



Oregon

Kate Brown, Governor

Oregon Transportation Commission

Office of the Director, MS 11

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DATE: January 10, 2022

TO: Oregon Transportation Commission

FROM: Kristopher W. Strickler
Director

SUBJECT: **Agenda Item K** – *Discussion of Infrastructure Investment and Jobs Act (IIJA) Flexible Highway Program Funds*

Requested Action:

Provide input on ODOT's proposed areas for investment of IIJA flexible highway program funds and direction on scenarios for allocation of these funds.

Background:

The Infrastructure Investment and Jobs Act (IIJA) will provide Oregon approximately \$1.2 billion in additional federal formula funding for road and public transportation programs over the course of the next five years. Approximately \$400 million (about one-third) of this funding comes in the form of flexible highway program funds that can be used for a variety of purposes, including Fix-It projects to preserve the system, safety, congestion relief, and public and active transportation. The Commission will need to update the 2021-2024 Statewide Transportation Improvement Program (STIP) and the 2024-2027 STIP to incorporate these funds.

Public Engagement

Over the past several months, ODOT has undertaken significant public engagement on how to invest the additional flexible resources provided by the IIJA. This has taken the form of conversations with Area Commissions on Transportation, modal advisory committees and metropolitan planning organization policy boards, as well as two webinars. Members of the public have provided significant input on how the OTC can most effectively invest the IIJA resources to meet the state's transportation goals. Attached is the summary of the input received to date and includes dozens of letters.

A number of key themes have shown up repeatedly.

- Support for investing in public and active transportation to address safety, provide more options for getting around, and address equity and climate change; this includes Safe Routes to School and other projects to improving walking and biking as well as all forms of public transportation.
- Support for investing in bridges on both state highways and local roads, including addressing seismic resilience, and for preserving and improving road conditions.
- A desire to address bottlenecks on state highways to address congestion and freight mobility.
- Interest in addressing the comprehensive needs of urban arterials—particularly safety-- so they can serve community and economic vitality and not just move traffic through quickly.

- Interest in investing in fish, wildlife, and environmental projects, including some specific projects in different parts of the state.
- Interest in expanding electric vehicle charging opportunities across the entire state.
- Support for improving safety across all modes and all programs.
- Concern about ensuring a fair regional distribution of funds.
- A desire to invest in regional priorities and local government projects.

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 IJA, 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 IJA 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 governments.

- **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 IIJA 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 IIJA 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 IIJA 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 IIJA 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 the Commission. 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 1- Fix-It:** This scenario focuses on providing resources to preserve existing state highways, dedicating half of the remaining flexible funding to Fix-It programs while splitting the remaining funding between Enhance Highway and Public and Active Transportation (Great Streets and Safe Routes to School).
- **Scenario 2- Public and Active Transportation:** This scenario dedicates half of the remaining flexible funding to the Great Streets and Safe Routes to School programs while giving a quarter each to Enhance Highway and Fix-It.

- **Scenario 3- Enhance Highway:** This scenario dedicates about half of the remaining flexible funding to Enhance Highway programs; Fix-It and Public and Active Transportation each get about a quarter of funding.
- **Scenario 4- Balanced:** Each of the three categories receives about a third of the remaining funding in this scenario.

These scenarios are created for analytical purposes. These scenarios illustrate options for allocating discretionary resources across the STIP program funding categories, and how these choices advance Oregon transportation goals. Although each scenario yields unique results, the needs far outweigh funding. The scenario differences on priority outcome areas are often not substantial, particularly because the relatively limited flexible funding available under the IJJA does not allow ODOT to move the needle strongly in any given direction.

Using a tool created for the 2024-2027 STIP, ODOT's Climate Office analyzed the preliminary scenarios against priority outcome areas to highlight funding scenarios' potential outcomes and tradeoffs. The priority outcome areas included congestion relief, multi-modal access, social equity, safety, climate mitigation-greenhouse gas (GHG) reduction, climate adaptation-resilience, and state of good repair. These outcome areas were extrapolated from the Commission's Strategic Action Plan and the requirements of Executive Order 20-04 (which directs ODOT to integrate climate considerations for reducing greenhouse gas emissions in STIP decisions). The analysis includes both the 2021-2024 STIP and 2024-2027 STIP program funding allocations as the baseline for evaluating the proposed IJJA funding scenarios and outcomes.

After review of the scenarios by the OTC, ODOT will take these scenarios out for comment and input by advisory committees, stakeholders, and the public. ODOT will present an online open house to allow for broad public comment. Based on the results of this analysis and public input, the Commission can ultimately decide to select a proposed scenario, modify a scenario, or develop a new funding allocation.

ODOT seeks feedback on two basic points:

- Are these the correct areas to focus investment of IJJA flexible highway program funds, given existing investments in the STIP and IJJA and identified needs and priorities?
- Are these appropriate funding options to release for public review and comment?

Attachments:

- Attachment 1- *Infrastructure Investment and Jobs Act STIP Update Public Input Summary*
 - Addendum A-IJJA ACTs and Public Comments – this will be updated after closing of comment period on Jan 19 with Addendum B.
- Attachment 2 - *IJJA Flexible Highway Program Funding Investment Options*



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

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:

- Background presentations on the STIP for Area Commissions on Transportation, modal advisory committees, and metropolitan planning organization policy boards that also include opportunities for members to provide comments.
- A webinar to explain the IJA and provide an opportunity for public comment, and a separate webinar sponsored by the Association of Oregon Counties and League of Oregon Cities for local officials.
- A discussion with groups representing historically marginalized communities.
- 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 builds on a similar public input process for the 2024-2027 STIP that provided two rounds of public input, one provided to the OTC in [September 2020](#) and one provided in December 2020.

This document includes six sections:

- Investment priorities survey
- Advisory committee comments
- Comments from discussion with historically marginalized communities
- Comments from OTC meetings
- Public comments from webinar
- Written comments

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

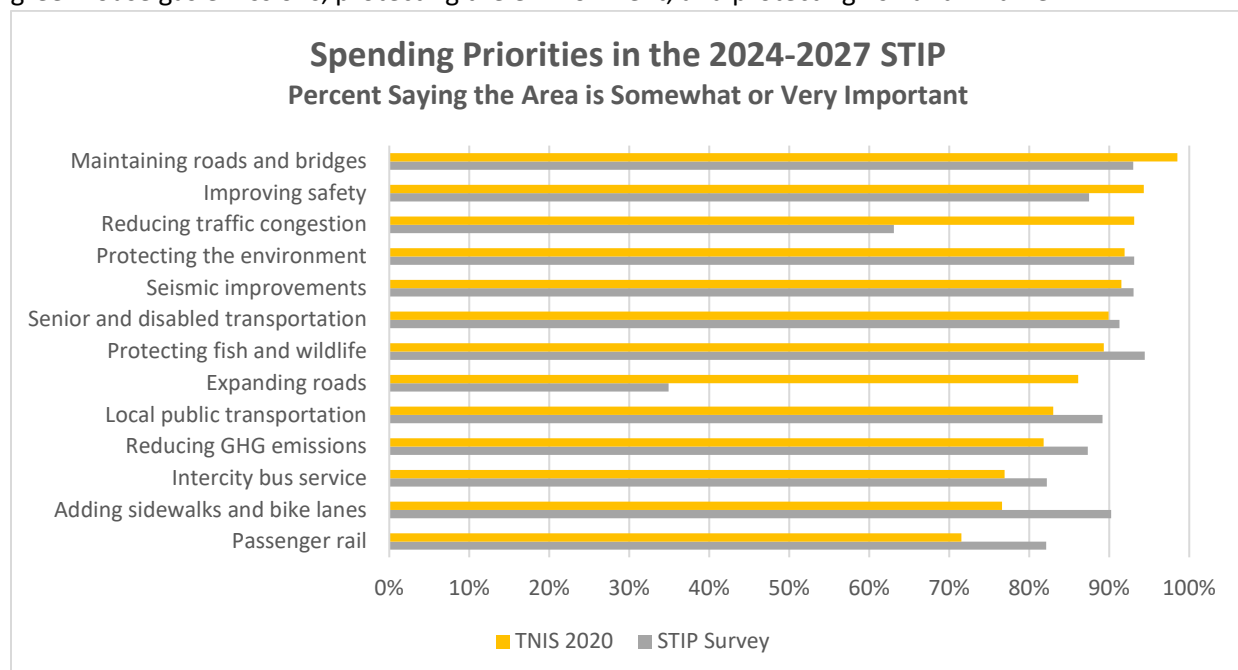
Investment Priorities Survey

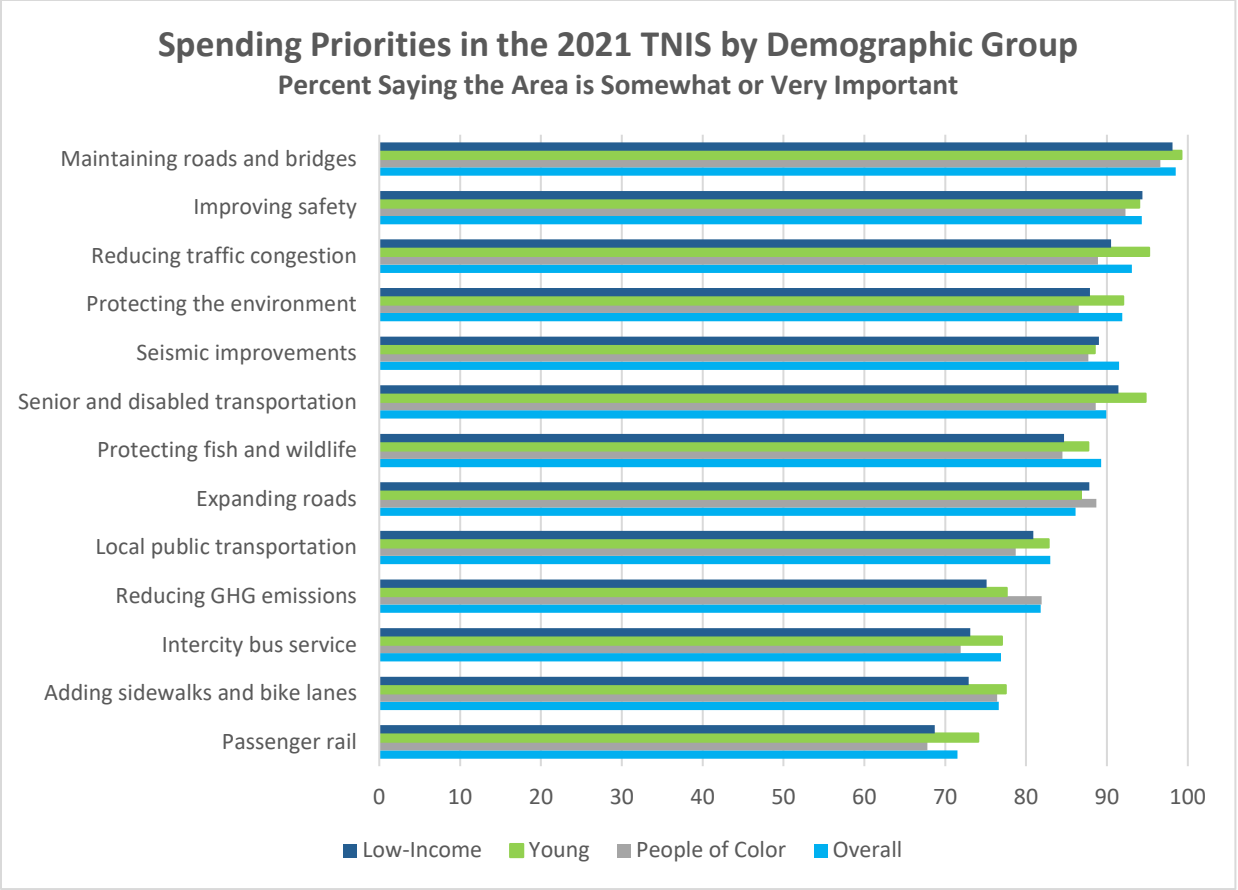
ODOT undertakes a biennial [Transportation Needs and Issues](#) Survey that asks a random sample of Oregonians about their opinion about the transportation system and the agency. The TNIS asks a question about the priority for spending resources across a variety of areas of the transportation system.

For the 2024-2027 STIP public engagement process, in summer 2020 ODOT released a survey based on the TNIS question about spending priorities to gauge public support for various investments in the transportation system. Over 800 people responded; though this is a large sample size, the self-selection of respondents means it is not a random sample of Oregonians, and we have no information on demographics other than the county of respondents. In particular, Multnomah and Lane counties represented about half of respondents even though they represent less than 30% of the state’s population. Consequently, ODOT presents the STIP survey data alongside the data from the 2020 TNIS.

The 2021 TNIS data sample generally underrepresented people of color and skewed toward older and higher-income Oregonians. However, statistical analysis by ODOT Research staff of the responses to the TNIS question about funding priorities showed few statistically significant differences based on age, race/ethnicity, or income. (See chart below.) Most significant differences were between regions of the state and urban and rural Oregonians.

The top priorities in the 2020 TNIS are maintaining roads and bridges, improving safety, reducing traffic congestion, protecting the environment, and seismic improvements. Public priorities in the STIP survey are consistent (within 10 points) with responses to the 2020 TNIS in a number of areas, including maintaining roads and bridges and improving safety (which are top priorities in both surveys), as well as intercity bus service, local public transportation, senior and disabled transportation, reducing greenhouse gas emissions, protecting the environment, and protecting fish and wildlife.





Advisory Committee Comments

ODOT presented information about the IJJA to its modal advisory committees, area commissions on transportation, and MPO policy boards and solicited comments from members about how to spend flexible federal resources. ODOT framed up three questions for advisory committees:

- Given the investments already made in the STIP and the federal infrastructure bill, how should the OTC allocate flexible funding to best advance the OTC/ODOT Strategic Action Plan and the state’s transportation goals?
- Do the priorities expressed during STIP public engagement in 2020– particularly strong support for public and active transportation and Fix-It– remain? Or have these priorities changed in some ways?
- What are the specific priorities for investment of funds in public and active transportation?

The following is a summary of those comments. Each comment represents the opinion of a member of an advisory committee and may not represent the opinion of the advisory committee as a whole.

Central Oregon Area Commission on Transportation (October 28, 2021)

- To ensure regional equity, funding should go to each region to invest in top priorities.

- US 97 needs significant investments due to growing truck traffic.
- US 97 is seeing large increases in truck traffic, and the addition of tolls on I-5 and I-205 will only increase truck trips on US 97 as trucks seek to avoid tolls. The South Redmond Corridor Plan would address many of the major issues on US 97 on the south end of town.
- A lot of planning has been done on improvements to US 97. The region needs a prioritized list of improvements so we can invest in this critical corridor.
- Safe Routes to School has been very popular across the state. The program could use additional funding for construction projects.
- Bend receives federal funding for urban area service but most of Cascade East Transit's service territory is in rural areas where it's more expensive to serve customers. Federal funding for buying new buses won't do any good if they can't find people to drive them; they have a severe shortage of drivers right now. Federal funding requirements for the useful life of transit facilities are challenging in a fast-growing area like Central Oregon.
- Sisters has a chokepoint on US 20 where traffic funnels through the town. They have a roundabout proposed that would alleviate that problem. They would like to see funding allocated on a regional basis to the ACT so they can prioritize needs across the region.
- There are a large number of opportunities for bicycle and pedestrian investments that can be drawn from the updated Deschutes County Transportation System Plan.
- Prineville has a challenge with the Juniper Canyon area, which has only one way in and out. The community is seeking to increase connections between the east and west sides of town.
- Central Oregon has limited electric vehicle charging opportunities. They would like to see funding for chargers allocated to Central Oregon and not all go to the Portland metro region.

North East Area Commission on Transportation (November 4, 2021)

- Bridges have been underfunded for years. Eastern Oregon bridges are really getting hammered. Umatilla County has over 200 bridges, and in the last year 60 of these have been load posted and require maintenance, repair, or closure. Federal funding could help make investment in bridges.
- There are significant bridge issues in Umatilla County that are causing safety issues. The county is scrambling to find pennies and dimes to replace bridges. There are also needs for electric vehicle charging investments.
- Bridges are a major need. In the 2024-2027 STIP there was a decrease in Fix-It funding, and the OTC should use this additional funding to fill that gap. Even though we need to focus on preservation, there are still additional projects we need to build to enhance the system, so we should put a portion of the funding into Enhance Highway.
- We should put additional funding into Safe Routes to School as well as off-road trails, including addressing safety while we encourage people to be active and walk.
- Diversity and equity needs to be balanced with investments in rural Oregon; the west side sucks up a lot of funding, but the east side has a lot of needs as well.
- Please make it easier for public transportation providers to use this new funding in flexible ways. Allow micro transit, vanpool, and other shuttle options rather than only bus and bus facilities funding. More nimble options are needed in our rural communities.
- NEACT should look at the priorities we have articulated and seek to focus federal infrastructure funding on those areas. We should make significant investments in bike trails, and we should

seek to provide passenger rail service out to eastern Oregon so students can get to Eastern Oregon University. In addition, we should invest in innovative solutions, such as putting fiber along freeways.

- North-south corridors like US 395 need to be straightened to allow oversize vehicles to pass through the corridor. For years they've talked about doing something about the parking lot of I-205 in Portland, which even affects people in eastern Oregon.
- People who don't have access to an automobile have to walk along I-84 and US 395, which has barely any shoulder and no pedestrian/bicycle facilities. This shows that there are needs for investments in bicycle and pedestrian infrastructure to serve rural Oregon. Just getting sidewalks is critical for those who can't afford to drive.
- The State Funded Local Program has been a very successful program over the recent years. We hope we have some opportunities to increase funding here.
- As part of their area strategy work, NEACT has developed a number of key themes that serve as priorities for investment of resources:
 - Future focus, such as intelligent transportation systems, efficiencies, electrification, etc.
 - Supporting economic vitality, such as lifting length restrictions on trucks on key corridors
 - Multimodal investments
 - Well-maintained, to preserve what they have
 - Safety and efficiency
 - Regional interconnectivity, so they can get people and goods to the region efficiently

North West Area Committee on Transportation (November 4, 2021)

- The goal of zero fatalities is important, but crash rates are going up. Clearly a lot of these crashes are caused by bad driver behavior; speeding and distracted driving seem to be the cause for much of the increase in crashes. Investments in traffic safety enforcement by state and local law enforcement agencies need to be made to complement investments in infrastructure safety projects if we're going to make our roads safer.
- ODOT should make more investments in projects that check multiple boxes - like separate paths that encourage safe, active transportation and Safe Routes to School. Those projects decrease carbon output, make communities more livable, and promote economic development. These investments are important in both urban areas and in communities along US 101. These projects can reduce congestion and encourage active transportation.
- Lack of sidewalks and curbs make for unsafe conditions both for motorists and for others using the system, particularly pedestrians who are put in unsafe conditions when pedestrian sidewalks are lacking.
- ODOT should make investments in resilience for US 101, US 26, and US 30 to prepare for a Cascadia Subduction Zone earthquake.
- Construction of the Salmonberry Trail will require building safe road crossings for trail users.
- ODOT should emphasize carbon reduction and diesel emissions reductions.
- Building new bike and pedestrian facilities and increasing the safety of existing bike and pedestrian routes increases accessibility for those who use mobility devices and use these routes for recreation.
- Deploying EV charging stations make require making additional investments in the electric grid.

- Additional investments need to be made to extend broadband Internet. The internet isn't strong enough at the Coast to carry the load.
- Funding should be invested in bi-state bridges across the Columbia.
- The state should provide separate bike paths and safe crossings to be able to travel safely through coastal communities. To do this, ODOT needs to make sure this isn't a PGE ("Portland Gets Everything") package, because the Rose Quarter could suck up everything. The OTC needs to ensure geographic balance in the distribution of funds and look not just at where people live but where people travel. While the Coast's population is relatively low, they have huge influxes of tourists that need to be considered.

South East Area Commission on Transportation (November 22, 2021)

- Some of the money should go into existing programs like the Small City Allotment as well as into other existing programs for bicycle and pedestrian.
- Active transportation is an important focus for funding.
- It would be helpful if these federal funds are able to match FEMA funds.
- More funding should go into local programs or at least to fund exchange programs like the State Funded Local Program.

Mid-Willamette Valley Area Commission on Transportation (December 2, 2021)

In addition to the following comments at their meeting, MWACT submitted a public comment letter included in the letters section.

- Enhance Highway funding should go to finishing up partially-funded projects. This includes the I-5 Aurora-Donald interchange and the Newberg-Dundee Bypass Phase 2.
- The IJA presents an excellent opportunity to fund the Newberg-Dundee Bypass.
- IJA funds can be used to address smaller Fix-It and maintenance projects to ensure these do not get left behind.
- As transit agencies are increasing services that connect communities along state highways, ODOT should review the condition of these routes and prioritize Fix-It and safety investments in these highways. Many roads on which transit service runs are not currently safe for transit service.
- Don't let active transportation funds go towards projects that benefit the few (like bike trails for a privileged handful). These funds should be prioritized to invest in those areas where there's the greatest need.
- Portland receives significantly more than Salem or Eugene under federal formula suballocations to MPOs.

Central Lane Metropolitan Planning Organization Policy Board (December 2, 2021)

- The Commission needs to ensure fair distribution of funds between urban and rural areas.
- The OTC should be bolder and not just adopt a proposal that only strives to not make any outcome area worse, as they did in the 2024-2027 STIP; the OTC should have a bold vision for improving the system. Many projects touch many pots of money, and we should avoid breaking funding out into narrow siloes. We need to be strategic and thoughtful about how to deploy the funding.

- Many projects, particularly urban arterials, require going to many different pots of money to make improvements. Greater flexibility would be helpful to complete these projects.
- The MPO has previously stated strong support for public and active transportation and Fix-It, and these areas remain priorities. Investments need to focus on system connectivity, particularly for public and active transportation, to make sure gaps on those systems are closed and connections are made.
- We have an opportunity to use this funding to do research and development related to autonomous vehicles, though it will require federal regulatory approvals. Other parts of the country and world are experimenting with AVs, and this could be an opportunity to do some of this work in Oregon.
- There are opportunities to leverage private investment to expand public electric vehicle charging networks.

Region 1 Area Commission on Transportation (December 6, 2021)

- We need to build an EV charging network across the state, including on the US 97 corridor and also on east/west routes across the state.
- EV charging stations need to be placed where people will be leaving their vehicles for a long time, such as apartment buildings or workplaces.
- Additional investments need to be made in electrification for heavy trucks as they become available on the market.
- The spirit of this bill is to put a lot of effort and money into dealing with climate change. The costs of climate disasters will be untold if we don't make the necessary changes to slow climate change. ODOT should utilize all of the money available for climate change for efforts that provide the biggest bang for the buck. This would include putting EV chargers into apartment complexes.
- Flexible funds should be used to expand the capacity of the transit system. This includes supporting transit and carpools in order to increase capacity on the transit system without increasing greenhouse gas emissions. Some of these funds should be dedicated to "orphan highways" on urban arterials.
- We need to address the increase in pedestrian fatalities on our busiest streets in diverse communities. Additional funding should be allocated to safety on these urban arterials.
- In Hood River County, the priority is the Hood River Bridge Replacement Project. This priority is shared by the two ports, the cities, the county, and the economic development commission. The project is partway through design but needs another \$40 million for design, of which Oregon's share will be about \$20 million.
- The Hood River Bridge is a priority for Hood River County and the six county area surrounding it. It is a significant safety issue; when the freeway gets closed due to an incident, all of the traffic is routed over the bridge, which is just a barge strike away from disaster.
- Hood River County is seeing a large influx of people working remotely. Some of this money should be invested in rural areas to address the impacts of these population shifts.
- Climate change is here. We are going to see major events in the immediate future and we should be harnessing this once in a lifetime opportunity to make investments that slows climate change and help our communities weather these events. ODOT should create a demonstration project grant program for Safe Routes to School; communities that have already developed

plans should get small grants to start testing. ODOT should also find ways to create electric bike fleets that are available to low-income communities and expand investments in bike charging. Major infrastructure projects should close active transportation gaps and create transit service.

- We need to avoid creating funding siloes so we can support good projects.
- We need to take a holistic approach to addressing orphan highways rather than addressing them piecemeal. It will be critical to ensure that people have multimodal travel choices as we look to implement congestion pricing. Climate and equity and safety can be addressed by smart investments that address all three of these at once. Investments in seismic and resilience are also really critical, particularly on major bridges like the Interstate Bridge and the Burnside Bridge.
- If we toll one of the region's freeways before the others it will create diversion, so ODOT should explore whether it can use some of these resources to bring tolling on simultaneously across the region.

Lane Area Commission on Transportation (December 8, 2021)

- ODOT should consider providing more money for bridges. Coastal bridges, including the Florence bridge, are quite old and susceptible to a Cascadia Subduction Zone earthquake. Florence will be landlocked if there's a major earthquake.
- Active transportation needs are important. A third of Oregonians don't drive, and there has been significant underinvestment in infrastructure for biking and walking. Bike/ped infrastructure is less expensive than building roads, and these investments help address the climate crisis we are experiencing. We don't have complete networks and the bike/ped infrastructure we do have is only usable for some people.
- SB 395 in the 2021 legislative session would have updated Oregon's bike bill to raise the amount of the State Highway fund dedicated to bicycle/pedestrian needs from 1% to 5%. A high percentage of traffic fatalities are people walking and biking. While that bill didn't pass, the OTC should use the IJA funding to make the equivalent of 5% of the State Highway Fund available for biking and walking.
- Additional public transportation funding will help provide better access to public transportation and reduce greenhouse gas emissions. Anything that can be done to increase transit service is important. Highway 99 is really important and doesn't get as much love as it should.
- Will ODOT open up the ARTS process for new projects or just go further down the list of existing projects?
- It's important to fund projects that cross funding siloes to get complete projects that address multimodal needs and other comprehensive needs on the system.
- There are opportunities for investments in planning for automated vehicles on the transportation system.

South Central Area Commission on Transportation (December 16, 2021)

- Fixing the OR 140 Deep Creek Curves between Adell and Lakeview is an important project. These curves create a length limit for trucks, and there's more truck traffic coming up this corridor to connect to US 97. Fixing these curves would improve safety and reduce traffic on US 97 by allowing traffic coming from the south and east to travel OR 140 and up OR 31. Lake County

Railway just finished a review of carbon emissions that shows they are at a net zero carbon emissions due to geothermal and solar and feel they should be rewarded.

- Bridge funding is important. Local governments have aging bridges. In Klamath County they have a several hundred year bridge replacement cycle; they're replacing about 5 a year but have a couple hundred that need to be replaced. They would like to have a conversation about how they can cooperate as a region to submit projects together.
- US 97 continues to be a top priority for the ACT. It is becoming a preferred corridor for freight, and the truck traffic is picking up. We need to keep our foot on the gas in making improvements, particularly in some of the communities in the north end of Klamath County.

Cascades West Area Commission on Transportation (December 16, 2021)

- Transportation investment decisions should take into account land-use considerations and goals.
- Investments should focus on seismic resilience. ODOT should invest in key evacuation routes, to include emergency communications infrastructure.
- We should invest more in Highway 101 as it's such a critical route.
- Investments need to address public transportation needs, particularly increasing service and frequency between rural communities.
- Focus investments on fixing and maintaining the transportation system we have currently since it's so much cheaper to maintain what we've got than build it again.

Oregon Bicycle/Pedestrian Advisory Committee

Please see the letter submitted by OBPAC in the letters section of this document for the advisory committee's official comments.

Public Transportation Advisory Committee (January 10, 2021)

- The priorities expressed for the 24-27 STIP remain valid, however a lack of dialogue around PAT programming was a weakness of the 24-27 STIP engagement.
- The categories in the STIP are too siloed and this does not make sense in the context of new funding.
- ODOT needs to work with local jurisdictions and Department of Land Conservation on Climate Friendly and Equitable Communities projects. ODOT needs to be more involved with modelling, technical assistance, investment in local communities. Is the goal of IJA investment to clear ODOT's backlog of projects or will it look again at the broader project of reducing GHGs?
- ODOT needs to help local partners with grants and get them to the "shovel-ready" phase, especially in areas like concept development, preliminary engineering and planning multimodal hubs.
- ODOT should provide more investment in non-infrastructure Safe Routes to School programs. Too much SRTS funding is going to urban areas.
- Transportation Options program needs a full team, not just one person. More focus should be put on communications strategies.
- There should be a "Safe Routes to Transit" program that deals with infill and pedestrian crossings.

- Electrification is prohibitively costly for rural areas, need more investment in alternative fuel options.
- Money should be spent on one big challenge – i.e. climate change mitigation through an electrification masterplan. This should start with urban and urban adjacent areas and build outwards.
- For individuals living with disabilities, the entire system needs to be accessible – sidewalks, transit vehicles, transit stops, parking spaces.
- Lack of drivers means that some providers have not applied for new grants and are focusing on masterplanning and property acquisitions. Staff shortages are being felt all the way to the top for some rural districts and providers.
- Urban/rural interface areas need to be looked at again, too much pressure from urban visitors. We need to look at “transitsheds” not arbitrary boundaries.

Rogue Valley Area Commission on Transportation (January 11, 2022)

- IJJA is touted as making a huge difference for locals, however locals will have to compete for funds and it’s likely that many cities won’t receive any money, so make sure state investments help to support locals.
- Focus funding on Fix-It: improving bridge and pavement conditions.
- Focus on equity and climate change. Work in these areas is behind the ball and we have making up to do.
- We need to ensure efficient freight movement given big increases in demand for personal delivery of goods, like Amazon during the pandemic. Expect that demand will remain post-COVID.
- ODOT should take a statewide view of roadways which need to accommodate efficient freight movement not only for Oregon but connecting to California and Washington.

Oregon Freight Advisory Committee (January 12, 2022)

- Investments in Enhance Highway projects are a priority.
- Enhance Highway spending should be focused on freight.
- Spending should be proportional to how much freight pays in.

South West Area Commission on Transportation (January 14, 2022)

- Active transportation is good, but if bridges are falling down we are in a world of hurt. ODOT should prioritize funding for preservation of bridges, culverts and roads.
- Fix-it is important to us because we don’t want to get further behind on all systems; it impacts economic development if people can’t safely get where they are trying to go. This is particularly important in rural areas.
- ODOT should protect investments we have already made; otherwise it costs more to replace them down the road.
- ODOT should consider how micromobility options fit into the statewide system.
- When making bridge upgrades, ensure you are pairing improvements to pedestrian and bicycle facilities.
- We need to ensure EV charging infrastructure can support vehicle electrification that is coming.

- Local agencies will need more help from ODOT to deliver local projects. ODOT is inadequately staffed already; how are you preparing to be adequately resourced to deliver this work?

Discussion Engaging with Historically Marginalized and Excluded Communities

In January ODOT hosted a discussion session with groups that represent historically marginalized and excluded communities, including labor unions and minority contractors. The purpose of this discussion was to begin a process of intentionally welcoming and engaging groups that are often left out of the decision-making process to know we are opening opportunities for all Oregonians to provide feedback on how ODOT should invest the IIJA funds. Much of the discussion focused on how ODOT can build relationships with these groups and engage with communities we have not reached effectively, and some of the discussion also touched on substantive issues related to allocating IIJA flexible funds.

The comments included the following.

- Low-income individuals and BIPOC communities often lack access to automobiles and thus rely more heavily on walking and public transportation. However, much of our road infrastructure is not safe for walking, and rural areas often lack effective public transportation to allow people to reach jobs. ODOT should invest in making it easier to walk along and across state highways and also enhance public transportation. Where increased safety measures and projects to reconnect communities have been completed – for example the I-5 interchange reconstruction in Woodburn – they were cited as having a transformative positive effect on communities.
- The IIJA represents an opportunity to enhance the ability of minority-owned businesses to contract for transportation projects. ODOT should seek to disperse funding to a wider array of contractors. ODOT should provide technical assistance and invest in programs that build capacity for these businesses and help them get ready to navigate the complex environment of public contracting. ODOT should also look to provide contracting opportunities for smaller projects like sidewalks that provide good entry points for these businesses.
- To allow minority-owned firms more opportunity to secure transportation contracts, ODOT should provide more communications to communities of color as projects are coming online, including in their first languages.
- Building trade unions would like to use the IIJA as an opportunity to increase the diversity of the construction workforce through investments in apprenticeship programs.
- ODOT was strongly encouraged to invest more time and resources in building ongoing relationships with historically excluded groups, rather than engaging only at the start and completion of a project.
- Participants wanted to understand how ODOT will go beyond translation and using technology resources to innovate and attract historically marginalized group like youth, those with differences in ability, and community members with varying work schedules.
- ODOT should offer talking points and clarity around timelines, how ODOT will be accountable, expectation of the community, and projected outcomes for IIJA funding goals from the state perspective.

To build on this initial discussion, ODOT intends to schedule another session with community based organizations and other groups to take input on the programs and funding options after they are released for public comment at the end of January.

Comments at OTC Meetings

The OTC took public comment on the IJA at its meeting in November.

- The OTC should spend the money in a way that is just and strategic for the future of everyone, not in a way that focuses on widening freeways in a way that will exacerbate the climate crisis. The climate crisis is here right now, and it's only going to get worse. ODOT has disregarded the future of young people who will be impacted by the climate crisis. Widening freeways will only make earth more uninhabitable. The OTC should support the recommendations from Street Trust, Oregon Environmental Council that recommend that every discretionary dollar should be spent on transit. (Taylor Walker, SunrisePDX Movement, Actions Team)
- ODOT is experiencing significant impacts from drought and heat caused by climate change that is impacting agriculture. More driving means more carbon in the air. Climate change will cause greater harm to our most vulnerable communities. We need to change the investments to focus on public transportation, biking and pedestrian options rather than widening freeways to meet 21st century needs. The OTC should focus on humans not cars. (Ukiah Halloran-Steiner, Sunrise Rural Oregon)
- The OTC needs to show more courage and conviction and reform ODOT as the planet lurches toward climate catastrophe. Doubling down on the status quo represents an abdication of the Commission's responsibility to address climate. The climate apocalypse demands 21st century solutions that address frontline communities. The OTC should allocate every single discretionary funds only to projects that demonstrably reduce greenhouse gas emissions. (Aaron Brown, No More Freeways PDX)
- The OTC should prioritize climate and equity outcome in spending federal dollars. The Commission should direct funding to projects that are most effective in reducing greenhouse gas emissions and vehicle miles traveled like transportation choices and electrification. While funding is specifically directed to climate, traditional funding categories can prioritize climate and equity, such as spending safety funding on pedestrian crossings. This is an opportunity to spend money on elements of the transportation system that can't be paid for out of the State Highway Fund. (Victoria Paykar, Oregon Transportation Policy Manager, Climate Solutions)
- Do not squander this opportunity by investing in highway widening. Instead, direct ODOT to invest in transit, bicycle/pedestrian, and rail infrastructure. Climate impacts are only going to worsen if we don't shift how we invest in transportation. Transportation electrification is not adequate to address climate change. The state has huge gaps in the cycling and walking infrastructure that need to be addressed. Bikes and public transit, rather than electric vehicles, are the Yellow Brick Road we need to follow. (Paxton Rothwell)
- ODOT needs to continue its transformation to a multimodal transportation agency, not just a highway-building agency. We couldn't help but noticing how much ODOT will be investing that

will make the situation worse. You need to make investments that will help make the system safer and greener for all Oregonians. Our transportation system kills hundreds of Oregonians each year. The windfall from this bill will help us make those investments that we never seem to have money for. We need to provide options and upgrade and transfer orphan highways to local agencies. ODOT needs to commit to reducing GHG and vehicle miles traveled. (Sarah Iannarone, Executive Director, The Street Trust)

Webinar Public Comments

ODOT hosted an IJJA webinar on December 7 attended by 350 participants. In addition to providing information about the IJJA and answering questions, the webinar provided an opportunity for participants to comment on investment of IJJA funding. To provide a record of the public comment, [video of the webinar](#) is posted on YouTube.

- IJJA is a once in a generation opportunity to upgrade transportation infrastructure and improve the natural environment and address climate change, including helping those who have been excluded. Replacement of Kellogg Dam on OR 99E in Milwaukie is a key priority as it checks many boxes: floodplain resilience, habitat restoration, creating a bicycle/pedestrian crossing, fish passage, etc. This is the time to do this project. (Neil Shulman, North Clackamas Watershed Council)
- ODOT should use these funds to remove Kellogg Dam on OR 99E in Milwaukie. Kellogg Creek is an important refuge for fish migrating up the Willamette and removal of the dam will improve fish habitat. (Elizabeth Perkin, Native Fish Society)
- As a professional fish biologist, he sees the opportunity to add investments in bridges and investments by the Oregon Watershed Enhancement Board to expand on fish restoration efforts underway and make improvements that may not otherwise be made. Investments should be focused on the Portland metro region to improve habitat for fish. (Todd Alsbury)
- The Hood River-White Salmon Bridge is the top economic development priority in the Gorge. It's over 100 years old and at the end of its life. They need about \$40 million more for engineering. They do not have bicycle/pedestrian facilities across the river. (Kate McBride, Hood River)
- ODOT should direct the flexible funding to projects and programs that are most effective in reducing greenhouse gas emissions and improving equity. This includes investing in electrification, public transportation, and active transportation. This should help reshape the transportation system, particularly to make investments in areas that the State Highway Fund cannot support. (Sarah Wright, Oregon Environmental Council)
- Every dollar received from the IJJA should go to projects that reduce vehicle miles traveled and GHG emissions by increasing investments in alternatives to driving. As a person with a disability, she relies on others to drive her around her community. The 40% of Oregon's GHG emissions that come from transportation are contributing to the climate crisis. Investments in freeways don't do anything to address climate or help those who don't drive. She urges full funding of Clackamas County's transit plan. None of the money should be spent on projects that increase driving. (Cassie Wilson, Sunrise Rural Oregon)

- His organization is dedicated to keeping seniors in their homes as long as possible. His community has few options for public transportation for seniors. There are few ways to travel north and the feeder bus to Amtrak only connects to southbound trains. Greyhound service is not well-connected. He proposes extending Amtrak Thruway buses into the Rogue Valley to allow connections to Amtrak Cascades. (Robert Hirning, Illinois Valley Wellness Resource)
- Their coalition wants ODOT to build a wildlife crossing on I-5 in southern Oregon. The OTC should use at least \$10 million for wildlife crossing planning, design and construction. The OTC should also identify match funding for the new discretionary program. (Amy Amrhein, Southern Oregon Wildlife Crossing Coalition)
- He lives in Woodburn Estates along I-5 at the interchange, which is seeing more and more traffic. ODOT should build a soundwall to address the sound impacts on the community. (Allan Lindberg)
- Small electric aircraft will soon be available, and they will need charging opportunities at airports. ODOT's electrification plan did not include aviation. Some of the IJA resources should go into investments in aviation, including electric charging for aircraft. (Jake Jacobs, Oregon Aviation)
- As you determine funding needs, keep in mind the need for aggressive climate action. Our roads need safety improvements, including addressing dangerous intersections where county roads meet safe highways and providing safe shoulders on rural roads. The Newberg-Dundee Bypass Phase 2 is a priority; it will take traffic out of Newberg. Please fully fund Safe Routes to School program, which is oversubscribed and has many more requests than can be funded. Bus riders need better connections to other communities and more frequent service. Freight going through and to Portland from rural areas, including agricultural projects, need certainty of trip times; this can be met with numerous small projects rather than major highway expansion projects. Congestion pricing needs to be implemented now before costly road expansion. The Interstate Bridge Replacement should prioritize resilience to earthquake and climate shocks over expanding car lanes so we can use savings to replace county bridges. Please consider climate, safety, resilience, and certainty of travel time, and the cost to Oregonians as you prioritize funding. (Casey Kulla, Yamhill County Commissioner)
- Prioritize projects that might not otherwise get funded and that deliver multiple community benefits. Veneta has a multi-use path that will connect kids to their schools outside of town, but it will also provide a broadband path and emergency access, providing multiple community benefits. We should also prioritize underserved communities based on affordability. (Matt Michel, City of Veneta)
- Many streets are not safe for all users. ODOT should create a demonstration program for Safe Routes to School that have already completed a project identification grant. ODOT should also fund e-bike incentives for low-income households and create "e-bike libraries" to check out bikes for up to five days. Any investments in large projects should include and prioritize public and active transportation access over passenger vehicles. (Megan Ramey)
- Access to transportation is cited as a top need for people to get out of poverty, but it's very costly to maintain a personal vehicle. In Portland there is no dedicated, separated bicycle network, which limits the ability of people to get out in their community on their bike. Investing in a bike network like this would allow people to get around their communities safely. (Andrew Lindstrom)

- The Hood River-White Salmon bridge is at the end of its useful life and needs to be replaced. They're spending a lot of money to maintain it. The bi-state working group is making progress on the steps needed to replace the bridge. They have a conceptual design that includes travel lanes and a lane for bicycles and pedestrians. They can award a design contract by 2022 to put them on a path to replace the bridge by 2028. Allocating an additional \$40 million would allow them to complete the design effort. (Mike Fox, Port of Hood River)
- The OTC should allocate \$10 million of the flexible funding to wildlife crossings. Oregon has a high rate of crashes with wildlife that cost motorists money, cause safety issues, and negatively impacts wildlife. Climate change will only exacerbate migration issues across highways. Wildlife crossings have proven to be effective in addressing safety and benefiting wildlife. A special emphasis should be on the Cascade-Siskiyou area. (Angus McLean, Pacific Forest Trust)
- ODOT needs to build a sound wall along I-5 in Woodburn at the Woodburn Senior Estates to address noise impacts. The Amazon distribution center will add truck traffic, and vehicles sometimes crash into the estates. (Jaime Rodriguez)
- They focus on enhancing connectivity across the Cascade-Siskiyou ecosystem. Interstate 5 is a large barrier to connectivity across the ecosystem. The OTC should allocate \$10 million for wildlife crossings and provide matching funds to seek federal competitive grants for wildlife crossings. (Maia Black, Selberg Foundation)
- ODOT doesn't have dedicated funds for wildlife crossings and should dedicate funding. Wildlife crossings in Oregon have proved successful and are strongly supported by the public. In Central Oregon the mule deer population has declined due to growth; wildlife crossings can help conserve the population. (Michael O'Casey, Theodore Roosevelt Conservation Partnership)
- The OTC should allocate at least \$10 million to wildlife crossings. Most Oregonians support constructing wildlife crossings. The average cost of a crash with a mule deer is \$8,000. (Laurel Williams, Pew Charitable Trusts)
- Oregon Hunters Association appreciates what ODOT has done to reduce wildlife/vehicle collisions, but there's a long way to go. We've seen success reducing collisions on US 97. OHA has contributed nearly \$120,000 to help with wildlife crossing projects. The OTC should provide \$10 million from the flexible IJA funding. (Tyler Dungannon, Oregon Hunters Association)
- ODOT should build a sound wall in Woodburn along I-5. Noise causes serious health issues, and barrier walls can reduce noise and the issues caused by it significantly. (Judith Bowen)
- The OTC should prioritize replacement of the Hood River-White Salmon bridge. It's over 100 years old and is a tired bridge. It's extremely narrow and built in the Model T era. This is the only crossing over the Columbia River for 20 miles in either direction. The new bridge will include a bicycle and pedestrian crossing. They need \$40 million in additional funding, of which Oregon's portion is \$20 million. (Erick Haynie, City of Hood River)
- Climate change is the most important conversation we can discuss. We can expect worse winters and devastating heat waves in Oregon. The American oligarchy is ignoring the issue, and we face a choice whether to live in harmony with the natural world. 40% of Oregon's GHG emissions are from transportation. ODOT is looking to widen freeways, which is counterproductive, and EVs are not a silver bullet. Short trips should not be made by cars. ODOT must build out a fully functional and connected bike/ped and transit system statewide. All of the flexible funds should go toward public and active transportation. (Paxton Rothwell, Sunrise)

- With 40% of Oregon’s GHG emissions coming from transportation, this sector has a special responsibility to lead. This requires doing transportation in new ways that boost community health, reduce vehicle miles traveled, encourage alternative means of travel, and encourage electrification to get to zero emissions. These options need to be as easy and affordable to lower income families to use as for middle and upper income. As much of the IJJA funding should be used for reducing GHG emissions. (Rich Peppers)
- ODOT should apply sensitivity considerations for highways that run through the center of communities. These business districts are ignored or neglected by prioritizing rapid movement of vehicles through town. (Councilor Barker, City of Drain)
- Beekeepers are concerned about pollinator habitat, particularly in high bee density areas of the state. ODOT should put in pollinator habitat. (Joe Maresh, Oregon State Beekeepers Association)
- ODOT has an opportunity to complete the Newberg-Dundee Bypass. It deals with resilience for the entire region. (Dave Haugeberg, Yamhill County Parkway Committee)
- The Amtrak Cascades rail service has important components for active transportation, as it carries bicycles. Opportunities exist for better intermodal connections with the transit system and passenger rail stations. Eliminating grade crossings along the route is important. (Mike Morrison, Association of Oregon Rail and Transit Advocates)
- Platforms should be built along roads for people with disabilities so they can use their lifts when they are stranded. More funding should be directed to the STAC committees so they can help people with disabilities. (George Adams, RVTD Special Transportation Advisory Committee)
- Highway 6 connecting Washington County and Tillamook is in desperate need of help. They’ve had 5 fatalities since July, all related to someone crossing the centerline and hitting an oncoming vehicle; they need rumble strip down the center. (Tom Messenger)
- Electric vehicles make sense as long as the source of the electricity is renewable. ODOT should encourage use of renewable energy for charging stations. Longterm, Central Oregon needs to be connected by public transportation to the rest of the state. (Robin Vora)

Written Public Comments

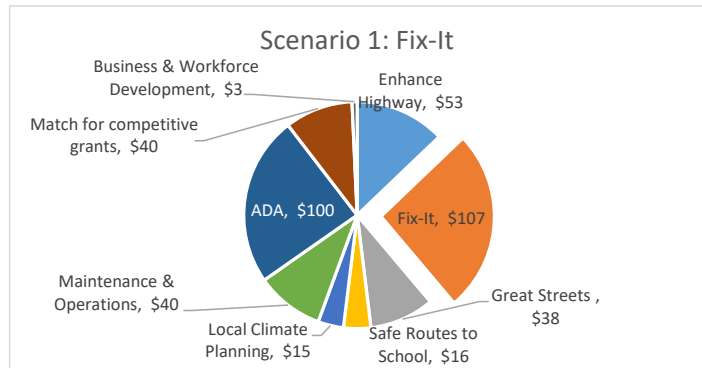
ODOT received dozens of public comments submitted in the form of letters and public comments on the Commission’s online form. These are presented in a separate PDF document, as Addendum A.

Infrastructure Investment and Jobs Act Flexible Highway Program Funding Investment Options

All figures in millions of dollars over 5 years.

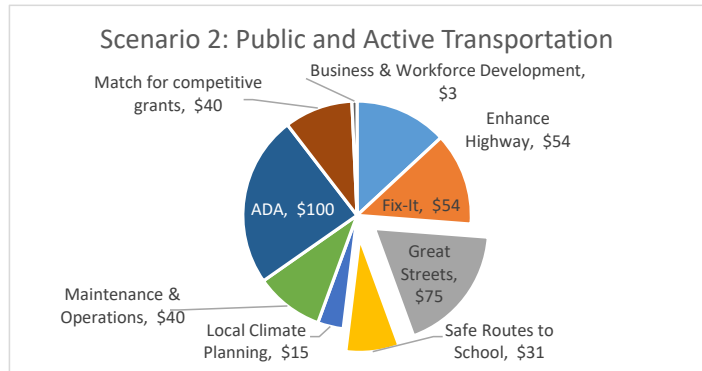
Scenario 1: Fix-It

Enhance Highway	\$	53
Fix-It	\$	107
Great Streets	\$	38
Safe Routes to School	\$	16
Local Climate Planning	\$	15
Maintenance & Operations	\$	40
ADA	\$	100
Match for competitive grants	\$	40
Business & Workforce Development	\$	3
Total	\$	412



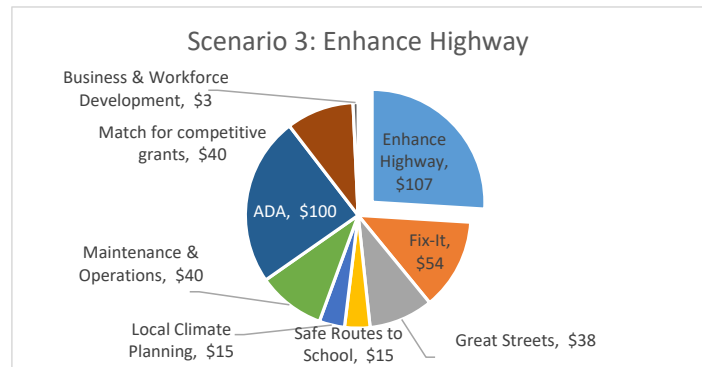
Scenario 2: Public and Active Transportation

Enhance Highway	\$	54
Fix-It	\$	54
Great Streets	\$	75
Safe Routes to School	\$	31
Local Climate Planning	\$	15
Maintenance & Operations	\$	40
ADA	\$	100
Match for competitive grants	\$	40
Business & Workforce Development	\$	3
Total	\$	412



Scenario 3: Enhance Highway

Enhance Highway	\$	107
Fix-It	\$	54
Great Streets	\$	38
Safe Routes to School	\$	15
Local Climate Planning	\$	15
Maintenance & Operations	\$	40
ADA	\$	100
Match for competitive grants	\$	40
Business & Workforce Development	\$	3
Total	\$	412



Scenario 4: Balanced

Enhance Highway	\$	71
Fix-It	\$	71
Great Streets	\$	50
Safe Routes to School	\$	22
Local Climate Planning	\$	15
Maintenance & Operations	\$	40
ADA	\$	100
Match for competitive grants	\$	40
Business & Workforce Development	\$	3
Total	\$	412

