

OREGON FREIGHT PLAN UPDATE

Statewide Legislation, Plans and Policies Compliance Memo

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Prepared by:



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1 Introduction

This memorandum provides a high-level assessment of statewide legislation, plans, and policies that are relevant to the Oregon Freight Plan (OFP) and identifies locations within the current Oregon Freight Plan that need to be updated to address any new provisions in State plans, policies, and regulations since last revised in March 2023. It also identifies areas in which the current OFP is out of alignment with those plans, policies, and regulations.

The summary below highlights proposed changes to be made under two priority areas — High and Medium. High priority changes are defined as those that must be included in the update to the current OFP (to be completed later this year), so that the plan will be approved by the state or federal government. Medium priority changes are defined as those changes to the OFP that can be addressed and incorporated in the next update cycle.

The summary addresses five policy areas—Oregon Transportation Plan Alignment, Climate and Energy, Funding, Rail Operations, and Equity. Proposed changes to the OFP recommended by WSP are highlighted below under each policy area.

2 Oregon Transportation Plan Alignment

The section addresses how updates to the Oregon Transportation Plan and related documents guide revisions to the Oregon Freight Plan to ensure policy and goal alignment.

2.1 OREGON TRANSPORTATION PLAN (JULY 2023)

The Oregon Transportation Plan (OTP) was adopted by the Oregon Transportation Commission on July 13th, 2023. The OTP is the long-range transportation system plan for the state and establishes a vision and policy foundation to guide transportation system development and investment. The Oregon Freight Plan (OFP) is a topic plan and part of the OTP, which clarifies, refines, and applies OTP policy guidance related to freight. As such, the 2023 OTP refined the policy framework for Oregon, and an update to the Oregon Freight Plan is needed to bring it into alignment with the 2023 OTP policy framework.

Key chapters and sections to review and revise in this OFP update include the following:

- Update Section 1.1.1 (Oregon Transportation Plan Vision and Goals) and Section 1.1.2 (Oregon Transportation Plan Vision) to match updated OTP Chapter 5 (Policy Framework).
- Overhaul Chapter 7 (Freight Issues and Strategies) to bring it into alignment with OTP Goals, Objectives, Policy, and Strategies (GOPS). Types of issues to be addressed include:
 - o Development of Goals, Objectives, Policy, Strategies
 - o Transferring relevant issues and strategies into the GOPS framework
 - o Removing out-of-date issues and strategies
 - o Streamlining the Chapter
- ODOT will be running updated OTP Investment Scenarios and WSP will be assessing their impact on the freight system. Add new section describing the investment scenarios analysis to Chapter 6. In addition, check concurrence and effects on, and update, as appropriate:
 - o Section 1.2.1.1 (Oregon Transportation Plan and Statewide Modal and Topic Plans)
 - o Section 6.4.3 (Why Oregon Needs to Look for a Way to Close the Funding Gap)
 - o Appendix C (Consistency Analysis)

Implementation Priority: These recommended changes should be considered high priority for inclusion in this OFP update because they related to consistency with the Oregon Transportation Plan.

Reference:

https://www.oregon.gov/odot/Planning/Documents/Oregon_Transportation_Plan_with_Appendices.pdf

2.2 OREGON TRANSPORTATION COMMISSION STRATEGIC ACTION PLAN (APRIL 2024)

The following proposed changes to the OFP were derived from the April 2024 (Revised April 2025) joint Strategic Action Plan (SAP), as presented by the Oregon Transportation Commission and Oregon Department of Transportation. The SAP is the short-term implementation element of the OTP and is a roadmap towards specific outcomes that align with the goals of the OTP.

Key chapters and sections to review and revise in this OFP update include the following strategic outcomes outlined in the Strategic Action Plan:

- Reduce Emissions and Electrify Oregon’s Transportation System
 - o Ensure challenges, opportunities, implementing actions, and metrics are incorporated into Section 5.2 (Trends Affecting Freight Greenhouse Gas Emissions) and 5.3 (Potential Actions to Reduce Freight-Related Greenhouse Gas Emissions).
- Reduce Congestion in the Portland Region
 - o Ensure this strategic outcome is incorporated into Chapter 7 overhaul.
- Secure Sufficient and Reliable Funding
 - o Incorporate challenges, opportunities, implementing actions, and metrics into Section 6.5 (Opportunities for Addressing the Funding Gap).
 - o Ensure this strategic outcome is incorporated into Chapter 7 overhaul.
- Save Lives
 - o Ensure this strategic outcome is incorporated into Chapter 7 overhaul.
- Preserve Transportation Assets
 - o Ensure this strategic outcome is incorporated into Chapter 7 overhaul.

Implementation Priority: These recommended changes should be considered high priority for inclusion in this OFP update because they are contained within a joint Commission and DOT strategic plan.

Reference: <https://www.oregon.gov/odot/SAPDocs/Strategic-Action-Plan.pdf>

2.3 OREGON STATE OF THE SYSTEM DASHBOARD

The following proposed changes to the OFP were derived from the Oregon State of the System Dashboard, which provides information on how the Oregon Department of Transportation (ODOT) is performing in key transportation areas, defined by values from the Oregon Transportation Plan and strategic outcomes from the Oregon Strategic Action Plan. The dashboard addresses seven areas – Safety, Equity, Climate and Sustainability, Mobility, Customer Service, Maintenance and Operations, and Project Delivery.

Key chapters and sections to review and revise in this OFP update include the following:

- Ensure that areas tied to OTP values – Safety, Equity, Climate and Sustainability, and Mobility – are incorporated into Chapter 7 overhaul. Include trends and performance measures from each of the respective areas of the dashboard.

Implementation Priority: These recommended changes should be considered high priority for inclusion in this OFP update because ODOT uses this information (updated regularly) to guide changes and improve performance.

Reference: <https://www.oregon.gov/odot/state-of-the-system/pages/default.aspx>

3 Climate and Energy

Climate and Energy is a comprehensive category that covers policies that address energy security, decarbonization, and climate resilience.

3.1 OREGON DEPARTMENT OF ENERGY BIENNIAL ENERGY REPORT (NOVEMBER 2024)

The following proposed changes to the OFP were derived from state energy project updates contained within the 2024 Oregon Department of Energy's Biennial Energy Report. This report was submitted to the Oregon State Legislature in November 2024.

Key chapters and sections to review and revise in this OFP update include the following state energy project updates from the report:

- Oregon Energy Security Plan: This plan meets the requirements for a State Energy Security Plan as laid out in the federal Infrastructure Investment and Jobs Act (IIJA) and Oregon's Senate Bill 1567 (2022) to evaluate strategies to increase geographic diversity of fuel storage throughout the state.
 - o Include key findings and risk assessments in Sections 5.1 (The Oregon Policy Context) and 5.4 (Impacts of Climate Change on Freight).
- Energy Strategy Update: The 2022 update included a policy brief about charting a course for Oregon's energy future, which led to the passing of House Bill 3630 (2023) to develop an Oregon Energy Strategy (published November 2025).
 - o Include key updates on the strategy in Sections 5.1 (The Oregon Policy Context) and 5.4 (Impacts of Climate Change on Freight).

Implementation Priority: These recommended changes should be considered high priority for inclusion in this OFP update because they are now state-adopted rules.

Reference: <https://energyinfo.oregon.gov/ber>

3.2 TRANSPORTATION ELECTRIFICATION INFRASTRUCTURE NEEDS ANALYSIS (TEINA) REPORT (AUGUST 2022)

The following proposed changes to the OFP were derived from this technical report, which is intended to evaluate the likely future charging infrastructure needs of all modes of electric transportation and to provide policymakers with an idea of the needs and potential policies required to achieve Oregon's electrification goals as called for in Senate Bill 1044. The major findings of the study are unchanged from the 2021 report.

Key chapters and sections and sections to review and revise in this OFP update include the following from the TEINA:

- Update references to the previous report (June 2021) to cite the updated August 2022 version.

- Section 5.3.1.2 (Zero-Emissions Vehicles)

Implementation Priority: These recommended changes should be considered high priority for inclusion in this OFP update because they help implement federal and state legislation and a Governor’s Executive Order.

Reference: <https://www.oregon.gov/odot/programs/pages/teina.aspx>

3.3 OREGON DEPARTMENT OF TRANSPORTATION CLIMATE OFFICE (2020-PRESENT)

The following proposed changes to the OFP were derived from the ODOT Climate Office website. The changes are tied to the office’s role in influencing OFP goals to align with current state regulations and requirements, as well as serving as a key example of a statewide initiative focused on climate change and resiliency.

Key chapters and sections to review and revise in this OFP update include the following:

- Update Section 5.1.2 (State Agency Programs and Administrative Rule Changes) to reflect its new focus on the implementation of climate related regulations and incentives.

Implementation Priority: These recommended changes should be considered high priority for inclusion in this OFP update because they derive from Executive Order 20-04 that called for rapid adoption of zero-emission vehicles in Oregon.

Reference: <https://www.oregon.gov/odot/climate/Pages/About.aspx>

3.4 SENATE BILL 1567 (FEBRUARY 2022)

The following proposed changes to the OFP were derived from Senate Bill 1567 (2022), which gave the Department of Environmental Quality (DEQ) the authority to develop a program that evaluates the earthquake vulnerability of large-capacity oil and fuel storage and distribution facilities. This includes related infrastructure, such as ports.

Key chapters and sections to review and revise in this OFP update include the following:

- Include vulnerability to a Cascadia Subduction Zone magnitude 9.0 earthquake in Section 4.2.3 (Marine System) and seismic resilience requirements in Section 8.5.5 (Seismic), specifically as they relate to energy and fuel resilience.
- Ensure Chapter 7 overhaul includes goals to plan for risk mitigation implementation.

Implementation Priority: These recommended changes should be considered high priority for inclusion in this OFP update because they are derived from state legislation and have an impact on environmental mitigation and safety.

Reference: <https://olis.oregonlegislature.gov/liz/2024R1/Measures/Overview/SB1567>

3.5 OREGON ENERGY STRATEGY (NOVEMBER 2025)

The following proposed changes to the OFP were derived from the Oregon Energy Strategy, developed by the Oregon Department of Energy, which identifies potential actions and legislative changes necessary to meet the state's energy policy objectives, including reliability, affordability, and greenhouse gas emission reduction targets.

Key chapters and sections to review and revise in this OFP update include the following:

- Incorporate references to the Oregon Energy Strategy and its role in shaping statewide energy policy in Section 5.1 (The Oregon Policy Context).
- Ensure Chapter 7 overhaul includes recommended actions and legislation, particularly those outlined in the Transportation Action section of the strategy.

Implementation Priority: These recommended changes should be considered high priority for inclusion in this OFP update because they are derived from state legislation relevant to meeting energy policy objectives, including Executive Order 20-04.

Reference: <https://www.oregon.gov/energy/Data-and-Reports/Pages/Energy-Strategy.aspx>

4 Funding

The Funding section of this memo addresses new policies or regulations that affect activities that raise state revenues and provide revenues for government programs.

4.1 HOUSE BILL 3991 (SEPTEMBER 2025)

The following proposed changes to the OFP were derived from sections of the Oregon House Bill 3991 (Joint Special Session Committee on Transportation Funding), which was passed to address transportation urgent funding needs at the Oregon Department of Transportation.

Key chapters and sections to review and revise in this OFP update will be Chapter 6 (Funding) and Chapter 7, and include the following:

- Include paragraph or sub-section in Section 6.7 (State and Multimodal Opportunities) related to changes introduced by the transportation funding package.
- Update Section 6.5.6 (Tolls) and/or 6.5.7 (Congestion Pricing) to include repeal of the toll program established by House Bill 2017 (2017).
- Consider the impact of the package on freight issues related to funding in Chapter 7 overhaul.

Implementation Priority: These recommended changes should be considered high priority for inclusion in this OFP update because they are derived from state legislation and have significant impact on future funding.

Reference: <https://olis.oregonlegislature.gov/liz/2025S1/Measures/Overview/HB3991>

4.2 TOLLING UPDATES

4.2.1 Governor's Letter Pausing Tolling Until 2026 (March 2024)

The following proposed changes to the OFP were derived from Governor Kotek's directive, pausing tolling until January 1, 2026 and indefinitely postponing the Regional Mobility Pricing Project (RMPP), a key component of the Urban Mobility Strategy Finance Plan, which outlines funding for transportation infrastructure projects in the Portland metropolitan area.

Key chapters and sections to review and revise in this OFP include the following:

- Alter language in Section 6.5.6 (Tolls) associated with I-5 and I-205 tolling program.
- Add language in Section 6.5.6 (Tolls) and 6.5.7 (Congestion Pricing) associated with postponement of tolls.
- Consider the impact of the package on freight issues related to funding in Chapter 7 overhaul.

Implementation Priority: These recommended changes are considered a high priority as the project is a key potential funding source for freight infrastructure and to ensure alignment with Governor Directives.

Reference:

[https://www.oregon.gov/odot/tolling/ResourcesHistory/03.11.24_Regional%20Mobility%20Pricing%20Project%20Governor%20Kotek%20Letter%20\(1\).pdf](https://www.oregon.gov/odot/tolling/ResourcesHistory/03.11.24_Regional%20Mobility%20Pricing%20Project%20Governor%20Kotek%20Letter%20(1).pdf)

4.2.2 Interstate Bridge Replacement (IBR) Tolling – Anticipated Spring 2027

The following proposed changes to the OFP were derived from proposed updates to the IBR Program from the Oregon Transportation Commission and Washington State Transportation Commission.

Key chapters and sections to review and revise in this OFP update include the following:

- Update Section 6.5.6 (Tolls) and/or 6.5.7 (Congestion Pricing) to include bi-state tolling coordination as a model for regional funding.

Implementation Priority: These recommended changes are considered a medium priority and can be included in the next OFP update as the rate-setting schedule is still preliminary and will likely occur after the current update is completed.

Reference:

<https://wstc.wa.gov/wp-content/uploads/2025/10/2025-10-14-BP10-I5BridgeTollingUpdate.pdf>

4.3 OREGON DEPARTMENT OF TRANSPORTATION OFFICE OF INNOVATIVE FUNDING (2022-PRESENT)

The following proposed changes to the OFP were derived from ODOT Office of Innovative Funding website.

Key chapters and sections to review and revise in this OFP update include the following:

- Include paragraph or sub-section in Section 5.1.2 (State Agency Programs and Administrative Rule Changes) related to ODOT’s Office of Innovative Funding and its current work, including Oregon’s Road Usage Charge Program (OreGO) and the Oregon Innovative Partnerships Program, which develops partnerships with private entities to expedite delivery and maximize innovation.
- Ensure that the Office’s role in PPP projects is highlighted in Section 6.7.2 (Public-Private Partnerships) and Chapter 7 overhaul.

Implementation Priority: These recommended changes should be considered high priority for inclusion in this OFP update because of the program’s alignment with ODOT’s strategic investments, state plans, and goals, including the Oregon Transportation Plan (OTP), Oregon Highway Plan (OHP), Statewide Transportation Strategy (STS), and Statewide Transportation Improvement Program (STIP).

Reference: <https://www.oregon.gov/odot/programs/pages/officeofinnovation.aspx>

5 Rail Operations

The Rail Operations section of this memo addresses new policies or regulations that affect freight rail system operations.

5.1 OREGON STATE RAIL PLAN (TENTATIVE Q3 2026)

The following proposed changes to the OFP were derived from sections of the anticipated 2026 Update of the Oregon State Rail Plan (Tentative Q3), an element of the Oregon Transportation Plan.

Key chapters and sections to review and revise in this OFP update include the following:

Update references to the 2020 Oregon State Rail Plan (SRP) in the following chapters of the OFP:

- Section 8.5.9.1 (Rail)
- Appendix A (Section A.13)
- Appendix C (Section C.9.2)

Additionally, ensure any references to rail in the freight network and freight movement are updated in:

- Section 2.3 (Freight Demand Overview)
- Section 3.4 (Industry Transportation System and Service Requirements, Issues, and Opportunities)
- Section 4.2 (Freight System Overview)
- Section 4.4 (Strategic Freight Corridors and Connectivity)
- Appendix I (Non-Highway Inventories of Need)

Implementation Priority: These recommended changes should be considered high priority for inclusion in this OFP update because they are needed to ensure consistency with the more recent state plan, contingent on its timely completion.

Reference: <https://www.oregon.gov/odot/rptd/pages/oregon-state-rail-plan.aspx>

6 Equity

The Equity section of this memo addresses recent and emerging efforts to incorporate equity as an important and valuable aspect of the transportation system.

6.1 OREGON SOCIAL EQUITY WEB APP

The following proposed changes to the OFP were derived from the Oregon Social Equity Web App, which visualizes the extent to which Oregonians experience disparities in service, access, and investments, and assists ODOT in applying a social equity lens to their work.

Key sections to review and revise in the OFP include the following:

- Include the Oregon Social Equity Web App as a resource for evaluating equity outcomes of policy impacts in Chapter 7 overhaul.

Implementation Priority: These recommended changes are considered high priority for inclusion in this OFP update because the tool introduces accountability to increase the probability of equitable outcomes regardless of social demographics and identity.

Reference: <https://www.arcgis.com/apps/View/index.html?appid=bbd3d9861fcd40ffa4085d457e4361a7>

7 Conclusion

The following Statewide plans and policies evaluated in this exercise are recommended to be “high priority” for being addressed in this OFP update.

- Oregon Transportation Plan (Jul 2023)
- Oregon Transportation Commission Strategic Action Plan (Apr 2024)
- Oregon State of the System Dashboard
- Oregon Department of Energy Biennial Energy Report (Nov 2024)
- Transportation Electrification Infrastructure Needs Analysis (TEINA) Report (Aug 2022)
- Oregon Department of Transportation Climate Office (2020-Present)
- Senate Bill 1567 (Feb 2022)
- Oregon Energy Strategy (Nov 2025)
- House Bill 3991 (Sep 2025)
- Tolling Updates
 - Governor’s Letter Pausing Tolling Until 2026 (March 2024)
- Oregon Department of Transportation Office of Innovative Funding (2022-Present)
- Oregon State Rail Plan (Tentative Q3 2026)
- Oregon Social Equity Web App