



Executive Summary

2023 Oregon Transportation Plan

Adopted by the
Oregon Transportation Commission
July 13, 2023



1 Introduction

The Oregon Transportation Plan (OTP) defines the long-range transportation policy through the year 2050 for the movement of people and goods across the state. The OTP focuses on the users and uses of the transportation system, balancing diverse needs and guiding investments, programs, and processes. It identifies a Vision and actionable direction for all entities delivering transportation services including state agencies, regional and local governments, transit agencies, and more. The OTP directs the work of the Oregon Department of Transportation and was adopted by the Oregon Transportation Commission.

This Executive Summary highlights some of the key elements of the OTP including Vision, goals and objectives, substantive policies, and the investment and implementation framework. The full list of policies and strategies that are to be followed is included in the full version of the Plan, and are the main substantive elements that should be reviewed beyond this Executive Summary.

Vision

Oregon's transportation system supports all Oregonians by connecting people and goods to places in the most climate-friendly, equitable, and safe way.

Each piece of this Vision statement has significance as it:

- Defines the purpose of the transportation system: “connecting people and goods to places.”
- Describes who the system serves: “supports all Oregonians,” which means enabling travel for everyone regardless of age, ability, race, gender, and income.
- Identifies the lenses for making transportation decisions: “in the most climate-friendly, equitable, and safe way.” When a decision is made, consider how safety, equity, and climate will be impacted and work to maximize positive outcomes and minimize negative consequences.



Policies and Objectives

Save Lives

The transportation system must support the ability of people to travel safely to destinations. The priority is to prevent people from being killed or severely injured on Oregon’s roads and across the transportation system. The OTP focuses on a Safe System approach, such as designing the transportation system to safely accommodate all users and uses of the system, reducing potential safety conflicts between modes, embracing vehicle and infrastructure technology to help correct driver error or distraction, and conducting education and outreach. A sampling of key safety policies are summarized in the table below.

| SAFETY | | |
|-----------------------------------|---|--|
| Topics | Policy / Strategy Summary | Number(s) |
| Resolving conflicts between goals | Favor safety solutions that do not increase vehicle emissions or negatively impact mobility. When solutions are identified that can save lives but may conflict with these goals, safety takes precedence. | SA.1.1.1 MO.5.1.3 |
| Safety and equity | Address disproportionate safety risks for people who walk, roll, or bike, and low income, Tribal, and black, indigenous, and people of color (BIPOC) community members. Recognize bias in enforcement and implement equitable practices. Develop safety equity metrics. | SA.1.1.2 SA.1.3.4 SA.1.3.5 SA.3.1.2 SE.3.1.2 |
| Safe System approach | Leverage technology and data to identify and prioritize safety needs and enhance roadway safety. Consider the unique needs of rural areas, focusing on run-off-the-road crashes and speeding. | SA.3.1-3.4 EC.3.5.3 |



Center Equity

Transportation decisions have disproportionately impacted certain communities and populations, leading to disparities in access to and the safety of the transportation system. These decisions have also affected neighborhoods, economic development, and air quality for generations. The OTP identifies these issues and sheds light on the need to address disparities. A sampling of key equity policies are summarized in the table below.

| EQUITY | | |
|--------------------------------|---|--|
| Topics | Policy / Strategy Summary | Number(s) |
| Restorative justice | Understand and use information about how past decisions have led to current inequities in order to shape future investments so they lead to a more equitable transportation system. Increase transportation investments that benefit systemically excluded or underserved populations. | SE.1.2 SE.4.1.2 |
| Engagement and decision-making | Ensure the voices of all people are heard in decision-making processes, especially systemically excluded or underserved populations. Conduct decision-making and public involvement in a transparent and open manner. Consult with federally recognized Tribes on benefits and burdens of transportation decisions, and align goals and priorities. | SE.1.3 SE.2.1 SP.5.1 SP.5.2 SE.1.1 SP.3.1 |
| Multimodal access | Identify communities underserved by walking, rolling, biking, transit, and other travel options and prioritize investments to reduce disparities. Recognize transit as a lifeline resource. Enable access for everyone to electric vehicle charging infrastructure. | SE.1.4 SE.3.1 SE.3.2 |
| Costs | Consider household budgets and household income spent on transportation. Balance costs for all users to ensure none are overly burdened, including both households and businesses. Emphasize multimodal connections to areas that include affordable housing to help reduce household costs. | SE.3.3 SP.1.4 EC.1.2.1 EC.3.2 |
| Contracting | Increase contracting opportunities for BIPOC, Tribal, and women-owned businesses. | SE.4.2 |
| Workforce | Seek a diverse workforce, mirroring the diversity of the people served by the transportation systems in Oregon. Develop and retain a skilled workforce including training, apprenticeships, and more. | SP.4.1 |

Reduce Greenhouse Gas (GHG) Emissions

Transportation is the largest GHG polluting sector. Climate change and extreme weather are impacting the state’s economy and people’s lives. The OTP leans into ways the transportation system must rapidly decarbonize to achieve GHG reduction goals. Sustainability policies are also included in the OTP, in the same section as climate actions, and point to ensuring that transportation infrastructure enhances and does not further degrade the natural and cultural environment. A sampling of key climate policies are summarized in the table below.

| CLIMATE | | |
|--|---|--|
| Topics | Policy / Strategy Summary | Number(s) |
| Implement the Statewide Transportation Strategy (STS) | Transition to low and no emission vehicles, expand availability and use of low and no emission modes, price the transportation system, improve system operations and performance, and make land use efficient. | SC.1.1 |
| Reduce Vehicle Miles Traveled (VMT) | Reduce the per capita VMT for passenger vehicles in support of short-term GHG reduction, more efficient use of existing capacity across modes, and promoting healthy lifestyles. Prior to adding motor vehicle capacity, assess if needs can first be met by multimodal investments, through transportation option programs, with system management improvements, or context-appropriate pricing strategies. Evaluate the potential for induced and latent demand with the addition of through lanes and work to mitigate increased demand. Emphasize the throughput of individuals and freight rather than motor vehicles. | MO.2 MO.2.1 MO.2.1.1 MO.2.1.4 EC.3.1 |
| Make every mile driven clean | Enable broad electrification of the transportation system, including micromobility (bikes and scooters), light vehicles (cars and trucks), medium and heavy-duty vehicles (buses and freight trucks), and rail. Support transition to low-carbon fuels for fleets and sectors that are slower to or cannot electrify. | SC.1.2 SC.1.3 |
| Low carbon operations | Transition to low-carbon materials and fuels in project construction and maintenance. Identify and implement energy efficiency measures and practices. | SC.1.4.3 SC.1.5 |
| Adaptation and resilience | Map and assess multi-hazard threats to the transportation system. Identify route redundancies and detour options across jurisdictions. Implement the Climate Adaptation and Resilience Roadmap results and Seismic Lifeline Study to prioritize route investments, elevating routes that intersect with systemically excluded or underserved populations. | SP.6.1 SP.6.2 SP.6.3 |

Secure Sustainable and Reliable Transportation Funding

The needs across the transportation system are vast, including disconnected sidewalks, potholed streets, deteriorating bridges, congested roads, transit service gaps, and more. A fully functioning transportation system addresses these issues, but present-day funding levels are seriously inadequate. The long-term impacts of deferred maintenance are now no longer avoidable and Oregon is in a current state of disinvestment in its transportation system. Current funding is largely dependent on a carbon-based revenue form, the gas tax. As the transportation system decarbonizes, such funding becomes less reliable and produces less revenue. The OTP recognizes the need to increase and diversify Oregon’s transportation revenue sources. A sampling of key funding policies are summarized in the table below.

| FUNDING | | |
|---------------------------------|--|--------------------|
| Topics | Policy / Strategy Summary | Number(s) |
| Road user fees | Establish road user revenue streams that include but are not limited to the following components: road usage charges, weight-based charges, tolls, congestion charges, and carbon charges. | SP.1.2 |
| Increase revenue resources | Increase rates and fees to cover building, operating, managing, and maintaining the multimodal transportation system more fully. Simplify existing revenue streams. Expand revenue options and flexibility for multimodal systems and services. Increase options for local revenue generation for transportation. Monetize or leverage transportation assets such as right of way to generate revenue from things like broadband deployment, energy production, and environmental services. Develop and promote value capture strategies. Index transportation fees for inflation. | SP.1.3 SP.1.1.1 |
| Equity and rural considerations | Develop fair and equitable payment or mitigation options for low- and middle-income Oregonians who do not have access to multimodal options. Ensure user-based pricing programs consider the impacts on rural communities throughout the state, who typically travel longer distances and have limited access to non-auto transportation options. | SP.1.4 |

Maintain the Existing System and Complete Critical Connections

In addition to safety, the top investment priorities identified in the OTP are to maintain the existing system and complete critical connections. Under current funding levels, system preservation and adaptation investments fall farther behind in addressing the needs of the system and climate resiliency; which results in more safety issues, impediments to the movement of people and goods, and reliability issues. Walkways and bikeways remain disconnected and limited progress is made even to close the most critical gaps, such as around schools. Transit service struggles to keep pace with population growth. The OTP policy framework focuses on ways to prioritize assets and facilities with limited funds. Key policies are summarized in the table below.

| Topics | Policy / Strategy Summary | Number(s) |
|---|--|------------------------------|
| Asset management | Maximize the useful life and minimize the life-cycle cost of transportation assets. Apply a practical design engineering approach to transportation problems to address community needs and ensure system reliability and resiliency. Regularly assess transportation assets that are underperforming relative to cost of operations to identify facilities and services that could be disinvested in, or have ownership transferred, as a way to reduce maintenance costs and focus investment funds in new ways, respectively. | SP.2.2 SP.4.2 SP.2.1.2 |
| Maintenance priorities and system condition | Maintain roadways and multimodal assets equivalent with funding and resource constraints, prioritizing access for the greatest number of users and in critical locations such as lifeline routes. Communicate with the public to help set customer expectations in line with anticipated transportation service levels. | SP.4.3 |
| Multimodal connections | Complete the most critical multimodal connections. Define priority networks for all modes and integrate into investment decisions. Complete critical biking and walking connections in “high-need locations”, which are defined as: areas with high proportion of transportation-disadvantaged people, around schools, shopping, employment centers, medical services, transit stops, and downtowns. Fund safe routes to school infrastructure and education. | MO.1.1 |
| Modal needs based on land use contexts | Determine multimodal needs by road user type (motorist, freight, transit, bike, walk, or roll) based on land use context. For example, the highest needs for downtowns are transit, bike, and pedestrian; while commercial corridors are motorists, freight, and transit. See OTP chart for each context and road user type. | MO.5.2 |

Enable the Efficient Movement of Goods and Services

Efficient movement of freight is essential for a robust Oregon economy. Freight travel times must be reliable to keep Oregon competitive. The ability to move goods by truck, rail, water, or air depends on the commodity that is being shipped and the efficiency of those modes. Major impediments to moving people and goods disrupt and impede the free flow of commerce. Many policies in the OTP are designed to address these issues and enable multimodal freight connections and deliveries. Overall, the OTP envisions a system to keep freight moving from origin to destination, with easy transfers between modes, services, and systems. A sampling of key freight mobility policies are summarized in the table below.

| MOBILITY | | |
|-------------------------------------|---|--|
| Topics | Policy / Strategy Summary | Number(s) |
| Efficient multimodal freight system | Support a diversified multi-modal freight system. Study commodity flow and improve current and potential major impediments to moving goods. Improve freight truck travel times and reliability, while minimizing the potential for increased passenger VMT. Establish freight networks and facilities, user fees, and incentives so carriers and shippers are able to choose the safest, most reliable, and lowest-impact mode for the trip. In urban areas, implement context-sensitive solutions such as shared transit- and freight-only lanes to help freight move through congested areas and support transport of goods to market. Support transfer and transloading. | EC.2.1 EC.2.2 MO.4.3 MO.4.1 MO.4.2 |
| Freight and climate | Transition to clean freight vehicles powered by electric, hydrogen, or low-carbon fuel. Emphasize use of light-to medium-duty freight vehicles in urban centers, while supporting larger vehicles for intercity travel. Support truck parking and loading zones. | EC.2.3 |



Investment Framework and Implementation

The OTP calls for increasing transportation funding due to woefully insufficient funding available today. A system reliant on limited and insufficient funds fails and will continue to fail to address deteriorated roads and bridges, disconnected walkways and bikeways, inadequate transit service, and overall hardships for people trying to connect to critical destinations. With limited resources, Oregon must strategically invest in the transportation system. The OTP identifies the need to focus dollars on eliminating fatalities and serious injuries, maintaining lifeline routes and key corridors, sustaining transit service, and adding critical connections for biking, walking, and rolling. As additional funds become available, focus can expand to broader maintenance and heightened transportation system resilience, increasing active transportation connections, and improving overall safety. This is more clearly articulated in Strategy SP.2.1.1, which states:



Policy SP.2.1

- **Strategy SP.2.1.1:** Utilize the following considerations when setting priorities and making decisions to balance how needs are addressed across all tiers, emphasizing the top needs on down.

TOP TIER

- Address fatalities and serious injuries.
- Maintain and preserve critical assets, key corridors, and critical lifeline routes.
- Add critical bikeway and walkway connections in “high need locations” (e.g., transportation-disadvantaged areas and surrounding schools, shopping, employment centers, medical services, connections to transit, and downtowns).
- Preserve current public transportation service levels and maintain a state of good repair for vehicles and facilities.

SECOND TIER

- Address contributing factors and reduce the severity of crashes and safety incidents.
- Maintain the broader transportation system and assets.
- Complete the active transportation network.
- Improve the efficiency, frequency, and reliability of public transportation services.
- Improve the efficiency and capacity of existing transportation infrastructure and facilities through operational improvements, exclusive of adding new through lanes, for the movement of people and goods.

THIRD TIER

- Increase users' sense of safety and comfort.
- Expand public transportation services and fleet.
- Add new facilities, identified and prioritized at the regional level, that are consistent with the policies of this Plan.

As identified in the OTP Vision, all decisions – including investments – should be screened through the lenses of safety, equity, and climate. This is further strengthened in Strategy SP.2.1.3, which states:

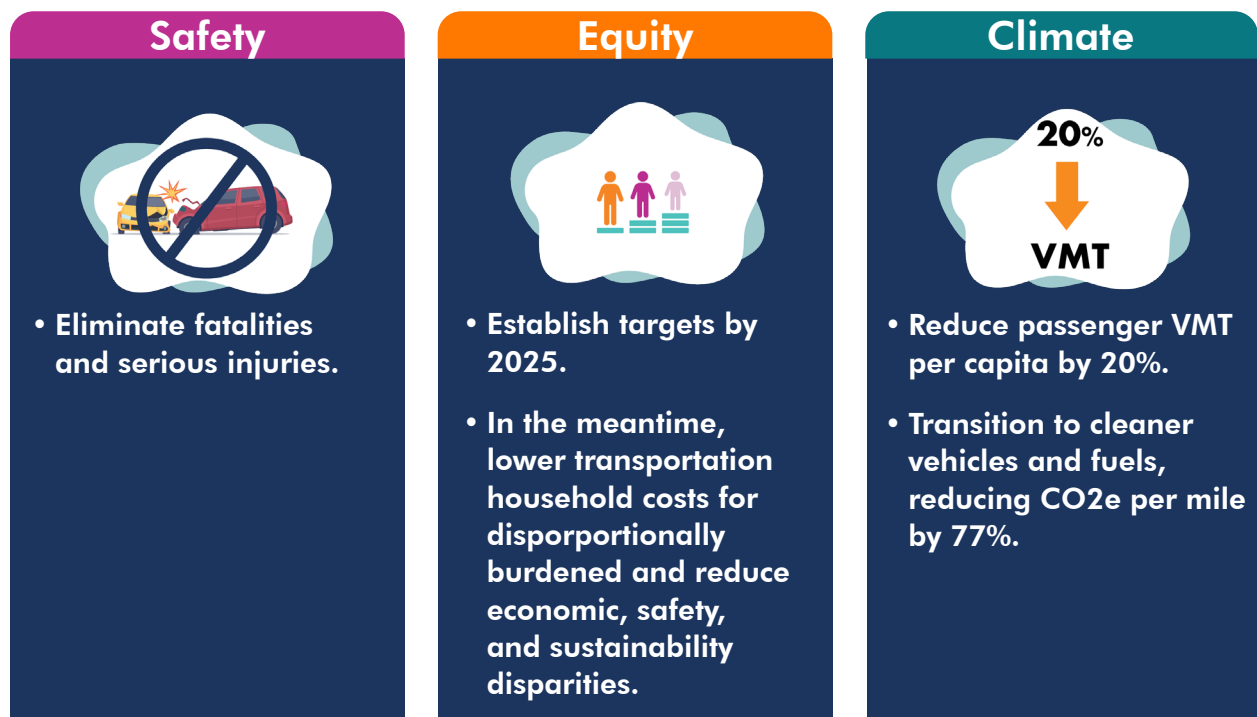


Policy SP.2.1

- **Strategy SP.2.1.3:** Implement a funding allocation framework and project prioritization process that evaluates the impact of investments on climate, equity, and safety and results in total spending that helps meet OTP performance targets.

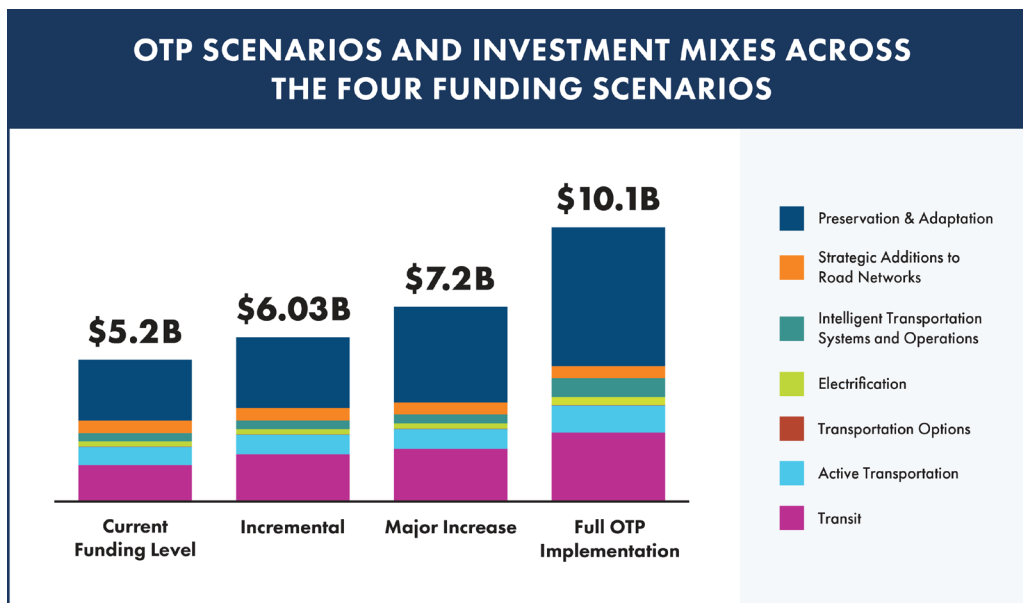
Key Performance Targets

The OTP performance targets are set for the year 2050 and the three around safety, equity, and climate are referred to as Key Performance Targets. The Key Performance Targets were established to increase accountability in implementing the OTP overall. Other indicators are included to help supplement these Key Performance Targets and track overall progress, such as multimodal travel, travel time reliability, and more.



Transportation System Funding and Investment Scenarios

The OTP scenarios explore how increasing levels of investment can achieve the OTP goal areas and policies. As part of the OTP development process, hundreds of funding scenarios were evaluated to explore the optimum mix of investments to best achieve the outcomes of the OTP under different levels of funding. The funding scenarios include the current funding level, an incremental increase, a major increase, and a Full OTP Implementation scenario. Within each of these levels, the distribution of funds varies between programs such as preservation or active transportation. In the incremental increase scenario, policy outcomes are best achieved with additional investments in preservation and adaptation and with minor increases for ITS, fleet electrification, land use densification and diversification, and travel options. At the next level up, the major increase scenario, additional investments for preservation and adaptation, funding for transit, and active transportation best optimize policy outcomes. The Full OTP Implementation scenario enables broader investments in the transportation system and best achieves the OTP goals. More on this funding framework is shown in the chart below.



In conclusion, transportation is vital for a thriving Oregon. People living in, doing business in, and visiting Oregon rely on the transportation system every day. From the Pacific coast to the high desert, from the forested mountains to the river valleys, from rural communities to cities and towns, our collective transportation future requires collaboration, adaptability, and innovation.



**OREGON
TRANSPORTATION
PLAN** ▶▶▶

*A resilient transportation
future for all Oregonians*