



Peer Exchange Report

Use of Artificial Intelligence to Support TSMO Organizations

Overview

The National Operations Center of Excellence (NOCoE) hosted a half-day virtual peer exchange on the Use of Artificial Intelligence to Support TSMO Organizations on June 24, 2025. The peer exchange gathered 43 practitioners across 28 agencies to discuss current agency uses of artificial intelligence (AI), opportunities for expanding institutional and operational capabilities, and considerations for further implementation.

The accelerated use of AI across the world has generated use cases for both institutional and technological improvements. Meanwhile, departments of transportation are evaluating the benefits of AI and starting to more widely deploy strategies that incorporate AI. Examples cited in the Transportation Operations Manual (TOM) include:

- Road Surface Condition and Traffic Sensing
- Transportation Asset Management
- Traffic Data Collection/Estimation

This peer exchange looked at the feasibility of incorporating AI driven systems into transportation systems management and operations (TSMO) and featured discussions on the deployment and potential deployments of AI for both institutional and tactical benefits.

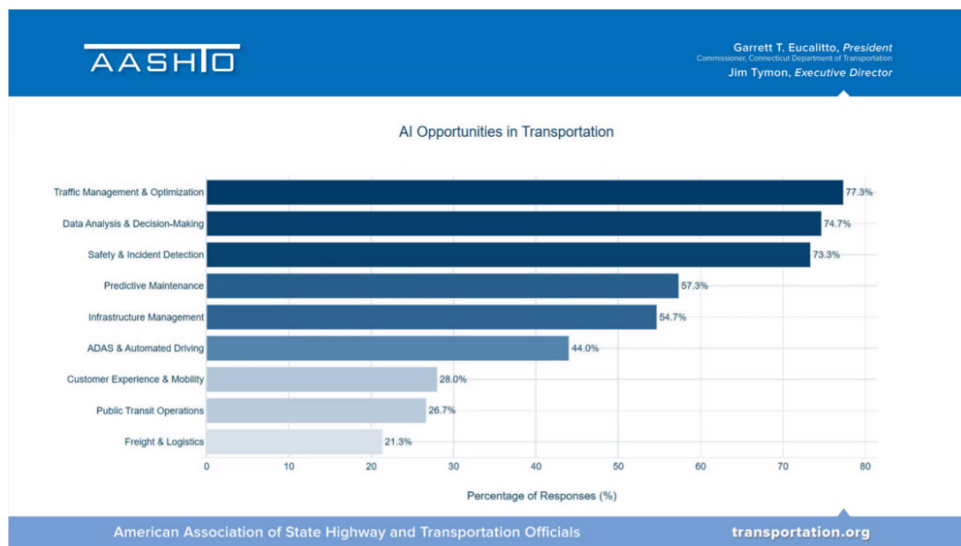
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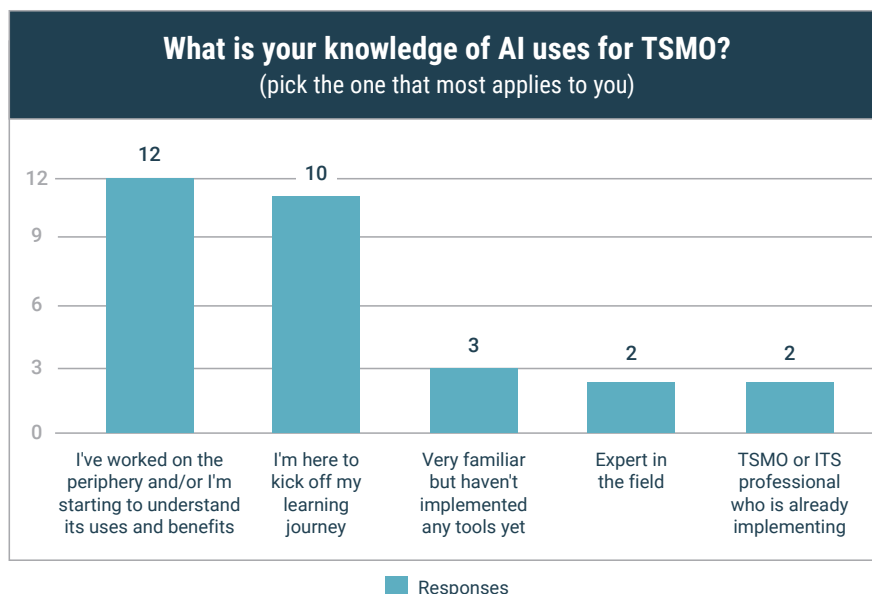
Summary

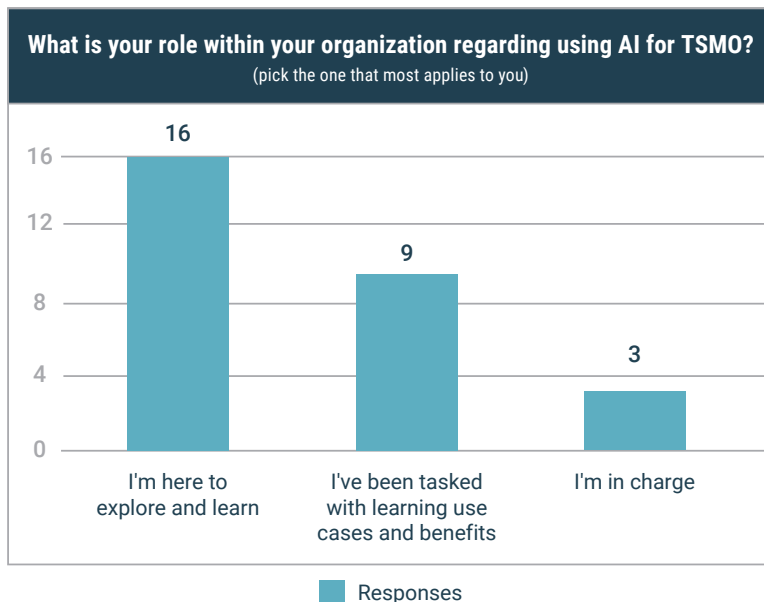
Setting the Stage

Nick Ramfos started the session by discussing the changing nature of the TSMO workforce and use of artificial intelligence across agencies. Departments of transportation (DOTs) are evaluating the benefits of AI and starting to more widely deploy strategies that incorporate AI. Earlier this year, AASHTO conducted a survey of all 50 states regarding their AI usage. Survey results will be available later this year at the AASHTO Committee on Transportation System Operations (CTSO) meeting in July 2025. He shared a preview of survey results, indicating that the area of greatest interest for state DOTs and AI opportunities is in traffic management and optimization and data analysis and decision-making.



The purpose of the peer exchange is to continue a conversation about where and how DOTs are using AI to increase institutional and operational capacity and lessons learned from implementation. The peer exchange also started with a few poll questions for participants:





Artificial Intelligence in State DOTs – Dara Wheeler, Caltrans

Dara Wheeler began by introducing her current role as the acting Chief Data and AI Officer for Caltrans, a position recently established in May. She was appointed to this interim role given her previous experience as Chief Innovation Officer in Caltrans’ Research and Innovation Program. She explained that her primary responsibility is to help stand up the newly formed AI and data program and assist in hiring a permanent officer within six months. This transitional period is critical for the agency to build foundational capacity for AI leadership at the state level.

She shared insights from the AI and Transportation Peer Exchange held in San Diego in February, where ten states convened for a two-day session that was both a learning opportunity and a collaborative platform for advancing AI in public sector transportation. The motivation for convening the exchange stemmed from a desire to connect practitioners at different stages of AI maturity and create a shared foundation of understanding and strategy. The exchange was designed to be inclusive, ensuring that all interested states—regardless of how far along they were—had a voice in the discussion. The sessions centered around several key topics, with particular emphasis on governance, strategy, data infrastructure, and emerging roles within DOTs as AI becomes more integrated. High-level participants included Craig Thor, the AI lead at the Federal Highway Administration, and Vin White, the first Chief AI Officer at USDOT. Dara mentioned that a [final report](#) was produced, including a comparative chart showing where each state stood in areas like policy development and data readiness. She also shared forward-looking concerns, suggesting that future research should focus on how DOTs might need to restructure to accommodate evolving roles brought about by AI integration. Dara’s commentary also touched on broader engagement with similar initiatives across state DOTs, underscoring the need for community-building, shared knowledge, and early-stage coordination in navigating AI adoption. Takeaways from that event reinforce the notion that successful integration of AI in transportation agencies depends on organizational readiness and cross-jurisdictional dialogue, as well as technological tools.

The following discussion among attendees centered on practical challenges and collaborative strategies for advancing AI within state DOTs. Participants raised questions about resource sharing, workforce capacity, and the role of IT departments in enabling AI analytics and data access. Institutional organization came up, with participants highlighting the importance of understanding the role of IT

divisions in supporting data-driven AI initiatives. The discussion expanded on Wheeler’s emphasis on internal preparedness, with an observation that government adoption may often hinge on legal counsel approvals, and that states must learn and expand on one another’s progress to build their own momentum. A specific resource that was mentioned as helpful for agencies to review as a starting point for their own work is the [Texas DOT AI Strategic Plan](#).

There was also significant interest in measuring the return on investment for improving data and data quality—a point raised by Sanhita that echoed Dara’s emphasis on data readiness. Additional remarks explored how states could leverage university partnerships and consultant support to address gaps in staffing and expertise. Pamela Vasudeva and Aaron Johnson touched on hiring and retention challenges, particularly in public sector roles, while others debated how best to preserve subject-matter expertise as AI automates routine tasks. This portion of the discussion illustrated that while enthusiasm for AI is growing, successful implementation will require not only technology adoption, but also cultural and institutional change across transportation agencies.

Industry Perspective on AI Impacts on Transportation – Jim Anderson, Beacon

In the next section, Jim Anderson emphasized that one of the most critical challenges in adopting AI—especially in the transportation sector—is navigating intellectual property and copyright issues. While these concerns apply broadly to many industries, Anderson noted that DOTs are encountering unique implementation hurdles that go beyond technical capabilities. From his discussions with DOT operations teams, the central friction point isn’t necessarily with advanced systems like connected vehicles, but rather in integrating AI into existing workflows and standard operating procedures. These teams manage complex, linear infrastructure systems, and aligning AI tools with deeply entrenched bureaucratic and regulatory processes, e.g., like the 600+ page SOP manual at Georgia DOT, poses a significant barrier.

“A handful of people who are AI proficient will be more effective than a few people who are AI experts.”

–Jim Anderson, Beacon

He also pointed out that successful AI deployment often hinges on very practical elements, such as handling communications data (like DOT phone numbers) and interpreting operational protocols. Anderson’s experience working with DOTs revealed that AI solutions need to accommodate engineering requirements, as well as institutional norms and legacy documentation. For transportation practitioners, this means AI adoption isn’t simply about technology readiness, but also must consider process alignment, regulatory compliance, and designing systems that respect the long-standing workflows within agencies.

Improving Institutional Capabilities

Educating staff and adding knowledge, skills, and abilities – Vandana Mathur, New Jersey DOT

Vandana Mathur, Supervisor for Mobility, Planning, and Research at New Jersey DOT, focused her remarks on the agency’s internal AI training and awareness efforts. She explained that the motivation to introduce AI training stemmed from a growing curiosity within the department; many staff had heard about GenAI tools like ChatGPT, but they lacked foundational knowledge of what AI truly encompasses and other existing use cases. In response, NJDOT launched a basic AI course in May 2024, which

attracted over 100 participants from across the organization, including directors, TMC staff, Safety Service Patrol drivers, and other personnel. This wide interest highlighted the department’s eagerness to build collective understanding and begin grappling with how AI might apply to transportation functions.

Looking forward, Mathur shared plans for a follow-up advanced AI course tailored specifically to transportation applications. This next iteration will be informed by lessons learned from the introductory course and will focus on practical use cases. She underscored the importance of capacity-building and cultural readiness, noting that training efforts are about technical proficiency, as well as creating a common language and comfort level with AI tools. Her comments emphasized that successful AI integration starts with internal education and leadership engagement. There was discussion after Vandana’s presentation about whether the introductory material was available online; at this stage, it is not and there are not plans to release it publicly.

Discussion and Polling Summary

The discussion continued with reflections on workforce development, university training, and practical AI readiness. The role of universities in preparing future transportation professionals emerged as a key topic. While AI is increasingly part of general academic curricula, it is not yet deeply integrated into transportation-specific programs. Anderson emphasized that agencies don’t necessarily need staff capable of building their own machine learning models from scratch; rather, they need professionals who are competent users of AI tools—akin to spreadsheet users who don’t have to write the software behind Excel. This discussion underscored a practical and scalable approach to AI workforce planning. Rather than waiting for academia to fill all gaps, agencies should focus on reskilling current employees and building foundational familiarity with AI concepts. As a first step, basic knowledge of AI tools and functionalities— such as understanding the difference between the Enterprise version of these technologies and the basic version, and corresponding data security considerations—is critical. Another crucial component of basic usage is the emphasis on human and expert review, acknowledging the need for technical experts to have a large role in reviewing output.

Participants were polled on whether their agencies have an AI strategy and a published AI policy. The results showed that a majority—14 out of 29 agencies—are currently developing an AI strategy, while 2 agencies reported having a fully developed strategy in place. When asked about published AI policies, the responses were more varied: 12 agencies indicated they do not yet have a policy, 10 agencies have a published AI policy, and 7 agencies are in the process of developing one.



Improving Operational Capabilities

Applied Tools – Pamela Vasudeva, Washington State DOT

Pam Vasudeva, lead for Transportation Systems Management and Operations (TSMO) at the Washington State Department of Transportation (WSDOT), presented applied examples of how Washington is beginning to use AI, deep learning, and machine learning to support transportation operations across the state. WSDOT is starting some specific pilots and beta testing on new tools with a variety of partners across industry and academia. She highlighted remarks from the recent TRB conference on AI – *Professor Cynthia Chen from UW stated that (paraphrased): AI means artificial intelligence. But it's actually not artificial and not intelligent. It's the data and information that we put in that provides the resources we need out.*

A few examples Vasudeva highlighted:

- Truck parking, information and management system designed to forecast available parking systems. The system currently provides up to 6 hours of parking availability forecasts, with a goal to extend the forecast to 10 hours. It combines traffic volumes and weather data with machine learning algorithms to predict truck parking needs. The application is installed in 13 sites and is approximately 88% accurate currently.
- Incident detection technology employed in the SR99 tunnel under downtown Seattle.
- WSDOT is supporting a SMART grant awarded to Yakama Nation and UW to deploy edge computing devices to capture real-time information about traffic flow, environmental conditions, and roadway incidents to better understand crashes and contributing factors.

She also shared two pilot projects funded through legislative budget provisions. One involves graffiti detection using edge computing enabled cameras that recognize tagging behavior and alert traffic management centers. The other focuses on wrong-way driving detection, incorporating machine learning to analyze driving behavior on ramps. WSDOT is currently working on a pilot, and findings will be reported back to the state legislature for potential next steps.

Additionally, Vasudeva highlighted the importance of building internal capacity through AI literacy training, enabling staff to understand and responsibly apply AI in their day-to-day operations. Similar to NJDOT, WSDOT is developing an AI 101 training to improve understanding for staff about AI capabilities and how to apply tools in a thoughtful, informed, and transparent way.

Discussion & Polling Summary

The background chat dialogue included comments on issues such as the impact of automation on knowledge development in future subject-matter experts; the balance of innovation and institutional risk; and additional commentary on DOT agencies' collaboration with universities on workforce training. Participants were polled about organization structure and readiness to implement new AI tools and strategies.

If you had to implement an AI for TSMO tool right now, who would be the lead on the project?	
TSMO or engineering staff	9
Consultant team	5
IT staff	4
Unclear	3

What is your organization's familiarity with AI uses?	
In the process of learning	11
Individuals are learning on their own	8
Unfamiliar	1
Very familiar	1

Is AI training available from your organization?	
No	15
Yes	3
Will be available soon	2

Implementation Considerations

Data Governance and Cybersecurity – Kyle Nelson, Michigan DOT

Kyle Nelson, Michigan DOT’s Information Security Officer/Operations Manager, opened his presentation by outlining Michigan’s evolving AI efforts across state agencies. Though early in their journey, MDOT is heavily engaged in AI awareness training, cybersecurity alignment, and data governance policy development. He stressed that generative AI tools require expert human oversight, not just human involvement, to ensure outputs are evaluated with domain-specific knowledge. He emphasized policies expanding beyond “human in the loop” with true expert human oversight. Instead of having staff interact with the outputs through a cursory review and then rubber stamping them, Nelson acknowledged the need to have expert review within the specific area. Just as bridge engineers would not want IT professionals approving AI-generated bridge designs, agencies should be conscious to have technology experts approving outputs such as cybersecurity policies.

“AI literacy requires data literacy.”

– Kyle Nelson, Michigan DOT

MDOT’s internal AI policy focuses on four pillars: ethics and transparency, security and data protection, expert oversight, and secure integration with existing systems. The State of Michigan has extended this by updating its acceptable use policy, creating usage guidelines, and prioritizing five key domains: chatbots, code generation, modernization, computer vision, and document processing.

Nelson provided specific use cases that illustrate both the promise and risk of AI in transportation. For example, Michigan is developing a statewide chatbot for public services and citizen interactions but is placing heavy emphasis on guardrails and risk mitigation to prevent outputs from being manipulated or misused. Another high-priority area is vulnerability management, where AI helps assess and triage IT and infrastructure vulnerabilities more efficiently than human teams could. In TSMO specifically, AI is being used for computer vision tasks like near-miss detection, predictive analytics, and automated document parsing. He also discussed the concept of digital twins for ITS networks as a future application area that could improve system testing and resiliency without exposing live infrastructure to threats.

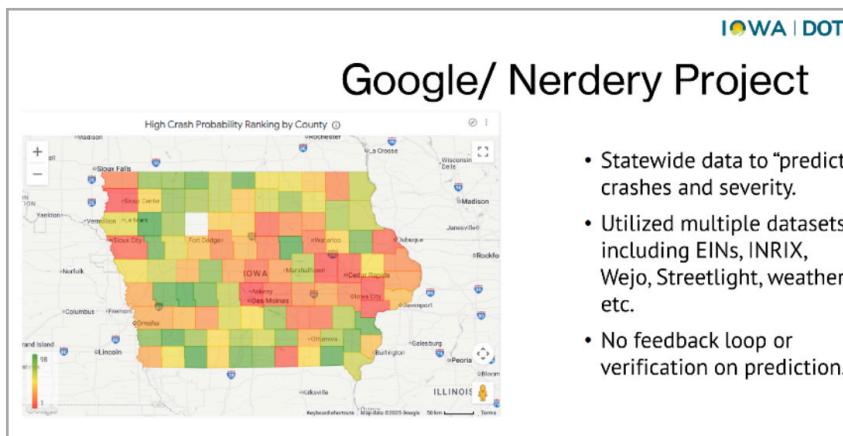
Looking ahead, Nelson explored MDOT’s planned use cases and the cybersecurity challenges that accompany them. These included AI-powered employee onboarding tools, traffic flow optimization, and infrastructure inspection using image analysis. Each of these use cases, he noted, requires careful attention to data quality, system architecture, and local context. For example, he warned against assuming that training data effective in Michigan would yield the same results in another state like Nevada, due to environmental and visual differences. He emphasized the importance of extensive vendor testing and rigorous testing of models before deployment, ensuring AI systems fail safely and improve continuously. His overall message was clear: successful AI implementation in transportation requires equal investments in technical capability, human expertise, and institutional safeguards.

Institutional preparations: planning, partnerships, procurement, and workforce readiness – Iowa DOT, Eryn Stone

Eryn Stone, TSMO engineer from Iowa DOT’s District 6, offered valuable insights for other state DOTs navigating the intersection of AI innovation and organizational structure. She emphasized the importance of cultivating in-house technical talent who can bridge civil engineering expertise with modern tools like coding, data analytics, and AI. Her experience highlights a growing need within DOTs for hybrid professionals capable of both strategic planning and hands-on technical execution. One of the major transitions underway in Iowa is the centralization of all state IT functions into a single Department of Management—a process that Stone warned could be disruptive if not carefully managed. Her advice to peers: learn from others who have been through similar consolidations and proactively advocate for DOT-specific needs such as AI policy development during such structural shifts.

A critical takeaway from Stone’s remarks was the disconnect between AI policy and operational reality. Although Iowa issued a directive in February prohibiting AI use, DOT teams had already begun exploring generative AI and large language models (LLM) to enhance planning and productivity. This underscores a key lesson for other agencies: top-down restrictions may not align with on-the-ground innovation, and policy must evolve in tandem with experimentation. She encouraged DOTs to focus on building cross-functional partnerships, aligning procurement processes with AI readiness, and developing internal workforce skills—even in the face of policy uncertainty.

Regarding specific examples, over 250 AI use cases have been identified that either currently support or are expected to support Iowa DOT’s work in the coming years. These focus on improving data linkage, validation, and mapping processes. Iowa DOT is also working to pilot work zone detection tools to track, analyze, and streamline work zone data.



Iowa DOT has also been exploring the possibility of collaborating with Nerdery, a digital consultancy, as part of its vision to use AI for predictive crash analysis. In discussions within the operations and planning sections, the department has been brainstorming how AI could be applied to statewide

crash data to identify emerging trends. While still in a conceptual or exploratory phase, this initiative reflects Iowa DOT’s interest in leveraging external expertise and AI technologies to enhance data-driven decision-making in traffic safety and operations. Both Nelson and Stone framed success as dependent on intentional, department-wide coordination that blends engineering knowledge, data fluency, and adaptable staffing structures. Internally, the department is considering building internal GPT-based tools to capture and transfer institutional knowledge from soon-to-rotate staff, helping bridge gaps between technical and non-technical employees.

Discussion Summary

Following agency presentations and remarks, the peer exchange transitioned into a broader attendee discussion. Open-ended questions to participants around key AI challenges were posed: who is planning for integration, how agencies are handling data readiness, and whether external partnerships (like universities or consultants) would be necessary. Participants responded in the chat, WSDOT noting that the agency had created a task force and was working with the University of Washington on AI workforce training. Others voiced concerns from a local government perspective, highlighting limited political appetite and funding. This portion of the meeting revealed how unevenly AI is being approached across jurisdictions—some are actively piloting, while others are still in strategic ideation.

A few additional poll questions were conducted. In response to “**What are your concerns regarding AI uses for TSMO?**” participants raised the following answers. Themes emerged such as cost, organizational readiness and structure, human training and oversight, data quality and availability, security and privacy, and safety. *(Note: Responses shown are verbatim from the poll questions).*

Cost

- Price
- Initial cost and effort to implement
- Cost implications

Organizational Readiness / Structure

- DOTs are risk averse- for many good reasons
- Interagency coordination
- Sharing uses cases -results/perform
- Change management for AI
- We currently don’t have an AI expert or position.
- Institutional knowledge take over/loss
- Each DOT doing it differently
- Over time the lack of institutional knowledge

Data Quality and Availability

- Data
- Data quality, privacy, security
- Hallucinations

Safety

- Automated decision-making poses safety risks
- Public safety

Security and Privacy

- Security
- Intellectual property rights
- Cyber attacks
- Cyber security issues can shut it down

Human Training and Oversight / Impact on Workforce

- | | |
|--|--|
| <ul style="list-style-type: none"> • Over reliance on AI vs human judgement • Staff expertise • Efficiency expectations once automation is here • Workforce impact without having training • Building next generation SME • Knowledge loss | <ul style="list-style-type: none"> • Training of employees • Output analysis has an impact on prioritization • Lack of SME Oversight on AI results • Understanding how to ground truth AI results • Standards on implementing the results of AI |
|--|--|

Poll Question: **What are your organization’s concerns regarding AI uses for mobility and safety?**

- Uncertainty of validity of applications output
- Safety-the stakes are high-ML/AI data quality
- Cost-staffing
- Possible reduction in consultant work
- Ethics, fairness and transparency
- Biased data, Poor decisions
- Cyber attacks
- Safety
- Cyber Security
- Public Buy In
- Evaluating - Is it truly more optimal?
- Politics often overrides decision making
- “AI told me to do it” might fall short in court.
- Security, privacy and data protection
- Expert human oversight
- Mistake during real time decision making
- Level of accuracy we can accept
- Not concern - but how can AI help fill in staff gap
- Lack of SME Oversight on AI results
- Understanding how to ground truth in AI results
- Standards on implementing the results of AI
- Protecting data
- False data
- Accountability

Poll Question: **What partners will you require to implement an AI solution?**

- Unknown yet
- MPO, DOT, consultants, and of course \$\$\$
- Data/Enterprise Information Management; AG Office; IT Security
- Would assume it would involve most if not all internal transportation bureaus and sections at varying levels
- AI Experts, Cloud Partners, Equipment manufacturers
- We need our local agency support and our state research universities.
- State’s IT Department, Industry, University and State Research Partner
- Universities through Inter Agency Contracts

Poll Question: **Are AI applications most likely to be deployed to improve existing strategies (upgraded DSS, repositioning of snowplows, etc.) or to serve as the basis of new strategies (near miss prediction, etc.)?**

- AI would be deployed to help with crash predictability.
- IMO new strategies
- New strategies related to proactive safety. Proactive enforcement, project selection and ranking, and incident management
- I think initially to improve existing capabilities
- Both, hopefully starting with the low hanging fruit, having purpose lead with good change agents
- Near miss, signal preemption
- Improve existing strategies
- There is potential to do both
- Using AI to detect vulnerable road user and vehicle to help avoid collisions.

The closing discussion summarized key insights from the session. Highlights included the importance of piloting AI projects with a “fail fast and learn quickly” mindset, and reassurance that agencies are on the right track even if their efforts are at different stages. Speakers emphasized shared challenges like outdated data systems and the need for accessible, actionable information. Resources for evaluating and supporting agency AI implementation at varying levels of organizational readiness may be a key role for NOCoE for continued practitioner convenings.

Key Learnings and Next Steps

Gaps and Future Actions

This peer exchange encompassed a broad exchange of ideas on current challenges and successes with using artificial intelligence for TSMO at transportation agencies. In response to a poll question regarding which type of resources would be most beneficial on this topic, participants identified training and guidance for staff and webinars on AI uses for TSMO as the most beneficial resources to support AI adoption. Many also expressed strong interest in case studies, continued peer exchange sessions, and a compilation of published strategies and policies, indicating a desire for practical, real-world insights and shared learning. Additionally, several participants highlighted the value of research on the benefits and applications of AI in TSMO projects to inform decision-making and implementation.

A few key takeaways emerged from the four-hour discussion:

- **AI Momentum Is Building Across DOTs, But Maturity Levels Vary**

The session highlighted that while AI is becoming a central topic for state DOTs, agencies are at vastly different stages of adoption. Some, like Texas and Iowa DOTs, have developed strategic AI plans or are experimenting with use cases, while others are still building internal understanding or navigating institutional hesitancy. Some presenters emphasized that sharing peer experiences is vital for agencies at early stages to accelerate learning and avoid reinventing the wheel. This layered maturity illustrates that AI adoption isn't a single leap forward but a gradual process of education, strategy development, and experimentation.

- **Training and Workforce Development Are Foundational Priorities**

Multiple presenters emphasized the need for foundational and advanced AI training within DOTs. From NJDOT's introductory courses to emerging partnerships with universities like the University of Washington, it became clear that reskilling the current workforce is essential. However, agencies also acknowledged structural barriers, such as rigid hiring systems, siloed IT departments, and slow-moving bureaucracies. A key takeaway is that effective AI integration requires not just external expertise, but internal cultural change and a continuous learning model that reaches all levels of staff—from leadership to field operations.

- **Next Steps: Inventories, Collaboration, and Pilot Projects**

Looking ahead, participants emphasized several concrete next steps. First, building a use case inventory—like Iowa DOT's list of 250 AI applications—can serve as a roadmap and help secure leadership buy-in. Second, fostering peer collaboration and knowledge-sharing through formal exchanges, shared training content, and cross-agency partnerships will continue to accelerate progress. Finally, DOTs should consider small-scale pilot projects to test AI solutions in controlled environments, enabling lessons learned before broad deployment. These practical steps, coupled with sustained dialogue across states, set the foundation for a more unified and informed national approach to AI in transportation.

NOCoe will meet with AASHTO, ITE, ITS America, and FHWA representatives to review the peer exchange findings and work on next steps as well as potential products.

Resources

Transportation Research Board / National Cooperative Highway Research Program

NCHRP 23-16

- Implementing and Leveraging Machine Learning at State Departments of Transportation <https://apps.trb.org/cmsfeed/TRBNetProjectDisplay.asp?ProjectID=5001>
- Final Report: <https://nap.nationalacademies.org/catalog/27880/implementing-machine-learning-at-state-departments-of-transportation-a-guide>

NOCoe

- NOCoE has had a model position description for an AI Scientist since 2019: <https://transportationops.org/workforce/model-tsmo-position-descriptions>
- NOCoE has had some postdoc students working on AI focused solutions for the Transportation Technology Tournament: <https://transportationops.org/transportation-technology-tournament/2024>
- A peer exchange from 2017 focused on change management for TSMO - numerous approaches were heard: <https://transportationops.org/nocoe-summits-and-peer-exchange-reports#:~:text=Communicating%20the%20Future%20of%20Transportation>
- TSMO and IT Peer Exchange (April 2025): <https://transportationops.org/publications/tsmo-and-information-technology-peer-exchange-report>

Departments of Transportation

Caltrans:

- AI in State DOTs Peer Exchange Report (February 2025): https://transops.s3.amazonaws.com/uploaded_files/2025-09/AI%20in%20State%20DOTs%20-%20Peer%20Exchange%202025%20FINAL.pdf

TxDOT:

- Texas DOT AI Strategic Plan: <https://www.txdot.gov/content/dam/docs/division/str/ai-strategic-plan-09-20-2024.pdf>

Bellevue, Washington:

- Bellevue, WA Case Study on Near Miss Tools: <https://transportationops.org/case-studies/accelerating-vision-zero-advanced-video-analytics-video-based-network-wide-conflict>

Data collected from over 5,000 hours of video footage were used to produce the three reports:

- Video- based Network- wide Conflict Analysis: https://bellevuewa.gov/sites/default/files/media/pdf_document/2020/VZ-ITS-Bellevue-Report-1-web.pdf
- Video- based Network- wide Speed and Speeding Analysis: https://bellevuewa.gov/sites/default/files/media/pdf_document/2020/VZ-ITS-Bellevue-Report-2-web.pdf