PORTLAND 2045

TRANSPORTATION SYSTEM PLAN

Major Equity Analysis: Overview of Analysis and Profile of Existing Transportation-Related Disparities

January 2026

DRAFT

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An invitation

The contents of this report are intended to serve as a summary. Summaries can leave things out. Public feedback will be integrated into this report as the project team conducts community engagement for the 2045 TSP. If you have something to add by approximately **January 1, 2027**, please let us know by emailing the project team at **2045TSP@portlandoregon.gov**. Thank you in advance!

Background

Portland's Transportation System Plan is the 20-year plan to guide transportation projects, programs, and investments in Portland.

In 2022, the State of Oregon Department of Land Conservation and Development (DLCD) updated their Transportation Planning Rules (TPRs) in a process known as the Climate Friendly and Equitable Communities (CFEC) rulemaking. The TPRs tell cities what needs to be in their respective Transportation System Plans (TSPs, or "system plans") to ensure that the transportation system serves and supports land uses and goals of the state, region, and city. The objective is to make sure cities plan to effectively and efficiently use the land they have in order to meet the needs of future generations, while also ensuring that their decisions are equitable and do not disproportionately burden underserved communities. One of these new TPRs requires a *Major Equity Analysis* (OAR 660-012-0135).

As PBOT works to update the City of Portland's Transportation System Plan, a *Major Equity Analysis* helps us to understand the impacts of historic, present, and future policy, program, and project decisions. Assessing, documenting, acknowledging, and addressing where current and past land use, transportation, and housing policies and effects of climate change, as well as racism in those systems, have harmed or are likely to harm underserved populations is the charge of the *Major Equity Analysis*.

This document overviews the components of the City of Portland's 2045 TSP Major Equity Analysis, including a section dedicated to existing transportation-related disparities. The spirit of this living report reflects PBOT's and the State's mutual interest through CFEC implementation to ensure that informed transportation and land use decisions avoid perpetuating harms to underserved populations and continue more meaningful pursuit of equitable outcomes in our work.

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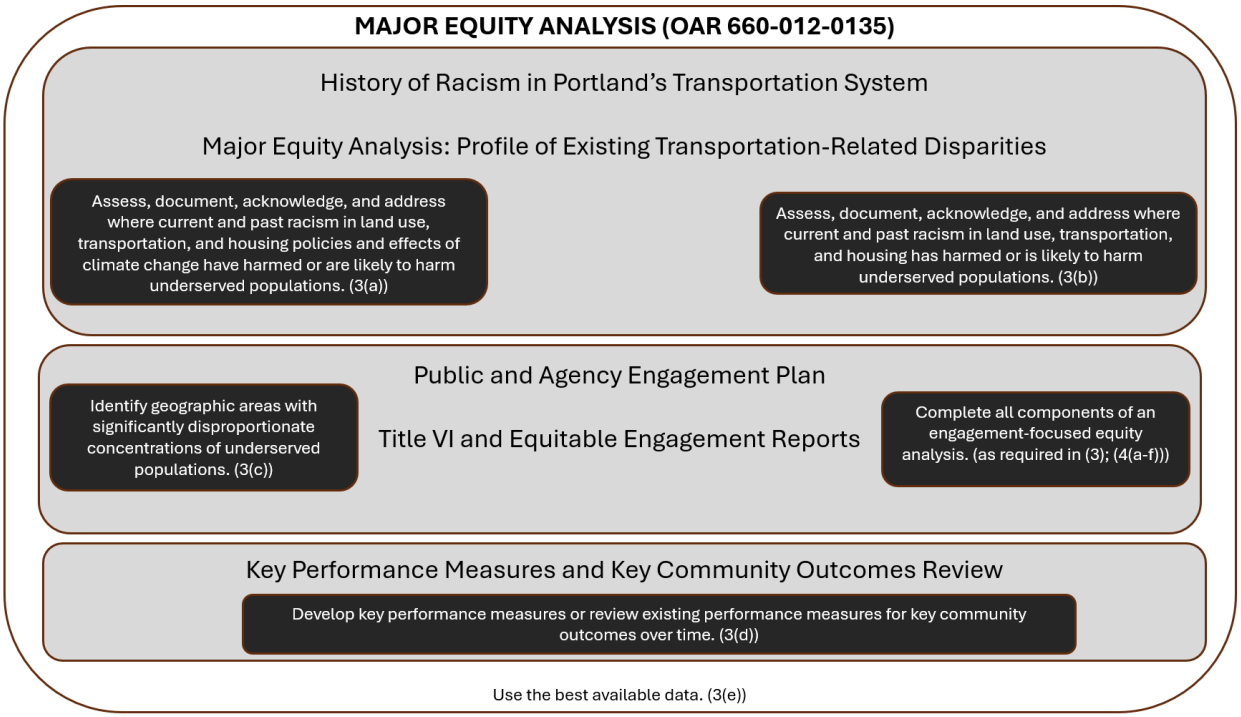
Components of the Major Equity Analysis

The completion of a *Major Equity Analysis* as described in Oregon's Transportation Planning Rules (TPRs) requires several steps that take place over the course of the Transportation System Plan (TSP) planning process (OAR 660-012-0135). For the City of Portland's 2045 TSP, documentation of those steps lives in various component documents overviewed in **Figure 1** below and the following description.

Figure 1: Components of the 2045 TSP Major Equity Analysis



A *Major Equity Analysis* requires the following steps, which are fulfilled and documented through the following 2045 TSP component deliverables. Unless otherwise described, drafts of these deliverables are available for review on the 2045 TSP Project website; those missing will be added as those steps are completed through the planning process.

1. *Assess, document, acknowledge, and address where current and past land use, transportation, and housing policies and effects of climate change, as well as racism in these systems, have harmed or are likely to harm underserved populations (OAR 660-012-0135(3(a-b))).*
    a. The **History of Racism in Portland's Transportation System** is an extensive report that covers the historical context of racism in transportation, transportation planning, and in providing transportation service in Portland, as well as related topics including land use, housing, and climate. An accompanying documentary will also be available soon, and a brief overview is available in this document within the section titled "Past Harms."
    b. The **Profile of Existing Transportation-Related Disparities** presents an overview of existing inequities within Portland's transportation system, with focus on both quantitative and qualitative data sources. The profile is available in this document, within the section titled "Profile of Existing Transportation-Related Disparities."

2. *Identify geographic areas with significantly disproportionate concentrations of underserved populations (OAR-660-012-0135).*
    a. The **Public and Agency Engagement Plan** guides the outreach for and engagement in the planning process for the 2045 TSP. It contains a section titled "Geographic Concentrations of Underserved Populations" that identifies those geographic concentrations in Portland. A section in this document with the same title offers a brief summary.
3. *Develop key performance measures or review existing performance measures for key community outcomes over time (OAR-660-012-0135(d)).*
    a. During a future phase of planning, project evaluation criteria developed based upon key community outcomes will be applied in order to develop and refine a draft constrained major capital projects list and tiered unconstrained project list that best meet community needs. At that time, existing TSP policies and key performance measures will be evaluated and refined to consider key community outcomes. Documentation of that process will be available once complete.
4. *Use the best available data in conducting the above steps (OAR-660-023-0246(e)).*
    a. For all of the above steps, the project team will ensure that the best sources of data available are used. Those sources will be cited throughout deliverables, with any limitations also noted.
5. *Complete all components of an engagement-focused equity analysis (OAR-660-012-0135 (3)* and *(4(a-f))).*
    a. The **Public and Agency Engagement Plan (PAEP)** focuses on engagement with members of underserved populations to develop key community outcomes, utilizing both qualitative and quantitative information. Analysis of proposed projects and programs for key community outcomes is also described. Through evaluation criteria developed from vision and goals engagement, transportation projects and programs will be assessed to determine which best meet community needs.
    b. As part of implementation of the PAEP, the project team will assemble ta **Title VI and Equitable Outcomes Report**, which will be updated iteratively and finalized in narrative at the end of the planning process. This report will summarize all community engagement activities including how members of underserved populations will be engaged and will analyze data collected through community engagement and describe how community input shaped the plan.

Past Harms

The United States was founded upon, and its urban development reflects, a longstanding infatuation with controlling and limiting the movement of Black people, Indigenous people, and other People of Color (BIPOC). Portland's history exemplifies these dynamics. Transportation, land use, and housing policies have historically been a tool of exclusion, displacement, and inequity, disproportionately harming BIPOC and other underserved communities in Portland, in Oregon, and across the United States.

To effectively research the history of past harms in these systems and policies in Portland, Portland Bureau of Transportation (PBOT) staff conducted multi-year research to produce a draft report titled "History of Racism in Portland's Transportation System." The report is intended to be comprehensive, covering the history of Portland from the forced displacement of Indigenous populations in the 19th century to the integration of equity in transportation planning and service provision in the 2000s. Funded in part by a state Climate Friendly and Equitable Communities (CFEC) grant, this work includes the input and review of local historians, academics, and cultural community history-holders.

A draft of this report is available at the 2045 TSP Project webpage.

Geographic Concentrations of Underserved Populations

In order to identify geographic concentrations of underserved populations for whom data is available and reliable, the TSP project team at PBOT collated and reviewed demographic data utilizing the following sources:

- **PBOT's Equity Matrix**, which scores census tracts based upon race, ethnicity, and income, with tracts of higher shares of BIPOC or Latine people (of any race) and tracts with lower Median Household Incomes (MHIs) scoring higher. The Equity Matrix also identifies tracts with shares of Limited English Proficiency (LEP) households greater than the citywide average.
- **The City of Portland's Language List and Guidance**, which is based upon analysis that identifies the number or proportion of Limited English Proficiency (LEP) persons by language group to identify those languages spoken by community members in Portland.
- **Remix**, a comprehensive transportation planning platform that supports the analysis of demographic data from American Community Survey (ACS) 5-year estimates. The project team utilized Remix to produce a public, interactive map with data layers identifying concentrations of underserved populations (for which data is available and reliable). All map layers were exported and are available in the appendix of this report titled "Maps of Geographic Concentrations of Underserved Populations."

The 2045 TSP Draft Public and Agency Engagement Plan includes this review in a section titled "Geographic Concentrations of Underserved Populations."

Existing Transportation-Related Disparities

Overview of research

The TSP project team conducted research into transportation-related disparities through two distinct phases. The first phase focused on the collection, collation, and summarization of existing quantitative (numeric) data sources. The second phase included the collation, analysis, and summarization of available qualitative data sources, including previous engagement reports and academic research.

Through these phases, the project team attempted to answer the following questions:

1. **What transportation-related disparities presently exist in Portland?**
2. **What factors beyond transportation lead to disparate outcomes for Black, Indigenous, and People of Color (BIPOC), low-income, and immigrant communities, Portlanders with disabilities, and other underserved community members?**

Through this research, the project team focused on centering the needs identified through existing information gathered through previous community engagement and related community-led planning and organizing efforts. With that in mind, the following intersectional themes emerged:

- **Mobility and access**
- **Safety and security**
- **Climate change and environmental health**
- **Gentrification and displacement**
- **Affordability**

Many—if not all—of these themes inform or are related to others, and there is no implied hierarchy to these themes.

This profile is organized into the following sections:

1. **An overview of current conditions and overarching trends in Portland demographics to help contextualize this work**
2. **A section devoted to each of those themes identified above**
3. **Data gaps**

Current conditions, overarching trends, and disproportionate geographic concentrations

Portland Population Growth (2013-2023):

+8.1%, or +48,028 total residents

+5.5% BIPOC share, or +45,766 people of color

Though Portland's population has been declining since 2020, the overall trend is still upward. Between 2013 and 2023, the city's population grew by 8.1 percent, or roughly 48,000 people to a total estimated population of 642,715. More than 95 percent (45,766) of those new residents are Black, Indigenous, and People of Color (BIPOC) and/or Hispanic/Latino/a/e/x. People of color now make up 33.0 percent of the city's population, from 27.5 percent in 2013, to a total of 212,119 BIPOC in Portland.[1] The most notable increases have occurred among Asian, Hispanic or Latino/a/e/x, and biracial or multiracial groups.

BIPOC communities are geographically concentrated in East Portland—the most diverse part of the city—as well as north Portland. These trends are growing too, with concentrations of populations of color increasing in East, outer Southeast, North, and other more suburban areas of Portland, as they decrease in inner neighborhoods.[2]

Concentrations of households with Limited English Proficiency (LEP) roughly overlap these areas, with higher concentrations in East and North Portland. Overlapping these areas, too, are concentrations of households with incomes lower than the citywide median.[3]

13.7% of Portlanders presently live with a disability.

On top of this, 13.7 percent of Portlanders presently live with a disability. Concentrations of people with disabilities are distributed throughout the city, with highest concentrations in Downtown/the Central City, Albina/North Portland, Buckman, Foster/Powell and Arleta, Powellhurst, and outer East/Southeast Portland.[4]

We also understand that Portland's infrastructure is not equitably distributed throughout the city, with many areas—particularly in East and Southwest Portland—still lacking the investments that communities need to meet their daily needs, such as sidewalks and safe places to cross the street.

More information and related visuals regarding geographic concentrations of underserved populations are available in the *2045 TSP: Public and Agency Engagement Plan* in the section titled "Geographic Concentrations of Underserved Populations." That document is available at the 2045 TSP project website.

[1] American Community Survey, 5-year averages, 2009-2013 and 2019-2023, DP05: ACS Demographic and ... - Census Bureau Table; "people of color" above include BIPOC and Hispanic/Latino/a/e/x people.
[2] American Community Survey, 5-year averages, 2019-2023, Portland Oregon Disability - Census Bureau Tables
[3] Map produced in Remix utilizing American Community Survey 5-year estimates, 2019-2023. Interactive map is available here.
[4] Map produced in Remix utilizing American Community Survey 5-year estimates, 2019-2023. Interactive map is available here.

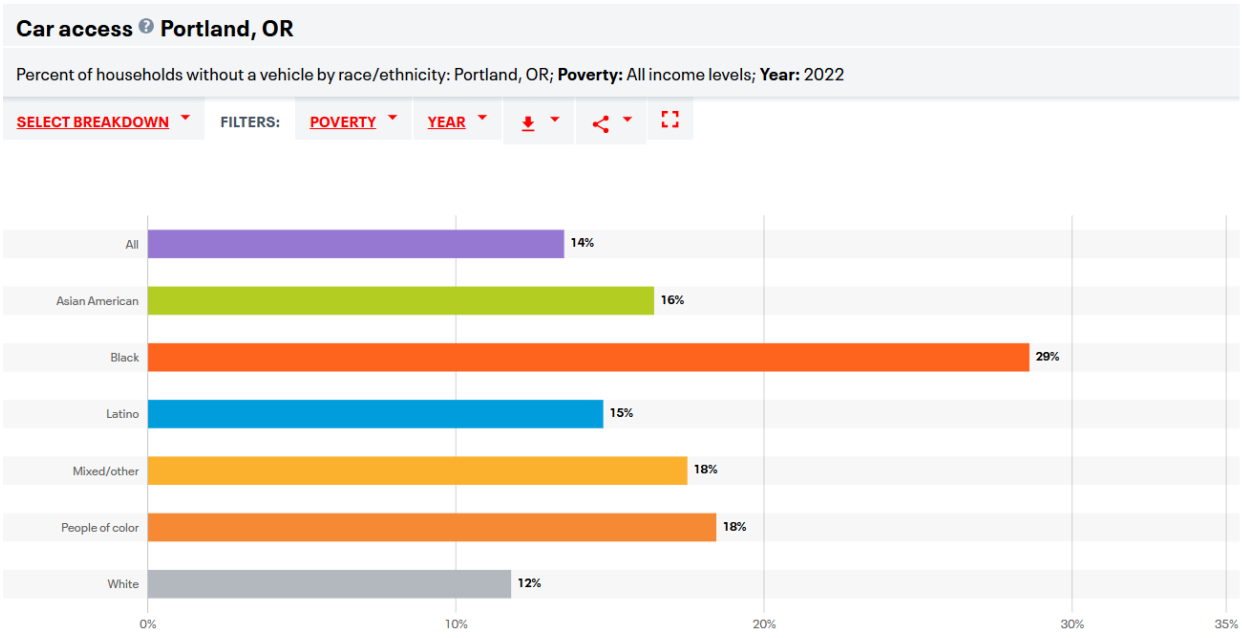
Mobility and access

Many underserved Portlanders face barriers to mobility and access. Through previous bureau community engagement efforts, some key and repeated barriers have emerged. They include a lack of direct transit connections from places people live to where they need to go. Without direct transit connections, required transfers make commute times longer. For some residents, driving is or feels like the only option to get to work, school, the grocery store, or other destinations. For others, driving isn't an option at all.

29% of Black or African American households in Portland have no access to a car, compared to 12% of white households.

This is significant because BIPOC households overall have less access to cars than white households. Particularly striking is the number for Black/African American households, of whom 29 percent lack any access to a personal vehicle—nearly two and a half times that of white households (**Figure 2**).[5] These community members rely more on transit to get where they need to go.

Figure 2: Percent of Households without a Vehicle by Race/Ethnicity in Portland[6]

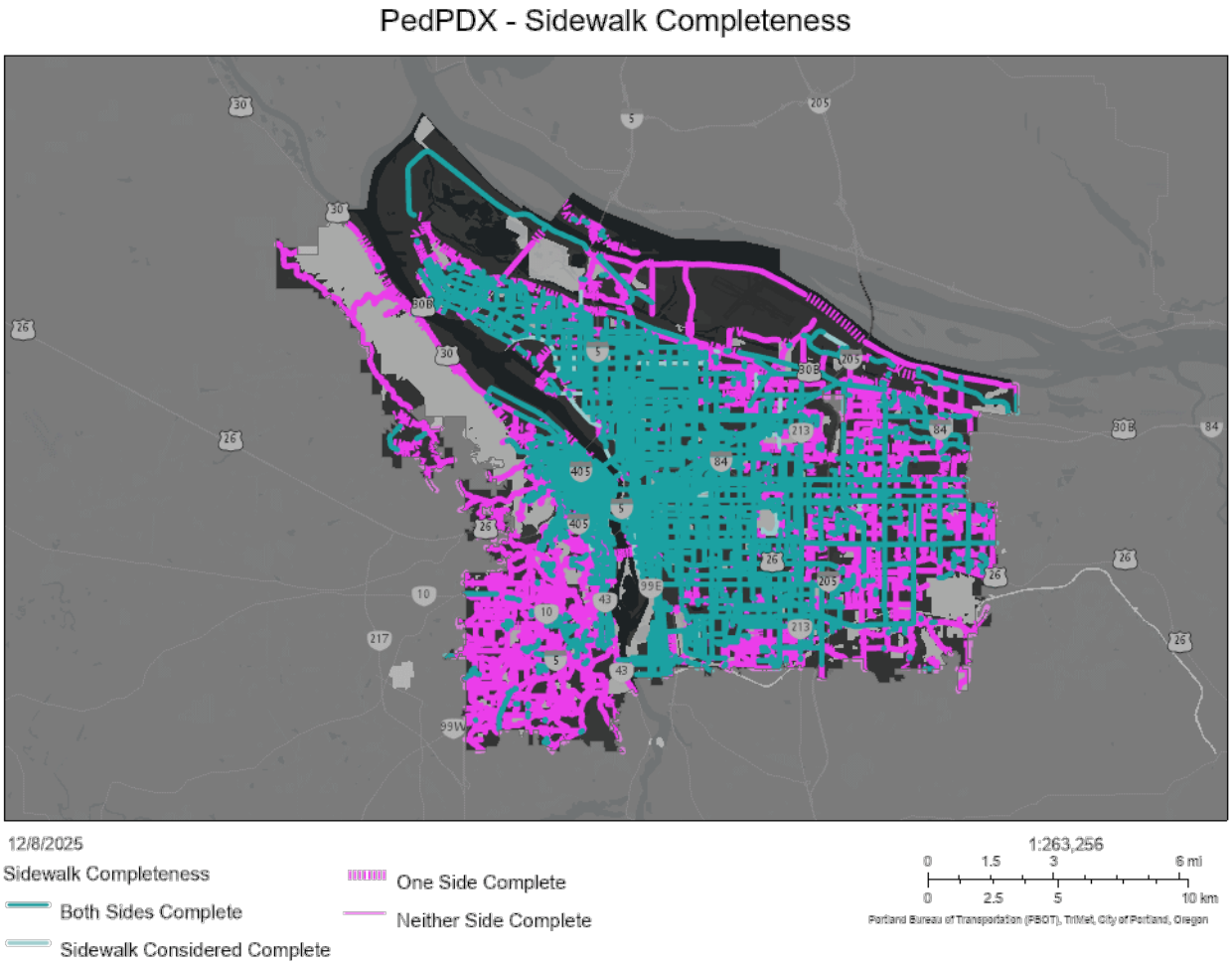


On top of this, transit speeds have decreased in the region, affecting travel times for BIPOC communities. Between 2005 and 2024, the average speed of a TriMet bus decreased 17 percent from 15.8 mph to 13.1 mph.[7] Concentrations of BIPOC communities live in parts of Portland with less access to frequent transit and have less access to cars, so they are disproportionately impacted by decreases in transit speeds. Additionally, many of these residents work at jobs outside of the city center or work hours when buses come less frequently, making transit rides challenging or impossible.[8]

[5] American Community Survey, 5-year averages, 2009-2013 and 2019-2023, DP05: ACS Census Bureau Table
[6] National Equity Atlas, Car Access in Portland, OR, from IPUMS USA Microdata (American Community Survey 5-year estimates).
[7] TriMet Ridership and Service Information, BUSMAX Expanded Audited and Updated 24Share.xlsx
[8] PBOT's Transportation Justice Fishbowl Conversation, 2019.

For residents living outside of inner neighborhoods, walking, rolling, and biking access is also often limited. As previously mentioned, multimodal infrastructure is not equitably distributed throughout Portland. Areas of the city that were annexed more recently—such as East Portland and Southwest Portland—were developed with piecemeal street connectivity and limited sidewalks. As a result, many of those neighborhoods near Portland's edges still lack sidewalks or connected bicycle facilities, despite focused investments in recent years (**Figure 3**).[9]

Figure 3: Sidewalk Completeness in Portland, OR from PedPDX, Portland's Citywide Pedestrian Plan



Intersection density is a metric commonly used to measure pedestrian access. In Multnomah County, census tracts with the highest shares of BIPOC residents have lower intersection densities than census tracts with the lowest shares (135 intersections/mile versus 204 intersections/mile).[10]

Underserved Portlanders, including many BIPOC residents and people living on lower incomes, drive less than Portlanders as a whole. Despite this, they are disproportionately impacted by the actions of other

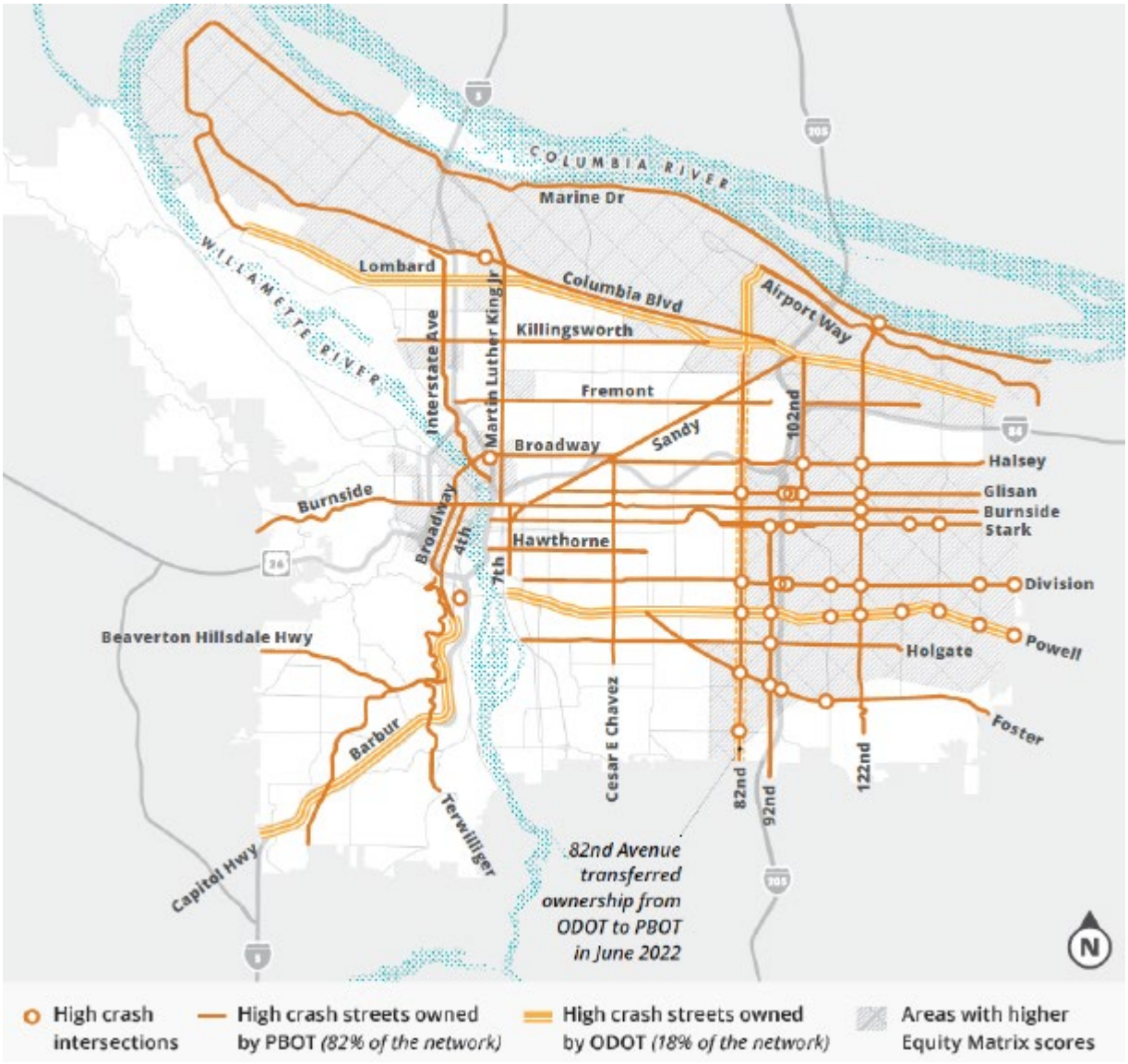
[9] Interactive map from PedPDX, Portland's citywide pedestrian plan, is available here.
[10] Multnomah County 2023 Environmental Justice Snapshot

groups, individuals, and industries using Portland's transportation system—in physical safety, environmental health outcomes, and more.

Safety and security

Barriers to safety include more than just physical safety in our streets, but they do include that, as well. East Portland, where many BIPOC community members live, contains most of the high crash intersections in the city and faces greater exposure to traffic violence; 27 of the top 30 are located on or east of 82nd Avenue (**Figure 4**).[11]

Figure 4: Portland's Vision Zero High Crash Network



[11] PBOT's Vision Zero High Crash Network streets and intersections

In 2024, areas with high PBOT Equity Matrix scores had six times more traffic deaths per capita than the rest of Portland.

The traffic death rate in East Portland was 2.5 times higher than the rest of Portland in 2024.

In 2024, East Portland's traffic death rate was 15 per 100,000 residents, compared to six per 100,000 residents in the rest of the city. Furthermore, East Portland's traffic fatality rate remained the same in 2024 as in 2023, while the rest of Portland saw a decline.[12]

Additionally, community members experiencing houselessness are disproportionately impacted by traffic violence. This group comprised an estimated 0.7 percent of Multnomah County's population yet made up 21 percent of Portland's traffic deaths in 2024.[13]

PBOT uses a tool called the Equity Matrix, which combines data on race, ethnicity, and income to map areas of underserved communities. In 2024, areas with high Equity Matrix scores (8, 9, or 10) experienced six times more traffic deaths per capita than the rest of Portland.[14] East Portland continues to have nearly twice the number of pedestrian deaths per capita compared to the rest of Portland, and areas with high Equity Matrix scores have three times the number of pedestrian deaths per capita compared to the rest of the city.[15]

PBOT's Vision Zero program makes focused investments to address these inequities, toward the goal of eliminating all traffic deaths and serious injuries on Portland's streets.[16] Of the $330 million of safety projects delivered on the Vision Zero High Crash Network since 2017, 70 percent of those project investments have been in areas of Portland with Equity Matrix Scores of 8, 9, or 10. However, redesigning streets and lowering speed limits is only part of the solution; commitment and collaboration from many different partners is required to achieve Vision Zero's goals.[17]

BIPOC and immigrant participants in previous engagement efforts have identified infrastructure deficiencies, particularly around sidewalks, transit stops, and streetlighting, as clear community needs. Additionally, racism and white supremacy have created environmental and social conditions that often discourage active transportation for people of color, including harassment, violence, and over-policing[18].

Safety is more than just physical traffic safety for these residents. In fact, some participants of the *Walking While Black* focus groups—convened during the development of *PedPDX*, the citywide Pedestrian Master Plan—found the conversation about physical safety misguided because of more pressing community concerns. These concerns include experiences of microaggressions and bias in the right-of-way, fear or experiences of hate or bias crimes in streets or on transit, disparate treatment by police and transit enforcement, and other incidents impacting these community members' safety and leading them to feel unwelcome, unsafe, and insecure while using Portland's transportation system.[19]

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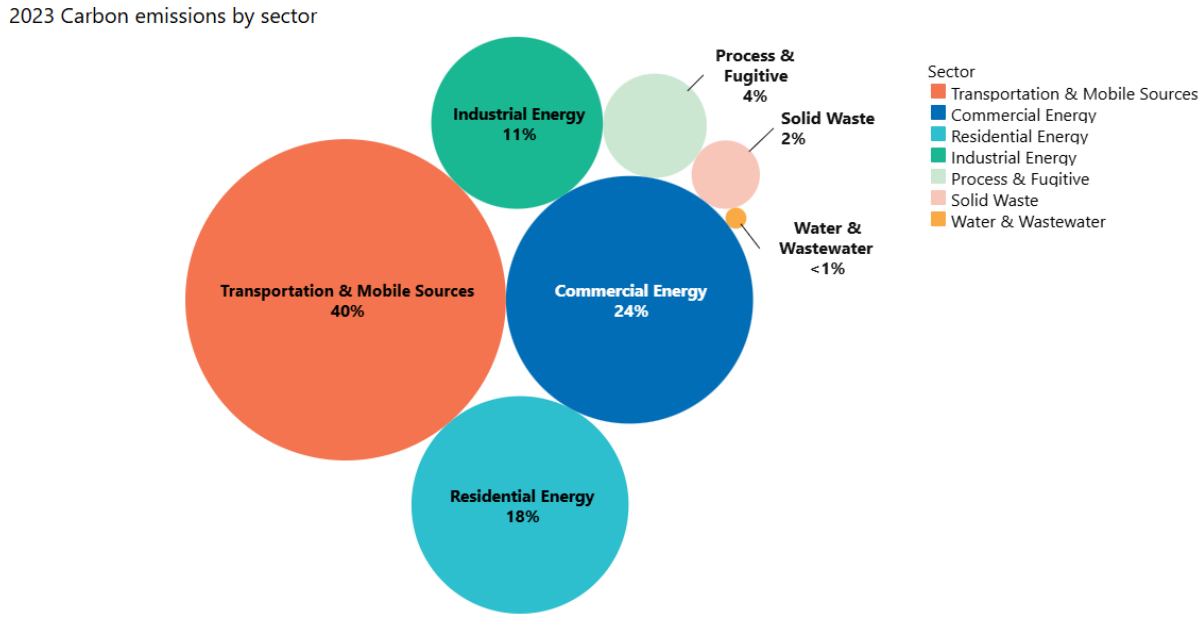
[12] Portland 2024 Deadly Traffic Crash Report, PBOT Vision Zero, PORTLAND 2024 DEADLY TRAFFIC CRASH REPORT
[13] Portland 2024 Deadly Traffic Crash Report, PBOT Vision Zero, PORTLAND 2024 DEADLY TRAFFIC CRASH REPORT
[14] Portland 2024 Deadly Traffic Crash Report, PBOT Vision Zero, PORTLAND 2024 DEADLY TRAFFIC CRASH REPORT
[15] Portland Vision Zero Action Plan 2023-25
[16] PBOT vision zero webpage
[17] Portland Vision Zero Action Plan 2023-25
[18] Multnomah County REACH Transportation Crash and Safety Report (2018)
[19] Walking While Black Focus Group Report PedPDX Appendix D

Climate change and environmental health

A major contributor to the wellbeing of underserved Portlanders is climate and environmental health. The transportation sector is the largest contributor to carbon and greenhouse gas emissions in Portland. While transportation-sector emissions have reduced in recent years, they continue to be Portland's largest source of carbon emissions (**Figure 5**).[20] Research indicates that climate change affects low-income and BIPOC residents disproportionately and will continue to in the future.

Figure 5: Carbon emissions by sector in Portland, 2023

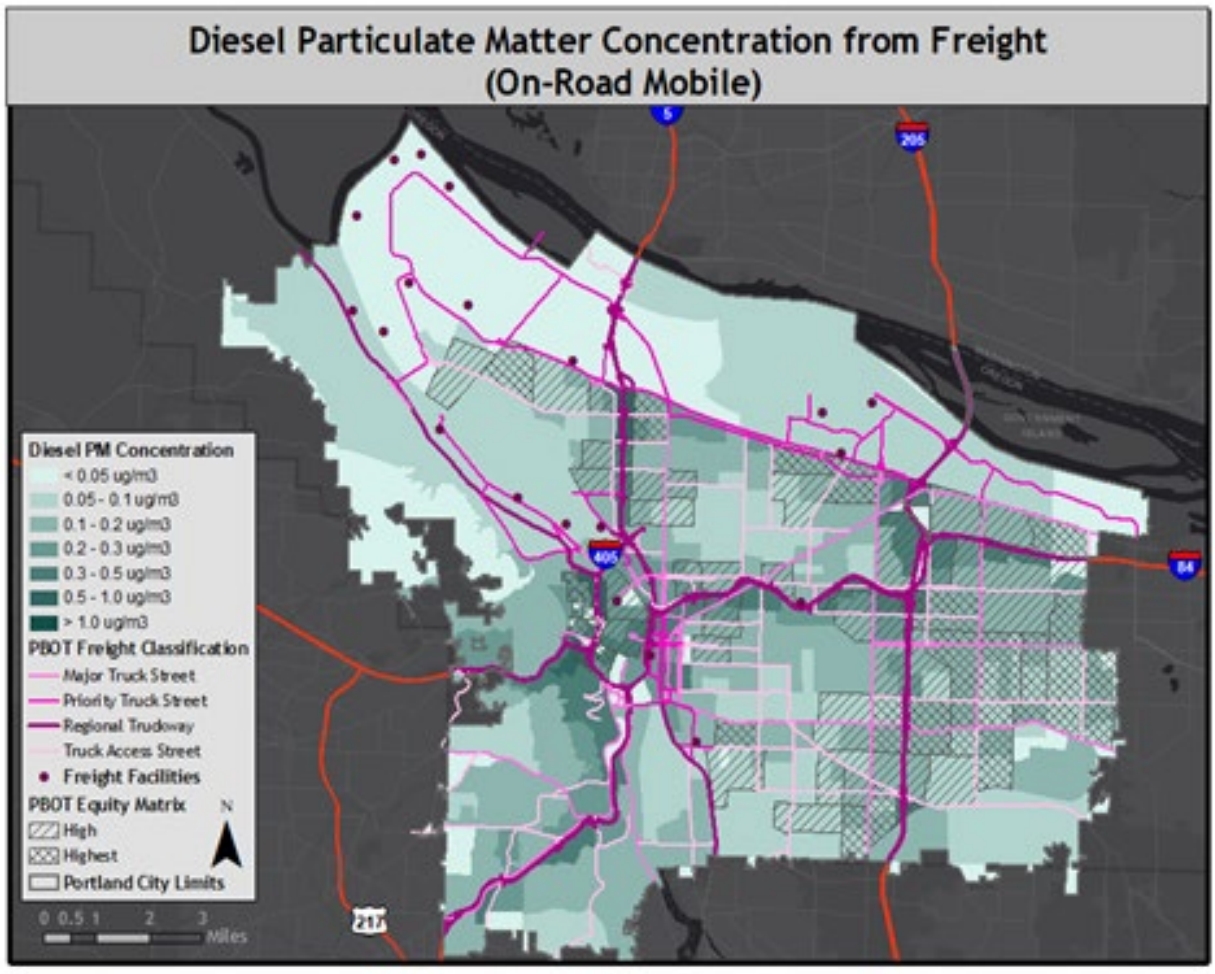


Diesel particulate and Nitrogen Dioxide (NO2) concentrations are higher along high-volume roadways in the city, with census tracts of higher BIPOC populations coinciding with significantly higher levels of these pollutants (**Figure 6**).[21] We also know that BIPOC communities are concentrated—and in some cases increasing—near some of the biggest polluters in the city as they decrease in areas with lower levels of pollution.[22] This impacts health outcomes for these residents. BIPOC Portlanders are disproportionately represented in groups with asthma, heart disease, and hypertension.[23]

BIPOC Portlanders are disproportionately represented in groups with **asthma, heart disease, and hypertension.** These health disparities are linked to transportation and the built environment.

[20] Portland's Climate and Energy Dashboard, Bureau of Planning and Sustainability
[21] Diesel Particulate Matter Concentration, Metro, Public Information Map; City of Portland Internal analysis
[22] Top 10 Facilities and People of Color, Oregon Public Broadcasting
[23] Multnomah County Report Card on Racial and Ethnic Disparities

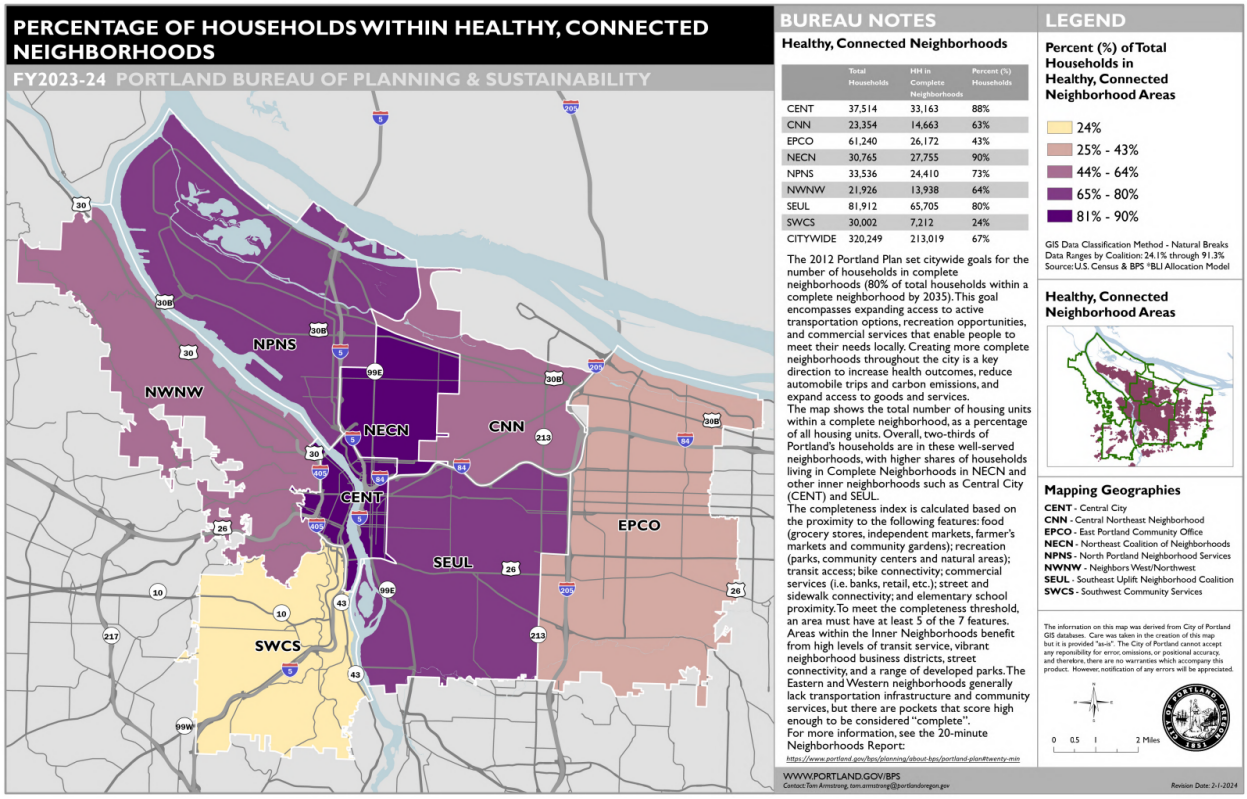
Figure 6: Diesel Particulate Matter Concentrations from Freight, City of Portland



These health disparities are also linked to the built environment and access to public or outdoor spaces, active transportation options, healthy food, and other markers of complete neighborhoods. The City of Portland Bureau of Planning and Sustainability (BPS) conducts an annual analysis that measures neighborhood completeness in Portland with consideration of access to food, recreation, and transit, as well as connectivity of bike, street, and sidewalk system connectivity. Areas of the city that have higher concentrations of underserved Portlanders tend to have fewer proportion of households in complete neighborhoods (**Figure 7**), with the exception of Southwest Portland.[24]

[24] Percentage of Households within Healthy, Connected Neighborhoods, Bureau of Planning and Sustainability

Figure 7: Percentage of Households within Complete Neighborhoods in Portland, 2024



Additionally, the transportation system is a significant contributor to urban noise, which at increased levels is associated with increased blood pressure, stress, sleep disruption, and heart attacks. Census tracts in Portland with lower socioeconomic status and higher proportions of communities of color tend to have higher levels of noise exposure.[25] Higher noise levels in Portland are generally concentrated around wider roads with higher automobile and freight use, and land uses often allow more affordable housing types like apartments nearer to these corridors.[26]

Walking, cycling, and use of public transportation are all modes of physical activity that contribute to improved health outcomes and reduced mortality. Limited opportunities for physical activity contribute to the racial disparities that exist for six of the ten leading causes of death in Multnomah County (cancer, heart disease, stroke, diabetes, and hypertension). These disparities are linked to limited access to these transportation options.[27]

[25] Study documents unhealthy noise in Portland, provides research framework for other cities, Steve Lundeberg at Oregon State University

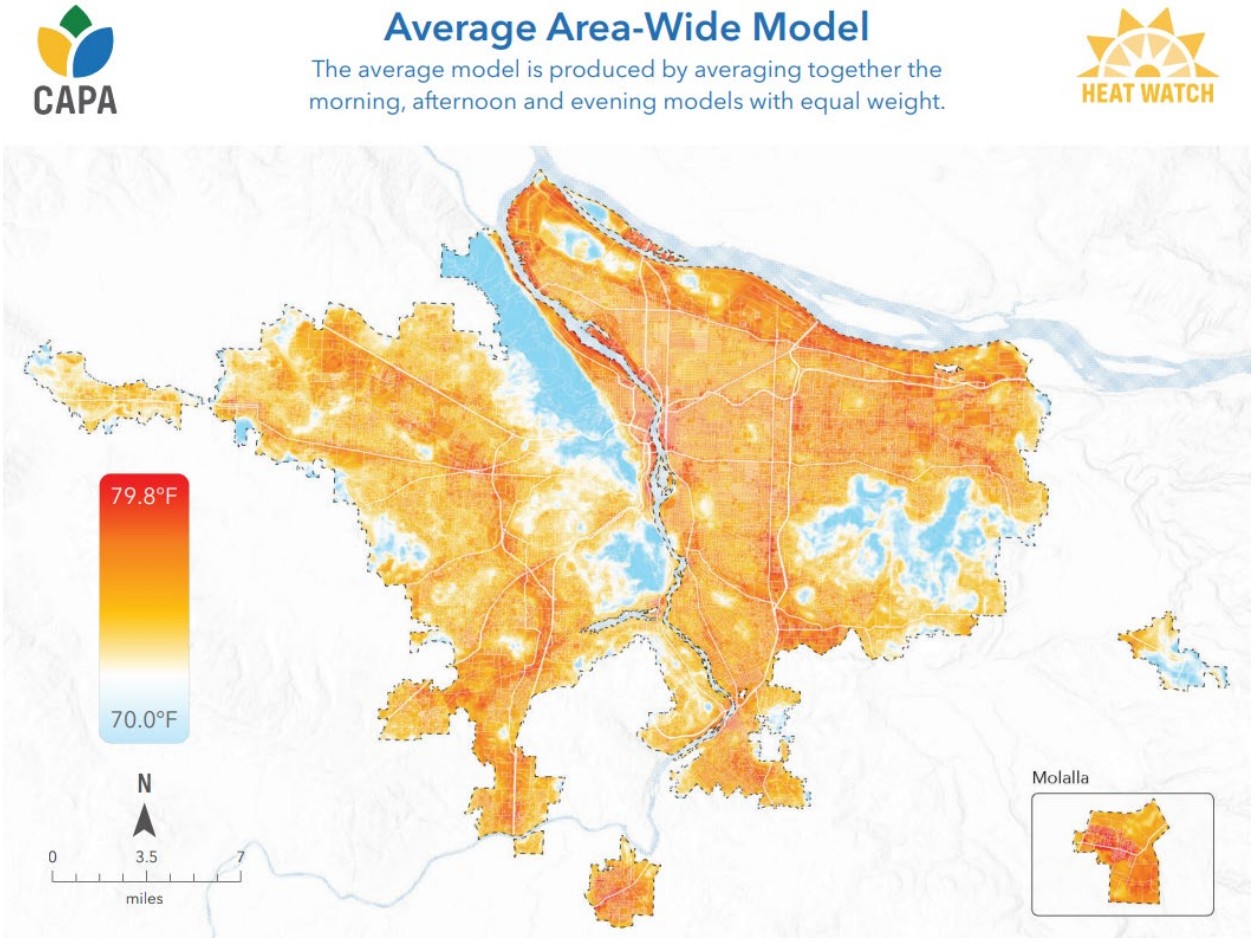
[26] Confining rental homes to busy streets is a devil's bargain, Daniel Oleksiuk at Sightline Institute

[27] Active Commuting and Multiple Health Outcomes: A Systematic Review and Meta-Analysis; Multnomah County Leading Causes of Death, 2023, Oregon Death Certificates, Oregon Health Authority

Multnomah County **census tracts with high concentrations of BIPOC residents have significantly lower tree canopy coverage** (21.4%) than tracts with high concentrations of white residents (33.2%)

Transportation system design also contributes to urban heat island effects, as greater concentrations of impervious surfaces and limited tree canopy trap and exacerbate extreme heat events (**Figure 8**).[28] Communities of color and people living on low incomes are more likely to live in areas of Portland with less tree canopy coverage and more impervious surface area. In Multnomah County, census tracts with the highest proportion of BIPOC residents have significantly lower tree canopy coverage (21.4 percent) than tracts with the highest proportion of white residents (33.2 percent) (**Figure 9**).[29]

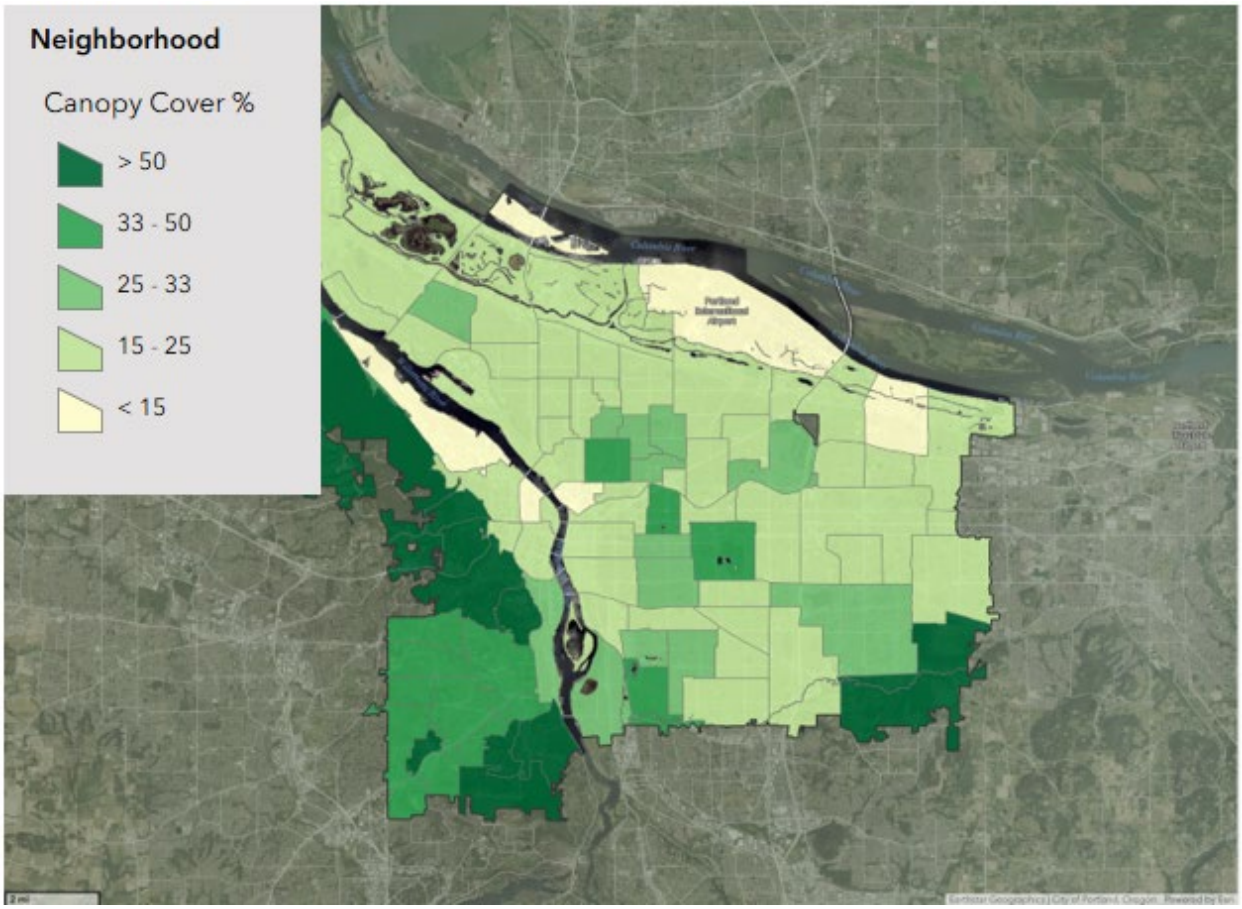
Figure 8: Average Area-Wide Heat Model for Multnomah County, 2023



[28] Portland Metro, Oregon Heat Watch Report, CAPA Heat Watch

[29] Multnomah County's 2023 Environmental Justice Snapshot; Tree Canopy Explorer, City of Portland Parks and Recreation

Figure 9: Tree Canopy Coverage by Neighborhood in Portland, based on 2019 LiDAR data and aerial imagery



Climate change is bringing more extreme weather to Portland, including extreme heat events, heavier rainfall and flooding, and wildfire risk. Extreme heat events and exposure to higher temperatures are two of the most direct impacts related to extreme weather driven by climate change.[30] These events impact areas with less tree canopy and more impervious surfaces more significantly, resulting in underserved residents being impacted more severely by these events.

Flood hazards in Portland are concentrated around waterways, including the Willamette River, the Columbia River and slough, and Johnson Creek.[31] These areas include several tracts that score highly on PBOT's Equity Matrix, meaning that BIPOC residents and people living on lower incomes in these areas will be acutely impacted by flood events.

Portland's wildfire hazard zones are concentrated around areas of heavy tree canopy or forestation, including Forest Park, Northwest and Southwest Portland, Rocky Butte, Kelly Butte, Powell Butte, and the Foster Floodplain/Buttes Natural Area. East of the Willamette River, these areas overlap areas of higher concentrations of underserved residents.[32] Changes in air quality are strongly linked to climate

[30] 2025 Regional Climate Health Monitoring Report: Extreme Heat, Clackamas County, Multnomah County, and Washington County
[31] Flood Hazard Map, City of Portland
[32] Wildfire Hazard Zones Map, City of Portland

change, as well, especially with consideration of increased wildfire activity in the region. Underserved groups face disproportionate risk of health impacts from poor air quality; these groups include people who work outdoors; older adults and youth; communities of color that live in areas with reduced public infrastructure investments; people who are experiencing houselessness; people who live near high-traffic areas or near industrial facilities; and people who are culturally or linguistically isolated and may not have access to emergency communications.[33]

Climate change is anticipated to impact important systems in the Portland region, including tourism, energy, forest and range productions, fish and wildlife, and food systems. For example, reduction in production of many crops may be anticipated, impacting availability and cost of food as well as employment in the agricultural sector. Additional potential impacts are overviewed in the City of Portland's/Multnomah County's Climate Change Preparation Strategy: Risks and Vulnerabilities Assessment.

Gentrification and displacement

As discussed previously, BIPOC population shares are increasing in East and North Portland and decreasing in areas of the city with more reliable transit, active transportation infrastructure, and complete neighborhood amenities. In Portland, these demographic shifts are often associated with changing market conditions and affordability, or gentrification.

Gentrification refers to how a place changes.

Displacement is what happens to individuals or communities in that place.

Gentrification is a process of neighborhood change in which economic conditions shift in areas that historically lacked investment. As real estate investment and new infrastructure are added, new and often higher income residents move in. As demand increases in the area, living costs increase. These increasing living costs and in some cases cultural shifts can cause long-time residents, often those living on lower incomes or people of color, to be displaced from those areas.[34]

Displaced residents are **forced to travel longer distances, utilizing worse infrastructure,** to meet their daily needs

Displaced community members are separated from more than just transportation options and the destinations they need to reach to meet their daily needs. They are also severed from their social support networks and community connections people need. Lacking ease of physical mobility through the city, these displaced residents have to travel longer distances, using less complete and lower quality infrastructure to meet their daily needs.

People who experience displacement also experience something called "root shock." Coined by Dr. Mindy Fullilove, social psychiatrist and professor of Urban Policy and Health at the New School, root shock refers to the traumatic stress reaction to the loss of some or all of one's emotional ecosystem.

[33] 2025 Regional Climate Health Monitoring Report: Air Quality, Clackamas County, Multnomah County, and Washington County

[34] More information about gentrification and displacement is available in the City of Portland Bureau of Planning and Sustainability's *Anti-Displacement Action Plan: Foundation Report*

Root shock diminishes social, emotional, and financial resources and capital; it can also increase risk for stress-related diseases including depression and heart attacks.[35]

Affordability

A major barrier to access and mobility is affordability. In Portland, households on average spend 15 percent of their income on transportation. Households with lower incomes spend roughly 25 percent of their income on transportation, 10 percent more than the average Portland household.[36] Transportation costs are considered affordable if they are 15 percent or less of total household expenses.[37]

Low-income households in Portland **spend on average 25% of their income on transportation**, 13% more than the average Portland household.

Gaps and recommendations

Data gaps

Transportation Planning Rules (TPRs) through the Department of Land Conservation and Development (DLCD) define underserved communities for a required *Major Equity Analysis* as including:

- Black and African American people;
- Indigenous people (including Tribes, American Indian/Alaska Native and Hawaii Native);
- People of Color (including but not limited to Hispanic, Latina/o/x, Asian, Arabic or North African, Middle Eastern, Pacific Islander, and mixed-race or mixed-ethnicity populations);
- Immigrants, including undocumented immigrants and refugees;
- People with limited English proficiency (or multilingual/multicultural people who speak other languages than English and/or face institutional language barriers);
- People with disabilities;
- People experiencing homelessness;
- Low-income and low-wealth community members;
- Low- and moderate-income renters and homeowners;
- Single parents;
- Lesbian, gay, bisexual, transgender, queer, intersex, asexual, or two-spirit community members; and
- Youth and seniors.

[35] Dr. Mindy Fullilove, Root Shock: The Consequences of African American Dispossession
[36] This data is from an output from PBOT's work with VisionEval, a version of Oregon's statewide long-range scenario planning model.
[37] Housing and Transportation Cost Index, H+T Map | H+T Index

The contents of this profile focus primarily on BIPOC communities and people living on low incomes. While this overview offers a clear assessment of and acknowledgment of transportation-related disparities for these community members, reliable disaggregated data for many underserved community members is lacking.

Next steps

To fill the noted data gaps and to better understand the needs, vision, goals, and barriers of underserved communities, focused engagement to reach these communities is necessary. The *2045 TSP Public and Agency Engagement Plan* describes ways in which the 2045 TSP planning process is capacitating meaningful engagement with the underserved community members listed above.

Key performance measures and key community outcomes

The project team has been working with community and agency partners to define the Vision, Goals, and Objectives for Portland's transportation system that reflect community priorities, as required in the state's Transportation Planning Rules. The project team is using these priorities to develop key community outcomes that directly relate to the Goals and Objectives themselves.

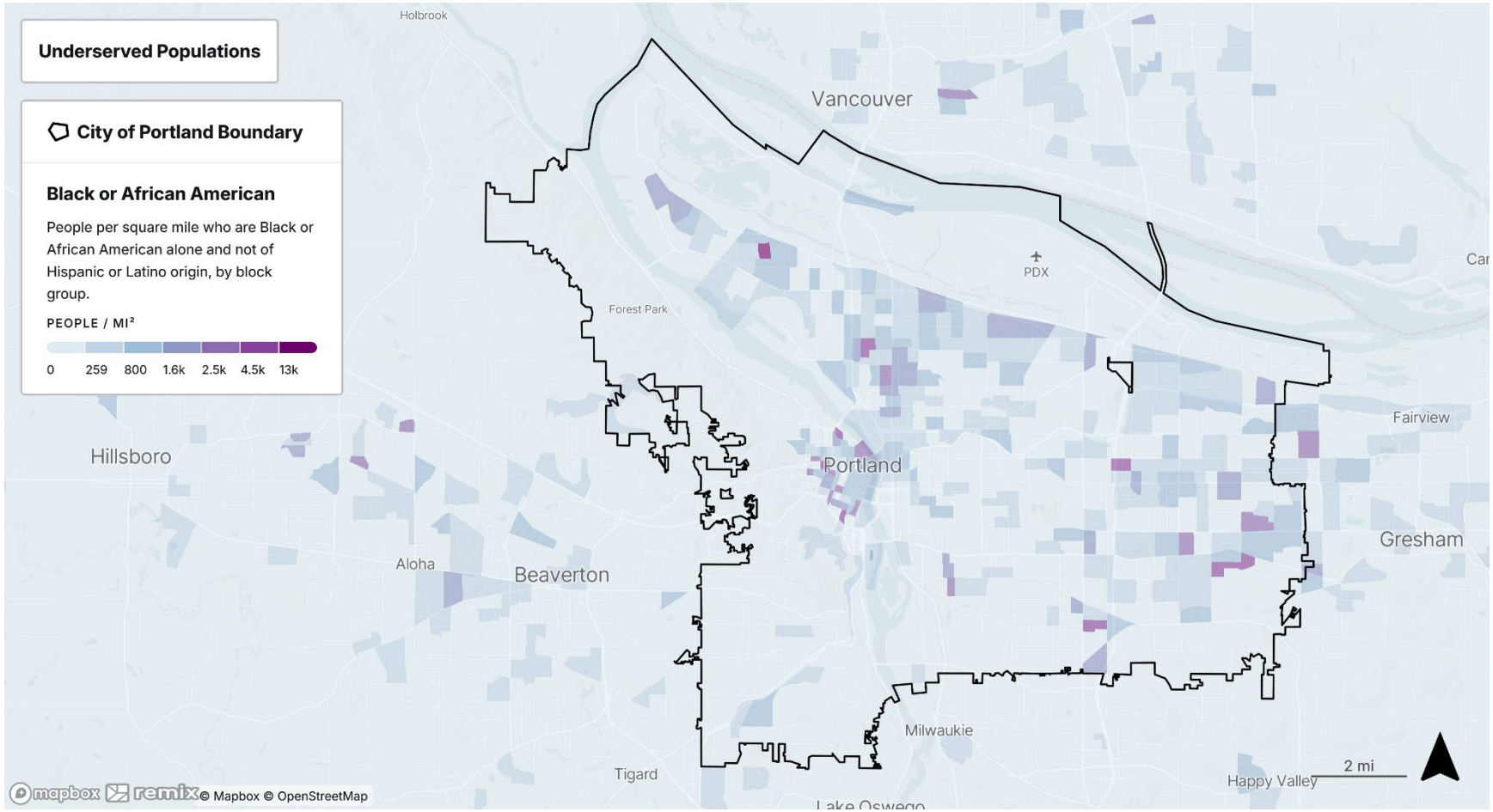
Utilizing the developed Goals and Objectives, the project team will develop a set of project evaluation criteria and apply them to create and refine a draft constrained major capital projects list and a tiered unconstrained project list that best aligns with desired key community outcomes. At that time, the project team will also evaluate and refine existing TSP policies and performance measures to effectively consider key community outcomes over time.

As part of implementation of public engagement for the 2045 TSP update, the project team will assemble a Title VI and Equitable Outcomes Report. This report will be updated iteratively, serving as an evaluation of the effectiveness of public engagement. It will summarize all community engagement activities, as well as how members of underserved populations were engaged. It will also analyze the data collected through community engagement and describe how community input shaped elements of the plan. Finally, it will include review and summary of performance measures and transportation solutions for progress toward and alignment with key community outcomes.

Appendix: Maps of Geographic Concentrations of Underserved Populations

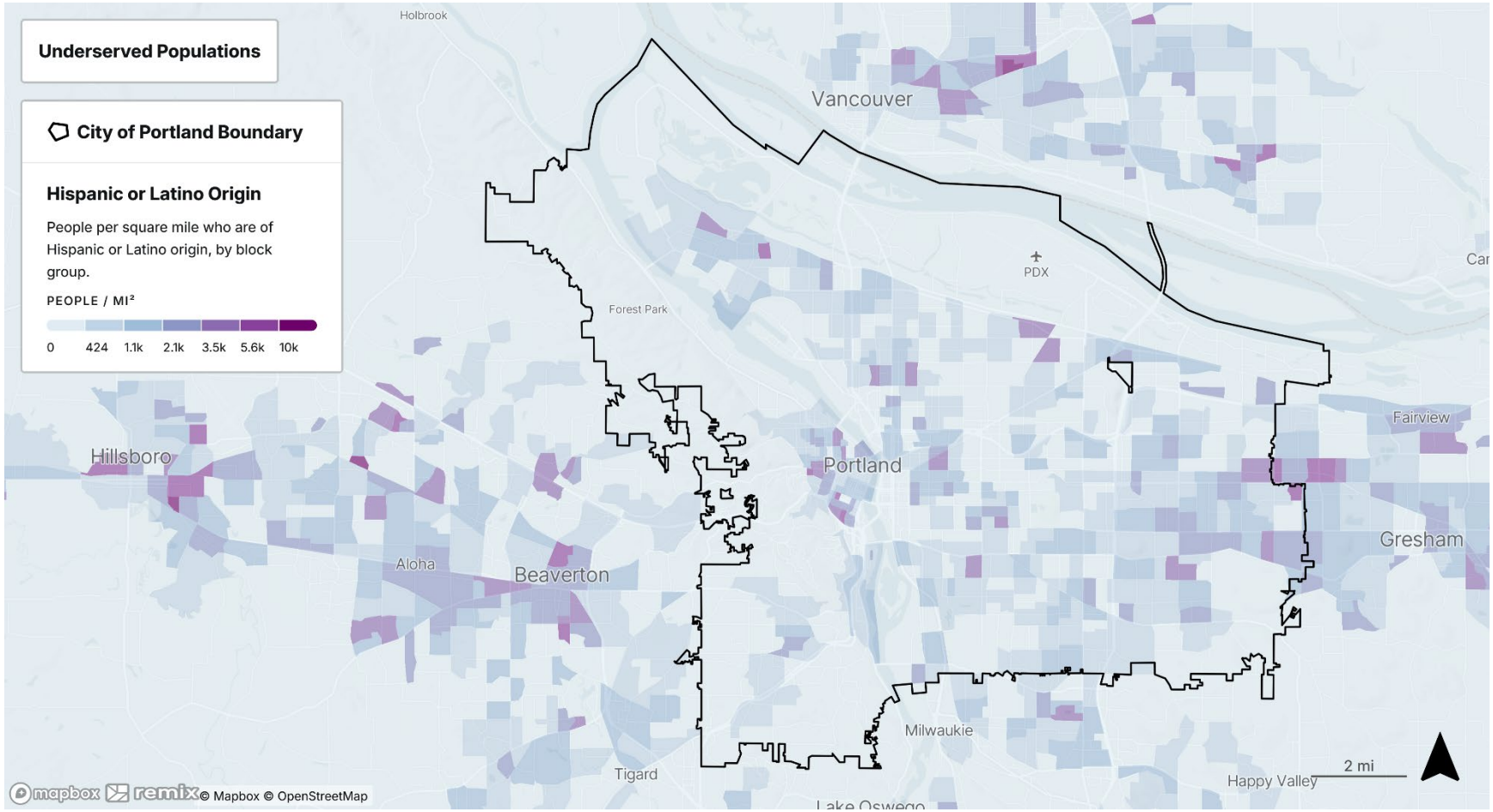
The TSP project team utilized Remix, a comprehensive transportation planning platform that supports the analysis of demographic data from American Community Survey (ACS) 5-year estimates (2019-2023), to identify geographic concentrations of underserved populations. In addition to a public interactive web map, all map layers were exported to ensure permanent documentation. They are as follows.

Black or African American People



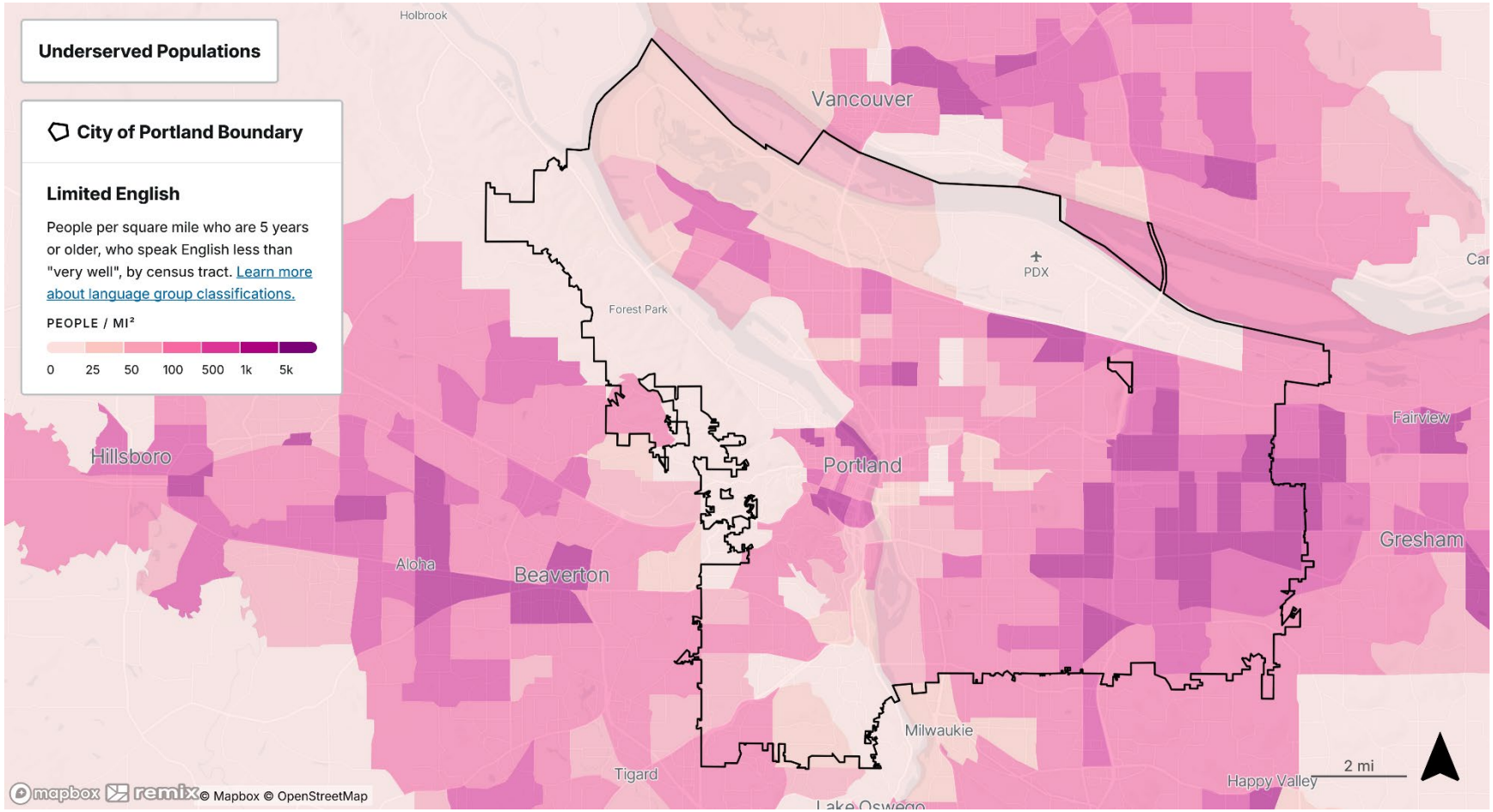
Black/African American people live throughout Portland, with 5.8 percent of the city's population identifying as Black or African American Alone (an estimated 37,342 people). Concentrations of Black or African American community members are located in the Central City, North/Northeast Portland neighborhood including Albina and the Columbia Corridor, most of East Portland, and outer Southeast neighborhoods.

People of Hispanic or Latino Origin



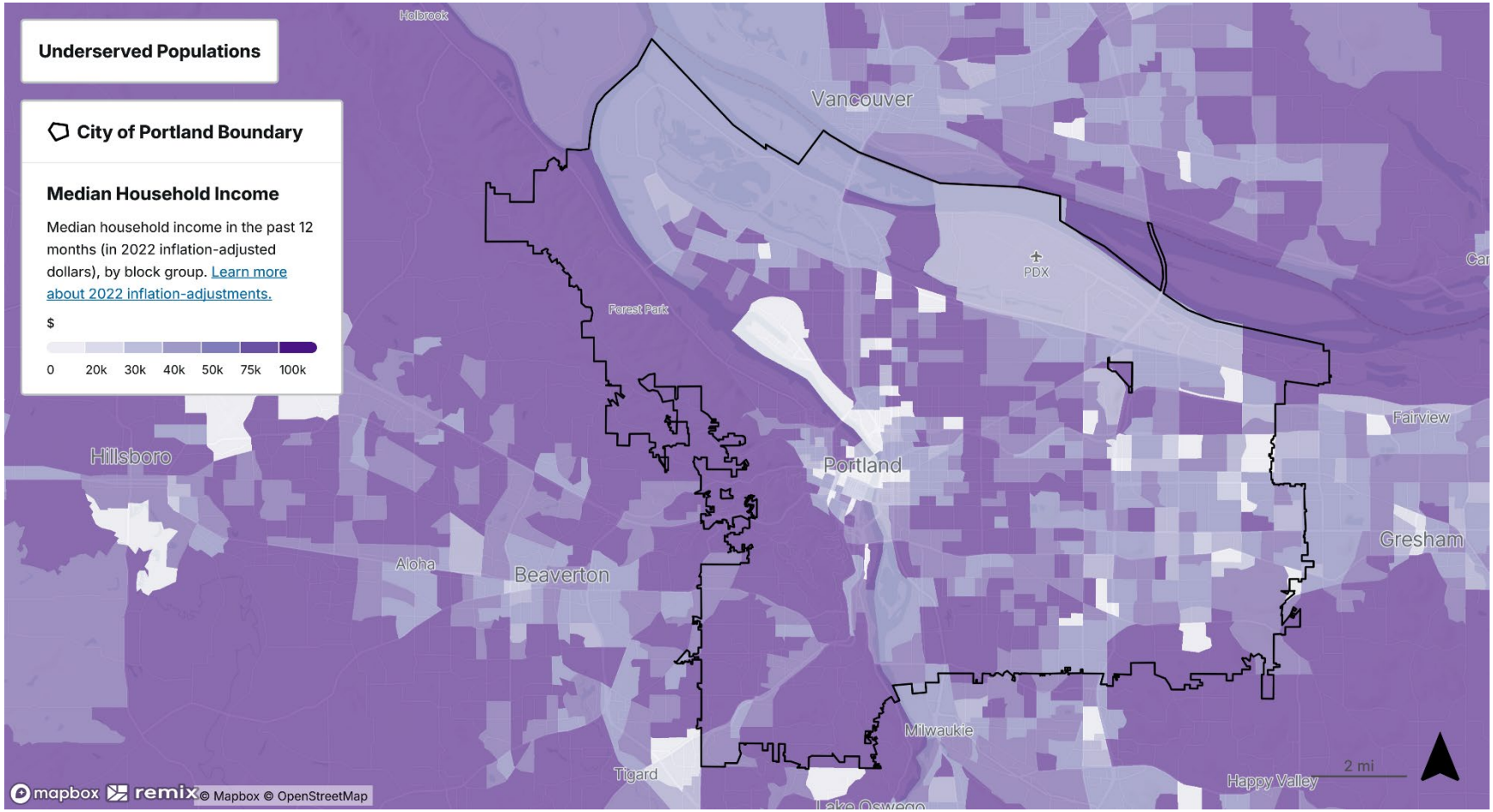
People of Hispanic or Latinx origin live throughout Portland, with 11.2 percent of the city's population identifying as Hispanic or Latinx (an estimated 71,736 people). Concentrations exist in most parts of the city. Notable concentrations exist in the Central City, North/Northeast Portland, East Portland, outer Southeast Portland, as well as inner neighborhoods east of the Willamette River.

People who Speak English Less than Very Well (Limited English Proficiency)



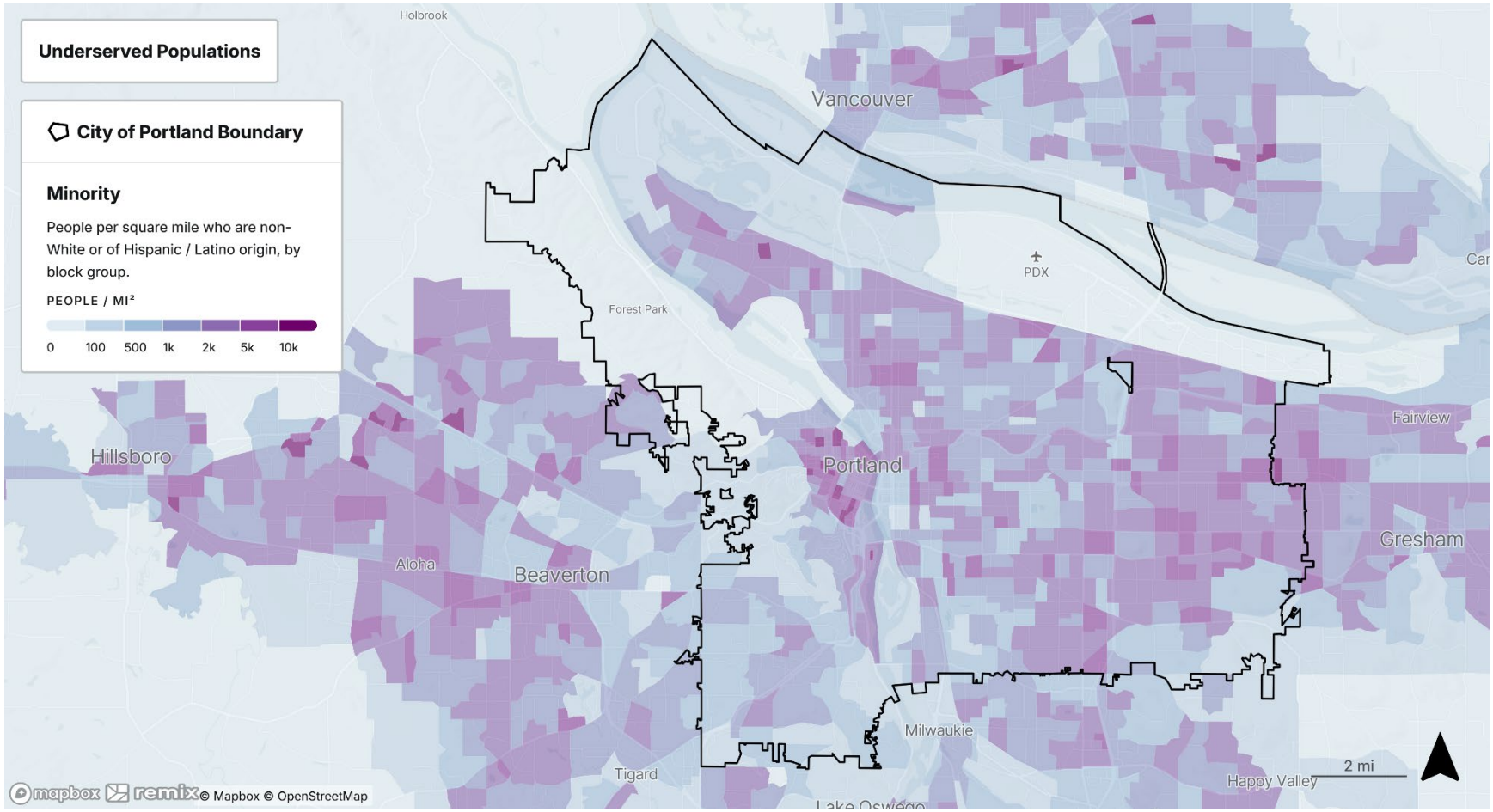
People who live in households that speak “English Less than Very Well” also live throughout Portland, with the highest concentrations in the Central City, North Portland/the Peninsula, along the Columbia Corridor, and East Portland. 6.5 percent (39,938) people in Portland are Limited English Proficiency.

Median Household Incomes



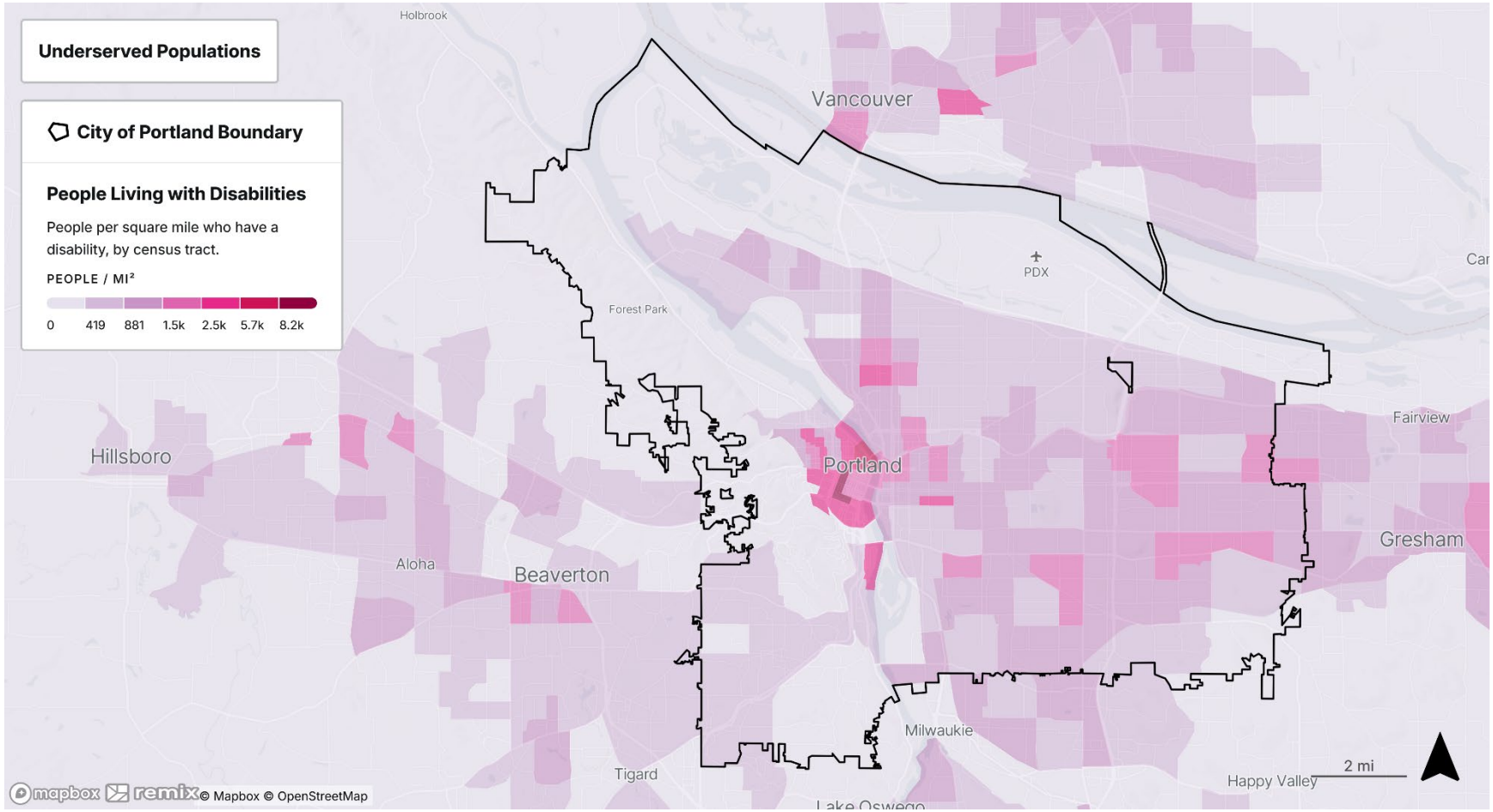
Concentrations of people living in households with lower median incomes are located in the Central City, North Portland/the Peninsula, along the Columbia Corridor, Outer East and Southeast Portland, and in tracts around Foster/Powell in Southeast Portland.

People of Color (non-white or Hispanic/Latino)



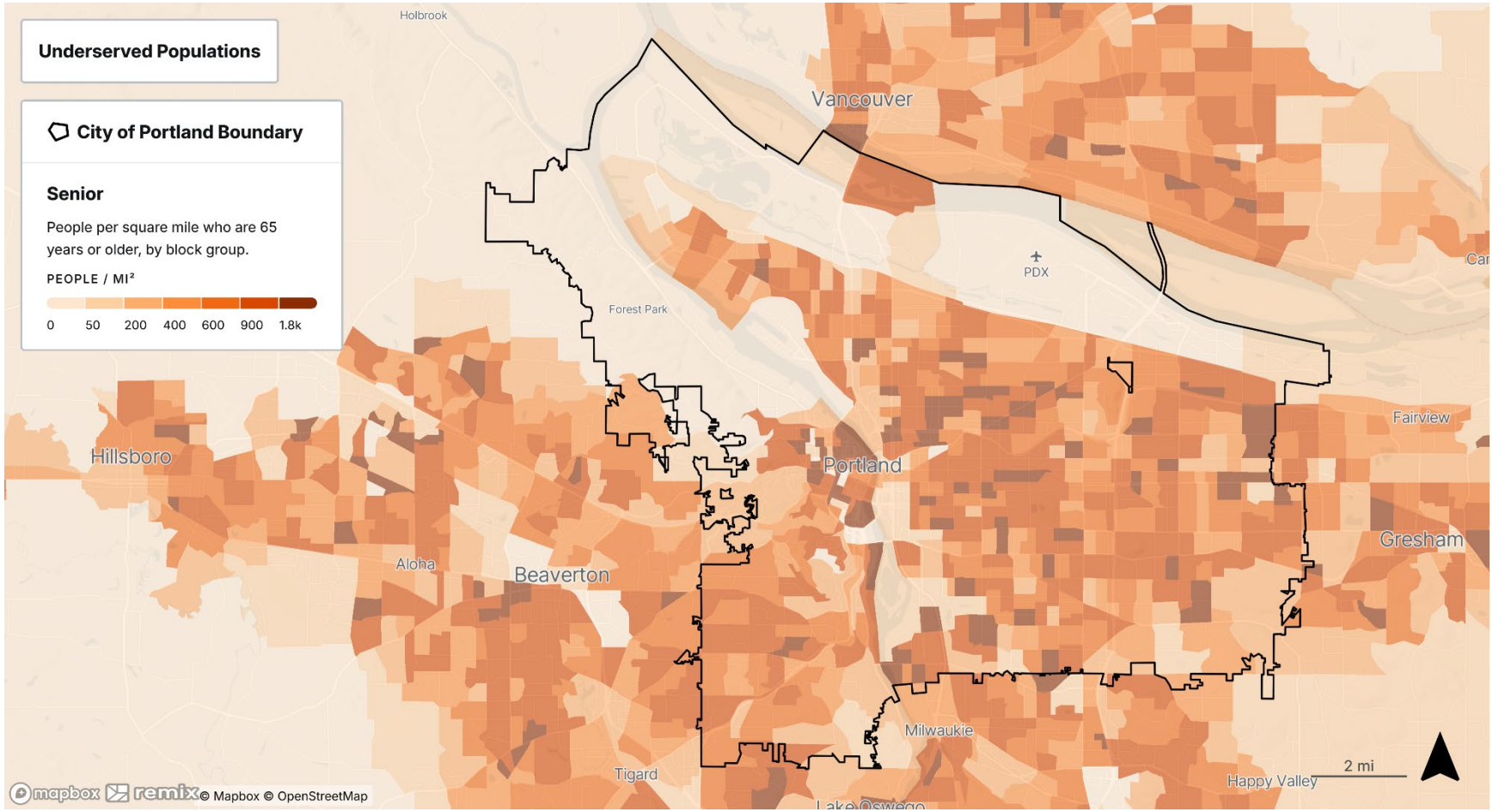
People of Color (people who identify as non-white or as Hispanic/Latinx) live throughout Portland, with concentrations in the Central City, inner SE and NE neighborhoods, North Portland, and all outer East/Southeast Neighborhoods. Some concentrations that are less dense are located in Southwest Portland also.

People Living with Disabilities



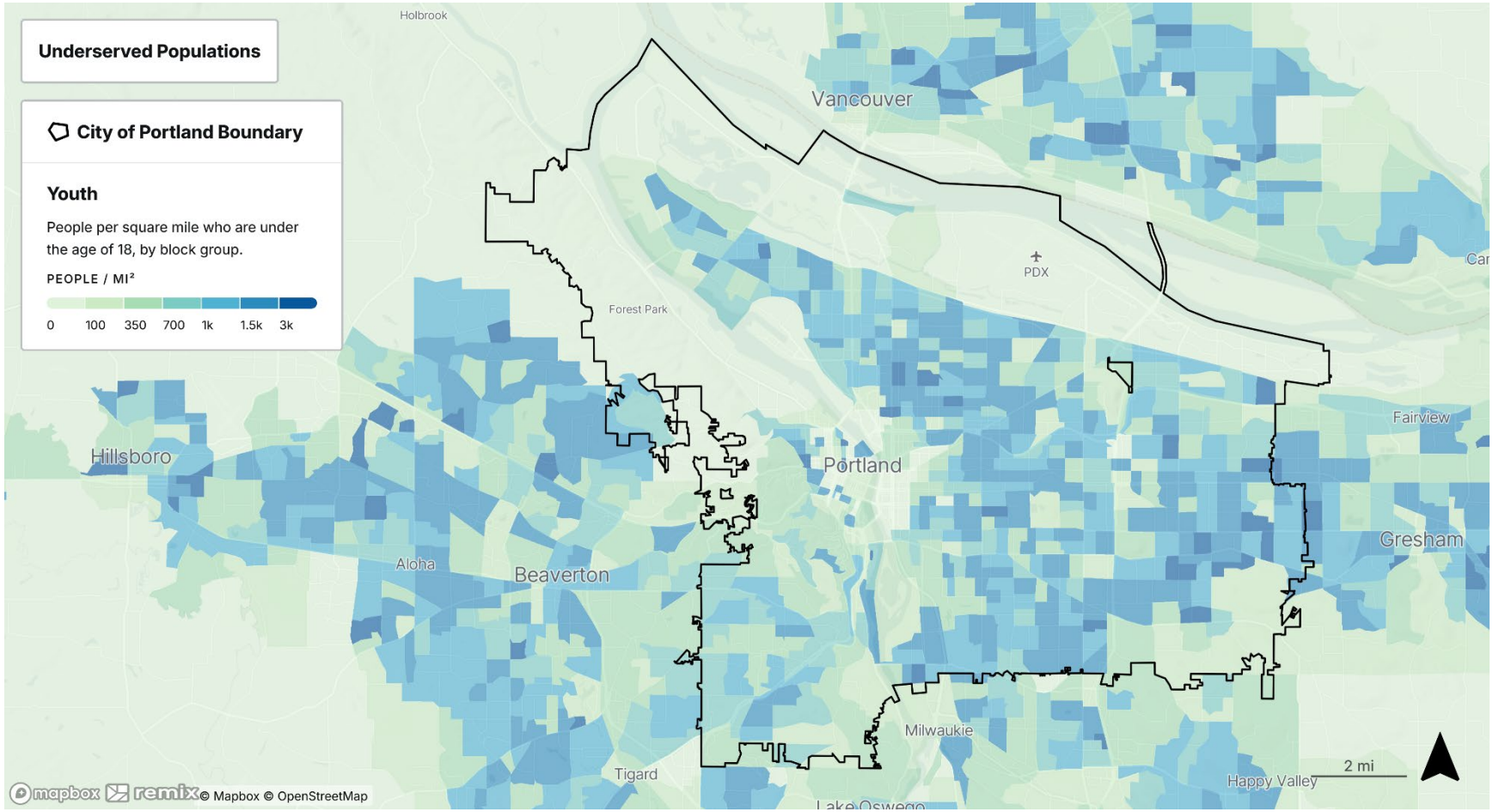
13.1 percent of Portland's population identifies as living with disabilities, making up a total estimated 83,176 residents. Concentrations of people living with disabilities are also dispersed throughout the city, with highest concentrations in Downtown/Central City, Albina/North Portland, Buckman, Foster Powell and Arleta, Powellhurst, and outer East and Southeast neighborhoods.

Seniors



Seniors make up a sizeable share of Portland's population, totaling 90,929 residents or 14.2 percent of the population. Concentrations of seniors are located throughout the city.

Youth



Youth also make up a significant share of Portland's population, totaling 106,517 residents or 16.7% of the population. Like seniors, concentrations of youth are distributed throughout the city.