



Oregon

Kate Brown, Governor

Oregon Transportation Commission


Office of the Director, MS 11

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Salem, OR 97301-3871

DATE: February 28, 2022

TO: Oregon Transportation Commission



FROM: Kristopher W. Strickler
Director

SUBJECT: Agenda Item J – *Infrastructure Investment and Jobs Act Update*

Requested Action:

Provide direction to ODOT on options for investing IJJA flexible highway program funds.

Background:

The Infrastructure Investment and Jobs Act of 2021 will provide Oregon about \$1.2 billion in additional federal highway and transit funding, as well as opportunities to apply for billions of dollars in competitive grants from the U.S. Department of Transportation. Of this funding, approximately \$412 million is flexible and can be used for a variety of purposes.

After passage of the IJJA, ODOT engaged stakeholders to ask how the state could most effectively invest these resources to achieve our transportation and community goals. Based on this feedback (captured in a [public input summary](#) and hundreds of pages of written comments), direction in the Strategic Action Plan, and the agency's assessment of needs across the multimodal transportation system, [ODOT developed a funding proposal](#) that laid out nine recommended program areas to invest in and four options for allocating the funding across these programs. (See the "IJJA Flexible Highway Program Funding Investment Options" attachment for full details.) The OTC approved releasing this proposal for public comment at its meeting on January 20.

Since January 20, ODOT has been taking public comment on this proposal. This includes:

- Engagement with marginalized groups whose voices have traditionally been left out of decision-making, including a discussion with the Governor's Racial Justice Council and a webinar with community-based organizations
- Meetings with ODOT's advisory committees and metropolitan planning organizations
- An online open house
- Verbal comments provided at the February 17 Commission meeting and to be provided at the March 10 meeting
- Written comments provided directly to the Commission

ODOT presents the results of this public engagement to the Commission and requests feedback and direction on options for investing IIJA flexible highway program funds. In particular, ODOT would like each commissioner to lay out:

- Their preferred scenario or funding allocation
- Any modifications to the scenario they believe are important
- Any comments on the proposed program areas

Based on this discussion, ODOT hopes to bring no more than two options to the OTC for your consideration on March 30 so the Commission can approve a final funding scenario.

Attachments:

- Attachment 1 – *IIJA Flexible Highway Program Funding Investment Options*
- Attachment 2 – *Infrastructure Investment and Jobs Act STIP Update Public Input Summary*
- Attachment 3 – *Written public comments submitted to the Commission (January 21-March 8)*

IIJA Flexible Highway Program Funding Investment Options

Proposed Areas for Investment

Based on public input, analysis of needs across the system, the Strategic Action Plan, and investments already made in the Statewide Transportation Improvement Program and IIJA, ODOT recommends the Commission consider investing the flexible highway program funding in the following priority areas of the transportation system.

- **Great Streets:** Many state highways that pass through communities are focused on moving traffic through communities and do not adequately address pedestrian and bicycle safety needs nor support community and economic vitality. Many of these roads need significant improvements, but the way the federal government and ODOT break funding into siloes makes it difficult to meet the comprehensive needs of these critical routes. ODOT recommends dedicating funding to a “Great Streets” program to improve these roads, focused on safety and multimodal accessibility but also addressing declining road conditions and other needs.
- **Safe Routes to School:** ODOT’s Safe Routes to School program makes improvements that help students bike or walk safely to elementary and middle schools. Additional funding for Safe Routes education programs and construction projects such as sidewalks, crossings and bicycle facilities could meet the significant unfunded need while also providing broad community benefits for many users.
- **Fix-It:** Fix-It projects preserve existing bridges, pavement and other assets in a state of good repair. While IIJA provides a significant direct infusion of resources in bridges, additional funding is needed in particular for pavements and other assets to limit the deterioration of state highways.
- **Enhance Highway:** Enhance highway projects reduce congestion, improve safety, and create economic development opportunities by adding lanes, fixing interchanges, and making other improvements that make roads function better. Funding is needed to complete a number of Enhance Highway projects—particularly those earmarked by the Legislature in HB 2017. The 2024-2027 STIP included only \$65 million in Enhance Highway Discretionary funding, so additional funding in this area will allow ODOT to meet more of the unmet need.
- **Local Climate Planning:** Under the proposed update to the Department of Land Conservation and Development’s Transportation Planning Rule, cities, counties, and metropolitan planning organizations across Oregon will be required to update their local transportation plans to reduce greenhouse gas emissions from the transportation system. Providing cost-share funding to local governments would help advance the state’s climate goals while limiting the cost to local agencies.
- **Americans with Disabilities Act Curb Ramps:** ODOT has committed to make state highways accessible for those experiencing a disability by building ADA-compliant curb ramps. The agency needs additional resources to meet the commitments in its recent legal settlement agreement.
- **Business and Workforce Development:** To meet equity goals and expand the pool of contractors and workers, ODOT recommends investing in programs that provide supportive services to businesses owned by women and people of color owned and that help expand and diversify the transportation construction workforce.

- Match for US DOT Competitive Grants:** The IJA provides US DOT more than \$100 billion in funding for competitive grant programs. However, due to the agency’s shortfall of state resources, ODOT will be constrained in applying for these funds. ODOT recommends using the IJA to federalize some state-funded programs to free up State Highway Fund resources to leverage significant federal resources for a variety of programs, from congestion relief funding to wildlife crossings and pedestrian and bicycle projects.
- Operations and Maintenance:** ODOT faces a significant long-term deficit in the agency’s operations and maintenance (O&M) budget, which primarily funds highway maintenance activities, including patching potholes, plowing snow, and other day-to-day work that keeps roads safe and open to traffic. The O&M budget also pays for the DMV, the Commerce and Compliance Division, project delivery staffing, and administrative functions. The IJA will exacerbate this O&M shortfall by increasing the amount of state O&M funding ODOT needs to shift to providing match for federal funds, and by increasing staffing costs for delivering federally funded projects. Using IJA funds to cover the cost of some O&M programs currently funded by state dollars could offset this impact and reduce future cuts to maintenance and operations programs.

Scenarios

Based on these identified investment needs, ODOT has constructed four funding options or scenarios for investing the \$412 million. The Commission received these scenarios in January and agreed to put them out for public comment. All of these scenarios dedicate a total of \$198 million (nearly half of the \$412 million flexible funding) to Local Climate Planning, ADA Curb Ramps, Business and Workforce Development, competitive grant match, and Operations and Maintenance and hold the funding levels for each program constant across scenarios. In each of the scenarios, the remaining flexible funding is split between the three major categories in the STIP.

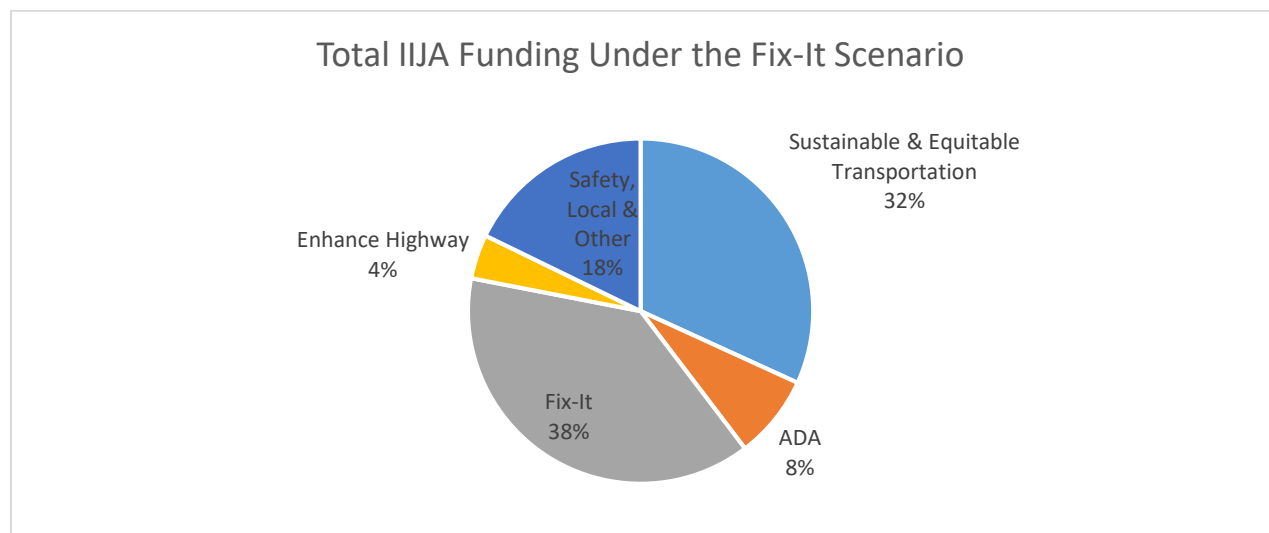
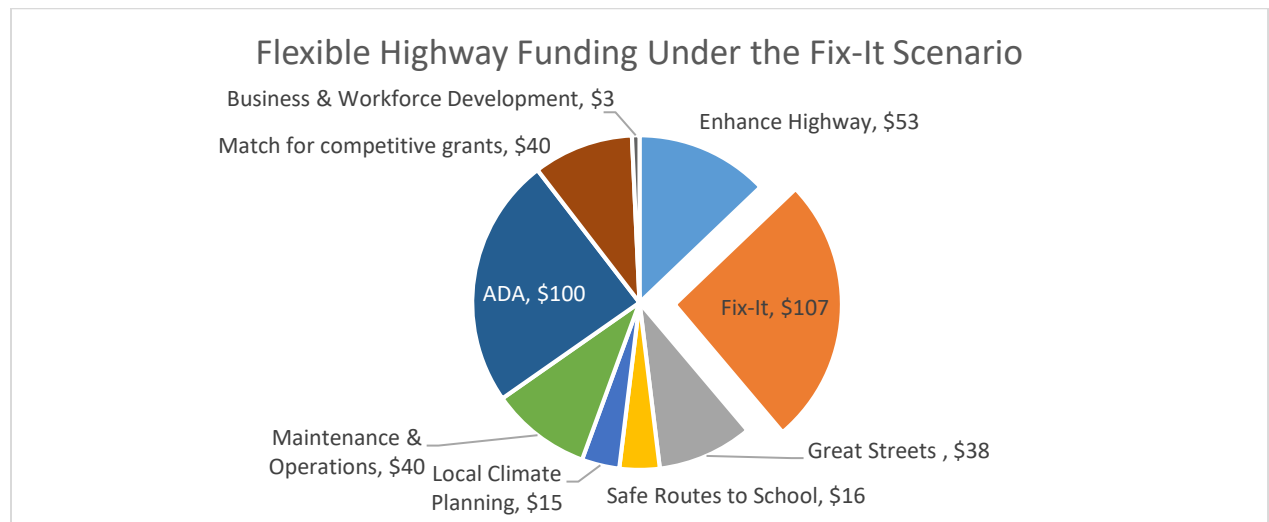
Scenario

Program	Fix-It	Public/Active Transportation	Enhance Highway	Balanced
Enhance Highway	\$53	\$54	\$107	\$71
Fix-It	\$107	\$54	\$54	\$71
Great Streets	\$38	\$75	\$38	\$50
Safe Routes to School	\$16	\$31	\$15	\$22
Local Climate Planning	\$15	\$15	\$15	\$15
Maintenance & Operations	\$40	\$40	\$40	\$40
ADA	\$100	\$100	\$100	\$100
Match for Competitive Grants	\$40	\$40	\$40	\$40
Business/Workforce Development	\$3	\$3	\$3	\$3
Total	\$412	\$412	\$412	\$412
Programs emphasized in scenario				
Programs held constant across scenarios				

Each of the scenarios has different outcomes on the transportation system, which are summarized below and in the chart on page 7. The charts below summarize how each scenario would distribute the flexible highway funding, and also shows the distribution of total additional IIJA highway and transit funding under each scenario. In the charts summarizing total IIJA funding, the Sustainable and Equitable Transportation slice encompasses a broad array of programs: Great Streets, Safe Routes to School, ADA accessibility, Active Transportation, Local Climate Planning, Public Transportation, Carbon Reduction Program, and Electric Vehicle Charging. The Fix-It slice includes Fix-It, PROTECT, Bridge, and Local Bridge funding.

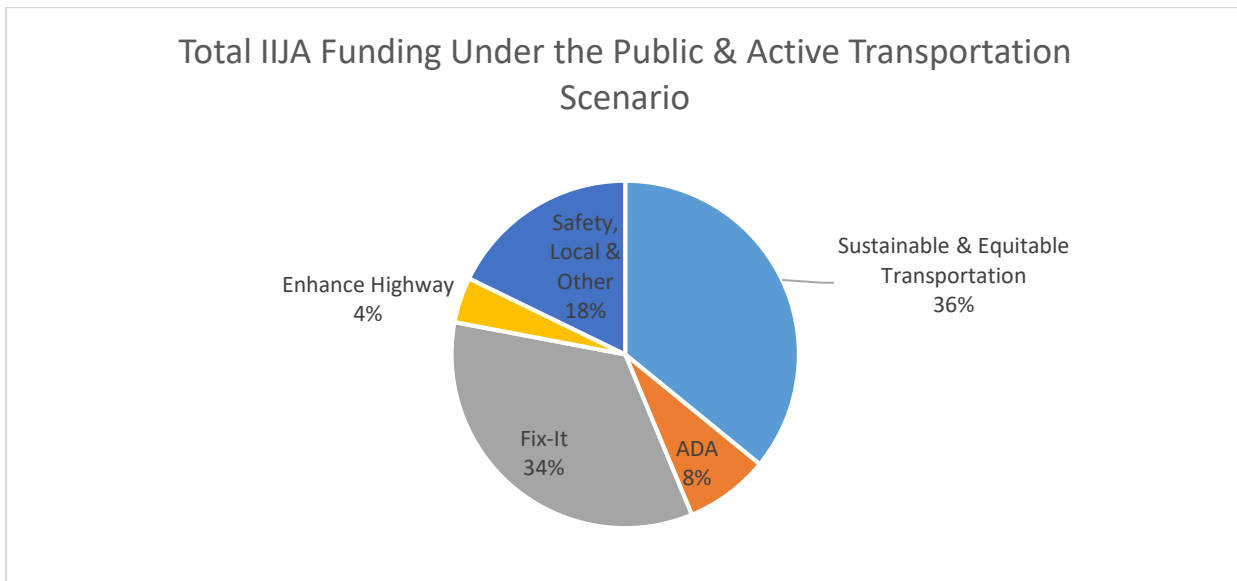
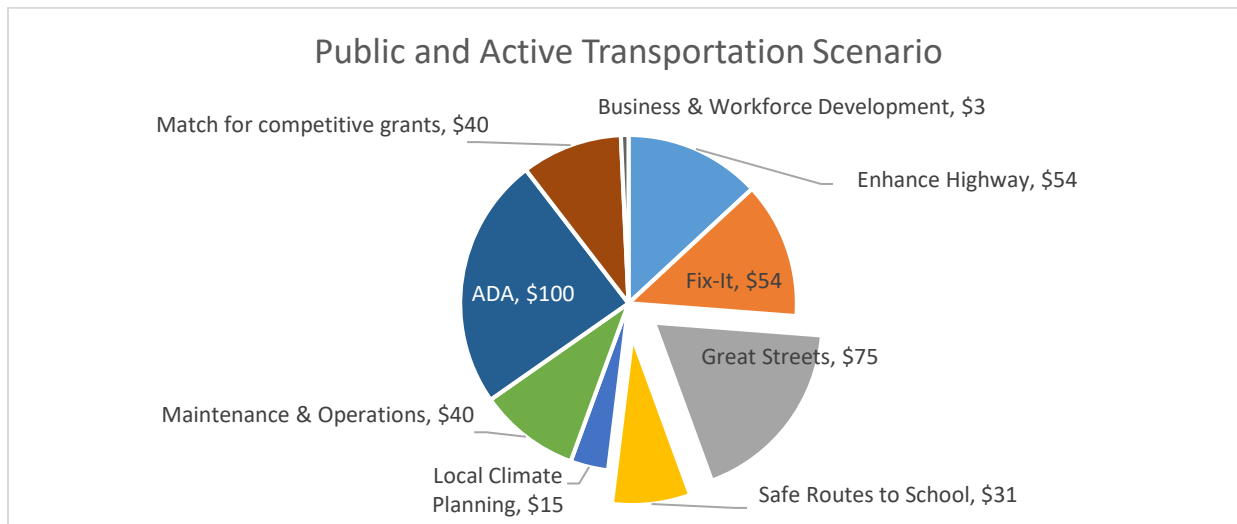
Fix-It

The Fix-it scenario focuses on fixing what we have. It puts more money into projects that keep roads, bridges, and other assets in good condition. Because the IIJA directs a lot of money into bridges, we would use most of the more than \$100 million for Fix-It to pave state highways to keep them from deteriorating. People would see smoother roads with fewer potholes, but we would be investing less in relieving congestion and providing people options to get around safely by bus, biking, walking or rolling.



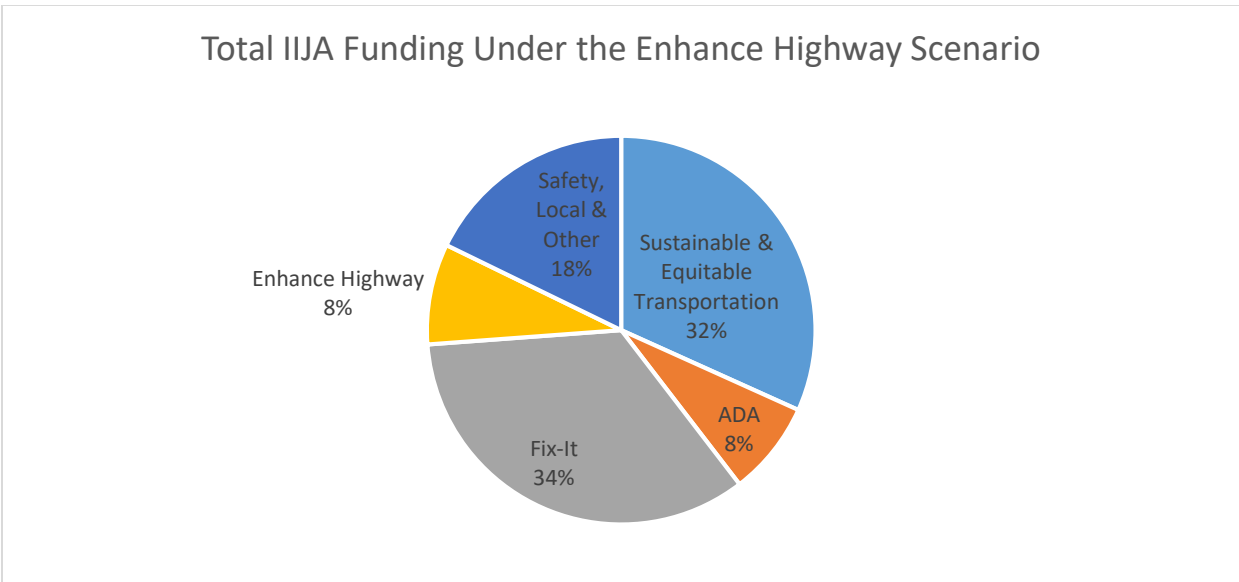
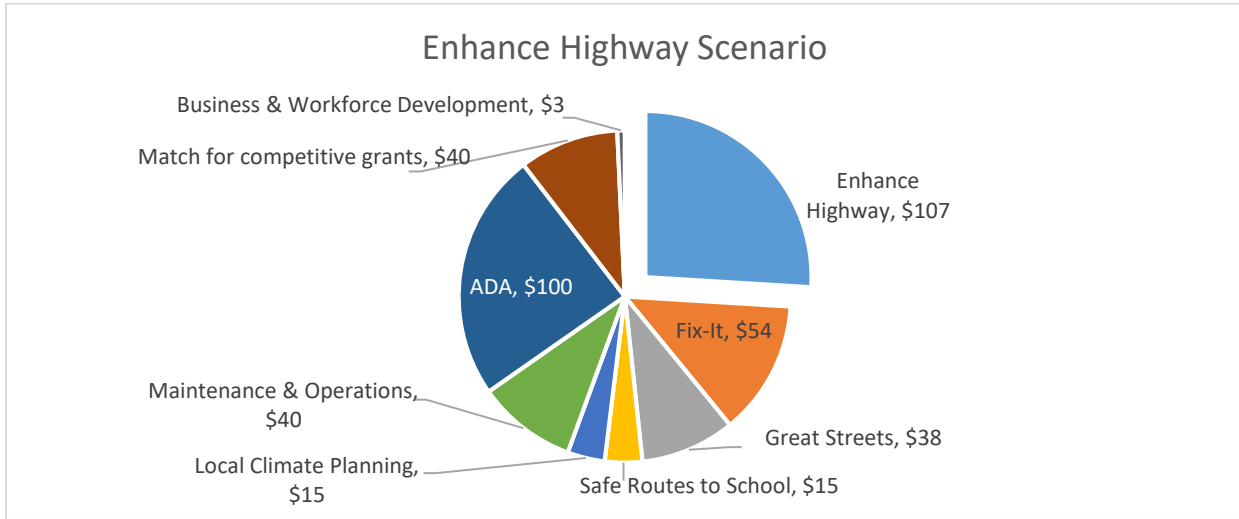
Public and Active Transportation

The Public and Active Transportation scenario puts more money into the Great Streets and Safe Routes to School programs to build projects that help people walk, roll, bike, and use transit safely and efficiently. People who rely on these ways of getting around - particularly low-income communities and people of color - would benefit, and this option has the best impact for climate change. However, we would see worse road conditions and this option does less to fix road bottlenecks. This scenario has the best impact for climate change.



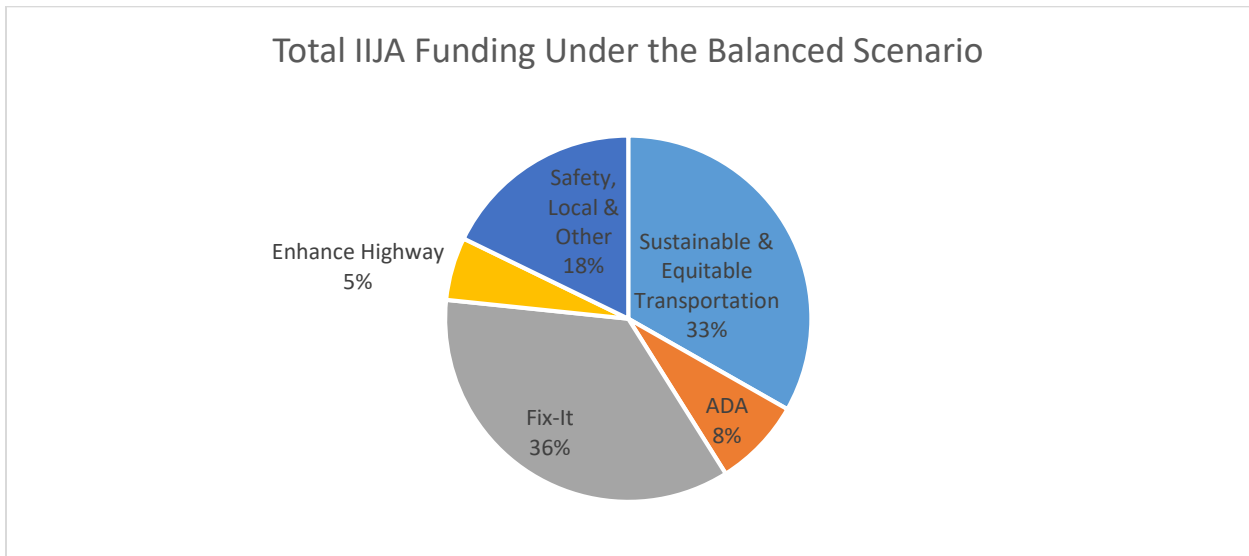
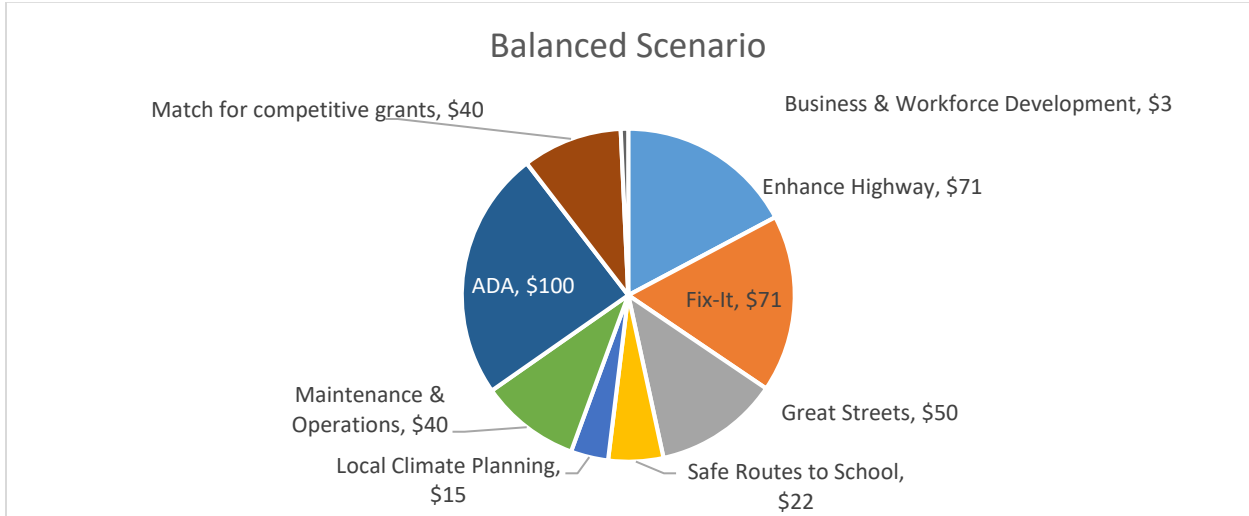
Enhance Highway

The Enhance Highway scenario puts more money into projects that add lanes and improve interchanges to reduce congestion and help with economic development. We would use this additional funding to complete a few big projects that are short of funding and to make improvements to state highways to reduce congestion and improve safety and freight mobility. But roads would be in worse condition and people would have fewer options to get around by transit, walking, biking or rolling.



Balanced

The Balanced scenario splits the flexible funding evenly between Public and Active Transportation, Enhance Highway, and Fix-It programs, allowing us to meet some of the need across all three areas. This option would benefit safety and shares some of the benefits of other options, but none of the areas would get enough money to make significant improvements.



How Well Does Each Scenario Help Meet Oregon's Goals?

	Existing Funding To Meet Goals	Fix-it	Public & Active Transportation	Enhance Highway	Balanced investments
Climate change - GHG Mitigation	D- Most trips drive alone in low MPG cars		↑		
Climate change - Adaptation/ Resilience	C- Slow progress with preservation projects	↑↑			↑
Congestion Relief	B- Select, legislative bottleneck projects are in development			↑↑	
Social Equity	C- Few low cost travel options		↑↑		
Multimodal Mobility	D Many connectivity gaps		↑↑		
Safety	B Focus on fatalities and serious injuries	↑	↑	↑	↑
State of Good Repair	C Several assets and areas deteriorating	↑↑			↑



Infrastructure Investment and Jobs Act STIP Update Public Input Summary March 2022

Note: Since its original posting this document has been updated to include the following:

- Information on ODOT’s engagement with marginalized communities.
- Notes from a discussion with the Rogue Valley ACT.

Introduction

ODOT staff have been engaging with the public, stakeholders, and advisory committees to gather input for the Commission’s consideration on how to allocate additional federal funding coming from the Infrastructure Investment and Jobs Act. These activities include:

- Discussions with Area Commissions on Transportation, modal advisory committees, and metropolitan planning organization policy boards.
- Discussions with the Governor’s Racial Justice Council and groups representing marginalized communities.
- An online open house.
- Written comments from the public and stakeholders.
- Public comments at Commission meetings.

This document is intended to be a comprehensive summary of all of the public comments provided to the Commission through a wide variety of methods. This summary complements [the public comment summary](#) and [packet of comments](#) that were provided to the OTC in January.

This document includes five sections:

- Engaging marginalized communities
- Advisory committee comments
- Online open house results
- OTC meeting public comments
- Written comments

Please note:

- Multiple sections of this document will be updated after the March 10 OTC meeting to reflect additional content. This includes comments from advisory committees received after March 8 and comments provided at the March 10 OTC meeting.

- Public comments made in formal settings where people signed up to provide public comment—such as OTC meetings and the webinar—are directly attributed to a named individual; those made in advisory committee meetings are not.

Engaging Marginalized Communities

The influx of federal funds from the IJA represents a unique opportunity to identify, assess, and implement equitable engagement in our policies, practices, and procedures across all areas of the agency's operations.

As a supplement to the mainstream engagement process for the IJA, ODOT staff has engaged in targeted outreach to members of historically excluded groups across Oregon. Using the ODOT [Social Equity Index Map](#), we define these groups by the following categories: age, race, income, disability, language (limited English proficiency), and income. Additional intersecting characteristics contribute to the benefits and burdens experienced such as: living in remote or rural areas, people experiencing homelessness, immigration status, access to technology, and access to public transportation.

This work is critical to correcting past historical missteps that have failed to effectively engage these groups in the past, and led to worse outcomes for BIPOC communities and other historically excluded groups when compared to the general population across a range of metrics.

The IJA equitable engagement process was initiated with three aims in mind:

1. **Short-term** – Gathering feedback from historically excluded groups on their transportation priorities and funding allocation preferences.
2. **Medium-term** – Building networks, systems and ways of working that will enable ODOT to engage and make decisions more equitably in the future.
3. **Longer-term** – Learning lessons that will enable ODOT to institutionalize equitable practices at every level of ODOT and the OTC's work from funding allocations to project completion.

In line with the three aims, as stated above, of the IJA equitable engagement process, findings are divided into three sections:

- IJA feedback and transportation priorities
- Feedback on engagement approaches and methodologies
- Feedback on institutionalizing equitable engagement and decision-making practices

Methodology

Outreach to those impacted by historical exclusion must be intentional, targeted and culturally appropriate. Given a very short timeline and urgency of ODOT to receive feedback from communities across Oregon, from January to March, we secured the assistance of two community engagement consultants that already have working relationships with ODOT and BIPOC communities, Ontiveros Associates and IZO Public Relations and Marketing.

Engagement methods used for the IJA equitable engagement process were:

- Three online focus groups led by ODOT on January 4th, February 10th, and February 24th.

- A presentation and Q&A by ODOT leadership to the Governor’s Racial Justice Council on January 19th.
- An online town hall led by IZO Marketing with Latinx/a/o leaders on February 23rd.
- The ODOT IJJA online open house is being translated into Spanish.
- A survey conducted by IZO Marketing in English and Spanish targeted at Latinx/a/o community members.
- A robust survey conducted by Ontiveros Associates in English and Spanish, targeting BIPOC community members and COBID-certified businesses.

Consultant #1 IJJA Engagement Summary Report Excerpt on surveyed Respondents of Color:

“In partnerships with ODOT, we developed a bilingual survey that captured 4 general categories of information. We captured demographic data including barriers, civic engagement data, preferred areas of investment and preferences in funding options. The survey was sent out to Oregon Latinx Leadership Networks (OLLN) listserv and posted on OLLN’s social media in both Spanish and English. The survey generated 37 completed responses from Latinos across the state. With 100 reporting their race/ethnicity as Hispanic or Latinx/a/o. The survey had results from Hermiston, Bend, Newport, Hauser, Medford, Klamath Falls, Gresham, Tualatin, Rosedale, Beaverton, Oregon City, Woodburn, Lincoln City, Salem, and other areas. With 60% having never participated with ODOT before. 30% of respondents have never engaged in any government entity before. 73% of respondents were middle income. 64% were between the ages of 26-40 and 27% were between 41-63.”

Consultant #2 IJJA Engagement Summary Report Excerpt on Surveyed Respondents of Color:

Key Demographic Information

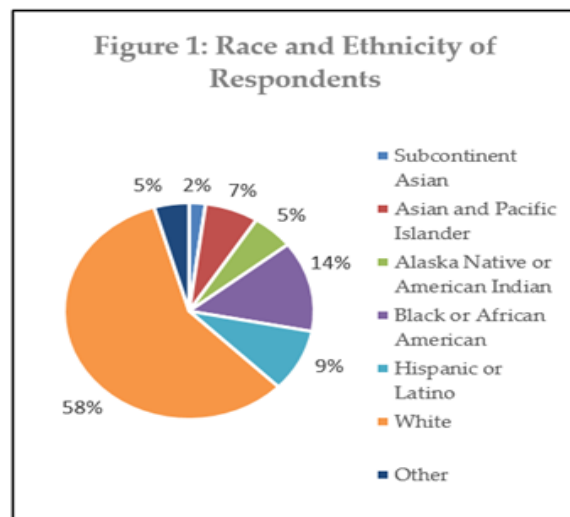
Race and Ethnicity: 42% of respondents are people of color, 58% of respondents reported White-only

Annual Household Income:

- 4% less than \$30,000/year
- 17% between \$30,000 and \$59,000
- 19% between \$60,000 and \$89,000
- 60% greater than or equal to \$90,000

Geography:

- 37% of respondents live outside the Portland metropolitan area Business Ownership:
- 19% of respondents represent minority-owned businesses
- 39% of respondents represent COBID-certified businesses

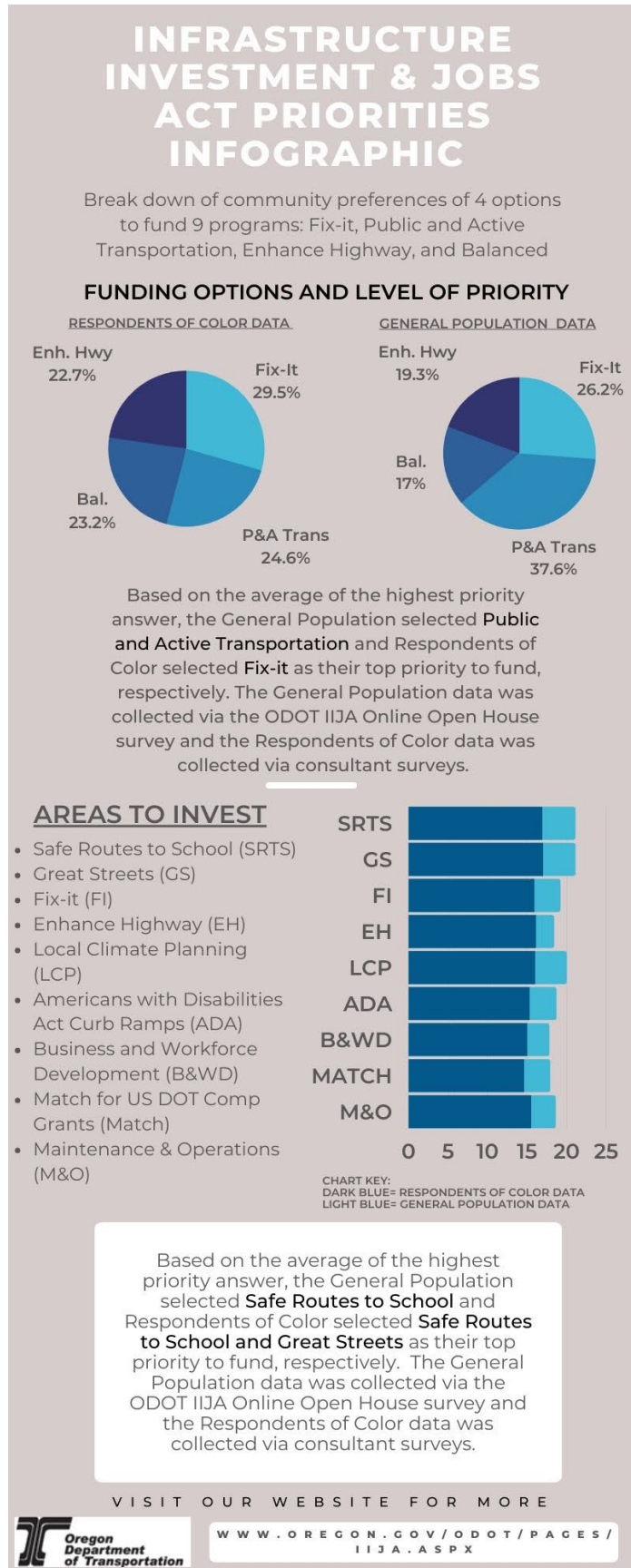


IIJA and Transportation Priorities

We reached out to consultants to find out what the priorities are for marginalized populations across the state and also how we can better engage. The information graphics at right outline the data collected.

From this data we can conclude that:

- Investment in Fix-it and Public and Active Transportation (especially Safe Routes to School and Great Streets) is the highest priority for the members of historically excluded groups, specifically Respondents of Color respondents, whom ODOT engaged.
- The General Population Public and Active Transportation (especially Safe Routes to School) is the highest priority for the members of the General Population that ODOT engaged.
- The Balanced option was marginally more popular than the Enhanced Highway option for Respondents of Color.
- However, the Enhanced Highway option was marginally more popular than the Balanced option for General Population Respondents.



Feedback on engagement approaches and methodologies

There was a general consensus among those engaged that the IJA equitable engagement process was an improvement on previous practice. However, many of those engaged expressed the suspicion that it might be a “one-and-done” or “tokenizing” process. Additional feedback included:

- Engagement materials need to be in clear, simple language and emphasize outcomes and user experiences. They should not be policy and jargon-heavy or focused on ODOT and the OTC’s processes.
- All materials should be translated into Spanish and other languages at the same time as English and go live simultaneously. Translating after the fact lessens the time that members of historically excluded groups have to respond and makes equitable engagement look like an afterthought.
- Translated materials should be through media in Spanish and other languages, not just through mainstream channels.
- The use of community based groups to assist with outreach and attendance at pre-existing events is preferable to direct asks from ODOT and asking people to come to us.

Feedback on institutionalizing equitable engagement and decision-making practices

Community members were clear that ODOT operates from a trust deficit. In order to address this, those engaged felt that ODOT should:

- Increase capacity for ongoing equitable engagement by investing resources in long-term relationships with historically excluded communities.
- Create structures for bringing members of historically excluded groups into the decision-making process at an earlier stage and develop more transparent and accessible decision-making pipeline to make it easier for them to understand how and when to engage.
- Demonstrate accountability through regular reporting back to community on how feedback has impacted decision-making and the extent to which those decisions are leading to more equitable outcomes.
- Address barriers to contracting with ODOT that place an undue burden on members of historically excluded groups.

Conclusion and Recommendations

The IJA equitable engagement process is a step forward for ODOT in terms of the agency’s work with members of historically excluded groups. However, it has also highlighted gaps in ODOT’s capacity for engagement, strategic equity and inclusive, transparent decision-making that continue to have a negative impact on both relationships with these groups and the transportation outcomes they experience.

Critically, many of those engaged with felt that equitable outcomes could only be ensured through ongoing engagement and checking-in at every stage of the decision-making process for the IJA. Program development and prioritization, project selection and contracting will all need to be centered on equity and include significant engagement with members of historically excluded groups. Practicing and demonstrating accountability will also be vital if ODOT is to build trust and achieve equitable outcomes over the five year life of the legislation.

The Office of Social Equity therefore recommends that ODOT and the OTC:

- Establish an Equity Oversight Committee based on ODOT’s existing Modal Advisory Committees. This committee may review ODOT’s planning and decision-making from an equity perspective, request metrics and performance measurements and issuing recommendations to agency staff and the Oregon Transportation Commission.
- Establish a roster of community engagement contractors with strong networks in communities that ODOT has historically struggled to reach.
- Expand capacity for in house equitable engagement, managing equitable engagement consultants, and monitoring equitable outcomes for the IJA.
- Address barriers to accessible contracting while simultaneously working more closely with members of historically excluded groups to build their capacity to access the existing system.
- Continue investing in expansion of ODOT’s equitable engagement efforts and further integrating these efforts into its normal business processes, to ensure engagement efforts have sufficient time to achieve desired outcomes.

These changes can only happen if they are properly resourced, with staffing and financial resources dedicated to these efforts.

Advisory Committee Comments

Central Oregon ACT (1/13/2022)

- The outline for flexible funds is appropriate for Oregon. We hope that safety issues we have discussed are addressed.
- I fully agree with the nine areas that you recommend for investment, especially Safe Routes to School.
- The US 97 Terrebonne project from HB 2017 is underfunded, and Deschutes County has put funding in to reduce the gap. They would like ODOT to consider putting additional funds into this project to reduce the burden on Deschutes County.

Salem-Keizer Area Transportation Study (1/25/2022)

- ODOT should focus on maintaining what we have and keeping highways safe, as well as addressing bottlenecks. Local highways are in need of major repair—Highway 22 is falling apart. Critical regional projects include the Highway 22/Highway 51 interchange, as well as the I-5 Aurora-Donald interchange on the West Coast’s main trade corridor. He prefers scenarios that put money into
- Appreciate consideration for Safe Routes to School so kids can walk to school safely. ADA accessibility is also important so people can move around. She is concerned about the O&M. Disheartened that there isn’t more of a transit option.
- Retrofit of the bridges over the Willamette River as well as bottlenecks on I-5 in south Salem.
- They are very interested in safety and other improvements on I-5. I-5 Aurora-Donald is critical, but so is the I-5 Brooks interchange, which is very dangerous. At the same time, Safe Routes to School is a critical program that allows for strong partnership between ODOT and local governments.

- These federal funds don't come with constitutional restrictions. Scenario 5 allows the state to spend the money on public and active transportation to make it safer and more convenient to walk and bike and take public transportation.
- Supports Fix-It and Enhance investments. Fix-It investments allow us to also invest in enhancements at the same time. There are projects that have been on the list way too long and people are getting killed; we need to use this opportunity to get these projects done. The I-5 Brooks interchange also needs to get constructed, after we get existing projects done. The Great Streets program will be a great opportunity to make improvements.
- The OTC should provide flexible highway program funding directly to the MPOs or the area commissions on transportation to invest in local and regional priorities.
- I-5 Brooks interchange is very dangerous, and there is no bus service to that area of the region. As ODOT undertakes these projects, the agency needs to address these projects holistically and provide multiple forms of transportation.

Central Lane MPO Metropolitan Policy Committee (2/3/2022)

- Union and non-union programs already have apprenticeship programs that provide opportunities for women and people of color. Don't reinvent the wheel, just leverage the existing system, including helping building trades expand their training centers. ODOT should ensure that community benefits flow from construction projects by creating community benefits agreements to guide construction and set the dollar threshold for these agreements at \$2-3 million. Rather than focusing on EV charging investments on the state highway system, ODOT should pursue a more community-based approach to EV charging.
- The Public and Active Transportation scenario provides the greatest benefits and matches the region's priorities.
- Eugene has few urban arterials that are state-owned because the cities have already taken over state highways. They would like to see the Great Streets funding broadened to allow investments to be made in locally-owned urban arterials that were taken over from ODOT.
- The IJA provides a lot of money but not enough money, so we should focus investments rather than spread the money too thinly and show people significant benefits for communities.
- We need to invest in top priorities and avoid spreading a modest amount of money too thinly across too many areas.

Mid-Willamette Valley ACT (2/3/2022)

- They support the Enhance Highway scenario as their top option for distributing funds, with a hybrid of Enhance/Fix-It as their second choice. Their top priority is finishing infrastructure projects like the Newberg-Dundee Bypass and the I-5 Aurora-Donald interchange.
- There was pushback on the Scenario 5 that Portland stakeholders put forward, primarily in the form of fix-it investments being important equity tools. There were no comments in support of a scenario 5.
- Multiple members commented in frustration that the Public and Active Transportation scenario has no money going directly to transit.
- The remaining \$214 million after setting aside funding for ADA, climate planning, business and workforce development, operations and maintenance, and federal grant match should be given

directly to local communities to decide how they use it, as opposed to going through the scenario process.

- Some of the funds should be put to intersections of local roads and state highways, specifically more merge lanes.
- ODOT shouldn't be addressing our O&M shortfall by trying to federalize state-funded programs but instead should be advocating for a more fundamental shift in how we're funding.
- Investments made in the 2022 legislative session could impact the way forward for these investments from IJJA.

Region 1 ACT (2/7/2022)

- As the ACT's active transportation representative, she is very supportive of the Public and Active Transportation scenario as it addresses priority outcomes like safety, multimodal mobility, congestion relief, and climate. The investment in Safe Routes to School is important to help kids get to school safely and independently. The IJJA safety funds should be used for demonstration projects as a cost-effective means of addressing safety issues.
- The more money we take out of highway preservation programs, the more we're setting ourselves up to see our highways deteriorate.
- He really likes the public and active transportation scenario, but we also need to keep roads in a state of good repair. He would like to see investments that help DBE firms compete effectively.
- The OTC should build in some level of flexibility to be able to meet the different needs in different parts of the state and push the decision-making down.
- We have less than eight years to make significant changes in our society to reduce GHG emissions. This is a once in a lifetime funding opportunity to address climate. He would advocate keeping that in mind at every decision point in every category, asking whether every project reduces or increases greenhouse gas emissions.
- If we weight project selection by an area's population, we have the potential to negatively impact some parts of the state, including marginalized communities.
- JPACT supports investing fully in the Great Streets program. The Portland metro region has many ODOT-owned arterials that need investment. These investments promote transit and active transportation and also positively impacts climate. The amount proposed for Great Streets is very small in comparison to the needs identified in the Metro transportation bond.
- Fixing roads is like fixing your house: If you don't spend the money now, the problem will only get worse. We need to make sure we're investing in keeping the system in good shape. We also need to make investments in active transportation.

Oregon Metropolitan Planning Organizations Consortium (2/11/2022)

- There was significant interest in the Great Streets program for urban arterials. Members expressed interest in using these funds to reduce traffic deaths and improve multimodal transportation options.
- In the Portland metro area, many of the urban arterials that could be improved under the Great Streets programs are main streets, major travel corridors, and major transit routes; oftentimes they bisect communities of color. The Portland metro region is particularly focused on improving Tualatin Valley Highway.

- The federal government doesn't allow much flexibility for use of funds for transit operations in urban areas. Allowing greater flexibility would allow for much better transit service in urban areas.
- As ODOT looks at changes to the fund exchange program to reduce the agency's operations and maintenance budget, you should consider pushing more local agencies into becoming certified to deliver federal-aid highway projects.
- Safety is a significant concern as fatalities increase. Bend has struggled to get public transportation service in place; now they have funds and new routes but have had to close down service due to lack of drivers. The state should look to invest resources in training people to serve as bus drivers to address this shortfall.

Cascades West ACT (2/24/2022)

- Investments in Fix-It programs that preserve and maintain the infrastructure we have are the primary priority.
- Public and active transportation investments are also important.
- It's important to understand what the IIA means in the bigger picture of ODOT's budget. It's helpful for ODOT to explain what it takes to keep bridges and pavements in a state of good repair.
- It would be helpful for ODOT to provide information on needs across various parts of the transportation system, such as Safe Routes to School.

North West ACT (2/25/2022)

- The ACT views the Fix-It Scenario as the best allocation of funding, with the Public & Active Transportation scenario in second place.
- The proposal to provide match for federal competitive grants is a good idea to bring additional federal money to Oregon.
- There should be more investment in rail and water transportation.
- Funds should be distributed fairly across the state and not just go to the Portland metro region.

North East ACT (3/3/2022)

- Oregon has the nation's worst fatality rate on rural, non-Interstate roads while having one of the best rates on other roads. Region 5 does an incredible job of fighting for funding, but there is a reality that dollars don't flow to these dangerous rural roads. ODOT needs to find ways to address this epidemic of fatalities on rural roads.
- Eastern Oregon has seen a lot of freeway closures this year. There are significant economic costs to these closures as well as costs to those who are in a crash. ODOT needs to continue making investments and taking other steps to keep the roads open.
- Providing passenger rail service by restoring the Pioneer Amtrak service would be very helpful for people in northeast Oregon who don't want to drive or don't have access to a vehicle.
- High speeds on I-84, particularly on Cabbage Hill, are causing significant safety issues that ODOT needs to address.
- ODOT needs to provide fair funding for rural roads and local agencies.

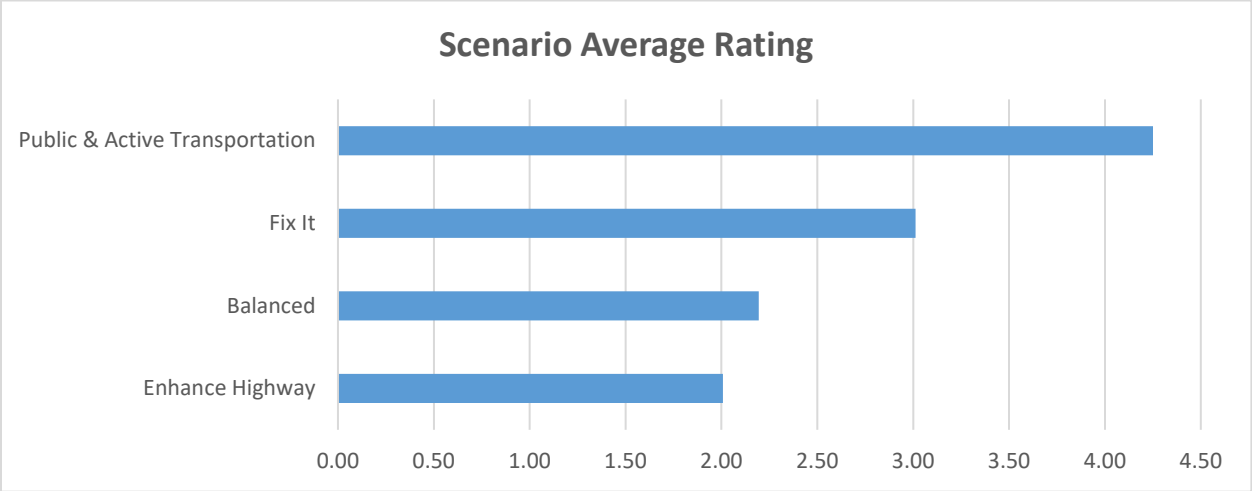
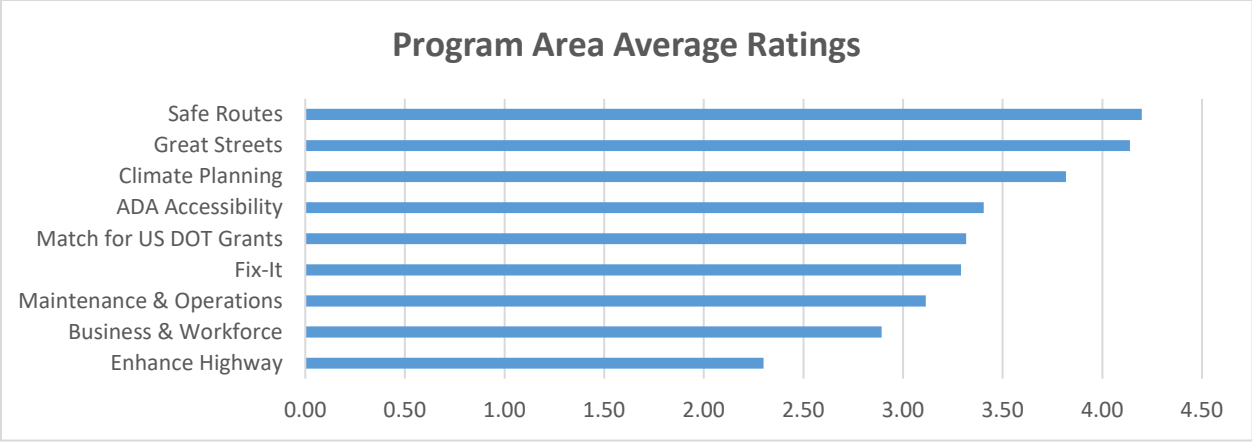
Rogue Valley ACT (3/8/2022)

- ODOT should change funding programs to be jurisdictionally blind so that more money can go to local governments and support improvements across the entire system, such as such as Fix-It for all.
- ODOT should consider the resilience program (PROTECT) to support all parts of the system including the local system; focus planning funds on both state and local infrastructure, and pay for infrastructure improvements on both as well.
- ODOT shouldn't divide money into too small of amounts; look for holistic projects that combine state and local projects.
- Be careful federalizing maintenance and operations, as it may be too restrictive.
- They would prefer to receive funding in the form of state dollars rather than federal when possible to maintain flexibility.
- They support providing funding to match federal grant dollars in order to bring more dollars overall coming into the state.
- The Public and Active Transportation Scenario is good because it benefits climate and equity, areas we do poorly at. It also supports local governments the most in areas they can't easily fund.
- ODOT should find ways for all scenarios and programs to advance social equity substantially.
- The new TPR may change how funds can be used. Local governments will need support to help jurisdictions understand the rules and develop a plan.
- ODOT should make sure ADA investments are made in highest need areas first and work to support investments that result in more people walking or biking.
- ODOT should set priorities that meet the vast majority of Oregonians, not just the loudest voices.

Online Open House Results

ODOT launched an [online open house](#) to get feedback on the agency's investment proposal for IIJA flexible funds. Participants were provided with background information on the IIJA and the agency's Strategic Action Plan. They were also provided details about the agency's investment proposal, including the nine program areas and four scenarios for allocating funding among these program areas, and were asked to rate each program area and scenario on a 1-5 scale, with 5 indicating the highest level of support. As a self-selected online survey, the online open house is not necessarily representative of the community as a whole, and ODOT did not collect demographic data. In contrast, [ODOT's Transportation Needs and Issues Survey](#) shared with the Commission in January featured a large randomly-selected sample; while the survey's sample didn't represent the state's demographics particularly well, ODOT conducted analysis to gauge support for various investments by demographic subgroups.

More than 450 people provides responses to the two surveys. Of the nine program areas, Safe Routes, Great Streets, and Climate Planning received the highest ratings among participants. Similarly, the Public & Active Transportation scenario proved most popular among participants, followed by the Fix-It scenario; the Balanced and Enhance Highway scenarios lagged further behind.



OTC Meeting Public Comments

January 20, 2022

Testimony from the Commission’s meeting can be viewed on [ODOT’s You Tube channel](#).

- We have a unique opportunity to consider investment opportunities that have been constrained. She has concerns about the four funding scenarios because they increase greenhouse gas emissions by supporting fossil fuel infrastructure, which is counter to the Governor’s Executive Order. She suggests a fifth scenario. Due to decades of underinvestment, we need to focus IIJA funds on areas like public transportation. (Rep. Khanh Pham)
- We don’t understand why ODOT is developing a plan to toll I-205 before tolling both I-5 and I-205. ODOT should use the financing tools available in HB 3055 and the infrastructure bill to move forward on I-205. Tolling on I-205 should not take place before ODOT has received federal approval for the Regional Mobility Pricing Program. (Clackamas County Chair Tootie Smith)
- The Newberg-Dundee Bypass will benefit communities from I-5 to the coast. This project has received significant support, including from local governments and the Confederated Tribes of the Grand Ronde. This project is vital to the future of the area, and the OTC should look for ways

to support this project. It will provide seismic resilience and economic development opportunities. (Newberg Mayor Rick Rogers)

- The Mid-Willamette Valley Area Commission on Transportation recommends additional Enhance funds for projects like OR 18 Valley Junction to Fort Hill, the Newberg-Dundee Bypass, OR 51/OR 22 interchange, and the I-5 Aurora-Donald interchange. The OR 51/OR 22 intersection causes serious safety issues and needs to be fixed. (Independence Mayor John McArdle)
- Tigard and the metro region have identified 11 corridors that no longer meet the needs of the community, including OR 99. Tigard recommends use of IJA funds for these state-owned urban arterials like Hall Boulevard. These can lead to jurisdictional transfer to local governments and support urban development and access to public transportation. (Tigard Mayor Jason Snider)
- Lake Oswego supports road usage fees that provide revenue but also addresses congestion and addresses diversion to local roads. Please allow ODOT to use IJA funds to fund Phase 1A of the I-205 improvements project. ODOT should secure federal approval of the Regional mobility Pricing Program before imposing tolls on any part of the system. (Lake Oswego Mayor Joe Buck)
- Please decouple the tolling project from starting the I-205 Abernethy Bridge. It's essential that you find alternative funding from tolling to allow the bridge to move forward as we develop a funding plan that works for all. We need transit and diversion remedies before tolling goes into effect. (Mayor Jules Walter of West Linn)
- The Salem-Keizer Area Transportation Study, the MPO for the region, recommends investing in public and active transportation and safety, capital funding for transit centers, and local projects that reduce greenhouse gas emissions, as well as allowing cities and counties for Enhance funds. (Keizer Mayor Cathy Clark)
- He supports Scenario 5. Safe routes and shoulders on rural roads, paths for walking and biking on rural roads finishing the Newberg-Dundee Bypass, and safe intersections are key priorities for his constituents. We need to establish congestion pricing, not tolling that harms low-income Oregonians. Bridges are important, and investments in county bridges will stretch dollars further. We need to switch over to a road user fee as vehicles move away from fossil fuels, and we need to make sure it doesn't harm low-income Oregonians, rural areas, and people of color. (Yamhill County Commissioner Casey Kulla)
- Central Lane MPO reaffirms its commitment to fund multimodal transportation. They support the nine program categories provided but put the highest priority on public and active transportation. They would like to see a commitment that all IJA funding be prioritized on safety, social equity, and climate. (Joe Berney, Chair of the Lane MPO Metropolitan Policy Committee)
- The OTC should fully fund the I-5 Aurora-Donald Interchange. This is one of the worst interchanges on I-5, but without constructing Phase 2 the project won't address all of the issues with the area. (Marion County Commissioner Colm Willis)
- The OTC has an opportunity to invest in projects that reduce traffic tests, improve mobility, and reduce greenhouse gas emissions. JPACT is calling for more funding for urban arterials in the Portland metro region. JPACT appreciates consideration of creating the Great Streets program, but the level of funding is not enough. In the Portland area the urban arterials play a critical role, including serving as main streets and serving major transit lines, and 41% of fatalities occur on these urban arterials. The OTC should also invest in bridges for resilience. (JPACT Chair and Metro Councilor Shirley Craddick)

- ODOT should use IIJA funds to extend the sound wall along I-5 in Woodburn to reduce the noise impacts on the Woodburn Estates. (Allan Lindbergh, Woodburn Estates)
- The OTC should use IIJA resources to fund Frog Ferry to put a vessel on the Willamette River. They would like \$6 million for a three-year pilot project. (Susan Bladholm, Frog Ferry)
- The I-5 Aurora-Donald Interchange, OR 18 Valley Junction to Fort hill, OR 51/OR 22 interchange, and Newberg-Dundee Bypass projects would have regionwide impacts and should be considered for IIJA funding by the OTC. SKATS recommends investing in active transportation, construction of transit centers, local projects that reduce GHG emissions, and local Enhance projects. The region and its transportation needs are growing. (Scott Dadson, Mid-Willamette Valley Council of Governments)
- The OTC has the opportunity to use flexible funds to expand electrification of transportation to increase the number of EVs on the road and make an equitable transition to electric transportation. ODOT should use some of the flexible funds and the Carbon Reduction Program for transportation electrification. (Greg Alderson, Portland General Electric)
- She supports allocating IIJA funds to Frog Ferry. Frog Ferry has proven cost-effective feasibility of this project. Over 1700 stakeholders and advocates have provided support. The project will reduce congestion and encourage conservation and stewardship of the river. (Alicia Chapman, Willamette Technical Fabricators)
- Frog Ferry will take cars off I-5 and provide a connection route for bicyclists, pedestrians and transit riders. It's cost-effective and climate friendly. (Sorin Garber)
- The OTC should reconsider the funding options, as they are inadequate for public transportation. The OTC should present an alternative scenario that provides more public transportation funding. (Ian Davidson, Cherriots)
- ODOT's investments should reduce vehicle miles traveled and greenhouse gas emissions from each mile of travel in order to address climate change. This is an opportunity to fund projects that aren't eligible for state highway funds, including clean transit, charging infrastructure in charging deserts and low-income communities, and develop safe multimodal transportation. They recommend investment in climate goals of DLCD's Climate Friendly Communities program. (Julie Chapman, League of Women Voters)
- The OTC needs to think more about the impact of the transportation system on the climate. All of the allocation scenarios you are considering today are inadequate to reduce carbon emissions. These federal dollars are some of the only money we can use on biking, walking and transit. She urges the OTC to support Scenario 5. (Ukiah Halloran-Steiner)
- She urges the OTC to support Scenario 5. She has witnessed the impacts of climate change and classmates being hit by cars. Communities suffer from the decisions the Commission makes. Any decision other than supporting this scenario is an act of climate arson. (Adah Crandall)
- He supports Scenario 5 as the only option that takes climate change seriously and stops subsidizing single occupancy vehicles. ODOT should roll out a congestion pricing program on all limited access highways in the Portland metro region. (Paxton Rothwell)

February 17, 2022

Testimony from the Commission's meeting can be viewed on [ODOT's You Tube channel](#).

- Our current electric vehicle charging stations is currently woefully inadequate. Charging stations are often difficult to use, lack fast charge capability and don't have plugs for both major charging

protocols. Charging stations should be fast, have multiple plug-ins, be able to serve both charging protocols, offer fair and transparent pricing, and be easy to use. We need a straightforward, hassle-free, seamless and affordable EV charging network that serves all vehicles. (Ben Schreiber, Sen. Merkley's Office)

- The OTC has a historic opportunity to make investments in community transportation system. She supports Scenario 2B, which would invest all funding into public and active transportation by redirecting all funding in the Enhance Highways, Fix-It, and maintenance categories. (Sen. Akasha Lawrence-Spence)
- The OTC should approve an IJJA spending scenario that makes meaningful strides toward meeting equity and climate needs. Scenario 2B would reallocate \$158 million from Enhance Highway, Fix-It and operations and maintenance to local jurisdictions. This could support orphan highways, sidewalks in communities, and expanded public transportation across Oregon. The constitutional restrictions on the State Highway Fund has led to underinvestment in many areas, and we need to use all of these flexible federal funds for programs that can't be funded from the State Highway Fund. (Rep. Khanh Pham)
- The state has been clear that we need to center equity and climate. The OTC can choose a funding allocation that would make meaningful progress toward our GHG emissions goals. IJJA funds should be used for areas that can't be funded from the State Highway Fund. (Rep. Maxine Dexter)
- We need to prioritize local needs, underserved communities, and air quality and climate. He recommends adoption of Scenario 2B. It's difficult to get around his district if you can't operate a car, and it includes major roads with few crosswalks. Please use the IJJA flexible funds for local projects that allow communities to determine their needs and improve access for their residents. (Rep. Zach Hudson)
- IJJA funding should meet critical infrastructure needs, provide safe transportation, address congestion, and prevent roads from deteriorating. HB 2017 marked a historic investment in the transportation system. We have fallen short on fully delivering projects promised in HB 2017. The additional dollars will allow us to fill in some of the gaps in these projects. (Rep. Shelly Boshart-Davis)
- ODOT should not be tolling I-205 ahead of the rest of the region. Clackamas County is not asking for the full funding for I-205 Phase 1A or the full project. They are asking ODOT to use IJJA funding and HB 3055 finance to move forward with Phase 1A. (Tootie Smith, Clackamas County Commission Chair)
- The currently proposed scenarios won't meet the state's climate and equity objectives. Her district lacks walkability, so she supports Scenario 2B. IJJA funding should prioritize multimodal transportation option, improve the environment, and preserve Oregon. We need to end the era of freeway expansion, and we must provide Oregonians more human-scaled options to get where they need to go. She supports heightened investment in local transportation needs. (Rep. Wlnsvey Campos)
- She supports Scenario 2B. People hide behind the Oregon Constitutional restriction, so this is the opportunity to make the investments in transit and bicycle and pedestrian infrastructure. We should not use these federal funds for activities that are eligible for the State Highway Fund. We should be building a system that syncs with our climate and equity values. (Mary Nolan, Metro Councilor)

- These IJA funds allow us to make progress on our climate goals and to bring critical investments to urban arterials while helping people achieve prosperity. He grew up on along the Tualatin Valley Highway, and like many urban arterials in Oregon, rapid urbanization has changed how the community interacts with the corridor. ODOT needs to look at doing things differently and look at addressing urban arterials comprehensively, with investments in transit and safety. (Juan Carlos Gonzalez, Metro Councilor)
- IJA funding should be used for two projects of statewide significance—I-205 and the I-5 Boone Bridge. These offer congestion relief and also make important bridges earthquake ready. ODOT should not toll I-205 before the rest of the region. (Julie Fitzgerald, Mayor of Wilsonville)
- She is appearing to support the mid-town crossing projects in Bend that support equity, safety, climate, and affordable housing. These would connect the community across US 97 and the BNSF rail line. The community has significant east-west connectivity issues for bicyclists and pedestrians that these would address. (Sally Russell, Mayor of Bend)
- The Salem, Eugene, and Portland MPOs have identified joint priorities—additional funding for the All Roads Transportation Safety program, making locally-owned arterials eligible for Great Streets, and making more funding available for alternative transportation programs. The I-5 Aurora-Donald interchange is a top priority in the mid-valley, as is the OR 22/OR 51 intersection. (Lyle Mordhorst, Polk County Commissioner)
- The OTC should advance projects that have the greatest benefit for regional and state economic development. The Newberg-Dundee Bypass has significant impact on the region and the entire state. This project goes hand in hand with the I-5 Aurora Donald interchange. (Scott Hill, Mayor of McMinnville)
- IJA gives us the opportunity to prioritize programs with equity and climate benefits like Great Streets, Safe Routes to School, and Local Climate Planning. She supports Scenario 2B that would redirect funding for highways toward local jurisdictions so they can focus on community-specific needs. In her area, investments are needed in orphan highways like Farmington Road and Tualatin Valley Highway. The OTC's allocation should align with the Climate Friendly and Equity Communities rule, and any Fix-It funds should prioritize projects with the greatest climate and equity impacts. (Nafisa Fai, Washington County Commissioner)
- The OTC should invest IJA funds using an approach that prioritizes racial justice and smart climate choices and that recognizes the vital role of local governments. She supports Scenario 2B. Her constituents often lack access to vehicles and rely on public transportation, and they bear the brunt of climate change and underfunding of critical programs. The Commission should invest in programs like Safe Routes to School and Great Streets and provide funding to local governments. Investing solely in state infrastructure would result in significant inequities. (Susheela Jayapal, Multnomah County Commissioner)
- Lane County's road fund is not what it used to be. Their ability to invest in road projects beyond preservation is extremely limited. IJA provides incentives to invest in off-system bridges, and she encourages the Commission to do so. Lane County has significant safety issues and is developing a bicycle master plan; shoulder widening could address both issues but isn't covered under active transportation investments. (Heather Buch, Lane County Commissioner)
- The port requests the Commission to direct \$20 million of the design and engineering work for the Hood River Bridge project. The bridge is incredibly important to the region but it is

seismically deficient, a hazard to marine traffic, and functionally obsolete. (Mike Fox, Port of Hood River Commissioner)

- The Mid-Willamette Valley Council of Governments would like to focus on Enhance Highway projects to support the OR 22 Fort Hill interchange, Newberg-Dundee Bypass, and I-5 Aurora-Donald interchange. The Commission should also focus on active transportation funds and allow local governments to compete for funds. (Sal Peralta, Mid-Willamette Valley COG)
- It's important to partner between the state and counties.
- AOC supports providing additional direct funding to local governments from the flexible highway funds. The Commission should direct funding to ODOT operations and maintenance to avoid future pressure to the fund exchange program. The Commission should provide significant funding to off-system bridges and share some of the PROTECT funding with local governments. (Brian Worley, Association of Oregon Counties)
- He would like to see additional funding going to the Local Bridge Program to help with design work on the Hood River bridge. The Hood River-White Salmon bridge replacement will cost approximately \$500 million and is a critical connection across the river for timber, aggregate, and other users. (Kevin Greenwood, Port of Hood River)
- She supports the City of Bend's request for funding for safe crossings of US 97 and the BNSF railway. It's not safe to cross these transportation corridors on the existing infrastructure. These projects will connect different socioeconomic and geographic areas of the city and provide equitable access. (Katy Brooks, Bend Chamber of Commerce)
- IJJA funds should support local communities in becoming more equitable, safe and climate friendly. The Commission should approve a scenario that prioritizes public and active transportation. She supports funding for the Bend mid-town crossings projects as well as funding for Local Climate Planning. (Corie Harlan, Central Oregon Landwatch)
- The heat waves, wildfires, and drought Oregon has experienced are the consequences of climate change. We need action now to rapidly decarbonize. The OTC can invest in public transportation and other areas that will help make progress. (Aaron Brown, No More Freeways)
- OHA has been working with ODOT on safe wildlife crossings on Oregon's highways, and he supports continuing this work by committing some of the flexible highway program funds to this purpose. (Mike Totey, Oregon Hunters Association)
- IJJA presents an opportunity to equitably expand Oregon's electric vehicle charging network. ODOT should use some of the Carbon Reduction Program funds to invest in EV charging to supplement formula funds provided in IJJA. (Rhett Lawrence, Forth)
- The IJJA provides an opportunity to make significant changes in the way we build communities. We should not be reinforcing the unsustainable system we have. Our current system is unfair those who don't have the income to buy a car. Streets and roads and single occupant vehicles should not be our future. Funding should be used to build communities not roads to build a healthy, safe, climate-friendly state. (Dick Dolgonas)
- The South Waterfront is an example of how investing in something other than automobile infrastructure can help people get around without a car. He hopes we consider not funding enhanced freeways and change how we fund transportation in Oregon. (Kiel Johnson, Go By Bike)

- 40% of all people do not drive. The Commission has an opportunity to follow the Governor's executive order to reduce greenhouse gas emissions. The OTC should strongly consider Scenario 2B to provide a legacy to the earth and a livable future. (Cathy Tuttle, Bike Loud PDX)
- Investing in Frog Ferry would be an investment in a mode of transportation that isn't available today. It would help provide access to jobs. (James Paulson, Frog Ferry Board)
- The Commission should put \$10 million into wildlife crossings. The funding needed for a list of 10 priority projects is up to \$30 million. IJA flexible funds plus funding provided by the Legislature could help leverage federal grants to complete these projects. (Zach Schwartz, Wildland Network)
- They have been working for a decade to develop a green passenger ferry service that would reduce congestion and greenhouse gas emissions. IJA funds could help update docks to undertake a pilot program for two years between Cathedral Park and downtown. (Peter Wilcox, Frog Ferry)
- He supports Frog Ferry, a new green mode of transportation. 40% of greenhouse gas emissions in Oregon are from transportation. Frog Ferry could quickly stand up a new service on the Willamette River. (Tom Kelly, Neil Kelly/Oregon Business for Climate)
- She is a Safe Routes to School coordinator in Lane County. They have a lengthy list of needs and limited funding for safe routes projects. These projects could be completed at a fraction of the cost of other projects. (Sarah Mazze)
- She strongly supports funding for Safe Routes to School and Great Streets. We need funding for infrastructure for active transportation in order to reduce carbon emissions and congestion and improve health. Separated bike lanes and safe crossings would allow kids to walk and bike to school, saving many auto trips. (Megan Ramey)