PBOT
PORTLAND BUREAU OF TRANSPORTATION

1120 SW Fifth Ave, Suite 1331, Portland OR 97204
Phone: 503-823-4000 Portland.gov/Transportation

Millicent D. Williams Director

TO: Portland City Council Members and Offices
FROM: Francesca Jones, Senior City Planner and 2045 TSP Project Manager
Eric Hesse, Supervising Planner for 2045 TSP
CC: Millicent Williams, Director; Shoshana Cohen, Chief of Staff; Kristin Hull, Planning and Project Delivery Group Director
DATE: May 29, 2026
RE: **Memo 1: 2045 Transportation System Plan Status Update and Request for Feedback on Draft Vision, Goals, and Objectives**

Purpose of this memo

The Portland Bureau of Transportation (PBOT) is preparing the 2045 Transportation System Plan (TSP), the state-mandated 20-year plan that guides the City's transportation policies, programs, and capital investments. We are requesting **Council review and feedback** on the draft **vision, goals, and objectives for the future of our transportation system**, which are foundational to the remainder of the TSP work program. This memo summarizes **why the TSP is being updated**, **where we are in the process**, **what role the vision, goals, and objectives play**, and **the upcoming timeline including planned Council touchpoints**.

Why we are updating the TSP

Portland is required to update its TSP to comply with significant new state mandates adopted in 2022 through the **Climate Friendly and Equitable Communities (CFEC)** rulemaking process. CFEC represents the most substantial change to Oregon's Transportation Planning Rules in decades, reshaping how cities plan, prioritize, and invest in their transportation systems. The CFEC rules require Portland to demonstrate that its 20-year transportation project list and supporting policies will **reduce climate pollution, advance equity, and shift travel away from single-occupancy vehicles** while working within reasonably projected financial capacity. The TSP must maintain consistency with Statewide Planning Goals, Transportation Planning Rules, Regional Transportation Plan, and Portland's Comprehensive Plan for it to be acknowledged by the State and for the City to build identified project priorities through our Capital Improvement Program.

It is the policy of the City of Portland that no person shall be excluded from participation in, denied the benefits of, or be subjected to discrimination in any city program, service, or activity on the grounds of race, color, national origin, disability, or other protected class status. Adhering to Civil Rights Title VI and ADA Title II civil rights laws, the City of Portland ensures meaningful access to City programs, services, and activities by reasonably providing: translation and interpretation, modifications, accommodations, alternative formats, and auxiliary aids and services. To request these services, contact the Portland Bureau of Transportation at 311 (503-823-4000), for Relay Service & TTY: 711.

Process status and progress to date

The 2045 TSP update process began with scoping and work planning in early 2024 and is supported by a Technical Advisory Committee (TAC) that formed in January 2025 made up of City of Portland staff and representatives from relevant jurisdictional and agency partners. The planning process is also supported by a diverse Community Advisory Committee (CAC) that kicked off in June 2025, made up of residents from across each district who represent a variety of transportation perspectives and experience in community development, safety, equity, health, climate, and business interests. Ultimately, to take full effect and ensure the City is in legal compliance, the 2045 TSP must go through the formal legislative process for adoption, including a draft being recommended to City Council from the **Planning Commission**, adopted by **City Council** (currently scheduled for summer 2027), and acknowledged by the State of Oregon **Land Conservation and Development Commission**.

One of the first steps in the 2045 TSP update process has been developing a vision, goals, and objectives for the future of Portland's transportation system. The vision, goals and objectives are the overarching framework which other key plan elements are reflective of, including key community outcomes to be evaluated in developing the project list and performance measures for the transportation system. Through iterative engagement over the past several months with our TAC, CAC, Planning Commission, and subject matter experts, as well as equitable community engagement that provided the project team with over 3,000 community wishes for the future of Portland's transportation, the project team has shaped draft vision, goals, and objectives. The project team has begun applying these to the existing 2035 TSP to identify policy gaps and develop aligned revisions, reviewed by our TAC and CAC. The project team has also developed draft project evaluation criteria consistent with state's Transportation Planning Rules and relevant goals and objectives, which have also been reviewed by our TAC and CAC. The evaluation criteria will then support project prioritization into a financially constrained and unconstrained list. Per the updated TSP rules, cities are now only allowed to develop, fund, and construct projects through their Capital Improvement Programs that are on their TSP's financially constrained project list.

Because the vision, goals, and objectives cascade through every subsequent decision, we are seeking Council feedback prior to applying them in subsequent process steps. Beginning in summer 2026, the project team will apply the project evaluation criteria and begin engagement with the TAC, CAC, and broader community to inform the draft major capital projects list. We will seek Council input on major capital projects list before assembling a public review draft of the TSP.

About the vision, goals, and objectives

The vision, goals, and objectives represent the **guiding policy framework** for the Transportation System Plan.

They answer:

- **Vision:** What do we want Portland's transportation system to do for our community?
- **Goals:** What core outcomes and values should guide all transportation decisions?
- **Objectives:** What measurable, actionable steps demonstrate progress toward each goal?

Together, the vision, goals, and objectives shape:

- The **policies** that will be adopted in the TSP
- The **project evaluation criteria** (i.e., how we measure whether proposed investments advance our goals)
- The **development of future modal plans, street classifications, and project lists**
- How we address and monitor **equity**, **climate emissions**, **access to key destinations**, **system safety**, and **infrastructure resilience**
- Consistency with **state-required metrics**, including network completeness, access to destinations, transit speed and reliability, safety on the high injury network, and more

Council feedback requested

We are seeking Council feedback on the working draft vision, goals, and objectives, specifically these questions:

1. **Does the draft Vision reflect what Portland's transportation system should achieve by 2045?**
2. **Do the goals and objectives capture Council priority outcomes for Portland's transportation system?**

Your guidance will directly inform:

- Finalization of the policy framework;
- Development of the project evaluation methodology;
- Preparation of the constrained major capital project list; and
- Alignment of the TSP with Council's broader policy priorities

Next steps

Below you will find the draft vision, goals and objectives for your reference. We would also like to offer Council office briefings to discuss the update process to date and provide more detail on the draft vision, goals and objectives and their intended uses in the TSP. The briefing information staff can provide includes:

- Comparisons of past and current goals and objectives;
- How community feedback has already shaped revisions;
- How goals and objectives connect to regulatory requirements;
- How needs and projects are identified per state requirements;
- Examples of how objectives translate into project level prioritization; and
- Draft project evaluation criteria and the project prioritization process

Between the Council office briefings we are offering and the opportunity to brief the relevant Council committees, we look forward to your important feedback and guidance as we move into the next stages of this work plan.

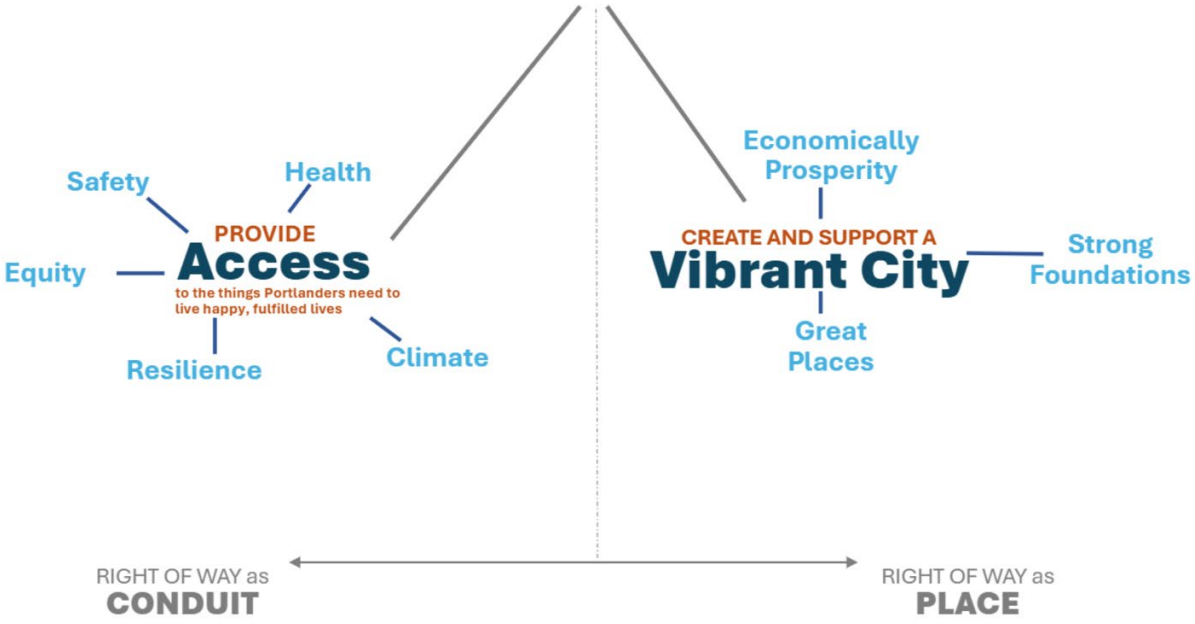
Draft 2045 TSP Vision

Portland's transportation system connects people to opportunity, supports a strong economy, and helps create safe, healthy, and vibrant communities.

We're building a future where everyone can get around easily, affordably, and sustainably—no matter who they are or where they live. Our streets will be well-maintained, welcoming places for people, goods, and services to move safely and efficiently. With community partnership and transparent leadership, we're investing in a transportation system that repairs past harms, strengthens neighborhoods, and prepares Portland for a climate-resilient future—one that is equitable, joyful, and boldly Portland.

DRAFT 2045 TSP Goals and Objectives

Transportation GOALS:
What do we want our transportation system to do?



This graphic represents how the following goals and associated objectives expressing key community outcomes for Portland's transportation system relate to two distinct core functions of rights of way PBOT manages.

In the case of the Provide Access goal, which represents the transportation system acting as a "Conduit" for connecting systems users for what they need to access to thrive, we can think of these goals as articulating HOW we want to be providing that access, including Safely, Equitably, Healthily, Sustainably and Resiliently.

For the Vibrant City function, which represents the transportation system acting as a "Place" for desired activity to occur, we can think of these goals as articulating WHAT we want the transportation system to create and support, including an Economically Prosperous city that is built on Strong Foundations and features Great Places that people love.

Right of Way as "Conduit"

Access

Goal

Portland's transportation system ensures all Portlanders can reach the places they need to live happy, meaningful, and fulfilled lives - including jobs, schools, services, and places of community gathering.

Objectives

- **Complete multimodal networks**: Build pedestrian, bicycle, and transit networks that prioritize active transportation and reach every corner of Portland.
- **Key Destinations:** Prioritize network gaps near key destinations – including schools, community centers, and grocery stores.
- **Complete Communities**: Align transportation investment with land use to support walkable, efficient, mixed-use neighborhoods.
- **High-quality transit and the last mile**: Support fast, frequent, reliable transit available to everyone—day and night. Extend the reach of transit by supporting connecting services like bikeshare, carshare, and ride hailing services.
- **Intuitive wayfinding**: Improve the ability of Portlanders to understand and navigate the transportation system to get where they want to go. Provide information, encouragement, and incentives to expand the range of transportation options available to Portlanders.

Safety

Goal
Portland's transportation system can be used without fear of injury or harm. The transportation system protects people from traffic violence, supports personal security, and prioritizes access for vulnerable road users.

Objectives
- **Vision Zero:** Eliminate traffic deaths and serious injuries
- **Safe speeds:** Manage driving speeds to support multimodal interactions
- **Safe streets:** Prioritize safety investments that reduce the risk of high-impact collisions, improve visibility, and expand safe pedestrian, biking, and rolling infrastructure.
- **High injury network:** Prioritize safety investments in high-crash areas, retrofitting high crash streets and intersections with crash reduction treatments
- **Vulnerable users:** Design for vulnerable users including children, elders, people with disabilities, pedestrians, people on bikes, and people using micromobility devices; also prioritize communities most impacted by traffic violence

Health

Goal
Portland's transportation system supports Portlanders' health by creating opportunities for active travel, cleaner air, quieter and more comfortable streets, and stronger social connections.

Objectives
- **Healthy air:** Reduce emissions and exposure by expanding zero-emission modes, zero-emission zones and creating buffers between people and vehicle exhaust.
- **Healthy movement:** Support regular physical activity by completing pedestrian and bicycle networks and prioritizing transit connectivity.
- **Healthy soundscapes:** Reduce noise pollution and exposure by reducing excessive roadway noise and creating buffers between people and noise sources.
- **Healthy streetscapes:** Reduce urban heat, foster connections to nature, and support healthy watersheds by reducing paved area and integrating trees, shade, and greenery.
- **Healthy connection:** Foster social connection and mental well-being by expanding shared public spaces, design that encourages interaction, and community-led activation.

Climate

Goal
Portland's transportation system helps fight climate change by reducing transportation-related emissions.

Objectives
- **Low-carbon options:** Make walking, rolling, cycling and transit more attractive than driving by investing in safe and convenient multimodal networks while pricing driving in accordance with its climate impact. Expand use of low-carbon transportation modes by providing reduced-cost programs for those otherwise unable to afford low-carbon transportation travel.
- **Complete communities:** Prioritize and encourage multimodal transportation investment and use in places with concentrations of destinations, the city's Centers and Corridors.
- **Green fleets:** Support the transition of public transit, municipal, private-for-hire fleets, and other private fleets to electricity and cleaner fuels.
- **Charging infrastructure:** Expand public availability of EV and e-bike charging infrastructure, especially where it is harder to charge at home, such as in multifamily housing.
- **Embodied carbon:** Minimize embodied carbon in our transportation infrastructure by using low-carbon and durable materials.

Resilience

Goal

Portland's transportation system is built and maintained to withstand foreseeable disruptions and minimize harm, including earthquakes, severe weather events, and human-made shocks. Resilient transportation infrastructure and operations help hasten the city's recovery from disruption.

Objectives

- **Earthquake-ready:** Prioritize seismic retrofit or replacement of the most critical and seismically vulnerable transportation infrastructure. Also consider the criticality of utilities (drinking water, electricity, etc.) carried by the infrastructure.
- **Climate resilience:** Design infrastructure to withstand climate impacts and reduce community harm, such as through expanded urban tree canopy, and other green infrastructure.
- **Geographic resilience:** Recognize and prepare for the different vulnerabilities and resilience challenges in different parts of the city – for example, the presence or lack of tree canopy.
- **Coordination:** Coordinate with other jurisdictions to implement infrastructure resilience strategies.
- **Disaster response:** Build and maintain the transportation system to support disaster response measures, including emergency response.
- **Transportation funding and asset management:** Develop and pursue stable funding sources for transportation system maintenance while considering project and asset management approaches that reduce the number of assets to maintain as well as overall maintenance liability.
- **Redundancy:** Use transportation network redundancy as a strategy to avoid single points of failure during and following a disaster.

Right of Way as "Place"

Equity

Goal
All Portlanders experience a transportation system that is affordable, inclusive, convenient, safe, and responsive to their needs.

Objectives
- **Reducing disparities:** Prioritize investment to address disparities in transportation outcomes including safety, cost burden, and access.
- **Affordability:** Expand fast, convenient, low-cost, all-user mobility options.
- **Beyond ADA accessibility:** At minimum, provide ADA-compliant infrastructure citywide and prioritize filling ADA gaps in current infrastructure. Seek opportunities to incorporate Universal Design principles in transportation infrastructure.
- **Community outreach:** Ensure transportation decisions are shaped by the voices and lived experiences of the communities most affected, through engagement that is accessible, inclusive, and accountable, offering language and disability-accessible tools and culturally responsive outreach.
- **Displacement impacts:** Consider potential displacement impacts of new investments and develop and deploy community stabilization strategies in partnership with impacted communities.
- **All-ages:** Ensure the needs of people at different life stages, especially seniors and families with young children, are considered when planning for a more equitable transportation system.

Economically Prosperous

Goal
Portland's transportation system supports a growing, thriving, inclusive economy by improving access to jobs, supporting local businesses, and ensuring efficient movement of goods.

Objectives
- **Access to jobs:** Improve walking, biking, rolling, and transit access to employment centers and main streets, including the Central City and Neighborhood Business Districts across the city.
- **Goods movement:** Support safe and efficient goods movement. Embrace smaller delivery vehicles and manage curb access to minimize freight's noise, scale, and safety impacts on neighborhood and city streets.
- **Industrial lands:** Invest in transportation infrastructure that can improve freight access to underutilized industrial lands, unlocking development or redevelopment.
- **Support Growth:** Prioritize multimodal transportation investments in areas of highest land use potential to add jobs and households in centers, corridors and industrial areas. Align transportation investments and programs with economic development strategies.
- **Main Street-friendly:** Pursue streetscape improvements that create safe and attractive places for Portlanders to patronize local businesses.
- **Good jobs:** Create family-wage jobs through infrastructure projects and workforce development.

Strong Foundations

Goal
Portland's transportation system is well-maintained, not only to facilitate Portlanders' ability to move about and access the city, but to house and protect the essential functions of modern society: clean drinking water, sewage, electricity, stormwater, communications, and emergency response.

Objectives
- **Partnerships:** Identify opportunities for joint projects with partner public works agencies, regional partners, and other utilities.
- **Future needs:** Consider how to accommodate the potential future needs of utilities within the right of way.
- **Asset management:** Based on asset condition and long-term transportation system needs, determine whether assets should be retained, modernized, or retired.
- **Opportunistic:** Identify opportunities and funding strategies to address asset conditions while making system improvements.

Great Places

Goal
Portland's streets support welcoming, people-centered public spaces all across the city, reflecting streets' role as places to gather, celebrate, and connect—the city's most expansive public realm, not just space for moving vehicles.

Objectives
- **Flexible use of the street:** Support non-transportation uses of the right of way, including outdoor dining, public art, and community-led events.
- **People-focused streets:** Reallocate street space to create attractive places to walk, bike, gather, and play, including car-free plazas, parklets, and pedestrian-only streets.
- **Green streets:** Integrate trees and green infrastructure into streetscapes, especially as needed to address geographic disparities in tree canopy.
- **Connection and context:** Design streets that foster joy, health, and social connection, creating spaces that acknowledge local history, culture, and art.
- **Urban design:** Create beautiful and distinct streetscapes that are human-scaled, context-sensitive, safe, and comfortable.