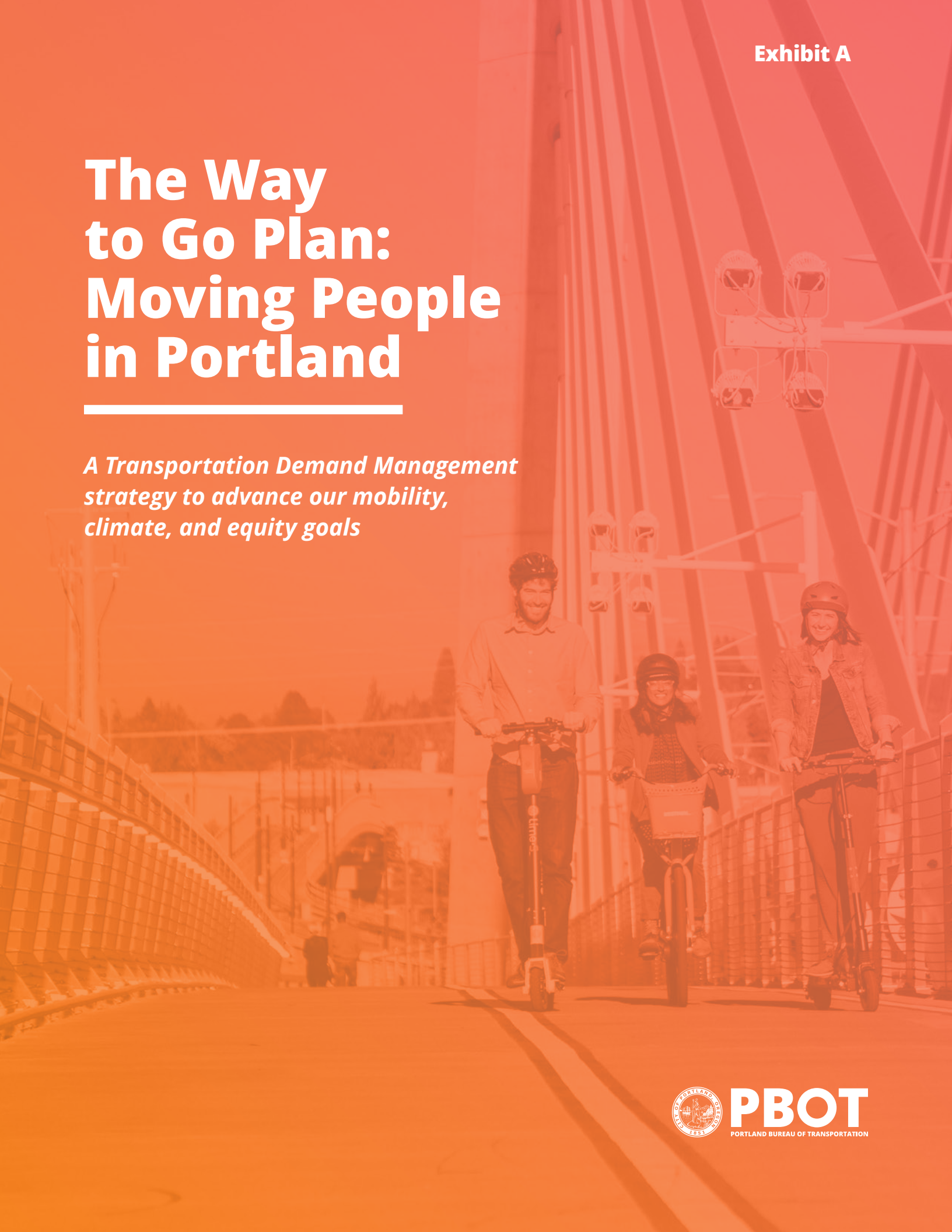
Exhibit A

The Way to Go Plan: Moving People in Portland

A Transportation Demand Management strategy to advance our mobility, climate, and equity goals



PBOT
PORTLAND BUREAU OF TRANSPORTATION

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ACKNOWLEDGMENTS

City of Portland Bureau of Transportation (PBOT)

COMMISSIONER Jo Ann Hardesty

DIRECTOR Chris Warner

PRIMARY AUTHORS
Liz Hormann
Transportation Demand Management Specialist

Michael Espinoza
Transportation Demand Management Specialist

CONTRIBUTORS
Active Transportation & Safety
Steve Hoyt-McBeth
Catherine Ciarlo
Love Johnson
Sarah Goforth
Renata Tirta
Janis McDonald
Scott Cohen
Clay Veka
Dana Dickman

Policy, Planning and Projects
Emma Sagor
Eric Hesse
Kristin Hull
Peter Hurley
Art Pearce
Mel Krnjaic
Bob Kellett
David Backes
Liz Tillstrom

Intergovernmental Affairs
Shoshana Cohen

Communications & Public Involvement
Vanessa Micale
Hannah Schafer

Equity & Inclusion
Tosin Abiodun

Development Review
Michael Pina
Amanda Owings

Community Right Of Way Use Permitting
Rich Eisenhauer

Parking & Regulatory
Erika Nebel
Christy Keller
Kristan Alldrin
Kathryn Doherty-Chapman

Strategy & Innovation
Katie Root

Bureau of Planning & Sustainability
Marty Stockton

Alta Planning & Design
Cathy Cibor
Jessica Roberts
Sydney Herbst

Preface

Everyone who lives and works in Portland should be able to get where they need to go. Mobility helps us reach jobs, stay connected to friends and family, and access important services like health care. Employers need their employees to get to work, small businesses need customers reach them, and freight needs to make deliveries free of constant gridlock. In short, quality of life and economic prosperity depend on mobility.

Mobility means different things to different people, and the private automobile cannot be the only option to meet those needs. Not everyone can drive and many people lack access to a car. There is not enough room on city streets for every trip to be made by car, and we'd all suffer from the additional air pollution, noise, expense, and traffic safety problems that would result.

The Portland Bureau of Transportation (PBOT) is obligated and committed to helping people meet their mobility needs through accessible transportation options that get them where they need to go, including transit, active transportation, and shared micromobility, like bike-share and scooter-share. Helping people drive alone less often, and use other modes more often, is called Transportation Demand Management (TDM, demand management).

The Way to Go Plan sets the foundation for PBOT's demand management policies, projects, and programs. It defines strategic priority areas that will guide the bureau's work to:

- Improve mobility for everyone through better access to and reliability of a wide range of transportation options.
- Remove burdens for Black, Indigenous, and People of Color (BIPOC), people with low incomes, and people with disabilities for using transportation options, and increase the use of those options.
- Reduce greenhouse gas emissions by shifting drive-alone trips to more environmentally-friendly modes.

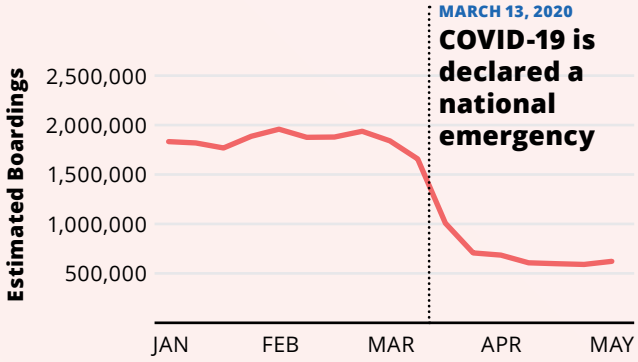
Travel During an Unprecedented Time

We cannot tell the story of mobility in Portland without acknowledging the impacts of long-standing structural racism and the COVID-19 pandemic that began in 2020. Both have profoundly affected how people move around our city. The following is a brief summary of some of the ways COVID-19 and the continued fight for racial justice impact the movement and transportation decisions of people in Portland. While some of these impacts might be shorter-lived, and will undoubtedly change as the public health crisis subsides, others will only be addressed by taking proactive steps to ensure equitable and accessible mobility options.

COVID-19 Pandemic and its Impacts on Travel

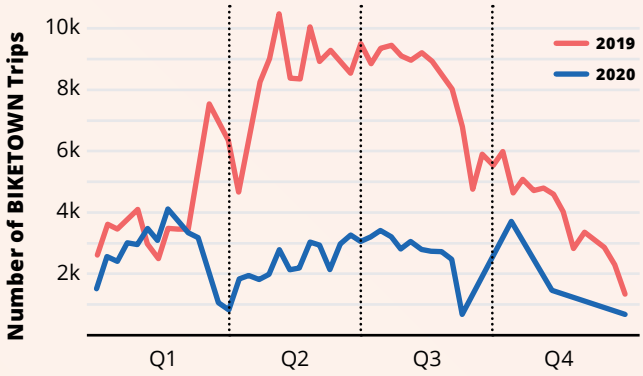
Oregon recorded its first COVID-19 case on February 28, 2020. On March 23, 2020 Governor Kate Brown issued a Stay at Home Order in an effort to help curb the spread of COVID-19. With that order came a sharp decline in travel across the state and in Portland as people traveled only for essential jobs and trips like grocery shopping and medical appointments. As the COVID-19 pandemic unfolded, travel ebbed and flowed with the slow reopening of stores and restaurants and subsequent freezes and closures. Changes will continue as schools in Portland re-open to in-person learning. During the unique conditions of the pandemic, PBOT, along with other local agencies, collected data to help tell the story of how COVID-19 has impacted transportation in the city. The data shared below is not comprehensive, but it illustrates how a global pandemic has impacted travel in Portland and helps frame what we can learn.

Transit ridership dropped precipitously. According to TriMet's data, ridership decreased nearly 70% at its lowest point (in April 2020), and ridership numbers remain low in early 2021.[1]



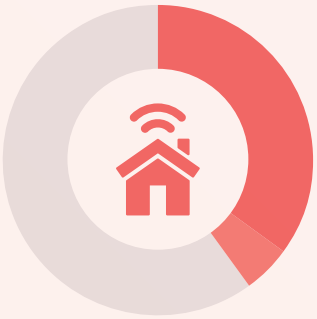
Traffic volumes initially dropped, but are growing steadily. PBOT's traffic volume data shows that traffic volumes dropped significantly (30-50% depending on location) over a two-week period starting March 16, 2020, but have grown steadily and returned to near pre-pandemic levels by the end of 2020.[2]

Trips on shared micromobility decreased. In the months immediately following the Governor's Stay-at-Home Order, rides on Portland's BIKETOWN system and shared e-scooters significantly decreased. As of Spring 2021, ridership has returned to near pre-pandemic levels.



Recreational and weekend bike riding rose. The Portland bridge bike count data (Hawthorne, Steel, Tilikum Crossing and Sellwood bridges) showed that weekend bike counts increased and weekday counts decreased compared to 2019; this trend is in line with the change we would expect in reduced travel to downtown on weekdays[3], and an increase in people using bikes for outdoor, socially distant recreation or exercise.

Working from home increased. Roughly 35-40% of the nation's workforce transitioned to teleworking since the pandemic started, and an estimated 50% of the total workforce is teleworking as of early 2021.[4]



Traffic fatalities and serious traffic crashes continued. Speeding increased in Portland and in communities across the country as a result of stay-at-home orders that reduced traffic congestion on our streets. People appeared to take advantage of those conditions to drive faster and engaged in risky driving behavior, including street racing. Excessive speed and driving under the influence of alcohol and other drugs contributed to over half of 2020 traffic deaths,[5] and this trend has continued into 2021.

Looking Forward

It is difficult to predict how post-pandemic conditions will impact travel in Portland, especially long-term impacts on shared modes like transit and carpooling. What we do know is that transportation is a major source of greenhouse gas emissions and transportation options remain vital for many people in Portland, especially those that work essential jobs in sectors that cannot be shifted to working from home. These workers are more likely to be BIPOC, women, and low-income.[6] Moving forward, it is critical that PBOT, in collaboration with other transportation agencies, work to address the climate crisis by shifting away from a reliance on single-occupancy vehicles, while also centering what we have learned about necessary travel as we move our work forward. Amongst many, we must consider how to:

- Prioritize essential workers in transportation programs
- Prioritize community members who rely on transit (more likely BIPOC, women, and low-income workers)
- Support socially-distanced modes of travel, such as biking and micromobility options, like bike-share and scooter-share, for future resiliency


BLACK LIVES MATTER
SILENCE IS VIOLENCE
THE WHOLE DAMN SYSTEM IS GUILTY AS
I CAN'T BREATHE
RACISM IS A PANDEMIC TOO
NO JUSTICE
DEFUND
ALL POWER
BLACK LIVES MATTER
BLACK LIVES MATTER
NO

Continued Fight for Racial Justice

The other, and much longer-running, crisis that America continues to face is that of racism and anti-Blackness[7] that permeates our policies, structures, and institutions. The murder of George Floyd on May 29, 2020, sparked national protests and a local reckoning with renewed calls for racial justice.

In response, PBOT Director Chris Warner put forth a bureau-wide commitment to **"invest in anti-hate work and collaborate with community organizations to better understand and respond to the concerns elevated by the Black community … to put us on the path to becoming a more inclusive and anti-racist organization."**

To do this work, we must acknowledge that disparities exist in our current transportation system, programs, and policies. BIPOC communities have been telling us for years about the fundamental differences in how Black people, Indigenous people, and other people of color experience public space compared to white people, including the deadly impacts of police violence.

Time and time again, whether in the 2018 Walking While Black focus groups or in conversations with community-based organizations during the development of this plan, BIPOC Portlanders have shared that they face the threat of harassment, discrimination, and violence from law enforcement officers, fare inspectors, and members of the public when walking, biking, and taking transit. This has made some BIPOC community members prefer driving or riding in private vehicles whenever possible, because they feel it is the safest option for them.

Even with an eventual return to pre-pandemic travel patterns, we know that the effects of individual acts of racism and institutionalized racism still stand in the way of our goals. We cannot achieve mobility freedom for all Portlanders without understanding the real experiences of BIPOC neighbors who face threats of harm in the public right-of-way. The Way to Go Plan will not solve these issues, but it sets up a framework to guide proactive steps that help all Portlanders enjoy safe, reliable, and affordable transportation options to meet their mobility needs.

We cannot achieve mobility freedom for all Portlanders without understanding the real experiences of BIPOC neighbors.

Introduction

Everyone needs to get where they're going. And as Portland grows, traffic increases. More cars lead to congestion and gridlock, rising air pollution, and increased greenhouse gas emissions, which in turn cause health and environmental problems. Congestion makes it harder for people to get to jobs, schools, and services and for goods to be delivered. All of this does the most harm to low-income and BIPOC communities, who frequently live further from downtown and away from reliable travel options, and are exposed to more environmental pollution. **We need a solution.**

Transportation Demand Management describes policies, programs, and projects that shift drive-alone automobile trips to walking, biking, rolling, and taking transit. This frees up space on our streets for essential vehicle trips and freight trips. TDM increases these more environmentally-friendly forms of travel through incentives and disincentives to influence behavior.

This plan establishes the bureau's demand management vision and guiding principles, and sets forth Strategic Priority Areas to guide future investment and work areas.

Advancing City Goals

The City of Portland, with partners at the regional and state level, has policies that set ambitious mobility, climate, and equity goals. Further, the core goals of the PBOT Strategic Plan are to make streets safe for everyone, move people and goods, and manage the city's assets and infrastructure wisely, all while reducing carbon emissions and advancing transportation justice. Better managing the number of vehicles on our roadways will support all of these goals.

Demand management is elevated in a number of city and regional policies as one of the solutions to meeting our ambitious mobility, climate, and equity goals. The Way to Go Plan is a step to operationalize these policy documents.

Why Manage Demand?

Building more and bigger roads is proven to lead to more car trips, induced demand,[8] increasing air pollution, greenhouse gas emissions, and traffic deaths.[9] Rather than a supply-side solution (building more roads), there is a more cost-effective, sustainable alternative: demand management. Managing demand for our roads means keeping the total number of car trips we collectively make in check, and redistributing the demand to non-peak hours to better manage the entire system performance.

Demand Management in the Energy Sector

Demand management principles are well known in sectors beyond transportation. During the energy crises in the 1970s, demand-side management programs were prevalent to lower electricity demand. Reducing home and business energy consumption allowed utilities to avoid the large costs of building new generators and transmission lines. These energy demand management programs are widespread, even today in the form of consumer incentives for energy-efficient appliances, variable pricing that encourages consumers to shift their electricity use to off-peak times, and real-time feedback on energy consumption. Transportation demand management is similar: it looks for ways to reduce the amount of car travel in our region, so that we continue to meet mobility needs even as the population grows, without building expensive new roads that increase transportation carbon emissions and deadly traffic crashes.

How Do We Manage Demand?

Many transportation demand management programs focus on initiatives that offer information and encouragement for people to try new modes (like transit or biking). While these are important tools, the city cannot reach its ambitious climate, mobility, and equity goals with informational and encouragement programs alone.

To most effectively manage demand for the city's transportation system, PBOT needs a toolkit of strategies that address the multifaceted nature of human travel behavior, employing strategies that reduce travel demand or redistribute demand in space, in time, or by mode, including the following:

Pricing

Fees, charges, and tolls—designed intentionally and equitably to manage demand—send price signals that help people understand the true costs of driving and encourage non-driving choices when possible. One example of pricing is charging a daily rate for parking your private vehicle.

Personal Security

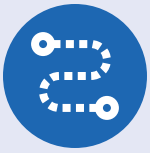
People need to be and feel safe when taking transit, biking, walking, and rolling, so they don't feel the need to travel in their own enclosed vehicle for every trip.

Employer Commute Programs

Commute trips to and from work are generally longer, and more habitual, than other kinds of trips. The majority of commute trips also happen during the most congested times of day. Working through and with employers to influence the ways their employees get to work can be an effective and efficient strategy to reduce drive-alone trips.

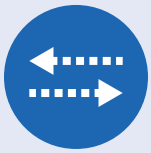
Financial Incentives

Especially in tandem with pricing, financial incentives—such as discounted passes, subsidies, and reimbursements—make using travel options more cost-competitive, and can increase motivation to try new ways of getting around.



Direct Modal Services

Increasing the number, frequency, and reliability of transportation options, like transit, bike-share, scooter-share, car-share, and more, is essential to decreasing the demand for private car ownership and drive-alone trips.



Right-Of-Way Management

Projects are built and road space is allocated to prioritize non-driving modes to improve safety, accessibility, and reliability of the mode.

Land Use + Development

Neighborhoods and developments are planned, constructed, and managed in ways that make it easier to walk, bike, roll, and take transit.

Infrastructure Activation

New infrastructure—such as bike lanes, crosswalks, sidewalks, and transit stops—are delivered in tandem with culturally appropriate community outreach, education, and other support that shape final projects and create spaces that enable more people to experience the first-hand benefits of walking, biking, rolling, and taking transit.

Information + Encouragement

People need to know about their transportation options, and they need to feel confident and comfortable using non-driving modes of travel.

We know that work under all nine Strategic Priority Areas will be vital to effectively manage demand and achieve our equitable mobility goals. By understanding how strategies under each area interact and reinforce each other, we can be more strategic, aligned, and efficient in achieving our outcomes.

History of Transportation Demand Management at PBOT

PBOT engages with large employers to increase transit usage to remedy Portland's violation of the **CLEAN AIR ACT.**

TRANSPORTATION OPTIONS DIVISION formed at PBOT.

TRAVELSMART piloted in Multnomah Village.

PBOT launches **SMARTTRIPS** program.

SMARTTRIPS DOWNTOWN launches, coinciding with the construction of the MAX Green line.

SMARTTRIPS BUSINESS and **SMARTTRIPS RESIDENTIAL** programs launched.

1990s | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009

SAFE ROUTES TO SCHOOL Program begins.

First **SUNDAY PARKWAYS** opens the city's largest public space—its streets—for people to walk, bike, and roll.

The PBOT Strategic Plan **MOVING TO OUR FUTURE** makes TDM and mobility-related policies, programs, and projects central to the work of the city.

Transportation Options Division reorganizes as the **ACTIVE TRANSPORTATION DIVISION.**

PBOT launches Portland's bike-share system, **BIKETOWN.**

PBOT launches the **PRICING OPTIONS FOR EQUITABLE MOBILITY (POEM)** project.

SMARTTRIPS NEW MOVERS launches.

PBOT launches the **TRANSPORTATION WALLET** program.

BIKETOWN transitions to e-assist bikes and expands service area.

2011 2012 2013 2014 2015 2016 2017 2018 2019 2020

City adopts **VISION ZERO POLICY.**

ACTIVE TRANSPORTATION AND SAFETY DIVISION brings TDM, Safe Routes to School, micromobility management, and Vision Zero into a single team.

PBOT initiates its **SHARED ELECTRIC SCOOTER** pilot.

Evolving PBOT's Approach to Transportation Demand Management

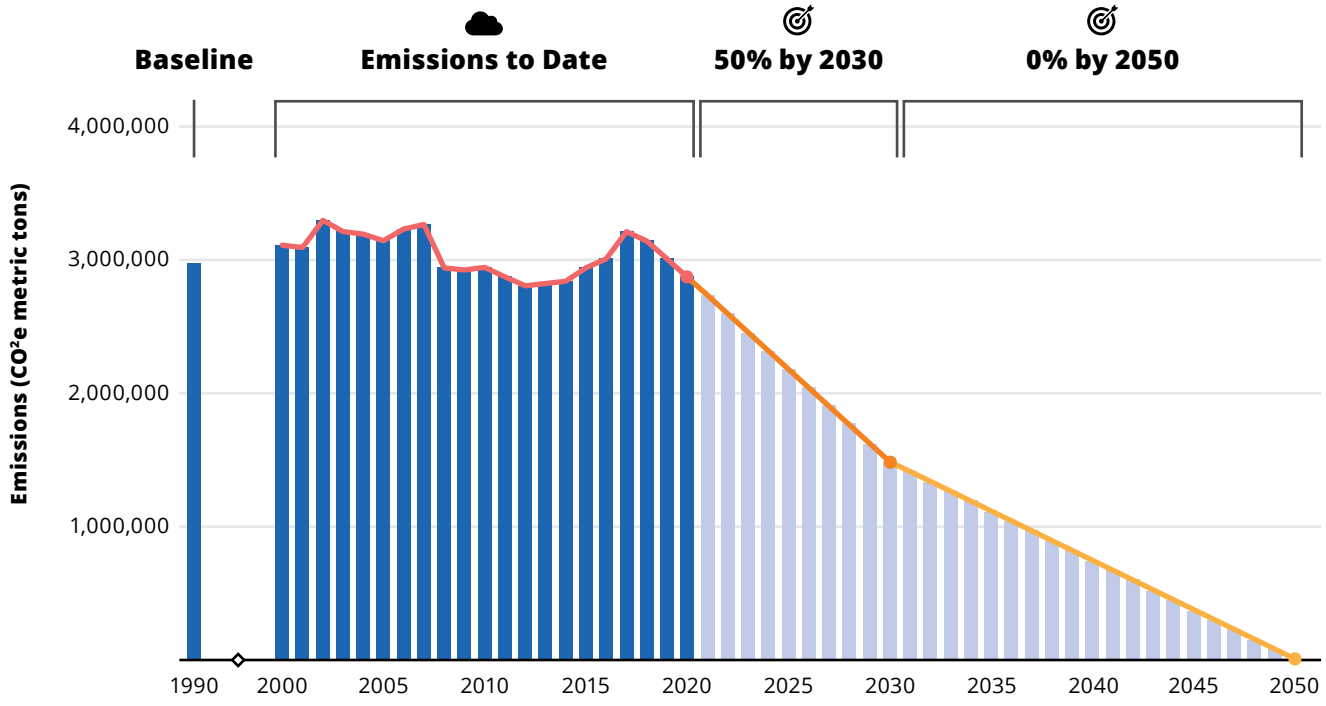
Photo credit: Metro

PBOT has been recognized nationally for nearly two decades for its transportation demand management policies, projects, and programs. Yet, the city is not close to meeting its mode share or vehicle miles traveled (VMT) reduction goals. PBOT needs to be smart, bold and assertive in embracing the demand management strategies that have demonstrated the ability to significantly reduce transportation-related carbon emissions. These strategies must also reduce the structural barriers faced by BIPOC, people with low-incomes and people with disabilities.

Developing The Way to Go Plan gave PBOT the opportunity to reflect on its demand management work to-date and to look for opportunities to evolve, update, or change that approach to more effectively advance the mobility, climate, safety and equity goals. Through research, exploration, data analysis, and outreach, a number of opportunity areas for evolving the demand management work started to emerge.

Transportation Emissions in Multnomah County

Emissions caused by transportation in Multnomah County would have to drop dramatically (orange and yellow lines) to meet our adopted climate goals of 50% reduction of greenhouse gas emissions by 2030 and 100% reduction by 2050. The dark blue bars show that we are not on track to achieve this reduction, unless we make big changes to how Portland manages transportation.



Expand Beyond Information and Encouragement

PBOT's signature and longest-lasting transportation demand management programs—including SmartTrips and Sunday Parkways—are based on encouragement principles. Encouragement programs aim to overcome perceived barriers by providing information, building confidence, and helping people have a positive experience with walking and bicycling.

While encouragement approaches have a role to play—particularly when used at the right time to enhance major capital projects and programmatic activities—PBOT also needs to use stronger behavior change tools.

Encouragement strategies are most effective in tandem with programs that reduce structural barriers, such as:

- Efforts to **directly reduce the cost of using travel options and/or use pricing to regulate demand,** capture true costs to the system, and fund other non-driving options
- Efforts that **improve the facilities and services for travel options** (such as street redesigns and regulating parking for major institutions, developments, and employers)

Expanding the "demand management toolbox" beyond information and encouragement will create a more comprehensive range of options and offer more effective tools for each situation and audience. Using a combination of strategies, for example, subsidized transit passes and pricing parking spaces to pay for those passes is most effective at reducing VMT and the use of non-drive alone modes.

Develop and Refine Programs to Address Structural Barriers for BIPOC, People with Low Incomes, and People with Disabilities

One way to operationalize equity work at PBOT is to continue to build and strengthen relationships with community-based organizations and community leaders to better serve BIPOC, people with low incomes, and people with disabilities. In the past few years, intentional efforts to actively engage BIPOC communities have yielded new insights into the systemic disparities that exist in Portland's transportation system.

One clear message is that PBOT's existing demand management programs seldom address the actual barriers to using transportation options faced by BIPOC, people with low incomes, and people with disabilities.

Generally, these groups of people already drive less than other demographic groups and have personal experience with the ongoing barriers to using various transportation options.[10] When BIPOC, people with low incomes, and people with disabilities don't use transit, active transportation, and micromobility (like bike-share and scooter-share), the reasons tend to be structural. Cost is

a real barrier to riding transit and using micromobility, and for many people, even a discount program may not be sufficient to make a given mode affordable. Additionally, safety issues are also top of mind—both traffic safety and personal safety, including impacts of racial hostility from law enforcement and other road users. Community displacement and upheaval related to gentrification add new mobility challenges and strain community bonds. These issues cannot be fixed through education and encouragement alone.

Demand management programs must be co-created with communities affected by transportation disparities. These programs must be grounded in PBOT's commitments to acknowledge past harms, reduce disparities, and build power in communities to dismantle unjust systems. It is PBOT's responsibility to remove barriers to equitable and accessible mobility, wherever those barriers exist.

Step Up Evaluation and Reporting

Demand management has a central role to play in supporting PBOT's goals and in creating a healthy and just economy in the region. A more integrated and comprehensive approach to monitoring and evaluation will help PBOT understand its return on investments. Rigorous, ongoing monitoring and evaluation also provide feedback about how programs can be continually improved to be more effective. This should include ongoing monitoring and evaluation by program evaluation experts to gauge the overall impact of demand management on system-wide outcomes, such as reducing VMT. Reporting should include ongoing tracking, such as dashboards focused on key performance measures. To support better evaluation, a customer relationship management (CRM) system is needed to coordinate between different programs, to track communication and engagement of program participants, and to allow for longer-term evaluation.

Improve Intra-Agency and Inter-Agency Coordination

Transportation demand management is a key strategy to meet PBOT's goals around safety, moving people and goods, asset management, climate and transportation justice. As such, demand management work is an essential function for the entire bureau.

In designing and delivering demand management programs, projects, and policies, staff should work across the bureau, from active transportation & safety to planning to parking management to communications to development review. The Way to Go plan calls for even greater visibility, coordination, and integration of transportation demand management work throughout PBOT and other city bureaus.

Finally, PBOT should also continue to work closely with other local agencies, including Oregon Department of Transportation (ODOT), Metro, TriMet, Multnomah County, surrounding city governments, and community-based organizations to provide coordinated and efficient services and programs.

Vision & Guiding Principles

Photo credit: Metro

The Way to Go Plan vision statement spells out what we intend to achieve through our demand management work. We further articulated principles to guide the way will organize our demand management activities. We will continually re-visit our vision and guiding principles when deciding what to prioritize and what actions to take.

Vision Statement

PBOT strives to **IMPROVE MOBILITY FOR EVERYONE** while decreasing the number of drive-alone trips and reducing vehicle miles traveled to:

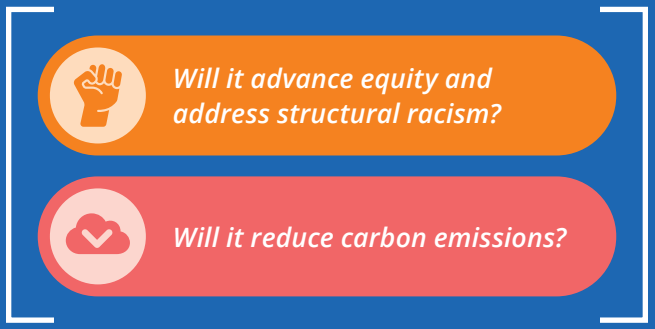
- Improve quality of life and health
- Advance racial equity and address structural racism
- Reduce carbon emissions
- Enable opportunities for economic growth and prosperity
- Use public resources wisely and efficiently
- Reduce traffic deaths

PBOT will meet this goal by being:

- **COLLABORATIVE,** both within the bureau and with partner organizations
- **INNOVATIVE** and continually seeking best practices
- **ACCOUNTABLE** and **TRANSPARENT** in decision-making
- **DATA-INFORMED** in adjusting policies and programming

Guiding Principles

The PBOT Strategic Plan directs us to ask two fundamental questions in all that we do:



As we pursue our demand management vision and implementing policies, projects, and programs, we are adding specificity, where we ask:

- Are we **REDUCING STRUCTURAL BARRIERS** to using transportation options for Black, Indigenous, and People of Color, people with low income, and people with disabilities?
- Are we **REDUCING VEHICLE MILES TRAVELED** in Portland?

Strategic Priority Areas

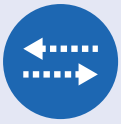
The following Strategic Priority Areas offer a framework for how to organize current and future demand management policies, programs, and projects. They will guide the bureau's work to deliver on our demand management vision and principles.


Pricing

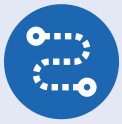

Personal Security


Employer Commute Programs


Financial Incentives


Right-Of-Way Management


Infrastructure Activation


Direct Modal Services


Land Use + Development


Information + Encouragement

Each Strategic Priority Area includes the following information:

Objectives: What do we hope to accomplish through this strategy area?

Theory of Change: What are our assumptions about the mechanism by which this strategy area supports our goals? How do we believe this works?[11]

Potential to Reduce Vehicle Miles Traveled (VMT): How big do we think the impact will be on reducing VMT?[12]

Potential to Reduce Structural Barriers for BIPOC, People with Low Incomes, and People with Disabilities: How strongly do we think this strategy helps to address known structural barriers (such as price, access to mobility, and/or incidences of harassment or violence) for identified populations?[13]

Existing PBOT Work: Past, current, and near-term PBOT efforts in this strategy area

Implementation Recommendations: Notes on how to successfully deliver programs under this strategy area, based on peer research

Complementary Policies and Strategies: Synergy with other Strategic Priority Areas

As Seen Elsewhere: Noteworthy efforts in this strategy from other communities

Potential Partnerships: Organizations in the Portland region who have a stake in and/or may need to be involved in the work under this strategy area, or whose participation will be helpful for success

Pricing

Pricing refers to strategies that involve charging people for driving or using roadway space. It can be tied to parking or particular roads or areas, or charged based on the amount of miles driven. These charges can also vary based on different factors, such as levels of congestion, time of day, vehicle occupancy, or type of vehicle. Other cities have effectively used pricing to reduce congestion, cut pollution, and manage demand for road space. Pricing can also generate funds to reinvest in a more equitable and lower-emission mobility future.

Theory of Change

Because driving on most of our transportation system is free, drivers are unaware of the true cost single-occupancy, combustion engine trips have on our roads, our communities, and our climate. Helping people realize the true cost of driving through price signals that reflect driving's negative externalities can prompt them to make different choices.

Sending a price signal to drivers can help alleviate congestion by encouraging drivers to switch trips to walking, biking, transit, and/or carpooling; driving at a different time of day; or combining trips together. A price signal can take many forms, including paying to park, paying to enter a congestion zone, paying per mile driven, and fees on different commercially operated trips, like Lyft/Uber or on-demand deliveries.

Objectives

- Apply pricing tools more intentionally to improve mobility, address the climate crisis, and advance equity for people historically underserved by the transportation system
- Invest pricing revenue in multimodal improvements that will reduce traffic, manage demand, advance equity, and make the system more sustainable in the long term

Potential to Reduce Vehicle Miles Traveled (VMT):

Potential to Reduce Structural Barriers for BIPOC, People with Low-Incomes, and People with Disabilities:

Pricing shows potential to reduce structural barriers for using transportation options by:

- Improving the efficiency and reliability of our transportation system, making it easier to move people and goods. Our inefficient system today disproportionately burdens those who have fewer transportation options and have been displaced from centers of jobs and services.
- Helping reduce vehicle miles traveled, which can improve climate, health, and safety outcomes.
- Generating funding to reinvest in building facilities, creating services, and providing information that residents and visitors need to get where they need to go by every mode.

Existing PBOT Work

Pricing Options for Equitable Mobility (POEM) Task Force Engagement: The POEM project started with a question: should we use pricing strategies more intentionally in Portland to create a more equitable, sustainable transportation system? This project will have a recommendations report in summer 2021, which will inform next steps and potential future work.

Area Parking Permit and Transportation Wallet in Parking Districts: In two Area Parking Permit Program locations, a surcharge is assessed to the base parking permit price. That surcharge is used to help subsidize a package of transportation options incentives available to anyone who lives or works in the designated parking district. The pricing strategy is used to manage demand through a price signal, and the revenue is utilized to offer financial incentives. PBOT has replicated the Transportation Wallet (the financial incentive package) in a few other areas, but this is the only one that is done in coordination with parking pricing.

Performance-Based Parking Management Manual 2018: With Resolution 37204 (April 2016), City Council directed PBOT to develop a Performance-Based Parking Management Program, based on adopted parking policies, accepted performance targets, and defined program parameters. The purpose of this Parking Management Manual (PMM) is to translate policy into operational guidelines.

Implementation Recommendations

- Pricing strategies need to be developed with input from community members throughout Portland. Cities that have implemented large-scale pricing programs developed with community input often see public support dip right before implementation, but once benefits are realized, there is a rebound in approval ratings for a project.
- Local and regional stakeholders must have a say in decisions about how potential pricing revenue is reinvested.
- Discounts, exemptions, or rebates must be provided to ensure low-income drivers are not disproportionately burdened, while still achieving demand management outcomes.
- Technology and payment systems must be designed to reduce barriers for individuals with limited access to bank accounts. These systems should also include strong privacy and enforcement protections.

As Seen Elsewhere

Other cities are effectively using pricing strategies to reduce congestion, cut pollution, and manage demand for road space.

- **Parking Pricing:** Most major cities in the United States price parking as a way to manage parking demand and send targeted price signals to encourage parking turnover and use of other non-driving modes.
- **Cordon or Area Pricing:** Internationally, London, Milan, Singapore, and Stockholm, have implemented a congestion pricing zone, or a clean air zone, in the central city; the results were dramatic in achieving VMT reductions. Cities in the United States like Chicago and New York are considering a central congestion zone for all vehicles.
- **TNC Pricing and Fees:** Chicago has implemented a demand- and impact-based fee for Transportation Network Companies (TNCs) like Lyft and Uber with prices associated with number of passengers, peak hours, and where trips begin and end.
- **Investing Revenues:** Revenues from pricing schedules are most often invested into improving public transportation frequency and facilities.

Complementary Strategic Priority Areas

- *Employer Commute Programs*
- *Financial Incentives*
- *Information + Encouragement*
- *Land Use + Development*
- *Infrastructure Activation*
- *Right-of-Way Management*
- *Direct Modal Services*

Potential Partnerships

- ODOT
- Metro
- Community-based organizations
- Technology companies and parking operations companies

Financial Incentives

Financial incentives and subsidies can change the context in which people make their transportation decisions. They can help counterbalance the many hidden subsidies that make driving appear easy and less expensive, and they can reduce the barrier of cost that disproportionately burdens BIPOC, people with low incomes, and people with disabilities. Incentives and subsidies can also be powerful tools to overcome habits and the status quo bias.[14] Examples of financial incentives and subsidies may include rewards for using non-drive-alone modes and discounted or fully-paid transit pass programs.

Theory of Change

Financial incentives can reduce drive-alone trips by:

- Making non-driving modes more economically appealing and competitive compared to driving
- Reducing "friction" in the process of using transit and other mobility options (e.g., by allowing people to simply get on the bus rather than figuring out the fare and finding exact change, thus making the experience easier and less stressful).

In some cases, people may also feel the desire to "get their money's worth" or not lose out on the value of a received incentive (e.g., an employer-provided transit pass), which can also cause an individual to change behavior.

Potential to Reduce Vehicle Miles Traveled (VMT):

Potential to Reduce Structural Barriers for BIPOC, People with Low-Incomes, and People with Disabilities:

Reducing or eliminating the costs of using transportation options (such as transit fares or the purchase price of a bicycle) directly reduces a primary and commonly expressed barrier for BIPOC Portlanders. Financial incentives alone, however, will not address other important structural barriers (such as infrastructure, safety, or accessibility concerns) and may bring about other barriers (such ease of access to those financial incentives).

Objectives

- Reduce financial barriers to using non-driving transportation options
- Equalize the cost of using transportation options relative to driving
- Incentivize trying new transportation options as a step towards behavior change

Existing PBOT Work

Transportation Wallet in Parking Districts: The Transportation Wallet is a collection of passes and credits for use on transit, streetcar, bike-share, and scooter-share funded by parking permit surcharges collected in two parking districts. The package is offered for sale at 87% off the retail costs of the transportation passes, or for free in exchange for giving up an on-street parking permit. The program also offers Transportation Wallets for free to people who qualify for TriMet's Low Income transit fare, and to frontline workers in the Northwest Parking District.

New Housing Transportation Wallet: This program is funded by a fee developers pay when they are issued a building permit, and goes towards financial transportation incentives, like transit or bike-share, for new residents that move into the building.

Transportation Wallet for Affordable Housing: This pilot program in 2019 partnered with seven affordable housing providers to provide a package of transportation options incentives for nearly 500 residents in participating housing developments. The Transportation Wallet consisted of a prepaid credit card loaded with $308 that could be used on transportation services like transit, e-scooter-share, bike-share, and ride-share.

Implementation Recommendations

- Develop programs that allow flexibility in the options people can use will be useful to a broader range of people. For example, Santa Monica, CA encourages a flexible 'transportation wallet' approach that offers an allowance rather than continually having to update the program to reflect emerging new mobility options.
- Design financial incentive programs that account for a variety of delivery methods to reach the intended audience; this includes considerations for people who are unbanked or who have limited access to smartphone applications.
- Consider sustainable and consistent funding sources that do not work against VMT and mode shift goals.

As Seen Elsewhere

A study in **Boston, MA** found that providing a 50% discount card to low-income travelers led to them taking more transit trips, including more trips to health care and social services.

A study in **British Columbia** showed that low-income employees are more likely to switch to transit if they receive subsidized transit passes, especially when their employer does not provide free parking as a benefit.

Boulder, CO, has a "neighborhood eco-pass" program that offers residents access to bus passes at a discount similar to that provided by large employers.

The **Columbus, OH,** Downtown C-pass is a program that provides free unlimited access to the bus system for 30,000 eligible downtown employees.

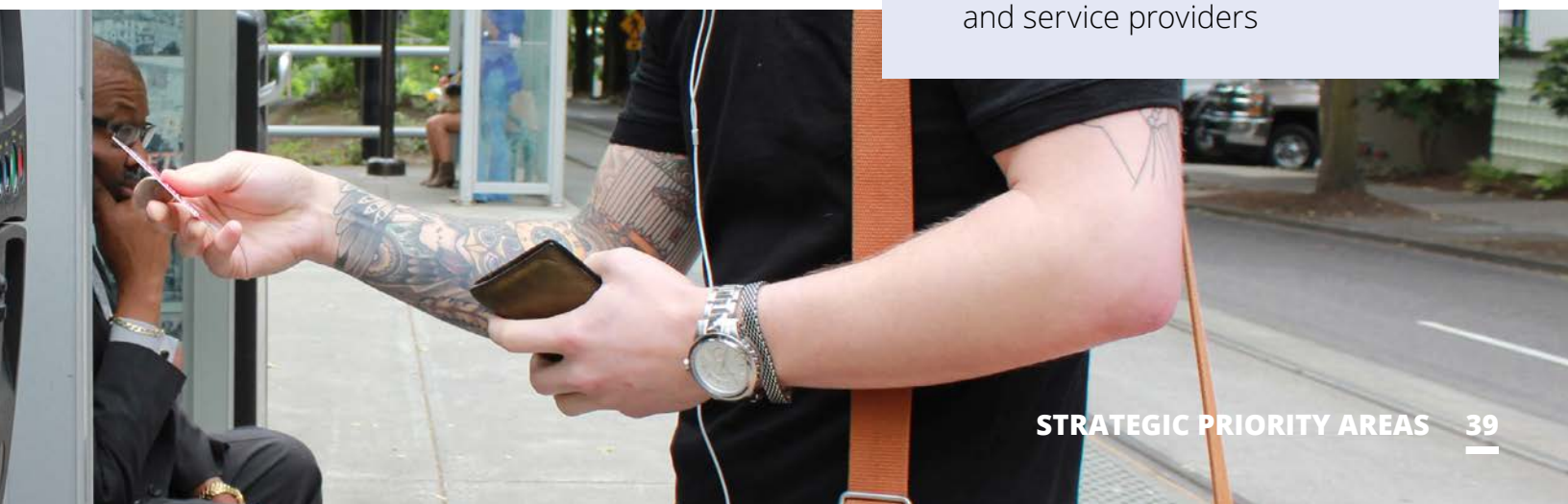
Contra Costa County, CA offers rebates of $150-300 to individuals who purchase e-bikes, with 50% of rebate funds reserved for low-income residents.

Complementary Strategic Priority Areas

- *Employer Commute Programs*
- *Information + Encouragement*
- *Land Use + Development*
- *Pricing*
- *Direct Modal Services*

Potential Partnerships

- TriMet
- Micromobility companies
- Car-share companies
- Community-based organizations and service providers



Direct Modal Services

We cannot expect people to drive less if there aren't sufficient options available to get people where they want to go. A variety of transportation options must be readily available for people to use to match the trip they need to take. Therefore increasing the number, frequency, and reliability of transportation options like transit, bike-share, scooter-share, car-share, and more is essential to decreasing demand for driving.

Theory of Change

People need reliable, available, and affordable transportation options near where they are and where they are going. Ensuring there are a variety of reliable, available, and affordable transit lines, bike-share bikes, or other modes may increase the likelihood that people will use that mode.

People worry about getting stranded when they consider using a mode other than driving. Having multiple available options can help people worry less and feel more confident that they can get where they need to go, even if something unexpected happens.

Potential to Reduce Vehicle Miles Traveled (VMT):

Potential to Reduce Structural Barriers for BIPOC, People with Low-Incomes, and People with Disabilities:

Direct modal services strategies show potential for reducing structural barriers if developed and implemented with a focus on reducing barriers to signing up for, paying for, and using the various transportation services.

Objectives

- Increase the offerings, including frequency, reliability, and hours of operation, of transportation options across the entire city
- Reduce the barriers to sign-up and use
- Provide accommodations to serve a variety of ages and abilities

Existing PBOT Work

BIKETOWN expansion: In September 2020, PBOT and Lyft launched a new fleet of 1,500 pedal-assist electric bikes for BIKETOWN, Portland's bike-share system. BIKETOWN's service area expanded to 32 square miles, including its first expansion into East Portland, encompassing the Jade District and portions of Lents, Powellhurst-Gilbert, and the Gateway area.

E-scooters: PBOT has conducted two e-scooter pilot programs, which have shown that e-scooters can help advance city goals for mobility, climate, equity, and safety. PBOT is currently setting up a long-term e-scooter program that will bring one to three e-scooter providers to our city.

Streetcar operations and potential expansion: The Portland Streetcar is part of Portland's public transit system and operates in coordination with TriMet.

Tram operations: The Portland Aerial Tram is part of Portland's public transit system and operates in coordination with TriMet and Portland Streetcar (City of Portland).

Car-share: After the abrupt closures of ReachNow and car2go in the late 2019, PBOT worked to enable the return of free-floating car-share to Portland in 2021, increasing mobility options and reducing car ownership.

PDX WAV: A program that makes reliable, safe vehicle-for-hire services more easily accessible to people using mobility devices.

Transportation Network Companies (TNCs) and Taxis: PBOT regulates the operation of TNCs, like Lyft and Uber, and Taxi companies in Portland. Based on research and observed data, the use of TNCs has increased VMT, especially in the Central City. Therefore, PBOT does not consider the promotion of using TNCs to be a strong demand management tool; however, the use of TNCs and taxis can provide mobility access for essential trips in areas and at times that aren't well served by transit and other transportation options. Additionally, TNCs and taxis can be used in safety programs, like PBOT's Safe Ride Home Program, that offers discounts on taxi and TNC rides on certain holidays like New Year's Eve and St. Patrick's Day, where we see an increase in drunk driving, so people can leave the driving to a safe and sober driver.

Implementation Recommendations

- Develop partnerships with transportation service providers to increase the offerings of transportation options across the entire city, especially outside of the central city.
- Develop solutions to address barriers to accessing and using transportation options, particularly around app-based transportation services.
- Provide cash options to serve unbanked and underbanked populations.
- Identify ways these modes can contribute to city goals, and craft regulations, service agreements, and/ or contracts to support those goals. Require data collection and evaluate their performance, modifying the regulations to achieve better outcomes and reduce unintended negative externalities.

As Seen Elsewhere

In recent years, King County Metro in **Seattle, WA** revamped their transit network by focusing on increasing the frequency of bus routes (to decrease waiting times) and ensuring various routes worked together (to improve transfers and connections to other routes). The focus on rider experience and transit reliability are two contributing factors to an increase in ridership.

Complementary Strategic Priority Areas

- *Employer Commute Programs*
- *Financial Incentives*
- *Information + Encouragement*
- *Pricing*
- *Right-Of-Way Management*
- *Land Use + Development*
- *Infrastructure Activiation*

Potential Partnerships

- TriMet
- Micromobility companies
- Car-share companies

Personal Security

Time and time again, PBOT staff hear that one of the primary barriers to using active transportation and transit is that people, especially those in Portland's BIPOC communities, are not safe in the streets.[15,16,17] Nationwide, people of color are harassed, attacked, arrested, and murdered just for using space in the street. This consistent threat looms large in the mind of some BIPOC Portlanders each time they or a family member step into our streets. White Portlanders do not have this experience nearly as often.

Theory of Change

People need to be and feel safe when taking transit, biking, walking, and rolling, or they will feel the need to travel in their own enclosed vehicle for every trip. For those without access to a car, they will avoid taking a trip or switch to other times of day when there is less risk (e.g., during the daytime) if they feel unsafe. There is no one thing that will make everyone be and feel safe. Therefore, it will take a stronger commitment from PBOT to invest in projects, like street lighting; programs, like active bystander trainings; and policies, like removing armed police from traffic enforcement, to make advancements toward a more safe environment for people moving about the city.

Objectives

- Redefine safety to include freedom from emotional, psychological, and physical harm for community members who identify as BIPOC, LBGTQIA+, and people with disabilities
- Center the real-life experience and voices of BIPOC in strategies and potential solutions

Existing PBOT Work

Transportation Justice Framework: PBOT is developing a Transportation Justice Framework, which will articulate a shared definition of transportation justice and include tools to keep the bureau accountable to its goal of becoming an anti-racist organization.

Beyond Traffic Safety: In the past, PBOT's safety work has focused largely on addressing collisions between vehicles and people traveling on Portland streets, even though solving for traffic violence doesn't address many threats BIPOC Portlanders encounter on Portland's streets, such as discriminatory policing, hate crimes, or a hostile or indifferent traveling public. Beyond Traffic Safety looks into the reasons for and impacts of this narrow focus on safety while pointing the way to the more inclusive approach Portland needs to adopt to achieve its safety, climate, and equity targets.

Active Transportation & Safety Division (ATS) Safety Messaging Campaign: We know that Portland's Black, Indigenous, Latinx, and other communities of color are disproportionately unsafe from incidents of violence and harassment in public spaces. This toolkit is one avenue for ATS staff to amplify existing community partners and resources to address some of the most pressing personal security issues in Portland.

Implementation Recommendations

- Seek out, compensate, and center the real-life experiences and voices of BIPOC in strategies and potential solutions.
- Understand how other agency partners, like TriMet, ODOT, and Portland Police Bureau affect outcomes in the street.
- Understand the role that policing and other enforcement plays in violence towards BIPOC.
- Invest in flexible funding mechanisms for community led initiatives.
- Multi-sector collaboration with related fields such as public health, schools, community service organizations, and others.

As Seen Elsewhere

We Walk: Black Walking Initiative from **Oregon** Walks: https://oregonwalks.org/we-walk/

Transit agencies in **Portland, Seattle, and San Francisco** have decriminalized fare evasion; SFMTA (in San Francisco) uses unarmed inspectors (who have received training in de-escalation and anti-bias strategies) to conduct fare enforcement rather than contracting with uniformed police officers. Meanwhile, LA Metro (in **Los Angeles**) has teams of social workers engaging with homeless people on transit agency property to connect them to resources.

During **San Francisco's** Western Addition Community-Based Action Plan, neighborhood residents were asked where they wanted to see lighting installed; SFMTA then compared that input with crash reports, transit night service, and crime reports to decide where lighting should be prioritized for equity outcomes.

Complementary Strategic Priority Areas

- *Financial Incentives*
- *Information + Encouragement*
- *Infrastructure Activation*
- *Land Use + Development*
- *Right-of-Way Management*

Potential Partnerships

- TriMet
- ODOT
- Other City of Portland bureaus
- Community-based organizations

Right-of-Way Management

A key to managing demand is managing the current right-of-way space in an efficient manner by reallocating space to prioritize sustainable and safe movement of people and goods. Instead of building more, we are using our limited resource more efficiently to move more people, by a variety of modes, in the same amount of right-of-way space. Sample strategies include reallocating vehicle lanes to transit-only lanes and bike lanes, as well as shared use spaces.

Theory of Change

If the right-of-way is designed primarily for auto travel, more people will drive for transportation. If, on the other hand, space is prioritized for people who walk, bicycle, and take transit, people are more likely to switch to those modes.

If we increase network connectivity, real and perceived safety, convenience, reliability, and legitability for non-driving modes, use will increase.

Potential to Reduce Vehicle Miles Traveled (VMT):

Potential to Reduce Structural Barriers for BIPOC, People with Low-Incomes, and People with Disabilities:

These types of right-of-way management strategies show potential in reducing structural barriers around safety, connectivity, and accessibility issues, if they are developed in areas that have a history of under-investment or have a higher proportion of BIPOC or people with low incomes.

Objective

- Build projects and allocate space on our roads that make non-driving options safe, accessible, and attractive

Existing PBOT Work

Rose Lanes: By designating dedicated "Rose Lanes," PBOT is giving buses and streetcars priority on the road in congested areas, helping more Portlanders get where they need to go more reliably and quickly.

Safe Routes To School Infrastructure Projects: As part of the Safe Routes to School Program, staff work with schools, families, and communities to identify infrastructure projects along primary routes to school sites to make routes safer and more convenient for kids to walk, bike, and roll to school. These projects can include improved crossings, marking or updating crosswalks, evaluating traffic signals, constructing walkways or shared use paths, or other projects to address traffic speeds.

2040 Portland Freight Plan: PBOT is engaging Portlanders in the development of a plan to move goods through the city while meeting our goals for a safe multimodal system that supports economic prosperity, human and environmental health, equity, and resilience. This plan may have recommendations regarding how to allocate or reallocate space to meet those goals.

Existing PBOT Work (cont.)

Streets 2035: Streets 2035 will develop a context-sensitive decision-making framework that guides space allocation in the right-of-way to better achieve citywide and bureau goals. This will reduce situations that require individual interpretation and inter-bureau negotiation and increase clarity for people wishing to develop in or adjacent to the right-of-way.

Safe Streets Initiative: This initiative supports the health, safety, and resiliency of our communities by helping to manage our public space during the COVID-19 pandemic:

- **Safer Busy Streets:** On busy streets with crowded sidewalks, PBOT made changes to provide more space and make it easier for people to stay physically distanced.
- **Healthy Businesses:** PBOT supported our many business "main streets" by providing more space for pickups and deliveries, as well as plazas for outdoor dining and retail.
- **Slow Streets:** PBOT turned sections of our low-traffic streets (known as "neighborhood greenways") into "local access only." This helps limit traffic to essential trips and deliveries. It also makes these streets more accessible for everyone, providing more space to get outside while staying close to home.

Central City in Motion: PBOT's effort to plan, prioritize, and implement transportation improvements in the city's core. Eighteen projects were prioritized through this planning effort. They include new pedestrian crossings, bus lanes, and bikeways.

Vision Zero Infrastructure projects: Redesign Portland's biggest, fastest streets that cut through Portland's communities of color and low-income communities to make them safe for people walking, taking transit and bicycling.

Small Capital Projects: PBOT's Small Cap projects are focused on multimodal network completion across the city to ensure connectivity and safety for people walking, bicycling, and taking transit across the city.

Implementation Recommendations

- Evaluate projects based on both system-wide impact (to safety, travel time, reliability, and job/retail access) and local needs.
- Projects should improve safety outcomes, as well as accessibility and comfort, for all road users. Consider the impact on the number of people using the street rather than the number of vehicles using the street.
- Implement projects to build a complete network for every mode, using street classifications to guide how streets should function for each mode of travel.

As Seen Elsewhere

The 14th Street Busway pilot project in **New York, NY,** banned private through-traffic during the day and evening, prioritizing street capacity for buses and freight. Bus speeds increased, and no increase in congestion was observed on nearby streets.

The six existing RapidRide lines in **King County, WA,** provide all-day, every-day frequent limited-stop bus service in the Seattle region. Numerous right-of-way and operational decisions help buses travel faster and more reliably, including transit signal priority, in-lane platforms with all-door boarding, queue jump lanes, and real-time arrival displays.

The Indianapolis Cultural Trail repurposed general-purpose travel lanes for a high-quality eight-mile network of separated bikeways in **Indianapolis, IN**. The new "linear park" is raised to the sidewalk level and has distinctive pavers, signs, and public art.

Complementary Strategic Priority Areas

- *Direct Modal Services*
- *Infrastructure Activation*
- *Land Use + Development*
- *Personal Security*
- *Pricing*

Potential Partnerships

- TriMet
- Developers
- Engineering contractors
- Community-based organizations
- Campus transportation managers

Land Use + Development

Land use determines how close or how far people travel to get where they need to go, and residential and commercial developments shape how people decide to travel. Working with and requiring developers to make certain types of investments or take certain types of actions can reduce transportation system impacts of new development and support the use of transportation options. Land use and development strategies may include unbundling parking and reduced or eliminated parking requirements, fee-in-lieu programs, and strategic co-location of transit and micromobility options (e.g., shared e-scooters).

Theory of Change

If effective multimodal amenities and services are present at residential developments, people are more likely to use those modes instead of driving. Therefore, these amenities, services, and infrastructure should be included in development requirements as appropriate.

Land use and development have impacts on how people move around, both by facilitating shorter trips that are more easily made without a car, and by providing services and support that make multimodal travel easier. Changing land use and development patterns will therefore result in transportation mode shift.

Objectives

- Influence new developments to be built in ways that support walking, bicycling, transit, and new mobility options
- Provide services and amenities to building residents and tenants that make it easier for them to discover, try, and use transportation options

Potential to Reduce Vehicle Miles Traveled (VMT):

Potential to Reduce Structural Barriers for BIPOC, People with Low-Incomes, and People with Disabilities:

Demand management strategies in development as a general policy is unlikely to reduce structural barriers to using transportation options due in part to the reality that low-income people are unlikely to live in new market rate developments without dedicated subsidy to make housing more affordable. However, specific strategies implemented as part of a development TDM regulation (such as modal services and improved infrastructure) can reduce access barriers, and incentives offered to residents and tenants can reduce financial barriers.

Existing PBOT Work

TDM requirement in Residential Development: Requirements are in place for buildings with 10 or more units and that are located near transit to have a transportation demand management plan ahead of gaining a building permit.

TDM in Campus Institutional Zones: Within these zones, university and medical campuses are required to submit transportation demand management plans as part of proposals for increased development or parking.

Level of Service Update Project (in progress): PBOT is investigating a move away from measuring impacts from new development in terms of level of automobile service and instead centering impacts that better align with policy outcomes, such as reducing vehicle miles traveled. Transportation demand management programs and strategies could serve as mitigation tools in new development.

Transportation System Development Charges (TSDCs): PBOT has instituted a new methodology for assisting the TSDC fees based on person trips for the type of development instead of car trips. Allowing a more accurate reflection of the reality of how trips are made in the city.

Off-street parking standards: The City of Portland develops parking standards for new developments to achieve land use, transportation, and environmental goals. Regulating off-street parking to achieve mode share objectives, promote compact and walkable urban form, encourage lower rates of car ownership, and promote the vitality of commercial and employment areas. (Comprehensive Plan Policy 9.58)

Implementation Recommendations

- Create and fund a comprehensive monitoring program to ensure that TDM requirements are implemented, including staff time for enforcing penalties if requirements are not met.
- Work with researchers to determine the longer-term mode shift impact of demand management requirements and adjust the developer requirements and menu of options to emphasize the most effective strategies.
- Close coordination between TDM staff and development review staff, including participation of TDM program staff in meetings with developers and permit applicants.
- Promote equitable development and mitigate the harm of displacement faced by vulnerable communities because of Portland's growth, development, and public investment.

As Seen Elsewhere

The **City of San Francisco, CA** has what many consider to be the model North American developer TDM policy. To receive a development permit, developers must have their TDM plan approved by the city. Each building must achieve a specific score, and there is a menu of scored options that can be combined to meet that overall target score.

The **City of Seattle, WA** requires that major institutions create a master plan and convene ongoing advisory committees to address transportation impacts, among other issues. Institutions must pass this hurdle before they can expand or develop a new site.

Complementary Strategic Priority Areas

- *Direct Modal Services*
- *Financial Incentives*
- *Information + Encouragement*
- *Pricing*
- *Land Use + Development*

Potential Partnerships

- Developers
- Property managers
- TriMet
- Micromobility companies
- Employers
- Campus transportation managers
- Tenant advocacy organizations
- Community-based housing organizations

Employer Commute Programs

Employers can help or hinder their employees' choice of commute mode (transit, bicycling, or other options). Policies and programs that result in an encouraging workplace culture, benefits, and infrastructure that support transportation options, while discouraging driving alone, can lead to fewer drive-alone commute trips. Strategies may include, but are not limited to, parking cash out programs, pre-tax transit passes or other financial incentives for employees, encouragement and messaging to employers/employees about non-drive-alone transportation options, telecommute policies, vanpool/carpool programs, and on-site services and benefits.

Theory of Change

Programs and policies that require employers to offer strong transportation demand management support at the workplace leads to fewer people driving alone to work.[18,19,20]

Reducing or eliminating employer-provided incentives to drive (primarily paid parking, but potentially also valet parking, company cars, and requirements that employees drive personal cars for business purposes) will reduce drive-alone commute rates by making driving less financially attractive and less of a workplace norm.

People who shift their work trips are more likely to shift other trips as well, and this positive spillover effect will affect others in their household as well.[21] The effectiveness of some employer commute programs may change based on trends we are seeing during the COVID-19 pandemic.

Potential to Reduce Vehicle Miles Traveled (VMT):

Potential to Reduce Structural Barriers for BIPOC, People with Low-Incomes, and People with Disabilities:

Commute Trip Reduction programs traditionally reach office or higher-wage workers, leaving out workers who work off-peak schedules or outside of office settings—who are disproportionately BIPOC, people with low incomes, and people with disabilities, and those who face additional barriers related to transit service availability, schedule unpredictability, and personal security and safety concerns of traveling at off-peak times.

Objectives

- Work with employers to affect changes to workplace policies and benefits that encourage the use of transportation options
- Remove or reduce the provision of free parking at worksites
- Coordinate with statewide and regional Commute Trip Reduction efforts

Existing PBOT Work

Telecommute Policy Development Report: PBOT is conducting research to explore best practices in telecommute policies, to inform potential city actions to advance transportation system gains from sustained increases in work-from-home mode splits.

Consulting for individual businesses: PBOT offers consultations with employers seeking to boost awareness and use of transit and biking options. PBOT staff provide trip planning resources and are available to present at company meetings on transit and bike commute solutions.

Bike and Walk Bucks: Benefits-eligible City of Portland employees can earn $50 for each month that they walk, bike, or roll for their commute to work.

Implementation Recommendations

- Work with employers and parking providers to manage parking. One very effective strategy is to charge for parking on a daily per-use basis (rather than monthly/annual or free parking); this encourages employees to consider their mode choice each morning, increasing flexibility, reducing power of habit, and giving people a financial motivation not to drive.
- Support employers in offering services and benefits that support transportation options, such as financial incentives and subsidies, information/encouragement, flexible schedules, and telework policies.
- Develop and promote strategies that benefit service workers and those who do not work "9-to-5" schedules, such as food service, cleaning/custodial, manufacturing, etc.

As Seen Elsewhere

Washington State's Commute Trip Reduction ordinance and program is the best known in North America. The law requires that large employers in the most populated parts of the state a) survey their employees over time to determine how they get to work, and b) create and implement a TDM program to reduce drive-alone commute trips over time.

Seattle Children's Hospital and Gates Foundation both offer only daily parking charges to their employees.

The **Bay Area Rapid Transit (BART)** system successfully piloted a rewards program to shift travel away from peak times, and numerous transit systems around the country are currently exploring reward systems in which riders earn points with each ride.

Durham, NC, used a "bus lottery" to increase transit ridership among city employees. People earned an entry to the lottery each time they used their employer-issued transit pass (which was free to the employee).

The **City of Austin, TX**, lets employees earn up to 16 additional PTO hours by avoiding a drive-alone commute to work.

Complementary Strategic Priority Areas

- *Direct Modal Services*
- *Financial Incentives*
- *Information + Encouragement*
- *Land Use + Development*
- *Pricing*

Potential Partnerships

- Employers, including those outside of the downtown core
- Go Lloyd and other TMAs
- Business Associations
- TriMet
- Metro
- Oregon Department of Transportation (ODOT)
- Oregon Department of Environmental Quality (DEQ)
- Enterprise TDM management platform vendors (e.g. LUUM)
- Developers
- Property Managers

Infrastructure Activation

PBOT regularly delivers infrastructure projects that improve transportation options or improve safety, and, separately, conducts outreach and promotion of transportation options. Coordinating these two actions—providing outreach, promotion, education, and incentives to the very people who can best use newly-improved facilities—is a highly effective demand management investment. Local examples include Go by Greenways, Foster/Powell Activation, and the "Catch the Orange" TriMet MAX Orange Line Launch.

Theory of Change

When a project improves non-driving modes (e.g., making transit travel time more reliable), conducting outreach in concert with the project can lead more people to change their behavior than if no outreach had been done.

A change to the external environment—such as street design—can cause people to be more open to changing their own behavior.

Objectives

- Leverage infrastructure investments to engage people and encourage active modes
- Connect with people who live or work near newly-improved transportation facilities to inform them of their enhanced walking, bicycling, or transit options and to encourage them to try new modes

Potential to Reduce Vehicle Miles Traveled (VMT):

Potential to Reduce Structural Barriers for BIPOC, People with Low-Incomes, and People with Disabilities:

Similar to information and encouragement efforts, infrastructure activation alone is unlikely to reduce structural barriers to using transportation options. However, the infrastructure improvement itself may reduce structural access and safety barriers, and those improvements can then be shared with community members through activation that specifically centers reaching community members.

Existing PBOT Work

Go by Greenways: Scavenger hunt campaign that encourages people to explore new neighborhood greenways through gamification.

Traffic Playgrounds and Playspaces: PBOT's Safe Routes to School Program installed temporary traffic playgrounds and playspaces that provide children and families a fun space to learn rules of the road away from street traffic.

Implementation Recommendations

- Use geographically targeted outreach strategies, such as geofenced social/digital media, door-to-door outreach, and direct mail.
- If appropriate community-based organizations already exist to serve a corridor or nearby community (such as a Business Improvement District), invite them to be campaign partners.
- Emphasize the specific benefits the new infrastructure and service improvements can have for people who live or work on the corridor. For example, highlight travel time savings and accessibility to jobs and services, reliable travel times, and conditions that may make trips more enjoyable.

As Seen Elsewhere

The **New York City** DOT created a brochure, did business outreach, and used many communication channels to help New York residents and employees successfully use the 14th St Transit and Truck Priority corridor.

King County Metro in **Seattle, WA** hosts their In Motion community-based TDM campaigns in tandem with a number of RapidRide bus rapid transit service launches.

Complementary Strategic Priority Areas

- *Direct Modal Services*
- *Financial Incentives*
- *Information + Encouragement*
- *Personal Security*
- *Pricing*

Potential Partnerships

- TriMet
- Micromobility companies
- Community-based organizations
- Community newspapers, radio, and other media outlets

Information + Encouragement

Information and encouragement campaigns are designed to help people discover non-driving transportation options, try them out, and gain confidence in using them. Information and encouragement programs may include communications and advertising, community events (e.g., Sunday Parkways), direct outreach, and comprehensive social marketing programs that combine strategies (e.g., SmartTrips).

Theory of Change

Many people do not know how or why to use non-driving modes, and that is why they continue to drive. Providing them with information about and opportunities for using other options will result in some people trying a new mode.

Some people are open to changing their transportation mode but haven't taken action and continue to drive. Encouragement activities provide support, motivation, and social norming that results in some people trying a new mode and sticking with it.

Objectives

- Provide people with information about transportation options that are available to them and how to use them successfully
- Offer opportunities and promotions for experiential learning and habit formation

Potential to Reduce Vehicle Miles Traveled (VMT):

Potential to Reduce Structural Barriers for BIPOC, People with Low-Incomes, and People with Disabilities:

Information and encouragement efforts are unlikely to reduce structural barriers to using transportation options for any particular group. When designed for a specific audience and in collaboration with community-based organizations, service providers, or community members to deliver programming in culturally appropriate and relevant ways, including in languages other than English, these efforts can help to address barriers associated with information and encouragement. Additionally, information can include resources on how to use transportation options that people may be unfamiliar with, making them an effective complement to strategies that are focused on reducing structural barriers.

Existing PBOT Work

SmartTrips New Movers: Comprehensive program for new or relocating Portland residents that incorporates a highly effective individualized marketing methodology, which delivers packets and personalized emails to residents who wish to learn more about all their transportation options.

Portland By Cycle: Guided bike rides and skill-building classes offering information and a supportive setting for adults new to the area or just getting back on a bike.

Sunday Parkways: These monthly open streets events (from May to September) promote healthy active living and active transportation through a series of free events and the opening of the city's largest public space—its streets—to walking, biking, and rolling.

It's RECESS Time: RECESS is a Portland Safe Routes to School program offering activity ideas and wellness tips to 6th through 9th grade students while they are distance learning.

Safety Lesson Videos for Youth & Families: The Safe Routes to School Program created short online videos to invite students and family to learn about traffic safety and tips for biking, skating, and rollerblading.

Implementation Recommendations

- Information and encouragement may be most effective as a prospecting strategy, identifying "warm leads" who are interested in learning more about transportation, and in combination with other strategies, such as incentives or activation of new infrastructure.
- Employ evidence-based strategies and test assumptions to design the most effective programs.
- Create information and encouragement materials that are culturally relevant and appropriate, are representative of diverse audiences in their imagery, and can be delivered in languages other than English and through trusted channels for the specific audience (i.e., reaching people where they already are, in ways they want to be reached).
- Employ information and encouragement through a variety of media (e.g., printed material, text messages, videos, and in-person events).
- Establish a central information repository that is publicly available and highly accessible.
- Develop information programs that reach people at various stages of life with tailored messaging - school age, young adults, people with kids, retirees.

As Seen Elsewhere

The **San Francisco** Bicycle Coalition offers a range of events, classes, and materials to help parents learn how to bicycle with small children in tow.

The GoSaMo Transportation Management Organization (TMO) in **Santa Monica, CA,** offers a New Resident Welcome Packet for downtown residents, and hosts Lunch & Learn events at workplaces.

GoDCGo in **Washington, DC,** creates custom Get Around guides for hotels to provide to tourists and guests.

Arlington Transportation Partners in **Arlington, VA,** offer a range of services, including vanpool services, assistance with developing telework policies, corporate relocation management services, brochures, bikeshare, commute planning, and more for employers, developers, schools, and hotels.

Complementary Strategic Priority Areas

- *Direct Modal Services*
- *Employer Commute Programs*
- *Financial Incentives*
- *Infrastructure Activation*
- *Land Use + Development*
- *Personal Security*
- *Pricing*

Potential Partnerships

- Community-based organizations
- Community media
- Local businesses

Where Do We Go From Here?

This document lays the decision-making framework to guide our transportation demand management work now and into the future. It defines transportation demand management and outlines the Vision, Principles, and Strategic Priority Areas that will help us advance our mobility, climate, safety, and equity goals.

We know we cannot achieve those goals without implementing the most effective demand management policies, programs, and projects. PBOT has worked with state and regional partners ODOT, Metro, Portland State University, and various private sector partners to undertake research and modeling efforts to better understand the efficacy of various transportation demand management strategies at reducing VMT (Appendix A). In addition, staff have had conversations with community members about what strategies would address barriers to transportation (Appendix B). This work helped us understand what actions will work best, and what actions have strong community and partner support.

Our implementation of specific actions will be iterative and sequenced, but should also be informed by data, so what do we know right now?

Pricing policies are key in reducing VMT

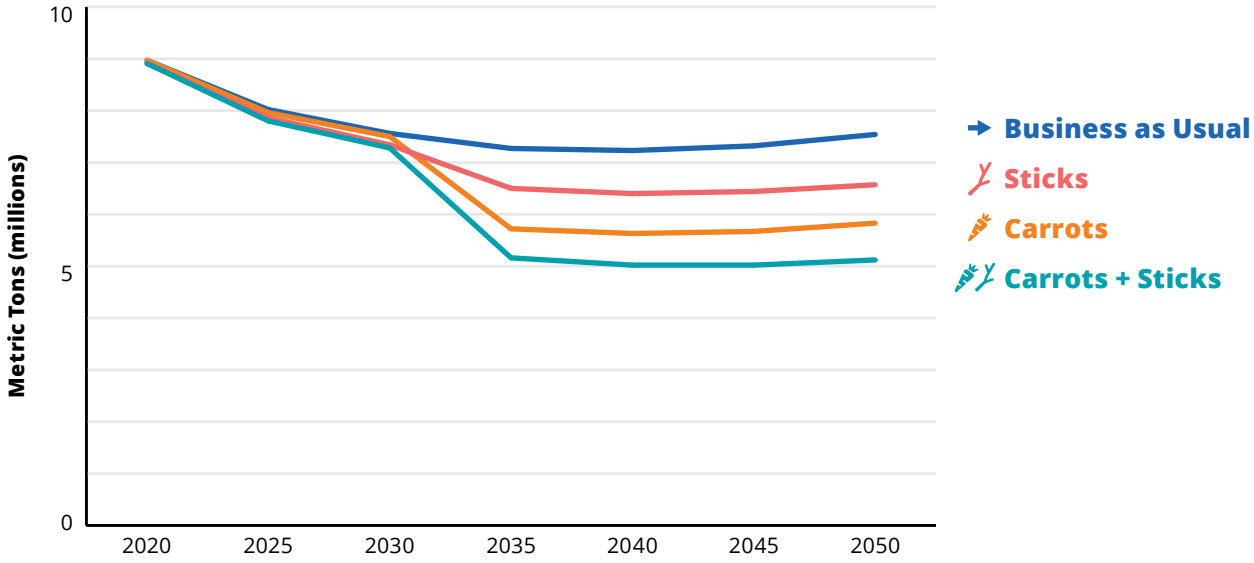
Analysis indicates that pricing policies, like charging for parking or congestion pricing, generally reduce VMT more than other demand management strategies. Across the board, the various analyses and research showed that implementing pricing policies will reduce single-occupancy vehicle trips and support more efficient and climate-friendly modes of transportation. Ongoing analysis will allow us to learn more about the efficacy of individual pricing policies at reducing VMT and managing demand in an equitable manner.

Combine pricing with other strategies

Pricing is a powerful strategy, but it will work best when it is supported by other strategies. PBOT undertook a modeling exercise (see chart below) to compare performance of four different scenarios ("business as usual," carrots only, sticks only, and carrots + sticks); we found that combining pricing with other strategies, such as financial incentives and direct modal services, resulted in the greatest reductions in VMT and greenhouse gas emissions.

Additionally, when we listen to feedback from community-based organizations about demand management strategies that have the biggest potential to reduce structural barriers for BIPOC, people with low incomes, and people with disabilities, it is strategies like financial incentives to reduce transportation costs, and providing more frequent and reliable options, that are often the most impactful to helping people reach the places they seek to go.

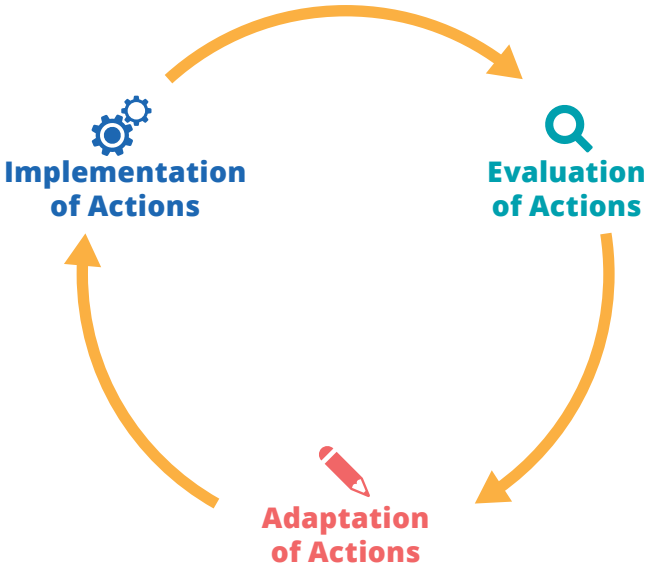
Projected annual greenhouse gas emissions within the Portland metropolitan area's Urban Growth Boundary



Framework for future decisions

Reducing VMT is one important metric to assess the effectiveness of demand management strategies. However, PBOT knows that reducing VMT without also reducing barriers to using walking, biking, transit, and shared micro-mobility will not actually improve mobility for everyone.

As we look ahead to selecting, prioritizing, and implementing the most effective demand management strategies, The Way to Go Plan will serve as a framework for decision-making. We will continue to use an iterative and data-informed approach where we look to qualitative and quantitative data to inform what and how we implement demand management programs, policies, and projects.



VisionEval Strategic Assessment

PBOT is working with Metro and ODOT to apply VisionEval, a strategic planning tool, to use evidence to prioritize and sequence the transportation and land use actions that are most likely to cut local and regional transportation greenhouse gas emissions and help meet climate targets and transportation justice goals.

The tool can evaluate individual TDM strategies in combination with other city-led, regional, and state policies, programs, and investment actions. These policies, programs, and actions are grounded in Portland's Transportation System Plan and build on Metro's Climate Smart Communities strategy.

Modeling scenarios will help planners envision Portland's future and anticipate expected outcomes related to system-wide and census block-level carbon emissions, mode share, vehicle miles traveled, public health, and resilience to broader emerging trends. VisionEval will model results for 2020 to 2050 in five-year intervals.

Early Actions

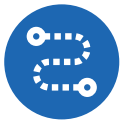
The following are a selection of near-term (current to 2 years) actions to get the bureau moving towards managing demand and advancing our mobility, climate, and equity goals.

Pricing

- The Pricing Options for Equitable Mobility Taskforce voted to adopt foundational statements, guiding principles of pricing for equitable mobility, and recommendations to City leadership. The following are a summary of the recommendations:
  - *Create a flexible commuter benefits program requiring employers that provide free or subsidized parking to offer their employees that parking value in taxable cash income or alternative transportation benefits.*
  - *Create new priced on-street parking permit and meter districts.*
  - *Develop and implement a fee on privately-owned, off-street parking lots.*
  - *Accelerate implementation of the 2018 Performance-Based Parking Management policy.*
  - *Develop and implement a fee on urban delivery.*
  - *Modify the existing fee structure on private for-hire transportation.*
  - *The City should advocate for amending the Oregon state constitutional restriction that limits use of funds generated through taxes on motor vehicles.*
  - *Truly dynamic demand-based parking pricing.*
  - *A locally controlled Road Usage Charge (RUC).*
  - *Continued exploration of a Central City cordon.*
- Develop proposal to reduce or eliminate funding barriers for historically underserved neighborhoods in PBOT's Area Parking Permit Program, such as a surcharge earmarked for those communities.

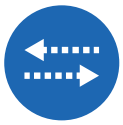
Financial Incentives

- Continue to implement the Transportation Wallet in Central Eastside and NW Parking District - including Golden Wallet and Frontline Worker Wallet.
- Develop Transportation Wallet Digital App for delivery of Transportation Wallet in Parking Districts.
- Deliver the Pilot 2.0 of Transportation Wallet for Residents of Affordable Housing.
- Implement the New Housing Wallet (for the TDM in Residential Uses development requirement).
- Develop proposals to streamline the financial incentive delivery using a Racial Equity-Centered Results-Based Accountability Framework.
- Develop sustainable funding proposals for an equity-centered, comprehensive (citywide) Transportation Wallet program.



Direct Modal Services

- Develop and implement a permanent shared e-scooter program.
- Expand BIKETOWN service area to new neighborhoods to reduce barriers to BIPOC and low-income community members and increase bike fleet to 2,500. Expand the BIKETOWN for All program for people living on low incomes.
- Increase the number of adaptive e-bikes to serve people with disabilities in the Adaptive BIKETOWN program.
- Continue to grow partnership with TriMet to increase transit service and frequency.
- Explore additional shared mobility pilot programs to increase transportation options in Portland.
- Investigate opportunities to increase service frequency of Portland Streetcar to improve reliability and access for users.

 **Personal Security**	• Continue to implement the Active Transportation & Safety Personal Safety Messaging Campaign. • Complete the PBOT Transportation Justice Framework and use it to develop next steps for the Beyond Traffic Safety project to redifine safety to include freedom from threat and fear of emotional, psychological, and physical harm for Black, Indegenous, and People of Color in the right-of-way.
 **Right-of-Way Management**	• Implement the Rose Lane Phase 1 project list and further develop proposed projects from the Phase 2 candidate corridors for project development. Seek additional funding to advance more projects. • Implement pandemic recovery phase of Slow Streets with a focus on installing permanent traffic calming on neighborhood greenways and neighborhood walkways. Redeploy temporary materials at new pilot locations. • Implement multimodal capital projects, including key projects to ensure connectivity and safety for people walking, bicycling, and taking transit across the city. • Complete 2040 Portland Freight Plan. • Complete the Streets 2035 Project to develop context-sensitive decision-making framework that guides space allocation in the right-of-way.
 **Land Use + Development**	• Develop cost-benefit analysis of Zoning Code demand management requirements. • Complete the Level of Service Update Project grounded in a demand management framework. • Inventory North American best practices of unbundling of parking in commercial uses in the city code.

Employer Commute Programs	• Strengthen the state ECO (Employer Commute Options) Rule through the Department of Environmental Quality (DEQ) administrative rule update process. • Complete Telework Report and identify early actions to continue to promote telework to Portland employers and employees. • Investigate a parking cash-out program, requiring employers that provide free or subsidized parking to offer their employees that value in taxable cash income or alternative transportation benefits. • Develop options to incorporate employer commute program strategies geared toward off-hour commute trips, night-shift workers, and others that that are not currently served by Employer Commute Programs into existing PBOT programs.
Infrastructure Activation	• Integrate demand management into PBOT Capital Delivery process (financial set aside for activation and commitment to pre/post evaluation). • Implement Go By Greenways Campaigns for Flanders Crossing and Blumenauer Bridge. • Develop and implement Healthy Back to School's School Streets Program. • Refine Sunday Parkways with a greater focus on Neighborhood Greenways and capital project activation.
Information + Encouragement	• Launch the SmartTrips Info Hub to provide digital delivery of the SmartTrips programming. • Implement the second pilot phase of the Transportation High School Academy. • Deliver SRTS campaigns: RECESS!, Healthy Back to School, Metro - Drive Like it! • Integrate Portland Streetcar into demand management programs • Develop and implement Bike Education programming in Parkrose elementary schools.

ENDNOTES

1 *TriMet. https://trimet.org/about/performance.htm#weekly*

2 *PBOT Analysis from PBOT traffic counters using a combination of volumes from permanent loops and temporary tubes throughout the city. Link (not yet public) https://10ay.online.tableau.com/t/pbottableau/views/TrafficReportDraft_15940750515880/CovidTrafficReport?:showAppBanner=false&:display_count=n&:showVizHome=n&:origin=viz_share_link*

3 *PBOT Analysis from tube counters. Link (not yet public): https://10ay.online.tableau.com/t/pbottableau/views/TrafficReportDraft_15940750515880/CovidTrafficReport?:showAppBanner=false&:display_count=n&:showVizHome=n&:origin=viz_share_link*

4 *National Bureau of Economic Research, 2020. "COVID-19 and Remote Work: An Early Look at US Data" https://www.nber.org/papers/w27344.pdf*

5 *2020 data is still preliminary, complete 2020 crash data not available until 2022. PBOT Analysis of Portland Fire and Rescue Data. Link (not yet public): https://10ay.online.tableau.com/t/pbottableau/views/TrafficSafety/SafetyDashboard/michael.espinoza@portlandoregon.gov/677a4d63-ed28-41e3-bdbe-92dca16d450b?:display_count=n&:showVizHome=n&:origin=viz_share_link*

6 *Center for American Progress, 2020. https://www.americanprogress.org/issues/women/reports/2020/04/23/483846/frontlines-work-home/*

7 *The Council for Democratizing Education defines anti-Blackness as being a two-part formation that voids Blackness of value, while systematically marginalizing Black people and their issues. The first form of anti-Blackness is overt racism. Society also associates non-politically correct comments with the overt nature of anti-Black racism. Beneath this anti-Black racism is the covert structural and systemic racism that categorically predetermines the socioeconomic status of Blacks in this country. The structure is held in place by anti-Black policies, institutions, and ideologies. The second form of anti-Blackness is the unethical disregard for anti-Black institutions and policies. This disregard is the product of class, race, and/or gender privilege certain individuals experience due to anti-Black institutions and policies. This form of anti-Blackness is protected by the first form of overt racism.*
Source: The Movement for Black Lives.

8 *Bloomberg, 2018. https://www.bloomberg.com/news/articles/2018-09-06/traffic-jam-blame-induced-demand*

9 *Science Direct. https://www.sciencedirect.com/science/article/abs/pii/S0001457517302476*

10 *Bike Portland. https://bikeportland.org/2016/01/25/low-income-households-drive-much-less-than-high-income-households-173261*

11 *A theory of change articulates how we think our program actions support our desired outcomes and results (goals). They explain the mechanism by which we believe change comes about, and thus the rationale for investing in this Strategic Priority Area. Theories of change can be expressed through larger program-level diagrams showing resources, actions, outcomes, and results, but for this plan we are focusing on a shorter statement about the mechanism at work. These statements reveal our assumptions about how we accomplish behavior change. The assumptions can and should be tested on an ongoing basis through examining academic literature and through PBOT's own evaluation work; as PBOT refines its understanding of which theories of change are best supported by evidence, that insight should be used to prioritize those programs and refine their components.*

12 *This assessment is supported by research completed by Fehr & Peers in 2019 for selected strategies where impact data were available.*

13 *This assessment is based on professional opinion of team members with input from community partner organizations.*

14 *Status quo bias is one type of cognitive bias that involves people preferring that things stay as they are or that the current state of affairs remains the same.*

15 *FBI states that hate crimes were at their highest rate in a decade in 2019 (https://www.bbc.com/news/world-us-canada-54968498).*

16 *Blacks and Hispanics made up 90% of jaywalking citations in NYC in 2019 (https://www.theguardian.com/commentisfree/2020/jun/17/us-jaywalking-laws-target-people-of-colour-they-should-be-abolished).*

17 *Research studies in Portland and Las Vegas found drivers are much less likely to stop at crosswalks for Black than white pedestrians (https://trec.pdx.edu/research/project/733/Exploring_Racial_Bias_in_Drivers%27_Behavior_at_Pedestrian_Crossing, https://www.wbur.org/hereandnow/2017/03/24/study-drivers-pedestrians-black).*

18 *Kuzmyak, JR, JE Evans and R Pratt, 2010. "Employer and institutional TDM strategies." TCRP Report 95, Ch. 19*

19 *Hamre, Andrea and Ralph Buehler, 2014. "Commuter Mode Choice and Free Car Parking, Public Transportation Benefits, Showers/Lockers, and Bike Parking at Work: Evidence from the Washington, DC Region." Journal of Public Transportation, 17 (2): 67-91.*

20 *Bueno, Paola Carolina, Juan Gomez, Jonathan R. Peters, and Jose Manuel Vassallo, 2017. "Understanding the Effects of Transit Benefits on Employees' Travel Behavior: Evidence from the New York-New Jersey Region." Transportation Research Part A: Policy and Practice 99 (May 1, 2017): 1–13.*

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