

Permian Basin Regional Planning Commission

COMPREHENSIVE SAFETY ACTION PLAN



DRAFT MARCH 2025

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TABLE OF CONTENTS

Chapter 1: The Case for a Safety Action Plan	8
Introduction.....	9
Project Overview.....	10
Mission Statement.....	10
Project Timeline.....	12
Guiding Principles.....	12
Chapter 2: Engaging the Region	16
Introduction.....	17
Regional Safety Steering Committee	18
Public Engagement.....	19
Pop-Up Events	26
Stakeholder Interviews	27
County Commission	27
Chapter 3: Safety Needs in the Permian Basin Region	28
Introduction.....	29
Crash Analysis.....	30
Crash Heat Map & Severities	31
Societal Cost of Crashes	33
Top Contributing Factors.....	33
Top Contributing Factor by County.....	34
Top Manners of Collision.....	36
High Crash Intersections.....	38
Top Manner of Collision by County.....	38
Freight Related Crashes.....	40
Vulnerable Road Users.....	42
Top Safety Emphasis Area by County	44
Equity Considerations	46
Chapter 4: High Injury Network & High Risk Network	48
Introduction.....	49
High Injury Network	50
High Risk Network.....	55
Chapter 5: Creating a Safer System.....	62
Introduction.....	63
Systemic Countermeasure Toolbox.....	64
Targeted Recommendations.....	85
Chapter 6: Promoting a Culture of Safety	90
Introduction.....	91
Action Plan Structure	92
Recommended Actions by Emphasis Area.....	93
Annual Reporting & Transparency	113

LIST OF EXHIBITS

Exhibit 1 Counties within the Study Area.....	11
Exhibit 2 Interactive Map Survey.....	25
Exhibit 3 Crash Heat Map	32
Exhibit 4 Top Contributing Factor by County Map.....	35
Exhibit 5 Top Manner of Collision by County Map.....	37
Exhibit 6 High Crash Intersections	39
Exhibit 7 Freight Crash Map	41
Exhibit 8 Pedestrian and Bicyclist Crash Map.....	43
Exhibit 9 Top Emphasis Area by County Map.....	45
Exhibit 10 Overall vs. Transportation Disadvantaged Census Tracts	47
Exhibit 11 Critical Crash Rate Ratio Map	52
Exhibit 12 High Injury Network Map.....	54
Exhibit 13 High Risk Network Map	60
Exhibit 14 High Injury Network vs. High Risk Network.....	61
Exhibit 15 Study Locations.....	87

DRAFT

LIST OF TABLES

Table 1 PBRPC CSAP Timeline of Meetings and Engagement Efforts	12
Table 2. Pop-Up Events Attended for the Safety Action Plan.....	26
Table 3 PBRPC Study Area Crash Trends (2019-2023)	30
Table 4 Total Crash Count by County	31
Table 5 Total Societal Cost of Crashes in the Study Area (2019 - 2023)	33
Table 6 Top Contributing Factor by County	34
Table 7 Top Manner of Collision by County	38
Table 8 Intersection Crashes in Texas vs. the Study Area.....	38
Table 9 High Crash Intersection (2019 - 2023)	40
Table 10 Pedestrian and Bicyclists Crash Data (2019 - 2023)	42
Table 11 Top Emphasis Area by County.....	44
Table 12 Region vs. Disadvantaged Census Tracts Crash Severity Breakdown	46
Table 13 Differences between High Injury and High Risk Networks	50
Table 14 HIN Statistics by County	53
Table 15 Top Emphasis Area for Each County.....	55
Table 16 Focus Facilities for Each County	56
Table 17 Speeding Risk Factors and Point Allocation.....	58
Table 18 Intersection Risk Factors and Point Allocation.....	58
Table 19 Roadway & Lane Departure Risk Factors and Point Allocation	59
Table 20 Systemic Countermeasure Toolbox.....	64
Table 21 Study Corridors.....	86
Table 22 Recommendations for Each Study Location.....	88
Table 23 Safety Emphasis Areas and Six E's of Safety	92
Table 24 Recommendations Covering All Safety Emphasis Area.....	94
Table 25 Roadway and Lane Departure Policy Recommendations.....	98
Table 26 Intersection Safety Policy Recommendations	100
Table 27 Occupant Protection Policy Recommendations.....	101
Table 28 Speed-Related Policy Recommendations.....	103
Table 29 Distracted Driving Policy Recommendations.....	105
Table 30 Impaired Driving Policy Recommendations	106
Table 31 Post-Crash Care Policy Recommendations.....	109
Table 32 Post-Crash Care Policy Recommendations.....	113

LIST OF FIGURES

Figure 1 Components of a Comprehensive Safety Action Plan.....	12
Figure 2 Vision Zero Logo for FHWA.....	13
Figure 3 Six Key Principles of the Safe Systems Approach.....	14
Figure 4 Five Complementary USDOT Objectives Supporting the Safe Systems Approach.....	14
Figure 5 Photos from RSSC Meeting #3 in November 2024.....	18
Figure 6 Project Website.....	19
Figure 7 County Where Respondents Live and Work.....	20
Figure 8 Most Used Modes of Transportation within the Last 2 yrs.....	21
Figure 9 Residents Usage and Safety Opinions per Mode of Transportation.....	22
Figure 10 Top 5 Traffic Safety Concerns.....	23
Figure 11 Respondents Support of Different Actions to Improve Traffic Safety.....	23
Figure 12 Breakdown by Comment Type.....	24
Figure 13 PBRPC CSAP Pop-Up Meetings.....	27
Figure 14 PBRPC Study Area Crash Trends (2019-2023).....	31
Figure 15 Top Contributing Factors.....	33
Figure 16 Top Manners of Collision.....	36
Figure 17 Example Crash Tree Result from Winkler County.....	56
Figure 18 Potential Risk Factor of Lane Width for Speed-related KAB Crashes.....	57
Figure 19 Leading Pedestrian Interval.....	65
Figure 20 Median and Pedestrian Refuge Island.....	66
Figure 21 Pedestrian Hybrid Beacon.....	67
Figure 22 Median and Pedestrian Refuge Island.....	68
Figure 23 Enhanced Delineation.....	69
Figure 24 Longitudinal Rumble Strips.....	70
Figure 25 Wider Edge Lines.....	71
Figure 26 Speed Limit Sign.....	72
Figure 27 Bike Lane.....	73
Figure 28 Crosswalk Visibility Enhancements.....	74
Figure 29 Rectangular Rapid Flashing Beacons.....	75
Figure 30 Sidewalks.....	76
Figure 31 Median Barriers.....	77
Figure 32 Retroreflective Backplates.....	78
Figure 33 Corridor Access Management.....	79
Figure 34 Dedicated Left-and Right-Turn Lanes.....	80
Figure 35 RCUT (top) and MUT (bottom) Intersections.....	81
Figure 36 Roundabouts.....	82
Figure 37 Systemic Application of Multiple Low-Cost Countermeasures at Stop-Controlled Intersections.....	83
Figure 38 Yellow Change Intervals.....	84
Figure 39 Targeted Lighting.....	85
Figure 40 PBRPC's "News & Resources" Webpage.....	95
Figure 41 Campaign Materials from NHTSA and TxDOT.....	95
Figure 42 Example of a Complete Street.....	96

Figure 43 TxDOT’s “Report an Issue” Webpage.....96

Figure 44 NHTSA’s “5-Star Safety Ratings” Database 97

Figure 46 Texas Safety Rest Areas Map.....99

Figure 45 Cattle Ranch Fencing.....99

Figure 47 Student during Driver Education 100

Figure 48 Proven Safety Countermeasures for Intersections 101

Figure 49 Student during Driver Education 102

Figure 50 Click It or Ticket Campaign for Texas.....102

Figure 51 Sand Hauling Truck.....103

Figure 52 Police Traffic Stop.....104

Figure 53 Texas Commercial Motor Vehicle Drivers Handbook.....104

Figure 54 Areas of Focus for United Way of Midland 107

Figure 55 NHTSA’s “Countermeasures That Work” for Alcohol-Impaired Driving.....108

Figure 56 Mothers Against Drunk Driving Website.....108

Figure 57 US DHS Real ID Message.....110

Figure 58 First Responders Administering Medical Care.....110

Figure 59 STEP Resources Webpage 111

Figure 60 Refurbished Apparatus as a Block Vehicle from the City of Irving, TX 112

Figure 61 Example of a Dynamic Message Board.....112



The Case for a Safety Action Plan

Introduction

Project Overview

Mission Statement

Project Timeline

Guiding Principles

INTRODUCTION

The Permian Basin Regional Planning Commission (PBRPC) Comprehensive Safety Action Plan (CSAP) was developed using four guiding principles. This chapter lays the foundation for the CSAP through examining the guiding principles and the different roles they played in the development of this Plan. The Plan's mission statement and project timeline are also detailed in Chapter 1.

PROJECT OVERVIEW

The Permian Basin Regional Planning Commission (PBRPC) Comprehensive Safety Action Plan aims to create a safe transportation network for all ages and abilities. Through the development of this plan, PBRPC is acknowledging that safety should be a cornerstone of its communities. Data driven analysis on all roadways was completed in an effort to better understand the problem and assist in the identification of countermeasures and policy recommendations that could help increase safety. This CSAP is meant to help coordinate resources among cities, towns, and organizations in the region to towards one shared goal: eliminating all traffic deaths and serious injuries in the Permian Basin.

Together with the Regional Safety Steering Committee (RSSC), PBRPC staff will work with local governments and other partners in the region to prioritize transportation projects that will support the creation of a safer transportation system for all users. This chapter details the plan's purpose, process, and the benefits of creating a Plan (CSAP).

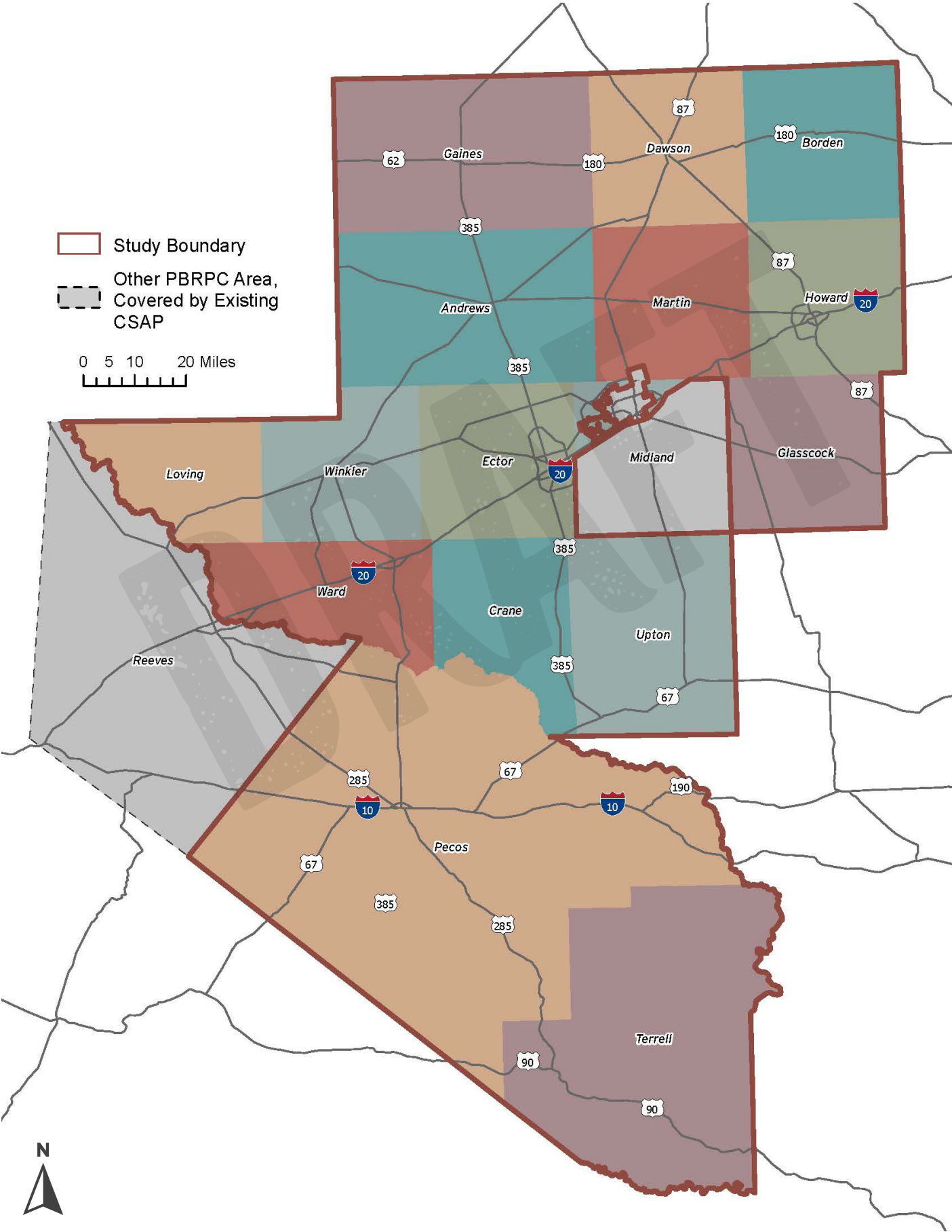
This CSAP was developed from the Safe Streets for All (SS4A) grant program beginning June 2024 to May 2025. Over the past decades, PBRPC has worked closely with the cities, counties, and other organizations of the region to tackle common issues facing all residents and safety is no different. While PBRPC serves 17 counties, not all areas were included in the Plan as shown **in Exhibit 1** on page 11. The study area encompasses a total of 15 counties with parts of Midland County being included. In the following reports, all mentions of the “region” is referring to the study area of the PBRPC CSAP. Reeves County, the City of Midland, and the southern portion of Midland County all have existing Comprehensive Safety Action Plans or are creating one independently, so they were not included in the analysis for this Plan.

MISSION STATEMENT

The Regional Safety Steering Committee collaborated with one another to develop a mission statement to articulate the core purpose, values, and goals for this action plan by reflecting on the strengths and weaknesses of the Region. Through this collaboration, the following mission statement was created for the PBRPC CSAP.

“DILIGENTLY SUPPORT
SAFE AND FRIENDLY
ROADWAYS BY
PROMOTING SHARED
RESPONSIBILITY,
IMPROVING
STREET SAFETY,
AND PARTNERING
WITH COMMUNITY,
GOVERNMENTAL
AND INDUSTRY
STAKEHOLDERS TO
ENSURE EVERYONE'S
SAFETY”

Exhibit 1 Counties within the Study Area



PROJECT TIMELINE

The project launched in June 2024 and spanned ten months, concluding in May 2025. In collaboration with the PBRPC, northwestern Texas cities, and various stakeholders, PBRPC has led the initiative to enhance roadway safety across the region. **Table 1** below outlines the timeline for the PBRPC CSAP meetings and engagement efforts.

Table 1 PBRPC CSAP Timeline of Meetings and Engagement Efforts

	2024						2025				
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May
RSSC Meetings											
Pop-Up Meetings											
Data Analysis											
Stakeholder Interviews											
Draft & Final CSAP											
County Commissioners Court Presentations											

GUIDING PRINCIPLES

Safe Streets & Roads for All (SS4A)

The SS4A program is a primary driving force behind the development and funding of the CSAP, guided by the Federal Highway Administration (FHWA) Safe System Approach. The principles of this plan are seen through a Vision Zero lens, which aims to eliminate all traffic fatalities and severe injuries. This approach prioritizes safe road design, enforcement, education, and community engagement to achieve its goals.

A Comprehensive Safety Action Plan (CSAP) is a strategic document aimed at reducing and eliminating serious injury and fatal crashes. It uses data analysis to identify roadway safety issues and enhances a community’s approach with targeted projects and strategies to address the most significant risks. Comprehensive Safety Actions Plans created as part of the SS4A programs must have the eight components listed in **Figure 1** below.

Figure 1 Components of a Comprehensive Safety Action Plan

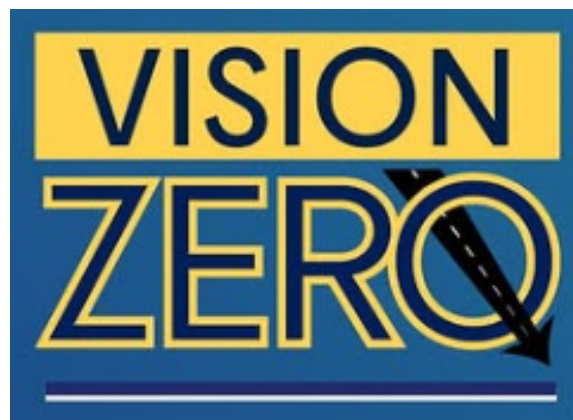


- + **Leadership Commitment & Goal Setting:** An official public commitment by a high-ranking official and/or governing body to achieve zero roadway fatalities and serious injuries. The commitment must include a specific goal and timeline, which can be achieved by either:
 - 1) Setting a target date for achieving zero roadway fatalities and serious injuries, or
 - 2) Establishing an ambitious percentage reduction of roadway fatalities and serious injuries by a specific date, with the goal of eliminating them.
- + **Planning Structure:** A committee, task force, implementation group, or similar body responsible for overseeing the development, implementation, and monitoring of the Action Plan.
- + **Comprehensive Safety Analysis:** Analysis of existing conditions and crash trends to establish a baseline of fatalities and serious injuries across a jurisdiction. This includes crash locations, severity, contributing factors, and road user types. It assesses systemic and specific safety needs, considering high-risk road features, public health, demographics, and the built environment. Whenever possible, all roadways are analyzed regardless of ownership, enabling geospatial identification of high-risk areas (such as a High-Injury Network or equivalent).
- + **Engagement and Collaboration:** Strong public and stakeholder engagement, including the private sector and community groups, ensures representation and feedback. This input is analyzed and incorporated into the Action Plan, with coordination across overlapping jurisdictions and alignment with other governmental plans where feasible.
- + **Equity Considerations:** The plan development follows inclusive processes, identifying underserved communities through data and collaboration. The analysis considers population characteristics, and the initial equity impacts of proposed projects and strategies.
- + **Policy & Process Changes:** Evaluation of existing policies, plans, and standards to identify opportunities for enhancing transportation safety. The Action Plan outlines implementation through updated or new policies and guidelines as needed.
- + **Strategy & Project Selections:** A comprehensive set of projects and strategies is identified using data, best practices, stakeholder input, and equity considerations to address safety issues. These strategies follow a Safe System Approach, include multidisciplinary activities, and account for data limitations. Projects and strategies are prioritized with timelines (short-, mid-, and long-term) and focus on infrastructure, behavioral, and operational safety, with clear criteria for prioritization.
- + **Progress and Transparency:** A method to track progress over time, including outcome data and transparency measures for residents and stakeholders. Requires at least annual public reporting on efforts to reduce fatalities and serious injuries, along with online access to the Action Plan

Vision Zero

Vision Zero is an initiative aimed at creating a transportation network with zero traffic fatalities and severe injuries while promoting safe, healthy, and equitable mobility for all. Achieving the Vision Zero goal requires **prioritizing safer road design**, enforcement, education, and increased community engagement. A holistic approach to transportation safety is necessary to enhance the quality of life, safety, and mobility within communities by reducing fatal and severe injuries. Vision Zero is not a slogan, tagline, or merely a program; it represents a fundamentally different approach to traffic safety. The Vision Zero is not only a regional effort, but a national one; **Figure 2** shows the FHWA's Vision Zero logo.

Figure 2 Vision Zero Logo for FHWA



Safe System Approach

The Safe Systems Approach was introduced in the 1990s by Swedish road safety expert, Claes Tingvall. The Safe System Approach is the framework and mechanism by which this Safety Action Plan can be implemented. **Figure 3** depicts the six key principles that can be utilized to implement the elements of the Safe Systems Approach:

Figure 3 Six Key Principles of the Safe Systems Approach



The Safe Systems Approach is a principled strategy aimed at eliminating serious and fatal injuries. This approach considers human errors and strives to reduce their impact on the human body. By accommodating human mistakes through roadway design features and technological advancements in vehicles, such as lane departure assist and autonomous emergency braking, safety can be significantly enhanced. There are five complementary objectives outlined by the U.S. Department of Transportation (USDOT) that correspond and support the implementation of the Safe Systems Approach, as shown in **Figure 4**. The five objectives are as follows:

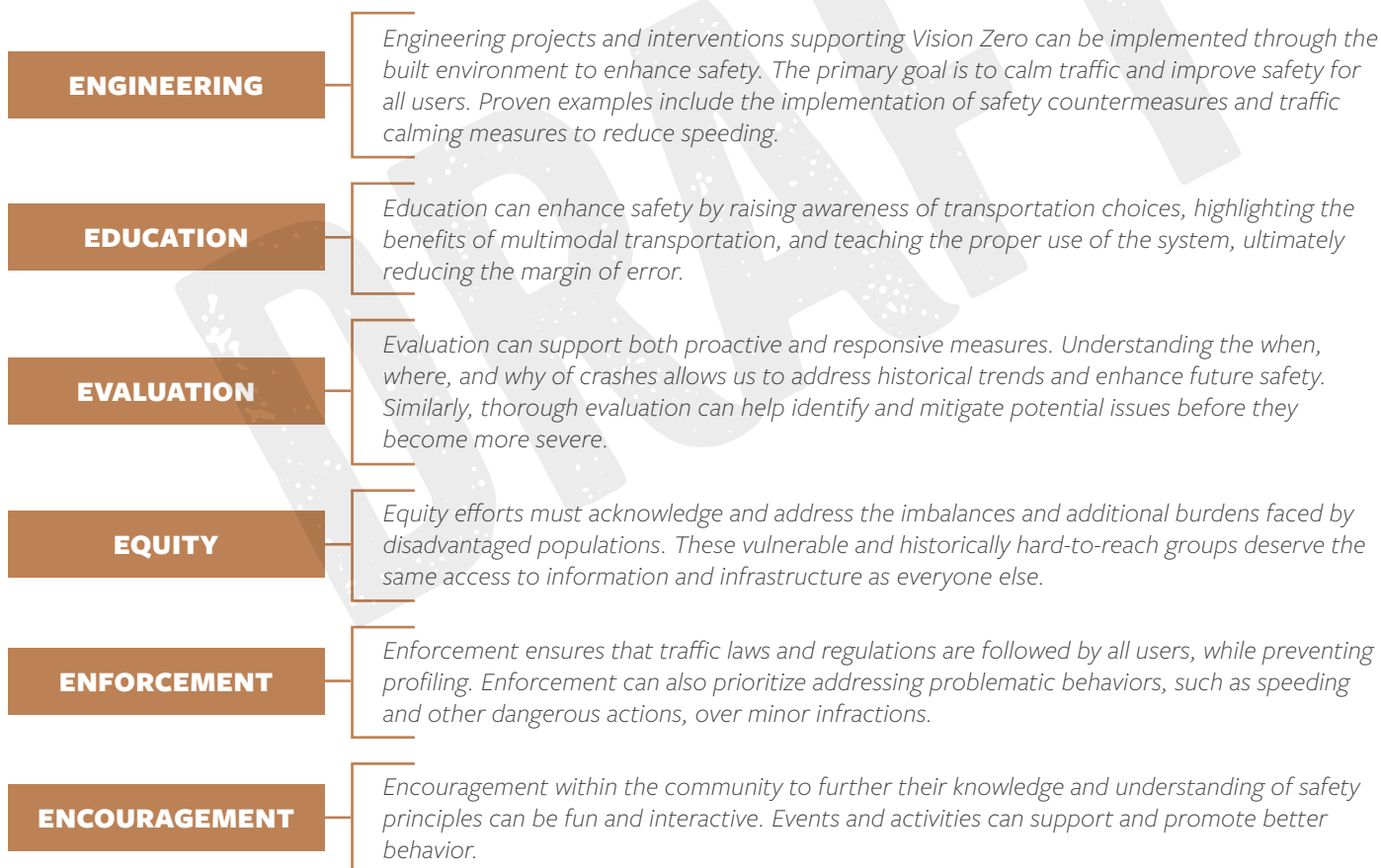
Figure 4 Five Complementary USDOT Objectives Supporting the Safe Systems Approach



1. Safe road users bear the burden of responsibility for complying with rules and regulations of the roadway.
2. Safe vehicles play a key role in minimizing or preventing crash impacts. Active safety technologies work to avoid crashes, while passive safety features lessen the severity of crashes when they do occur.
3. Safe speeds are directly correlated with higher survival rates in crashes. Reducing speeds decreases the impact force, improves visibility, and provides drivers with more braking time.
4. Safe roads are not defined solely by their design. Instead, the collaborative efforts of road design, construction, maintenance, operation, and countermeasures work together to improve safety.
5. Post-crash care involves the actions taken by responders to a crash, including emergency services, law enforcement, and cleanup crews.

The Six E's of Safety

The six E's of safety form a comprehensive and integrated framework. Although each community has unique characteristics and perceptions of safety, the six E's can be effectively applied across all levels to enhance user experience and improve safety. This report's Safety Action Plan utilizes each of the six E's as a guiding framework for implementation.



2

Engaging the Region

Introduction

Regional Safety Steering Committee

Public Engagement

Pop-Up Events

Stakeholder Interviews

County Commission

INTRODUCTION

The PBRPC CSAP was developed with the people it is impacting in mind. This attentiveness to the region's needs was an integral part of the Plan's development. Chapter 2 describes the public engagement methods utilized by the planning committee as well as the resulting feedback from this engagement and how it was implemented into the CSAP.

REGIONAL SAFETY STEERING COMMITTEE

Stakeholders from throughout the Permian Basin region representing various counties, sectors, and professions have come together to form The Regional Safety Steering Committee (RSSC). Members of the Steering Committee serve as champions of the Safety Action Plan providing key feedback at major milestones throughout the development of the project. This stakeholder committee was established to provide guidance for the plan and ensure the priorities of the communities within the Permian Basin Regional Planning Commission boundaries are being served. The Regional Safety Steering Committee was tasked with attending five progress meetings to set goals for the plan, assist in public engagement, identify boundaries of study corridors based on historical data, and aid in implementation efforts (**Figure 5**).

Regional Safety Steering Committee Meetings

- + Meeting 1: Kick-off and Goal Setting – July 16th, 2024
- + Meeting 2: Public Engagement and Existing Conditions – September 17th, 2024
- + Meeting 3: Crash History and High Injury Network Results – November 5th, 2024
- + Meeting 4: Project Recommendations & Implementation Plan – January 9th, 2025
- + Meeting 5: Draft Plan Review & Annual Reporting – March 4th, 2025

Figure 5 Photos from RSSC Meeting #3 in November 2024



PUBLIC ENGAGEMENT

Public Engagement for the PBRPC CSAP consisted of online engagement via the project website, pop-up events hosted in each of the participating counties, and distribution of promotional materials highlighting the prioritization of safety for all road users throughout the region.

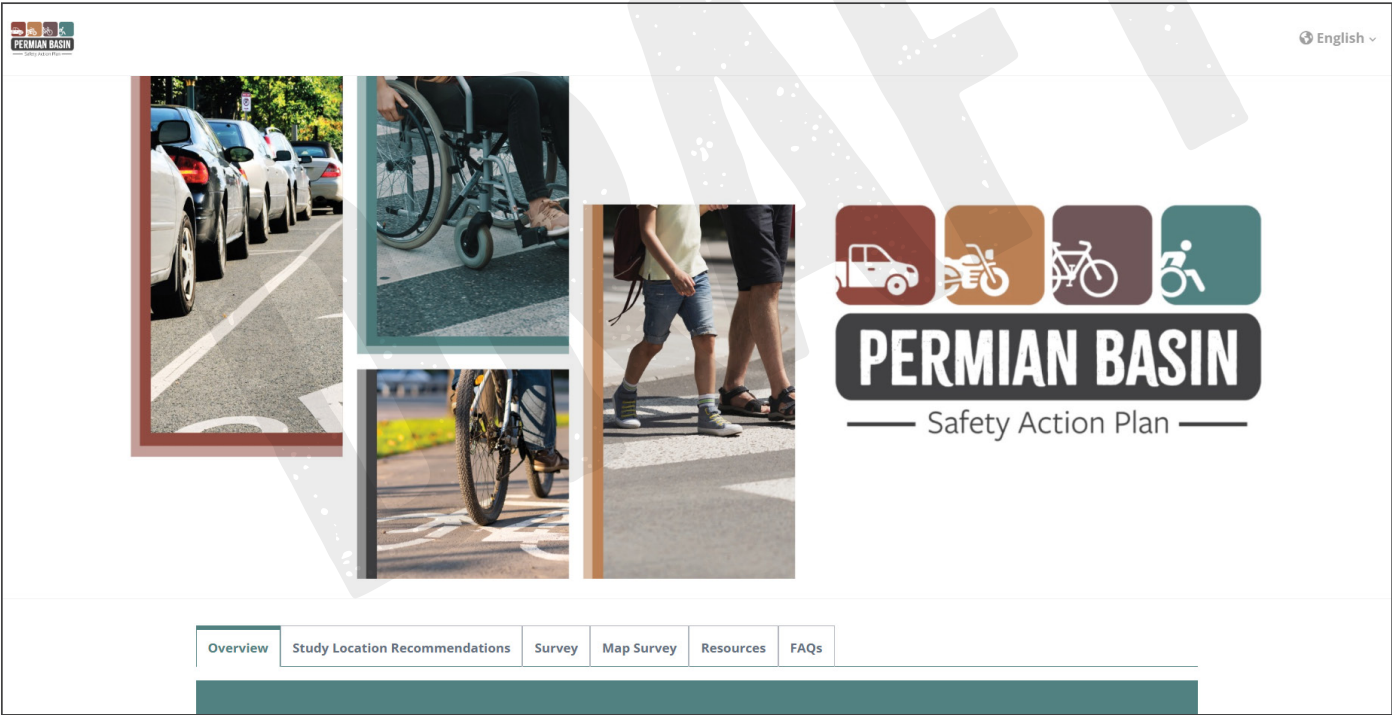
Project Website

Social Pinpoint was used for three main purposes related to the project:

- + Define a Comprehensive Safety Action Plan and its relevance to the community
- + Serve as a data collection agent for the online survey
- + Collect citizen’s feedback via an interactive map depicting traffic safety concerns in the region

The project website was an integral component of the plan development process providing the project team with insights into the concerns of the community (**Figure 6**). The website also offered information regarding upcoming public events, frequently asked questions, links to relevant resources, and contact information. This effort resulted in 620 site views and 210 total contributions.

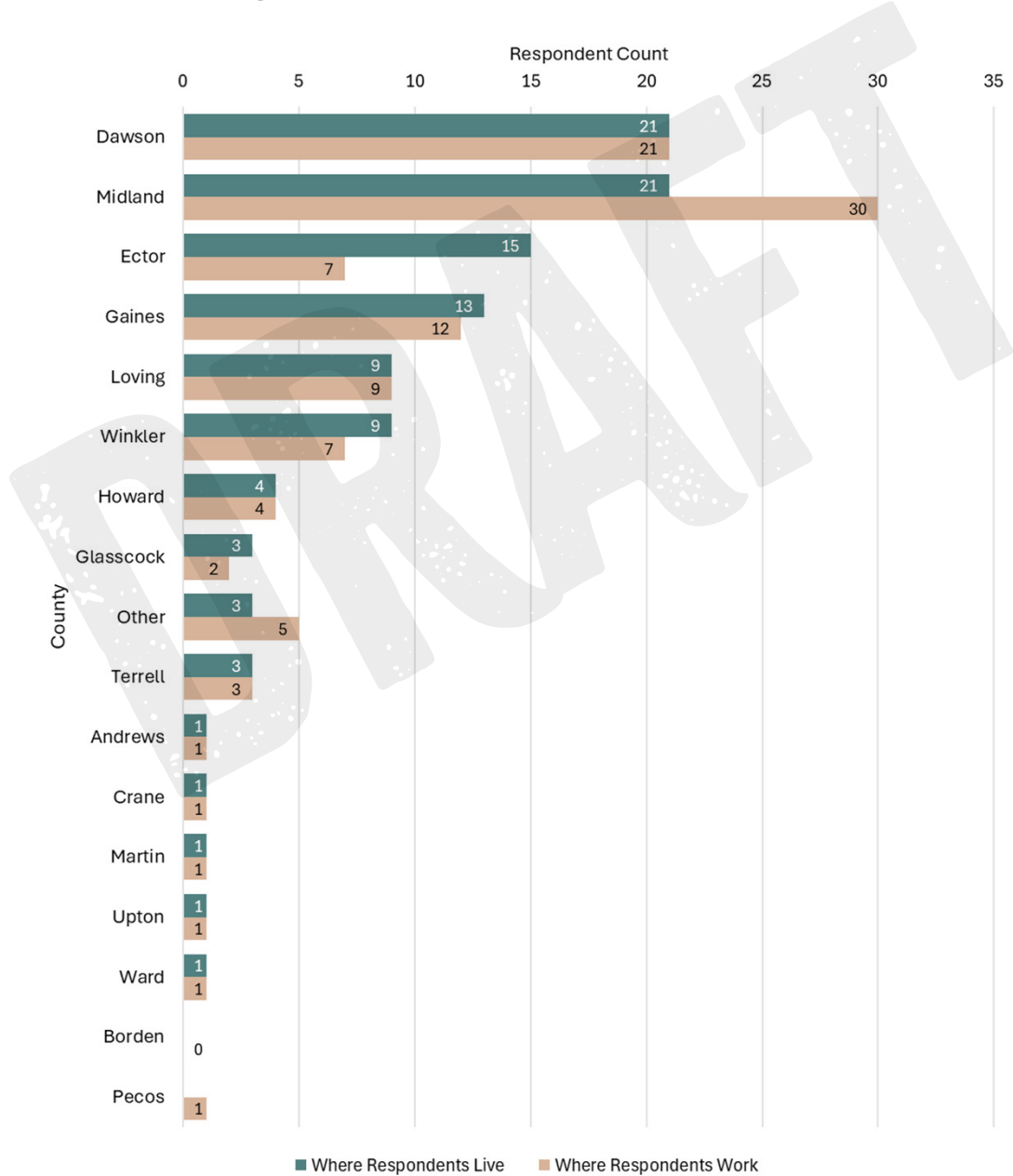
Figure 6 Project Website



Survey

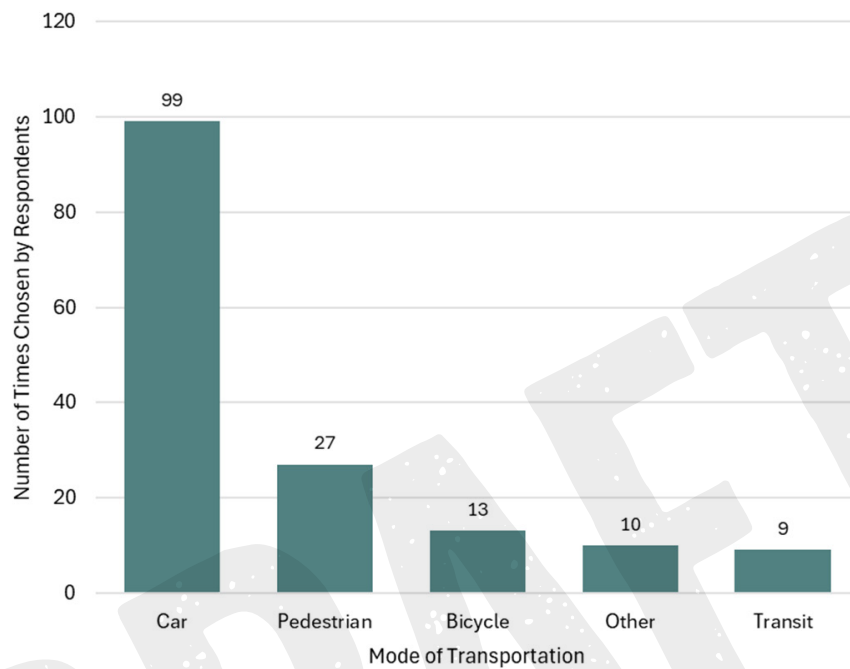
The project team utilized an online survey to collect data from the community. The survey was available to the public from July 2024 to March 2025 and received 106 contributions. It contained 31 questions used to collect demographic information, transportation mode choice, and roadway safety concerns. Of the 106 respondents to the survey, 73% of them identified as ‘a resident not involved in an action group’. Survey respondents primarily reside in Dawson (19%), Midland (19%), and Ector (14%) counties as shown in **Figure 7**. Although only 19% of respondents stated they live in Midland, 28% of respondents stated they worked in Midland; Midland was the most cited County regarding where respondents worked (**Figure 7**). This implies that residents from other counties in the study area, are travelling to Midland for work.

Figure 7 County Where Respondents Live and Work



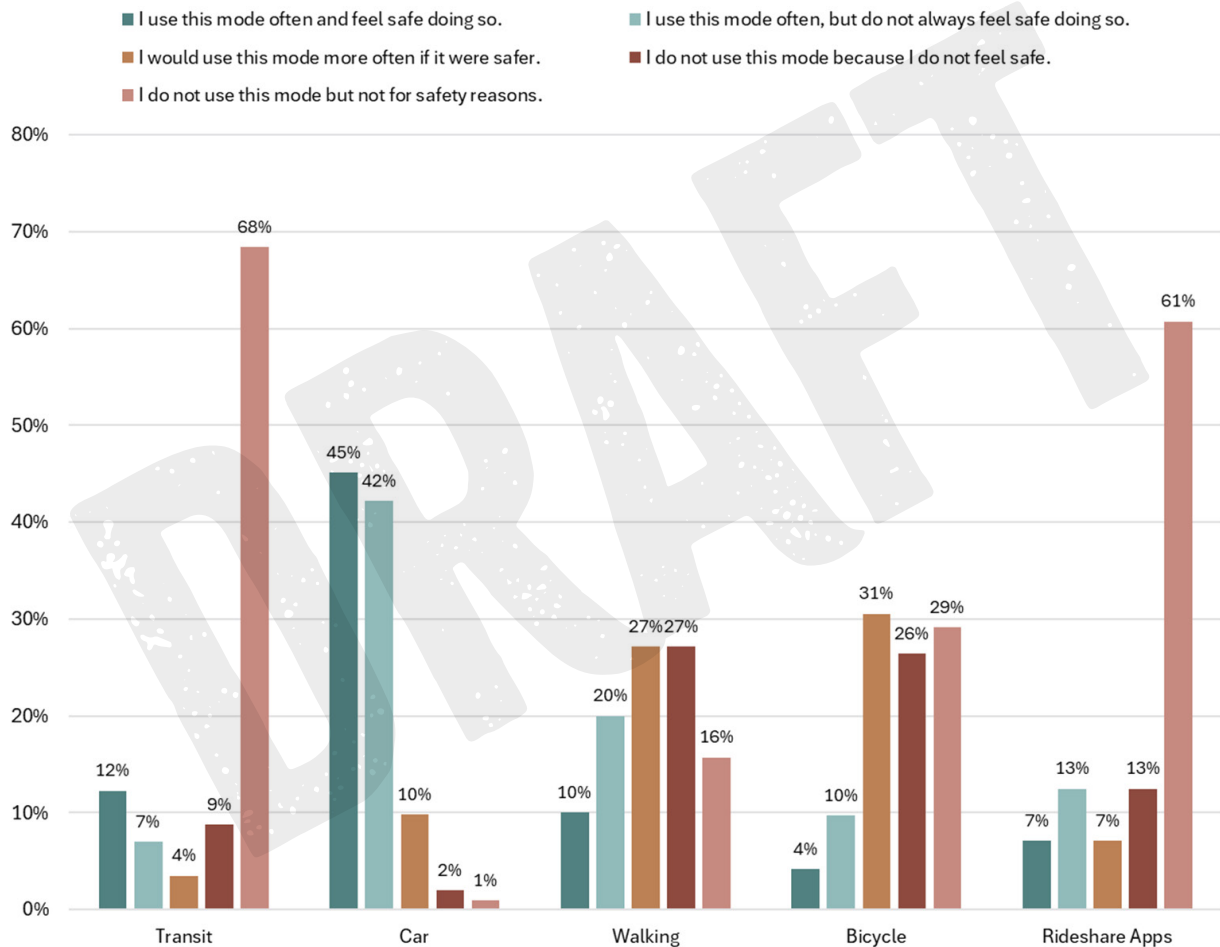
While a car was overwhelmingly the most used mode of transportation by respondents, the next most chosen mode of transportation was walking with this mode being selected 27 times (**Figure 8**).

Figure 8 Most Used Modes of Transportation within the Last 2 yrs.



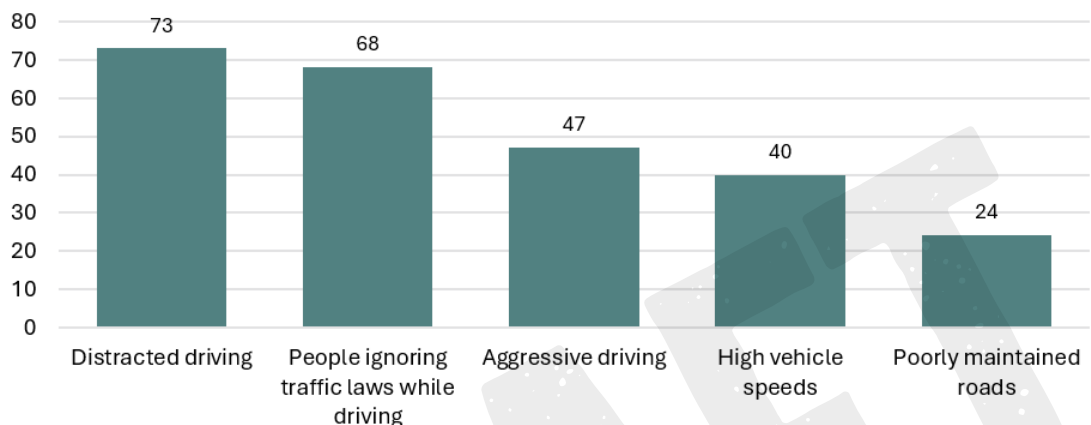
Driving a car was the most cited mode of transportation used by respondents in the past 2 years, but approximately 42% of those respondents also stated they ‘use this mode often, but do not always feel safe doing so’ (**Figure 9**). While driving is part of everyday life, a large portion of drivers do not always feel safe doing; the main purpose of this plan to address these concerns to ensure safer roads for all. Additionally, **Figure 9** shows that walking and bicycling are not commonly used modes of transport by respondents but could be if they were safer. Approximately 27% and 31% of respondents stated they ‘would use this mode more often if it were safer’ regarding walking and bicycling, respectively. If walking and bicycling were made safer either through the addition of dedicated facilities or more driver education, walking and bicycling could increase in the study area.

Figure 9 Residents Usage and Safety Opinions per Mode of Transportation



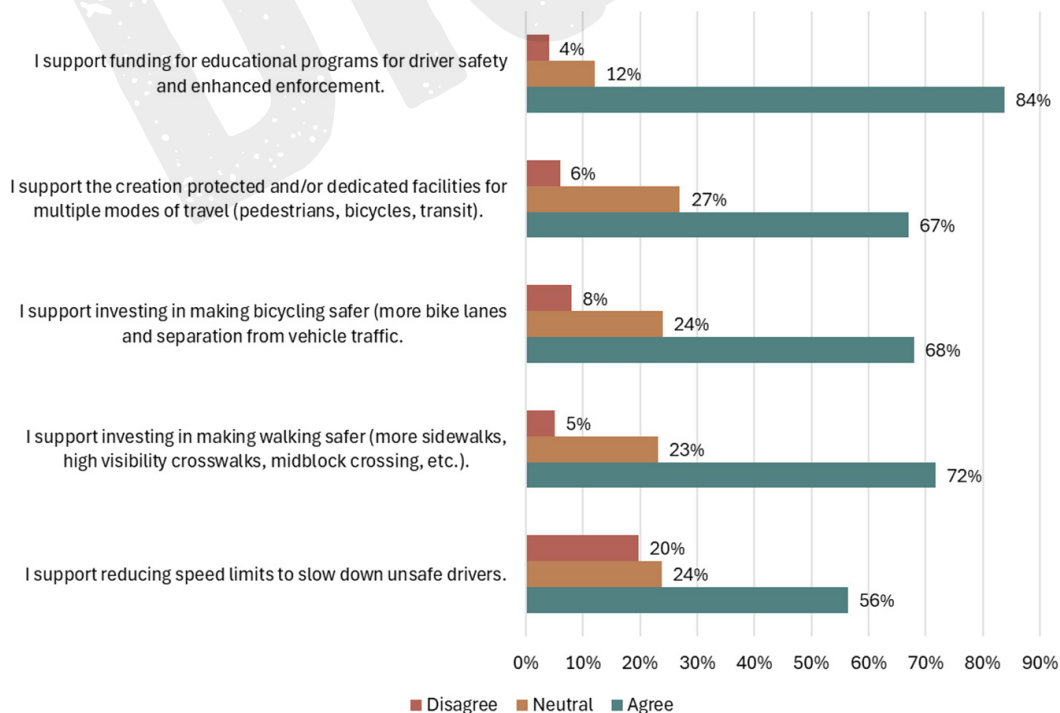
Through the survey, respondents were also able to cite specific traffic safety concerns that could be contributing to unsafe roadways in their communities. The most cited traffic safety concerns were: ‘distracted driving’, ‘people ignoring traffic laws while driving’, ‘aggressive driving’, ‘high vehicle speeds’, and ‘poorly maintained roads.’ These traffic concerns were also common concerns expressed by residents of the study area at public pop-up events. Engineering solutions and policies/programs that could remedy the concerns listed above should be prioritized.

Figure 10 Top 5 Traffic Safety Concerns



In addition to gathering information about safety concerns respondents have, the survey also asked respondents if they would support specific policies and programs that aim at increasing safety for all users. Respondents overwhelmingly support the funding of education programs for driver safety and enhance enforcement (84%). To increase safety for vulnerable road users, respondents support investing and creating dedicated spaces for both pedestrians and bicyclists (**Figure 11**).

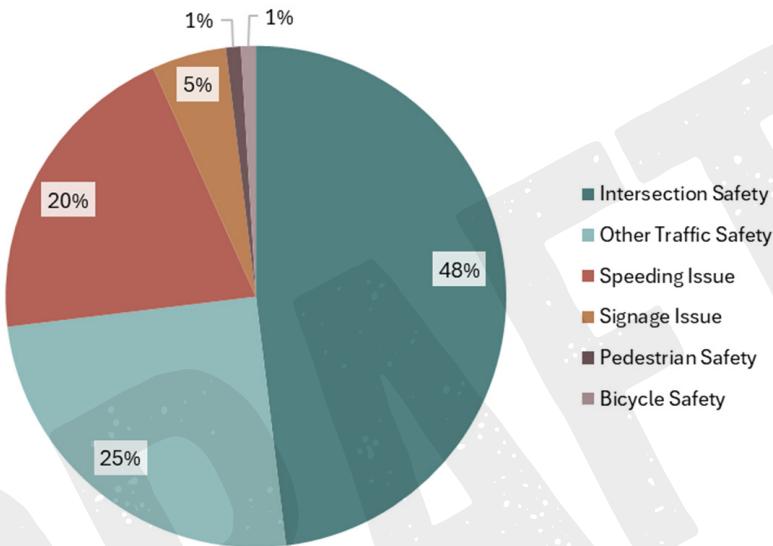
Figure 11 Respondents Support of Different Actions to Improve Traffic Safety



Interactive Map Survey

Visitors to the online interactive map survey were able to provide feedback attached to a pin that could be dropped at specific locations. Respondents have the choice between adding their own comment or upvoting a previous respondent's contribution. These data points allowed the project team to gain a better understanding of the prioritized concerns of the traveling public. The comments received addressed concerns including intersection safety, speeding issues, and signage issues as shown in **Exhibit 2**. The online interactive map survey received 106 total contributions, broken down by type in **Figure 12**.

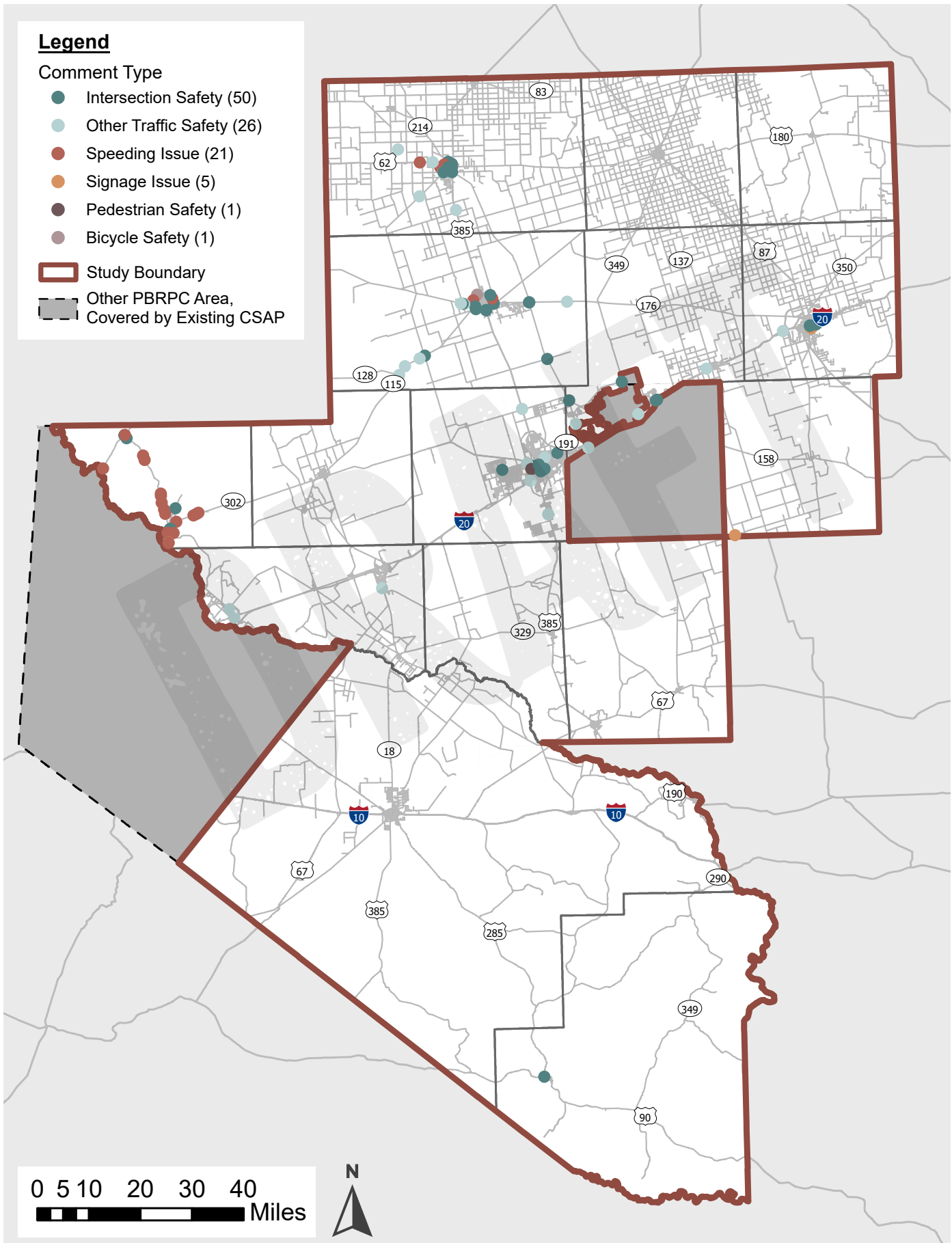
Figure 12 Breakdown by Comment Type



The top concerns by location are:

Intersection Safety (50) Gaines County Andrews County Ector County	Other Traffic Safety (26) Gaines County Andrews County Ector County	Speeding Issue (21) Gaines County Andrews County Loving County
Signage Issue (5) Glasscock County Howard County	Pedestrian Safety (1) Ector County	

Exhibit 2 Interactive Map Survey



POP-UP EVENTS

In an effort to extend the public outreach and awareness of the CSAP, two rounds of public pop-up events were hosted. As a strategy to meet the public where they are, during the first round of pup-up events the project team deployed to each county to participate in already planned community events. This allowed the team to leverage sizable events to spread the word about the plan development process and gain valuable feedback from the public regarding their personal experience of safety issues on local roadways. At each pop-up event, the project team had a booth set up with displays containing crash statistics relevant to the county we were present in at that time. The booth was complete with activities, promotional items, and surveys to gather integral feedback (**Figure 13**). In total, the project team attended 26 total public events across 15 of the counties in the study are (**Table 2**).

Table 2 Pop-Up Events Attended for the Safety Action Plan

County	Event	Date
Dawson	Homecoming Football Game	Friday, September 20, 2024
Winkler	Kermit Celebration Days	Saturday, September 21, 2024
Howard	Big Spring Trade Days	Saturday, September 28, 2024
Ector	Odessa First Fridays	Friday, October 4, 2024
Andrews	2024 Oktoberfest	Saturday, October 5, 2024
Glasscock	St. Lawrence Fall Festival	Sunday, October 6, 2024
Gaines	Community Garage Sale	Friday, October 11, 2024
Midland	Midland Fall Festival and Resource Fair	Saturday, October 12, 2024
Martin	Old Sorehead Trade Days	Sunday, October 13, 2024
Upton	Eagles vs. Badgers Football Game	Friday, October 18, 2024
Borden	Borden County Trade Show	Saturday, October 19, 2024
Ward	County BBQ Bash	Saturday, October 19, 2024
Pecos	Fort Stockton Trade Days	Sunday, October 20, 2024
Terrell	Halloween Fall Fest	Saturday, October 26, 2024
Loving	Election Day	Tuesday, November 5, 2024
Winkler/Loving	Wink-Loving vs. Midland	Friday, February 28, 2025
Ward	Track Sandhills Relays	Friday, February 28, 2025
Midland	PB Water in Energy Conference	Wednesday, March 5, 2025
Ector	First Friday	Friday, March 7, 2025
Howard	Big Spring Trade Days	Sunday, March 23, 2025
Upton	Upton vs. Ozona Softball Game	Friday, March 28, 2025
Dawson/Crane	Dawson vs. Crane Baseball Game	Saturday, March 29, 2025
Gaines/Pecos	Gaines vs. Pecos Baseball Game	Monday, March 31, 2025
Martin	Old Sorehead Days	Saturday, April 12, 2025
Terrell	Coffee and Conversation/Open House	Thursday, April 17, 2025
Andrews	Wild Wild West Fest	Friday, April 18, 2025
Borden	Borden vs. Forsan Baseball Game	Friday, April 25, 2025

Figure 13 PBRPC CSAP Pop-Up Meetings



STAKEHOLDER INTERVIEWS

The project team hosted virtual interviews with each county within the Permian Basin Regional Planning Commission boundary to provide an update on the project concerning the individual counties. One of the benefits of hosting the stakeholder interviews is to offer a more granular approach and review of the project data. The project team was able to share information regarding corridors on the high injury and high risk networks, and confirm that the limits of the study corridors matched the local priorities of the key stakeholders. Hearing the first-hand stories and experiences of stakeholders provided the project team with insights and additional data points to consider during the corridor analysis phase of the plan development. The input received during the Stakeholder Interviews influenced additions to the policy recommendations and countermeasures outlines in the Action Plan.

COUNTY COMMISSION

The project team visited all 15 county commissions within the Permian Basin Regional Planning Commission boundary to provide a project presentation and draft version of the Comprehensive Safety Action Plan. The goal of the project team is to have all county commissions adopt the finalized version of the Comprehensive Safety Action Plan enabling the respective counties or Planning Commission to apply for Implementation funding pursuant to the Safe Streets and Roads For All (SS4A) grant program. The implementation funding will be used to construct projects identified by the Comprehensive Safety Action Plan to ultimately reduce and eliminate fatalities and serious injury crashes throughout the Permian Basin region.