
- Alcohol and/or Other Drugs

Second Tier

- Aging Drivers (65+)
- Pedestrians and Bicyclists
- Young Drivers (15-20)
- Unrestrained Occupants
- Distracted Drivers
- Medium and Heavy Trucks
- Motorcycles

A worker in a blue safety suit and hard hat is positioned on a blue lift bucket, working on a steel bridge structure. The background is a dense forest of green trees. The scene is dimly lit, suggesting dusk or dawn.

Next Steps

Project Schedule and Approval Timeline

- **June-July 2026**
 - Public review of draft TSAP: June 15th - July 31st
 - Public hearing: July 8th with the OTSC
- **August 2026**
 - Refinement of the draft TSAP to incorporate public comment and testimony
- **September 2021**
 - Recommend TSAP adoption by OTSC
- **October 2026**
 - TSAP adoption by OTC

A worker in a blue safety suit and hard hat is positioned on a blue lift bucket, working on a steel bridge structure. The background is a dense forest of green trees. The scene is dimly lit, suggesting dusk or dawn.

Discussion

Discussion

- Feedback or questions you have going into public review?

Opportunities to Stay Informed and Engaged

- Project Website at <https://www.oregon.gov/odot/Safety/Pages/TSAP.aspx>
- Receive e-mail [newsletter](#)
- Email comments/questions to safety@odot.Oregon.gov

Walt McAllister, TSO Safe Communities Program

Walter.J.McAllister@odot.Oregon.gov

Mary McGowan, ODOT Statewide Planning

Mary.M.Mcgowan@odot.Oregon.gov



2026 OREGON TSAP UPDATE

DATE: October 10, 2025

SUBJECT FINAL Crash Trends Analysis Summary Memo

Project #25008-000

INTRODUCTION

This memo summarizes the statewide crash patterns and trends observed in the 2019-2023 crash dataset with the primary purpose of selecting emphasis areas and actions for the 2026 TSAP update. Where possible and relevant, comparisons are made to the 2014-2018 crash dataset (included in the 2021 TSAP). All 2019-2023 data queries were conducted by the ODOT Statewide Traffic Engineering Section and provided to DKS.

This memo is divided into two main sections:

- Statewide Fatality and Serious Injury Crash Trends
 - Focused on identifying the key patterns that are contributing to people being killed and seriously injured, which also informs the selection of emphasis areas
- Statewide Vulnerable Road User Safety Assessment
 - Focused specifically on crash trends and safety risks contributing to people being killed and seriously injured when walking and biking

STATEWIDE FATALITY AND SERIOUS INJURY CRASH TRENDS

STATEWIDE FATALITIES AND SERIOUS INJURIES OVER TIME

The number of people killed and seriously injured in traffic crashes in Oregon has continued to rise over the last decade (Figure 1). The increase in serious injuries post-pandemic (2021 and later) is particularly notable. Before 2020, an average of 448 deaths and 1,739 serious injuries occurred on Oregon roadways each year. Comparatively, post-pandemic fatalities and serious injuries have increased by 33% and 82%, respectively, with an average of 596 deaths and 3,172 serious injuries each year between 2021 and 2023.

The fact that fatalities and serious injuries are increasing at vastly different rates is a complex issue that we cannot pinpoint as part of the TSAP. There are likely a variety of confounding factors, which may include lesser injury outcomes due to safety interventions (i.e., a crash that had the potential to be fatal resulted in a lesser injury because of better vehicle design), or the reverse scenario where injury outcomes became more severe due to increased crash forces (i.e., a crash type that had the potential to be a minor injury resulted in more severe injuries because the vehicle speeds were higher, which increased crash forces).

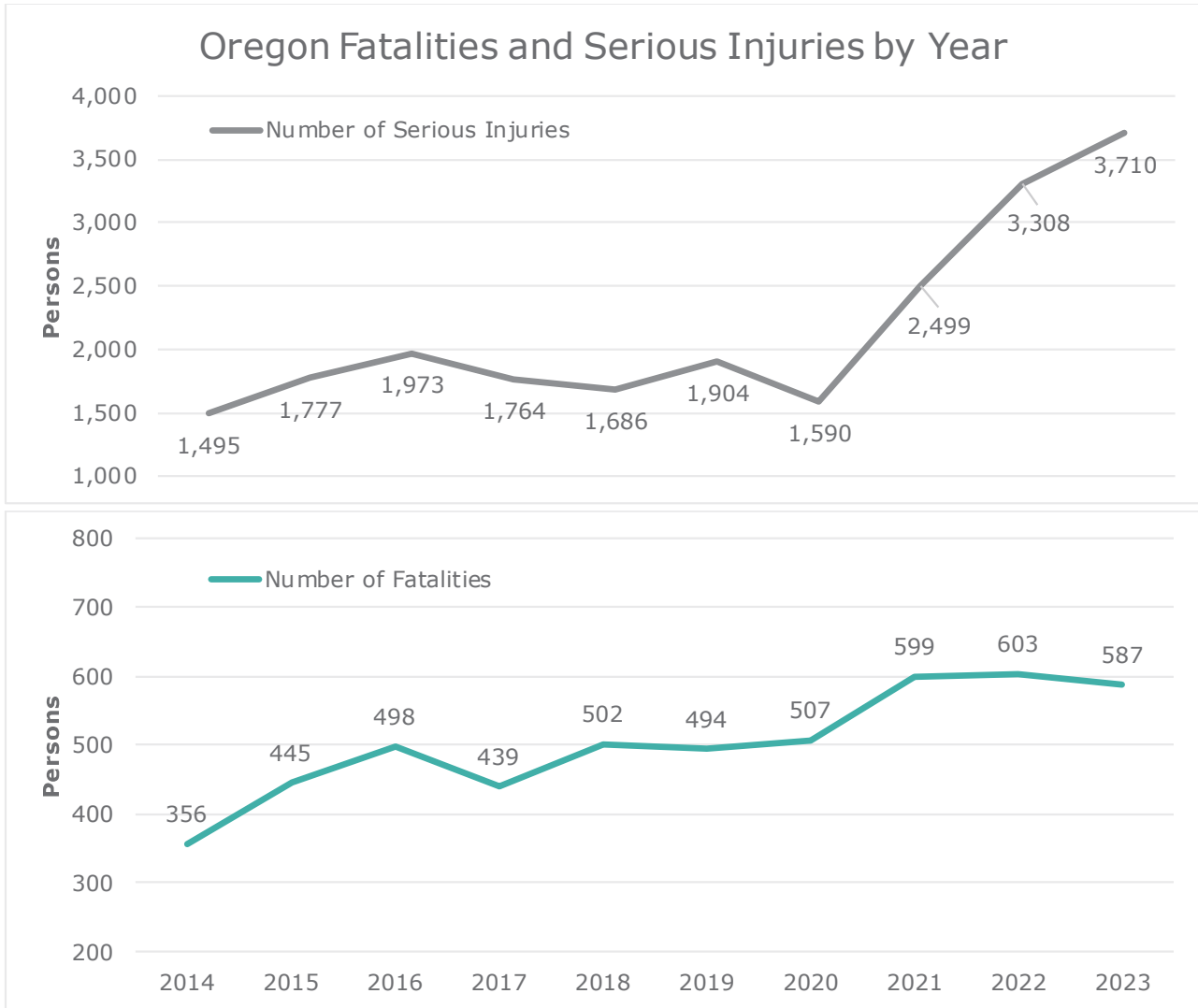


FIGURE 1. FATALITIES AND SERIOUS INJURIES, 2014-2023

Figure 2 shows the fatality rate per capita (1 million population) and per vehicle miles traveled (100 million VMT). The temporal trends for both rates are similar and show decreasing rates in recent years.

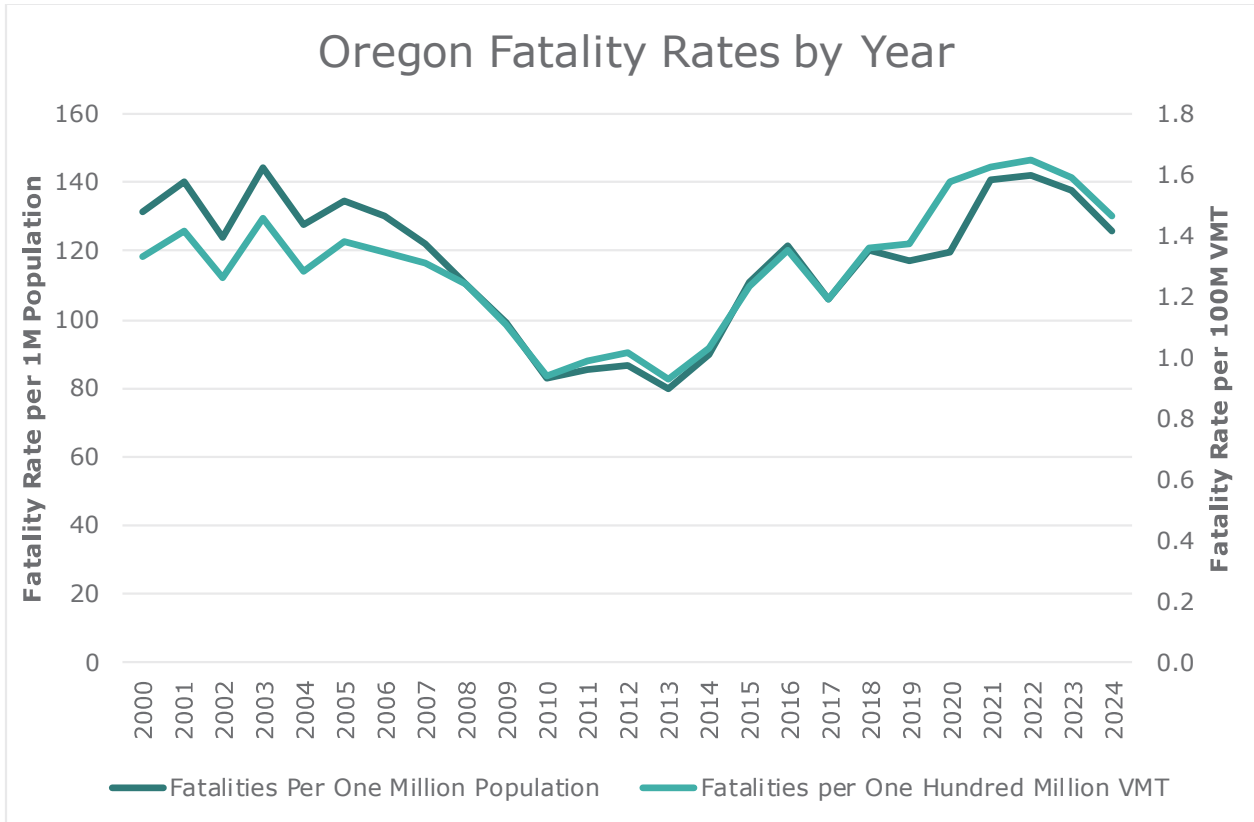


FIGURE 2. OREGON FATALITY RATES BY VEHICLE MILES TRAVELED AND POPULATION, 2000-2024

FACTORS REPORTED IN FATAL AND SERIOUS INJURY CRASHES

Table 1 on the following page provides the key crash attributes table from the most recent (2021) TSAP, updated to compare the 2014-2018 dataset to the 2019-2023 dataset. For each selected attribute, the number of crashes with that attribute in each time period, and the percent increase in those crashes, is shown on the left side. On the right side of the table, the proportion of all fatal and serious injury crashes with that attribute is summarized for each time period, and the corresponding change over time. It is important to consider all the information in Table 1—frequency (number of crashes), proportion, and how each metric changes over time—to fully understand the prevalence of each attribute.

*For comparison purposes, the total number of fatal and serious injury crashes increased by **44%** from 2014-2018 to 2019-2023.*

TABLE 1. 2014-2018 AND 2019-2023 FATAL AND SERIOUS CRASH ATTRIBUTE COMPARISON

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 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%
MEDIUM OR HEAVY TRUCK 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%

Bold: Attribute increased more than the overall increase in crashes (44%) between 2014-2018 and 2019-2023 study periods

Highlight: Attribute associated with 20% or more of fatal and serious injury crashes from 2019-2023

NOTABLE CHANGES IN CRASH FREQUENCY AND PROPORTION

While the number of fatal and serious injury crashes associated with all attributes has increased since the last TSAP, the number of distracted driving crashes more than doubled (both increased by 116%). The number of fatal and serious injury crashes involving several other factors also increased significantly, including speeding (49%), alcohol and/or drug impairment (50%), intersections (52%), commercial vehicles (53%), aging drivers (54%), and unrestrained occupants (68%).

However, because the total number of fatal and serious injury crashes has increased overall, the increase for individual attributes is not unexpected and should be considered in context with the rest of the table. For example, while the number of intersection crashes increased by 52%, the proportion of all fatal and serious injury crashes occurring at intersections increased by 2.2%, from 36.0% to 38.2%. While a 2.2% increase may not be alarming, it is the second-highest increase among all attributes studied.

The proportion of crashes involving distracted driving increased by 4.2% (from 8.5% to 12.7%), which is the highest increase of any attribute.

Some attributes make up a smaller proportion of fatal and serious injury crashes now than they did in the last TSAP, including alcohol-only impairment (down by 5.1%) and road departure crashes (down by 2.1%). The proportion of crashes involving vulnerable road users of all types (pedestrians, bicyclists, and motorcyclists) also decreased slightly.

OVERLAPPING ATTRIBUTES

The data presented in Table 1 is not mutually exclusive. For example, a single crash might be attributed to roadway departure, motorcycles, and aging drivers. Risky behaviors, in particular, are often observed in combination. The following Venn diagram (Figure 3) shows the overlap between crashes that were reported to involve speeding, impairment, and/or unrestrained occupants.

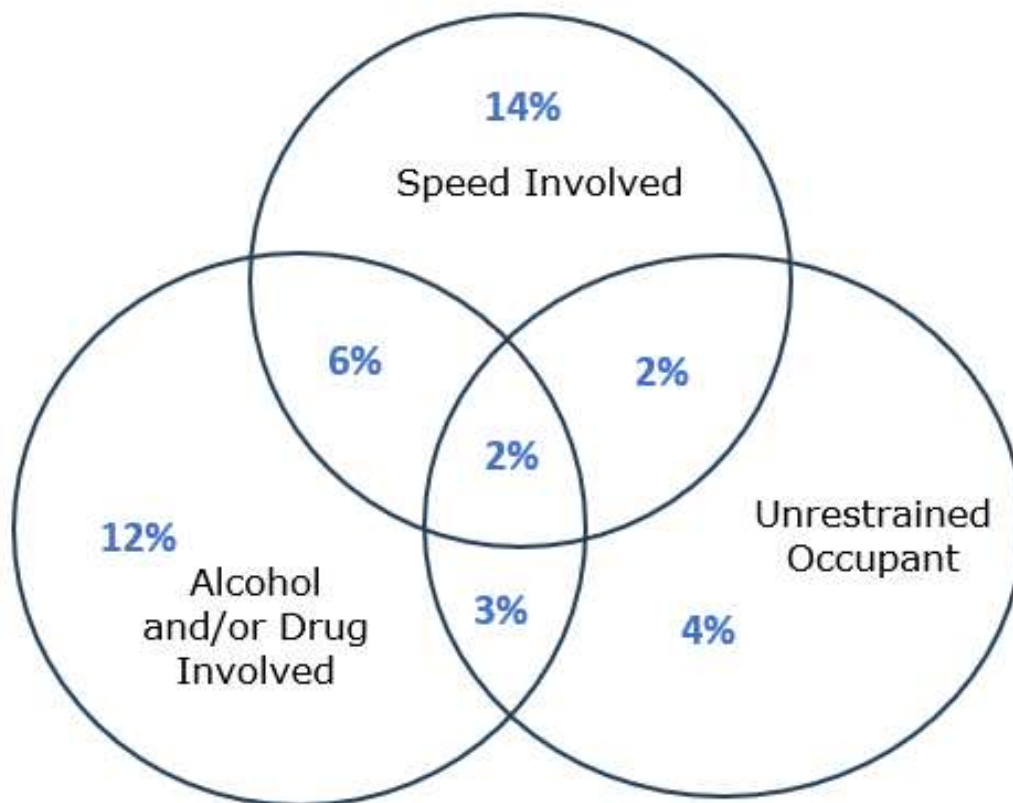


FIGURE 3. OVERLAP IN REPORTED RISKY BEHAVIORS IN FATAL AND SERIOUS INJURY CRASHES, 2019-2023

EMPHASIS AREAS

An essential component of the TSAP is the set of Emphasis Areas (EAs) which reflect the crash patterns and attributes that are most contributing to fatal and serious injury crashes in Oregon. These EAs provide the focus for establishing strategies and actions that will move us towards zero deaths and serious injuries.

Table 2 summarizes the attributes that were flagged in Table 1 above. These attributes are the starting point for determining EAs.

TABLE 2. FOCUS ATTRIBUTES FOR EMPHASIS AREAS

CONTRIBUTES TO MORE THAN 20% OF FATAL AND SERIOUS INJURY CRASHES	NUMBER OF FATAL AND SERIOUS INJURY CRASHES INCREASED BY 50% OR MORE	PROPORTION OF FATAL AND SERIOUS INJURY CRASHES INCREASED	PROPORTION OF FATAL AND SERIOUS INJURY CRASHES DECREASED
<ul style="list-style-type: none"> Road/Lane Departure Intersections Speed Alcohol and/or Drugs Involved Aging Driver Involved 	<ul style="list-style-type: none"> Intersections Distracted Driver Involved Unrestrained Occupants Aging Driver Involved Medium and Heavy Trucks Alcohol and/or Drugs Involved Speed 	<ul style="list-style-type: none"> Distracted Driver Involved Intersections Unrestrained Occupants Aging Driver Involved Speed 	<ul style="list-style-type: none"> Alcohol Only Impairment Road/Lane Departure Pedestrian-Involved

Notes:

- For situations where the number or proportion increased significantly (e.g., Medium and Heavy Trucks), it is important to note that some of these contribute a very small number of fatal and serious injury crashes to the total (e.g., 5.9% for Medium or Heavy Trucks)
- For EAs with a decreased proportion compared to previous years, it is important to note that some are still significant in overall contribution (e.g., Road/Lane Departures are involved in 38.9% of fatal and serious injury crashes).

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.

This crash data analysis revealed that five attributes were present most often in FSI crashes in both the 2014-18 and the 2019-23 data set.

- Roadway Departure
- Intersections
- Speed-related
- Alcohol and/or Other Drugs
- Aging Drivers (65+)

While all fatal and serious injury crashes increased significantly (44%) between the two 5-year periods, the following attributes increased even more than the total number of fatal and serious injury crashes. The four EAs in **bold** are on both lists (high proportion and increases greater than the average for all fatal and serious injury crashes).

- Distracted Drivers (+116%)
- Unrestrained Occupants (+62%)
- Aging Drivers (+54%)**

- Commercial Motor Vehicles (+53%)
- **Intersections (+52%)**
- **Alcohol and/or Other Drugs (+50%)**
- **Speed-related (+49%)**
- Young Drivers (+45%)

While Oregon has typically not tiered its EAs, this update presents an opportunity to focus more on some areas than others and align with the Oregon Transportation Plan.

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." The OTP includes three tiers for strategic investments, two of which are most relevant and applicable to the TSAP.

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).
- 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.

For the 2026 TSAP, the two EA tiers are as follows:

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 criteria to “address fatalities and serious injuries” and “add critical bikeway and walkway connections.”
- 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.

- **Roadway Departure**
- **Intersections**
- **Speed-related**
- **Alcohol and/or Other Drugs**
- **Aging Drivers (65+)**
- **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 include the following:

- **Young Drivers (15-20)**
- **Unrestrained Occupants**
- **Distracted Drivers**
- **Commercial Motor Vehicles**

NOTABLE CRASH TRENDS BY REGION, CONTEXT, AND FUNCTIONAL CLASSIFICATION

ODOT REGION AND CONTEXT

Fatal and serious injury crashes do not occur evenly throughout the state. The distribution of fatalities and serious injuries in urban and rural areas reflects the geographic differences, with Region 1 being primarily urban, Regions 4 and 5 being primarily rural, and Regions 2 and 3 having a mix of urban and rural areas (Figure 4). Statewide, 58% of fatalities and serious injuries occurred in urban areas, and 42% occurred in rural areas.

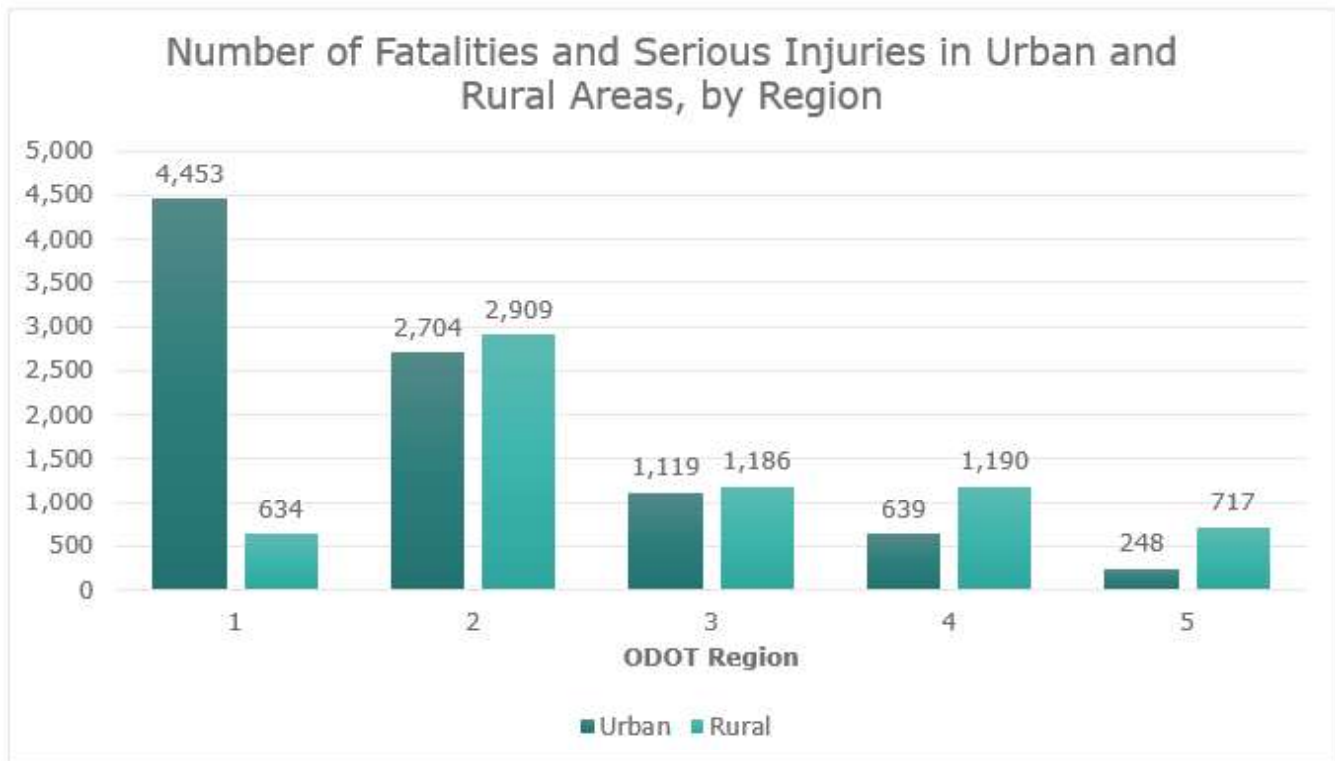


FIGURE 4. FATALITIES AND SERIOUS INJURIES BY REGION AND CONTEXT, 2019-2023

The 2021 TSAP did not provide urban versus rural breakdowns of the attributes in Table 1, so a comprehensive comparison of key attributes in different regions or contexts cannot be completed. However, when looking at the attributes reflected in the highest proportions of fatal and serious injury crashes, the urban and rural results are only slightly different (Table 3). Additionally, the underlying challenges associated with the Emphasis Area tend to be similar in urban and rural areas, while the strategies (treatments) may be different. This suggests that there should be a consistent set of Emphasis Area for the state, and that the associated strategies and actions should reflect both urban and rural needs.

TABLE 3. COMMON CRASH ATTRIBUTES BY CONTEXT

	URBAN	RURAL
ATTRIBUTES CONTRIBUTING TO MORE THAN 20% OF CRASHES	<ul style="list-style-type: none"> • Road/Lane Departure • Intersections • Alcohol/Drug Impairment • Aging Drivers 	<ul style="list-style-type: none"> • Road/Lane Departure • Speeding • Alcohol/Drug Impairment • Aging Drivers

ROAD OWNER

As shown in Table 4, approximately half of all fatal and serious injury crashes occur on state highways, while half occur on local roads (including county roads and city streets). These roadway ownerships can also be normalized by road mileage.

When comparing to the overall mileage across the state, the data indicates an overrepresentation of fatal and serious injury crashes on the statewide system, since 49% of fatal and serious injury crashes occur on just 15% of the statewide centerline mileage.

- City streets also have an overrepresentation of these crashes, with 29% of fatal and serious injury crashes occurring on 22% of road miles.
- Basing this on statewide centerline miles, not lane miles, can skew the results. At least part of this overrepresentation of state highways can be attributed to the prevalence of multi-lane facilities on state highways and city streets.
- Similarly, Table 4 does not factor in vehicle miles traveled, which tend to be higher on state highways and local roads.

TABLE 4. FATAL AND SERIOUS INJURY CRASH AND MILEAGE PROPORTION BY ROAD OWNER

	FATAL AND SERIOUS INJURY CRASH PROPORTION	STATEWIDE CENTERLINE MILEAGE PROPORTION
STATE HIGHWAYS	49%	15%
COUNTY ROADS	22%	63%
CITY STREETS	29%	22%

FUNCTIONAL CLASSIFICATION

Roadway functional classification describes the intended function of a roadway, and is an indicator of the roadway design, posted speed, traffic volume, and adjacent land use – all of which influence the potential for a fatal or serious injury crash to occur. Table 5 shows the proportion of fatal and serious injury crashes that occurred on each functional classification of roadway across the state, as well as the breakdown of statewide mileage. The majority of fatal and serious injury crashes in

Oregon occur on arterial roadways (major and minor) and major collector roadways. Approximately 62% of fatal and serious injury crashes occur on arterial roadways, which make up just 45% of the statewide roads by mileage. Major collectors are also overrepresented, with 19% of fatal and serious injury crashes compared to 14% of statewide mileage.

The TSAP should include targeted strategies and actions to address the complex road environments and safety needs on arterials and collectors, with an understanding that rural arterials/collectors and urban arterials/collectors require different analysis and treatments.

TABLE 5. FATAL AND SERIOUS INJURY CRASH AND VMT PROPORTIONS BY ROADWAY FUNCTIONAL CLASSIFICATION, 2019-2023

FUNCTIONAL CLASS	FATAL CRASH PRORPORTION	SERIOUS INJURY CRASH PROPORTION	FATAL AND SERIOUS INJURY CRASH PROPORTION	STATEWIDE VMT PROPORTION
INTERSTATE	8.1%	7.9%	8%	26%
OTHER FREEWAYS AND EXPRESSWAYS	0.8%	2.0%	2%	4%
OTHER PRINCIPAL ARTERIAL	39.9%	36.3%	37%	28%
MINOR ARTERIAL	22.3%	25.1%	25%	17%
MAJOR COLLECTOR	18.9%	18.8%	19%	14%
MINOR COLLECTOR	3.6%	3.5%	4%	3%
LOCAL	6.4%	6.4%	6%	7%

Highlight: Fatal and serious injury crashes are overrepresented by 5% or more

Expanding upon the finding that most fatal and serious injury crashes occur on arterials and collectors,

Table 6 shows the distribution of crashes on these roadways based on context and owner (state highway versus non-state highway). As shown, most principal arterial crashes happen on state highways, with a relatively even split between urban and rural areas. In contrast, minor arterial crashes are most common on non-state roads in urban areas. Major collector crashes mainly occur on non-state highways in both urban and rural areas.

TABLE 6. FATAL AND SERIOUS INJURY CRASH PROPORTION BY FUNCTIONAL CLASS, CONTEXT, AND ROAD OWNER

FUNCTIONAL CLASS.	FATAL AND SERIOUS INJURY CRASH PROPORTION	URBAN		RURAL	
		STATE HIGHWAY	NON-STATE HIGHWAY	STATE HIGHWAY	NON-STATE HIGHWAY
PRINCIPAL ARTERIAL	37%	15%	9%	13%	0%
MINOR ARTERIAL	25%	3%	14%	6%	2%
MAJOR COLLECTOR	19%	1%	8%	2%	8%

STATEWIDE VULNERABLE ROAD USER SAFETY ASSESSMENT

The Vulnerable Road User Safety Assessment (VRU SA) evaluates safety performance for people walking, biking, and rolling in Oregon. ODOT performed quantitative analyses of vulnerable road user fatalities and serious injuries, considering relevant crash event data and demographics at the locations of those crash events.

ODOT analyzed human behavior and contributing factors, social equity disparity, factors such as lighting condition and posted speed limit, and a series of other risk factors as described below. Further details regarding the analysis methodology are available in the technical memos developed in support of this assessment.

VRU FATAL AND SERIOUS INJURY CRASH TRENDS

After a gradual 30-year decline, traffic fatalities involving people walking are at a 40-year high nationally. Oregon mirrors these national trends. In the 5-year period between 2005 and 2009, an average of 47 people walking were killed in traffic crashes each year in Oregon. In comparison, between 2019 and 2023, an average of 97 people walking were killed in traffic crashes each year, a 106% increase.

In the five-year period between 2019 and 2023, a total of 484 people walking and 72 people bicycling were killed in vehicle crashes on Oregon roadways (see Figure 5). Another 707 people walking and 312 people bicycling sustained serious injuries during that period. This section describes some of the most notable VRU safety trends.

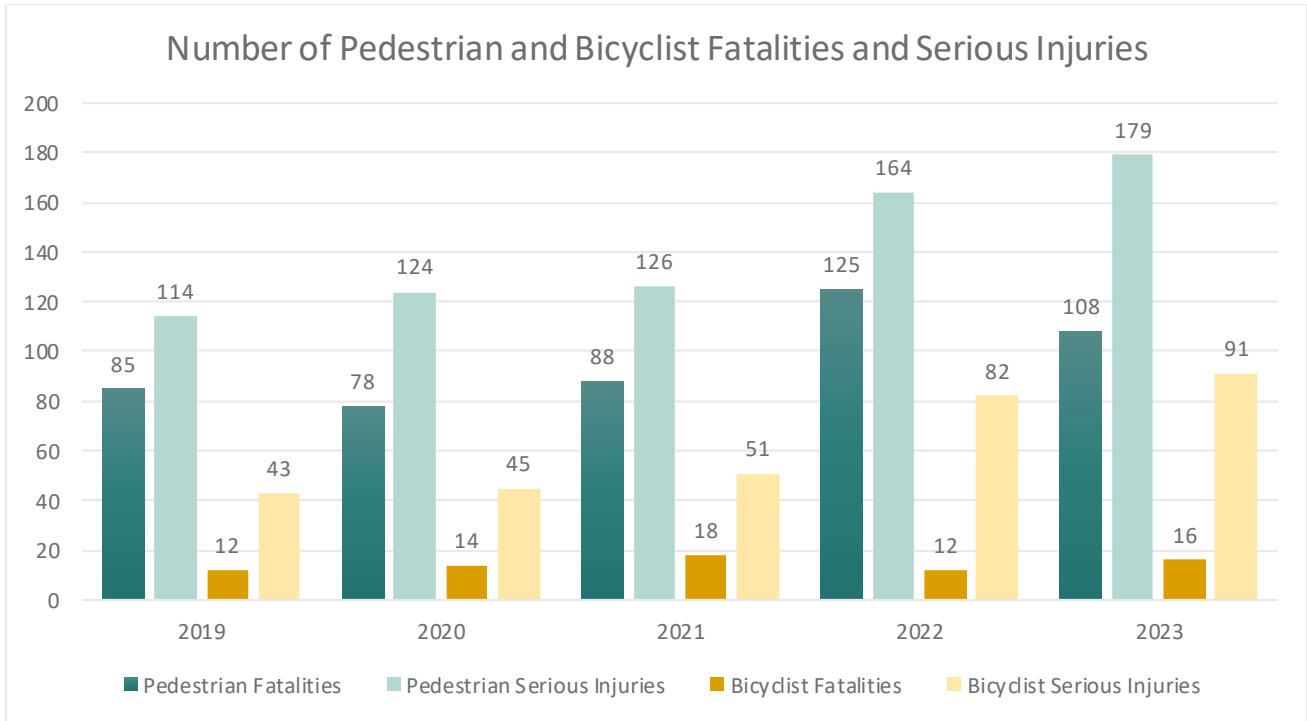


FIGURE 5. PEDESTRIAN AND BICYCLIST FATALITIES AND SERIOUS INJURIES, OREGON, 2019-2023

CONTRIBUTING FACTORS

Table 7 below shows the primary contributing factors reported in Oregon crashes between 2019 and 2023 that involved a vulnerable road user fatality or serious injury. The percentages show the proportion of all assigned contributing factors for fatal or serious injury VRU crashes. These factors come from cause, error, and/or event codes derived from police reports which include accounts from the person driving and any witnesses. It is important to note that these reports may not include the account of the vulnerable user who was seriously injured or killed.

As shown, road users failing to yield contributes to approximately 54% of fatal and serious injury crashes involving people bicycling and to approximately 41% of fatal and serious injury crashes involving people walking. Other common contributing factors include non-motorists illegally in the roadway¹ (48% of fatal and serious injury crashes involving people walking and 16% of fatal and serious injury crashes involving people bicycling) and non-motorists identified by the reporting officer/witness as not visible or wearing non-reflective clothing² (36% of fatal and serious injury

¹ Non-motorists illegally in roadway include VRUs who violated Oregon State laws. Some examples include crossing a freeway (except from a disabled vehicle), suddenly stepping into the roadway causing a hazard, etc.

¹⁷ Although there is no legal requirement for people walking or biking to wear high-visibility or reflective clothing, this has been included as an option on police crash reporting forms in Oregon because it is helpful for law enforcement to determine whether a driver had a reasonable amount of time (based on speed, lighting, geometrics, etc.) to identify a person in the roadway and avoid a crash.

crashes involving people walking and 16% of fatal and serious injury crashes involving people bicycling).

TABLE 7: PRIMARY CONTRIBUTING FACTORS IN VULNERABLE USER FATAL & SERIOUS INJURY CRASHES

CONTRIBUTING FACTOR	% OF PEDESTRIAN F&SI	% OF BICYCLIST F&SI
DID NOT YIELD RIGHT-OF-WAY	40.6%	54.4%
NON-MOTORIST ILLEGALLY IN ROADWAY	47.7%	15.8%
NON-MOTORIST NOT VISIBLE; NON-REFLECTIVE CLOTHING	35.6%	16.1%
DISREGARDED TRAFFIC SIGNAL	9.4%	11.7%

Although there are additional factors involved (not included in this table), none of these were identified as contributing significantly to fatal and serious injury crashes involving vulnerable road users in Oregon. It’s important to note that the low occurrence of speeding, inattention, or other behaviors being cited as contributing factors to crashes may be because people involved in a crash are unlikely to self-report such behavior. Underreporting can make it challenging to gather accurate data and statistics on the prevalence of these factors which are needed to diagnose and implement effective safety treatments.

Road User Distraction. Distraction includes driving, walking, or biking while engaging in another activity that diverts the road user’s attention away from safely navigating the transportation system. The proliferation of cell phones and other mobile electronic devices has resulted in increasing distractions. Available data and anecdotal evidence point to distraction as a significant traffic safety concern. For example, a survey conducted by Southern Oregon University found that three out of four drivers surveyed engage in distracted driving. Distraction can be a difficult element to include in the crash report, because it relies on a witness testimony or a road user’s self-reporting. Table 8 below shows the average yearly proportion of fatal and serious injury crashes that involve a vulnerable user and report distraction between years 2019 and 2023.

TABLE 8. PROPORTION OF FATAL AND SERIOUS INJURY CRASHES THAT INVOLVE A VULNERABLE ROAD USER AND REPORT DISTRACTION, 2019-2023

FATAL AND SERIOUS INJURY CRASHES	AT LEAST ONE DISTRACTED ROAD USER
INVOLVING A PERSON WALKING	10.0%
INVOLVING A PERSON BIKING	10.6%

Road User Impairment. Fatal and serious injury crashes involving people walking or biking are affected by impairment, both for motor vehicle drivers and people walking or biking.

As shown in Table 9, crash reports indicate that more than 34% of fatal and serious injury crashes that involve a person walking also include at least one road user impaired by alcohol or other drugs; for fatal and serious injury crashes involving a person biking, 15% included impairment.

TABLE 9: PROPORTION OF FATAL AND SERIOUS INJURY CRASHES THAT INVOLVE A VULNERABLE ROAD USER AND REPORT IMPAIRMENT

FATAL AND SERIOUS INJURY CRASHES	AT LEAST ONE IMPAIRED ROAD USER (ALCOHOL AND/OR OTHER DRUGS)
INVOLVING A PERSON WALKING	34.0%
INVOLVING A PERSON BIKING	14.5%

EQUITY CONSIDERATIONS

The Social Equity Index (SEI) is a measure of disparity focusing on economically and socially vulnerable populations in Oregon. It serves as a decision support tool, assisting agency staff in identifying communities of concern, thereby aiding in the allocation of transportation resources to reduce social disparities. The SEI is informed by socio-demographic data from the U.S. Census Bureau's American Community Survey (ACS). More information about the SEI can be accessed through the ODOT website.³

SEI Values are categorized as:

- Low Disparity
- Low/Medium Disparity
- Medium/High Disparity
- High Disparity

Figure 6 and **Error! Reference source not found.**Figure 7 show the pedestrian and bicyclist fatalities and severe injuries per 100k population for each SEI disparity level. Based on the analysis, medium/high and high disparity areas have a higher number of fatalities and severe injuries per population compared to low and low/medium disparity areas.

³ Social Equity, Oregon Department of Transportation. <https://www.oregon.gov/odot/equity/pages/about.aspx>

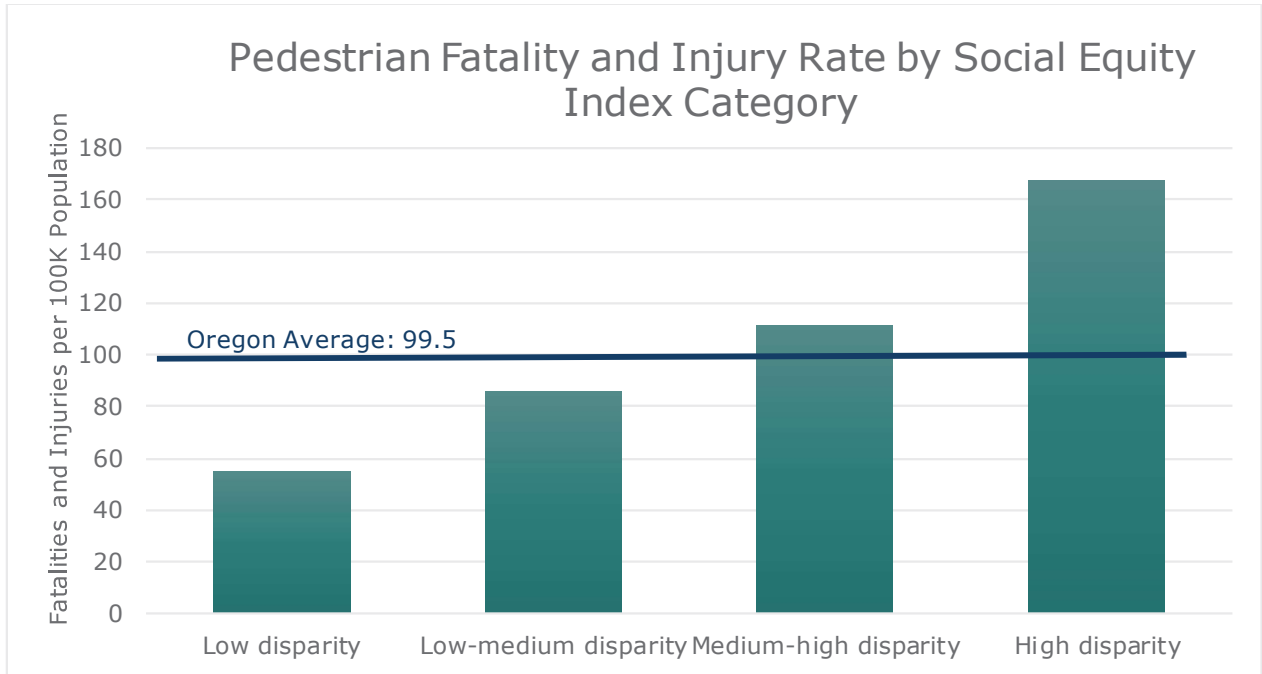


FIGURE 6. PEDESTRIAN OVERREPRESENTATION ANALYSIS BY SOCIAL EQUITY INDEX

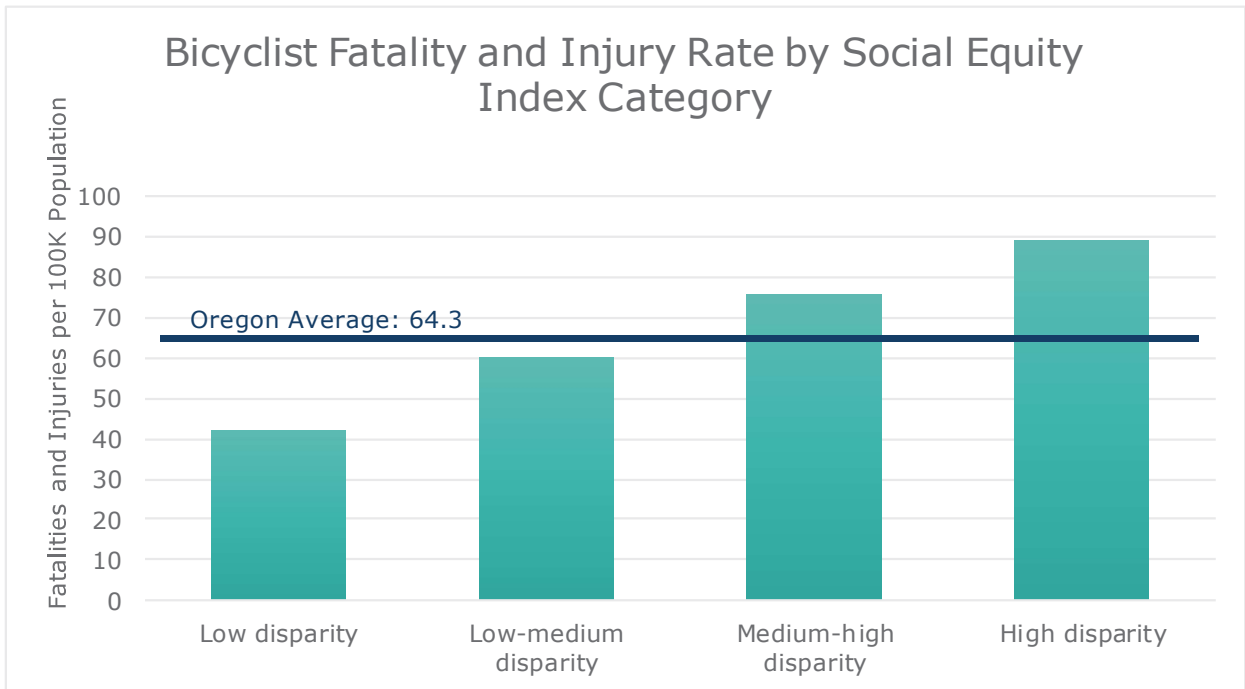


FIGURE 7. BICYCLE OVERREPRESENTATION ANALYSIS BY SOCIAL EQUITY INDEX

Table 10 shows the number of fatalities by race and ethnicity group during the five-year period from 2019 to 2023 using data from the National Highway Traffic Safety Administration’s (NHTSA) Fatality Analysis Reporting System (FARS). Population data is based on the 2021 U.S. Census

Bureau dataset.⁴ Of the total 545 fatalities reported in the FARS dataset, Black or African Americans and American Indians or Alaska Natives are the people of color most over-represented in fatal crashes compared to the total population.⁵

TABLE 10. VULNERABLE ROAD USER FATALITIES BY RACE AND ETHNICITY, 2019-2023

RACE / ETHNICITY	NUMBER OF VRU FATALITIES	VRU FATALITIES PROPORTION	POPULATION (ESTIMATE) ⁶	POPULATION PROPORTION
WHITE (NON-HISPANIC)	408	75%	3,138,802	74%
HISPANIC	64	12%	512,544	12%
TWO OR MORE RACES	4	1%	177,908	4%
ASIAN, ASIAN AMERICAN, OR OTHER PACIFIC ISLANDER ALONE	9	2%	232,975	6%
BLACK OR AFRICAN AMERICAN ALONE	14	3%	97,426	2%
AMERICAN INDIAN OR ALASKA NATIVE ALONE	26	5%	80,482	2%
OTHER RACE OR UNKNOWN	20	4%	0	0%
TOTAL	545	100%	4,240,137	100%

NOTABLE TRENDS IN CRASH LOCATION

The Safe System Approach encourages transportation infrastructure design that prioritizes safety for the traveling public and accommodates human mistakes and injury tolerances to reduce the severity of crashes that do occur. To evaluate environmental and roadway design elements related to the safety of vulnerable users, reported roadway condition data associated with vulnerable user crashes was analyzed.

INTERSECTIONS AND SEGMENTS

Location on the road has a different potential impact for people killed or seriously injured while walking or bicycling along roadway corridors. Roadway segments tend to be the primary location

⁴ <https://www.census.gov/quickfacts/OR?>
⁵ Understanding Pedestrian Crash Injury and Social Equity Disparities in Oregon, Project SP 841, Phase I Analysis. Oregon DOT. <https://www.oregon.gov/odot/Programs/ResearchDocuments/SPR%20841Injuries-Equity.pdf>
⁶ Population is estimated using the race percentage and the total population of all races using parameters from this website: <https://www.census.gov/quickfacts/OR?>

for crashes involving people walking (Table 11). Roadway segments account for 60% of fatalities and serious injuries to people walking, while intersections account for 40%. Conversely, when it comes to people bicycling, intersections pose a higher risk. Intersections account for 61% of fatalities and serious injuries to people bicycling, while roadway segments account for 39%.

TABLE 11. VULNERABLE USER FATALITIES AND SERIOUS INJURIES BY LOCATION TYPE

ROAD USER	% OF F&SI AT INTERSECTIONS	% OF F&SI ON SEGMENTS	TOTAL
PEDESTRIAN	40%	60%	100%
BICYCLIST	61%	39%	100%

LIGHTING CONDITION

Navigating the transportation system can be more challenging at night for all road users, including people walking and rolling. As shown in Table 12 below, 67 percent of fatal and serious injury crashes involving people walking occur in dark, dawn, or dusk conditions. Crashes involving people biking exhibit different characteristics, with only 26 percent occurring in dark, dawn, or dusk. Understanding these differences is challenging without considering factors like exposure (e.g., the number of cyclists and miles traveled in both daylight and dark conditions), making it complex to establish a cause-and-effect relationship.

TABLE 12. OREGON VULNERABLE USER FATALITIES AND SERIOUS INJURIES BY LIGHTING CONDITION

ROAD USER	DARK	DARK (WITH LIGHTS)	DAWN/DUSK	DAY
WALKING	24%	37%	6%	33%
BICYCLING	8%	13%	5%	74%

VEHICLE SPEEDS

The probability of a vulnerable user being seriously injured or killed in a crash increases as vehicle speed increases. Survivability at different speeds is further influenced by socio-environmental factors such as a person’s age or health. For example, as illustrated in Figure 8, a 30-year-old has only a 50% chance of being killed in a crash with a car traveling 45 mph, while a 70-year-old has a 50% chance of being killed in a crash with a car traveling 35 mph.

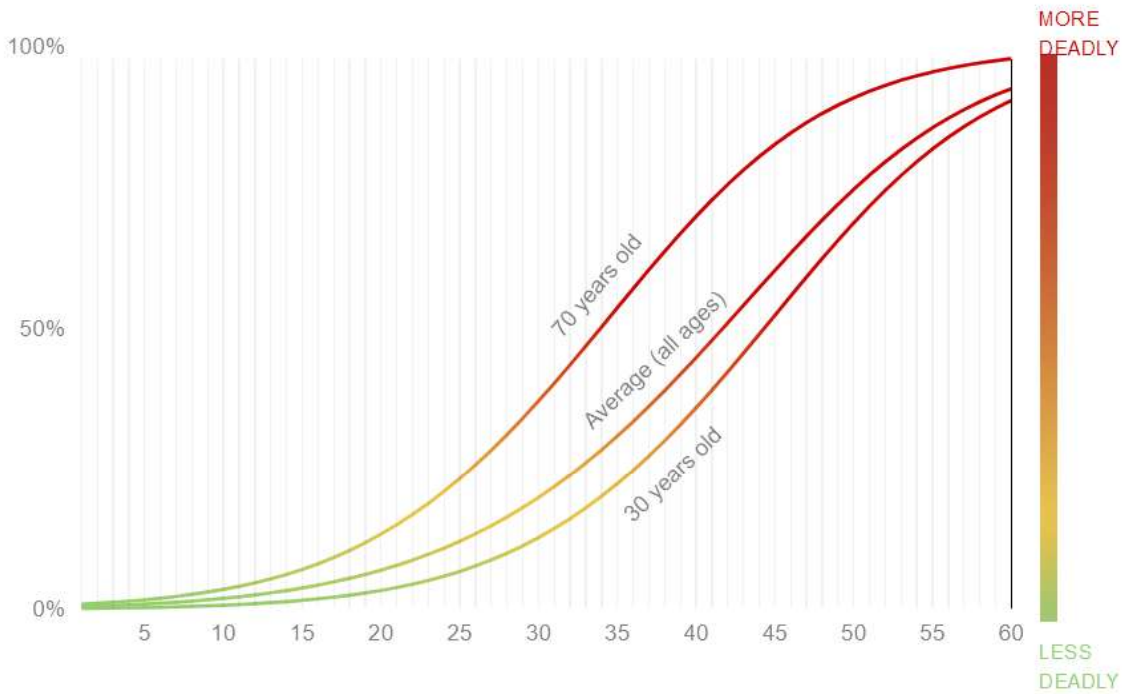


FIGURE 8. RISK OF PEDESTRIAN-VEHICLE FATALITY BY VEHICLE OPERATING SPEED AND PEDESTRIAN AGE

The size, type, and design of the vehicle involved in a crash further influences the impact of speed on vulnerable user crash outcomes. As illustrated in Figure 9, the probability of a vulnerable user being seriously injured or killed in a crash increases even more rapidly as the speed and size of vehicles increases.

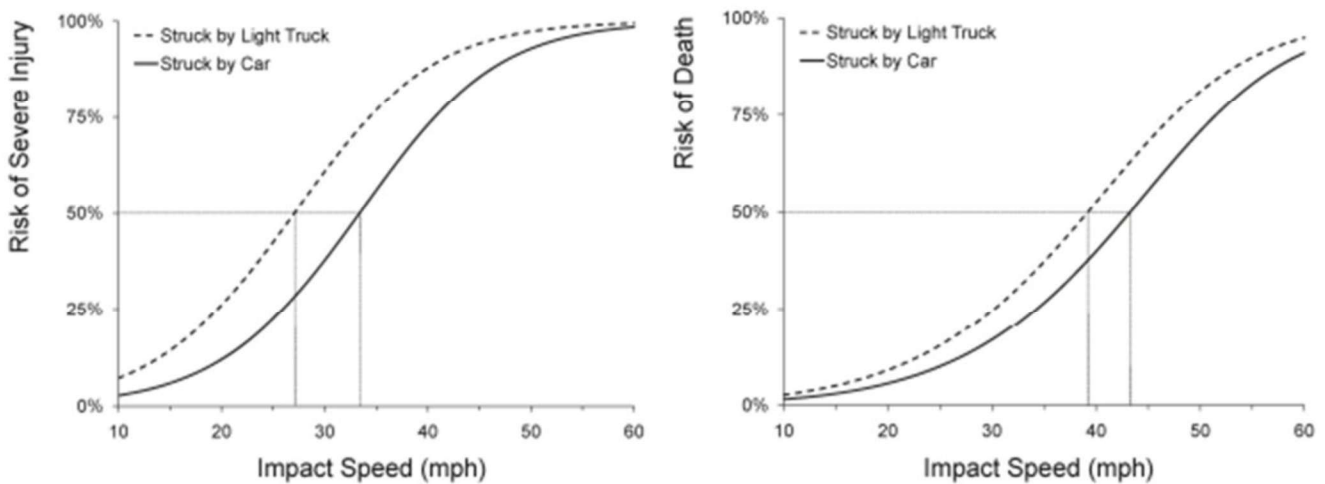


FIGURE 9. RISK OF SEVERE INJURY OR DEATH BY VEHICLE TYPE

To evaluate trends related to speed and vulnerable user safety in Oregon, ODOT evaluated posted speeds and vulnerable user crash data.

Vulnerable User Crash Severity by Posted Speed Limit. Figure 10 below shows the number of vulnerable user fatalities and injuries on roadways by posted speed limit,⁷ which serves as a rough estimate for relative motor vehicle operating speed. It is important to note that the posted speed limit is available on state highways but is not consistently reported for local roadways. Of the vulnerable road user crashes studied, approximately 30% did not include a posted speed limit and are not reflected in Figure 10.

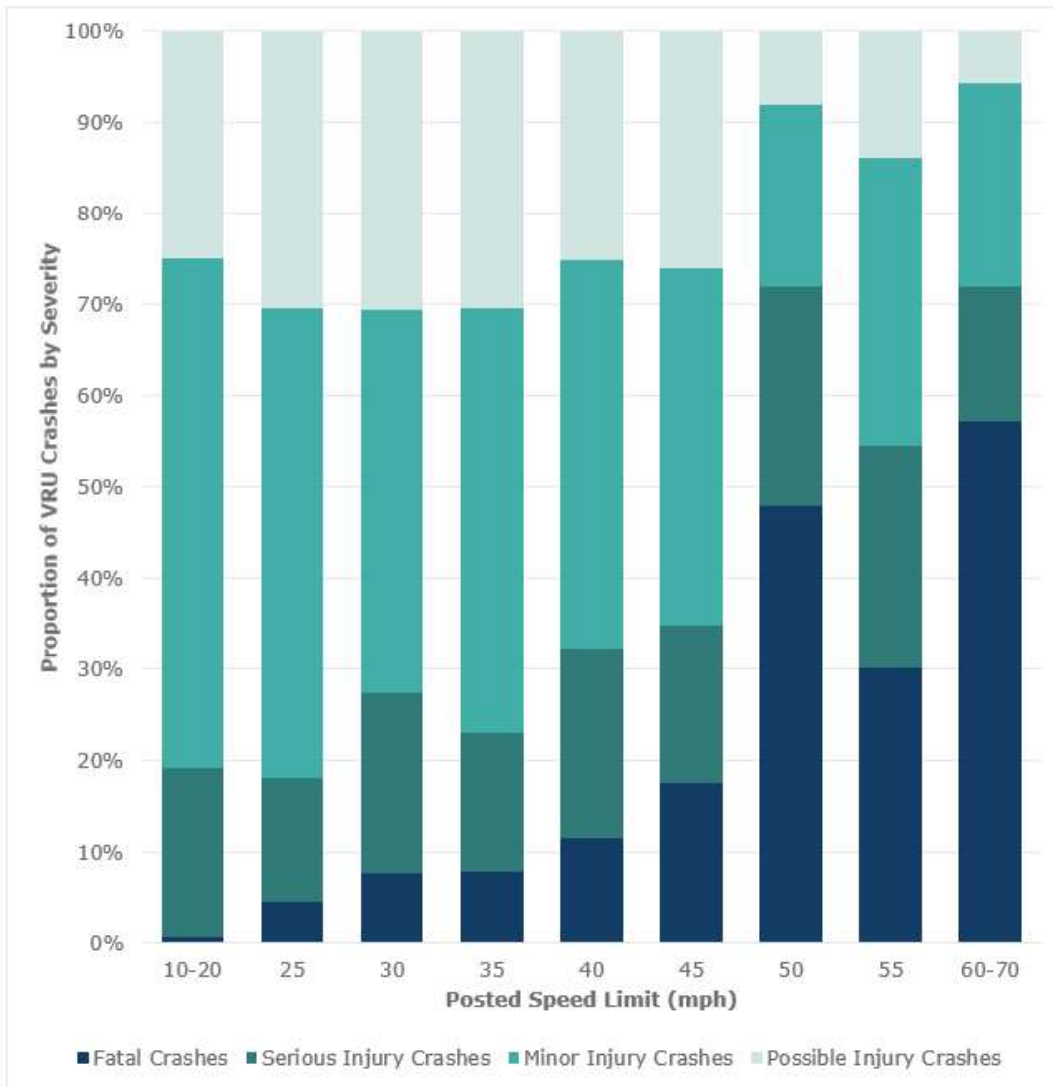


FIGURE 10. PROPORTION OF VULNERABLE ROAD USER CRASHES BY INJURY SEVERITY AND POSTED SPEED LIMIT, OREGON, 2019-2023

⁷ Speed limit data collected from the law enforcement crash reports for each reported crash.

The figure demonstrates that higher posted speed limits are correlated with greater severity. For example, at posted speed limits of 45 mph and higher, very few possible injuries or minor injuries were reported.

SAFER VEHICLES

Vehicles are designed and regulated to minimize the severity of crashes – primarily focused on the vehicle’s occupants. Unfortunately, some changes to vehicle design may increase safety risk for vulnerable road users outside of vehicles. As vehicles increase in weight and size, often reflecting consumer preferences and accommodating features such as expanded protective zones for occupant safety and space for electric batteries, the likelihood of a pedestrian or bicycle crash leading to fatal or serious injuries also rises. Larger, heavier vehicle designs also often require structures that can obstruct a driver’s view of vulnerable users when making turns or backing up, increasing the likelihood of a crash.

The average weight of passenger vehicles has grown, with the average vehicle up 6% in total weight with pickups up 30% compared to pickups of the 1970s. Since 2010, the percentage of new vehicle sales in the US that are light trucks (Sport Utility Vehicles, Crossover utility vehicles, and pickups) has increased from approximately 53% to nearly 80% of all sales.

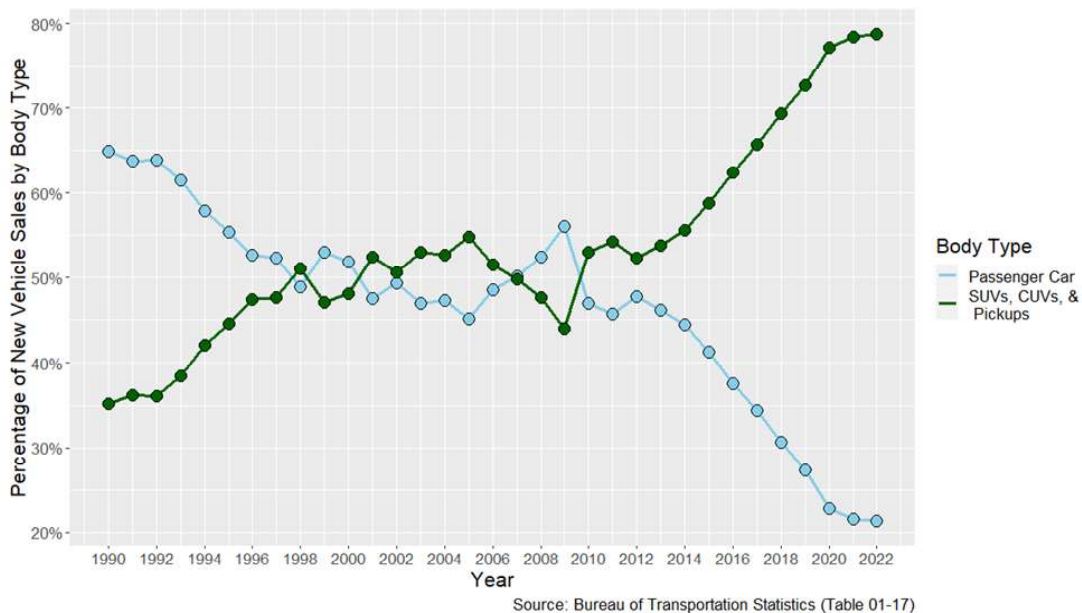


FIGURE 11. VEHICLE SALES BY BODY TYPE, 1990-2022

At an aggregate level, SUVs and pickup trucks are being linked to an increase in overall traffic injury for vehicle occupants and vulnerable road users alike. Without significant efforts directed towards safer vehicles, this trend is likely to continue.

POST CRASH CARE

The Safe System Approach promotes increasing the survivability of crashes through expedient access to emergency medical care, while creating a safe working environment for vital first responders and forensics teams investigating the scene.

Humans have a limited tolerance for crash forces, which necessitates swift action when a crash occurs. This is particularly important for vulnerable users because the initial impact with a motor vehicle is likely to cause personal injury. The “Golden Hour” in the context of post-crash care refers to the critical period following a traumatic injury, such as a roadway crash, when the likelihood of a positive outcome is highest if the injured person receives prompt and effective medical treatment within the first 60 minutes after the injury occurs.

On a state level, Oregon’s state trauma system ensures that high quality community resources are available to respond to individuals who are traumatically injured by assuring an integrated statewide system of resources, including establishment of trauma regions and designation of trauma care hospitals.⁸

Within the Oregon Health Authority (OHA), the Emergency Medical Services and Trauma Systems Section administers Oregon’s emergency medical services (EMS) data.⁹ The Oregon Emergency Medical Services Information System (OR-NEMSIS) is Oregon’s prehospital emergency medical services data system. OR-NEMSIS includes EMS agency and personnel licensing, EMS agency prehospital patient care reporting, and hospital trauma registry reporting. All licensed transporting EMS agencies submit patient care reports electronically to this central repository.

The efficiency of EMS plays a critical role in ensuring the well-being of those involved in roadway crashes. Median response and transport time varies by region. Varying terrains and population densities contribute to unique challenges for emergency response teams. In densely populated urban areas, factors such as traffic congestion and the complex layout of streets can affect how quickly emergency services can reach the scene. On the other hand, in rural or remote regions, where

FIGURE 12. MEDIAN RESPONSE TIME BY ODOT REGION

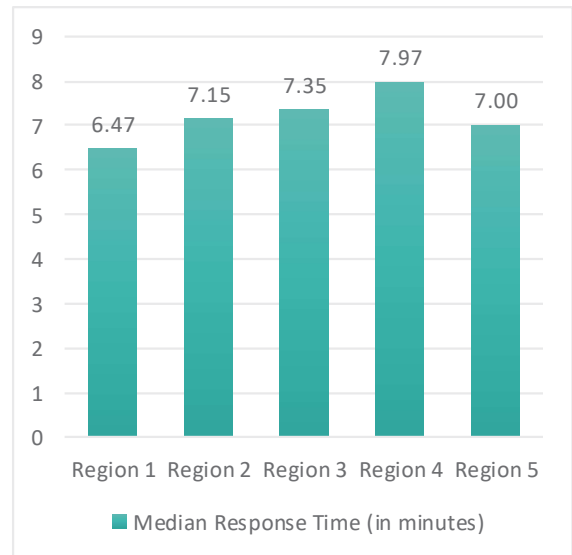


FIGURE 13. MEDIAN TRANSPORT TIME BY ODOT REGION



⁸ Oregon Health Authority : The Oregon Trauma and Tertiary Care Program : Trauma Systems : State of Oregon

⁹ Oregon EMS Data Strategic Plan, 2022-2024

distances are often greater and road conditions may be less predictable, response times face a different set of challenges.

Background: The Strategic Review undertaken by ODOT in 2024 recommended the agency review advisory committees' protocols and develop a consistent process of creating, expectation-setting, and supporting advisory committees. The desired outcome is that advisory committees are managed in a consistent and coordinated approach, with clear processes to establish, review, and abolish committees as well as clear expectations and consistent staff support. One of those outcomes is the creation of a charter template.

Directions: Use this template to guide your advisory committee through either the development of an initial charter or the revision of an existing charter. Use the content in the template to guide the development of each section.

Current charter or bylaws documents may already include a lot of this information; if so, this may be a reorganization of those materials. In some cases, the template offers additional opportunities for context to closer align advisory committees.

- After you have created this template document from the ‘ODOT – Advisory Committee Workgroup’ Teams channel, you need to save it in the location that works best for your advisory committee.
- Black type is template language, often providing explanation, guidance or resources for charter development. This language should not be removed in the interest of context. **Green** type is where you should insert the name of your committee (and, thereafter, the acronym) and provide information specific to your advisory committee.
 - Fill it out with the known information from existing documents and identify any gaps or contradictions. These may be areas of conversation for your committee to consider. We would also appreciate your feedback.
- When your committee has approved its updated charter, please make sure to post a PDF of it on your public-facing website and let the ACAC facilitator know for our records.

Lower John Day ACT Charter

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1. Overview and Background

This Charter lays out the charge, scope, and expectations for the **Lower John Day Area Commission on Transportation (LJDACT)**. It identifies the ways in which the **Lower John Day ACT** operates, including structure and processes to reach agreement on decisions or recommendations, and meeting protocols. This charter guides the work and conduct of the **Lower John Day ACT** to create and maintain an authentic, open and equitable deliberation and public engagement process.

The jurisdictions and stakeholders representing Gilliam, Sherman, Wasco and Wheeler County and the Confederated Tribes of Warm Springs Reservation and the respective Cities of Arlington, Condon, Lonerock, Fossil, Grass Valley, Moro, Rufus, Wasco, Antelope, Dufur, Maupin, Mosier, Shaniko, The Dalles, Fossil, Mitchell, Spray were granted a Charter by the Oregon Transportation Commission (OTC), establishing the Lower John Day Area Commission on Transportation (LJDACT) on April 20, 2000

2. Committee Role: Core Purpose and Function

This section should be completed by ODOT staff, describing the scope and role of the committee, and limitations. While the committee will be able to develop work plans on the topics they want to focus, those will be limited to the scope/role as described here. Choose from the options below, delineating between decision-making committees (to which we have very few) and advisory committees.

Decision-making language:

<<XXXAC>> deliberates on [describe topic(s)], with the authority to decide [add description of decision-making scope and limitations].

Advisory language:

<<XXXAC>> is advisory to the Oregon Transportation Commission and ODOT [clarify if is OTC and ODOT, or only one], providing advice on [add topic(s) with specifics].

The <<Name of ACT>> is advisory to the Oregon Department of Transportation and Oregon Transportation Commission on current and future regional transportation issues impacting the state system. The ACT is responsible for seeking public input and making recommendations to the OTC regarding perspectives within their area related to policies, funding, investments, system operations and projects.

. At a minimum, <<Name of ACT>> shall perform the following:

- Provide a forum for understanding and discussing transportation issues amongst transportation partners.
- Provide opportunities for all members to provide updates on relevant and timely topics, project status, projects likely to be funded, project in design phase and those in construction.
- Establish a public involvement process that is consistent with state and federal laws,

regulations, and policies.

- Inform the development and implementation of the Oregon Transportation Plan (OTP) and associated mode and topic plans.
- Identify regional considerations, needs, opportunities, and priorities specific to the geography of the <<Name of ACT>> and in consideration of locally adopted plans to inform ODOT's Capital Investment Plan.
- Develop, implement and regularly update a two-year Work Plan following the established format including expectations of the OTC and ODOT, with the flexibility to identify interest areas and priorities specific to the ACT.
- Provide recommendations to the OTC regarding program funding allocations for various investment programs.
- Make recommendations to ODOT regarding special funding opportunities and programs.
- Advance the priorities of the OTC as stated in the Strategic Action Plan, OTP, and other OTC approved strategies and plans.
- Communicate and coordinate Regional priorities with other organizations, including the following:
 - Other ODOT Regions and ACTs
 - Metropolitan Planning Organizations (MPOs)
 - Regional Solutions Teams (RST)
 - Regional Partnerships and Regional Investment Boards
 - ODOT advisory committees
- Consider all modes and aspects of the Transportation System in formulating recommendations, taking into account the provision of elements and connections between air, marine, rail, highway, trucking, transit, bicycle, and pedestrian facilities.
- Consider climate and accessibility implications when making recommendations and balance other objectives such as safety, mobility, accessibility, livability, health, and state of good repair.

Optional Activities of the <<Name of ACT>>

In addition to the above, <<Name of ACT>> may choose to provide advice on activities such as:

- ODOT corridor plans or local Transportation System Plans (TSPs) that contain projects of Regional significance (e.g. a new highway bypass).
- OTC and ODOT investment strategies, investments, projects and policies for other programs and categories that have advisory committees or processes in place.
- Special circumstances or opportunities as applicable. Examples include STIP Fix-It, Enhance, Active and Public Transportation, Safe Routes to School or others such as Federal Lands Access Program, and ConnectOregon.
- Describe other transportation related policy or funding issues relevant to the ACT that would benefit from the coordinated committee discussion afforded by the ACT structure.

Roles and Processes between Members, Agencies, ODOT, and the OTC

The <<Name of ACT>> shall interact with the OTC, ODOT, and other federal, state and local agencies to carry out the specified roles and responsibilities.

- ODOT staff shall provide the ACT with financial assistance, training opportunities, guidance, and technical support.
- ODOT assigns a senior manager as an ODOT representative and a voting member of the ACT who is responsible for conveying information both to and from the ACTs as necessary to complete the feedback loop as described in the OTC Policy on Formation and Operations of the ACTs.
- The OTC will designate two OTC commissioners as liaisons to the ACTs to facilitate communication between the OTC and the ACTs. The OTC will carefully consider recommendations from the ACTs and provide feedback.
- The OTC has responsibility for setting ACT expectations and approving ACT Charters and Work Plans.

For additional information on the OTC and ODOT staff roles and responsibilities, see the [ACT Policy on Formation and Operations of the Area Commissions on Transportation](#) (add hyperlink).

3. Membership & Structure

3.1 Membership Roles & Responsibilities

- **Chairs/Co Chairs/Vice Chair:** Provide leadership to the committee, helping to facilitate conversations and ensure committee delivers the requirements captured in its scope and workplan. Works in close coordination with ODOT liaison.
- **Members:** Responsible for attending meetings, reviewing materials in advance as appropriate and responding to inquiries from fellow committee members and ODOT liaison. Responsible for bringing forth the perspectives they represent in their committee role, if applicable, not solely personal opinion.
- **ODOT Liaison:** Member of ODOT staff who is responsible for maintaining the connection between the committee, the agency and the OTC, as outlined in scope above. Coordinates with committee leadership to ensure committee work is focused on mission and agency needs and within committee scope while also enabling the committee to work issues the committee determines are important.

Outline how the committee will be staffed and supported, whether there is a facilitator, and the responsibility of each role.

3.2 Terms of Membership

A. Geographic Coverage

Describe ACT boundaries, regional issues and geographic community of interest regarding the state transportation system and coordination with existing regional intergovernmental relationships (populations, economy, land use, infrastructure needs, contiguous boundaries, commute sheds, political and programmatic interests, and collaborative opportunities.)

B. Membership

Define roles and representation for each member of the committee, such as mode, region, expertise, etc., if applicable. Include whether members are appointed or by application and any term limits for each role.

Describe the ACT membership, including:

- How the ACT considers representation of all modes and aspects of the Transportation System in their membership selection.
- How members represent the numerous interests within the ACT area boundary related to the management of transportation issues and priorities.
- How the ACT will provide for a wide solicitation for non-elected membership and specify the solicitation process used. (See the Policy on Formation and Operation of the ACTs for details.)
- Specify officers and terms of office.
- Indicate whether alternates are allowed.
- A list of all members, including the representation and voting status of each member and the total number of members. (Use table below.)

<<Name of ACT>> Membership

Name	Role	Representing
	Chair	
	Vice Chair	
	ODOT Representative	
	Team Member	
	Team Member	
	Team Member	
	Team Member	
	Team Member	
	Team Member	
	Team Member	
	Team Member	
	ODOT Support Staff	
	MPO/other Support	

Each member must make a good faith effort to prepare for and attend each meeting. If a member is unable to attend a scheduled meeting, the member is responsible for ensuring any assignments are completed and any input on discussion topics is submitted to the facilitator prior to the meeting, to be considered during the meeting.

Members should maintain an ongoing commitment to regularly attending meetings; if a member is unable to maintain attendance, consideration should be given to change in membership (e.g. swap primary and alternate, find new member entirely, etc.).

Committee Appointments

- If not identified in statute, rule or executive order, committee size and representations shall be identified in the charter.

- Committee members shall identify desired perspectives for any vacant member role, beyond minimum statutory requirements.
- When a member role must be filled by a representative from another committee, other agency or jurisdiction, that committee, agency or jurisdiction shall nominate a person for consideration.
- For at-large members or governor-appointed committees, interested people may apply.
- ODOT committee liaison in consultation with the Chair and the Division Administrator/Appointing Authority will review nominations/applications and make recommendations to the Director.
- For Governor-appointed committees, the ODOT Director provides a recommendation to the Governor for final approval.
 - For ODOT committees, the Division Administrator makes the final appointment unless otherwise stated in guiding documents.

3.3 Structure

Recommendations provided to the Oregon Department of Transportation or Oregon Transportation Commission must be majority-based at a minimum and are ideally consensus-based. Dissenting opinions can be noted but must be identified as such.

Describe the ACT structure, including:

- Collaboration and partnerships with various regional agencies and interest groups.
- Establishment and/or use of ad hoc subgroups such as technical advisory committees (TACs), executive or steering committees, or other advisory groups. (Briefly explain their role as it relates to the ACT responsibilities.)
- Operating Procedures
- Decision Making (Include whether a quorum is required and whether the committee uses consensus decision-making)
- How advice from the committee is brought back to the Oregon Transportation Commission or agency

3.4 Workgroups, Subcommittees and Technical Teams

Committees may form workgroups, sub-committees, and/or technical teams as necessary to advance topic-specific discussions and recommendations. Sub-groups utilized should be time-bound and follow all standard protocols and practices as the Advisory Committee itself.

Outline any plans to form workgroups, subcommittees, and/or technical teams for the committee, including their goals, roles, responsibilities, and meeting schedule (virtual or in-person).

3.5 Compensation (EECP, HB2992)

Governor-appointed committees are subject to HB2992 guidelines (daily rate). ODOT-formed committees can utilize the Equitable Engagement Compensation Program (EECP; hourly rate). Note here which, if any, applies to your committee.

For governor-appointed committees:

Members are eligible for compensation for their time serving on the committee, including time spent reviewing agendas and materials provided in advance, time spent outside of meetings conferring with the facilitators, and time spent in the meetings.

For committees that can utilize the Equitable Engagement Compensation Program (EECP):

Committee members are eligible for compensation for their time serving on the committee through an incentive or stipend. However, they are not entitled to compensation for travel, childcare, food, or any other expenses unrelated to their participation in the committee or group.

Stipends are payments to individuals for their participation on formal advisory committees or groups that meet two or more times. Stipends may be used for committees or groups that advise the department on projects, plans, policies, rulemaking, etc.

4. Meetings

4.1 Public Meetings & Notices

Committee meetings are considered public meetings. ODOT ensures that meetings are open to the public and accessible. Notice of the meetings, agendas, and meeting materials will be posted in advance of meetings on the committee website.

If there are additional ways to notify of meetings, i.e. ODOT GovDelivery notice, committee mailing list, list them.

4.2 Meeting Cadence, Schedule and Location

All Advisory Committee meetings shall adhere to the provisions of Oregon Public Meetings Law (ORS 192.610-690) and provide notice to the public regarding the dates, times and locations of all meetings.

What is the cadence of the committee meetings? Where is the schedule of meetings posted? Where will meetings be held? Will they be virtual, hybrid or in-person?

Is cadence included in creation documents (statutes, etc.)? Outside of that, cadence will be determined by committee, balancing staff availability, scheduling, topics for the year, considering the workplan items.

4.3 Code of Conduct

ODOT has developed a Code of Conduct for all advisory committees to use, attached to this charter as an addendum.

5. Conflicts of Interest

Committee members agree to discuss and make recommendations only when they do not have an actual or potential conflict of interest. A “conflict of interest” is defined as:

Any action or any decision or recommendation by a person acting in a capacity as a public official or media representative, the effect of which could be to the private monetary benefit or detriment of the person or the person’s relative, or a business with which the person or the person’s relative is associated.

Members agree that should such a conflict of interest arise, they will immediately notify the facilitator and abstain from recommendations on that agenda item.

6. Work Plan

The committee maintains a work plan that meets the needs of the committee’s purpose and scope. The work plan guides agenda development and keeps the overall process on track. The chairs/co-chairs, facilitator and ODOT staff will work collaboratively with the committee to adjust the plan as needed.

7. Communication

7.1 Correspondence

Members are encouraged to share opinions and ask questions during committee meetings to ensure full discussions with multiple viewpoints. Questions between meetings may be submitted to the facilitator, and responses may be sent to the entire <<Name of ACT>> membership.

Members recognize that all emails sent to ODOT related to this committee are considered public records and may be made available upon an information request.

7.2 Media Interaction

If any committee member receives a request from the media, they should immediately notify the committee chair, ODOT Liaison and the facilitator. The ODOT Liaison will share these with the ODOT Communications manager to handle. These requests are time-sensitive and should be considered a priority. Communications staff will handle all interactions with media personnel. In the event that a response from the committee is appropriate, the Communications staff will:

- Get in contact with the reporter to ask for more information about the subject and intent of the story.
- Identify a timeline in line with reporter’s deadline.
- Identify who will manage the agency’s response to the request.
- Identify spokespeople who will answer the questions on behalf of the agency.
- Staff the interview, taking notes and ensuring we follow up on any requests or opportunities.

Members may speak with the media directly, but only as an individual and not on behalf of the committee or ODOT, nor should they characterize the points of view of other members.

7.3 Legislative Interaction

- Advisory Committees are extensions of the Oregon Department of Transportation and/or the Oregon Transportation Commission and therefore do not provide recommendations directly to the Legislative body.
- ODOT's Government Relations Section functions as the primary touchpoint for elected tribal leaders, federal and state lawmakers, legislative staff (including professional staff), and lobbyists for the Department.
- If an Advisory Committee desires to engage directly in the legislative process (i.e. take a position on a measure, advocate for specific provisions or language, support or oppose a funding request, etc.), committee members must work with ODOT's Government Relations Section to ensure adherence to agency and enterprise processes and alignment with the Governor's agenda. For purposes of this process, ODOT advisory committees are an extension of ODOT.
 - Except for bills introduced by an executive branch agency and items included in the Governor's Budget, executive branch agencies have "no position" on measures and budget requests unless express approval is granted.
 - The Governor's Office has a defined process for seeking express approval to take a position (of support or opposition) on a measure or budget request.
 - If an Advisory Committee wishes to take a position, please submit that request through ODOT Government Relations.
 - If an Advisory Committee wishes to engage the legislative process without taking a position, please work with ODOT Government Relations.
- Be careful not to represent yourself as a spokesperson for the Advisory Committee without the Department's and the Governor's prior consent and approval.
- If taking a *personal* position on a measure being considered by the legislature, you may not indicate the position is on behalf of the Advisory Committee, ODOT, or the Governor. You may note your membership on the Advisory Committee and clarify you are speaking on behalf of yourself and not on behalf of the Advisory Committee, ODOT, or the Governor.

For example, if you were testifying in committee on a bill you may say: *For the record, my name is Jane Doe and I serve as a member of ODOT's Public Transportation Advisory Committee. I am speaking on behalf of myself and my community and am I not representing the views of the Advisory Committee or the agency.*

7.4 Photography and Recording

Committee meetings are open to the public. Members may be video recorded, audio recorded, live-streamed, and/or photographed during the committee meetings. Zoom meetings are recorded and posted on the project homepage as official records of the meetings. Photographic images from committee meetings may be used by ODOT in outreach materials provided to the public. Any member with specific concerns about this should notify the facilitator.

7.5 Public Meetings and Records

ODOT will conduct committee meetings under the provisions of Oregon Public Meetings Law (ORS 192.610-690) and provide notice to the public regarding the dates, times and locations of all meetings.

All records of the committee, including formal documents, discussion drafts, meeting summaries and exhibits, are public records. Communications among members related to the subject matter of the committee should not be treated as confidential and may be subject to public records requests. "Communications" refers to all statements and statements made during meetings, memoranda, work projects, records, documents or materials developed to fulfill the charge, including electronic mail correspondence by and among the members. The personal private notes of individual members taken at public meetings might be considered public to the extent they "relate to the conduct of the public's business" (ORS 192.41 0(4)).

8. Agreement and Adoption

By their signature, the parties below adopt and agree to abide by this Charter.

Members

Name	Organization/Affiliation	Signature
Example 1	Example	
Example 2	Example	

*Denotes Interim

ODOT Staff & Consultants

Name	Organization/Affiliation	Signature
Example 1	Example	
Example 2	Example	

Appendix A: ODOT Advisory Committee Code of Conduct

Purpose:

To achieve their mission, each advisory committee meeting should be an open forum where members feel safe sharing their values and viewpoints and all opinions are respected.

This Code of Conduct policy sets expectations to guide advisory committee members in their actions during and outside of advisory committee meetings. This policy establishes options for managing conflict and a process for addressing unacceptable behavior.

Code of Conduct:

During Advisory Committee Meetings

- Communicate in a respectful and professional manner
- Be present and stay engaged; hold oneself accountable
- Respect physical and verbal boundaries
- Build positive relationships; assume best intentions
- Respect and share time (be conscious of time: help stick to it or negotiate for more)
- Act in the best interest of the advisory committee's agreed-upon purpose
- Create opportunities for everyone to speak – “Step In, Step Out”
- Everyone's voice is equal and matters: speak your truth, honor courage and vulnerability
- Exercise tolerance of the perspectives and opinions of others (Avoid personal comments that are intended to, or could reasonably be construed to, offend others)

Outside of Advisory Committee Meetings

- Communicate in a respectful manner
- Limit discourse outside of meetings
- Discuss topic areas thoughtfully rather than attacking individual behaviors (deal with issues, not people)
- Be aware of the public nature of written notes, calendars, voicemail messages, and e-mail – advisory committee work (in and out of meetings) is part of public record
- Make no promises on behalf of the advisory committee in unofficial settings

Managing Meetings:

Advisory committee Chairs play an important role in ensuring these public meetings are open to all those who wish to participate in a respectful and constructive manner.

ODOT advisory committee staff, whether a member of the advisory committee, should encourage members to participate by establishing and maintaining open and constructive meetings and partner with the advisory committee Chair.

To encourage respectful dialogue and meeting efficiency, ODOT advisory committee staff and advisory committee Chair should ensure meetings be conducted with the following actions:

Maintain control	Set clear expectations of time allotment and goals.
Keep to the agenda	Note when discussion has wandered away from the agenda topic and get back to the agenda item when necessary.
Encourage full participation	Ensure a respectful and safe environment for everyone to participate; free of insults, disrespect, yelling or other inappropriate behavior.
Discourage time monopolizing	Some members may monopolize time and discourage others from participation. The Chair should discourage this behavior and encourage quieter members to participate by allotting them time to speak.
Weigh all contributions and summarize discussion points	It is important to recognize all participation and consider all contributions. The Chair should note all the viewpoints and summarize impartially before any decisions are made.
Keep calm with strong leadership	Advisory committee Chairs are considered leaders and others look to them to stay calm and provide fairness to all members.

Addressing Unacceptable Behavior:

During Advisory Committee Meetings

Advisory committee Chairs and ODOT advisory committee staff should follow the steps below when addressing unacceptable behavior during advisory committee meetings. Advisory committee members may also assume this responsibility:

- 1 Redirect** Redirecting discussions back to the agenda topic may prevent escalated behavior and language.
- 2 Verbal warning** Any member or attendee acting inappropriately will be notified by the ODOT advisory committee staff or advisory committee Chair of such with a verbal warning.
- 3 Asked to leave meeting** Following a verbal warning, anyone who continues acting inappropriately will be asked by ODOT advisory committee staff or advisory committee Chair to leave the meeting for the remainder of the meeting.
- 4 Written warning** A written warning from ODOT advisory committee staff or advisory committee Chair will be issued to anyone who is asked to leave a meeting or is found to behave inappropriately toward an advisory committee member or other participant(s).
- 5 Warning of removal from advisory committee** ODOT advisory committee staff or advisory committee Chair may issue a warning of advisory committee termination to any member who continuously behaves inappropriately during or outside of meetings resulting in more than two written warnings in a span of 12 months.
- 6 Removal from advisory committee** The ODOT advisory committee staff and the advisory committee Chair should consult regarding removal of any advisory committee member who behaves inappropriately. This decision will be based on the severity and/or frequency of behavior resulting in written warnings.

Outside of Advisory Committee Meetings

In instances where inappropriate behavior associated with the advisory committee has occurred to anyone affiliated with the advisory committee (members, staff, the public, presenters), the following steps should be taken to address this behavior:

- 1 **Verbal warning** Any member or attendee acting inappropriately will be notified by ODOT advisory committee staff or advisory committee Chair with a verbal warning that their behavior is offensive or inappropriate.
- 2 **Warning of removal from advisory committee** A written warning from ODOT advisory committee staff or advisory committee Chair will be issued to anyone who has engaged in unacceptable behavior toward an advisory committee member or advisory committee meeting participants outside of the meeting whether in person, via email or other methods.
- 3 **Written warning** The ODOT advisory committee staff or advisory committee Chair will issue a warning of advisory committee termination to any member who continues behavior after initial warning.
- 4 **Removal from advisory committee** The ODOT advisory committee staff and the advisory committee Chair should consult regarding removal of any advisory committee member who behaves inappropriately. This decision will be based on the severity and/or frequency of behavior resulting in written warnings.

Reporting:

Anyone witnessing or experiencing inappropriate behavior related to advisory committee activities may wish to discuss informally with advisory committee Chair or ODOT advisory committee staff and may wish to resolve the issue personally. Advisory committee Chairs and ODOT advisory committee staff should be available to anyone wishing to discuss concerning behavior.

Advisory committee Chairs should make themselves easily approachable and available for anyone who wishes to discuss concerning behavior or incidents. Advisory committee Chairs will determine if and when inappropriate behavior has occurred and work closely with advisory committee staff to determine appropriate next steps and communicate with those parties involved. It is understandable that some actions or behavior may need additional exploration for determining if action is needed and advisory committee Chairs will work closely with ODOT advisory committee staff to make the most informed decision.

Behavior that is considered unacceptable toward anyone associated with advisory committees should be reported as soon as possible to the designated individual(s) such as ODOT advisory committee staff or advisory committee Chair. Any member of the advisory committee, public, staff, or presenters should report inappropriate or offensive behavior as soon as possible.

Reporting Inappropriate Behavior

Reports of inappropriate behavior can be made by phone, email, or in person (and can be made into formal record or not) to ODOT advisory committee staff or advisory committee Chair. If individuals feel comfortable doing so, it is recommended to document as many details as

possible including related statements, physical actions, or other details as soon as possible after the incident. Reports of such behavior should be made to the ODOT advisory committee staff and include the advisory committee Chair and staff if they are not involved in the incident. Any incidents that involved the ODOT advisory committee staff, advisory committee Chair and other staff should be reported to the ODOT appointing authority(ies) related to the advisory committee.

The report should contain the following:

- Names of all parties involved, including witnesses.
- Date(s), time(s), and locations of occurrence(s).
- Specific and detailed account of conduct that is believed to be inappropriate or offensive.
- Related screenshots, recordings, or other documents.

Responding to a Report of Inappropriate Behavior

The following steps should be completed when responding to a report or following an event:

- Provide specific information to facilitate understanding of what actions were deemed inappropriate.
- Offer resources or training to support the individual in addressing inappropriate behavior.
- Provide information on next steps if the actions occur again.
- Be made aware of any retaliation that occurs.
- Dismiss member, if necessary, by following the process described in the advisory committee's charter, bylaws or other guiding documents.
- Report back to those who filed the initial report or to the group if deemed appropriate.



Background: The Strategic Review undertaken by ODOT in 2024 recommended the agency review advisory committees' protocols and develop a consistent process of creating, expectation-setting, and supporting advisory committees. The desired outcome is that advisory committees are managed in a consistent and coordinated approach, with clear processes to establish, review, and abolish committees as well as clear expectations and consistent staff support. One of those outcomes is the creation of a charter template.

Directions: Use this template to guide your advisory committee through either the development of an initial charter or the revision of an existing charter. Use the content in the template to guide the development of each section.

Current charter or bylaws documents may already include a lot of this information; if so, this may be a reorganization of those materials. In some cases, the template offers additional opportunities for context to closer align advisory committees.

- After you have created this template document from the ‘ODOT – Advisory Committee Workgroup’ Teams channel, you need to save it in the location that works best for your advisory committee.
- Black type is template language, often providing explanation, guidance or resources for charter development. This language should not be removed in the interest of context. **Green** type is where you should insert the name of your committee (and, thereafter, the acronym) and provide information specific to your advisory committee.
 - Fill it out with the known information from existing documents and identify any gaps or contradictions. These may be areas of conversation for your committee to consider. We would also appreciate your feedback.
- When your committee has approved its updated charter, please make sure to post a PDF of it on your public-facing website and let the ACAC facilitator know for our records.

Lower John Day ACT Charter

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1. Overview and Background

This Charter lays out the charge, scope, and expectations for the [Lower John Day Area Commission on Transportation \(LJDACT\)](#). It identifies the ways in which the [Lower John Day ACT](#) operates, including structure and processes to reach agreement on decisions or recommendations, and meeting protocols. This charter guides the work and conduct of the [Lower John Day ACT](#) to create and maintain an authentic, open and equitable deliberation and public engagement process.

The jurisdictions and stakeholders representing Gilliam, Sherman, Wasco and Wheeler County and the Confederated Tribes of Warm Springs Reservation and the respective Cities of Arlington, Condon, Lonerock, Fossil, Grass Valley, Moro, Rufus, Wasco, Antelope, Dufur, Maupin, Mosier, Shaniko, The Dalles, Fossil, Mitchell, Spray were granted a Charter by the Oregon Transportation Commission (OTC), establishing the Lower John Day Area Commission on Transportation (LJDACT) on April 20, 2000.

2. Committee Role: Core Purpose and Function

[LJDACT](#) is advisory to the Oregon Transportation Commission and ODOT, providing advice on [transportation infrastructure, capital investments, project prioritization, and state and regional policies affecting the Lower John Day Area](#).

The [LJDACT](#) is advisory to the Oregon Department of Transportation and Oregon Transportation Commission on current and future regional transportation issues impacting the state system. The ACT is responsible for seeking public input and making recommendations to the OTC regarding perspectives within their area related to policies, funding, investments, system operations and projects.

. At a minimum, [LJDACT](#) shall perform the following:

- Provide a forum for understanding and discussing transportation issues amongst transportation partners.
- Provide opportunities for all members to provide updates on relevant and timely topics, project status, projects likely to be funded, project in design phase and those in construction.
- Establish a public involvement process that is consistent with state and federal laws, regulations, and policies.
- Inform the development and implementation of the Oregon Transportation Plan (OTP) and associated mode and topic plans.
- Identify regional considerations, needs, opportunities, and priorities specific to the geography of the [LJDACT](#) and in consideration of locally adopted plans to inform ODOT's Capital Investment Plan.
- Develop, implement and regularly update a two-year Work Plan following the established format including expectations of the OTC and ODOT, with the flexibility

to identify interest areas and priorities specific to the ACT.

- Provide recommendations to the OTC regarding program funding allocations for various investment programs.
- Make recommendations to ODOT regarding special funding opportunities and programs.
- Advance the priorities of the OTC as stated in the Strategic Action Plan, OTP, and other OTC approved strategies and plans.
- Communicate and coordinate Regional priorities with other organizations, including the following:
 - Other ODOT Regions and ACTs
 - Metropolitan Planning Organizations (MPOs)
 - Regional Solutions Teams (RST)
 - Regional Partnerships and Regional Investment Boards
 - ODOT advisory committees
- Consider all modes and aspects of the Transportation System in formulating recommendations, taking into account the provision of elements and connections between air, marine, rail, highway, trucking, transit, bicycle, and pedestrian facilities.
- Consider climate and accessibility implications when making recommendations and balance other objectives such as safety, mobility, accessibility, livability, health, and state of good repair.

Optional Activities of the **LJDACT**

In addition to the above, **LJDACT** may choose to provide advice on activities such as:

- ODOT corridor plans or local Transportation System Plans (TSPs) that contain projects of Regional significance (e.g. a new highway bypass).
- OTC and ODOT investment strategies, investments, projects and policies for other programs and categories that have advisory committees or processes in place.
- Special circumstances or opportunities as applicable. Examples include STIP Fix-It, Enhance, Active and Public Transportation, Safe Routes to School or others such as Federal Lands Access Program, and ConnectOregon.
- Describe other transportation related policy or funding issues relevant to the ACT that would benefit from the coordinated committee discussion afforded by the ACT structure.

Roles and Processes between Members, Agencies, ODOT, and the OTC

The **LJDACT** shall interact with the OTC, ODOT, and other federal, state and local agencies to carry out the specified roles and responsibilities.

- ODOT staff shall provide the ACT with financial assistance, training opportunities, guidance, and technical support.
- ODOT assigns a senior manager as an ODOT representative and a voting member of the ACT who is responsible for conveying information both to and from the ACTs as necessary to complete the feedback loop as described in the OTC Policy on Formation and Operations of the ACTs.

- The OTC will designate two OTC commissioners as liaisons to the ACTs to facilitate communication between the OTC and the ACTs. The OTC will carefully consider recommendations from the ACTs and provide feedback.
- The OTC has responsibility for setting ACT expectations and approving ACT Charters and Work Plans.

For additional information on the OTC and ODOT staff roles and responsibilities, see the [ACT Policy on Formation and Operations of the Area Commissions on Transportation](#) (add hyperlink).

3. Membership & Structure

3.1 Membership Roles & Responsibilities

- **Chairs/Co Chairs/Vice Chair:** Provide leadership to the committee, helping to facilitate conversations and ensure committee delivers the requirements captured in its scope and workplan. Works in close coordination with ODOT liaison and facilitates the ACT meetings.
- **Members:** Responsible for attending meetings, reviewing materials in advance as appropriate and responding to inquiries from fellow committee members and ODOT liaison. Responsible for bringing forth the perspectives they represent in their committee role, if applicable, not solely personal opinion.
- **ODOT Liaison:** Member of ODOT staff who is responsible for maintaining the connection between the committee, the agency and the OTC, as outlined in scope above. Coordinates with committee leadership to ensure committee work is focused on mission and agency needs and within committee scope while also enabling the committee to work issues the committee determines are important.

3.2 Terms of Membership

A. Geographic Coverage

LJDACT serves the Gilliam, Sherman, Wasco, Wheeler County and Warm Springs Reservation area of Oregon. These four counties, along with the cities, Confederated Tribes of Warm Springs and other stakeholders in the area, make up a community of interest dealing with similar transportation issues. The region is interconnected by its predominantly agricultural economy and by common transportation facilities and services of highway, rail and river transport. There are approximately 31,000 people in the LJD area, spread across almost 7,000 square miles. This four county area is also generally coincidental with the boundaries of ODOT’s Maintenance & Operations District 9 within Region 4. The small population and rural setting pose a unique set of transportation issues for the LJDACT.

B. Membership

Name	Role	Representing
	Chair	
	Vice Chair	
	ODOT Representative	
	Team Member	
	Team Member	
	Team Member	
	Team Member	
	Team Member	
	Team Member	
	Team Member	
	Team Member	
vacant	ODOT Support Staff	
	MPO/other Support	

Each member must make a good faith effort to prepare for and attend each meeting. If a member is unable to attend a scheduled meeting, the member is responsible for ensuring any assignments are completed and any input on discussion topics is submitted to the facilitator prior to the meeting, to be considered during the meeting.

Members should maintain an ongoing commitment to regularly attending meetings; if a member is unable to maintain attendance, consideration should be given to change in membership (e.g. swap primary and alternate, find new member entirely, etc.).

Committee Appointments

- If not identified in statute, rule or executive order, committee size and representations shall be identified in the charter.
- Committee members shall identify desired perspectives for any vacant member role, beyond minimum statutory requirements.
- When a member role must be filled by a representative from another committee, other agency or jurisdiction, that committee, agency or jurisdiction shall nominate a person for consideration.
- For at-large members or governor-appointed committees, interested people may apply.
- ODOT committee liaison in consultation with the Chair and the Division Administrator/Appointing Authority will review nominations/applications and make recommendations to the Director.
- For Governor-appointed committees, the ODOT Director provides a recommendation to the Governor for final approval.
 - For ODOT committees, the Division Administrator makes the final appointment unless otherwise stated in guiding documents.

3.3 Structure

Recommendations provided to the Oregon Department of Transportation or Oregon Transportation Commission must be majority-based at a minimum and are ideally consensus-based. Dissenting opinions can be noted but must be identified as such.

- **Quorum**

At least 50% attendance of voting members will constitute a quorum. Any vacant or unfilled voting member positions will not be counted towards determining the quorum.

- **Decision Making**

The Lower John DayLJDACT will use a consensus decision-making process and will foster a collaborative approach to problem solving. Consensus means that all members agree to support the decision. Members may choose not to block the consensus even though they do not agree with a decision. Members are encouraged to voice and have recorded all viewpoints. Once a consensus decision has been reached, all members agree to support that decision.

Sufficient time will be provided for members to seek advice from constituents, agencies, or other experts, when desired, before a decision is adopted. All members present at the meeting are included in the consensus process. Any member may abstain from the consensus and may request to be acknowledged as abstaining in any publication of the consensus. Abstaining is a choice not to block or to support the decision.

If any member feels the need to stand in the way of consensus on a decision, he/she will explain his or her concerns with the proposed decision to the group, and the group will make every attempt to understand the concern and the underlying interests. The group may decide to designate the issue to a working group for further exploration, development or recommendation for the full group.

If the majority is unable to reach consensus with any of the approaches above, and if a majority of the group feels it is important to reach a decision on the issue in controversy, the group will vote and record the majority and minority views. It is the intent of the LJDACT to use the voting system infrequently so as not to turn the work of the LJDACT into one of gathering votes rather than working collaboratively to find solutions.

- **Officers**

- Every two years a Chair and Vice Chair shall be nominated, at any time, among the 4 County representatives, and endorsed by the voting membership. The Chair will work with support staff to prepare LJDACT meeting agendas, and shall preside at all meetings that he / she attends to and shall be responsible for helping the group adhere to operating guidelines. The Chairperson will conduct all meetings in a productive manner, respectful of the need for all interests and concerns to be raised. The Vice Chair shall assume duties of the Chair in his or her absence, and ODOT Area Manager or designee shall assume the duties of the Chair in the absence both the Chair and Vice Chair.

- **Staff Support**

Staff support will be provided by ODOT and/or staff from one of the four Counties, in any manner acceptable to LJDACT, ODOT, and the currently designate County. ODOT contributes as needed financially in amounts determined by the Region 4 Manager to LJDACT for associated County staff costs, and makes available ODOT staff directly for technical support.

- **Technical Assistance**

LJDACT may select and make use of technical advisory committee(s) as needed. Existing technical advisory groups are used as much as possible. All Road Masters, Public Works Officials, and appropriate ODOT staff are encouraged to attend all the meetings of the ACT.

3.4 Workgroups, Subcommittees and Technical Teams

Committees may form workgroups, sub-committees, and/or technical teams as necessary to advance topic-specific discussions and recommendations. Sub-groups utilized should be time-bound and follow all standard protocols and practices as the Advisory Committee itself.

Outline any plans to form workgroups, subcommittees, and/or technical teams for the committee, including their goals, roles, responsibilities, and meeting schedule (virtual or in-person).

3.5 Compensation (EECP, HB2992)

Governor-appointed committees are subject to HB2992 guidelines (daily rate). ODOT-formed committees can utilize the Equitable Engagement Compensation Program (EECP; hourly rate). Note here which, if any, applies to your committee.

For governor-appointed committees:

Members are eligible for compensation for their time serving on the committee, including time spent reviewing agendas and materials provided in advance, time spent outside of meetings conferring with the facilitators, and time spent in the meetings.

For committees that can utilize the Equitable Engagement Compensation Program (EECP):

Committee members are eligible for compensation for their time serving on the committee through an incentive or stipend. However, they are not entitled to compensation for travel, childcare, food, or any other expenses unrelated to their participation in the committee or group.

Stipends are payments to individuals for their participation on formal advisory committees or groups that meet two or more times. Stipends may be used for committees or groups that advise the department on projects, plans, policies, rulemaking, etc.

4. Meetings

4.1 Public Meetings & Notices

Committee meetings are considered public meetings. ODOT ensures that meetings are open to the public and accessible. Notice of the meetings, agendas, and meeting materials will be posted in advance of meetings on the committee website.

If there are additional ways to notify of meetings, i.e. ODOT GovDelivery notice, committee mailing list, list them.

4.2 Meeting Cadence, Schedule and Location

All Advisory Committee meetings shall adhere to the provisions of Oregon Public Meetings Law (ORS 192.610-690) and provide notice to the public regarding the dates, times and locations of all meetings.

What is the cadence of the committee meetings? Where is the schedule of meetings posted? Where will meetings be held? Will they be virtual, hybrid or in-person?

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- If an Advisory Committee wishes to engage the legislative process without taking a position, please work with ODOT Government Relations.
- Be careful not to represent yourself as a spokesperson for the Advisory Committee without the Department's and the Governor's prior consent and approval.
- If taking a *personal* position on a measure being considered by the legislature, you may not indicate the position is on behalf of the Advisory Committee, ODOT, or the Governor. You may note your membership on the Advisory Committee and clarify you are speaking on behalf of yourself and not on behalf of the Advisory Committee, ODOT, or the Governor.

For example, if you were testifying in committee on a bill you may say: *For the record, my name is Jane Doe and I serve as a member of ODOT's Public Transportation Advisory Committee. I am speaking on behalf of myself and my community and am I not representing the views of the Advisory Committee or the agency.*

7.4 Photography and Recording

Committee meetings are open to the public. Members may be video recorded, audio recorded, live-streamed, and/or photographed during the committee meetings. Zoom meetings are recorded and posted on the project homepage as official records of the meetings. Photographic images from committee meetings may be used by ODOT in outreach materials provided to the public. Any member with specific concerns about this should notify the facilitator.

7.5 Public Meetings and Records

ODOT will conduct committee meetings under the provisions of Oregon Public Meetings Law (ORS 192.610-690) and provide notice to the public regarding the dates, times and locations of all meetings.

All records of the committee, including formal documents, discussion drafts, meeting summaries and exhibits, are public records. Communications among members related to the subject matter of the committee should not be treated as confidential and may be subject to public records requests. "Communications" refers to all statements and statements made during meetings, memoranda, work projects, records, documents or materials developed to fulfill the charge, including electronic mail correspondence by and among the members. The personal private notes of individual members taken at public meetings might be considered public to the extent they "relate to the conduct of the public's business" (ORS 192.41 0(4)).

8. Agreement and Adoption

By their signature, the parties below adopt and agree to abide by this Charter.

Members

Name	Organization/Affiliation	Signature
Example 1	Example	
Example 2	Example	

*Denotes Interim

ODOT Staff & Consultants

Name	Organization/Affiliation	Signature
Example 1	Example	
Example 2	Example	

Appendix A: ODOT Advisory Committee Code of Conduct

Purpose:

To achieve their mission, each advisory committee meeting should be an open forum where members feel safe sharing their values and viewpoints and all opinions are respected.

This Code of Conduct policy sets expectations to guide advisory committee members in their actions during and outside of advisory committee meetings. This policy establishes options for managing conflict and a process for addressing unacceptable behavior.

Code of Conduct:

During Advisory Committee Meetings

- Communicate in a respectful and professional manner
- Be present and stay engaged; hold oneself accountable
- Respect physical and verbal boundaries
- Build positive relationships; assume best intentions
- Respect and share time (be conscious of time: help stick to it or negotiate for more)
- Act in the best interest of the advisory committee's agreed-upon purpose
- Create opportunities for everyone to speak – “Step In, Step Out”
- Everyone's voice is equal and matters: speak your truth, honor courage and vulnerability
- Exercise tolerance of the perspectives and opinions of others (Avoid personal comments that are intended to, or could reasonably be construed to, offend others)

Outside of Advisory Committee Meetings

- Communicate in a respectful manner
- Limit discourse outside of meetings
- Discuss topic areas thoughtfully rather than attacking individual behaviors (deal with issues, not people)
- Be aware of the public nature of written notes, calendars, voicemail messages, and e-mail – advisory committee work (in and out of meetings) is part of public record
- Make no promises on behalf of the advisory committee in unofficial settings

Managing Meetings:

Advisory committee Chairs play an important role in ensuring these public meetings are open to all those who wish to participate in a respectful and constructive manner.

ODOT advisory committee staff, whether a member of the advisory committee, should encourage members to participate by establishing and maintaining open and constructive meetings and partner with the advisory committee Chair.

To encourage respectful dialogue and meeting efficiency, ODOT advisory committee staff and advisory committee Chair should ensure meetings be conducted with the following actions:

Maintain control	Set clear expectations of time allotment and goals.
Keep to the agenda	Note when discussion has wandered away from the agenda topic and get back to the agenda item when necessary.
Encourage full participation	Ensure a respectful and safe environment for everyone to participate; free of insults, disrespect, yelling or other inappropriate behavior.
Discourage time monopolizing	Some members may monopolize time and discourage others from participation. The Chair should discourage this behavior and encourage quieter members to participate by allotting them time to speak.
Weigh all contributions and summarize discussion points	It is important to recognize all participation and consider all contributions. The Chair should note all the viewpoints and summarize impartially before any decisions are made.
Keep calm with strong leadership	Advisory committee Chairs are considered leaders and others look to them to stay calm and provide fairness to all members.

Addressing Unacceptable Behavior:

During Advisory Committee Meetings

Advisory committee Chairs and ODOT advisory committee staff should follow the steps below when addressing unacceptable behavior during advisory committee meetings. Advisory committee members may also assume this responsibility:

- 1 **Redirect** Redirecting discussions back to the agenda topic may prevent escalated behavior and language.
- 2 **Verbal warning** Any member or attendee acting inappropriately will be notified by the ODOT advisory committee staff or advisory committee Chair of such with a verbal warning.
- 3 **Asked to leave meeting** Following a verbal warning, anyone who continues acting inappropriately will be asked by ODOT advisory committee staff or advisory committee Chair to leave the meeting for the remainder of the meeting.
- 4 **Written warning** A written warning from ODOT advisory committee staff or advisory committee Chair will be issued to anyone who is asked to leave a meeting or is found to behave inappropriately toward an advisory committee member or other participant(s).
- 5 **Warning of removal from advisory committee** ODOT advisory committee staff or advisory committee Chair may issue a warning of advisory committee termination to any member who continuously behaves inappropriately during or outside of meetings resulting in more than two written warnings in a span of 12 months.
- 6 **Removal from advisory committee** The ODOT advisory committee staff and the advisory committee Chair should consult regarding removal of any advisory committee member who behaves inappropriately. This decision will be based on the severity and/or frequency of behavior resulting in written warnings.

Outside of Advisory Committee Meetings

In instances where inappropriate behavior associated with the advisory committee has occurred to anyone affiliated with the advisory committee (members, staff, the public, presenters), the following steps should be taken to address this behavior:

- 1 **Verbal warning** Any member or attendee acting inappropriately will be notified by ODOT advisory committee staff or advisory committee Chair with a verbal warning that their behavior is offensive or inappropriate.
- 2 **Warning of removal from advisory committee** A written warning from ODOT advisory committee staff or advisory committee Chair will be issued to anyone who has engaged in unacceptable behavior toward an advisory committee member or advisory committee meeting participants outside of the meeting whether in person, via email or other methods.
- 3 **Written warning** The ODOT advisory committee staff or advisory committee Chair will issue a warning of advisory committee termination to any member who continues behavior after initial warning.
- 4 **Removal from advisory committee** The ODOT advisory committee staff and the advisory committee Chair should consult regarding removal of any advisory committee member who behaves inappropriately. This decision will be based on the severity and/or frequency of behavior resulting in written warnings.

Reporting:

Anyone witnessing or experiencing inappropriate behavior related to advisory committee activities may wish to discuss informally with advisory committee Chair or ODOT advisory committee staff and may wish to resolve the issue personally. Advisory committee Chairs and ODOT advisory committee staff should be available to anyone wishing to discuss concerning behavior.

Advisory committee Chairs should make themselves easily approachable and available for anyone who wishes to discuss concerning behavior or incidents. Advisory committee Chairs will determine if and when inappropriate behavior has occurred and work closely with advisory committee staff to determine appropriate next steps and communicate with those parties involved. It is understandable that some actions or behavior may need additional exploration for determining if action is needed and advisory committee Chairs will work closely with ODOT advisory committee staff to make the most informed decision.

Behavior that is considered unacceptable toward anyone associated with advisory committees should be reported as soon as possible to the designated individual(s) such as ODOT advisory committee staff or advisory committee Chair. Any member of the advisory committee, public, staff, or presenters should report inappropriate or offensive behavior as soon as possible.

Reporting Inappropriate Behavior

Reports of inappropriate behavior can be made by phone, email, or in person (and can be made into formal record or not) to ODOT advisory committee staff or advisory committee Chair. If individuals feel comfortable doing so, it is recommended to document as many details as

possible including related statements, physical actions, or other details as soon as possible after the incident. Reports of such behavior should be made to the ODOT advisory committee staff and include the advisory committee Chair and staff if they are not involved in the incident. Any incidents that involved the ODOT advisory committee staff, advisory committee Chair and other staff should be reported to the ODOT appointing authority(ies) related to the advisory committee.

The report should contain the following:

- Names of all parties involved, including witnesses.
- Date(s), time(s), and locations of occurrence(s).
- Specific and detailed account of conduct that is believed to be inappropriate or offensive.
- Related screenshots, recordings, or other documents.

Responding to a Report of Inappropriate Behavior

The following steps should be completed when responding to a report or following an event:

- Provide specific information to facilitate understanding of what actions were deemed inappropriate.
- Offer resources or training to support the individual in addressing inappropriate behavior.
- Provide information on next steps if the actions occur again.
- Be made aware of any retaliation that occurs.
- Dismiss member, if necessary, by following the process described in the advisory committee's charter, bylaws or other guiding documents.
- Report back to those who filed the initial report or to the group if deemed appropriate.



Name of ACT Work Plan

INSERT DATE

Work Plan for the Name of ACT

Dates Covered: 2026-2027

This template includes sample language. This language is provided to support ACTs in completing the necessary documentation. Each ACT should feel free to add its own language.

Introduction – Purpose

Area Commissions on Transportation offer venues to discuss regional transportation issues and provide input to the Oregon Transportation Commission (OTC) to inform their decisions. Per the OTC Policy on Formation and Operation of ACTs, each ACT is expected to prepare a two-year Work Plan that identifies their areas of interest and priorities. Doing so is intended to help focus the work of each ACT and clarify how the group will engage and inform regional and statewide issues. The Work Plan is pre-populated with statewide items that the OTC and ODOT have identified will benefit from ACT engagement. Within this Work Plan the ACT should identify the topics to be covered over the next two years, recognizing things will arise that will require ACT attention that are not yet anticipated. Any identified topic should have a transportation nexus and be tailored to the ACTs' ability to contribute or influence.

ACT Chair

Name of ACT Chair

Name of ACT Vice Chair or Co- Chair if applicable

Areas of Interest and Priorities

(Include and describe a list of ACT interest areas and priorities specific to your ACT and those listed in the ACT Charter. This is the space to detail the priorities as discussed and agreed upon by the individual ACT. This can include a range of topics such as improving economic vitality, decreasing crashes, supporting climate change actions, improving public transportation connections and accessibility, etc. with a nexus to how the ACT can support such outcomes.)

Name of ACT Work Plan

INSERT DATE

Two-Year Goals and Initiatives

(Identifying goals and related initiatives for this two-year period that relate to the interest areas and priorities and further regional conversations or provide input to the OTC.)

Use this space to provide the ACT two-year goals and initiatives. Be specific. These goals should relate to the ACT priorities articulated above and have related outcomes and/or strategies. Examples: learn more about growing industries and related regional transportation needs, engage more members of the public, seek understanding of connection between housing and transportation, etc. tied to tangible desired outcomes of how the ACT will engage in, advance, inform, or learn about different topics to advance transportation goals.

Goal 1

Desired outcomes and strategies

Goal 2

Desired outcomes and strategies

Goal 3

Desired outcomes and strategies

Name of ACT Work Plan

INSERT DATE

Meeting Topic Plan

Each ACT should identify a two-year meeting plan with dates/timing and discussion topics.

(All ACTs have a minimum list of topics (provided by OTC staff). This section should include that minimum list and others selected to support and inform the ACT members. Examples of required topics include Federal Infrastructure Bill presentations, CIP-STIP process, Connect Oregon review, Oregon Transportation Plan and other modal plan updates. Optional topic examples include regional priorities, Strategic Action Plan Implementation, Oregon State Rail Plan Implementation, etc.)

The minimum list for 2026-2027 which include action items for the ACTs include:

- Capital Investment Plan development
 - April 2026: Identify the top 3-5 investment/needs of highest interest to the ACT. Identify other investments of interest (no more than 10), using same considerations.
 - Early Fall 2026: Receive updates on projects under consideration
 - Late Fall 2026: Offer comment to the OTC on the draft CIP
- 2027-2030 STIP development
 - January 2026-April 2026: This phase will be reviewing the draft STIP that is out for public comment. OTC seeking input from the ACT.
- Safety & Transportation Safety Action Plan
 - Mid 2026 – Public Review
 - October 2026 – Adoption
- Connect Oregon Project Selection
 - Spring & Early Summer 2026: Review Period
- Oregon Highway Plan
 - 2nd half of 2026 - ACT engagement at key milestones, timeline to be determined.

Other Topics:

- Climate Resilience [Executive Order 25-26](#)
 - Directs state agencies to take action to promote the resilience of our communities and natural and working lands and waters.
- Oregon Rail Plan
 - Summer 2026 - Public Review
 - Mid Fall 2026 – Adoption
- Oregon Freight Plan
 - Development underway

(Use this space to provide a meeting plan to achieve ACT Goals and Key Topics coverage.)

Name of ACT Work Plan

INSERT DATE

Meeting Public Involvement Requirements

Per the OTC Policy on Formation and Operation of ACTs, each ACT is expected to describe how it will meet public involvement requirements and follow all relevant federal laws, regulations and policies for public involvement. To meet this requirement, the **Name of ACT** intends to do the following.

(Use this space to provide information about public involvement steps and processes.)

ACT Membership

Considering all modes and aspects of the transportation system is central to the ACT's purpose. The OTC Policy on Formation and Operation of ACTs provides a framework for membership considerations to achieve a voting membership that is reflective of its socio-demographic population, represents the geographic diversity of each ACT representation and seeks modal balance. This policy also highlights the importance of engaging tribal partners in transportation. Specifically, the OTC ACT Policy states:

At a minimum, ACT representation will include at least 50% elected or appointed officials from the Area. Representation shall include City, County, and MPO officials within the ACT boundaries. Representatives of the nine federally recognized Tribal Governments in Oregon named in ORS 172.110, Port officials, and Transit officials shall also be invited to participate as voting members and will count toward the requirement of at least 50% elected or appointed officials. The remainder of the representation should be from interested stakeholders which should represent, but are not limited to: trucking, air, rail bicycle, pedestrian, public transportation, public interest advocacy groups, environmental or climate, land use, local citizens, business, education, public safety providers or organization, non-profit organizations, etc. ODOT will be a voting member on each ACT. Members should be carefully selected so that transportation recommendations are coordinated with other local and Regional community development activities, creating consensus within the Area on transportation issues and priorities.

Every two years, each ACT should evaluate current membership and establish membership goals.

Name of ACT recognizes the importance of each member and the perspective each member brings to discussions and decisions. **Name of ACT** is committed to adding the following representatives/perspectives to the current ACT membership:

(Use this space to explain what membership goals are important to the ACT and which representations the ACT will seek in the next two years.)

- Member 1
- Member 2

Name of ACT Work Plan

INSERT DATE

- *Member 3*

ACT Charter

Each ACT maintains a charter or operational guidelines.

{It is recommended that ACTs include the Code of Conduct in their Work Plan or Charter}

(Use this space to insert ACT Charter or Operating Guidelines. ACTs may use this space to provide information on Charter or Operating Guidelines updates and information about changes that aid in achieving defined Goals and Outcomes.)

Reference: OTC ACT Formation Policy

A link will be provided once the updated ACT Formation Policy is posted.