



Oregon

Tina Kotek, Governor

Oregon Transportation Commission

Office of the Director, MS 11

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DATE: February 29, 2024

TO: Oregon Transportation Commission

FROM: Kristopher W. Strickler
Director

SUBJECT: **Agenda Item H** – Approval of the Draft 2024-2028 SAP

Requested Action:

Approve the 2024-2028 Strategic Action Plan.

Background:

The Strategic Action Plan (SAP) establishes the short-term priorities of the Oregon Transportation Commission and the Oregon Department of Transportation. The 2024-2028 SAP is responsive to legislative and governor's directives and priorities. It operationalizes the Oregon Transportation Plan (OTP) adopted by the Oregon Transportation Commission in July 2023; and therefore fulfills the requirements of Oregon Revised Statute 184.617(1)(e), which grants the Commission approving authority for programs that implement Oregon's long-range statewide transportation mode and topic plans.

In December 2023, the Oregon Transportation Commission held a special meeting that included a workshop on the initial draft 2024-2028 SAP. Staff made revisions to address the feedback raised by the Commissioners and discussed the updated draft at the January 2024 Commission meeting. Staff also conducted an external partner review, December 11 through January 12. A summary of comments received was also discussed in January.

The final draft of the 2024-2028 plan will be shared at the March meeting, with a staff recommendation for the Oregon Transportation Commission to approve the 2024-2028 SAP.

Next Steps:

Staff will present the 2024 Progress Report that will monitor and track the implementation of the 2024-2028 SAP in May 2024.

Attachments:

- Attachment 01- Draft 2024-2028 Strategic Action Plan

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STRATEGIC ACTION PLAN

Presented by:

Oregon Transportation Commission &
The Oregon Department of Transportation



Oregon
Department
of Transportation

March 14, 2024 DRAFT



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Questions or comments, contact:

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Message from Director Strickler and Chair Brown

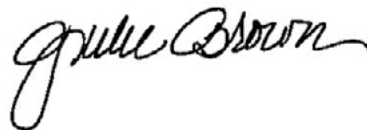
Oregonians deserve a safe, reliable and accessible transportation system. The Oregon Transportation Commission and the Oregon Department of Transportation are jointly committed to supporting all Oregonians by connecting people and goods to places in the most climate-friendly, equitable and safe manner. We must advance mobility, economic and community vitality, and be good stewards of public resources in our quest to deliver a world-class transportation system for Oregon.

To realize this vision, we must pursue focused and actionable efforts – just talking about our future doesn't move us further. The Strategic Action Plan identifies our top priorities and focus areas through 2028, continuing and enhancing efforts around equity, sufficient funding and a modern transportation system. This updated action plan moves to operationalize the Oregon Transportation Plan, as well as direction from the governor and the legislature. It recognizes that sufficient funding is foundational to our ability to deliver on our goals. New metrics and tracking in this plan bring additional transparency and accountability to each ODOT employee, to the OTC, to Oregonians and to our partners, while allowing all of us to be responsive and adaptable to a constantly changing environment. The plan will help us prioritize the work of the agency and the commission during a time when our constrained resources must be deployed with thoughtfulness and care.

As we continue our transformation, the 2024-2028 Strategic Action Plan will be our roadmap.



Kris Strickler
Director
Oregon Department of Transportation



Julie Brown
Chair
Oregon Transportation Commission



Kris Strickler
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Oregon Department of Transportation



Julie Brown
Chair
Oregon Transportation Commission

Table of Contents

Message from OTC Chair and ODOT Director iii

Strategic Action Plan..... 1

Strategic Action Plan Priorities 2

 Sufficient and Reliable Funding 3

 Equity 3

 Modern Transportation System..... 3

2024-28 Strategic Outcomes 5

Strategic Outcomes Implementation..... 6

 1. Secure Sufficient and Reliable Funding 6

 2. Save Lives 8

 3. Provide Excellent Customer Service..... 10

 4. Preserve Transportation Assets..... 12

 5. Improve Equitable Outcomes 14

 6. Reduce Emissions and Electrify Oregon’s Transportation System..... 16

 7. Improve Access to Active and Public Transportation..... 18

 8. Reduce Congestion in the Portland Region..... 20

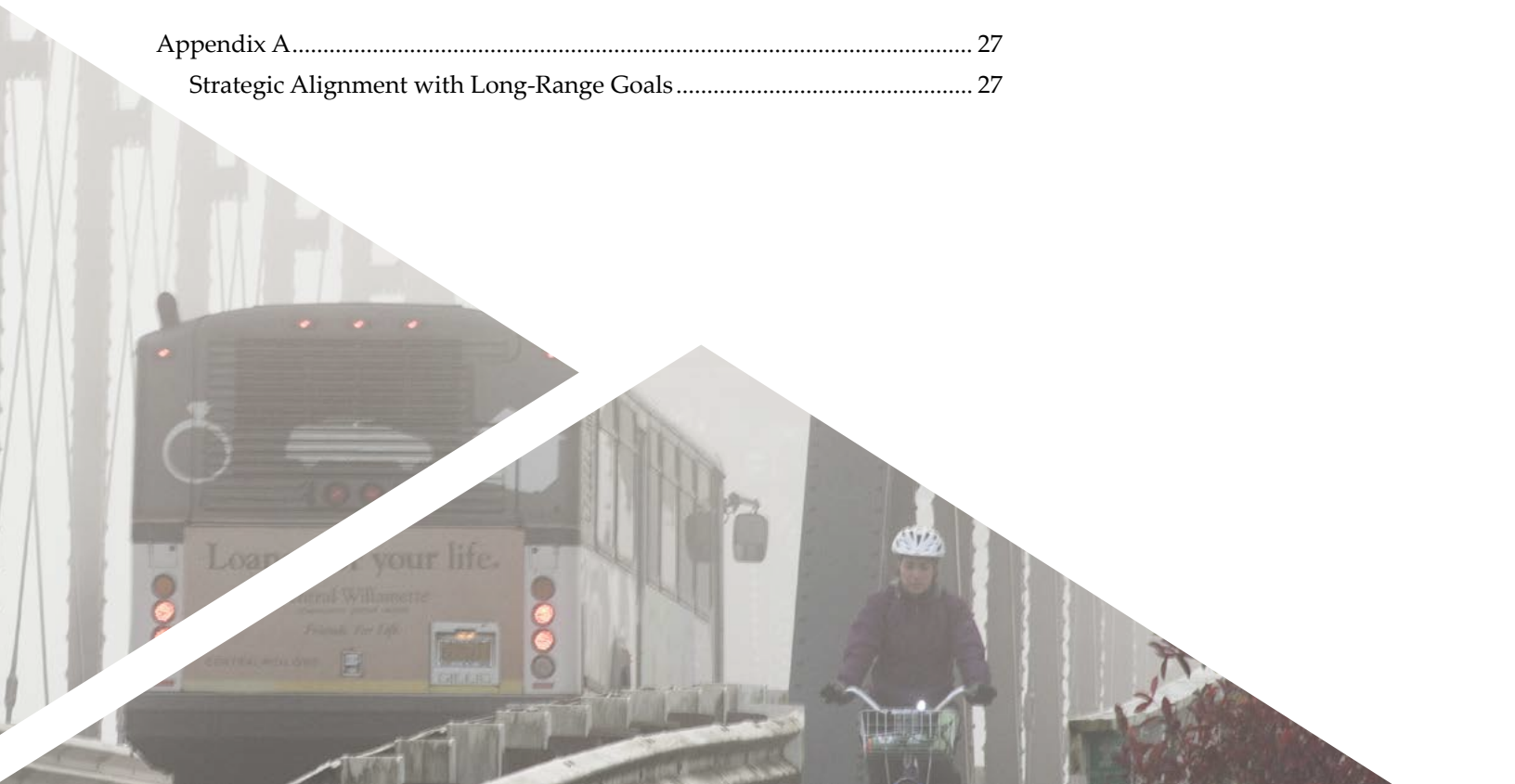
Looking to the Future..... 22

Quick Reference: Outcomes, Metrics and Actions 23

Appendix A..... 27

 Strategic Alignment with Long-Range Goals 27

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Strategic Action Plan

The 2024-2028 Strategic Action Plan identifies the top actions the Oregon Transportation Commission and the Oregon Department of Transportation will focus on over the next five years. It is not comprehensive of all agency efforts; rather, it identifies a narrow set of short-term priority actions that will best serve businesses and people who live, work and travel throughout Oregon. As the SAP is implemented, OTC and ODOT will foster a culture of continuous improvement, evaluating the effectiveness of our organization, structures and systems, and evolving to meet the needs of Oregonians.

The SAP is responsive to legislative and governor's directives and priorities and operationalizes the Oregon Transportation Plan adopted by the Oregon Transportation Commission in July 2023. The OTP establishes the policy direction for the state's transportation system through 2050 and sets the following vision: "Oregon's transportation system supports all Oregonians by connecting people and goods to places in the most climate-friendly, equitable and safe way."

The OTP calls for the lenses of safety, equity and climate to be used when making decisions, and, in accordance, these lenses are incorporated as strategic outcomes and embedded throughout this SAP. Sufficient and reliable funding is also central to the OTP and is incorporated in the SAP as a foundational element. Achieving sustainable funding is a key priority within this iteration of the SAP as funding challenges impact the agency's overall ability to advance goals and outcomes. At the same time, efforts to modernize the transportation system and address equity need to move forward and remain critical SAP priorities. The ability to achieve the outcomes and goals of the OTP and SAP requires concerted efforts by ODOT and the Commission, as well as cooperation, collaboration and action from all levels of government, the private sector and those who travel across Oregon's transportation system.

This iteration of the SAP builds on core and foundational work achieved in the first SAP and narrows in on the actions identified to be most influential over the next five years. It is a critical tool for communicating priorities with our statewide partners, demonstrating how we do business and increasing transparency and accountability.

Strategic Action Plan Priorities

Three Strategic Priorities set the overall direction for the 2024-2028 SAP. These priorities inform our work, guide our decision-making, and are objectives against which we hold ourselves accountable. They are rooted in stewardship of the transportation system, delivering the services and system that directly impact and support travelers and businesses in Oregon. While these priorities are interrelated and overlapping, Sufficient and Reliable Funding is a foundational priority that enables us to advance all our critical work. Funding affects the degree to which we can further address our other needs and priorities—Equity and Modern Transportation. For example, a well-funded transportation system provides Oregonians with access to a robust multimodal transportation network with cleaner options for getting where they need to go, reduces carbon emissions, and increases reliability and safety for everyone. The SAP outlines actions that can be undertaken within current resource constraints to make progress in these areas, and securing sufficient and reliable funding will ensure that work will continue and increase.



Beneath the three priorities are eight near-term strategic outcomes with implementing actions that will lead to tangible results. These outcomes and actions are designed to advance not an isolated objective, but multiple priorities concurrently.

Sufficient and Reliable Funding

Seek sufficient funding to maintain and support a modern transportation system and fiscally sound ODOT.

Because of Oregon's outdated transportation funding structure, we can no longer maintain what we have or finance the construction of a modern, multimodal transportation network. These funding difficulties are leading to cuts in maintenance that affect drivers, pedestrians, cyclists and freight haulers – everyone who uses the system. Travelers are seeing more potholes and ruts on the road, along with more trash and graffiti along highways. During winter, they are experiencing more chain requirements, longer delays and fewer open roads. Walkways and bikeways remain disconnected and needed safety enhancements are limited.

As responsible stewards of public funds, we are committed to transparent decision-making processes that prioritize safety, climate and equity in our investments. To move forward, we need to adopt new funding options to diversify our revenue sources and modernize today's funding model to one that invests more in sustainable transportation options, including bikeways, pedestrian routes and public transportation.

Actions to advance this priority move us toward developing new and diverse revenue sources like tolling and road usage charges. We also seek to adapt our approach to existing funding mechanisms to keep up with inflation and provide us with the funding necessary to support a wider range of mobility choices for Oregonians.

Equity

Integrate and prioritize diversity, equity and inclusion by identifying and addressing systemic barriers to ensure all Oregonians benefit from transportation services and investments.

ODOT is committed to serving all Oregonians equitably. The voices of our customers matter and influence the work we do. A focus on equity ensures we look beyond merely improving the system to improving the quality of life of every Oregonian. We must be mindful of the benefits and burdens created by our work and ensure they are distributed equitably. Equity efforts must focus internally on how we look and act, and externally on how we engage and the outcomes of our decisions. Actions to advance equity focus ODOT on workforce diversity and opportunities for advancement, expanding economic opportunities for current and historically marginalized groups, and establish equitable policy and processes to eliminate disparities in transportation for Oregonians.

Modern Transportation System

Build, maintain and operate a modern multimodal transportation system to serve all Oregonians, address climate change and help Oregon communities and economies thrive.

A modern transportation system ensures all Oregonians can travel safely and efficiently. Focusing on preserving state highways, while important, is not enough. In order to meet the needs of the future, we must be relentlessly committed to creating a truly multimodal transportation system where we invest in and integrate all major modes of transportation. We will focus not only on improving safety and preserving the existing system, but on improving mobility for all users, addressing climate change, investing in innovative technologies, and implementing a comprehensive congestion management plan to keep Oregonians and our economy moving.



2024-28 Strategic Outcomes

The SAP identifies eight strategic outcomes, and when implemented, will enable us to make measurable progress toward achieving our priorities and better serving Oregonians. Each of these strategic outcomes represents actionable steps with tangible results we will pursue over the next five years.

These strategic outcomes represent work from the prior SAP that was accomplished and built upon, as well as new initiatives that have emerged through recent policy, planning, and legislative and governor priorities and directives. These outcomes will evolve over time, but today represent our path forward.

Strategic Outcomes	
Priorities	<ul style="list-style-type: none">• Secure Sufficient and Reliable Funding• Save Lives• Provide Excellent Customer Service• Preserve Transportation Assets• Improve Equitable Outcomes• Reduce Emissions and Electrify Oregon’s Transportation System• Improve Access to Active and Public Transportation• Reduce Congestion in the Portland Region

These 2024-2028 strategic outcomes answer the questions: What will we do in the next five years to secure funding? What other actions are necessary to build a better transportation system; and how will we track our progress? To clearly define our path forward, the following section explains each strategic outcome in detail.



Strategic Outcomes Implementation

1. Secure Sufficient and Reliable Funding

We will restore core services and advance outcomes by securing the funding needed to deliver the transportation system Oregon deserves.

Challenges

ODOT's primary revenue sources are federal funding and State Highway Fund dollars from fuels tax, weight-mile tax and DMV fees. Oregon faces significant transportation funding challenges. Increasing adoption of more fuel-efficient vehicles will reduce fuels tax revenue, while inflation is rapidly eroding all of the State Highway Fund's components. Even with the passage of the federal infrastructure bill, federal funds have not kept up with increasing construction costs. Funding for bicycle, pedestrian and public transportation programs that serve vulnerable users along our state highways, and infrastructure for rail and ports, consists primarily of small and inadequate revenue sources that leave these important modes deeply underfunded. Finally, ODOT is facing a significant funding shortfall for operations and maintenance. Unless we make changes to our funding mechanisms, the gap between revenues and expenditures will create a nearly \$700 million shortfall by 2029.

Opportunities

To ensure sufficient and reliable funding for all modes of the transportation system and for the agency, ODOT will need to not only ensure we are effective stewards of public funds – maximizing efficiencies, focusing on core work and critical services, and managing project scopes, schedules and budgets—but also bring more stability to ODOT's funding model. This will require modernizing the revenue and tax structure that support full Oregon Transportation Plan implementation and achieving safety, equity, climate and other important objectives. Strategies such as implementing tolling as a new revenue source to pay for major projects and manage traffic demand and implementing per-mile road usage charging are important steps. We also must work to expand existing active transportation funding sources for pedestrian, bicycle and public transportation and develop new revenue streams for projects that use multiple transportation modes. This can only happen as we partner with those with a stake in creating a more stable financial future for our transportation system.

Implementing Actions

Year Complete	Action
2024	Develop an analysis of long-term funding needs for the transportation system and agency focused on maintenance and agency operations, safety, equity, climate, road preservation and multimodal transportation.
2024	Develop revenue options that will provide sufficient and reliable funding by shoring up existing revenue streams and implementing new revenue sources like road usage charging.
2024	Work with legislators and partners to engage the public to understand transportation funding and investment, including investment needs, gaps between available revenues and investment needs, challenges and opportunities with revenue sources, and consequences of disinvestment.
2024	Identify further budget management strategies that allow ODOT to operate within available resources in the absence of additional funding.
2025	Continue developing the OReGO road usage charge program in preparation for legislative action.
2026	Begin collection of tolling revenue to make investments in the transportation system and manage demand.

Metrics

- Increase Real Revenue for State Transportation Sources.
- Maintain a Positive State Highway Fund Cash Balance.

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2. Save Lives

We will work to reduce fatalities and serious injuries, ensuring all people, regardless of their age, ability, race, income or mode of transportation can travel safely.

Challenges

Traffic fatalities and serious injuries have been increasing steeply in recent years. Oregon is at a 33-year high in roadway fatalities. Different areas of Oregon experience diverse types of safety challenges: Roadway departures are much more common in rural areas, where medical services may be long distances from crash locations, while intersection crashes, often with bicyclists and pedestrians involved, account for the majority of fatal and serious crashes in urban areas. Key findings from Oregon's preliminary 2022 fatal and serious injury crash data include:

- 47% of crashes occurred on state highways and 53% on city and county roads.
- Four common attributes of fatal and serious injury crashes include: roadway departure (37%), intersections (39%), speed-related (24%), and alcohol- and or drug-involved (23%).
- 16% of the fatal and serious injury crashes involved a motorcycle.
- Pedestrian deaths increased from an average of 81 people killed annually between 2017-2021 to 126 people in 2022. Bicyclists killed has decreased from an average of 13 in that same period to 12 in 2022.

Opportunities

Safety continues to be a top priority for ODOT, ingrained in how we conduct day-to-day business. Ongoing efforts include data gathering, outreach, education and project planning, design (e.g. rumble strips), and delivery to address the highest identified safety risks and needs (e.g. implementation of the All Roads Transportation Safety (ARTS) program). Safety is greatly impacted by user behavior such as speeding, driver distraction and impairment, but there are opportunities to help mitigate through engineering, enforcement, education and more. Along these lines, the Oregon Transportation Plan emphasizes a Safe System approach. The Safe System approach builds and reinforces multiple layers of protection to both prevent fatal and serious injury crashes and minimize the harm to those involved when crashes do occur. An example of this is how we design and manage roads, so they encourage safe speeds and manipulate crash angles (e.g., lane widths, bulb outs, crosswalk visibility, pedestrian refuge islands) to reduce injury severity. Safe System also relies on safer vehicles, looking to technology and infrastructure that can help correct driver error. ODOT is committed to integrating the Safe System approach, and through this, emphasizing proven safety countermeasures that address speed management, intersections, roadway departures, and protect the most vulnerable road users (people who walk and bike). While ODOT is leading the way toward addressing safety, it is critical that all residents, partners, cities, counties, Tribal governments, and other affected agencies and communities throughout Oregon work to ensure people travel through the system safely.

Implementing Actions

Year Complete	Actions
2024	Initiate a new Vulnerable User Crash Response program to implement proven bicycle and pedestrian safety countermeasures quickly where crashes are happening.
2025	Identify opportunities to utilize technology to enforce speeds in work zones and make overall conditions safer across the system.
2025	Engage partners and legislators in development of legislative and policy options to increase safety, focused on automated enforcement, alcohol and drug impairment laws, driver education, and motorcycle and micromobility safety.
2026	Continue to improve both the timeliness of crash data for all modes, including people walking, biking and rolling and the utilization of that data to inform safety actions.
2027	Identify corridors where strategic investments focusing on proven safety countermeasures and a Safe System approach can be implemented, maintained and most impactful.

Metric

Reduce Traffic Fatalities and Serious Injury Rates.

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3. Provide Excellent Customer Service

We will support the traveling public through services that grant use of the transportation system (e.g. licenses and permits) and keep it operational.

Challenges

Everything ODOT does is in some form customer service, from administering driver licenses and registrations, to issuing commercial permits and driver safety inspections, to providing maintenance on the system to keep people and businesses moving (i.e. snow plowing, incident response and other maintenance work). Serving customers also includes being good stewards of public funds, ensuring we are efficient and that projects are on schedule and within budget. ODOT's customer service efforts are currently challenging in many ways — we anticipate a significant funding shortfall for operations and maintenance, the number of customer-facing staff has decreased over the years, and we struggle with retaining a skilled workforce and being a competitive employer. While we face these challenges, Oregon's population continues to grow, and its demographics and needs change. Customer demand is increasing for electronic services that are convenient, easy to use and understand, and reduce the time spent in line or on the phone. In addition, it will be challenging to sustain services that people are used to today. Given funding challenges, will struggle to manage our existing assets and deliver the quality of transportation that the Oregon public relies on, and this will have the potential to impact perceived customer service.

Opportunities

Improving customer interactions extends across ODOT services and functions. In the near term, ODOT will focus on efforts that are central to providing timely, accurate and available information to all Oregonians. We will implement strategies that focus on accessibility and meeting people where they are, as well as create efficiencies for ODOT and support more timely services for the public, such as: enhancing systems and new technologies to expand electronic and self-service options, creating opportunities for customers to share feedback and modernizing processes for customer inquiries.

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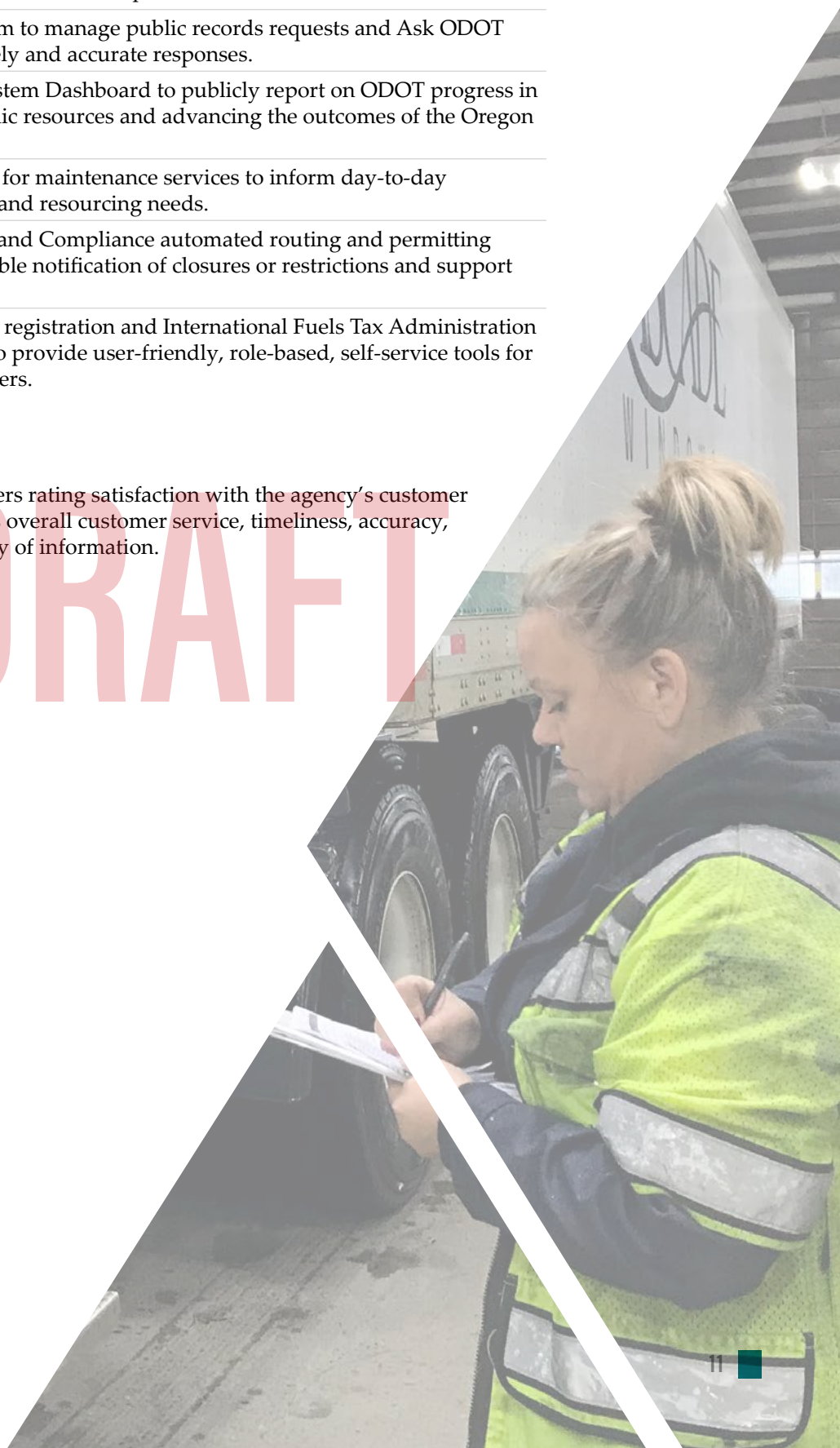
Implementing Actions

Year Complete	Action
2024	Launch self-serve kiosks to allow the public to administer DMV transactions.
2024	Implement a new system to manage public records requests and Ask ODOT inquiries to ensure timely and accurate responses.
2024	Create a State of the System Dashboard to publicly report on ODOT progress in the stewardship of public resources and advancing the outcomes of the Oregon Transportation Plan.
2025	Assess public priorities for maintenance services to inform day-to-day operations and understand resourcing needs.
2025	Launch the Commerce and Compliance automated routing and permitting system (ORION) to enable notification of closures or restrictions and support easy access to permits.
2027	Implement new vehicle registration and International Fuels Tax Administration System (IFTA) system to provide user-friendly, role-based, self-service tools for commercial motor carriers.

Metric

Customer Satisfaction: % of customers rating satisfaction with the agency's customer service as good or excellent; includes overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information.

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4. Preserve Transportation Assets

We will protect initial investments by working to maintain transportation assets long term, keeping facilities open and operational as much as possible.

Challenges

At its core, preservation is focused on the goal of stewardship: working to keep our multimodal system in a state of good repair and facilities open. However, ODOT faces challenges in our ability to build and maintain a transportation system that meets economic and community needs. As with the rest of the nation, our challenges for preserving assets include aging infrastructure as well as state and federal revenue that has remained stagnant. Inflation, increased material and labor costs, wider focus on transportation funds, responding to and recovering from impacts from natural and climate-change driven hazards, and growing system demand have limited resources available for preserving transportation assets. Asset conditions are starting to rapidly decline, which will reduce service levels and result in a future surcharge in user costs toward major repairs and replacements. Without additional investment in assets, there is insufficient funding to implement these cost-saving activities. For example, starting in 2027, there will be no funding for repaving state highways, with only a limited number of interstates being repaved.

Opportunities

The opportunity exists to increase real revenue to stop further decline and allow these timely maintenance and preservation projects to continue; this will help to protect our initial infrastructure investments, prevent weight limits on bridges and reduce road closures. By measuring the percentage of assets in good condition we can report on both reliable funding and an optimization of investments toward the assets. Additional funding for asset preservation would enable needed asset replacements, thus upgrading facilities to current, more resilient standards. Leveraging [PROTECT](#) funds and making larger investments in asset preservation enables projects or features targeting climate resiliency to help reduce transportation interruptions, mitigate infrastructure damage and reduce ongoing maintenance costs.

ODOT's approach for managing assets will include an evaluation of cost-effective features that would result in increasing the resiliency of the most at-risk and highest-used routes. Additional funding and focused investments are potentially needed if design standards need updating to account for current and future climate risk or upgrading facilities to current seismic standards. Proactive projects targeting resiliency can help to reduce transportation interruptions, mitigate infrastructure damage and reduce ongoing maintenance costs.

Implementing Actions

Year Complete	Action
Annual	Continue to prepare for a Cascadia Subduction Zone earthquake by making bridges and other structures seismically resilient, up to and including the construction of new structures such as the Interstate Bridge.
2025	Complete a review of engineering guidance and standards focusing on increasing resiliency related to climate change and extreme events.
2026	Identify resilience priorities based on risks and strategies identified in the Climate Adaptation and Resilience Roadmap, and other priority designations and plans to help the transportation system remain open and operational.
2026	Update highway designations as part of the Oregon Highway Plan, to ensure investments are prioritized on critical routes that consider current and future condition needs to make the best use of constrained funding.

Metric

Assets Condition: % of bridges, pavement, culverts, signals and ITS features rated as good.

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5. Improve Equitable Outcomes

We will continue to build and equip a diverse workforce that reflects the communities we serve and utilizes equitable processes that ensure decisions lead to more equitable outcomes.

Challenges

Land use, transportation planning and other policies have a tremendous impact on marginalized communities, including Tribes, people experiencing disabilities, people experiencing low income and people of color. Historical transportation decisions have harmed communities, and the effects remain a part of our infrastructure across the country. Transportation is more than just about getting people and goods from one point to another; it is a system that can either limit or expand the opportunities that are available to the people who have been historically left out and who have been impacted the most.

Opportunities

ODOT is committed to achieving more equitable outcomes for the communities we serve and those doing business with ODOT by diversifying how our agency looks, listens and acts. To do this, we must expand the diversity of our workforce so it aligns with communities across Oregon, enabling us to be culturally responsive, enhancing our ability to address community needs, and reinforcing our commitment to have all Oregonians see themselves represented in our workforce. Our workforce must also be equipped with tools and processes that ensure decisions lead to more equitable outcomes, which is why we have begun and will continue Diversity, Equity and Inclusion training for each employee in the agency. We must also ensure employees are engaged and driven toward equity and the other aspects of our mission. Decision-making processes that utilize community engagement and coordination with historically underutilized businesses are examples of how we ensure ODOT's plans, policies and processes are relevant, needed, and build on existing solutions, ideas and strengths that Oregon's diverse communities have to offer. We continue to engage communities that face the most immediate and severe effects from transportation to inform system investments and decisions so that they make the most meaningful impact. Such actions include designing local projects to reflect community needs, applying an equity lens to investment decisions, providing access to safe and affordable transportation choices, and ensuring that ODOT's contracting processes increase opportunities and expand capacity for historically underutilized businesses.

Implementing Actions

Year Complete	Action
Annual	Utilize local community census data to better understand where to invest in recruitment outreach that better aligns our workforce with the communities our positions serve.
2024	Expand programs to inform and engage historically underutilized businesses to increase contracting opportunities with ODOT.
2025	Implement Equity Engagement Toolkit on ODOT projects and programs to ensure Oregonians influence agency decisions and local communities are involved in infrastructure development.
2026	Create and build upon current workforce development, employee engagement, and belonging efforts to enhance workforce diversity, remove barriers to employment for underrepresented populations and retain employees.
2026	Secure three statewide Community Engagement Contracts (CEC) to build capacity with Community Based Organizations to serve as prime contractors for community engagement services now and in the future.
2026	Apply an equity lens to ODOT investment decisions, increasing more equitable outcomes.
2028	Establish, review and update policies that have an impact on the communities that we serve and those doing business with ODOT to ensure equitable outcomes.

Metric

- Update 100% of ODOT policies that have an impact on our workforce, communities that we serve and economic opportunities by 2028 using ODOT's equity lens.
- Increase ODOT's Workforce Choice Index Score to 2.75 by 2028.

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6. Reduce Emissions and Electrify Oregon's Transportation System

We will foster a cleaner transportation system that contributes less to pollution and helps achieve Oregon's climate goals.

Challenges

Oregon's climate is drastically changing, with more frequent and severe wildfires, flooding and landslides. These events can lead to road closures that impact freight, the economy and people's ability to obtain critical services. Cars, trucks and other transportation sources significantly contribute to air pollution and are the largest source of greenhouse gas emissions in Oregon, constituting some 35% of the total. We must take substantial and swift action to reduce GHG emissions to achieve a cleaner and more livable future.

Opportunities

The Oregon Statewide Transportation Strategy: A 2050 Vision for GHG Reduction, or STS, is the state's roadmap for reducing GHG emissions from transportation. Key actions include cleaner vehicles and fuels (e.g., electric vehicles), low carbon modes (transit, walking, biking), proximity of housing to jobs and services, pricing and management of demand. ODOT has been taking climate action seriously from the creation of the STS in 2013, to the formation of the Climate Office in 2020, and most recently the Oregon Transportation Plan in 2023. The OTP identifies "climate" as one of the three lenses to use in decision-making and holds the state accountable toward climate progress with a 20% reduction in passenger vehicle miles traveled (VMT) per capita by 2050, and reducing GHG per mile by 77% in that same timeframe. Progress over time has been marked. Our efforts and work with other agencies and local jurisdictions to implement the STS are projected to lead to around a 60% reduction in Oregon's transportation emissions by 2050 (see [Emission website](#)). While substantial progress is being made, more work is needed. The actions identified in this SAP are those focused most directly on ODOT's carbon footprint: our facilities, fuels and construction materials, as well as the likely climate outcomes from investments we make. Strategies will be developed to reduce passenger vehicle miles traveled per capita, and for people who still drive, we must make each mile driven clean. Hence ODOT's focus on adding public electric vehicle charging infrastructure in support of transportation electrification.

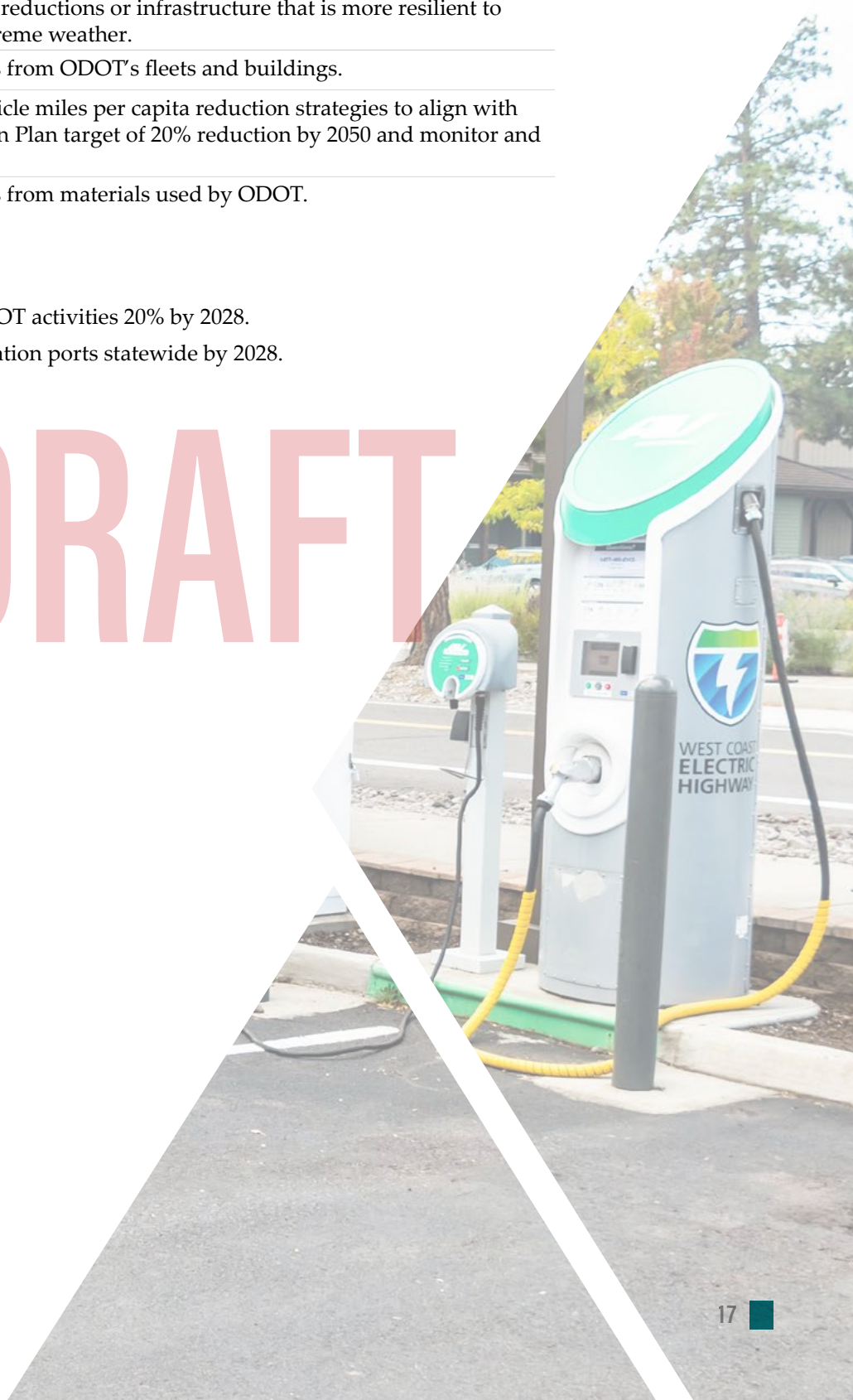
Implementing Actions

Year Complete	Action
Annual	Fund and direct the deployment of transportation electrification public charging infrastructure.
2026	Apply a climate lens to ODOT investment decisions, increasing investments that result in emissions reductions or infrastructure that is more resilient to climate change and extreme weather.
2026	Reduce GHG emissions from ODOT's fleets and buildings.
2026	Develop passenger vehicle miles per capita reduction strategies to align with Oregon's Transportation Plan target of 20% reduction by 2050 and monitor and report on progress.
2028	Reduce GHG emissions from materials used by ODOT.

Metrics

- Reduce GHG emissions from ODOT activities 20% by 2028.
- Triple electric vehicle charging station ports statewide by 2028.

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7. Improve Access to Active and Public Transportation

We will provide increased transportation choices for people to reach their destinations by means other than driving.

Challenges

Nearly one-third of Americans are unable to drive due to age, disability, or because they can't afford a car; others choose not to drive. We all rely on dependable transit, connected sidewalks and convenient bikeways. Fatalities and serious injuries are on the rise for the most vulnerable road users like bicyclists and pedestrians. Accordingly, a number of actions targeting these groups were included under the Save Lives outcome area earlier in this action plan. Many solutions rely on engineering, enforcement, evaluation and other solutions, as well as require multiple entities and individuals to work together to improve multimodal safety. Completing the bicycling and walking network and filling transit gaps is also a key component; however, funding is a challenge. In 2017, Oregon transit agencies received much-needed new and increased funding through a payroll tax, but inflation, population growth and competition for revenue sources have put additional pressure on these funds and on the system especially for seniors and individuals with disabilities.

Opportunities

ODOT's investments in public and active transportation have many benefits. Funding transit, walking and biking provides access to essential services, enhances safety and reduces traffic congestion and greenhouse gas emissions. People take 100 million public transportation trips a year in Oregon on average, connecting to essential medical services, family, social networks, jobs, school, groceries, day care and more. These transit trips directly reduce an estimated 150 million miles driven by automobile per year. Transit is critical to daily travel for people with mobility needs, youth, lower-income residents as well as those who choose transit. When we have more funding, we are able to do more. Two examples are Oregon's Safe Routes to School program and the Oregon/Washington Amtrak Cascades passenger rail program. Oregon Safe Routes to School invests \$15 million a year in walking infrastructure and education, ensuring that children can travel safely to school. ODOT's support of passenger rail gives people in the busy Willamette Valley options for travel; in 2023, ridership is surpassing 10,000 each month. Actions identified in the SAP focus on additional work beyond base-level investments to increase public and active transportation options.

Implementing Actions

Year Complete	Action
Annual	Continue to improve accessibility for people experiencing disabilities within the pedestrian network, fulfilling ADA commitments focused on curb ramps.
2025	Evaluate investments made and refine and streamline grants and programs to prioritize investments that advance climate, vehicle miles traveled reduction, equity and safety outcomes (focusing on vulnerable users).
2026	Enhance trip planning tools to better connect travelers from origin to destination using multiple modes and integrate payment systems where feasible.
2028	Define the multimodal network and establish priority corridors as part of the Oregon Highway Plan, to increase connectivity and access to key destinations, and integrate these corridors into investment decisions.

Metric

By 2028, achieve mobility targets for public transportation, passenger rail ridership and pedestrian and bicycle network connectivity completeness.

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8. Reduce Congestion in the Portland Region

We will make everyday travel safer, more efficient and more predictable in the Portland metropolitan region.

Challenges

Traffic delays in the Portland metropolitan area are coming at a high cost to individuals, businesses and communities. Congestion and aging infrastructure in Oregon's urban areas impede the movement of people and goods, hindering our ability to deliver a safe and equitable system for Oregonians:

- Congestion in the Portland metro area has steadily increased (in 2022 ranking No. 12 in the nation for the worst traffic) in the past decade, with regional growth trends predicted to expand for the foreseeable future.
- Increased crashes due to bottlenecks and congestion are putting Oregonians' safety and economy at risk.
- The region's infrastructure is outdated and at risk of failing in a significant earthquake.
- Congestion is impacting economic competitiveness for the entire state and the cost of movement of goods and services; Portland has the 28th worst freight bottleneck in the nation.

Opportunities

To address these challenges and achieve equity, congestion relief and safety goals, ODOT formed the Urban Mobility Office. This office is leading the Urban Mobility Strategy to resolve congestion and create a new funding source with tolling to modernize our aging infrastructure. The UMS core projects (I-5 Rose Quarter Improvement, I-205 Improvements, Tolling, OR-217 Auxiliary Lanes, and I-5 Boone Bridge and Seismic Improvements Project), along with other ODOT partnerships and investments to enhance multimodal options in the region, will work together to reduce congestion. These projects will also contribute to building a seismically resilient infrastructure and help generate sustainable revenue to modernize and maintain the region's transportation system. ODOT is taking a comprehensive approach to make everyday travel safer and more efficient in the Portland metropolitan region, and that will have an impact on the entire state.

Implementing Actions

Year Complete	Action
2026	Advance design and secure funding for construction of the I-5 Rose Quarter Improvements Project to provide smoother traffic flows, reduce crashes and enhance safety with ramp-to-ramp connections, and improve access for people walking, rolling and using transit.
2026	Continue to advance tolling system design and toll operations for: 1) the Interstate Bridge Replacement Program 2) the I-205 Toll Project, and 3) the Regional Mobility Pricing Project to manage congestion, provide revenue to modernize infrastructure and invest in multimodal options.
2028	Explore additional opportunities to expand bus on shoulder use in partnership with regional transit agencies, and make additional state highway shoulder segments ready for bus on shoulder operations.
2028	Actively participate in regional high-capacity transit project development.

Metrics

- Decrease hours of congestion.
- Decrease Peak Travel Time Index.

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Looking to the Future

This plan describes what we'll accomplish in a five-year horizon, taking into account that this is simply one phase and that the work must continue thereafter. We will continue to develop plans of this kind to ensure we are building a better transportation system for Oregon in this decade and those that follow. Change is a constant, but whatever the future brings, we are committed to providing Oregonians with a safe, equitable, modern and well-funded transportation system to serve all current and future Oregonians. We ask you to join us in advancing this vision.

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Quick Reference

Outcomes, Metrics and Actions

Strategic Outcomes and Metrics	Year Complete	Implementing Actions
<p>1. Secure Sufficient and Reliable Funding</p> <p><i>Metric:</i></p> <ul style="list-style-type: none"> • Increase real revenue for State Highway Fund. • Maintain a positive State Highway Fund cash balance. 	2024	Develop an analysis of long-term funding needs for the transportation system and agency focused on maintenance and agency operations, safety, equity, climate, road preservation and multimodal transportation.
	2024	Develop revenue options that will provide sufficient and reliable funding by shoring up existing revenue streams and implementing new revenue sources like road usage charging.
	2024	Work with legislators and partners to engage the public to understand transportation funding and investment, including investment needs, gaps between available revenues and investment needs, challenges and opportunities with revenue sources, and consequences of disinvestment.
	2024	Identify further budget management strategies that allow ODOT to operate within available resources in the absence of additional funding.
	2025	Continue developing the OReGO road usage charge program in preparation for legislative action.
	2026	Begin collection of tolling revenue to make investments in the transportation system and manage demand.
<p>2. Save Lives</p> <p><i>Metric:</i></p> <p>Reduce fatalities and serious injuries rates.</p>	2024	Initiate a new Vulnerable User Crash Response program to implement proven bicycle and pedestrian safety countermeasures quickly where crashes are happening.
	2025	Identify opportunities to utilize technology to enforce speeds in work zones and make overall conditions safer across the system.
	2025	Engage partners and legislators in development of legislative and policy options to increase safety, focused on automated enforcement, alcohol and drug impairment laws, driver education, and motorcycle and micromobility safety.
	2026	Continue to improve both the timeliness of crash data for all modes, including people walking, biking and rolling and the utilization of that data to inform safety actions.
	2027	Identify corridors where strategic investments focusing on proven safety countermeasures and a Safe System approach can be implemented, maintained and most impactful.

Strategic Outcomes and Metrics	Year Complete	Implementing Actions
<p>3. Provide Excellent Customer Service</p> <p><i>Metric:</i> Customer Satisfaction: % of customers rating satisfaction with the agency’s customer service as “good” or “excellent”: overall customer service, timeliness, accuracy, helpfulness, expertise, and availability of information.</p>	2024	Launch self-serve kiosks to allow the public to administer DMV transactions.
	2024	Implement a new system to manage public records requests and Ask ODOT inquiries to ensure timely and accurate responses.
	2024	Create a State of the System Dashboard to publicly report on ODOT progress in the stewardship of public resources and advancing the outcomes of the Oregon Transportation Plan.
	2025	Assess public priorities for maintenance services to inform day-to-day operations and understand resourcing needs.
	2025	Launch the Commerce and Compliance automated routing and permitting system (ORION) to enable notification of closures or restrictions and support easy access to permits.
	2027	Implement new vehicle registration and International Fuels Tax Administration System (IFTA) system to provide user-friendly, role-based, self-service tools for commercial motor carriers.
<p>4. Preserve Transportation Assets</p> <p><i>Metric:</i> Asset Condition: % of bridges, pavement, culverts, signals and ITS rated as “good”.</p>	Annual	Continue to prepare for a Cascadia Subduction Zone earthquake by making bridges and other structures seismically resilient, up to and including the construction of new structures such as the Interstate Bridge.
	2025	Complete a review of engineering guidance and standards focusing on increasing resiliency related to climate change and extreme events.
	2026	Identify resilience priorities based on risks and strategies identified in the Climate Adaptation and Resilience Roadmap and other priority designations and plans to help the transportation system remain open and operational.
	2026	Update highway designations as part of the Oregon Highway Plan to ensure investments are prioritized on critical routes that consider current and future condition needs to make the best use of constrained funding.

Strategic Outcomes and Metrics	Year Complete	Implementing Actions
<p>5. Improve Equitable Outcomes</p> <p><i>Metric:</i> Update 100% of ODOT policies that have an impact on our workforce, communities that we serve, and economic opportunities by 2028 using ODOT’s equity lens.</p>	Annual	Utilize local community census data to better understand where to invest in recruitment outreach that better aligns our workforce with the communities our positions serve.
	2024	Expand programs to inform and engage historically underutilized businesses to increase contracting opportunities with ODOT.
	2025	Implement Equity Engagement Toolkit on ODOT projects and programs to ensure Oregonians influence agency decisions and local communities are involved in infrastructure development.
	2026	Create and build upon current workforce development, employee engagement, and belonging efforts to enhance workforce diversity, remove barriers to employment for underrepresented populations and retain employees.
	2026	Secure three statewide Community Engagement Contracts (CEC) to build capacity with Community Based Organizations to serve as prime contractors for community engagement services now and in the future.
	2026	Apply an equity lens to ODOT investment decisions, increasing more equitable outcomes.
	2028	Establish, review and update policies that have an impact on the communities that we serve and those doing business with ODOT to ensure equitable outcomes.
<p>6. Reduce Emissions and Electrify Oregon’s Transportation System</p> <p><i>Metric:</i></p> <ul style="list-style-type: none"> • Reduce greenhouse gas emissions from ODOT activities 20% by 2026. • Triple electric vehicle charging station ports statewide by 2028. 	Annual	Fund and direct the deployment of transportation electrification public charging infrastructure.
	2026	Apply a climate lens to ODOT investment decisions, increasing investments that result in emissions reductions or infrastructure that is more resilient to climate change and extreme weather.
	2026	Reduce GHG emissions from ODOT’s fleets and buildings.
	2026	Develop passenger vehicle miles per capita reduction strategies to align with Oregon's Transportation Plan target of 20% reduction by 2050 and monitor and report on progress.
	2028	Reduce GHG emissions from materials used by ODOT.

Strategic Outcomes and Metrics	Year Complete	Implementing Actions
<p>7. Improve Access to Active and Public Transportation</p> <p><i>Metrics:</i> By 2028, achieve mobility targets for public transportation, passenger rail ridership, and pedestrian and bicycle network connectivity completeness.</p>	Annual	Continue to improve accessibility for people experiencing disabilities within the pedestrian network, fulfilling ADA commitments focused on curb ramps.
	2025	Evaluate investments made and refine and streamline grants and programs to prioritize investments that advance climate, vehicle miles traveled reduction, equity and safety outcomes (focusing on vulnerable users).
	2026	Enhance trip planning tools to better connect travelers from origin to destination using multiple modes and linking to appropriate payment platforms, with the intent of one day integrating payment platforms more seamlessly statewide.
	2028	Define the multimodal network and establish priority corridors as part of the Oregon Highway Plan, to increase connectivity and access to key destinations, and integrate these corridors into investment decisions.
<p>8. Reduce Congestion in the Portland Region</p> <p><i>Metric:</i></p> <ul style="list-style-type: none"> • Reduce hours of congestion. • Decrease Maximum Travel Time Index. 	2026	Advance design and secure funding for construction of the I-5 Rose Quarter Improvements Project to provide smoother traffic flows, reduce crashes and enhance safety with ramp-to-ramp connections, and improve access for people walking, rolling and using transit.
	2026	Continue to advance tolling system design and toll operations for: 1) the Interstate Bridge Replacement Program 2) the I-205 Toll Project, and 3) the Regional Mobility Pricing Project to manage congestion, provide revenue to modernize infrastructure and invest in multimodal options.
	2028	Explore additional opportunities to expand bus on shoulder use in partnership with regional transit agencies, and make additional state highway shoulder segments ready for bus on shoulder operations.
	2028	Actively participate in regional high capacity transit project development.

Appendix A

Strategic Alignment with Long-Range Goals

The [Oregon Transportation Plan](#) establishes long-range transportation policy for the movement of people and goods across the state and sets the framework for policies and strategies from present-day to 2050. Six foundational goals, from the OTP, establish the overall direction for the 2024-2028 Strategic Action Plan. These goals represent the many things that must be balanced in all decision-making; and summarize the future state of important outcomes that ODOT will work toward in the next five years. Achieving these goals will enable us to better serve all Oregonians in the most climate-friendly, equitable and safe way.



Sustainability and Climate Action

Minimize transportation's negative role in climate change by reducing greenhouse gas (GHG) emissions for all sectors of transportation, while also reducing air toxics, noise and light pollution, water toxics, and habitat loss.



Social Equity

Improve access to safe and affordable transportation for all, recognizing the unmet mobility needs of people who have been systemically excluded and underserved. Create an equitable and transparent engagement and communications decision-making structure that builds public trust.



Safety

Enable safe travel for all people, regardless of their age, ability, race, income, or mode of transportation.



Mobility

Create a resilient multimodal transportation system that enables the diverse range of community members and businesses with different needs to get where they need to go safely, reliably, and affordably, and with minimal environmental impact.



Economic and Community Vitality

Improve prosperity, opportunity, and livability for all people who live, work, and recreate in Oregon.



Stewardship of Public Resources

Guided by open, data-driven decision-making processes, secure sufficient and reliable revenue for transportation funding and invest public resources to achieve a resilient and sustainable multimodal transportation system.