SCC Policy & Implementation Committee Briefing: Transportation Strategy and Potential Actions

September 1, 2026

PBOT
PORTLAND BUREAU OF TRANSPORTATION

Briefing Agenda

- Overview of City's Urban Form & Transportation Strategy
  - Example actions and considerations/opportunities in each strategy area

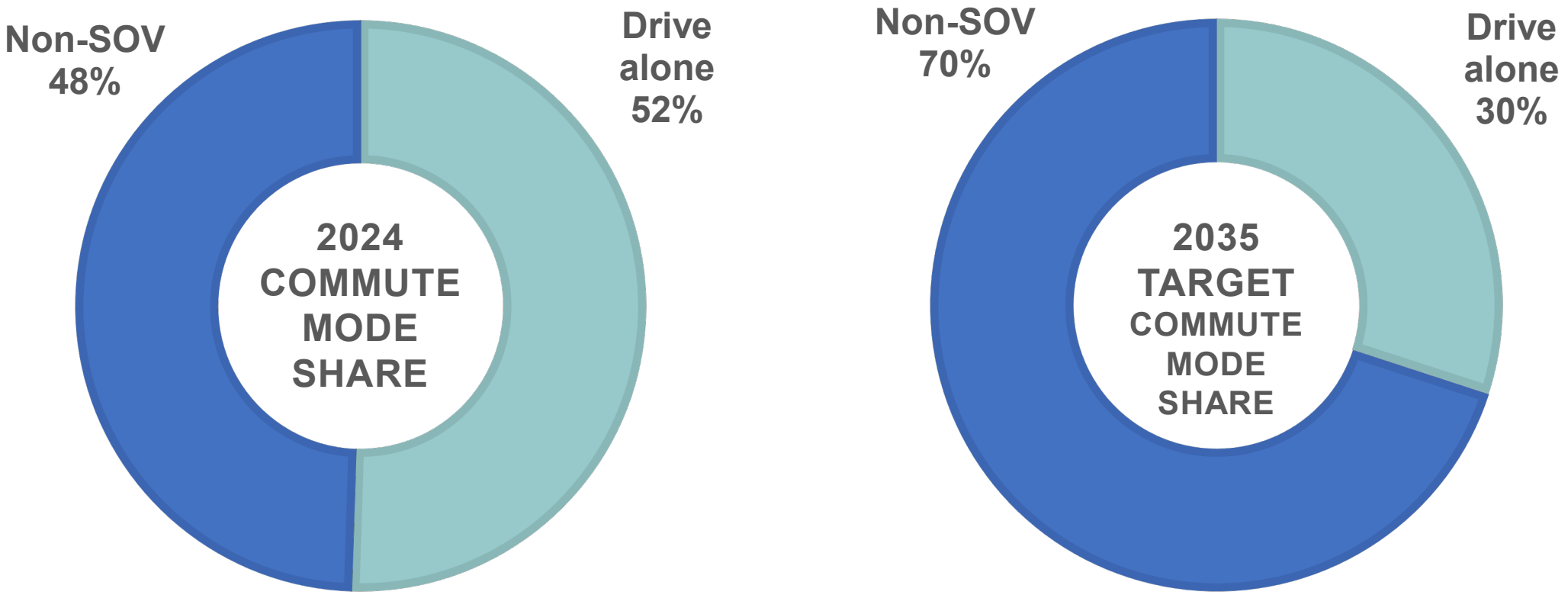
- Will address potential transportation near-term "Stretch" Actions identified by this Committee
  - *POEM implementation & congestion pricing*
  - *Climate-smart street surfaces*

Portland's Urban Form & Transportation Strategy

- Advances mutually reinforcing strategies for greatest impact
- Addresses key drivers of climate pollution while delivering co-benefits for safety, access, affordability, and economic opportunity
- Recognizes need to prepare for adaptation and resiliency
- Grounded in City Core Values to ensure equitable benefits and burdens

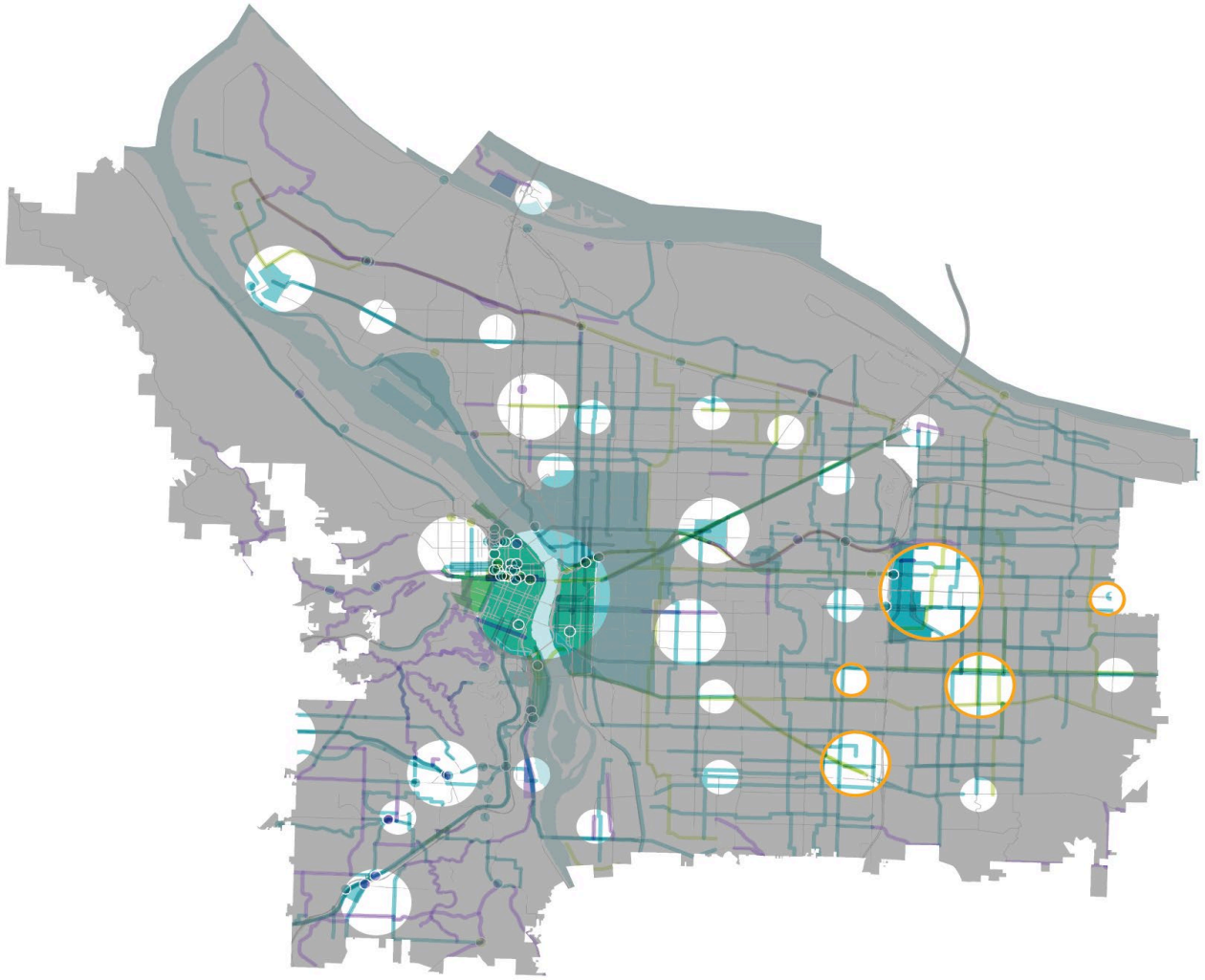
Plan & Build

Transportation System Plan mode shift goals

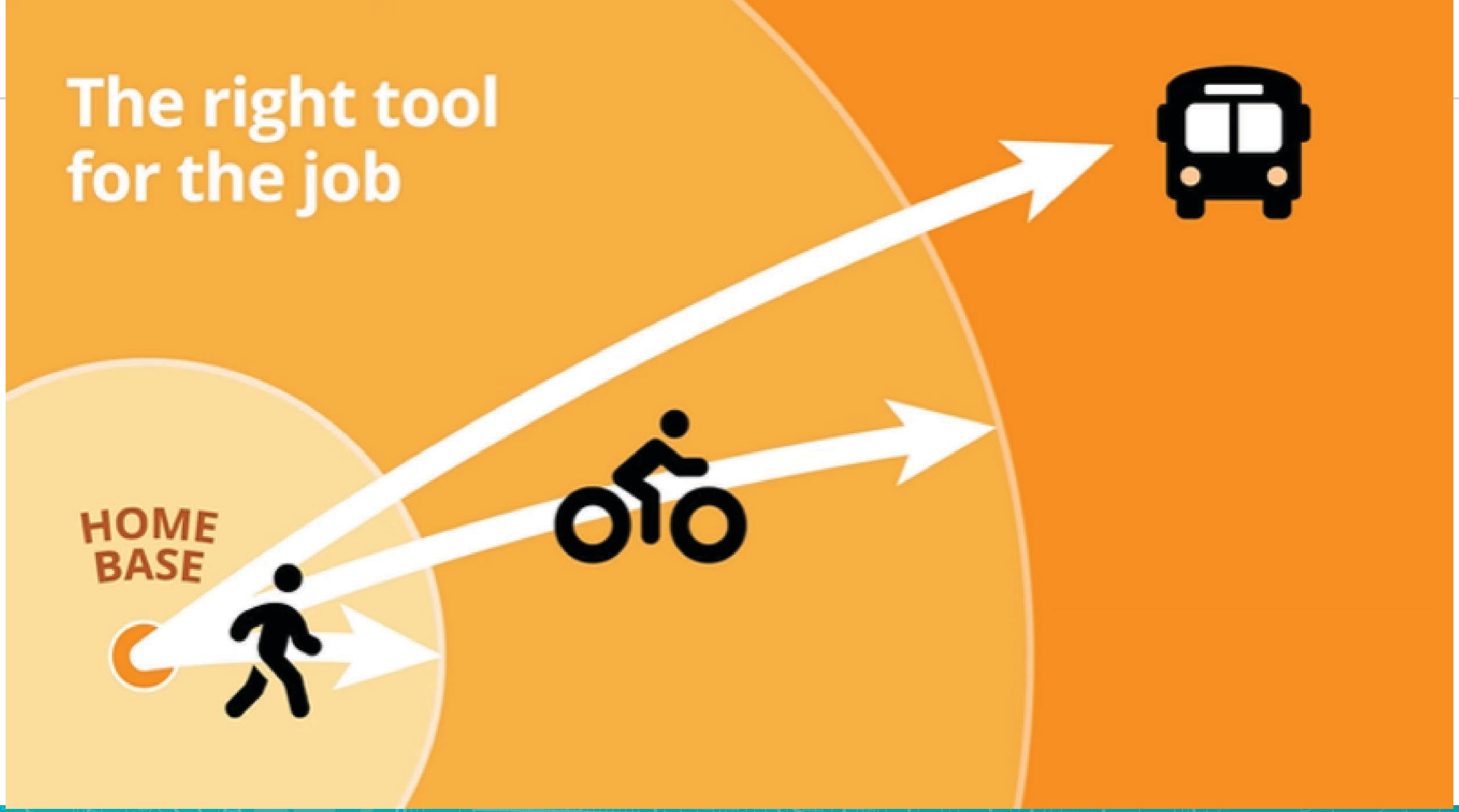


Creating a balanced system

Oriented around our **Centers and Corridors** Land use Growth Strategy



The right tool for the job



Building A Better Portland

- Within available funding, PBOT is making capital improvements both large and small to build out our multimodal networks across the city.
- Providing community members with safe, convenient ways to get around while reducing GHGs.
- PCEF has also been a key partner in advancing key community priorities, such as Building a Better 82nd Ave/82nd Ave Transit Project.
- PCEF has also funded small- and medium-scale capital investments to improve and connect biking, walking, and transit networks.
- Projects also support our land use vision and housing development (Montgomery Park Area Plan and Portland Streetcar Expansion and Lower Southeast Rising), also with PCEF support.

Plan & Build Considerations

- Billions of need already identified with much less funding available, despite PCEF and new revenue streams approved by Council (primarily maintenance to address backlog)
- Significant success in securing federal funding under previous Administration/IIJA
- But now face major challenges, with grants clawed back and current funding priorities and politicization not aligned with our goals
- State funding crisis creates significant ongoing risk for PBOT due to 50/30/20, even with TUF/SDRF
- Local funding for multimodal transportation improvements will be essential to implement planned projects in the Transportation System Plan

Clean Fuels & Vehicles

Example Strategies, Role and Activities to Support Vehicle Electrification

- Goal: Expand public charging access to Portlanders who cannot charge at home
  - City will not own, operate or maintain chargers curbside
  - Utilities and EVSE companies will be permitted to install chargers in ROW
  - Cord Covers for SF homes with no garage
- Goal: Electrification of High Impact Opportunities
  - Developing Action Plan to electrify high mileage drivers like Lyft/Uber, taxis
  - Enabling curbside micromobility charging infrastructure for personal + shared fleets

Capacity to advance strategies has been dependent on unstable funding situation

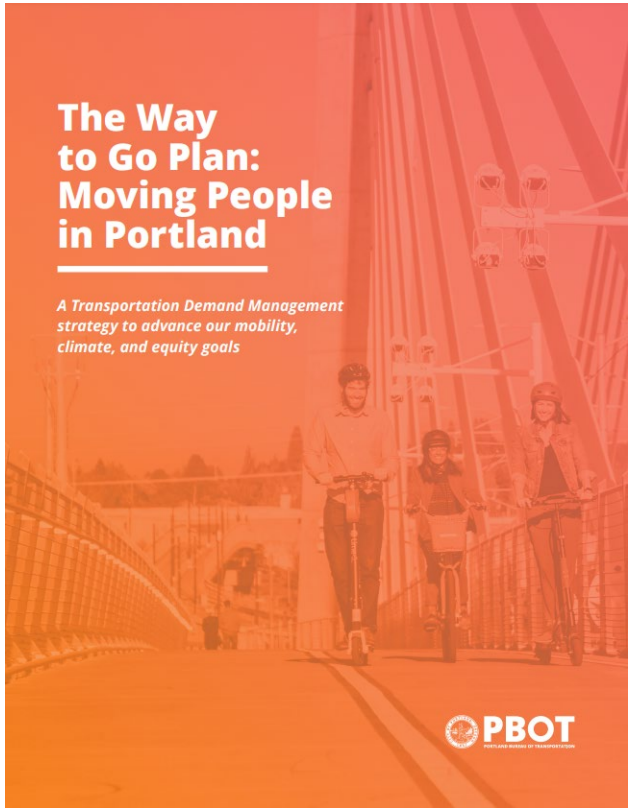
Project	Description	Timeline	Amount	Status
US DOE Park & Charge Grant	Implementation of EV Charging in the ROW with PGE + PAC	August 2024 – October 2026, with plans to extend to December 2027	$3.5M	US DOE seeking to terminate as of 10/10/2026
US DOE Communities Taking Charge Grant	Policy development & implementation of e-mobility hubs with micromobility & carshare	Award notification January 2024 Grant agreement never provided	$2M	US DOE "reviewing to determine alignment with administrative priorities"
High Mileage Vehicle Electrification Action Plan	Conduct engagement & research. Received C40 technical assistance + PCEF matching funds	Fall 2025 – Fall 2026	$185k (PCEF SP15)	In progress. Action Plan will be done by EOY
ODOT Innovative Mobility Program Planning Grant	Develop policy for curbside micromobility charging	Summer 2026 – December 2027	$200k	In progress. Phase 2 funding application coming soon
LACI City Climate Innovation Challenge	Participate in cohort + get funding to implement curbside charging w/ It's Electric	Spring 2026 – December 2027	$140k	Stalled: Contracting challenge w/ It's Electric
PGE Drive Change Fund	It's Electric curbside chargers in neighborhoods w/ HMV drivers	January 2027 – February 2028	$500k	Unknown, awards announced September

Clean Fuels & Vehicles Considerations

- Strategic priorities and action plans developed, but funding is key for project development and implementation
- Program success has been primarily externally funded
- As with Plan & Build, significant success under previous Administration/IIJA now challenged, with grants clawed back and future funding curtailed
- Major need/opportunities in next PCEF cycle and future budget cycles to provide local funding stability

Reduce Miles Driven

Reduce
Miles Driven
through pricing, policy,
regulations, incentives, and activation.
-50%
by
2030
Plan & Build
connected communities through
land use, projects, right-of-way
mgmt, and direct modal services.
Clean Fuels
& Vehicles
through clean fuel standards and
electrifying remaining trips.
Adapt and prepare for resiliency


The Way
to Go Plan:
Moving People
in Portland
A Transportation Demand Management
strategy to advance our mobility,
climate, and equity goals
PBOT

Pricing

Equitable Mobility & Managing Demand
Pricing
Financial Incentives
Direct Modal Services
Personal Security
Right-of-Way Management
Land Use + Development
Employer Commute Programs
Infrastructure Activation
Information + Encouragement

Pricing Options for Equitable Mobility (POEM)

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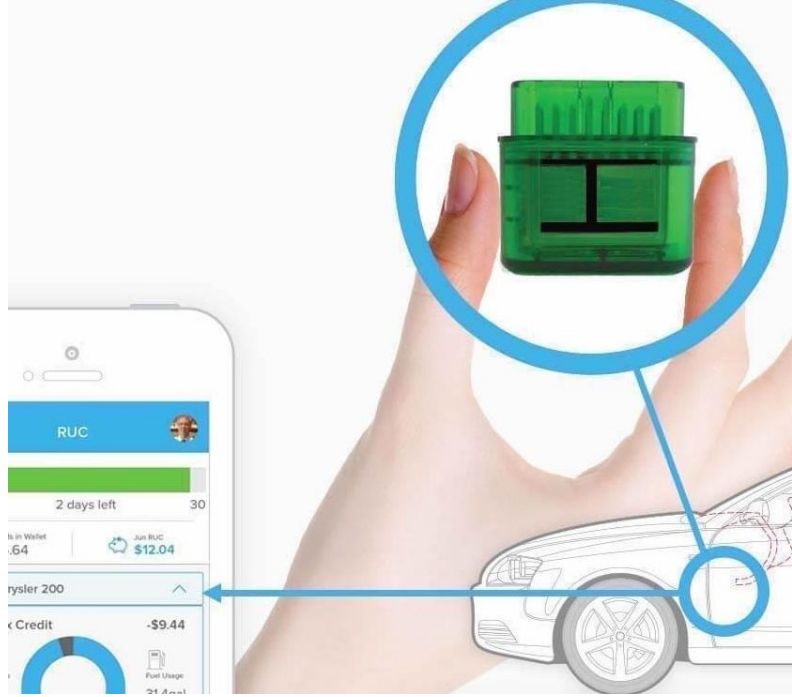
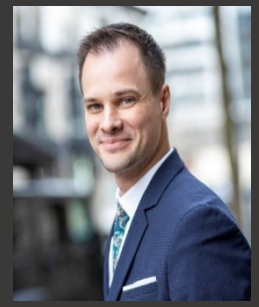
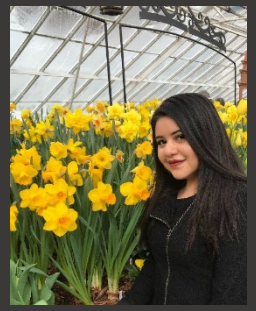
What is “Pricing”?

- Charges for driving or using roadway space
- Helps people consider the “value” of that space and impacts of driving
- Prices can vary based on many factors



Could we use new pricing strategies in Portland to improve mobility, address the climate crisis and move toward a more equitable transportation system?





Moving to Our Future:

Pricing Options for Equitable Mobility

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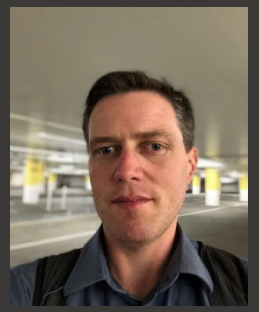
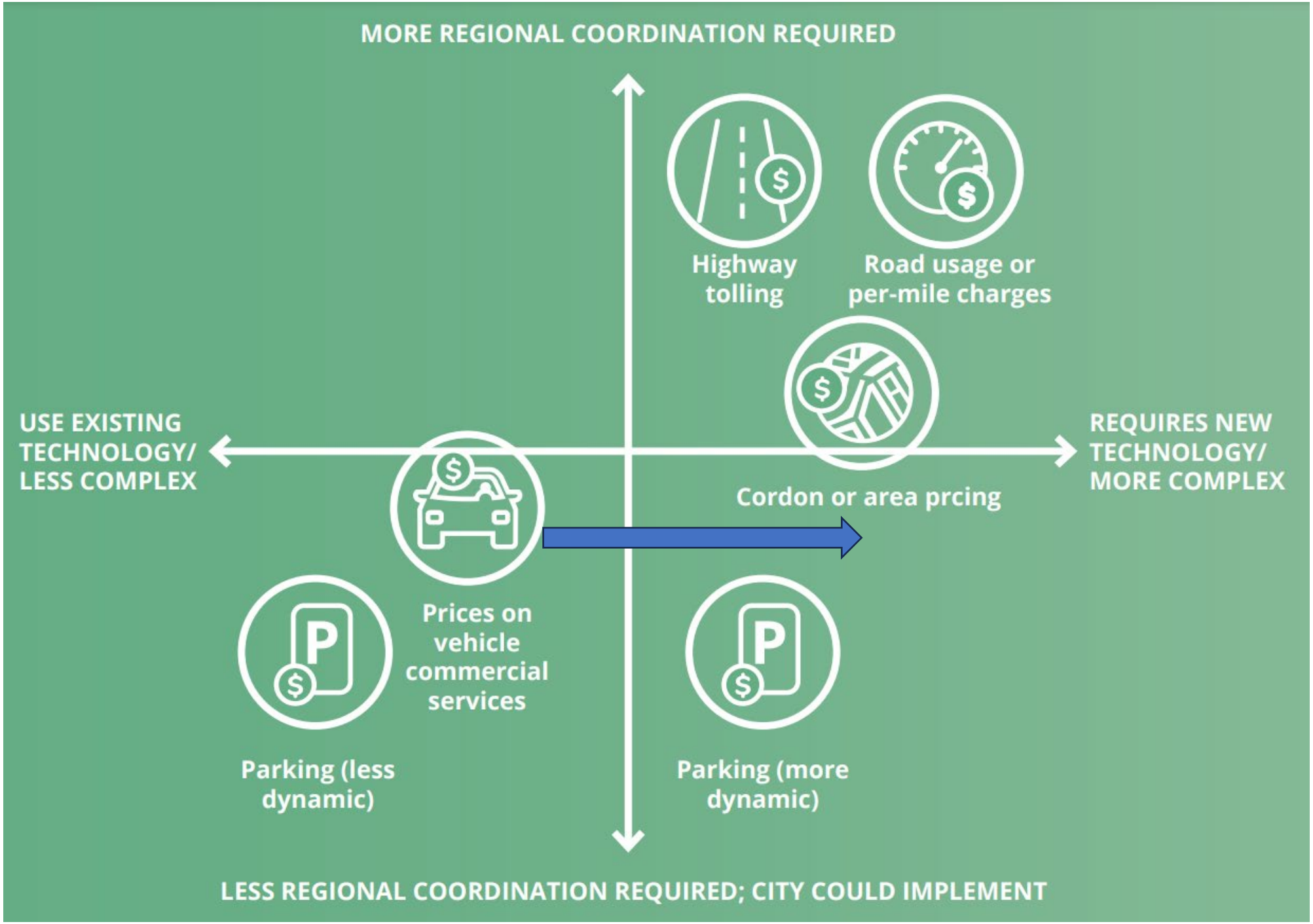


The Task Force process

- ✓ Met for 18 months (Jan. 2020-July 2021)
- ✓ Learned about the history of transportation in our region
- ✓ Developed an Equitable Mobility Framework
- ✓ Analyzed 5 types of pricing
- ✓ Received presentations from international experts
- ✓ Reviewed technical modeling information
- ✓ Voted on recommendations

Which “Pricing”?

POEM Project explored five types of pricing strategies

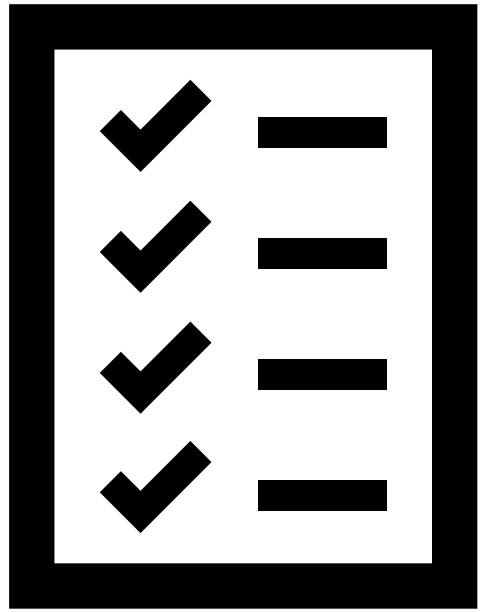

MORE REGIONAL COORDINATION REQUIRED
Highway tolling
Road usage or per-mile charges
USE EXISTING TECHNOLOGY/ LESS COMPLEX
REQUIRES NEW TECHNOLOGY/ MORE COMPLEX
Cordon or area prcing
Prices on vehicle commercial services
Parking (less dynamic)
Parking (more dynamic)
LESS REGIONAL COORDINATION REQUIRED; CITY COULD IMPLEMENT

Nearer-term recommendations (advance in 1-3 years)

- Flexible commuter benefits program (including parking cash out)
- Fee on urban delivery to reduce miles driven
- TNC fee to reduce miles driven
- Fee on private, off-street parking lots
- New priced on street parking permit/meter districts
- Accelerate Performance-Based parking

Nearer-Term Actions: Implementation Status

- **Flexible commuter benefits program (incl. parking cash out):**
  - Metro RTO grant supporting relationship building with businesses to determine benefits needs and options
- **Fee on urban delivery to reduce miles driven:**
  - Initial research completed
- **TNC fee to reduce miles driven:**
  - New impact fee implemented
- **Fee on private, off-street parking lots:**
  - Downtown Demand Dynamics have made this challenging in near-term
- **New priced on street parking permit/meter districts:**
  - N/NE Parking Management Action Plan awaiting Council action
- **Accelerate Performance-Based parking:**
  - Updating Parking Management Manual and engaging with Council on parking management best practice



Longer-term recommendations

Continue exploring strategies that could have wider system benefits but may take longer to develop:

- **Truly dynamic demand-based parking pricing**
- **Locally controlled Road Usage Charge**
- **Central City cordon** (not as highly recommended due to initial modeling results)

Complementary strategies

- Public transit
- Bike and pedestrian infrastructure and programs
- Safety infrastructure and programs
- Incentives and financial support
- Electric vehicle and clean fuel shifting strategies
- Affordable housing connected to multi-modal options
- Land use policy to create more connected, inclusive neighborhoods
- Direct financial support to Portlanders living on low-incomes

Tolling in Oregon/Portland Metro: Timeline of Key Actions

- December 2019: Governor Brown issues EO launching tolling studies, including Regional Mobility Pricing Project (RMPP) on I-5 & I-205 (which was a potential prelude to congestion pricing in the state/region).

- March 2024: Governor Kotek paused ODOT's work on RMPP pending legislative direction.

- September 2025: HB 3991 repealed Oregon Transportation Commission's regional toll program and ends mandate to design, implement, and collect regional tolls.

  - Replaced projected toll revenue streams with other transportation revenue mechanisms (such as state fuel taxes, vehicle registration surcharges, and transit payroll taxes) to fund infrastructure.
  - Implementation of IBR tolling program shifted to WSDOT/WSTC in October 2024, with Bi-State Subcommittee providing unified policy direction and setting toll rates.

    - NOTE: The WA Legislature prohibited tolling on WA side of I-205 in 2023 (RCW 47.56.902).

Considerations for POEM implementation/congestion pricing

- Pandemic fundamentally altered some key dynamics informing POEM recommendations.
- While PBOT continues to advance research and assesses opportunities for POEM implementation, these actions take longer term development.
- Pricing can be both a policy tool and a revenue tool. It is difficult to design to accomplish what can be competing goals.
- POEM identified that equitable mobility requires using revenue from pricing to support complementary strategies like transit, which remains challenging in extremely constrained transportation funding environment.
- Recognizing PIC's interest in congestion pricing, tools outside of the city's control (e.g., RUC or cordon pricing) will require state action and regional coordination – will be good to understand what type of pricing PIC is thinking.

Adapt & Prepare for Resiliency

Past & Current Practices

- Permeable Pavement
  - Examples include porous asphalt, pervious concrete, and permeable pavers
  - Current Regulations: BES Stormwater Management Manual
  - Typically, BES & PBOT collaborative projects
- Low Carbon Concrete
  - Piloted lower-embodied carbon concrete mixes
  - Established requirements for Global Warming Potential thresholds in 2020 for all projects over 50 cubic yards
- Recycled Materials
  - Asphalt, concrete, rock and dirt from existing right of way infrastructure are recycled and used as aggregate and backfill
  - City approved asphalt mix designs include 30% recycled materials

Westmoreland Project (2005)

S Pendleton & S Kelly Ave PBOT ADA corner Improvement

Opportunities

- **Underway**: Revising GWP standards for low carbon concrete (Lead: City Sustainable Procurement Program Manager)

- **Planned**: BES & PBOT Columbia Blvd permeable pavement project (BES & PBOT Capital Project Management)

- ***Opportunity***: Piloting of cool pavement materials (PBOT Pavement Manager)

Cool Pavement Overview – Smart Surfaces Coalition Research

Types of
"Cool Pavement"

Photocatalytic

TiO_2 Pavement Rejuvenator

Image Credit: Charleston Co Government

Solar-Reflective

Reflective Asphalt Sealcoat

Image Credit: City of Phoenix

Epoxy-Fortified Acrylic Seal

Image Credit: City of LA

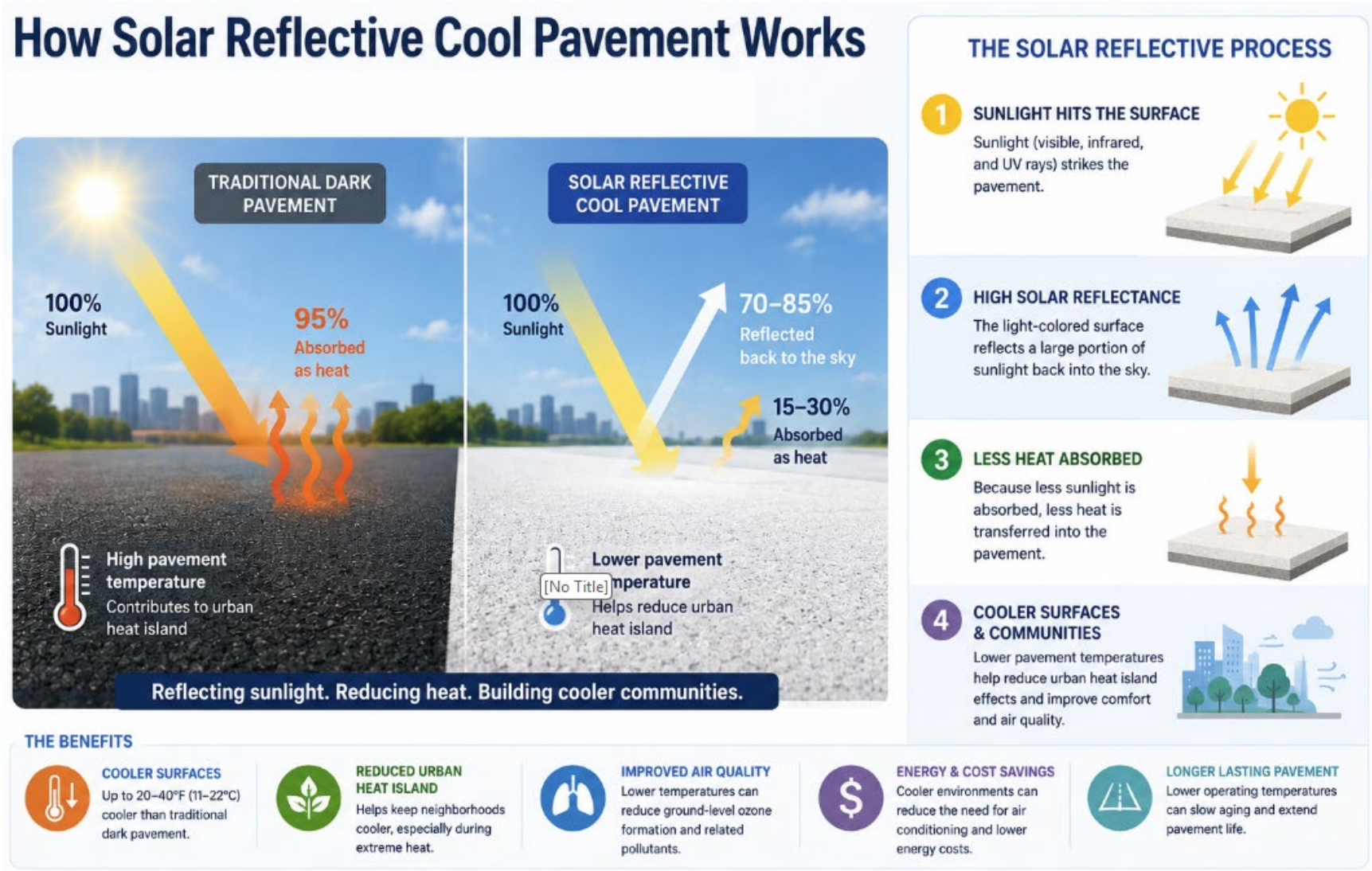
Polymer Modified Overlay

Image Credit: OXCON Systems

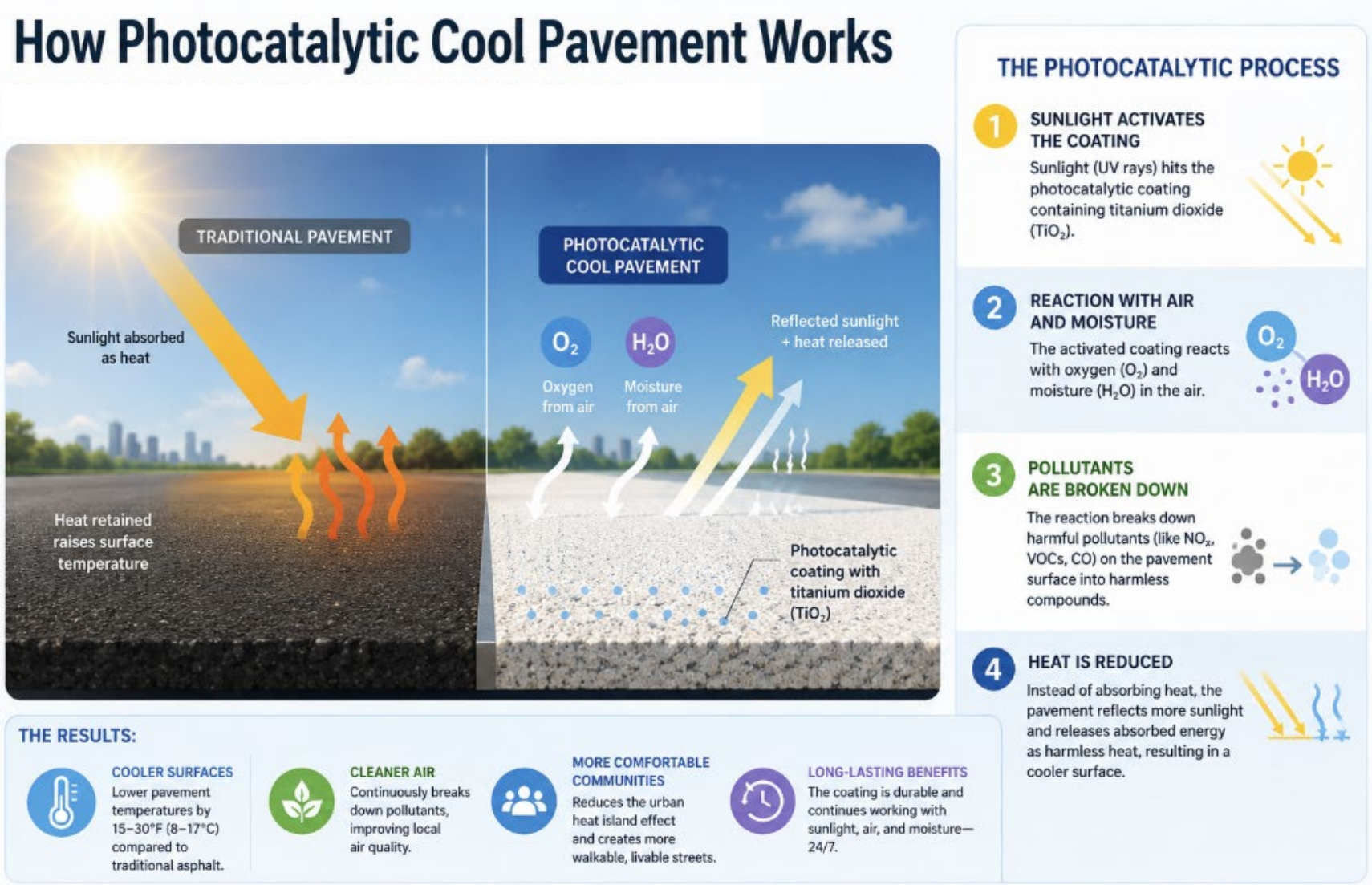
Alternative Mixes

Image Credit: Asphalt and Aggregates

Solar Reflective Cool Pavement Overview



Photocatalytic Cool Pavement Overview



Technology Type	Cost	Lifespan	Uses	Conventional Alternative
Reflective Asphalt Emulsion Sealcoat	$0.60-$0.80/ft²	~5-8 years	Residential roads, parking lots, and other low-traffic asphalt in good condition.	Sealcoat
Epoxy-Fortified Acrylic Seals	$0.65-$0.95/ft²	~5-8 years	Residential roads, parking lots, and other low-traffic asphalt/concrete in good condition.	Slurry seal
Polymer Modified Concrete Overlays	$2.00-4.00/ft²	~8-10 years	Suitable for virtually all traffic volumes and road conditions.	Microsurfacing
Polymer Binder + Light-Colored Aggregate	~$180-$225 per compacted ton in the road	25+ years	New road construction or rehabilitation	HMA
Photocatalytic Pavement Rejuvenators	$0.33-$0.44/ft²	~7 years	Suitable for virtually all traffic volumes. Asphalt or concrete in good condition with no previous coatings or seals.	Fog seal

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Other City Examples - Pilots

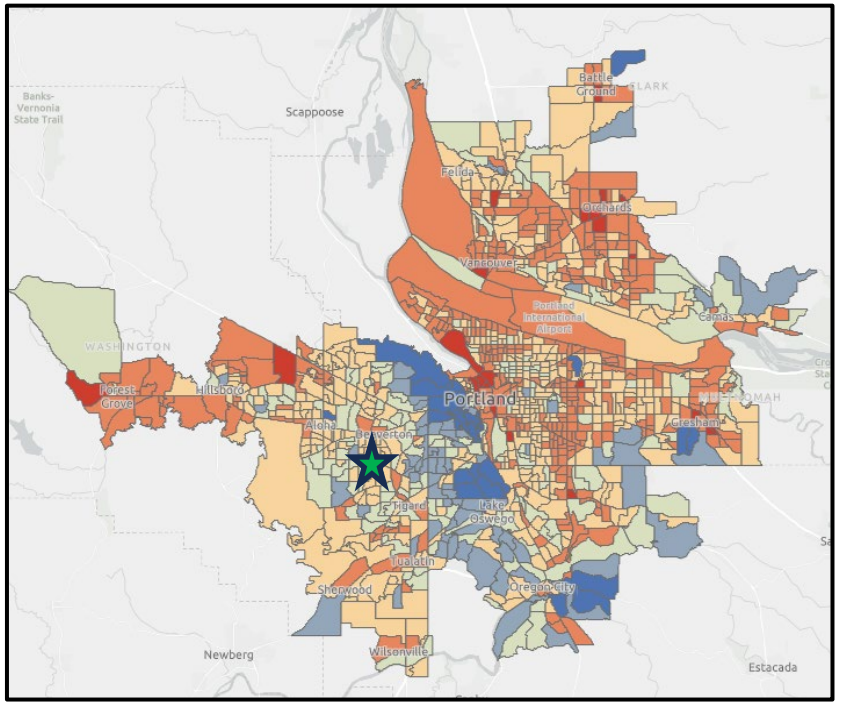
City	Program Effort	Funding Sources
Los Angeles, CA	Tested reflective pavement coatings on residential streets and other locations as part of its urban heat-island strategy.	**City climate / sustainability funding + outside grant/research support.** LA's pilots have been connected to its broader climate and heat-mitigation initiatives rather than a dedicated pavement revenue source.
Phoenix, AZ	Applied reflective coating to neighborhood streets and monitored surface temperatures and pedestrian-level conditions.	**City of Phoenix GO bond funding**, with the pilot associated with the City's broader heat-response and sustainability work; research/technical partners have also supported evaluation.
Sacramento, CA	Investigated high-albedo/reflective pavement as part of urban heat and climate-resilience efforts.	**Climate/resilience and transportation funding**, including state-supported climate programs where eligible.
San Jose, CA	Explored cool pavement and reflective surface strategies as part of heat-island reduction and climate-resilience efforts.	**City climate/environmental programs and grant funding**, rather than a dedicated cool-pavement fee.

What other cities are learning

- **Don't treat all pavement as a candidate:** The technology and application need to match pavement condition, traffic, climate and maintenance requirements.
- **Target the treatment geographically:** The greatest value comes from putting cooling interventions where people experience heat and not where pavement condition is worst.
- **Measure performance:** A pilot should establish a baseline and measure temperature, reflectivity, durability, cost comparisons, and maintenance requirements over several years.
- **Pair pavement with other cooling strategies:** Cool pavement shouldn't be presented as a replacement for trees or shade, but as one layer in a portfolio of urban heat interventions.
- **Potential Limitation**: Materials have not been applied in areas with high volume of rain or where snow and ice is routinely treated

Considerations for Cooling Pavement Next Steps

- **Local evidence is needed:** Portland's climate and pavement conditions differ from cities where cool pavement is more established; pilots can validate benefits, costs, and durability.
- **Target strategically:** Prioritize locations where cooling can provide the greatest community benefit (e.g., high heat exposure, low tree canopy, and high pedestrian activity).
- **Cooling Corridors Opportunity:** Cool pavement should complement, not compete with, trees, shade, stormwater, and other heat mitigation investments.
- **Understand lifecycle implications:** Product selection, maintenance, pavement performance, appearance, and long-term costs need to be evaluated before scaling.
- **Establish the path to implementation:** Determine appropriate funding, ownership, standards, and criteria for moving from pilots to a broader PBOT program.
- **Potential Area of Funding**: Target city-owned surface lots (e.g., PBOT Maintenance Operations Lot)



Source: Metro Heat Island Map

Summary: Considerations for Near-term transportation "Stretch" Actions

- **Area with most potential for near-term action:**
  - Target city-owned surface lots (e.g., PBOT Maintenance Operations) for Smart Surfaces piloting in conjunction with Cooling Corridors, *if funding is identified*
- **Areas needing longer-term strategy and advocacy:**
  - *Plan/Build*: $ billions of need to implement plans, with less federal and state support; TUF is primarily maintenance focused given major backlog
  - *Clean Vehicles and Fuels*: Need local funding to backfill loss of federal support and maintain momentum
  - *Reducing VMT* (*POEM/Congestion Pricing*): Most technically complex and politically challenging for local and state action. Lowest hanging fruit already implemented, with "carrots" far easier to implement than "sticks." Complementary strategies must be in place to ensure equitable outcomes and political viability, but major unfunded needs will require more than pricing revenue can provide.

Thank you!
Questions and Discussion