
Oregon Department of Transportation (ODOT) Report on Proposed Actions to Reduce Greenhouse Gas Emissions and Adapt to the Impacts of Climate Change

ODOT is pleased to submit its Report on Proposed Actions as it relates to the agency’s plans for implementation of specific directives under Executive Order No. 20-04: Directing State Agencies to Take Actions to Reduce and Regulate Greenhouse Gas Emissions.

ODOT places high importance on the climate change issue and the critical role that the transportation sector has in reducing its greenhouse gas emissions and adapting to climate changes impacts. Over the last decade ODOT developed and started to implement the Statewide Transportation Strategy: A 2050 Vision for Greenhouse Gas Reduction (STS), and is helping steer the development of STS multi-agency work that will identify and prioritize GHG reduction efforts across state government. In March 2020, ODOT formally established a Climate Office in order to bring additional focus, priority, staffing and resources to important work efforts relating to climate change mitigation and adaptation in the transportation sector.

This report outlines the agency’s plans for implementing climate change actions and directives consistent with EO 20-04. Approaches are likely to be modified as implementation efforts begin and more is known. Additional actions will be identified to support the climate long-term. This report provides details on the current proposed actions and implementation approaches. The last section of the report describes potential strategies and ODOT’s overall approach to integrate climate change, climate change impacts, and the state’s GHG emissions reduction goals into the agency’s planning, budgets, investments, and policy making decisions. Additional information on these and other efforts can be found on the ODOT Climate Office webpage.

ODOT Response to Agency-Specific Proposed Actions

ODOT is directly called out in the Executive Order in two sections: one focused on multi-agency implementation of the STS across ODOT, Department of Land Conservation and Development (DLCD), Department of Energy (DOE), and Department of Environmental Quality (DEQ) (Section 9); and the other on actions to be led by ODOT (Section 10).

Over the last six months ODOT, DLCD, DOE, and DEQ have identified and prioritized STS actions requiring collaboration by one or more agencies. A STS Multi-Agency Implementation Work Plan has been drafted and is being submitted to the Governor’s Office on May 15th, along with the individual agency responses to the Executive Order (including this report). Several of the actions identified in the STS Multi-Agency Implementation Work Plan include and complement directives in the Executive Order, and are furthered by the ODOT-specific directives. ODOT and the other agencies intend to take a comprehensive approach to addressing the climate crisis through multi-agency and individual agency actions. For this current report, responses to proposed actions are only provided for directives in the Executive Order which call out ODOT specifically.
Included is a description of our approach to the directive, with details on tasks and stakeholder engagement. We have also outlined steps to engage impacted communities and address equity.

Financial and Technical Support for Local and Regional GHG Reduction Planning

ODOT and DLCD are charged with identifying and implementing technical and financial assistance to metropolitan areas to conduct GHG emission reduction land use and transportation planning. This action will be tied closely to the STS Multi-Agency Implementation Work Plan item to develop and adopt rules for Scenario Planning in the Transportation Planning Rule.

Approach. ODOT and DLCD will work together to identify staff and financial needs and potential funding sources to support efficient options for GHG reduction planning. The agencies will rely on past scenario planning experiences and conduct outreach to the metropolitan areas to understand their needs. A Feasibility Report will be produced to summarize approaches and inform updates to DLCDs Transportation Planning Rule. Following the rule update ODOT and DLCD will work with metropolitan areas to determine needs and timing, and negotiate the type and amount of support that can be provided. Overall ODOT is committed to support metropolitan area GHG reduction efforts within agency capability. Any identified needs above and beyond existing agency resources will be flagged.

Tasks and Deliverables

1. **Scenario and GHG Reduction Planning Feasibility Report** - Identify potential approaches to local GHG reduction planning and associated financial and technical support needs. Explore and implement funding options for ODOT and DLCD staff to provide technical support and for the money needed for metropolitan areas to do the work.

   Deliverables – Needs Analysis Memo

2. **Scenario and GHG Reduction Planning Technical Assistance** - Update the existing Scenario Planning guidelines and other resources. Continue to enhance ODOT tools and analysis processes to support local GHG reduction planning efforts. Negotiate funding and staffing support to metropolitan areas to do the work.

   Deliverables – Scenario Planning Guidelines Update, Enhanced VisionEval Model or related tools.

Roles and Responsibilities. ODOT and DLCD will work together on this action. ODOT will lead the Feasibility Report elements around costs and potential funding sources, and DLCD will develop potential options for how the planning work can be required within the Transportation Planning Rule. ODOT and DLCD will both be responsible for providing funding and technical support to metropolitan areas. ODOTs
responsibilities will be managed out of the Climate Office in close coordination with the ODOT Planning Section.

**Equity Considerations.** As guidelines are updated for the planning work, process steps will be included that support equity considerations in planning decisions, such as across socio-economic (e.g. race and income) and land use differences and the associated trade-offs under certain actions like pricing. The guidelines will also include a framework for understanding the differential impacts of climate on historically marginalized and other communities. The agencies will be mindful of the different size and resources of the various metropolitan areas in the state and adjust approaches accordingly.

**Stakeholder and Public Engagement.** As part of the Feasibility Report, the agencies will reach out to metropolitan areas to better understand their needs and challenges related to GHG planning. Any changes to potential funding structures will be reviewed with appropriate agency leadership and with the Oregon Transportation Commission (OTC), as appropriate. Once complete, the feasibility report will be shared at a Land Conservation and Development Commission to inform their impending update to the Transportation Planning Rule. It is a technical deliverable that is part of the larger Transportation Planning Rule process, which has its own stakeholder and public engagement opportunities. Future metropolitan area scenario and GHG reduction planning efforts will have their own stakeholder and public engagement processes.

**Timeline**
- September 2020: Complete Scenario and GHG Reduction Planning Feasibility Report
- November 2021: Finalize Scenario and GHG Planning Guidelines
- Ongoing: Enhance modeling and analysis tools; provide technical and financial support for GHG planning

**Transportation Electrification Infrastructure Needs Analysis**

Executive Order 20-04 directs ODOT to assess transportation electrification charging infrastructure needs and gaps throughout Oregon. ODOT will create a report summarizing findings and deliver it to the Governor by June 30, 2021.

**Approach.** ODOT recognizes that convenient, accessible charging infrastructure is a critical driver to transportation electrification and lowering GHG emissions. A consultant will be hired to support the effort. The study will highlight charging infrastructure needs for light-duty vehicles in support of statewide zero emission vehicle (ZEV) adoption targets (SB 1044) and provide an overview of the transportation electrification charging infrastructure needs for other vehicle classes and use types. ODOT will work in consultation with other state agencies, utilities, and non-governmental organizations (NGOs) to complete this study. Overall, special attention will be placed on equity considerations and charging needs in rural areas.
Tasks and Deliverables.

1. **Develop and Manage a Project Management Team and Stakeholder Engagement Plan** – Form a Project Management Team (PMT) of ODOT and DOE staff to guide the work. Hire a consultant. Develop a Stakeholder Engagement Plan to ensure geographic balance and equity concerns are addressed, and to pull in transportation electrification infrastructure expertise throughout the state. Craft a Work Plan for use by consultants and agency staff, leveraging other transportation electrification efforts and seeking to avoid duplication. Form an Advisory Group (staff from other state agencies, public utilities, and NGOs) to review key deliverables and provide advice to the PMT.


2. **Undertake Analysis** – Gather and analyze existing data, and describe current transportation electrification use types and vehicle classes. Understand potential socio-economic, racial and other equity considerations as they relate to access to charging infrastructure. Compile information on factors that influence the need for charging, and the unique challenges in rural areas, urban areas, and travel corridors. Assess future potential impacts of trends and opportunities across transportation electrification use types and vehicle classes. Develop projections of likely electric transportation vehicles and charging technology consistent with SB 1044 timelines. Model a range of outcomes depicting transportation electrification charging needs and gaps. Identify commonalities and overall opportunities and challenges.

   Deliverables – Existing Conditions Memo, Future Trends and Opportunities Memo, and a Scenarios Memo.

3. **Identify a Menu of Potential Actions** – Develop a suite of potential actions to increase the availability and use of transportation electrification charging infrastructure. Develop recommendations for near-term actions to meet SB 1044 ZEV adoption targets and identify potential policies that could advance other transportation electrification charging infrastructure.

   Deliverables – Menu of Potential Actions.

4. **Draft and Finalize a Report** – Incorporate the previous deliverables into a clear and concise report highlighting Oregon’s transportation electrification infrastructure needs, opportunities, outlook and potential actions.


Roles and Responsibilities. This Action will be managed out of the ODOT Climate Office and be part of the agency’s larger transportation electrification and de-carbonization efforts.

Equity Considerations. In order to achieve light-duty ZEV adoption goals, the transportation electrification charging infrastructure needs of all Oregonians throughout the state must be identified and addressed in this analysis. Concerns regarding the types of charging stations, siting and accessibility will be considered, and unique needs within disadvantaged communities. In particular, charging needs of residents in rural
areas of the state and those residing in multi-unit dwellings with no easy access to home charging, will be key study elements.

**Stakeholder and Public Engagement.** A formal Advisory Group will guide this effort, and will include representatives from state agencies, utilities, NGOs, and others. The Advisory Group will meet at least three times to review and comment on key deliverables. The meetings will be open to the public and include agenda time for public comment. A website for the Advisory Group will be created by ODOT off the main Climate Office webpage. Information on meetings and draft deliverables will be posted to the site. The final Transportation Electrification Infrastructure Needs Analysis report will be finalized after review and recommendation by the Advisory Group and approval by the OTC.

**Timeline**
- August 2020: Develop a Project Management Team and Engagement Plan
- March 2021: Undertake Analysis and Identify a Menu of Potential Actions
- May 2021: Draft and Vet Report
- June 2021: Finalize Report and Submit to Governor’s Office

**Consideration of GHG Emission Impacts in the Statewide Transportation Improvement Program (STIP)**

Executive Order 20-04 directs ODOT to develop and apply a process for evaluating the GHG emissions implications of transportation projects as part of its regular capital planning and STIP planning processes. ODOT is to report on the process to the Governor no later than June 30, 2021.

**Approach.** ODOT intends to implement this direction by ensuring GHG emissions are considered when making STIP decisions. This includes immediate decisions such as when the OTC starts their program funding allocation discussions in July 2020 for the 2024-2027 STIP. Overall, there are three stages that the GHG emissions lens can be added: when funding is allocated between program areas, as project lists are compiled and narrowed, and when the STIP is finalized. The Agency will strive to support investments that reduce or do not increase emissions when possible, balancing other important goals like safety and the economy. ODOT will develop a process to estimate the potential GHG emissions of programmatic decisions and types of projects. Information will be provided to the OTC at the time they take action on the STIP.

**Tasks and Deliverables.**
1. **Inform 2024-2027 STIP Program Funding Allocations** – Conduct a high-level qualitative assessment of the GHG impacts and other outcomes of different funding scenarios to be considered by the OTC. Produce a consumer-report style document describing how emissions may go up or down depending on investments in programs like preservation, non-highway/multi-modal, and safety. Use findings to inform OTC decisions on the 2024-2027 program funding allocations. Following OTC decision, assess how process went and produce a lessons-learned memo.

2. **Develop a Methodology to Add a GHG Lens to Project Selection in the STIP** – Hire a consultant to support the effort. Gather information on STIP categories and project types, and determine what data is available or would need to be collected. Identify potential GHG analysis models and tools that could be applied to various project types, groupings of projects and programmatic investments and generate a level of effort estimate for each type of analysis. Compare potential approaches against the 2018-2021 STIP to inform the overall approach and what is feasible and reasonable to implement. Review approaches with the OTC and set a draft methodology, apply approach, and summarize results. Identify lessons learned from this preliminary GHG analysis, including steps to improve efficiency, method and assumption consistency, and enhanced data collection steps for future analysis cycles.


3. **Apply STIP GHG Analysis Process** – apply the finalized analysis process to future STIP decision making. Develop tools for ODOT region staff to help narrow projects considering GHG emission impacts. Once STIP is drafted, conduct an accounting of emissions for groupings of projects and certain project types. Provide summaries and reports to the OTC at the point they make STIP decisions.

   Deliverables – Staff GHG Screening Tool, and STIP GHG Analysis Reports.

**Roles and Responsibilities.** This Action will be managed out of the ODOT Climate Office, and will complement a broader look across investment programs to reduce emissions. The Climate Office will work closely with STIP managers, planners, and ODOT region and project delivery staff in order to influence project selection from project inception through the narrowing of recommended projects.

**Equity Considerations.** Equity will be another lens that program funding and project selection will be investigated through in the STIP. Particular attention will be given to communities of concern and the direct and indirect impacts of transportation projects and GHG emissions.

**Stakeholder and Public Engagement.** A stakeholder and public engagement plan will be developed for this effort for Tasks 2-3. Stakeholder input will be sought to review analysis approaches and vet assumptions. More information on the timing and process for this engagement will be made available on the Climate Office webpage once the stakeholder and engagement plan is complete (winter 2020). There will be at least three check in points at public OTC meetings to review approaches and key deliverables.

**Timeline**
- December 2020: Inform 2024-2027 STIP Program Funding Allocations
- February 2021: Develop and Apply a Draft STIP GHG Analysis Process
- June 2021: Finalize STIP GHG Analysis Process
- Ongoing: Apply STIP GHG Analysis Process

**ODOT RESPONSE TO GENERAL DIRECTIVE TO CONSIDER AND INTEGRATE CLIMATE CHANGE**

In addition to ODOT-specific directives, there are also obligations for ODOT under general directives to state agencies (EO 20-04, Section 3). The Executive Order requires all agencies to identify efforts they can undertake to integrate climate change, climate change impacts, and the state’s GHG emissions reduction goals into their planning, budgets, investments, and policy decisions. Accordingly, ODOT has identified some high-level areas of work, strategies, and process improvements that we can prioritize and accelerate, consistent with state law, to advance the Executive Order.

**Efforts to Help Achieve GHG Reduction Goals (Mitigation)**

ODOT’s roadmap for reducing transportation-related GHG emission is the Statewide Transportation Strategy. Although ODOT has pursued some efforts to implement the STS, enhanced and additional actions are needed.

In 2014, ODOT created a Short-Term STS Implementation Plan. The Implementation Plan identified actions such as: supporting local GHG scenario planning efforts, updating statewide modal plans, producing informational materials on transportation electrification, and operational improvements to roadways. These efforts were selected because they aligned well with ongoing work and were relatively quick and easy to implement. In 2018, ODOT completed a report detailing accomplishments relative to the Short-Term Implementation Plan and tracking progress on the STS vision overall. The 2018 Monitoring Report showed that Oregon is not on track to meet the STS vision and additional work is needed.

ODOT is committed to taking on more aggressive actions to advance the STS vision and support the GHG reduction goals in the Executive Order. Accordingly ODOT will develop a **Mid-Term STS Implementation Plan**. By taking the time to develop an Implementation Plan, ODOT can get a better sense of the new landscape and conditions post COVID-19, ensure that the most cost-effective GHG reducing actions are identified, engage stakeholders across the state, and get input and agreement on the actions from the OTC to solidify the plan for years to come.

ODOT will work with stakeholders to identify and vet potential actions and secure internal agreement to integrate new practices and processes. This plan will be completed in early 2021. There will be multiple check-in points with the OTC to allow for public comment and for the commission to steer outcomes.

As ODOT develops the STS Mid-Term Implementation Plan, the Agency will consider actions that can be taken in at least the following categories:

- **Investment Programs**
  ODOT will identify ways to consider GHG emissions when making decisions in the STIP, as described earlier in this document. More broadly, ODOT can look for opportunities to help resource climate actions for GHG reduction and climate resilience within budgeting processes and in investment programs. Project selection criteria across investment programs can be examined
for opportunity to prioritize climate actions among other goals and support implementation of state and local plans that help reduce GHG emissions.

❖ Pricing
ODOT’s OReGO Program is leading the transition to a mileage-based fee, which is designed to ensure that ODOT has sustainable funding for transportation. It could help with GHG emissions by providing a more direct price signal to drivers of the impact of every mile driven. ODOT is working with the Road User Fee Task Force to advance this program and a possible timeline has been established. In addition there are other pricing programs being explored such as value pricing, congestion pricing, and other location-specific options. Location specific pricing or tolling could be focused on addressing congestion through varying prices by time of day or congestion levels. For any of the tolling or pricing options ODOT can work with the legislature and the Oregon Transportation Commission to consider when, where and how pricing can best be applied, taking into consideration equity considerations and other desired outcomes.

❖ ODOT Construction and Maintenance
ODOT can look at internal practices around construction and maintenance for ways to lower the Agency’s carbon footprint. Opportunities may include cleaner construction equipment and fuels, and understanding the carbon intensity of products and materials. For contractors performing construction and maintenance activities on ODOTs behalf there may be opportunities to help them pursue less carbon intensive practices, while being mindful of economic recovery needs post COVID-19.

❖ Planning
As ODOT updates the statewide Oregon Transportation Plan, and Oregon Highway Plan, policies that further support climate can be added. In turn, this can lead to additional future agency actions and help to steer local planning efforts to GHG reducing activities. ODOT can also support local planning efforts through updates to the Transportation System Planning Guidelines, which will likely need revisions following DCDs Transportation Planning Rule amendments. Additional opportunities may exist to update guidance materials to cities and counties, as well as rural GHG reduction strategies.

❖ Transportation Demand Management
ODOT’s Transportation Options program focuses on demand management strategies across the transportation system to ease congestion and take advantage of multi-modal capacity. These efforts target reduced miles driven and increased use of biking, walking, public transportation, and sharing rides. The COVID-19 crisis has demonstrated the viability of much of the workforce to telecommute and ODOT could work to ensure continued work-from-home and reduced commuting following recovery. Efforts could focus on working with major employer’s to continue telecommuting, shift time of day commute for employees, purchase transit passes and more.
Net-Zero Transit Agencies
Through ODOT's existing relationships with public transportation providers, ODOT could identify actions and technical support needed to help transit agencies achieve net-zero GHG emissions operations or significantly reduce their organizational carbon footprint. Actions to investigate might include: conducting carbon audits, developing action plans, creating informational and guidance materials, and adjusting investment programs to promote net-zero transition.

There are likely to be other actions considered, but ODOT wanted to be sure to highlight some of the primary categories.

Efforts to Integrate the Impacts of Climate Change (Adaptation) into Decisions
Adaptation demands strategic investments—informed by the best available science—with the goal to protect assets over the long-term. Integrating adaptation efforts comprehensively into agency operations will help reduce vulnerabilities and increase system resilience but will require significant ongoing investment. Some of these efforts are more proactive in nature, such as ensuring climate change is contemplated in each step the process, from planning, to project selection, and program and project development. Other efforts may be more reactive, like providing sufficient funding and operational capacity to respond to increased weather events and roadway damage and closures. Successful adaptation may also require new organizational approaches, skills, tools, and capacity building.

ODOT is planning for and assessing projected climate impacts on the state’s transportation infrastructure and operations. A series of resilience pilot studies have increased the agency’s understanding of climate risks, impacts, and potential solutions. Several research projects are also ongoing, including some related to landslides, coastal bluff retreat, and the impacts of sea level rise. ODOT commits to the following two major work efforts to align with the Executive Order:

- Adaptation Roadmap
  Work will begin this fall on a statewide Climate Change Risk Assessment and Adaptation Implementation Plan. This effort will create a roadmap for the actions and investments necessary to adapt to a changing climate and keep the transportation system functional. The assessment will consider extreme weather hazards, current asset conditions, and future climate projections and will inform future priority investments to enhance the resiliency of the transportation system.
An Adaptation Plan will also be prepared which will help integrate climate considerations in agency decision-making and will outline the priority actions, timeframes, and responsibilities for specific strategies to be implemented across the agency’s diverse lines of business.

- **Coastal Erosion Risk Assessment**
  This research effort will provide a comprehensive coastal hazard vulnerability and risk assessment for Highway US 101. The goal is to develop a site-specific coastal hazard prioritization matrix for at-risk public infrastructure along US 101 that will directly inform DLCD’s planned policy updates to Statewide Planning Goal 18 (regarding shoreline armoring) and inform the agency’s STIP project selection and development. The research will identify, characterize, and rank high-risk coastal hazard areas based on shoreline type and infrastructure present, historic and present erosion rates, vulnerability to sea level rise and storm surge, land use and geologic characteristics, detour potential, and economic constraints. Specific research objectives include the preparation of a prioritized list and decision matrix for coastal hazard sites, and coastal hazard prioritization maps tailored to inform planning and project scoping.

Also of note is the DLCD-led Adaptation Framework, for which ODOT is an active participant. Over the last 16 months, ODOT has partnered with the 22 agencies involved in the effort to revisit the Oregon Climate Change Adaptation Framework. The Framework describes threats, opportunities, and information gaps resulting from climate change and suggests strategies for addressing them. As proposed, the cross-agency leadership structure developed in the Framework would ensure high priority adaptation strategies and actions are identified and implemented across the state and incorporated into budget requests and work plans. A goal of this highly coordinated effort is to support implementation while making equitable and efficient use of existing and future state capacity and resources. ODOT will continue to be an active participant in this work.

**SUMMARY**

ODOT will have several climate change actions running concurrently through 2021. These actions are in direct response to Executive Order 20-04 and work to advance priority strategies from the STS Multi-Agency Implementation Work Program. ODOT’s Climate Office will be leading these implementation efforts, working with several groups across the organization, other state agencies, and external stakeholders. ODOT is committed to meeting the deadlines of the Executive Order and exploring other climate change mitigation and adaptation actions.

All actions identified in this report will advance GHG reductions and/or prepare impacted communities for the effects of climate change. Some actions have funding sources identified, while others may need new sources of funding in order to implement. More information on resource impacts are identified below.
**Budget and Resourcing Needs**

Several directives within the Executive Order will require procurement of consultant expertise, including the Transportation Electrification Infrastructure Needs Analysis; Consideration of GHG Impacts in the STIP; and indirectly, the establishment of performance measures to track overall progress in achieving the GHG reduction goals in the Executive Order. The estimated costs of starting these activities is shown below.

### Short-Term ODOT Funding Needs to Support Executive Order Implementation

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<thead>
<tr>
<th>Action</th>
<th>Description</th>
<th>Amount</th>
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<tbody>
<tr>
<td>Transportation Electrification Infrastructure Needs Analysis</td>
<td>Consultant support to gather and analyze data, create scenarios, and write the final report</td>
<td>$250K</td>
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<tr>
<td>Consideration of GHG Impacts in the STIP</td>
<td>Consultant support to research and evaluate potential analysis tools, present options, develop and test evaluation methods, write the final report, add documentation, and develop visualizations.</td>
<td>$150K</td>
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<tr>
<td>Performance Measures</td>
<td>Consultant support to facilitate multi-agency performance measure development, gather data, establish reporting templates, and other support.</td>
<td>$100K</td>
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There are also long-term funding needs to implement the work once it is complete. For example, ODOT will identify actions in the Transportation Electrification Infrastructure Needs Analysis that will likely require additional actions; and there are likely to be additional dollars needed beyond existing resources in order to provide Technical and Financial Support to Local and Regional GHG Reduction Planning. Also, once the Adaptation Roadmap is complete, there will be infrastructure needs for preparing the transportation system to be more resilient. While some of these may be one-time expenses, others may have continual budgetary needs. More information on these potential needs is shown in the table below.

### Likely Long-Term ODOT Funding Needs to Support Executive Order Implementation

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<tr>
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<th>Description</th>
<th>Amount</th>
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<tbody>
<tr>
<td>Transportation Electrification Infrastructure Needs Analysis</td>
<td>Implement actions to close the gaps identified in the Needs Analysis.</td>
<td>TBD</td>
</tr>
<tr>
<td>Technical and Financial Support to Local and Regional GHG Reduction Planning</td>
<td>Additional staff FTE and funding to the metropolitan areas to do the planning will be needed, as the costs/needs are likely to outpace available resources. Based on past experiences, the potential cost ranges are shown to the right – which are per year estimates.</td>
<td>$1M-$2M per year</td>
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<tr>
<td>Adaptation Roadmap</td>
<td>The Roadmap will include a vulnerability assessment for infrastructure and identify needs. Additional funding will likely be needed to support preparation and response to climate impacts.</td>
<td>TBD</td>
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Overall, Oregon’s transportation system needs investment — from fortified and durable bridges in vulnerable areas, to establishing a system pricing program in the Portland metro region to address congestion and all its impacts — the needs of our system are not dramatically changed in the face of a changing climate, they’re merely accelerated. Limited resourcing, capacity, and competing priorities demand coordinated prioritization and strategic investment. ODOT will continue proactive efforts to plan for and maintain resilient multi-modal infrastructure, implement the STS, and reduce carbon from transportation. ODOT looks forward to ongoing conversations as the state and Agency deliberately adds the climate lens to all conversations and balances, leverages, and delivers a system that meets the needs of all Oregonians in the future.