Moving to Our Future

PBOT’s Strategic Plan

2019-2022
Letter from the Commissioner and Director................................. 1
Introduction.................................................................................. 3
How we will use this plan.............................................................. 7
What PBOT stands for................................................................. 9
Transportation justice ............................................................... 12
One bureau, one mission ............................................................ 18
Goal 1: Safety.............................................................................. 21
Goal 2: Moving People and Goods.............................................. 27
Goal 3: Asset Management......................................................... 33
Appendix..................................................................................... 44
Dear Portlanders,

When we ask you what your top issues are related to getting around Portland, three answers lead the pack: safety, congestion, and road maintenance. In a recent survey, nine out of 10 Portlanders cited these three issues as their top priorities.

Given these concerns, we think you will be pleased with Moving to Our Future, the strategic plan that will guide our work at the Portland Bureau of Transportation (PBOT) for the next three years. It’s built around three core goals:

**SAFETY**
Make Portland streets safe for everyone

**MOVING PEOPLE AND GOODS**
Provide transportation options for a growing city

**ASSET MANAGEMENT**
Deliver smart investments to maintain our transportation system
Specifically, this means investing in our people at all levels of the bureau and fostering a positive, mission-driven workplace. We’re dedicated to making PBOT an employer of choice and recruiting and cultivating superior talent to deliver our ambitious strategy.

We also need Portlanders to be engaged with this plan. Whether you are a veteran of transportation policy or are getting involved for the first time, please share your ideas about how we can reach our goals together. Your input is a critical part of this plan’s success. Together we will move Portland toward a safer, more accessible and more equitable future.

Sincerely,

Chloe Eudaly, PBOT Commissioner

Chris Warner, PBOT Director
Introduction

The way Portlanders get from place to place has been changing rapidly and in far-reaching ways. In the last five years, these are just some of the new elements added to the city’s transportation landscape:

1. BIKETOWN and Adaptive BIKETOWN: The city’s new bike-share system and its rental partners that make bikes available for people with disabilities.

2. Lyft, Uber and PDX WAV: New private for-hire ride-share options from transportation network companies (TNCs), new city regulations, and a consolidated city system for hailing wheelchair-accessible vehicles (WAVs) from taxis and TNCs.

3. Parking Kitty: PBOT’s new app that makes paying for parking quick, easy, and paperless.

4. Vision Zero: PBOT’s adopted plan of action to reduce traffic fatalities and serious injuries on our streets.

5. E-scooters: New scooter-share options, new city regulations over the course of two pilots.


7. MAX Orange Line: TriMet’s newest light rail line connecting Portland to Milwaukie.
There is no indication that the pace and scale of transportation’s transformation is slowing. The development of autonomous vehicles, for example, continues to move forward. The Portland region is gearing up to build a new light rail line. A major improvement to the I-5 and the neighboring Rose Quarter is scheduled. Over just the next few years, PBOT will build two new bridges and tens of millions-worth of other major projects. At the same time, Portland is forecast to continue to grow larger and more diverse.

Thanks to these changes, we are reconsidering our approach to getting around. With new options and new technology, people often use multiple modes, often in the same day. They may drive their kids to school, walk to the light rail stop and take transit to work, use bike-share or a scooter to get to lunch, take advantage of car-sharing to go to a meeting, and then take Lyft, Uber, or a cab to entertainment in the evening.

For those of us at PBOT, such a quickly evolving transportation environment is ripe with opportunity. Each new option, policy, or program gives us new tools we can use to make Portland safer and more accessible, ease traffic congestion, and build a sustainable city with vibrant neighborhoods and a prosperous economy.

At the same time, PBOT must manage these changes with input from the community we serve to ensure that we are aligned with our city’s values and the values of our agency. Our streets belong to all of us.
In order to honor our commitments to racial equity and access for people with disabilities, we do this work with you to ensure all Portlanders enjoy the benefits of convenient, reliable, safe, and sustainable transportation options.

How do we stay focused on our mission? City Council has given us clear goals and tools by which to measure ourselves. These include:

- Shifting people to different modes and reducing vehicle miles traveled
- Fulfilling the goals of Portland’s Vision Zero Action Plan
- Fulfilling the goals of Portland’s racial equity commitments
- Reducing carbon emissions

In 2015, PBOT embarked on a new era of strategic planning to help us achieve our goals, launching Portland Progress, an ambitious two-year workplan for the bureau that outlined specific steps for PBOT to improve transportation in the city. Portland Progress II followed in 2017, expanding on the vision laid out in Portland Progress.

Now we are launching Moving to Our Future, which maps out a new strategic vision for Portland’s transportation system.

Moving to Our Future lays out the steps we will take to harness the changes in our transportation system to deliver well-maintained streets, help ease congestion, and keep safety front and center in all that we do. What’s new is that we are shifting toward a bureau-wide approach that aligns goals and outcomes in order to deliver on an ambitious mission.
Moving to Our Future lays out the steps to harness the changes in our transportation system to deliver well-maintained streets, help ease congestion, and keep safety front and center in all that we do.
Moving to Our Future aligns the activities of PBOT’s six work groups to achieve three primary goals over the next three years (2019-2022):

- **SAFETY**: Make Portland streets safe for everyone
- **MOVING PEOPLE AND GOODS**: Provide transportation options for a growing city
- **ASSET MANAGEMENT**: Deliver smart investments to maintain our transportation system

These goals reflect the work ahead, as well as the risks the city faces if we can’t deliver. PBOT’s Transportation System Plan anticipates a wholesale shift from car trips to other modes. But how can we expect people to make these changes if our streets are dangerous or if young people can’t walk or bike to school safely? Without reliable transportation alternatives, we get gridlock and congestion, which exacts an extraordinary cost on our personal health, the environment, and our region’s economy.

Furthermore, every decision we make on these goals involves some level of economic constraint. Federal and state investment in transportation is declining. Better fuel efficiency, means a significant source of transportation revenue, the gas tax, is also declining. Add to this the demands of a growing city and years of deferred construction and maintenance, and PBOT is simply not able to maintain the infrastructure we’ve built, let alone make the additional investments our community deserves. We must be smarter about how we invest our resources so we are not merely responding to a failing system.

In *Moving to Our Future*, we expand on each of our three goals outcomes we are striving for and how the overall goal works to (1) advance racial equity and (2) reduce pollution. We’ve then outlined specific objectives to help achieve each goal.
For each goal, we lay out the specific programs, initiatives, or strategies that will help us best achieve it, and how we will measure our success along the way.

Defining measurable objectives in this way allows us to assess whether we are choosing the right strategies to achieve our goals. They help guide our managers and the work they oversee. They help managers develop work plans for their respective groups. They also allow us all to draw on the expertise of the entire bureau and help us achieve the same outcomes together.

Here at PBOT, we are more than the sum of our parts. Advances in one goal and its objectives will likely deliver better outcomes for another. For instance, reductions we make in vehicle miles traveled not only mitigate congestion, but make our roads safer. Similarly, streets designed for safety, that make walking and biking a viable option for more Portlanders, not only help ease congestion but reduce carbon emissions as well. And fiscally speaking, when we manage our assets more efficiently we save money in the long-term, freeing up our budget to design safer streets and expand transportation options.

We can’t solve every challenge we face in the three-year scope of this strategy, but we intend to offer bold solutions for the path ahead. We work toward our future with confidence.

PBOT’s six work groups

Business Services
We provide efficient and comprehensive back-office support.

Development Permitting & Transit
We manage public right-of-way space including use of streets, curb zones, and sidewalks.

Engineering Services
We design, construct, and manage the city’s roads, bridges, tunnels, sidewalks, and traffic signals.

Maintenance Operations
We build and maintain our $13 billion transportation system.

Parking Services
We manage curb access and parking spaces along Portland’s streets.

Policy, Planning & Projects
We develop and implement plans, capital projects, and programs that ensure Portlanders can get where they need to go easily, safely, and sustainably.
Vision

We want a safe, reliable, equitable, and affordable transportation system that supports Portland’s prosperity with a high quality of life, an inclusive and connected community, and a low-carbon footprint.

Mission

We work with our community to shape a livable city together. We plan, build, manage, and maintain an effective and safe transportation system that provides people and businesses the access and mobility they need and deserve. We keep Portland moving.
Values

Safety First
We make the safety of all Portlanders, including our workforce, our highest priority.

Equitable
We promote equitable outcomes bureau-wide, and deliver equitable and accessible services for all Portlanders.

Respectful
We value and support our workforce.

Innovative
We foster innovation to deliver forward-thinking transportation solutions.

Open
We embrace and cultivate a welcoming and accessible culture.

Inclusive
We listen to and learn from our community.
Knowing that disparities exist, we believe transportation equity requires taking proactive steps here and now to ensure that all Portlanders enjoy the same access to safe, reliable, and affordable transportation options.
Transportation justice

Transportation promises personal freedom, access, and connection.

**Freedom** means a well-designed and well-maintained transportation system that gives people the ability to go where they want easily and safely.

**Access** means safe, healthy, reliable, and affordable transportation that supports Portlanders’ access to jobs, education, culture, and recreation.

**Connection** means good transportation options that make it easier to get from place to place and thus build community and the culture of the city.

Unfortunately, our country, our city and our agency have not always delivered on transportation’s promise in an equitable or sustainable way. In fact, past policymakers and public officials made decisions that continue to disproportionately harm the most vulnerable users of our transportation system, including people of color and people with disabilities.

Over time, these burdens and associated costs have unfairly impacted specific populations. Major infrastructure projects uprooted entire neighborhoods. Smaller projects were designed and built without adequate input from the communities they were supposed to serve. The needs and desires of underserved communities were often ignored in visions of Portland’s future.

It’s a regrettable truth that deep systemic disparities exist in our transportation system. For example, pedestrians in East Portland, especially east of I-205, are more than twice as likely to be killed in a traffic crash than pedestrians in other parts of Portland. East Portland generally bears the burden of historic underinvestment in infrastructure, and has poor air quality and limited community resources. This is especially troubling because East Portland also has high concentrations of communities of color, low-income people, and communities with limited English proficiency (LEP).

Knowing that disparities like this exist, transportation justice requires taking proactive steps here and now to ensure that all Portlanders enjoy the same access to safe, reliable, and affordable transportation options. Our roads belong to everyone. It is in these public spaces that we create community and decide together how best to make use of our shared right-of-way. It is our responsibility to remove any barriers to equitable and accessible mobility, wherever these barriers exist.
As part of Portland’s 2035 Comprehensive Plan, our city has pledged to take concrete steps to address the displacement of residents from neighborhoods. For our commitment to transportation justice, this means ensuring that when we invest in transportation infrastructure we do so in a way that supports more and better access for communities of color, low-income communities, and people with disabilities. Our investments should not repeat past injustices or contribute to new ones like displacement.

We have also not captured the true costs of our collective transportation choices, rarely accounting for how communities are affected by vehicle emissions and dangerous speeds. The ways in which we have traditionally delivered personal freedom, access, and connection have taken a heavy toll on our environment. We face a global reckoning with carbon emissions, its impacts borne most often by the communities that can least afford them.

Portland’s leaders have made a radical departure from this past with the adoption of citywide Racial Equity Goals and the Climate Action Plan.

In *Moving to Our Future*, PBOT will ask itself two critical questions in thinking through each aspect of our work:

- Will it advance equity and address structural racism?
- Will it reduce carbon emissions?

Over the last five years, PBOT, along with the City of Portland as a whole, has strengthened its commitment to transportation equity. What does this mean? It means recognizing the harmful legacy of past decisions and moving decisively now to address these harms. Concretely, this means ensuring that communities of color and people with limited mobility, previously excluded from the decision-making process, have a prominent seat at the table and are centered in policy, investments, services, and programs.

This is especially true given the scale of transformation that will be required to achieve our targets for reducing carbon emissions. Portland’s Transportation System Plan for 2035 calls for a complete inversion of current transportation choices and behaviors, with a massive shift away from driving alone. This cannot happen on the backs of those who can least afford it. Historically marginalized communities are already significantly more likely to walk, take transit, or share a car trip. We need to reward this and invest in these communities working together to build safe and effective transportation options that work for everyone.
Throughout *Moving to Our Future*, we note where we are putting our commitments to equity and climate into action. Guided by the city’s Racial Equity Goals and Climate Action Plan, we will use this strategic plan to refresh and refocus the bureau’s equity initiatives, programs, and investments by:

**Transforming**

PBOT’s relationship with underserved communities.

**Developing a**

transportation equity framework to guide future equity initiatives, policies, and investments.

**Contributing to the resilience**

of communities that are the most vulnerable amid growth and change.

**Increasing opportunity for**

historically underserved communities to participate in the development of policy and decision making.

**Strengthening staff capacity**

to understand, utilize, implement, and contribute to PBOT’s equity framework.

Over the course of *Moving to Our Future* we will develop a comprehensive framework for an equitable transportation system in the Portland metro region, helping us tackle critical issues that intersect with PBOT’s mission. These include gentrification and displacement, equitable service delivery, and access to jobs and opportunity. The work outlined in this strategic plan is inspired by the definition for equitable transportation introduced by the National Association of City Transportation Officials’ (NACTO) Equity Committee:

*Equitable transportation is the process and outcomes of ensuring that our transportation systems are inclusive of, meet the needs of, support, and prioritize marginalized or underrepresented communities (race, physical ability, geographic location) where institutional and structural barriers impacting mobility and access have been eliminated, enabling opportunity for both economic and social growth.*
Climate change confronts us with profound equity challenges that are intergenerational.

Our region is already experiencing the effects of forest fires and reduced air quality, flooding, and hotter summers. The impacts are felt disproportionately in low-income neighborhoods and communities of color. As leaders in a global movement of cities working to create low-carbon urban environments that will support future generations, Portland’s City Council has committed to a 40% reduction in carbon emissions by 2030, and a 100% reduction by 2050. We have a lot of work to do. Roughly 40% of our carbon emissions come from vehicle emissions and, as of 2016, Portland showed a 1% increase over the previous year.

Moving to Our Future is guided by the vision of a connected future laid out in the Climate Action Plan, where:

- Access to active transportation options continues to improve, including frequent-service transit to the city’s many employment centers
- Pedestrians, bicyclists, and transit are prominent throughout Portland’s vibrant community centers, bustling corridors, and diverse neighborhoods
- Vehicles are highly efficient and run on low-carbon electricity and renewable fuels

This strategic plan also coincides with Portland’s participation in the Bloomberg American Cities Climate Challenge. The initiative supports near-term actions to reduce carbon emissions while providing us with a guiding framework for our strategic plan, with clear outcomes and measures.

More information about PBOT’s equity and inclusion initiatives can be found at portlandoregon.gov/transportation/equity.

More information about Portland’s participation in the American Cities Climate Challenge can be found at portlandoregon.gov/transportation/article/700679.
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Moving to Our Future’s vision will take more than just hard work and effective planning. It demands we focus on how PBOT functions as an organization.
Moving to Our Future’s vision will take more than just hard work and effective planning. It demands we focus on how PBOT functions as an organization. Throughout this plan’s development, themes related to PBOT’s organization continued to emerge. It became clear that this plan’s success depended on improving PBOT’s day-to-day operations.

This plan asks every PBOT employee to think about how they can contribute to our bureau’s shared success. To support them, our Office of the Director will engage with leadership and staff across the bureau to determine how their work contributes to the outcomes that are identified in this strategic plan, as well as the align efforts and foster collaboration. At the same time, our Office of Strategy, Innovation and Performance will work with the Office of the Director and bureau leadership to define the measures and targets that we will use to track our progress toward delivering on this strategy, while also fostering continuous improvement bureau-wide.

SPECIFICALLY, WE WILL WORK ON THE FOLLOWING IMPROVEMENTS TO OUR ORGANIZATION:

Strengthen bureau alignment and capacity

We will work as one bureau and one city by:

- Collaborating and communicating better across functions, divisions, and locations;
- Developing and supporting a diverse workforce that reflects the experience and perspective of the entire city;
- Aligning our key policy positions so we speak consistently and clearly;
- Clarifying the process and authority for making decisions;
- Linking the goals of our strategic plan to budget, programs, and measures; and
- Supporting a culture of learning, where employees are considered thought leaders in their field.
Optimize data collection, data use, and data accessibility

We will make evidence-based policy decisions by:

- Identifying, collecting, and managing data with enough frequency and consistency to improve planning and investment in each of our goals;
- Sharing key data measures with stakeholders and the public to build confidence that our work is improving the lives of Portlanders;
- Using data to make smart and equitable decisions, including qualitative survey data to monitor whether our work is in line with the priorities of our community;
- Taking advantage of data to evaluate whether we are delivering the desired outcomes; and
- Evaluating each project’s performance before and after implementation.

Enhance engagement with the community

We will listen and collaborate with our community by:

- Fostering better communication and trust, and engaging communities early;
- Learning more about the needs of each community through quantitative and qualitative outreach and research;
- Increasing opportunities for the community to participate in developing policy and making decisions;
- Encouraging full community engagement on transportation issues in our city; and
- Clarifying the bureau’s expectations for public engagement and supporting staff more in this work for programs and projects.
Invest in external partnerships

We will collaborate across the city and the region by:

- Identifying our strategic partners and clarifying the priorities and expectations for each relationship;
- Developing a clear understanding of the interests and needs that overlap between PBOT and each partner; and
- Collaborating with partners to achieve our shared goals, and provide leadership as needed.

Achieve excellence in project delivery

We will deliver on our commitments to the public by:

- Developing better methods for training staff on project efficiency and delivery;
- Using best practices to deliver capital projects within scope, schedule, and budget;
- Promoting a level of coordination on each project that will achieve positive outcomes toward multiple bureau goals;
- Improving the prioritization and selection of projects to better reflect both strategic priorities and equitable investment across the city; and
- Innovating and using creative solutions that minimize cost and delay, maximize performance over the complete life of our investments, and deliver projects with minimal disruption to neighborhoods and communities.
Goal 1: Safety

Make Portland streets safe for everyone

In 2015 Portland became one of the first cities in the country to adopt Vision Zero—an ambitious plan to eliminate traffic fatalities and serious injury crashes on our roadways. Since then, PBOT has worked to:

- Strengthen a culture of safety within PBOT and across the city;
- Protect the most vulnerable people on Portland streets regardless of race, language, age, income, or physical ability;
- Prioritize investment in designing safer streets and installing what is needed for safety—technology and infrastructure where it is needed most.
- Identify safe speeds and use education, enforcement, and engineering to achieve those speeds on Portland streets; and
- Test new concepts like protected bike lanes and launch innovative safety programs like our Safe Ride Home initiative.

The alarming numbers of fatalities that have already occurred on our roads in 2019 is a reminder about how much work we still need to do to achieve our Vision Zero goals.

As our city continues to grow, so too does the number of cars on our roads. National and international research clearly shows that an increase in driving reduces safety for everyone on our streets—drivers, pedestrians, and cyclists alike. Simply put, as Portland grows, and more cars take to the roads, our transportation system becomes less safe.

Moving to Our Future takes two major steps to reverse this trend. First, it continues our aggressive implementation of our Vision Zero Action Plan. Adopted in 2015, the Action Plan aims to eliminate all traffic fatalities and serious injury crashes from Portland streets. To do this, we focus our efforts on our city’s most deadly streets, called the High Crash Network, and we do this with proven Vision Zero strategies—building safer streets, encouraging safer behavior, and deploying effective and equitable enforcement. The High Crash Network represents only a fraction of the total streets in Portland, but this is where the majority of fatal and serious crashes occur. If we can make these streets safer, we will make Portland safer.

Of course, traffic safety is a citywide issue. Not every fatality and serious crash occurs on the High Crash Network. For this reason, Moving to Our Future adopts a citywide approach known as Safe Systems which prioritizes safety in everything we do. Safe Systems means we design and build streets, sidewalks, bike lanes, and infrastructure safe enough to compensate for the inevitable mistakes that people make.
What outcome do we want from this goal?

- Make annual progress toward eliminating fatal and serious injury crashes.
- Build streets that are safer and where people drive slower.

How does making Portland streets safe for everyone advance equity?

- **Addressing hate in streets.** Safe spaces mean different things in different neighborhoods. Our public streets and sidewalks belong to everyone and should be safe and welcoming for everyone. This begins with treating each other well and combating hate in our public spaces. How people experience safety and inclusion in our streets is fundamental to every decision they make.

- **Strengthening relationships with our community and within communities themselves.** Specific decisions we make resonate differently in different parts of the city. More streetlights are needed in some areas, while lighting is insufficient in others. As we work to create safer, more livable communities throughout Portland, we also must recognize the impact of displacement. Only through deep engagement and partnership with the community and other agencies can we prioritize the safety projects each community needs. By listening and building connections, we ensure that our work allows people to remain in their communities, and that everyone can enjoy the benefits of safer streets.

How does making Portland street’s safe for everyone reduce pollution?

- **Less driving, fewer crashes.** Building a safe transportation system shares some of the same fundamental goals and measures of climate action. Every additional mile driven in Portland increases the risk of serious injury or fatality on our roads. To increase safety and reduce carbon emissions, we must reduce the number of trips made by people driving.

- **Feeling safe inspires more active travel.** There is a strong correlation between safe conditions on the street and the ability of residents to use more sustainable transportation modes. Working through our Vision Zero plans and our Safe Systems approach, we will measure how our projects provide safety and how much of a shift to different modes of travel we see as a result.
Objective 1

Make Portland’s High Crash Network safer, especially for pedestrians and people biking

Pedestrians and bicyclists are the most vulnerable people on our roads. To better protect them, we will focus investments on our dangerous High Crash Network as well as pedestrian-priority streets.

Strategic Initiatives

A. Speed up delivery of small-scale safety improvements that help complete our multimodal networks.

B. Gain community support and improve our ability to deliver large-scale, transformational safety projects and “complete street” projects on arterial and collector streets.

C. Assess the impact of new development differently, identifying the public and private funding needed to fill gaps in our crosswalk infrastructure.

D. Implement new development impact standards that increase what is allowed and encouraged on the part of developers, residents, and property owners to increase the rate at which we build and maintain safety infrastructure.

E. Improve street lighting conditions to increase the visibility of pedestrians on Portland streets.

F. Expand campaigns that educate the public about pedestrian and bicycle safety.

G. Identify and fund improvements to signal timing at key intersections in order to allow more time and separation between people crossing and vehicles turning.

H. Influence adoption of statewide policy supporting safer speeds and design, and implement these on streets throughout the city.

Indicators and Sample Measures

1. Crash Risk
   a. Fatalities and serious injuries
   b. Pedestrian and bicycle crashes

2. Connectivity
   a. Percent of sidewalk coverage in pedestrian districts
   b. Percent of network that meets crosswalk spacing guidelines
   c. Percent of investment in historically underserved communities

3. Infrastructure Safety
   a. Percentage of network that meets lighting guidelines
   b. Number of safety improvements to signals
   c. Number of safe crossings installed or improved
Objective 2
Get drivers to slow down

Speed kills. The faster drivers involved in a crash are going, the higher the likelihood of fatalities and serious injuries. For this reason, we must focus on reducing speeds on Portland streets. We will use policy, education, enforcement, as well as design and engineering to achieve this objective.

Strategic Initiatives

A. Implement traffic-calming programs targeted along Safe Routes to School, neighborhood greenways, and other shared spaces and walkways.

B. Develop a comprehensive strategy for how PBOT sets speed limits, designs infrastructure for safer speeds, promotes safer speeds, and enforces speeding on city roads.

C. Develop an education and communications strategy so the public better understands the purpose of speed enforcement.

D. Expand the use of speed safety cameras for enforcement along the High Crash Network and other key locations.

E. Establish an approach to monitor speeds citywide and track our speed reduction work.

Indicators and Sample Measures

1. Awareness
   a. Percent of residents who report a change in behavior as a result of PBOT campaigns and education

2. Driver Behavior
   a. Percent of drivers who exceed posted speeds on High Crash Network streets
   b. Percent of drivers who reduce speed after changes to street design

Notes:

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Objective 3

Use data and technology to make our transportation system safer

Gather data to better understand safety risks, prioritize safety improvements, and evaluate safety outcomes. Identify technologies that can improve safety citywide.

Strategic Initiatives

A. With the aid of robust data, develop a more comprehensive approach to evaluating safety projects.

B. Pilot new and emerging technology that can provide additional data and improve our understanding of how people move through our transportation system, where conflicts arise, and how we can reduce risk.

Indicators and Sample Measures

1. Quality of Analysis
   a. Percent of projects with before and after data and evaluation
   b. Percent of the roadway network that has completed evaluations for safety and risk

Objective 4

Make safety a core priority in everything we do

Make Safe Systems a fundamental part of how we measure our transportation system.

Strategic Initiatives

A. Incorporate the concept of getting people where they need to go safely—safe, completed trips—as a core measure for all PBOT operations.

B. Prioritize a multimodal Safe Systems approach in all bureau guidelines for the model, scope, design, and ongoing maintenance of our assets.

C. Train and empower staff, and provide them with a Safe Systems toolkit that allows for building safety improvements into every phase of project delivery.

Indicators and Sample Measures

1. Commitment
   a. Percent of capital projects that design, deliver, and measure for safety
Notes

What parts of my job contribute to making Portland streets safe for everyone? How does my work group:

- Make Portland’s High Crash Network safer, especially for pedestrians and people biking
- Get drivers to slow down
- Use data and technology to make our transportation system safer
- Make safety a core priority in everything we do
Goal 2: Moving People and Goods

Provide transportation options for a growing city

In recent years, Portland has been growing. Fast. Each year tens of thousands of new residents now call the city home. In many ways this is a good thing. It speaks to Portland’s attractiveness as a city and the opportunities it offers. But the influx of new residents does come with challenges. One of the most visible is the increased congestion we experience on our roads.

We have thousands of new residents and an expanding economy. But we can’t build new roads to accommodate that many new drivers. Portlanders understand this. In a recent poll, nearly 70% of Portlanders agreed that building new roads was not a viable solution to traffic congestion. If we can’t build our way out of this problem, then we must find other ways for people to get from place to place easily, safely, and sustainably.

Portland has very ambitious goals for transitioning people away from driving alone and into alternative modes of transportation such as bicycling, public transit, and walking. Successfully making this transition allows us to lower carbon emissions and make Portland the city we want it to be. To meet these goals, we must begin implementing major changes to the way we build, price, and allocate our roads in the city. And we must do this together, with an evidence-based approach, so that we deliver clear benefits to all Portlanders.

This begins with an understanding that the status quo is not an option. Not only will inaction lead to more congestion, it will also serve to reinforce and worsen inequities in our transportation system. Communities of color and low-income communities already contribute a disproportionate share of their income to transportation, while seeing less benefits than white and wealthier Portlanders. Unmanaged, new and emerging technologies such as autonomous vehicles and ride-hailing services could exacerbate these inequities.

Lack of access to transportation options already exacts a heavy cost on people’s lives by limiting economic opportunity, reducing time with family and friends, and harming individual and community health.

Additionally, the negative effects of growth and congestion are not distributed equitably as measured by both race and income. Gentrification has disrupted existing neighborhoods, displacing communities of color and low-income residents to the car-dependent periphery. Thus, those who can least afford it are increasingly required to travel farther, at greater cost, with fewer options, and with more delay.
What outcome do we want from this goal?

- Better transportation options for everyone, offering better access and reliability, and removing burdens for historically marginalized communities.
- Improved mobility for everyone by making sure that every new, non-freight trip is by walking, biking, or taking transit.

How does providing transportation options advance equity?

- **Mitigating financial burdens.** Each policy and investment decision must consider what the desired outcomes and measures will be for racial equity. As we propose significant changes to the way Portland residents get where they need to go, it is necessary to measure who is paying for and who is benefiting from these changes.

- **Understanding the impacts of gentrification and displacement on transportation.** Costs can be measured in direct fees as well as the overall housing and transportation costs of historically marginalized communities. We must also measure the environmental and social costs of our transportation options measured in air quality and displacement from traditional neighborhoods. Benefits, on the other hand, can be measured through better transportation options in specific communities, whether through new investment or increased service. By serving our most vulnerable residents better, including people with disabilities, we will deliver a better transportation system for everyone.

How does providing transportation options reduce pollution?

- **Roads less traveled.** City Council adopted ambitious goals for reducing carbon emissions, much of which depends on a large reduction in vehicle miles traveled. PBOT’s Transportation System Plan aims to achieve these reductions through a significant shift in modes traveled by 2035. In order to meet our climate imperatives, this strategy aims to measure progress in near-term increments, providing regular updates to leaders and stakeholders on how our initiatives are performing.

- **Moving more people, not more vehicles.** With an evidence-based approach and cost-benefit analysis, we can speed investment, scale up successful pilots, or correct course where necessary. This could mean any combination of building new projects, shifting our priorities in the public right-of-way, or pricing congestion in response to demand. An overall focus on moving people and goods—rather than the number of vehicles—will help us reduce carbon emissions.

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**Transportation Strategy for People Movement**

- **Walking**
- **Bicycling**
- **Transit**
  - Taxi, commercial transit, shared vehicles
  - Zero-emission vehicles
  - Other single-occupant vehicles
Objective 1

Expand and improve transportation facilities

Accelerate and build projects for walking, biking, and taking transit while simultaneously planning for what this growing city needs in the future.

Strategic Initiatives

A. Build new high-priority pedestrian crossings and sidewalks.

B. Increase investments in transportation facilities for walking, biking, and taking transit.

C. Build a protected bikeway system in the central city that connects to the broader bike network.

D. Fund and build major transit lines and trail corridors in partnership with other agencies, including the new Southwest Corridor light rail and the Division Transit Project.

E. Leverage state investments to maximize benefits for Portlanders, such as projects along outer SE Powell Boulevard and 82nd Avenue in East Portland.

F. Utilize “quick-build” projects that allow us to respond to community safety and livability concerns while simultaneously encouraging active trips on neighborhood streets.

G. Develop specific plans for high-need, high-growth centers, especially in East Portland, that will increase safe, and convenient options for underserved communities.

H. Accelerate the conversion to electric vehicles.

Indicators and Sample Measures

1. Less Driving Alone
   a. Active transportation mode split (including bike- and scooter-share) in capital project areas
   b. Transit ridership on enhanced routes
   c. Percent of residents with commutes that are not in a single-occupancy vehicle

2. Network Connectivity
   a. Change in percent of major streets with sidewalks on both sides
   b. Increased mileage/percentage change of protected or improved bikeways

3. Responsiveness
   a. Proportion of capital investment that is made in historically underserved communities
   b. Proportion of large capital projects with anti-displacement strategies

Notes:

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Objective 2
Make the most efficient use of our limited road space

Use the limited space of our public right-of-way to achieve the optimal movement of people and goods.

Strategic Initiatives

A. Replace level-of-service metric with one that measures the efficient movement of people and goods, and make this a core measure in all PBOT operations.

B. Develop clear practices for allocating space in the public right-of-way when either public or private development occurs.

C. Prioritize transit traffic by implementing key projects and maximizing the use of existing transit needs.

D. Pilot a flexible curb zone that supports more people and more movement, and for efficient delivery of freight.

E. Upgrade signal systems so they can manage speed, give priority to transit, and collect data to help improve our management of the transportation system.

F. Increase transportation options, such as bike-share and e-scooters that are able to move more people sustainably in our limited public right-of-way.

Indicators and Sample Measures

1. Efficiency
   a. Change in how many people move through areas where right-of-way has been reallocated
   b. Change in transit travel times and reliability on enhanced routes
   c. Change in hours of delay of freight

Notes:
Objective 3

Make walking, biking, and taking transit more attractive options

Share more information about incentive programs that support residents’ adoption of new modes of transportation. Manage congestion by encouraging alternatives to driving alone whenever possible.

Strategic Initiatives

A. Expand adoption of existing programs, and develop new ones, that are community-led and provide information and incentives for walking, biking, and taking transit, such as SmartTrips and the Transportation Wallet.

B. Develop and implement a Commute Trip Reduction program for Portland employers.

C. Complete a multiyear Transportation Demand Management Action Plan which guides the bureau in how to integrate transportation demand management into programs and projects.

D. Advocate for demand management through pricing on Oregon Department of Transportation freeways to mitigate existing inequities, improve safety on local roads, and reduce carbon emissions.

E. Produce a regional pricing model with key partners that allows us to evaluate different demand management strategies in combination with levels of transit investment.

F. Implement an equitable pricing strategy in partnership with the community.

G. Implement new permitted parking programs and multimodal strategies that reduce vehicle ownership in growing parts of the city.

Indicators and Sample Measures

1. Mode Choice
   a. Change in car ownership
   b. Changes in travel behavior by demographic
   c. Number of vehicles entering the central city

2. Reliability
   a. Usage rates of parking, both on-street and structures
   b. Variability of travel time by mode

3. Affordability
   a. Change in housing and transportation costs

Notes:
Objective 4

Link transportation to land use more effectively

Collaborate and partner to improve land use and transportation planning efforts for major developments and corridor projects. Deliver better outcomes for residents.

Strategic Initiatives

A. Collaborate with city bureaus and partner agencies to integrate plans for balancing jobs and housing and increasing access to essential services, starting with the Southwest Corridor, East Portland, and Northeast Portland.

B. Develop and implement new review guidelines to ensure new development yields investments in infrastructure for walking, biking, and taking transit, rather than using standards for automobile level-of-service.

C. Expand programs to support transportation options that align with affordable housing efforts and major transportation improvements.

D. Strengthen the value of the central city as a vibrant commercial center accessible to all Portlanders.

E. Update the freight master plan to support better movement of goods and a vibrant, sustainable economy.

Indicators and Sample Measures

1. Access
   a. Average travel times to jobs and critical services, specifically from underserved communities
   b. Dollars invested from development to infrastructure for traveling without driving alone
   c. Residential and commercial rents and property values following new infrastructure investment

Notes

What parts of my job contribute to providing transportation options for a growing city? How does my work group:

• Expand and improve transportation facilities
• Make the most efficient use of our limited road space
• Make walking, biking, and taking transit more attractive options
• Link transportation to land use more effectively
Goal 3: Asset Management

Deliver smart investments to maintain our transportation system

Every day, Portlanders rely on our streets and other transportation assets to get where they need to go.

These assets are valued at $13 billion and include: over 100,000 street signs; tens of thousands of streetlights and curb ramps; thousands of miles of streets; thousands of signals and bike racks; hundreds of bridges and retaining walls; hundreds of miles of bikeways; a dozen streetcars; six parking garages; and one aerial tram. Operating, maintaining, and planning for the upkeep of these assets is a 24/7 job and involves staff from all of PBOT’s six primary business groups.

To support a prosperous city where all Portlanders can get around safely, easily, and sustainably, PBOT must fix the city’s crumbling and substandard infrastructure. Several factors make this challenging. First, population growth has put more stress on our transportation system. Second, funding has not kept pace with what we need to maintain the system we have. New funding in recent years is a step forward, but still insufficient to see a long-term, dramatic improvement or address our existing deficiencies. The result? PBOT currently faces a maintenance obligation of $3.5 billion, the majority of which has no committed funding.

Continuing to defer the bulk of this obligation costs Portlanders more because providing maintenance on a deteriorating system costs more. What does this deferred maintenance look like? It looks like potholes, streetlight outages, temporary road closures, and other challenges that Portlanders encounter on their daily trips.

PBOT is committed to reversing this trend and dramatically shrinking its growing unfunded maintenance liability. But we know that we cannot rely on funding alone. To this end, we will use the next three years to improve our bureau’s approach to building, preserving, and repairing our transportation infrastructure. In Moving to Our Future, we outline the way we will focus on this by improving how we manage our assets and by implementing modern, data-driven tools, programs, and policies. These advancements will allow PBOT to maximize our current funding across our assets, and to deliver a better-maintained, safer, and more reliable transportation system at a lower cost to Portlanders.
What outcome do we want from this goal?

- Performance targets for all PBOT assets which identify the gaps in funding for maintaining or improving these assets.
- A data-driven strategy for closing these gaps.
- A transparent and equitable process for selecting projects that builds public trust and support for future investment.

How does delivering smart investments to maintain our transportation system advance equity?

- Focusing on vulnerable roadway users. Asset management asks whether the condition and performance of our system meet Portlanders’ expectations. Our equity work asks the important question: which Portlanders? A high-quality transportation system provides access to jobs, housing, education, and healthcare. Assets that are in poor condition create gaps in the system that block people from opportunity. Addressing the condition of our assets, particularly in communities of color and for people with disabilities, supports a more equitable distribution of this public service. Moving to Our Future mobilizes PBOT to invest and reinvest in assets that are reliable, safe, and support the needs of all Portlanders, especially those who have been historically underserved.

- Defining successful outcomes together. PBOT will use its Equity Matrix and other equity data tools to drive investment where the community needs it most. This will involve the broader community, and not just be driven by data. How we define asset performance, after all, is an expression of our values and the balance and trade-offs it may require. Without a conscious decision to engage historically underserved communities with transparency and accountability, we will continue to respond to the needs of those with more privilege and only measure success by their expectations. Changing this historic inequity will be a conscious exercise we will undergo in each asset decision.

How does delivering smart investments to maintain our transportation system reduce climate pollution?

- Sustaining performance. Modern asset management is an exercise in sustainability. It looks at the desired performance of our assets over the longest duration at least cost. This includes externalized costs to the environment and resilience in the face of climate change.

- Environmentally friendly and socially responsible procurement and delivery. Asset management also contributes to climate action through maximizing the use of materials that have a long, functional life and low energy requirements, such as LED lights. We will procure materials with a low-carbon footprint in terms of emissions, transport costs, and sourcing. We will use recycled materials where possible. And we can minimize environmental harm through construction techniques like cold-mixing asphalt and through environmentally conscious waste disposal. Improving our practices these ways and maximizing our assets, will mean less failing infrastructure and less waste.

- Smart technology and innovation. New smart city technologies and innovations offer additional opportunities for managing our assets in a sustainable way. We will evaluate these innovations and their potential for offering efficient infrastructure in a changing climate and also for PBOT’s own carbon footprint.
Objective 1

Make PBOT a model of modern asset management

Adopt industry best practices across the bureau. Make it easier to understand the connection between asset management decisions, work functions, and infrastructure outcomes. Better coordinate transportation investment across the city and region.

### Strategic Initiatives

**A.** Build a broad bureau-wide conversation to advance a sustainable reinvestment practice throughout our work.

**B.** Empower PBOT staff to incorporate an asset’s complete life-cycle cost into planning and finance in order to support reliable, sustainable, and resilient performance.

**C.** Enhance alignment within the bureau and with external partners to make sure that when any transportation asset is impacted by a utility, it is restored at least to good condition.

**D.** Maintain assets in a proactive and predictive manner to reduce costs, decrease asset failure, improve resource planning, and enhance customer service.

### Indicators and Sample Measures

**1. Return on Investment**

- **a.** Cost avoidance and savings from improved asset management practice
- **b.** Reduction in the rate of asset failure
- **c.** Asset condition ratings after work by utilities and other third parties
- **d.** Percent of maintenance work orders that are predictive or preventative rather than reactive

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Objective 2

Use data to make better decisions about transportation assets

Gather and manage data that helps guide investment, avoid risk, and make informed decisions.

Strategic Initiatives

A. For each class of assets, define “state of good repair” and develop a living asset registry to better prioritize maintenance.

B. Integrate data collection and management of all PBOT assets, including transit facilities, so decisions are data-driven.

C. Measure the likelihood and consequence of asset failure—known as “asset criticality”—and prioritize reinvestment according to this measure

Indicators and Sample Measures

1. Quality of Analysis
   a. Percent of asset classes with high-confidence data
   b. Percent of asset classes rated at a frequency in line with industry standards

Notes:

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Objective 3

Be good financial stewards of public infrastructure

Establish a clear and standardized process for prioritizing asset investment.

Strategic Initiatives

A. Develop and implement a prioritization methodology for reinvestment in asset rehabilitation, repair, and replacement.

B. Develop and implement consistent tools, such as business case evaluations, to justify asset investment based upon defined goals and priorities. Use these tools to develop capital projects and budgets, and for making decisions within an asset class and between asset classes.

C. Develop new criteria for how PBOT accepts ownership of new assets, such as through jurisdictional transfer, donation, development, or new capital investments.

D. Reduce maintenance backlog by leveraging investments and coordinating with both public and private utilities.

E. Develop bureau policy to account for life-cycle costs when planning, rehabilitating, replacing, or taking responsibility of assets.

Indicators and Sample Measures

1. Financial Sustainability
   a. Percent of assets with dedicated funding for operations and maintenance
   b. Dollars saved through coordination with utilities

Notes:
Objective 4

Talk to Portlanders about their expectations for asset performance

Deliver a transportation system that meets Portlanders’ expectations and lasts the longest for the least cost. Tell Portland about our progress and engage with the community about asset management.

Strategic Initiatives

A. Define goals for asset performance and deliver outcomes that are achievable, measurable, sustainable, and contribute to the bureau’s progress in delivering “state of good repair.”

B. Create strategies for investment that are informed by equity and prioritize communities of color in decisions made about asset reinvestment. Build partnership and trust with underserved communities by working together to define and evaluate asset performance.

C. Align the timing of maintenance to address the most critical priorities for the public and maximize return on the public’s investment.

D. Report annually on asset conditions and the progress made toward “state of good repair” since the previous year.

E. To enhance public trust, improve communication and transparency about the decisions and trade-offs when it comes to asset investment.

Indicators and Sample Measures

1. Public Confidence
   a. Voter and stakeholder support for key investment initiatives
   b. Percent of maintenance that occurs in historically underserved communities
   c. Percent of assets regulated by federal or state agencies that meet intended performance requirements

Notes

What parts of my job contribute to delivering Smart Investments to maintain our transportation system? How does my work group:

- Make PBOT a model of modern asset management
- Use data to make better decisions about transportation assets
- Be good financial stewards of public infrastructure
- Talk to Portlanders about their expectations for asset performance

Notes:
PBOT’S THREE CORE GOALS

SAFETY
Make Portland streets safe for everyone

MOVING PEOPLE AND GOODS
Provide transportation options for a growing city

ASSET MANAGEMENT
Deliver smart investments to maintain our transportation system
Appendix

A good strategic plan needs input from everyone. For Moving to Our Future, PBOT gathered input from a wide range of stakeholders over a six-month period, including:

- PBOT staff at all levels of our organization

- Community members who participated in the development of the Transportation System Plan, the Vision Zero Action Plan, and the Fixing Our Streets program

- Community members who served on our public advisory bodies

- Community members included in our outreach on specific projects

- Civic leaders and other partners across the city

This planning effort was directed by bureau leadership and guided by a core group of 26 Strategic Planning Task Force members representing every major work group at PBOT. This task force was responsible for defining goals, outcomes, and the objectives needed to achieve those outcomes.

PBOT thanks all those who contributed to developing this strategic plan.
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