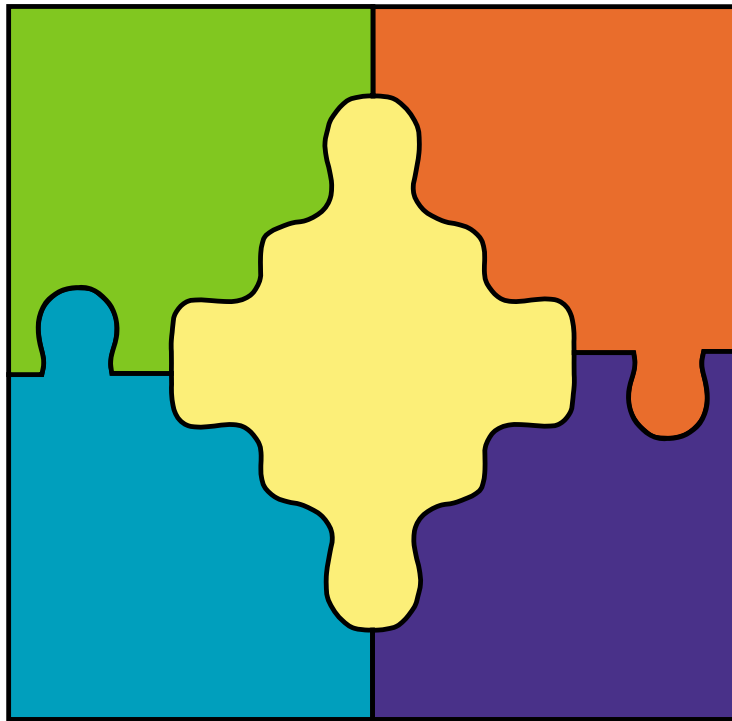


PORTLAND OFFICE OF TRANSPORTATION
STRATEGIC PLAN

2004–2009



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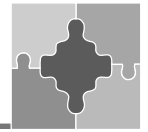
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A Force in Portland Livability

During the past several years, the Portland Office of Transportation has been engaged in a difficult and delicate balancing act. Recognized internationally as a leader in leveraging the transportation system as a tool for addressing urban challenges such as sprawl, revitalization, and economic development, PDOT is a key contributor to Portland's reputation as a vibrant, clean, healthy, mobile and accessible community.

Balancing Acts

Reductions in PDOT's major revenue streams² over the past several years have resulted in program cuts and service reductions. Projections for system requirements and revenues anticipate a gap that will widen over the decade. At the same time, the costs of both maintaining the system and meeting PDOT's obligation as a key City development agency continue to grow. Existing transportation assets such as street paving, signals and streetlights are aging and many are overdue for replacement. New assets are added to that inventory with each new project, whether sponsored by PDOT's own capital programs or those of PDOT's clients and partners. Proportionately and in real dollars, PDOT's discretionary funds are shrinking, with funds dedicated to specific purposes, or leveraged (spent by other agencies on PDOT projects) now constituting the lion's share³ of PDOT's Capital Program budget. In addition to forcing reductions in important and highly visible programs and services such as maintenance, planning, and neighborhood safety programs, this shift has decreased PDOT's level of control and flexibility to set priorities for the overall good of the City's transportation system. By the year FY06-07, the dual trend of requirements growth and flat revenues will have exhausted PDOT's reserves, and will result in a shortfall of approximately \$4.0 million per year⁴.

Recent surveys have shown that the citizens of Portland, and to a lesser extent, citizens of the greater metropolitan area, support a broad range of PDOT initiatives and partnerships that increase transportation options, such as bicycle and pedestrian improvements, neighborhood livability features, and light rail and streetcar systems. Portlanders generally believe that building new roads is not the answer to traffic congestion. With its high profile as a force for area livability, PDOT has vocal advocates for its various programs. Constrained resources place these programs and their advocates in competition with each other. For instance, businesses may advocate for freight capacity, and economic development improvements; while neighborhoods may wish to have more resources dedicated to traffic calming and other safety features. Geographic areas of the City may vie to have area transportation plans developed, or implemented. Depending on their philosophies on regional growth, access, or transportation choices, citizens and advocacy groups press for resources that support their specific and sometimes conflicting priorities.

¹ Please see PDOT Environmental Scan Databook and PDOT Planning Conference Summary for details of issues summarized in this overview.

² State Highway Trust Fund, General Transportation Revenue, Street Lighting Fund.

³ Over 90% of PDOT's CIP funds are dedicated, leveraged, or obligated (committed to ongoing projects).

⁴ City of Portland, Office of Transportation, Financial Forecast 2004-2009.



In addition to citizens-at-large, PDOT has a large and varied audience of partners and influencers, all of whom expect PDOT to play an important role in the region. These parties include state, local and regional governments, developers, and public interest groups. Expectations run a full gamut, from “PDOT as leader” in regional transportation, land use and economic development strategy; to “PDOT as deliverer of specific high-ticket transportation projects.”

The View From Inside PDOT

This funding constrained/high expectation environment creates particular challenges for the nearly 750 people who work at PDOT. The organization encompasses a wide scope of transportation-related functions from planning to parking enforcement; from design and engineering to system maintenance; from project management to traffic signalization; from regional partnering to neighborhood outreach. In these and other functional areas PDOT has historically been an incubator and implementer for cutting edge ideas and efficiencies. Program and staffing cuts have eroded this “edge”. Perhaps more significantly, cuts have resulted in a perceived or real “zero-sum” situation, in which funding for one program means less is available for others. Another challenge is largely physical - PDOT is housed primarily in two large and separate facilities, with most of its administrative, planning, engineering, and parking functions located downtown in the Portland Building, and its Maintenance Bureau located across the river in North Portland⁵. In an environment in which efficiency and teamwork are increasingly important, employees stretched by lower staffing levels find it increasingly difficult to make time to communicate and coordinate their efforts and to understand each other’s needs, priorities and perspectives.

In spite of these stresses, a study of PDOT’s workforce conducted in 2003 indicates that PDOT employees like working for the agency⁶. However the strains on the agency are also evidenced in the study, with participants expressing uncertainty about the agency’s goals and priorities, and dissatisfaction with the level of cross-departmental communication and coordination. Complicating the situation is an upcoming wave of retirements, at which time PDOT will lose experience, skills, and institutional memory.

One casualty of budget cutting at PDOT has been external communications. While viewed as necessary when weighed against the needs of system support and maintenance, the timing of this program loss has been unfortunate. PDOT needs citizens, partners, and elected officials to be educated about transportation system challenges and choices, and to understand “what’s at stake.”

⁵ PDOT also has employees located in the City of Portland Development Services Building on 4th and Harrison Street, the Survey Field Office on N. Interstate, and the Streetcar Office on NW Lovejoy.

⁶ 90% of participants stated they would recommend PDOT to a family member or friend as a good place to work.



In Spite of Difficulties—Opportunities

In spite of the current economic challenges facing Portland and Oregon overall, there are some interesting and encouraging trends that have upside implications for PDOT and the transportation system:

The Profile of Portlanders

- Portlanders and area commuters use public transportation. TriMet carries more people than any other US transit system its size. Between 1991 and 2001, ridership increased at a faster rate than area population growth.
- Between the census years 1990 and 2000, the Portland metropolitan area experienced growth in the percentage of people taking alternative modes of transit to work. Other cities of similar size experienced a downturn in the use of transportation alternatives during that same time period. Over 16% of workers in the Portland/Vancouver area either take public transportation or use some means other than an automobile to get to work.
- The demographic profile of Portland is changing. Key trends include a growing over-65-year-old age group, and a high percentage of young adults between the ages of 18-30. These two demographic groups are likely to make residency decisions based on quality of life factors and to support the kind of urban transportation amenities Portland and PDOT are known for—although there is cause for concern about the willingness of these groups to fund public services via new taxes.
- Surveys of Portland residents reveal neighborhood and transportation concerns that are potentially addressable. For example:
 - When surveyed about their transportation choices, “safety” and “the perception of safety” are cited as the primary determining factors in Portlanders’ decisions about transportation modes.
 - Surveys of Portland neighborhoods indicate that three of the top five neighborhood concerns are transportation-related (“pedestrian and bike safety”; “traffic congestion”; “speeding”).
 - Since 1970, walking and biking to school has declined dramatically, from 66% to 8%. Forty-eight percent of school children aged 5-15 are driven to school by an adult. “Distance”, and “concern about traffic”, are cited as the two major barriers to walking or biking to school.
 - Regional surveys indicate support for transportation planning and a multi-modal transportation system, with the strongest showings of support from within the City of Portland.



Emerging Links and Ideas

- Freight mobility is emerging as a key economic health factor. Truck transport claimed 72% of the total modal share for Portland-Vancouver area freight transportation in 2003⁷, and is expected to increase as average shipment sizes decline and demand for expedited delivery grows. The amount of freight tonnage moved on the west coast is expected to double by 2020. Recent focus groups with Portland business leaders indicate that local freight movement capacity is one of their key concerns.
- The link between health and transportation is emerging as an important socio-economic issue as urban communities host an increasingly older population, and as exercise/mobility-related illnesses such as obesity affect a near majority of the population. Recent studies demonstrate that people living in communities with unsafe or inconvenient walking and biking conditions are likely to weigh more, and suffer more ill health consequences, than those in pedestrian and cycling-friendly communities⁸.
- New concepts of transportation stewardship and efficiency are emerging. These concepts are geared toward taking care and advantage of existing transportation infrastructure. Cities are experimenting with advanced traveler information technology that direct travelers to alternative routes during peak hours, and other optimization strategies that free up space on highways for freight, business vehicles, and other necessary travel. Interest is growing in stewardship concepts such as “value engineering” and “life cycle costing” as a means to address the long-term maintenance costs resulting from new capital investment.

Revenue Opportunities

- Opportunities exist to establish more robust funding sources for the transportation system in Portland. Although none of the following are bankable at this time, and none are full solutions to the system’s funding difficulties, they indicate some potential sources of new or enhanced revenue:
 - **Gas tax:** When all automobile-related fees and taxes are aggregated (including factors like gasoline taxes, registration and title fees, and automobile-related sales taxes), the total equivalent cents-per-gallon in Oregon is less than half of the average for other western states. A measure to increase the tax by 5¢ per gallon was defeated in 2000. However a statewide ODOT survey indicates that 92% of Oregonians believe they get “good value” from state gas taxes; and it may be possible to mitigate the controversial aspects of the 2000 initiative.
 - **Street Maintenance and Improvement Fee:** This concept was adopted by City Council in 2001 but later repealed. Since then it has been re-examined by local business leaders in their discussions of alternative transportation revenue options. Other cities in Oregon have such fees, and with renewed business interest, this approach could be viable.

⁷ Source: Port of Portland.

⁸ See PDOT Environmental Scan for a description of 2 studies: *Measuring the Health Impacts of Sprawl: A National Analysis of Physical Activity, Obesity, and Chronic Disease*; Smart Growth America, September 2003. *Promoting Safe Walking and Cycling to Improve Public Health: Lessons from the Netherlands and Germany*; American Journal of Public Health, September, 2003.



- **Registration and title fees:** In a survey conducted by Metro in 2003, Portland residents given “forced choice” options for transportation funding expressed preference for a combination of vehicle registration fees and bond sales.
- **Right-of-way-related franchise fees:** The City collects franchise fees from utility and cable providers as compensation for private use of the public right-of-way. Those funds are paid into the City General Fund. Providing access to the right-of-way by underground utilities reduces the life of the City’s roadways and results in significant maintenance costs. An argument could be made to dedicate a portion of the collected fees for maintenance of the right-of-way.
- **Internal revenue enhancement:** PDOT has control over a number of revenue sources, including parking meter fees and hours of operation, loading zone fees, permits, street-user fees and, to some extent, citation fines. Several of these are already under consideration for use in funding major initiatives, such as the transit mall revitalization project.

Agency Strengths

PDOT has significant strengths as an agency, notably:

- PDOT currently oversees critical assets on behalf of the City of Portland and its citizens. The transportation system and the public right-of-way that it occupies are currently valued at \$5.9 billion dollars, by far the largest of any of the City’s asset categories.
- Partners and elected leaders view PDOT staff as professional and effective, and share pride in Portland’s international reputation for innovative land use-transportation linkage.
- PDOT is recognized among peers and partners for its efficiency initiatives, such as sand recycling and reduction of overlay costs.
- PDOT has a professionally accomplished and committed workforce that is well positioned to maintain and enhance its reputation.
- PDOT is regarded as a good partner by client agencies in the areas of project management, engineering, construction and finance.

Optimizing the Trade-Offs

There are no strategic choices open to PDOT that do not require significant trade-offs. This strategic plan endeavors to plot a productive and responsible course through the challenges and opportunities facing Portland’s transportation agency and system.



PDOT's STRATEGIC VISION, MISSION AND PLAN

Over 200 employees of PDOT, and nearly 100 partners, clients, elected officials, business and neighborhood leaders and activists had a hand in developing this vision and strategy, either through gathering information, providing input, or distilling the data into a strategic approach to PDOT's future. In light of that input, a broad range of potential futures were evaluated. During the evaluation process⁹, it became clear that extreme approaches were not tenable and that PDOT will have to continue to serve a broad range of City-wide needs and interests. During that examination the following vision and mission were affirmed, values and assumptions identified, a key objective established, and strategies for action determined.

It is important to note that this is NOT a "business plan". It is not the intent here to identify and task every function within PDOT. The challenge of this "strategic plan" is to take a realistic look at key upcoming challenges to the health of the City's transportation system, and to chart a course through which the system not only survives-but thrives.

Vision for the Future

This vision statement for Portland's transportation system looks beyond current "roadblocks" and maps a long-term destination for the community:

Portland will have a sustainable transportation system that balances social, economic, and environmental values. Our system will provide safe access and mobility for residents, workers and visitors, and will provide for the efficient movement of goods. Individuals will have a broad range of safe and convenient transportation options by which to frequently walk, bicycle, carpool, or ride public transit. Streets are a resource that will also serve other public uses and gatherings. This transportation system will provide for a vibrant Central City, thriving commercial and industrial districts, and safe and diverse neighborhoods where Portland residents will want to live and work. The system will be maintained and preserved to support these uses, and to protect the investment made by Portland citizens in the city's transportation infrastructure.

This community vision will be achieved with a solid commitment by citizens, businesses and elected officials, and strong leadership and dedicated staff within the Portland Office of Transportation. It is essential that PDOT commit to a high set of ideals and standards from which to operate, as described in the following vision for the organization:

PDOT will be one of the world's best-run transportation agencies. Our stewardship of the transportation system will include life cycle asset management and the use of best technologies and practices. We will cultivate teamwork, and effective communication, inside and outside of our organization. Our employee training and development programs will be consistently applied to ensure a highly trained workforce that represents the diversity of our community. A strong public confidence in our management and performance will support entrepreneurial efforts, and result in sustainable funding for the transportation system.

⁹ For a description of the potential "futures" considered, see Appendix "C".



Vision Goals

- ❖ Public investment is preserved at a sustainable level.
- ❖ Use of current transportation system is optimized.
- ❖ Community goals are realized through system improvements.

The PDOT Mission

This mission statement embraces the organization's role as stewards and advocates for Portland's transportation system:

The Portland Office of Transportation is the steward of the City's transportation system, and a community partner in shaping a livable city. We plan, build, manage, maintain and advocate for an effective and safe transportation system that provides access and mobility.

Values

As a framework for decision-making on behalf of the public, employees and partners, we value:

- ❖ Excellent public service.
- ❖ A safe, reliable, and well-maintained transportation system.
- ❖ Transportation choices for everyone via a transportation system that supports a healthy economy, and a livable community.
- ❖ Design, construction and maintenance practices that protect the environment and result in a sustainable infrastructure.
- ❖ Community involvement.
- ❖ The publicly owned right-of-way, and management of that right-of-way to achieve a quality community, and good urban design that balances and links land use and transportation.
- ❖ A safe and supportive work environment for all employees that encourages innovation, flexibility, professional growth, teamwork, respect, reasonable risk-taking, and a “can-do” attitude.
- ❖ A diverse and inclusive workforce.
- ❖ Stewardship of the financial, physical and human resources that we manage on behalf of the public.
- ❖ A collaborative approach that fosters communication, partnerships, and teamwork, both inside and outside our organization.



Baseline Assumptions

These assumptions are the starting point and basis for the strategies outlined in the plan.

- ❖ The future will be revenue-constrained.
- ❖ PDOT will always have to serve multiple City objectives. A single-focus strategy is not viable in PDOT's role as a public agency.
- ❖ New ways of doing business, internally and with partners, will be required to meet current and upcoming demands.
- ❖ In order to protect the long-term viability, safety and cost effectiveness of the transportation system, steps to slow the rate of asset growth and complexity must be taken in the near term.
- ❖ The links between transportation and land-use, economic development, and livability are vital to PDOT's long-range vision and purpose.
- ❖ It is PDOT's responsibility to communicate with citizens and decision-makers about "what's at stake" for the City with regard to transportation challenges, and the cost/benefit implications of transportation investment decisions.
- ❖ Because of the diversity, complexity, and geographic separation of the PDOT organization, a high level of commitment will be required to cultivate the communication and teamwork necessary to meet challenges.

A STRATEGY FOR DELIVERING ON PDOT'S VISION AND MISSION



PDOT's Vision, Mission and Values have changed little over time. Our Vision is clear and the long-term future remains bright. Over the years, PDOT has been a leader in the shaping of our community. This role will continue to be important.

PDOT is rich in its complexity and in the multitude of objectives that it must fulfill. PDOT carries on its shoulders the expectation of remaining one of the premier local transportation agencies in the country. Meeting this expectation during times of diminishing resources has and will continue to be one of our primary challenges.

“Five 4 Five”

This Strategic Plan lays out five specific Strategies for Action that the organization must focus on to meet these challenges. The Strategies will provide the basis for decision-making and resource allocation over the next five years. These Strategies do not diminish the importance of the myriad other things PDOT must continue to do; however they are critical to our ability to do those things well.

The five Strategies for Action are centered around business and stewardship practices that will best position the organization to efficiently deliver the services and build the public trust and support necessary to achieving our Vision. In summary, the strategies include:

1. Design, construction, and maintenance practices that will eliminate the growth of maintenance backlog, and slow the rate of asset growth and complexity.
2. Leadership and partnership in the development of funding alternatives and solutions.
3. Emphasis on economic health, and neighborhood livability and safety, as focal points for transportation projects, as revenues allow.
4. Communication and outreach to the community, to spotlight the untenable revenue framework that currently positions the City, and all of Oregon, at the bottom of transportation funding in the West.
5. Internal communication and teamwork to unify and coordinate PDOT's strength and capabilities as an organization.

Within PDOT, the collective efforts of every individual are needed. The success of this plan depends on PDOT being a strong and inclusive workplace, that provides opportunities for all employees to develop professionally and participate fully.

Strategic Objective

Successful implementation of this plan will result in the following outcome:

A transportation system that plays a critical role in the livability and economy of the region, and is supported by:

- ◆ Citizens and decision-makers who understand and value the links between transportation and the livability and economic vitality of the community;
- ◆ A funding framework that preserves the public's investment in transportation infrastructure.
- ◆ A vibrant transportation organization, whose service standards are aligned with the values of the community.



Strategies for Action

The following approaches provide a path forward toward delivering on PDOT's mission and achieving its goals and objective. The "Five 4 Five" Strategies are listed below:



I. Build and operate the transportation system to last.

- ❖ Budget the resources necessary to eliminate the growth of the maintenance backlog.
- ❖ Design and adopt practical life-cycle costing methods. In order to be "practical", methods will have to support PDOT's long-term zero-growth goal for maintenance backlog without unduly inhibiting PDOT's entrepreneurial agility.
- ❖ Adopt capital project development strategies that enhance and optimize long-term maintenance capacity. This pertains not only to PDOT funded projects but also to those projects that are either privately funded or paid for by partnering agencies.
- ❖ Develop a greater understanding within the organization of the long-term implications for increasing the inventory of transportation assets. Consider this when making decisions that involve building or installing new assets.

Discussion:

Jurisdictions throughout the country are struggling to match their capital investment strategy with a long-term asset management model. This issue is growing in importance as general revenue sources available to cities are increasingly constrained. PDOT has an opportunity to extend its reputation and talent for innovation beyond the arena of capital projects, and create practical solutions to the long-term stewardship of those projects. In implementing this strategy, PDOT will be challenged to define expectations and processes for life-cycle management, as it will be important to avoid pitfalls such as overly bureaucratic or "sharp-pencil" approaches that adversely affect responsiveness and entrepreneurialism.

2. Establish sustainable funding for a sustainable infrastructure.

- ❖ Maximize existing revenues under PDOT's control, where feasible and acceptable, to partners and communities of interest.
- ❖ Assist regional partners, local legislators, and the business community in developing new regional or statewide funding that supports local transportation needs.
- ❖ Work with partners, stakeholders and elected officials to evaluate and develop new local revenue options such as a street fee or a street light levy, to support responsible maintenance of transportation infrastructure.



Discussion:

PDOT's financial forecast is balanced for the next two years, thanks to a state-financing package (OTIA III) that has compensated for some of PDOT's deficits and revenues shortfalls. However, the primary source of PDOT's discretionary operating revenue, the gas tax-based State Highway Trust Fund, is not indexed to inflation and has not been increased since 1993. The result will be a \$20 million loss of general transportation revenue purchasing power over the next five years. Meanwhile, infrastructure maintenance costs are increasing due to the age, complexity, and growth of assets in the City's transportation system; and PDOT has been tapped to fulfill City commitments to rebuild deteriorating infrastructure such as the Transit Mall, and to take the lead in a number of economic development efforts. Clearly, a "train wreck" is approaching.¹⁰

3. Deliver projects for people, jobs and neighborhoods.

Economic Health:

- ❖ Continue to identify new-revenue opportunities to deliver high-value, high-impact transportation projects and programs, such as the Portland Streetcar and Light Rail Systems and parking management strategies that uniquely position PDOT as a leader in promoting economic success in the Central City.
- ❖ Continue to identify new-revenue opportunities to revitalize and enhance public streetscapes in Town Centers and along Main Streets to support and strengthen neighborhood and community businesses.
- ❖ Emphasize and heighten awareness of importance of the efficient movement of freight and goods in the Portland region.
- ❖ Deliver transportation projects that ensure freight mobility and provide access to sites that create new jobs.

Discussion:

Economic health is critical to Portland's celebrated vibrancy and livability. Transportation plays an essential and obvious role in economy-critical factors such as freight mobility, industrial access, and parking management. More subtle, but equally important, is the stimulus to job creation and retail activity that occurs when transportation improvements revitalize local streets and town centers, so that they are good places to work, shop and do business.

¹⁰ See City of Portland Office of Transportation Financial Forecast 2004 - 2009.



Portland's overall status as a "Great Place" is one of its most precious economic development and livability assets. Limited resources will shape PDOT's participation in such projects. Our response must be organization wide, tied to asset management planning, and built on the strengths of our strong neighborhood and business associations, and our local traffic safety community. However, PDOT will continue to take advantage of opportunities to develop the vital transportation infrastructure and viable transportation choices that are central to this definition of "place".

Neighborhood Livability and Safety:

- ❖ Partner with neighborhood associations and other agencies and organizations to collaboratively address neighborhood safety and livability problems.
- ❖ Work cooperatively with schools, police, and neighborhoods to improve walking and biking routes to schools, senior centers, and other high-use facilities.
- ❖ Identify opportunities to secure new funds to address much-needed neighborhood livability and safety improvements¹¹.
- ❖ Seek out opportunities to further the organization's goals of providing equitable transportation alternatives, reducing the community's reliance on the use of automobiles.
- ❖ Ensure success of PDOT's efforts to mainstream pedestrian and bicycle services – including continual updates of Portland's Pedestrian and Bicycle Master Plans.

Discussion:

Portland residents have consistently identified concerns with traffic safety as one of the most serious threats to neighborhood livability. More Portlanders are killed and injured by traffic-related causes than by violent crime. In addition, 57% of Portland residents limit walking, biking, or taking transit due to concerns with safety.

4. Tell the transportation story.

- ❖ Develop a comprehensive communications program. Retain a Communications Director who will direct and manage public communications, community relations and other advocacy efforts. The Communications Director will be a member of the PDOT Directors Team and will be provided adequate resources to plan and implement a comprehensive communications plan for PDOT.
- ❖ Solicit the help of transportation stakeholders and advocates to most effectively position PDOT to accomplish its strategic objectives.

¹¹ An example of such opportunities include the recent Community and School Traffic Safety Partnership and Account.



- ❖ Highlight and enhance PDOT's neighborhood service profile by identifying and improving low-cost, high-impact customer services and response times.
- ❖ Establish benchmarks with other cities, so that transportation innovations and efficiencies can be discussed, demonstrated and evaluated in quantifiable and compelling ways.

Discussion:

The crisis facing the transportation system in Portland, and in communities throughout Oregon, is clearly laid out in internal financial documents. However the public, local civic leaders and elected officials may not be fully aware of the implications that eroding infrastructure and loss of capacity to conduct transportation programs and capital improvements will have on the economy and livability of the region and the state. Communities of interest, most notably business leaders in Portland, have recently become concerned enough to begin examining transportation financing issues and seeking solutions. Advocacy for the transportation system is core to PDOT's mission. The time is right for PDOT and its partners to communicate with local and state decision-makers about "what's at stake" with regard to transportation system funding, and to engage a broad coalition of stakeholders in addressing the problem.

5. Pull together as one organization.

- ❖ Establish a plan to address issues of inclusion and internal communications, and implement the recommendations for improvements in areas that surfaced in PDOT's 2003 Inclusivity Study.
- ❖ Eliminate internal conflicts that prevent PDOT from thinking and acting as a unified organization. Leverage opportunities, such as concurrent project design maintenance planning, to enhance dialog, collaboration and teamwork among staff at the Downtown and North Portland facilities.
- ❖ Create opportunities for employees to become full partners in PDOT's success, through ongoing information and education about PDOT business realities and strategies, and dialogue about ways to improve PDOT's work processes and workplace.

Discussion:

PDOT has an obligation and an opportunity to provide an equitable, progressive and challenging work environment for its work force. PDOT conducted a study in 2003 to point the way toward workplace improvement and development. The study affirmed that employees view PDOT as a good place to work, but see the need for improvement, growth and change. Building better communication, inclusion and teamwork into the organization will enable PDOT to be an even better place to work, and will provide even higher value to the citizens it serves.

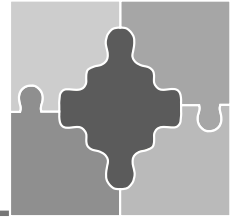


MEASURES OF SUCCESS

PDOT's goals and strategies for action are interdependent-in other words, no single strategy will result in the achievement of any of the following goals. These goals, when achieved, will be the result of an integrated approach-all of PDOT's parts working together to advance all of the strategies.

- New funding initiative **adopted** by Year Three of this plan.
- Growth of maintenance backlog **eliminated**¹² by Year Five of this plan.
- Individual citizen satisfaction **improved**, as measured by factors in Auditor's *Service Efforts and Accomplishments Report*.
- Experience and perception of safety **improved**, as measured by the Auditor's *Service Efforts and Accomplishments Report*, and the factors identified in the *2003 Traffic Safety Study*.
- Employee evaluation **improved**, as measured by factors in the *PDOT Inclusivity Report*.

¹² It is impossible to eliminate all backlogged maintenance. The intent of this goal is to have the rate of maintenance needed to be at equilibrium with the amount of maintenance provided, on an annual basis.



Appendix A

**Appendix A
PDOT STRATEGIC PLAN SUMMARY**

Environmental Scan

External Factors

- Declining funds, in tandem with continuing growth of the system and system maintenance needs.
- Need to accommodate the expanding freight mobility needs of the region, a key economic development factor.
- Changing demographic profile of Portland has implications for system features and funding.
- Citizens consistently cite "safety" as a key factor in transportation choices and perception of livability.
- Portland has made progress on increasing use of transportation alternatives, in reverse of the trend nationwide.
- The link between transportation choices and socio-economics is emerging as a key social issue.
- New transportation technologies.
- State and local funding opportunities on the horizon.

Strengths

- Value - in terms of dollars, quality and importance - of the asset base.
 - Professional reputation among peers, partners, and elected officials.
 - National profile as a transportation innovator.
 - Professionally accomplished and committed workforce.
 - Client agencies view as a good partner in project management, engineering, construction and finance.
- Weaknesses**
- Funding mechanisms are not keeping up with the growth, maintenance, and replacement needs of the system.
 - Lack of strategy or resources for communicating about and advocating for the system. Communication inadequacies are both internal and external.
 - Partners believe PDOT has not sufficiently leveraged its leadership potential in the region.
 - Decreased staffing levels have limited PDOT's opportunities to think and act proactively.
 - Loss of institutional memory and skills due to upcoming retirements.

PDOT Vision Elements

The City and the Transportation System:

- System Safety and Sustainability
 - Transportation Choices that Add to Community and Economic Vitality.
 - A Range of Public Uses of the Public Rights of Way that Add to Vibrancy and Quality of Life.
 - Well maintained and preserved system that protects the public's investment.
- The PDOT Organization
- Stewardship based on Asset Management, and Best Technologies and Practices.
 - Effective Teamwork and Communication.
 - Professional Development.
 - Diversity and Inclusivity.
 - Entrepreneurialism and Innovation.
 - Sustainable funding.

Vision Goals

- Public investment is preserved at a sustainable level.
- Use of current transportation system is optimized.
- Community goals are realized through system improvements.

PDOT Values

- Public Service.
- Safety and Reliability.
- Stewardship and Preservation of the transportation system.
- Transportation Choices that support a healthy economy and community.
- Sustainability.
- Community Involvement.
- Public ownership of and investment in the Right-of-Way.
- Diversity and Inclusion in our workplace and our application of resources.
- A Supportive Work Environment that fosters innovation, flexibility, professional growth, reasonable risk-taking, and a can-do attitude.
- A Collaborative Approach that fosters teamwork, partnerships, and open communication.

PDOT Mission

PDOT is the steward of the City's transportation system, and a community partner in shaping a livable city. We plan, build, manage, maintain and advocate for an effective and safe transportation system that provides access and mobility.

Strategic Objectives

A transportation system that plays a critical role in the livability of the region, and is supported by:

- Citizens and decision-makers who understand and value the link between transportation and the vitality of the community.
- A funding framework that preserves the public's investment in transportation infrastructure.
- A vibrant organization whose service standards are aligned with the values of the community.

Strategies

Build and operate the transportation system to last.

- Budget to slow maintenance backlog
- Adopt capital project development strategies to enhance and optimize long-term maintenance capacity.
- Develop understanding of long-term implications for increasing transportation asset inventory.
- Design and adopt practical life-cycle costing methods.
- Work with partners, stakeholders and elected officials to develop local funding options.

Establish sustainable funding for a sustainable infrastructure

- Assist regional partners to develop statewide funding that supports local needs.
- Maximize existing revenues.

Deliver projects for people, jobs and neighborhoods

- Economic Health
- Identify new revenue opportunities for:
 - high-impact, high value projects like Streetcar, public streetscapes, and parking management.
 - freight movement and access to sites that support jobs.
- Neighborhood Safety and Livability
 - Partner with neighborhood assocs, police, schools and other stakeholders to address safety and livability.
 - Seek new funds for livability and safety improvements, and alternatives that decrease reliance on automobiles.
 - Mainstream pedestrian and bicycle services.

Tell the transportation story

- Develop a comprehensive communications program. Retain a Communications Director
- Work with transportation advocates, stakeholders.
- Enhance and highlight service improvements.
- Reestablish PDOT's state and regional leadership.
- Set benchmarks for innovation & efficiencies.

Pull together as one organization.

- Create plan for inclusion & communication issues; implement Inclusivity Study recommendations.
- Eliminate internal conflicts; leverage teamwork opportunities b/w divisions.
- Create opportunities for employees to be full partners in PDOT's success.

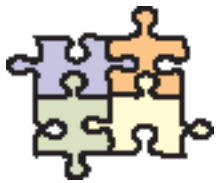
Metrics

- New funding initiatives adopted : Plan Year 3.
- Growth of maintenance backlog eliminated: Plan Year 5.
- Citizen satisfaction improved: Measured by factors in Auditor's Report.
- Experience and perception of safety improved: Measured by factors in Auditor's Report.
- Employee evaluation improved: Measured by factors in PDOT Inclusivity Report.

Appendix B



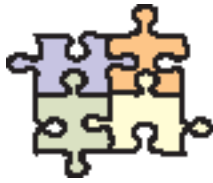
PORTLAND DEPARTMENT OF TRANSPORTATION



Environmental Scan Databook

Prepared for PDOT Strategic Plan

January 2004



ACKNOWLEDGEMENTS

Thank you for the hard work of creating, assembling and analyzing the material that went into this document.

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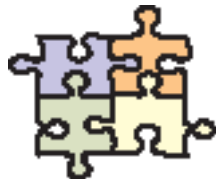


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INTRODUCTION

About this book

Strategic planning is about “putting all the pieces together”, and assessing the total environment of an organization as a basis for:

- Surfacing key issues, trends, opportunities, and risks;
- Identifying options, setting direction, and making decisions; and
- Engaging and coordinating the efforts of the whole organization.

But how can you assess the “whole environment” of an organization that is as technically, politically, economically, and socially complex as PDOT?

Five teams of PDOT employees have attempted to answer that question by assembling the information in this Environmental Scan. First, a steering team identified four major areas of inquiry and information-gathering:

1. The world of new ideas and innovation in transportation;
2. Constituent attitudes and expectations;
3. Regional partners and communities-of-interest; and
4. Internal PDOT information.

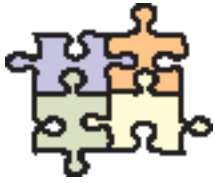
Then four teams were given the challenge of examining the available information in each area, and summarizing it - in 3 pages!

For some of the teams, the 3-page limit was too

daunting, as evidenced by the size of this book. And some summary reports, such as the Inclusivity Study Summary, were included in their entirety, due to their timeliness and importance to PDOT. But these summaries still represent the distillation of a tremendous amount of data.

Please use and peruse this book, and put the pieces together, according to your own learning style - start at the beginning, begin at the back, or pick a spot somewhere in the middle. No one in PDOT will get a grasp on all of the information and implications contained within. Different facts and concepts will stand out for each individual. When people from PDOT consider the Environmental Scan data, whether in division discussion sessions, over coffee, or at the Planning Conference on January 8th, we hope that they will have both a common basis and individual ideas about PDOT's future and the means for getting there.

The purpose of this Environmental Scan is to provide a basis for all PDOT employees to share information, and participate in a thoughtful and rational consideration of potential futures, which is the core activity of strategic planning.



PDOT VISION, MISSION AND VALUES

Portland Office of Transportation: Vision for the Future

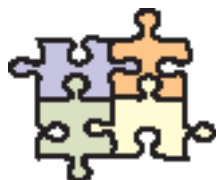
Portland will continue to be a national model for managing growth. The livability and economic health of the City will be maintained because of decisions made by community leaders and residents. Portland's downtown will continue to be the center of a safe, attractive, and vital City. Neighborhoods and community business districts will be thriving. Residents will have a broad range of safe and convenient transportation options and will frequently walk, bicycle, carpool or ride public transit as their first choice of transportation. The community as a whole will have an attitude of stewardship in making transportation decisions, and will understand the relationship between transportation, the environment and livability. Portland will have a competitive economic advantage because congestion is managed and air quality is good.

Mission

The Portland Office of Transportation is a community partner in shaping a livable city. We plan, build, manage and maintain an effective and safe transportation system that provides access and mobility.

Values

- Serving the public to the best of our collective ability, working cooperatively with the community, other jurisdictions and city bureaus, and contributing to a higher quality of life for future generations.
- A balanced, multi-modal transportation system that supports a healthy economy and a livable compact community.
- A well-maintained and safe transportation system.
- Respect for the natural environment as we plan, build, operate and maintain the transportation system.
- Using the public right-of-way to create a quality community by designing and constructing streetscapes that people are proud of and will use.
- A safe and supportive work environment for all employees; one that encourages innovation, efficiency, responsiveness, stewardship, independent thinking, respect, flexibility, professional growth, teamwork and reasonable risk-taking.
- A work force that is diverse, efficient, hard-working, dedicated, productive, well-trained, and one that effectively responds to the unexpected.
- Efficient and effective use of our financial, capital and human resources.



A History of Portland Department of Transportation

About this section

The following timeline identifies some of the highlights of PDOT's history, including leadership transitions. It is interesting to note the way in which changes in society-at-large are reflected in the changing philosophies about transportation that have been represented at PDOT during the forty years covered in this timeline.

- 1960's**
- Transportation is a part of the Department of Public Works and the City Engineers Office.
 - The vision for Portland's transportation future is contained in the Portland Vancouver Metro Area Transportation Study, that envisions a Los Angeles-style system of freeways.
 - Grassroots activism is growing, including opposition to freeway-building.
 - Clean Water Act, Clean Air Act, and Environmental Protection Act are implemented, influencing transportation philosophy and urban renewal objectives.
- 1970's**
- Neil Goldschmidt is elected mayor. His vision is to have an active downtown and vibrant residential areas and neighborhood schools that would attract people back to the city.**
- Office of Planning and Development is created to coordinate the planning and public works functions. A more balanced system is proposed, and Portland turns away from new freeways to a consolidated arterial system with a transit plan. A number major transportation projects and policies drive the mayors vision:
 - The Downtown Plan and Downtown Parking and Circulation Policy.
 - The Transit Mall.
 - Harbor Drive Closure.
 - Interstate Transfer Program (diverts \$266M in federal funds from withdrawn freeways and makes it available for regional and city projects, and over \$103M in Federal Interstate Withdrawal funds are programmed for arterial and other improvements in Portland)
 - The Arterial Streets Classification Policy (Now the TSP) was adopted.
 - State Highway Improvements impact mayor state highways and arterials.
 - METRO replaces CRAG as one of the first directly elected regional governments.

1980's Mayor Frank Ivancie assigns transportation bureaus to Commissioner Mike Lindberg. The main objective was to eliminate traffic congestion.

➤ Through the Regional Transportation Plan, METRO, City of Portland, Tri-Met and ODOT propose a regional light rail system. Light rail was sold as an alternative to building freeways as suburbs filled with new residents. Voters approved, supporting the concept as long as someone else was going to be using it.

➤ The national economy is in recession.

➤ Budgets for transportation in FY 79/80 and FY 80/81 were:

Maintenance	\$15.7M
Streets and structures	\$11.2M
Capital budget	\$29 M, almost entirely by state and federal funds
Bicycle and Pedestrian	\$1.1M with \$314,000 General Fund, \$36,000 gas tax rev.
Street Lighting	\$1.1M, funded by levy
(Traffic engineering still assigned under a different commissioner, in Planning)	

➤ The city's first Bike Day and bike map are introduced (1981)

➤ In 1983, Commissioner Lindberg creates PDOT by bringing all three transportation bureaus into the Portland Department of Transportation under one director as an enterprise fund. This groups the transportation bureaus together and changed the game with regard to funding, since the enterprise concept was based on dedicated funding, independent of General Fund dollars.

➤ In 1986 the Banfield (Eastside) LRT opens, and Portland and its partners seek to develop the Westside MAX line.

➤ The City takes over the Street Lighting Program with the end of the Street Lighting Levy.

➤ In the mid 1980's gas tax revenues are not keeping up with PDOT's financial needs. Budget reductions result in deferred maintenance and intense competition for capital funds.

In 1986 Commissioner Earl Blumenauer assumes leadership of PDOT, and sets a livability agenda.

➤ The Commissioner directs PDOT to seek regional and statewide consensus for a gas tax increase, without which it would be impossible to sponsor new light rail or livability programs.

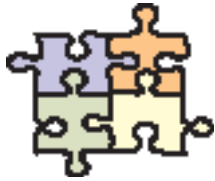
➤ Bike and Pedestrian programs are established. Funding levels are set at \$1M per program with direction to aggressively develop plans and projects.

1990's

- Focus shifts to special districts and projects such as River District and Lloyd District, to support redevelopment and new growth in the Central City.
- Floods in 1996.
- Cuts are made to the Capital Program. System Development Charges are established to provide funds for multi-modal projects, providing capacity increases to accommodate new growth.

In 1996 Commissioner Charlie Hales sets an agenda of New Urbanism, as well as continuing support for light rail transit.

- Congress establishes the funding mechanism TEA21.
- The Oregon Legislature rejects a gas tax increase.
- Salmon is listed as an endangered species by the EPA, changing stormwater rules and requiring extensive mitigation requirements for some projects.
- The Airport Light Rail package is developed. Interstate Light Rail funding package is established after the failure of the South-North Light Rail Bond Measure.



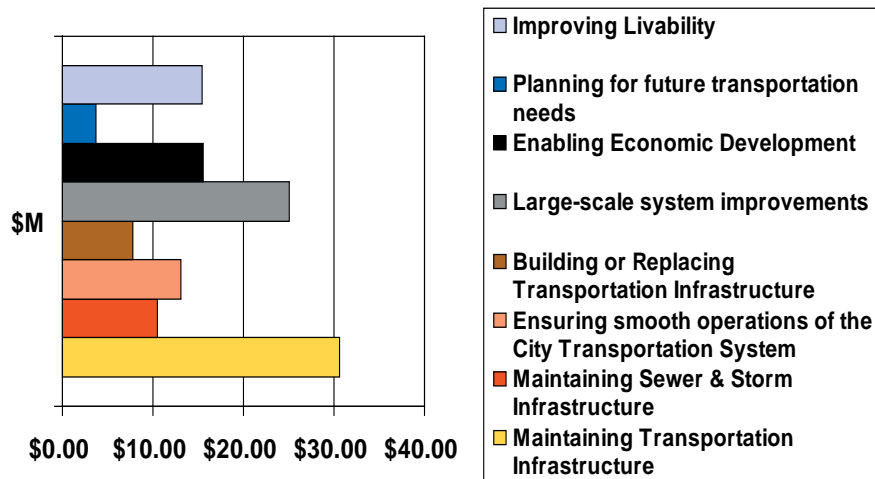
PDOT Internal Scan Scan Highlights

About this section

The team that conducted the scan was asked to produce an at-a-glance overview of the business metrics for PDOT. It was a challenge to condense the information into this summary format, as the work of PDOT is diverse and the business workings are highly complex. The section is structured around a series of questions that team members hope will shed light on common misunderstandings and assumptions, and give participants in PDOT strategic planning a clearer picture of how PDOT operates.

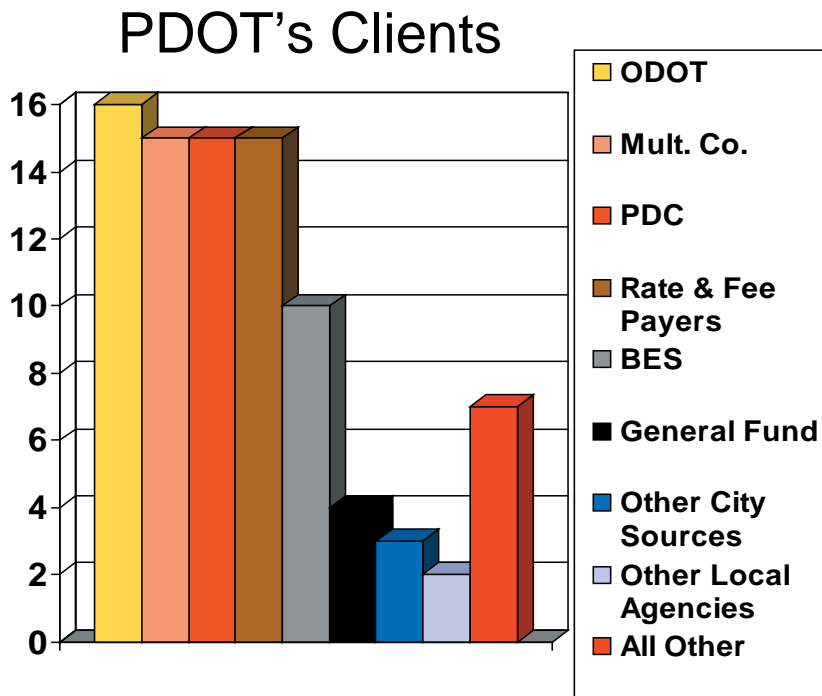
What Are PDOT's Key Business Areas and Funding Sources?

Primary Business Areas & Funding Sources



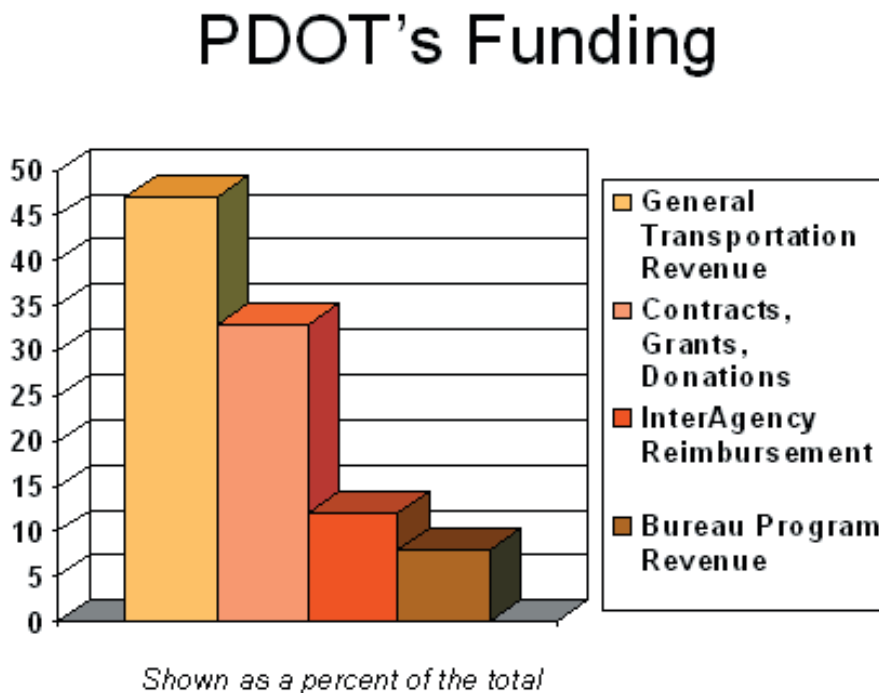
Maintaining Transportation Infrastructure	\$30,592,242
Maintaining Sewer and Stormwater Infrastructure	10,489,500
Ensuring smooth operations of the City Transportation System	13,116,889
Building or Replacing Transportation Infrastructure	7,847,491
Large-scale system improvements	25,025,276
Enabling Economic Development	15,602,712
Planning for future transportation needs	3,691,432
Improving Livability	15,416,585
Total	\$121,782,127

Who are PDOT's major "clients"?



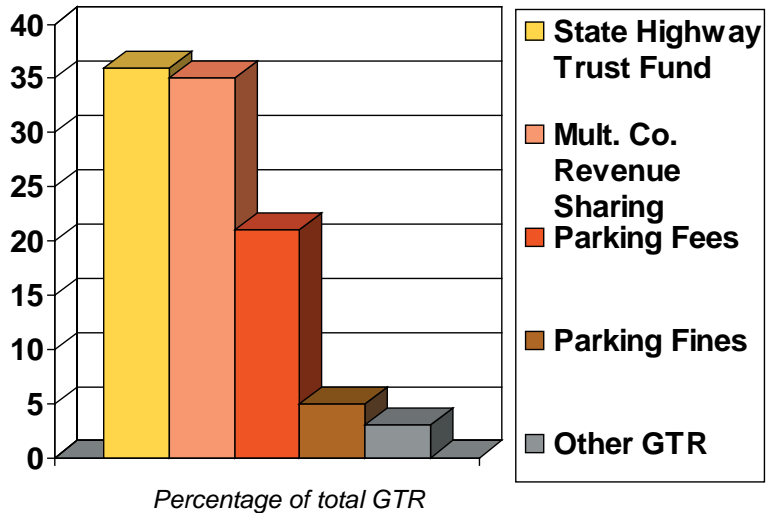
(Note: "Clients = "People who pay PDOT to do work")

Where does PDOT's funding come from?



General Transportation Revenue - Where does that come from?

General Transportation Revenue

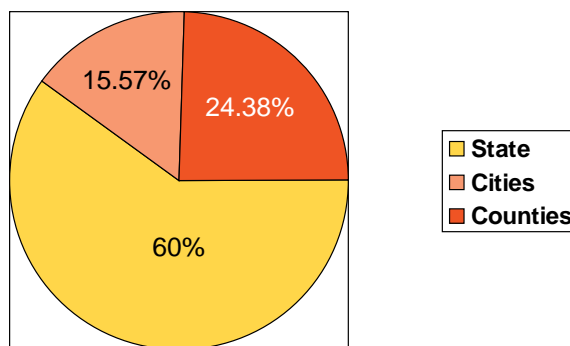


Where does the State get its transportation revenues?

Highway revenues in the State of Oregon depend on three major sources:

- **Motor Vehicle Registration & Title Fees**
- **Motor Vehicle Fuel Taxes**
- **Weight-Mile Tax**

State Highway Revenues



Cities revenue based on population
Counties revenue based on Vehicle Registration

State Highway revenues are based on the following formula

State: 60%

Cities: 15.57% based on population

Counties: 24.38% based on vehicle registration

STIP funds

Portland has a 5-year capital improvement program, and it is updated annually. The State has a 4-year transportation capital improvement program, called the Statewide Transportation Improvement Program, or STIP. The STIP is updated annually and includes all federally funded transportation projects in the State and all regionally significant projects.

The 2002-2005 STIP includes \$3,934,760,000 for improvements statewide. Oregon, Region 1, which includes Portland, Gresham, Beaverton, and other communities in the upper northwest section of the state, receives \$1,556,400,000, or 40% of STIP project money. PDOT and Parks get \$61,300,000, or 4% of the region's allocation for transportation projects.

Other sources of revenue

- **Federal Funds:** Appropriated to each state based on population, lane miles, motor vehicle fuel consumption Oregon's share is distributed from the Federal Highway Trust Fund and into the State Highway Trust Fund, and shared by the state, counties and cities.
- **Local Revenues:** City and county local road funds come from property taxes, levies, local road user fees, local improvement district assessments, traffic impact fees, bonds, general fund transfers, parking meters and fines, receipts from other local governments, and miscellaneous sources like fines, permit fees and private contributions.

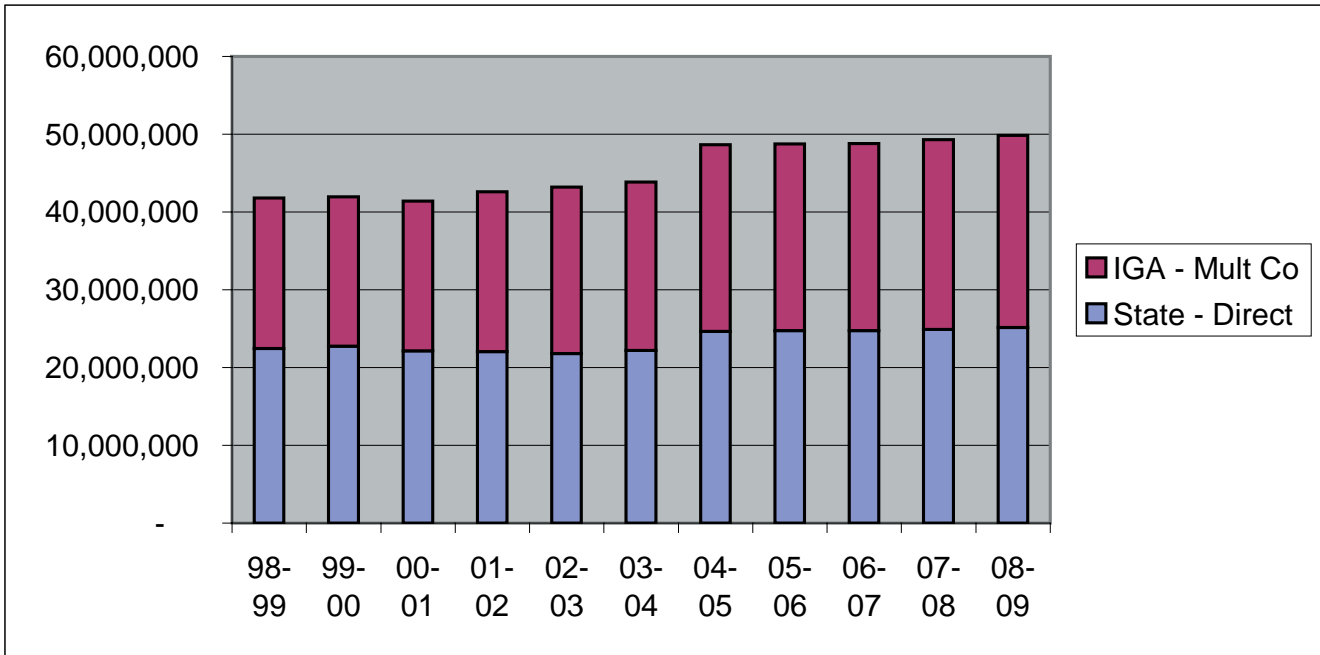
A comparison of Automobile-related taxes for Western States

The following comparison from ODOT's Policy Section, includes the following factors: State Gasoline Excise Tax, Gasoline Sales Tax and Local Option Taxes, Re-registration and Related Fees, Median Ad Valorem Taxes, Prorated Automobile Sales Taxes, and Prorated Title and Related Fees. Total equivalent cents per gallon, per state)

OR	28.4¢
WA	65.8¢
CA	73.6¢
ID	52.3¢
NV	76.7¢
MO	50.5¢
UT	68.7¢

Another problem with the gas tax

The State Highway Trust Fund, made up largely of gas taxes, has flattened. This is mostly due to greater fuel efficiency. With action absent by the legislature, it is expected that the trend will continue. In order to compensate for lost revenue and purchasing power, the gas tax would have to increase from its current level of 24¢ per gallon to 35¢ by 2005, and 60¢ by 2020. Given that the legislature last raised the gas tax 2¢ per gallon in 1993, such large future increases seem unlikely.



What portion of Portlanders’ taxes comes back to Portland?

In light of the above, it is probably apparent that Portland pays out more than it gets back in transportation-related taxes. The following graph illustrates the ratio between what Portlanders’ pay, and what is returned to the City.

	Portland Paid out	Portland Receives
Federal Gas Tax	\$ 125M	27 M
Mult. Co. Gas Tax	\$ 20 M	11 M
State Gas Tax	\$ 162 M	43 M
Title Fees	\$ 6 M	7 M
Registration Fees	\$ 16 M	
License Plate Fees	\$ 3 M	

Per year (paid biennially)

What does PDOT spend its resources on?

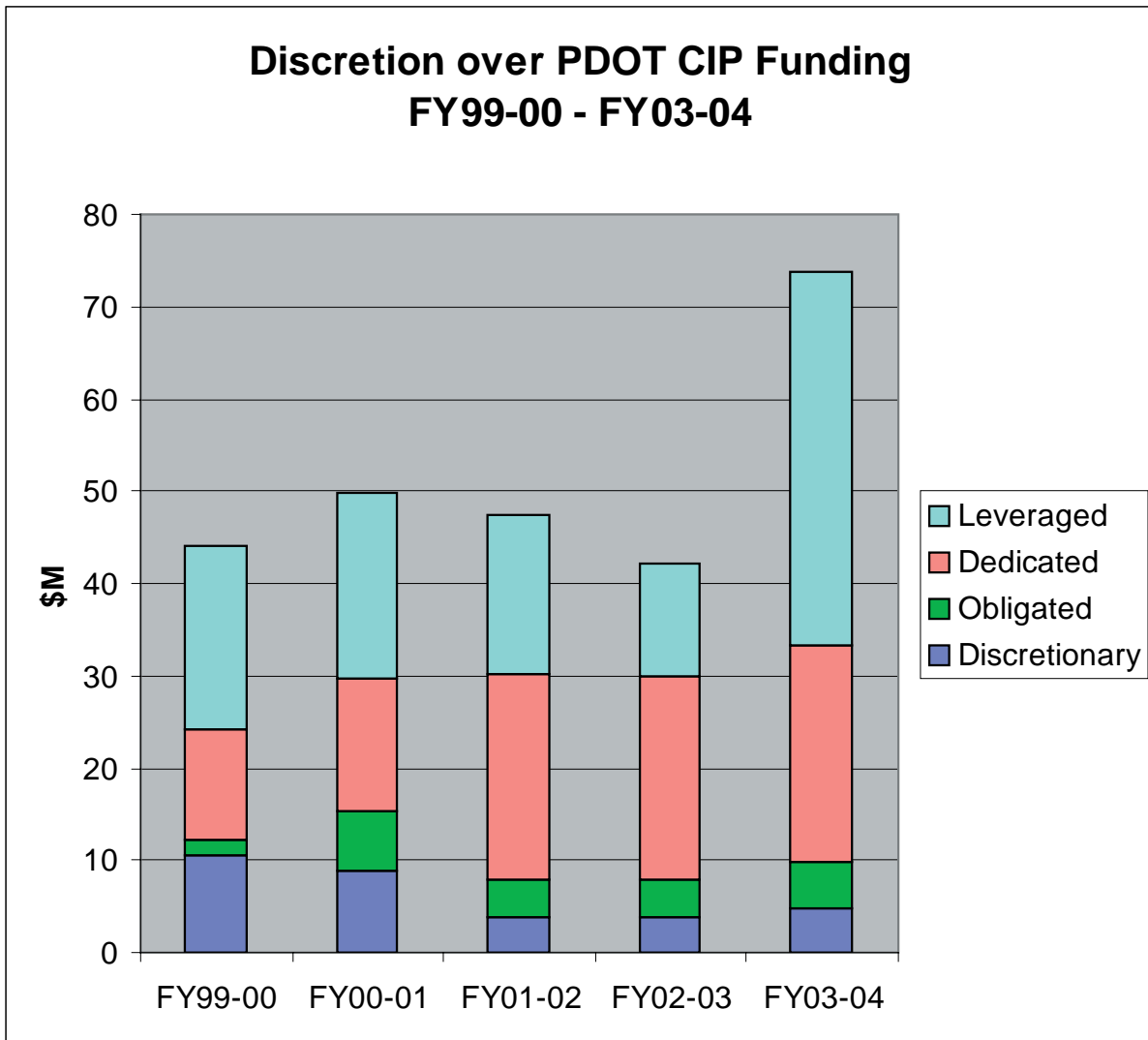
Program	FY03-04 Budget
CIP	
Centers and Main Streets	\$ 9,288,796
Freight Program	\$ 7,067,404
Local Street Development	\$ 2,611,789
Neighborhood Livability	\$ 5,753,009
Preservation and Rehabilitation	\$ 5,337,937
Safety and Congestion Management	\$ 374,780
Special Projects Program	\$ 25,025,276
<u>Pre-FY2000 Total CIP</u>	<u>\$ 55,458,991</u>
BOM	
Street Preservation	12,646,468
Traffic Maintenance	3,992,064
Street Cleaning	6,162,923
Sidewalk Preservation	2,517,695
Structural Maintenance	2,237,715
Emergency Services	232,612
Sewer Maintenance	7,181,805
Drainage and Roadside Maint	3,307,695
<u>BOM Management & Support</u>	<u>5,506,865</u>
	43,785,842
BTSM	
Traffic Investigations	1,602,643
Signals/Street Lighting	9,198,300
Parking Enforcement	3,463,159
Transportation Options	959,163
<u>BTSM Management & Support</u>	<u>815,573</u>
<u>Parking Operations</u>	<u>1,655,552</u>
	17,694,390
BTED	
Project Management	3,118,243
Engineering Services	2,117,459
Development Services	3,197,371
<u>BTED Management & Support</u>	<u>559,951</u>
	8,993,024
OTD	
Transportation Planning	1,224,014
Information Technology	4,705,007
Finance	1,508,255
<u>OTD Management & Support</u>	<u>2,951,379</u>
	10,388,655
	80,861,911
Admin Total	14,538,775
CIP+Operating Total	136,320,902

Are the CIP funds “discretionary”, or are they restricted to certain uses?

There are types of restrictions on PDOT funds:

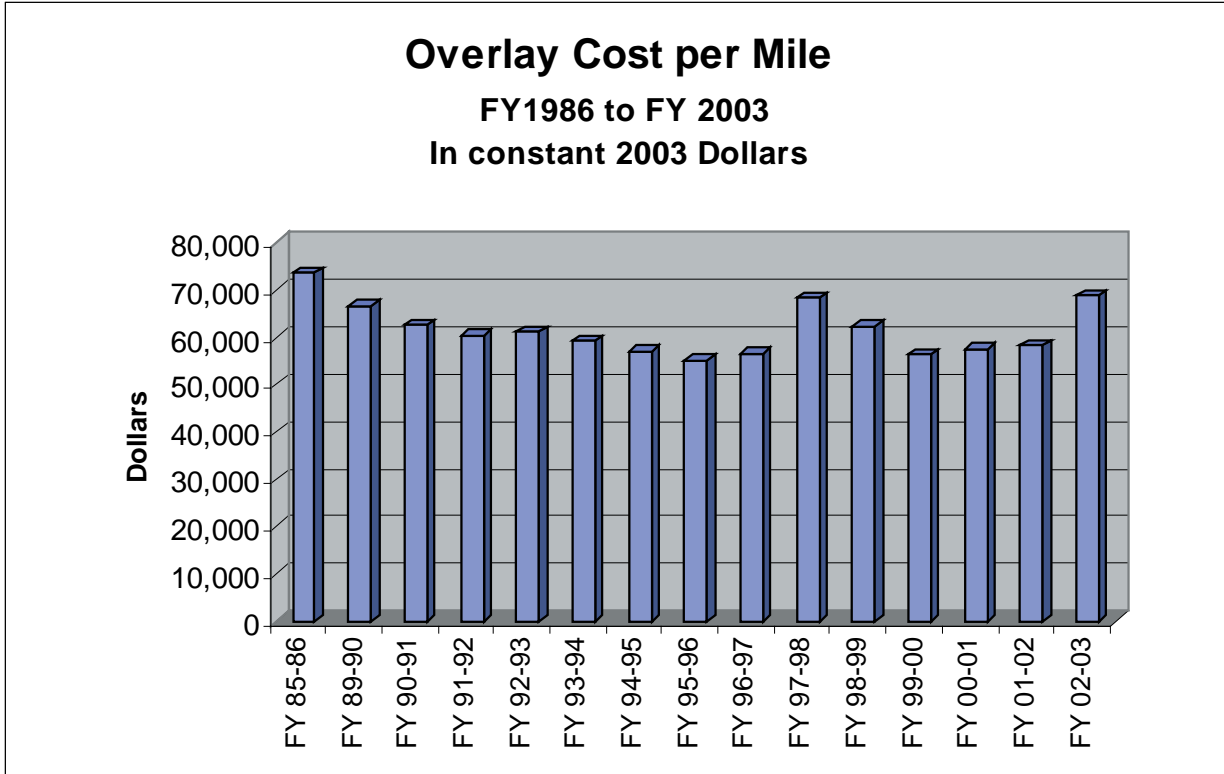
- “Discretionary” funds are those where PDOT maintains discretion over how the funds are applied.
- “Obligated” funds are committed to projects already underway.
- “Dedicated” funds must be used for specific projects or returned.
- “Leveraged” funds are spent by other agencies on PDOT projects.

Over time, the percentage of the discretionary funds has declined, while the percentages of dedicated and leveraged funds have increased dramatically.



How is PDOT doing controlling its operating costs?

Probably pretty good. Here is an example illustrating overlay costs per mile, between FY 85-86 and FY 02-03, in constant 2003 dollars.



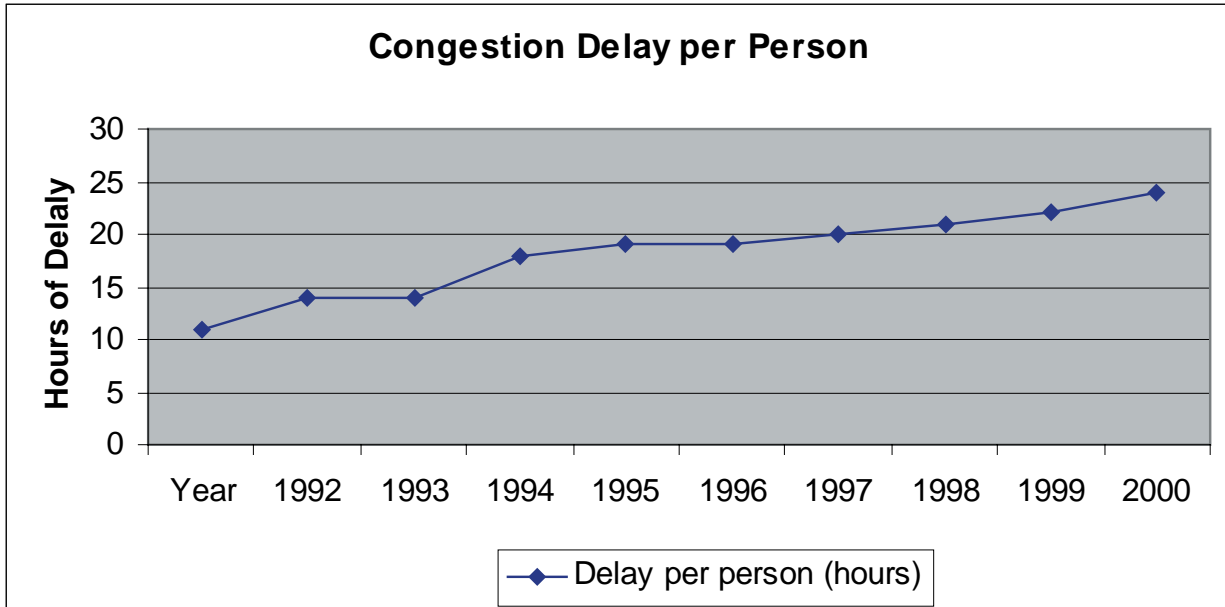
What is the rate of growth of the City of Portland - of population, transportation inventory, and system use?

Growth places demands on all aspects of the City's infrastructure assets. In-fill of mid-county lands creates new neighborhood streets which create a demand for more signals, sidewalks, signs and street lights. Larger re-developments also place a demand on the parking infrastructure, as well as the need to revise and improve traffic signs. The growth of the City of Portland is significant and the impact on the transportation assets in commensurate with that growth.

Year	Popula- tion	SQ Miles	Lane Miles	Bike Lane Miles	Bike Path Miles	Bike Blvds.	Total Bike Facilities	Daily VTM Millions
1980	368,139			0	5.8	0	5.8	
1990	437,300		3453	38.1	8.6	31.2	77.9	19.4
2002	538,180	144.9	3952	151.5	29	58.5	239	26.4

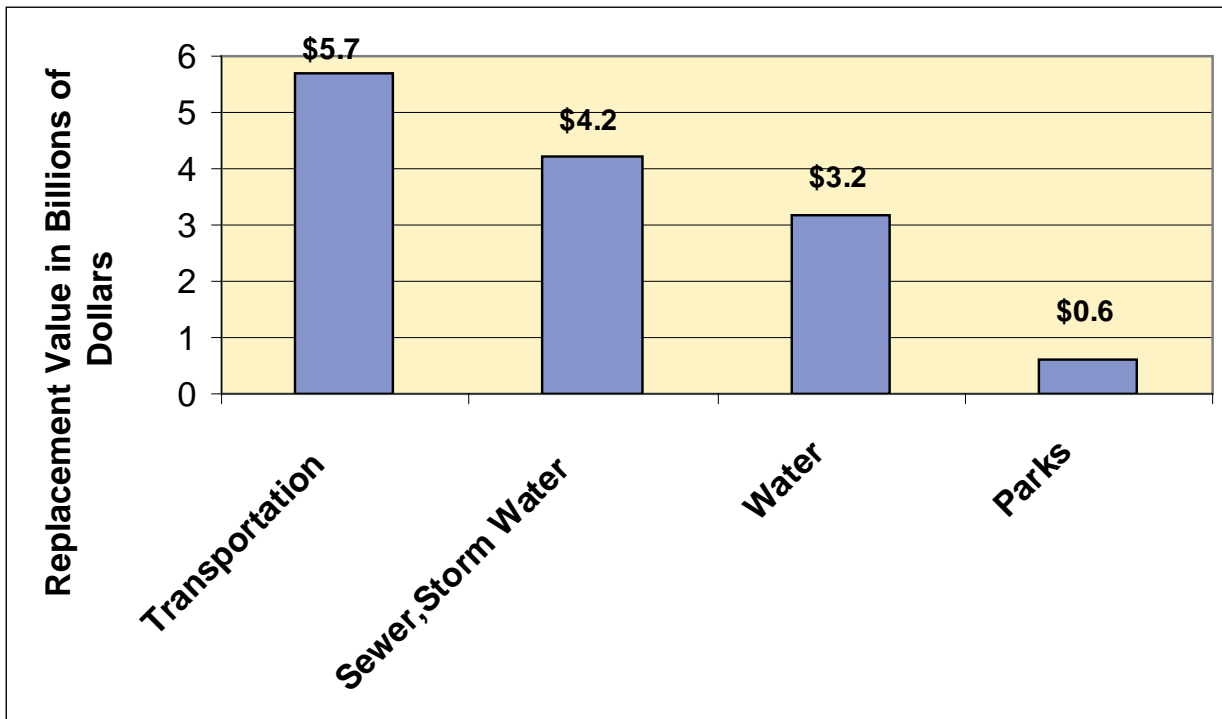
How is growth impacting traffic congestion?

This graph illustrates the growth of congestion-related delays in the Portland/Vancouver area.

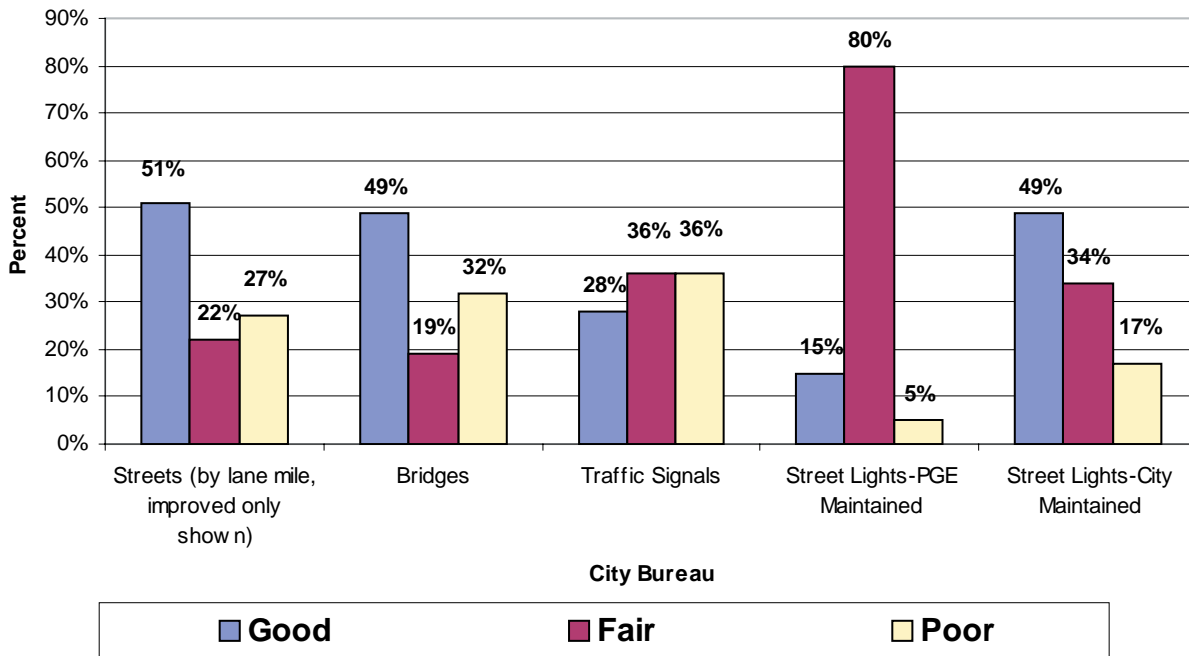


What are the assets PDOT has stewardship over, and how are those assets trending?

The value of PDOT's assets is shown below in relation to total City assets



The following provides an assessment of the current condition of PDOT assets.



What is the funding gap for asset maintenance?

Capital asset (by bureau and group)	Condition measure (physical)	Method to measure (observe, age standard, other measure)	Current gap per year (in millions)
PDOT/street pavement	Reduce backlog to 250 miles by 2012.	Observation and pavement management system.	\$8.3 (for 10 years)
PDOT/traffic signal	Reduce hardware in poor condition to 25 percent, while not allowing controller condition to degrade.	Age.	\$3.2 (for 10 years)
PDOT/street lights	Retain the 10 percent or less in poor condition.	Observation, age and type.	\$1.0 (for 10 years)
PDOT/bridges	Replace 6 bridges eligible for federal HBRR program. Address seismic issues on 3 critical bridges.	ODOT/federal rating system, age and materials used, other measures.	\$1.153 for years 1 - 5) \$0.5 (for years 6 - 10)
PDOT/maintenance facilities	Facility master plan indicated by space, ADA and seismic retrofit needs	Facility master plan	\$34 million total
Subtotal for PDOT	Note: facilities such as curbs, corners, calming devices etc are not included in this total.		\$13.653 years 1-5, \$13 years 6-10 (excludes: Other, Stanton Yard)

Who are PDOT employees?

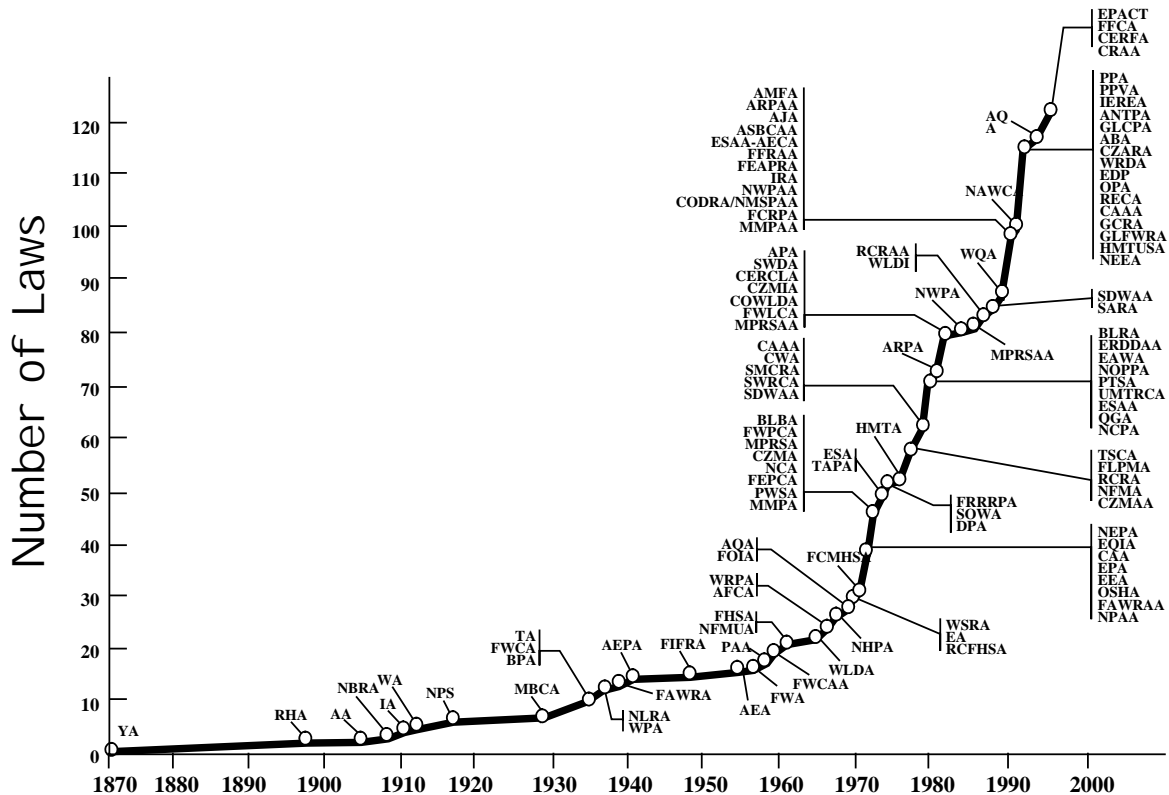
We can't address that question in any degree of complexity in this summary. However the following table illustrates how many people work in the different areas of PDOT, and the kind of work that they do.

Employees by EEO categories by Bureau - June 30, 2003
(includes employees that are BTS employees)

	BOM	BTED	BTSM	OTD	PDOT
Officials/Administrators	13	16	11	3	43
Professionals	34	45	30	27	136
Technicians	13	45	54	19	131
Paraprofessionals	0	1	0	3	4
Administrative Support	12	3	14	1	30
Skilled Craft Workers	89	0	15	0	104
Service/Maintenance	208	0	5	0	213
	369	110	129	53	661

What is the impact of the current regulatory environment?

The following is an example of regulatory growth, focusing on environmental regulation only.



WHAT IS THE CURRENT AND LONGER-TERM FINANCIAL OUTLOOK?

10/1/2003

5-Year Operating GTR CSL Budget
FY 03-04 Financial Forecast

	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09
FY 03-04 Financial Forecast						
Requirements		\$63.7	\$65.6	\$67.6	\$69.1	\$70.5
Revenues		\$62.3	\$63.1	\$63.7	\$64.9	\$65.5
Balance (cuts)	\$0.0	(\$1.4)	(\$2.5)	(\$3.9)	(\$4.2)	(\$4.9)

Adjustments

Requirements						
Adjustment to prior forecast		(\$0.1)	(\$0.4)	(\$0.4)	(\$0.3)	(\$0.4)
Revenues						
Adjustment to prior forecast		(\$1.4)	(\$2.0)	(\$1.9)	(\$1.9)	(\$1.9)

New

HB 2041C legislation - on-going	\$1.8	\$4.4	\$4.4	\$4.4	\$4.4	\$4.4
HB 2041C legislation - wedge	\$0.6	\$1.4	\$1.1	\$0.8	\$0.6	\$0.3
Total - New	\$2.4	\$5.8	\$5.5	\$5.2	\$5.0	\$4.7

Total Adjustments

	\$2.4	\$4.3	\$3.1	\$2.9	\$2.7	\$2.4
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Adjusted Balance

	\$2.4	\$2.9	\$0.6	(\$1.0)	(\$1.5)	(\$2.5)
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One-time Expenditures

Capital	(\$1.5)					
Paving	(\$0.7)	(\$1.4)	(\$1.4)	(\$1.5)	(\$1.5)	(\$1.5)
Street Area Landscaping	(\$0.4)	(\$0.4)	(\$0.4)	(\$0.4)	(\$0.4)	(\$0.4)
Signals	(\$0.4)	(\$0.8)	(\$0.8)	(\$0.8)	(\$0.8)	(\$0.8)
Total - Backfill	(\$1.5)	(\$2.6)	(\$2.6)	(\$2.7)	(\$2.7)	(\$2.8)

Backfill Ongoing Maintenance Services

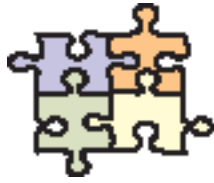
	(\$0.6)	\$0.3	(\$2.1)	(\$3.7)	(\$4.2)	(\$5.3)
Balance with 1-time & Backfill	(\$0.6)	\$0.3	(\$2.1)	(\$3.7)	(\$4.2)	(\$5.3)
Carryover of Prior Year Balances	\$3.4	\$2.8	\$3.1	\$1.0	\$0.0	\$0.0

Balance

	\$2.8	\$3.1	\$1.0	(\$2.7)	(\$4.2)	(\$5.3)
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Service Reductions or New Revenue

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Service Reductions or New Revenue	---	---	---	(\$2.7)	(\$4.2)	(\$5.3)



PDOT Global Scan Scan Highlights

About this section

The team that conducted the scan was asked to look for new and innovative transportation approaches from around the nation and the world. A challenge for the team was their finding that in many cases, when researching transportation innovation in the United States, “all roads lead to Portland”. Team members found that they had to look internationally for new models.

SUSTAINABILITY

Sustainability, as defined by the World Commission on Environment and Development states that: “Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs”. Examples of sustainable transportation include “transportation demand management” (TDM) and PDOT’s “Transportation System Plan” (TSP).

Writings on the topic note that sustainability requires more efficient, equitable, and environmentally sensitive transport. This cannot be achieved simply by driving more fuel-efficient vehicles or smoothing traffic flow. It requires changes in the way we think about transportation and how we identify solutions - a “paradigm shift in the way the community approaches not only transport, but also social equity, land use, and community livability.”

From a more practical standpoint, recent thinking on sustainability has focused on how current transportation systems tend to distort market principles, while examining the linkages between transportation and economic development. These studies, most notably a 2003 study by the Victoria Transport Policy Institute, make the interesting observation that regions with balanced transportation systems; meaning those that are not excessively car dependent, tend to be the most economically productive and competitive.

Who is doing it?

- **The Natural Step** is an international nonprofit organization with the mission of accelerating global sustainability by guiding companies and governments onto an ecologically, socially and economically sustainable path.

At present, 70 municipalities and 60 corporations are involved, including IKEA, Electrolux, and McDonald’s Sweden.

- **Transportation System Plan, PDOT, October 2002.**

Portland, Oregon’s Transportation System Plan (TSP) is a long-range planning tool, which directs the City’s transportation investments. While the TSP addresses local concerns such as the reduction of automobile travel and air quality, the TSP also meets state and regional planning requirements.

- **Sustainable Policies for Transportation, Santa Monica, CA.**

The City of Santa Monica, CA has established three policy areas to help reach their stated sustainability goals. The first policy area, *Reduced Emissions Fuels Policy for City Vehicle Purchases*, applies to the City’s fleet vehicles. The second policy area, *Transportation Management Plan Ordinance*, requires employers of at least 10 employees to file an annual employee trip commute reduction plan with the City. The overall goal is to reduce home to work trips to an average of 1.5 persons per vehicle. The third policy area, *Transportation Related Development Requirements*, pertains to bicycles, car/vanpool, etc.

- **The Urban Transportation Showcase Program, Canada.**

The Canadian government’s Action Plan 2000 on Climate Change contains the Urban Transportation Showcase Program. Examples of projects include: main street transit priority corridors and universal transit passes in Vancouver, B.C.; electric vehicles and a commuter rail in Montreal; double-decker busses and transit priority in Victoria.

LIFE CYCLE SUSTAINABILITY

The terms “Sustainable infrastructure” and “value engineering” both incorporate life cycle costs of infrastructure (i.e., depreciation of infrastructure, op-

eration and maintenance costs resulting from new capital investment). The concept of life cycle sustainability works by reviewing and estimating the increases and decreases in the operation and maintenance budget that may arise during the complete life cycle cost of a capital investment; full costs are then identified.

Most of the examples of organizations using a life-cycle sustainability approach are from outside of the United States, with many of the best examples from Canada and Australia. While the concept has been employed in some Australian cities for 25 years, its profile was heightened when, in preparation for the 1999 Sydney Olympics, an international search for the best asset management practices was conducted. The search revealed that the most successful agencies in this area of asset management hold asset managers accountable for the life cycle effects of their decisions.

In the US, the City of Seattle recently recommended using an asset preservation–funding target based on a percentage of the replacement value of the assets for which the City has preservation responsibility.

Who is doing it?

- **Brisbane, Australia** has been using the total asset management framework for the past 25 – 30 years, and has started linking O & M with capital budgets three years ago.
- **Vancouver, BC** has linked the operating budget with capital expenditures for the past three to four years. Debt charges to borrow are added to O & M bulk rates.
- **New Glasgow, Nova Scotia** connects operating budget allocations to capital project planning through project business plans for new development.
- **Winnipeg, Manitoba** developed a sustainable asset management tool that uses life cycle cost approach to plan long-term infrastructure investments. The goals are then converted into department programs; each department has a business plan that enables managers to track progress via finances.

NEW CONCEPTS OF “EFFICIENCY”

- **Transportation efficiency** mainly pertains to strategies for helping to “free up” space on costly highways for freight, business vehicles and other necessary travel. Research indicates that beyond an optimal level the economic costs of increased vehicle travel outweigh the marginal benefits.

- **Technological Equipment Efficiencies**

Cities from Berlin to Los Angeles have been exploring the use of advanced traveler information systems. These

systems work by directing travelers to alternate routes, thereby reducing congestion on primary roads. The system utilizes thousands of sensors that are strategically placed in the asphalt of the road, roadside signs, and streetlights to record traffic information. The information is then transmitted wireless to computer servers. The computer servers then coordinate the traffic information with police dispatches that concern accidents or delays, and then deliver the information to commuters via cell phones, Personal Data Assistants (PDAs), and the Internet.

Who is doing it?

- In Japan, 10 percent of the driving population relies on these commuter information systems.
- In Berlin, Germany these systems are even more advanced: With 125 infrared sensors and 40 web cameras positioned at major intersections, traffic conditions can be forecasted out for several hours. This data is then combined with past traffic patterns involving speed, traffic flow, construction sites, and road closings. The system in Berlin, Germany was developed over 10 years at a cost of \$16 million with financial assistance coming from the city government and corporations, including Daimler Chrysler and Siemens.
- In Los Angeles, California a Performance Evaluation and Monitoring System (PEMS) receives data from loop detectors and electrical wires buried within the asphalt, and sends updates every 30 seconds to a computer server located at the University of California at Berkley. The goal of the PEMS system is to eventually be able to tell commuters precisely what time they should leave their homes in the morning in order to arrive at work on time.
- In southern Nevada the Congestion Management System (CMS) was created for the purpose of comparing congestion on links and corridors throughout the Las Vegas valley regardless of functional class, area type, and mode. Congestion identification process calculates congestion for four different components:
 - Intensity – measure of the concentration of congestion.
 - Duration – the number of hours that congestion occurs during a typical day.
 - Extent – the number of persons or vehicles affected by congestion.

TRANSPORTATION/HEALTH LINK

Public health professionals have identified transportation system and urban design as a key contributor to health issues such as obesity and chronic disease that have reached epidemic levels in America. Transportation choices, smart growth and alternative modes are a growing focus to public health agencies, and of academic research in public health journals. The link between transportation facilities, transportation mode choice and public

health will have increasing relevance in future Office of Transportation projects and programs. The program and funding partnership potential with public health agencies is a promising new resource for building and maintaining Portland's transportation system.

Who is thinking and writing about it?

- **Measuring the Health Impacts of Sprawl: A National Analysis of Physical Activity. Obesity and Chronic Disease Smart Growth America Sept 2003.**

Study shows a link between the design of communities and residents' health, weight and activity levels. The study finds that people in more sprawling counties are more likely to walk less and weigh more than people in less sprawling counties. The primary reason for this difference is that excluding exercise, people in sprawling counties miss out on the health benefits of getting physical activity as part of everyday life.

- **Promoting Safe Walking and Cycling to Improve Public Health: Lessons from the Netherlands and Germany American Journal of Public Health September 2003.**

This article examines the public health consequences of unsafe and inconvenient walking and bicycling conditions in American cities. The study states that a major contributor to the vast difference in bicycle and walking between America and in Europe is based on the safety of the transportation system for those modes. The study suggests a wide range of improvements for American cities based on successful policies in the Netherlands and Germany.

FREIGHT

Freight plays a major role in Portland's economy and is a growing user of Portland's transportation system. According to Port of Portland information, about 20 percent of all jobs in the Portland region are influenced by the port's marine and aviation activities and over 130,000 jobs are related to aviation and marine activities in the Portland Metropolitan Area. There are more people working in the transportation sector in Portland, on a per capita basis, than anywhere else in the country except for Miami and Atlanta.

The importance of freight and its impact on the Portland economy is forecast to increase in the future. Oregon ranked 10th nationally and 4th in the western U.S. in value of exports per person in 1997.

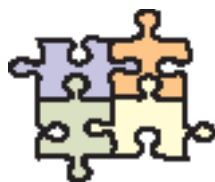
According to the Federal Highway Administration, the amount of freight tonnage moved on the west coast is expected to double by 2020, with truck freight growth leading the way. The amount of this increase that will be accommodated in Portland depends heavily on our region's ability to provide the transportation network to support this growth.

In 1999, the Oregon Department of Transportation's report "*Freight Moves the Oregon Economy*" summarized a variety of information about freight transportation in Oregon. The study states that freight transportation is estimated to account for nearly 15 percent of the state economy. Most freight moves by truck, rail, waterway, air and pipeline, with trucks accounting for the greatest volume of freight moved nationally and in Oregon. For each 100 jobs in freight-related transportation sectors of Oregon's economy, approximately 85 to 150 additional jobs are generated through multiplier effects.

PDOT's Freight Master Plan Project summarized the importance of freight in the Portland economy and the integral role that distribution of goods has played in Portland's development. The forthcoming Freight Master Plan will address all modes of freight movement in the city including air, rail, water, pipeline and truck. Because the City of Portland has an obligation to and authority over streets, the emphasis will be on the truck street system. The Freight Master Plan Project is projected to be completed in July 2004.

USE OF RIGHT-OF-WAY FRANCHISE FEES FOR TRANSPORTATION MAINTENANCE FUNDING

The City of Portland collects more than \$56 million per year in franchise fees from cable and utility providers ensuring that the City of Portland and its citizens are fairly compensated for private use of the public right-of-way. According to the 2003-2004 budget, \$1,770,124 of this amount is budgeted for the administration of this program through the office of Cable Communications and Franchise Management. The remaining approximately \$54 million is allocated to the City General Fund. Providing for utilities in the right-of-way reduces the life of the City's roadways and incurs a significant cost to the Bureau of Maintenance. A portion of the franchise fees collected for use of the public right-of-way should be allocated to the maintenance of the right-of-way.



PDOT Constituent Scan

Scan Highlights

Based on Demographic and Survey Data¹

About this section

The team that conducted the scan of PDOT constituents was asked to look broadly at the population of the Portland metropolitan area, and not only at transportation-specific interest groups. Team members analyzed 12 recently conducted surveys relevant to transportation in Portland, and a number of other sources of trend information. Sources of information that were used to compile this scan are indicated at the end of the document.

GENERAL DEMOGRAPHIC AND TRANSPORTATION-RELATED TREND INFORMATION

Population Trends in the Portland Metropolitan Area 1990 - 2000

Source: US Census; Oregon Outlook; Population Research Center at PSU

The Portland metropolitan area is growing at over twice the rate of the country as a whole. Between the census years 1990 - 2000 the Portland area grew 27%, while the US as a whole grew at a rate of 13%.

- In-migration accounts for 75% of the growth.
- Most of the growth has occurred in the areas outlying the City of Portland.
- Half of the increase in population in the City of Portland was due to annexation.

The City of Portland is characterized by several unique features:

- A high number of Young Adults (ages 18 - 34) and a low number of Children (ages 0 - 17).
 - The Young Adult category is considered sensitive to economic trends, as they are career mobile, and not rooted to a community by home ownership, children in school, etc. Their strong presence in Portland is likely a result of the attractiveness of the city to those starting careers during the 1990 - 2000 timeframe. Only five other cities in the nation had growth in this demographic comparable to Portland.

- A comparatively high ratio of single-person households (1-in-3 households).

- By contrast, the ratio of single-family households in Clark County is 1-in-5; Clackamas and Washington Counties are 1-in-4.

- Less ethnic diversity than any other major urban area on the west coast. Metropolitan Portland's minority population is 20%. The US average is 36%.

- But between 1990 and 2000 the metropolitan Portland area minority population increased 119%.

- Prior to the 1990's, most minority communities were concentrated in Portland's older inner-city neighborhoods. Today, minority communities have begun to locate in outlying areas.

Projected Trends 2005 - 2025

Source: US Census

- The metropolitan area will grow at an annual rate of 1.8%.
- Portland's population will age. The 65+ population will increase by 124%.
- Portland will become more ethnically diverse. Minority populations will increase by 70%, while the white population will increase by 25%.

Transportation-Related Business Sector Trends

Source: Port of Portland

- Manufacturing has declined in share of total employment, while service employment has increased.
- Globalization will continue, increasing the importance of freight transportation.
- Average shipment sizes are declining, while demand for reliable and expedited delivery times is increasing, favoring faster transportation modes.
- Truck transportation has by far the largest modal share of freight transport, and it is growing. Truck transport claimed 67% of the total modal share for freight transport in 1997, growing to 72% in 2003.
- The Portland-Vancouver area will handle an increasing amount of pass-through freight for the rest of the country.

Constituent Transportation Choices and Trends

Sources: Tri-Met; US Census; City of Portland Office of Transportation

Data on transportation choices varies according to the priorities or “spin” of the source. However regardless of source, all confirm that Portland is ahead of national trends for using public transportation and alternative modes.

- Tri-Met notes that:
 - Tri-Met carries more people than any other US transit system its size.
 - Between 1990 and 2001, ridership increased more than population growth.
 - 45% of adults in the region use Tri-Met at least twice per month.
 - 80% of Tri-Met riders are “choice riders”; those that have cars available to them.
- The US Census notes that:
 - 72% of workers in the Portland-Vancouver area drive to work alone.
 - 7.4% of workers in the area use public transportation to get to work.
 - 9% of workers in the area use “other means”, including motorcycle, bicycle, walking, working at home, or any other means.
- A US Census comparison of work-related transportation including Portland and two similarly-sized cities indicates:

- Use of public transportation to work in the City of Portland increased by 1.4% between 1990 and 2000, while the other cities lost public transportation ridership by a fraction of a percent (.1%). *(Note: The census model is calculated on a base of 615,587 working adults living in the city. The impact of commuter use of public transportation and carpooling is not fully accounted for, therefore the system-wide impact is significantly understated. The primary message is that the trend in Portland is the reverse of cities elsewhere).*
 - Use of alternate modes (biking, walking, motorbiking, etc) remained static as a percentage of total population in Portland. Other cities lost ground by about 1%.

- Portland’s own study of the growth of bicycle commuting indicates:
 - The number of bicycle commuters has nearly doubled in the past three years.

FINDINGS ON CONSTITUENT ATTITUDES ABOUT TRANSPORTATION-RELATED ISSUES

Sources: Twelve studies and surveys on transportation-related issues conducted by various agencies (see end-note)

Safety, and the perception of safety, is a primary determining factor in whether people use alternative transportation modes.

- **Pedestrian and bike safety, traffic congestion and speeding** were among the top five neighborhood concerns in all of the neighborhood-related surveys examined for this scan.
- Bicyclists cite **“better on-street conditions,”** including **more bike lanes, less traffic, and safer street conditions** as the predominant factors that would induce them to bicycle more often.
- 57% of Portland residents surveyed state that concerns about traffic safety limit their ability to walk, bike, or take transit. Sixty-four percent state that they would walk or bike daily if they felt safer.
- There is a strong correlation between improvements in the bicycle network and number of daily bicycle trips.
- Since 1970, walking and biking to school has declined, from 66% to 8%. Among kids living within one mile of their school, only 25% regularly walk or bike. Forty-eight percent of schoolchildren 5-to-15 are driven to school by an adult. At least 20% of morning traffic is parents driving kids to school. Fif-

ty percent of kids who are hit by cars near schools are hit by cars driven by parents of other students. **Concern about traffic** is cited as second to **distance** as the major barrier to kids walking or biking to school.

➤ In an ODOT survey, 88% of respondents state they feel safe using Oregon highways, while only 49% state they feel safe using public transportation.

Performance ratings for transportation-related activities and functions decreased during the past ten years

➤ Satisfaction ratings declined in the areas of street maintenance, traffic management, street smoothness, and street cleanliness.

➤ Satisfaction ratings improved slightly (1%) in the area of street lighting.

➤ Respondents to business-related surveys tend to rate transportation services much lower than other services such as police, fire and public utility services.

There are mixed messages about willingness to fund transportation projects and maintenance

➤ “Traffic congestion” is the number one growth-related concern for citizens in the region.

➤ Statewide surveys show that Oregonians support spending for preserving existing transportation assets (55%) over new construction to relieve congestion (35%). Support for new highway construction projects in Multnomah County is lower, and in the City of Portland it is lower still.

➤ In a survey focused on the condition of Oregon bridges, 92% of Oregonians state they get “good value” from state gas taxes, but only 54% state that they would support a temporary increase in state gas taxes for bridge repair or replacement.

➤ Polls proposing “forced choice” options to respondents as to whether they would support gas tax increases, vehicle registration fees, development fees, sales tax, tax on parking, tolling or congestion pricing, or general obligation bonds as means of funding transportation do not indicate strong preference for any one strategy. None of the proposed choices garner a majority as a “preferred alternative”. In a 2003 Metro survey, Portland residents expressed preference for a combination of vehicle

registration fee and bond (46%) over general sales tax (34%) or bond/property tax (7%).

➤ All demographic projections surveyed for this study predict that the City of Portland will age over the next 20 years, with the 65-and-up age category growing faster than any other demographic category. Willingness of this demographic to support increased funding for public services such as transportation is generally regarded as low, however specific data on this demographic population in Portland is not available.

Attitudes toward transportation projects in Multnomah County and City of Portland tend to support safety, multi-modal, public transit, and neighborhood-level projects

➤ In general, City of Portland residents approve of transportation projects such as:

- Public transportation options, with MAX being the strong favorite;
 - Pedestrian and bike amenities
 - Intelligent Transportation Systems;
 - Signal timing and coordination;
 - Safety and traffic flow improvements at complex intersections.

➤ Sixty-seven percent of citizens surveyed regarding a “Mobility Center” to promote and support use of alternative transportation services thought it “a good idea”. Sixteen percent thought it a “bad idea”, and 15% were neutral. People supporting this concept say they do so because it will decrease reliance on cars. People not supporting the concept state it is a “waste of money” because people are unlikely to change their travel behavior.

➤ More females than males support alternative transportation initiatives.

➤ A greater percentage of younger people than older people support alternative transportation initiatives.

➤ According to the most comprehensive study available on this topic, a significantly higher percentage of City of Portland and Multnomah County residents support alternative transportation options than actually use them.

INVESTOR ASSUMPTIONS ABOUT GROWTH, DEVELOPMENT, AND INVESTMENT IN PORTLAND

Source: Developer representative interviews, conducted between October and December, 2003. Includes large and small-project developers on east and west sides.

Two opposing demographic trends hold a broad range of implications for Portland.

Residential developers view aging “Baby Boomers” as the key demographic factor for Portland. It is anticipated that this demographic will continue to be a “downsizing market” for the next ten years, selling larger and more suburban homes in favor of relocating into the central city. An aging population, while financially well-off, may be less willing to fund public services. Health care costs will absorb a greater percentage of public dollars at a time when society will lose prolific earners as a percentage of the total population.

Industrial and commercial developers track white collar job growth. Education, health and finance are the primary job growth areas in the Portland metropolitan area now, although Intel’s performance is an encouraging sign with regard to recovery and growth in the technology sector. The attraction the Portland area holds for the younger, well-educated demographic is a positive sign in this arena, as it predicts a skilled, creative work force.

Other trends are driving interest in inner-city living:

Portland has a terrific reputation for livability and urban planning. This is driving the influx of both the younger and older ends of the adult demographic spectrum. Commute distances and times are “driving” other demographic sectors into the city. A new view of city life as more active, interesting and healthier is emerging. Small urban neighborhoods that retain their own unique “town” feeling can contribute to less reliance on the automobile.

Transportation-related issues impact developers’ decisions to invest in Portland.

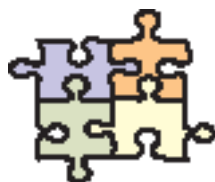
“The transportation infrastructure in Portland is terrific. Connecting the airport was huge.”

“Portland’s reputation for urban planning is the good news. But it is overregulated, and it makes it hard to get things done. Even though this has improved recently, the perception will remain.”

“It’s been shown that transportation can work as a development vehicle. The streetcar is a great example. It needs to be extended to the east side, creating a central hub that ties Lloyd Center, PSU, downtown and Northwest. From a developer’s point of view, this stuff is a great investment, and a key element in Portland’s growth as a great city.”

¹ Sources:

US Census
The Oregon Outlook, Metropolitan Series
Tri-Met
Port of Portland
Population Research Center, Portland State University
Portland Safe Communities Coalition: *Traffic Safety Study, 2003*
City of Portland Office of Transportation: *Non-Scientific Survey of 900 Cyclists, 2000 - 2001*
City of Portland Auditor’s Office: *Business Survey, 2003*
City of Portland: *Portland Futures Initial Environmental Scan, 2003*
Davis and Hibbits for City of Portland: *Office of Transportation Traffic Safety Phone Survey, 2003*
City of Portland: *Service Efforts and Accomplishments Report, 2001 - 2002*
Oregon Survey Research Laboratory for ODOT: *Transportation Needs and Issues Survey*
Transportation Investment Task Force: *Summary of Findings Metro: Survey on Transportation, 2002*
Davis and Hibbits for PDOT: *Mobility Center Survey, 2001*
Davis and Hibbits for PDOT: *Transportation Survey on Services and Funding Options, 2000*
Portland Public Schools: *School Travel Information*
National Public Radio, report on demographic shifts among 18-24-year-old population, November, 2003.
Developer Representative Interviews, October - December 2003



PDOT Regional Scan PDOT Regional Leadership Roundtable Summary Outcome

About this section

On November 18th, leaders from throughout the Portland metropolitan area were convened at the Governor Hotel for a roundtable discussion led by PDOT Director Brant Williams, Commissioner Jim Francesconi, and former Oregon Governor and former Portland Mayor Neil Goldschmidt to discuss the transportation challenges of the region. This summary outlines the general themes that emerged from the discussion, and specific comments of the participants.

Participants:

- Fred Hansen, Director, Tri-Met
- Larry Hilderbrand, former publisher and editor of The Oregonian
- Hank Ashforth, Ashforth Pacific Development
- Jim Mark, Melvin Marks Companies
- Bob Stacey, Exec Director
1000 Friends of Oregon
- Rex Burkholder, Metro Councilor
- George Passadore, Board Chair of Wells Fargo Bank
- Tom Zelenka, Schnitzer Steel Industries
- Matt Garrett, Director, ODOT - Region 1
- Dick Cooley, Citizen Activist
- Ruth Scott, Innovation Partnership
- Ethan Seltzer, PSU -
Institute of Portland Metropolitan Studies
- Nohad Toulan, Dean,
College of Urban and Public Affairs – PSU
- Steve Clark, President,
Community Newspapers

City of Portland:

Commissioner Jim Francesconi
Brant Williams, PDOT Director
Michael Harrison, Commissioner's staff
Sandy Boardman, PDOT staff
Liane Welch, PDOT staff
Mark Lear, PDOT staff

Moderator: former Governor Neil Goldschmidt

General Themes

- We need to create a comprehensive vision around job creation, education, and transportation. We need to tie these together and develop a communication plan to build credibility among the citizens. We need an educational campaign to communicate our vision – this will be the key to our success.
- Rather than describe our needs simply in terms of transportation and the economy, we need a broad vision for how our communities can have a sense of place. Then the vision must show how the transportation infrastructure "knits together" these communities.
- Freight Mobility is the key to a successful economy. PDOT needs to unblock choked areas, which includes the I-84/I-5 interchange, and the I-5 corridor.
- Our economy will suffer if we allow freight capacity to diminish. Additionally, our citizens require massive transportation investments, in transit and roads, to continue to get around.
- Because our needs are so large, it will take resources from all corners (feds, property taxes, tolls, etc.) to meet our needs. Public, business and politicians won't support the vision unless the vision is sold to them.

- While everyone agreed with the overall message, there were folks who stressed different elements. There were certainly voices for focusing mostly on the economy and freight, and voices focusing mostly on easing road congestion by luring people out of their cars. Real conflict over whether it is a demand problem (need to lure people off roads) versus a supply problem (need more roads). Most people, however, agreed that both sides of the equation were important.

Question for Discussion

Neil Goldschmidt kicked the luncheon off by posing the following question to the group: ***“What is a specific transportation problem or challenge in the region?”***

Tom Zelenka – The I-5 corridor is critical. Spend some energy focusing on the heavy and light rail. Revisit the land use surrounding the infrastructure. I-5/I-84 connection needs improvement. We can’t build our way out of congestion. Continue to support the OHSU/South Waterfront connection and redevelopment.

Bob Stacey – Put energy and focus on a new Columbia River Crossing that includes a dedicated lane to freight and light rail. He supports congestion pricing to fund the project. We need to manage network we have, user fees should be tied to expansion.

Nohad Toulan – PSU is growing at a rapid rate. PSU expects 35,000 students. He would like to see high-speed rail down the I-5 corridor from Portland to Salem. He stated that in the next 10-15 years our population will increase by 250,000 people. He said PDOT should think outside the box. Then find a way to fund these projects.

Steve Clark – Link the transportation efforts with the states economic plans. Integrate economic development and transportation. Freight mobility is essential to building our economy. Develop a public policy that links these issues, make a commitment as a region, and come up with a measurement for effectiveness.

Ethan Seltzer – Short-term vision should be focused on the 1-5 corridor increasing the capacity. Mid-term vision should focus on the westside com-

muter rail and the South light rail. PDOT should look at the region and what has happened in the Sunrise Corridor, and tie into this. PDOT’s interest should extend beyond our city borders and help with these other projects.

PDOT should look at technology that has quieter engines and brake systems for buses. PDOT should encourage innovation and that of public/private partnerships to design these technologies.

George Passadore – PDOT should partner with ODOT and really find all those “pots” of transportation dollars (H. Hewitt study, Waldrin study). PDOT should encourage more partnerships, with matching money/resources. PDOT needs to move forward or you will fall behind.

Ruth Scott – She emphasized the importance of freight mobility. She thinks that moving freight is the heart of this region. City can’t get freight projects moved forward during the good economy, so before the economy comes back, we need to fix all the freight bottlenecks we can. Fix non-freight issues when the economy improves. She agreed with George Passadore; keep projects moving, if PDOT has some “messes” they can clean them up later - just keep the transportation system moving.

Dick Cooley – PDOT should ask themselves, “Why is Parks so successful in passing Bonds, even in a down economy?” PDOT needs to tell their story. The business community benefits from a good working transportation system. If PDOT improves the transportation system, their property values also increase.

Rex Burkholder PDOT needs to consider the regional impact of moving freight around. The need is to get cars out of neighborhoods, build sidewalks and make streets pedestrian friendly. PDOT needs to tell the story; “Portland is a good destination, a good place to live.” PDOT needs to manage our ROW better. Don’t give away the road capacity. He supports congestion pricing to improve the I-5 corridor. PDOT needs to play an active role at the Regional table, participate with Clark and Washington Counties.

Hank Ashforth – He supports high-speed rail. It’s about growth, jobs and freight mobility. Don’t spend any significant amount of time studying, just make projects happen. I-5/I-84 is a choke point for freight;

we need to improve this. PDOT needs to take action now.

Larry Hilderbrand – Until recently, maintenance has been a concern. PDOT needs to focus on moving traffic and how to pay for new infrastructure such as the Tram project to OHSU. He agrees with Ruth, that PDOT needs to focus on freight mobility and just get projects moving. Safety in the neighborhoods is critical to livability. It should be safe for people to get to transit and for children to get to school. PDOT should consider increased rail traffic to Seattle. PDOT needs to convince the public that the government will do a good job.

Jim Mark – PDOT should focus on the I-5 corridor since freight mobility is the key to economic success for our region. When trucks are sitting on I-5, it is bad for our economy. Focus on the existing road system. Whining about funding is a cop-out... Just dream and go. PDOT should look at the interconnections between the freeway systems, and increase the capacity. PDOT should double the neighborhood capacity, try and stop the public from driving 40 mph through the neighborhoods. Don't try to be perfect...Just keep moving and do damage control later.

Matt Garrett – Agrees with Ruth Scott, increased transportation is needed, then mobility will increase jobs and the economy. He feels that a vision from the top, which is communicated to the citizens, is critical in any successful transportation strategy. He thinks there is room to improve coordination between ODOT and PDOT. We need to do long term planning together, then deliver. One challenge that ODOT faces is that they have a long-term plan to spend their funds. It will be very difficult to move them away from the direction they are currently heading.

Fred Hansen – Freight mobility is important to our region and economic growth. When projects are successful, such as the 217/I-5 exchange, we need to toot the horns. All the light rail projects have been difficult to get off the ground. If new projects appear incredibly hard, nevermind - keep moving. Greatest challenge is to create the vision that connects the community (open spaces, affordable housing, and transportation) and then communicate to the citizens. PDOT lacks credibility with the citizens; we need to change that.

Nohad Toulan – PDOT needs to create a comprehensive vision around job creation, education, and transportation. PDOT needs to tie these together and develop a communication plan to build credibility among the citizens.

Ethan Seltzer – Transportation is a means to other ends. Parks succeeded because people understood how improvements in parks improves their lives. City need not be more articulate for our future vision. Freeway plans from the 50's will not solve our problems.

Commissioner Francesconi stated that PDOT needs an educational campaign to communicate our vision – this is the key to our success. He then asked *“What does PDOT do well?”*

Rex Burkholder – PDOT has had many successful programs including the Hillsdale Towncenter. PDOT brings innovation and the willingness to try new concepts. Travel Smart shows we are leaders and can solve problems with unique ways.

Ruth Scott – PDOT makes good partners with both the private and public sectors.

Tom Zelenka – PDOT needs to evaluate how they implement decisions. PDOT should set a strategy and implement it.

George Passadore – Increase the mobility of the rail system. Rail should be the backbone of the transportation system. The downtown transit mall is key and will set other projects into motion.

Dick Cooley - PDOT is innovative and that is a positive. PDOT needs to get more federal funding by getting Congress to understand their story better.

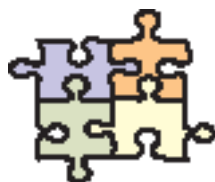
Fred Hansen – PDOT needs to tell the story that investment in the City is good for the region.

Matt Garrett – Don't tell PDOT's story in a vacuum, develop a comprehensive message and make the time for conversation/communication with our regional partners.

Steve Clark – Need to celebrate past achievements. Oregonians know how to make good decisions, they just need the information. Put money back into communication program so you can engage the public.

Jim Mark – Need to look at whole City vision. Look at roads and light rail and put money into better communication.

Commissioner Francesconi closed the luncheon by stating that he would seriously consider putting money back into PDOT's budget for communications. However, it may come at the expense of other PDOT services. How we execute and build things in a cost effective way is critical. PDOT staff is terrific but need help on the execution side. Need to have more effective regional meetings. Looking at putting together a Transportation Board to give advice and overview to help with vision and sell it to the community.



PDOT Regional Scan Partners & Community Roundtable Summary of Outcome

About this section

On October 30th, representatives of PDOT's partner agencies, community groups and citizen activists met to participate in a roundtable discussion, facilitated by Adam Davis, of Davis and Hibbits Inc. They were asked to address 1) "What is PDOT doing right?"; and 2) "What can PDOT be doing better?"

- The numbered, bold-type items are general themes from the discussion.
- Bulleted items below the themes are participant comments.

Participants:

- Catherine Ciarlo, Bicycle Transportation Alliance
- Chris Smith, TPAC Member
- Rick Michaelson, Portland Planning Commission Member/Developer
- Lillie Fitzpatrick, Hayhurst Neighborhood Association
- Glen Bridger, President, SWNI
- Judge Stephen Todd, District Court Judge
- Rod Merrick, Pedestrian Advocate
- Paddy Tillett, ZGF Architects
- Ernie Bonner, Former City Planning Director/Community Activist
- Lew Bowers, Portland Development Commission
- Andy Cotugno, Metro
- Lloyd Lindley, Landscape Architect
- Ann Gardner, Schnitzer Development Group
- Ernie Munch, Architect
- Jim Francesconi, Commissioner-in-Charge

Staff:

Sandy Boardman, Office of the Director
Mark Lear, System Management
Bill Hoffman, Project Management
Michael Harrison, Commissioner Francesconi's Office

Moderator:

Adam Davis, Davis and Hibbits, Inc.
(Adam asked for participation in a set of three written exercises. The responses, as well as other information, is attached to this set of notes recorded at the luncheon).

WHAT IS PDOT DOING RIGHT?

1. Great, dedicated staff with a genuine interest in solving problems

- PDOT staff have unique goals and perspective
- PDOT has great people
- Great staff; resolving issues takes a long time as a result of limited staff; response time is delayed as a result of limited staff; supports additional cross training of PDOT staff; success with PDOT requires a high level of perseverance. PDOT has done an excellent job of doing more with less (ex. SW Trails project, gravel vs. concrete)
- PDOT has a strong Director's Team
- PDOT is good at delivering projects

2. Numerous projects that have effectively used broad public outreach to resolve neighborhood issues

- City does a good job using broad outreach and facilitated community discussions to resolve contentious neighborhood issues (ex. McLoughlin Viaduct)

- Supports extensive public process and problem solving orientation (i.e.. Burnside project)

3. National leader in providing a multi-modal transportation environment

- National, regional and local leadership on multi-modal facilities; Portland is by far in its own class in the region and state on multimodal services
- Supportive of City leadership on the streetcar (Adam asked how many have grown more supportive of streetcar many raised hands including Andy Cotugno)
- City benefits from international recognition as a multimodal leader, including economic benefits. People want to live here because of multi-modal quality of life
- Portland has done more to support a culture of walking than any other jurisdiction that he works with. Expressed strong level of support for Portland as one of the most walkable cities outside Europe

4. Statewide resource in helping other local governments resolve operational and design issues

- PDOT benefits the State by providing leadership on engineering decisions (Rob Burchfield is a state-wide resource on traffic regulations)

5. Works well with a number of local agencies

- PDOT is strong working with other jurisdictions
- Agency partners well with some agencies, i.e. PDC and PDOT work well together

WHAT CAN PDOT BE DOING BETTER?

1. Thin staffing levels negatively impacting effectiveness

PDOT staffing is thin across the board, much thinner than 5 years ago. Thin staffing levels of hurt relationship with METRO.

Thin staffing has hurt out-of-the-box thinking

PDOT's limited staff make implementation a problem

Rob Burchfield's inability to be available for state-wide issues is an example of PDOT staff being stretched too thin

Limited resources (money and thin staffing levels) are resulting in PDOT only being able to "tread water"

2. Past strategic direction/vision/mission is becoming outdated and is inadequate for current conditions

Concern that PDOT is stuck between car only vs. multi-modal mission -- thinks mission needs clarification to solve this problem

PDOT needs to do a better job of asking people "what is important"

PDOT's problem's are both funding and vision

It is not PDOT's job to come up with neighborhood vision

Concern that integration of Ped/Bike programs has hurt City's ability to move forward with multi-modal vision. Concern that bike and pedestrian master plans are becoming antiquated. Concern that issues are being handled on a corner-to-corner basis.

Concern about status of ped/bike master plans. Elimination of ped and bike programs hurts implementation. Need to update bike and ped master plan – continuing to improve bike environment will require taking a fresh look at speed limits, operational issues, trails, and understanding challenges to users. Current organizational structure doesn't support synergy.

PDOT needs a comprehensive approach that balances neighborhood needs and economic needs. This failure limits achievement of "great projects".

Strategic plan should develop PDOT's leadership internally and externally.

Use strategic plan to identify priorities and communicate within PDOT and with the community.

Use strategic plan to continue to be a national leader and world leader in supporting a balanced transportation system.

Use strategic plan to improve operational issues.
Use strategic plan to improve driver behavior.

Don't be restricted to what can be done in 5-years, think long-term. Identify measurable goals, evaluate progress every year, continue to set new goals.

Develop broad mission for streets – “great places to be and move through”.

Need long term vision (40-years). Use the strategic plan to clarify vision. Use the strategic plan to identify immediate accomplishments.

Use the strategic plan to increase the organization's ability to communicate how transportation is important to people's daily lives (concern that the vital link between transportation and a livable community is not being communicated).

Use the strategic plan to close the gap between where we are now and where we want to be. Use strategic plan to support strong arterial system that meets freight needs and protects neighborhoods.

3. Business and freight services are inadequate

PDOT needs a truck master plan (not just bike and ped master plan). Significant opportunities have been lost without a truck master plan. PDOT is not adequately staffing truck master plan.

Concerns with constraints on freight movement.

- PDOT needs better understanding of what is driving the economy. Walking is good, but City needs to understand that moving freight is critical for economy. Expressed serious concern with unnamed City Commissioner that said neighborhood livability always “trumps” freight access. Frustrated that she could list on one-hand the PDOT employees that understand freight “when almost all PDOT employees know the 16 different kinds of bike toe clips”.

PDOT is doing a pretty good job supporting business needs.

Technically PDOT is doing a good job on specific project details (like minimum turning radius). PDOT is missing broader truck planning needs.

Another example of neighborhood interests being treated more seriously than business issues is the Planning Bureau only having one economist on staff.

Consider the City does not have a sense of urgency regarding business needs. Feels that supporting business is more City Council problem than an agency problem.

Strategic plan should ensure that more decisions are driven by cost-benefit analysis.

PDOT should use the strategic plan to ensure that moving freight is not the only focus of freight master plan – economic development can be equally supported by improvements to freight districts.

4. Process for developing and managing projects limits project quality and overall effectiveness.

Concerned with project management process. PDOT is challenged integrating “new things”. It is hard to get things started in PDOT - City of Portland.

Concerned with compartmentalization of projects (ex. Naito project hurt by designation as a truck route). PDOT needs “bigger look” too much project focus. PDOT should follow Pearl District area-wide planning model.

Project focus results in transportation opportunities not being identified.

Unfortunately PDOT staff more focused on projects than they were 5-years ago. Community frustration with great project plans sitting on shelf (i.e. Barbur Project).

One project at a time approach misses overall vision.

Supports 1990 projects like Hawthorne, Albina, and Tacoma, concerned that there aren't similar projects in the pipeline.

5. PDOT and Planning Bureau need to work together better

Agency partners well with some agencies, not so well with others.

Working with other organizations is a citywide problem, not just PDOT.

The competition between PDOT and Planning is unhealthy, better cooperation between PDOT and planning would improve financial decisions.

6. Losing ability to be a regional and community leader

PDOT can't move the agenda as effectively as it has in the past.

7. Communication problems

PDOT needs to provide public with examples of immediate results.

Schools have done a better job than PDOT in getting out the message that limited funding is hurting the community. PDOT is "quietly suffering"

8. Limited resources are resulting in self-defeating mentality/actions

PDOT is stuck in a self-defeating process: Need to get things done to get more money, feeling that the organization doesn't have enough money to get things done (PDOT needs to use the strategic plan to break this self-defeating process)

9. Organization needs to be more energetic and creative

PDOT needs more creativity and energy. Concern that PDOT's creativity is waning.

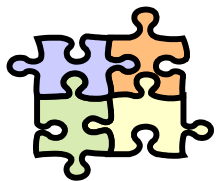
10. Pattern of shelving projects hurting credibility

Community frustration with great project plans sitting on shelf (i.e. Barbur project).

Concern that PDOT has a ton of good projects in the Central Eastside that are not moving due to limited funding.

PDOT has a credibility problem due to shelved projects.

Make sure that the plan is used. PDOT political clout will be damaged if plan goes on shelf.



PDOT Regional Scan Neighborhood Coalitions & Associations Roundtable Summary of Outcome

About this section

On February 9th, 2004, representatives from Portland neighborhood coalitions and associations met to participate in a roundtable discussion, facilitated by Adam Davis, of Davis and Hibbits Inc. They were asked to address 1) “What is PDOT doing right?”; and 2) “What can PDOT be doing better?”

Participants:

- Paul Loney, Southeast Uplift
- Christopher Eykamp, Southeast Uplift
- Pamela Settlegoode, SW Hills Residential League
- Larry Springer, SW Hills Residential League
- Tom Carrollo, Old Town/China Town
- David Allred, Neighbors West/Northwest
- Jim Francesconi, Commissioner-in- Charge

Staff:

- Sandy Boardman, Office of the Director
- Rod Yoder, Office of the Director
- Brant Williams, PDOT Director

Moderator:

Adam Davis, Davis and Hibbits, Inc.

(Adam asked for participation in a set of three written exercises. The responses, as well as other information, is attached to this set of notes recorded at the luncheon).

WHAT IS PDOT DOING RIGHT?

- Division Street Visioning process is successful. Neighborhood feels like equal partner in process. PDOT includes neighborhood stakeholders early and continuously throughout the planning process (echoed by all)

- The Traffic Safety Committee is doing good work. The Safe Routes to School program is an example
- NW Clean Sweep is an example of a program that is much appreciated and generates a lot favorable attention from the neighborhood (do more programs like that)

WHAT CAN PDOT BE DOING BETTER?

- Specific areas in southwest need improvements. Contrary to popular belief, southwest residents aren't all rich.
 - SW Dosch Rd – Pedestrian transit facilities (aka sidewalks)
 - SW Sunset – Pedestrian transit facilities
 - SW Chesapeake – Narrow and full of potholes
- Transit Mall – Noisy, polluted, dirty, crowded and a haven for illegal activity.
- Create capacity to do many small projects in addition to the large “showcase” projects.
- Set more appropriate priorities:
 - Fill potholes and build sidewalks before Tram
 - Fix what's broken before we add new things to the system
 - Catch up on deferred maintenance then improve unimproved roadways
 - Many small problems in aggregate lead to a larger problem, i.e. deferred maintenance
- Be creative
 - Boston put pedestrian signs in the middle of crosswalks
 - San Francisco uses large MPH pavement markings in the street
 - PDOT reluctant to try things that aren't endorsed by the MUTCD
 - Overly reliant on “heavy” engineering to solve problems
 - Let the residents decide how transportation money will be spent in their neighborhood. They know what the problems are and have some ideas on how they can be fixed.
- Listen
 - Request for reduced speed limit turned down (though the evaluation was done quickly) though all the neighbors were in favor of it.
 - Supporting the Tram even though the neighborhoods under it don't want it.
 - PDOT should follow through and corral city agencies to get answers to process questions.

**Roundtable with Neighborhood Associations--Written Exercise Summary
February 10, 2004**

I. Knowledge of the Department's Programs & Services, and Questions

PDOT Knowledge Level of Participants

Participant knowledge of PDOT ranged from "not at all" to "very" with half identifying themselves as "somewhat knowledgeable."

Questions

Question types fell into the following categories:

- (1) Not recognizing neighborhood/city needs
e.g. Why do you continue to ignore SW Hills needs and your own transportation plan?
- (2) Funding and/or priority allocation
e.g. [How much] money for new 5/6 Max line?, and
Why do you allocate our transportation \$ to fund semi-private OHSU...?
- (3) Neighborhood input process
e.g. How can residents be more effective in shaping the PDOT agenda?
- (4) Engineering methods or materials.
e.g. Any alternatives to heavy engineered solutions?
- (5) Inefficiency
e.g. Why do I pay so much in taxes for what appears to be little transportation work?

A dominant theme: Transportation improvements for "their" neighborhoods with "their" money.

II. What is PDOT doing right? Wrong?

There were slightly more responses given for "doing wrong" (average of 4 per participant) vs. "doing right" (3 per participant). For both questions, the majority of answers can be classified as either fulfilled or unfulfilled needs with the majority relating to system improvements and not operations maintenance.

Right

There was very little common ground for what PDOT is doing right. The only thing that was mentioned multiple times was "bike routes," which was mentioned by two individuals. "Community involvement" was also mentioned twice, but by the same person. And there is overlap between the responses: "Amount of public transportation," "buses," and "Trimet & Max." Other than these, the remaining responses were all different. The majority of compliments had to do with successful system improvements. Thus, based on these responses, PDOT appears to be pleasing a broad range of neighborhood interests without getting unanimous praise on any particular item.

Stats

17 responses → 3/participant average

Frequent Categories:

- (1) Needs: 15 (9 System Improvements, 3 Operations/Maintenance, 3 Other)
- (2) Organization: 2

Wrong

Complaints ranged from the practical “pot holes” to the esoteric “need pedestrian/bike bridges across the Willamette.” As the stats summary below shows, the majority of complaints concerned unfulfilled needs. This group was primarily comprised of system improvement issues. A second major category of complaints was directed at the organization itself. These issues primarily involved the department’s input process or it’s leadership/management.

Stats

24 responses → 4/participant average

Frequent Categories:

- (1) Needs: 17 (13 System Improvements, 3 Operations/Management, 1 Other)
- (2) Organization related: 7* (4 Process, 3 Leadership, 1 Personnel)
- (3) Financial: 1

*One response had multiple types and multiple categories

III. Perception of Current Budget Allocation: Operations/Maintenance vs. System Improvements

Participants estimated that about 87% of the current transportation budget is allocated to Operations/Maintenance projects. If they could, they would increase the System Improvement allocation by 10%, from 13% to 23%, in order to better fund their needs. For both of these exercises, answers were consistent and the range of responses was narrow.

Current	Operations/Maintenance	System Improvements
Average	87.1%	12.9%

Allocation in five years

5 Years	Operations/Maintenance	System Improvements
Average	77.5%	22.5%

IV. Most Important Message to PDOT

There are multiple issues that are “most” important to the neighborhood associations. Many neighborhood organizations most want greater community involvement in PDOT projects. From prioritizing what to fund to providing input on specific projects, they want a greater voice. They also don’t understand why their issues are not heard and acted on. Others want stronger PDOT leadership expressed through

- (1) Greater creativity from research through design and build of projects, and
- (2) By “thinking globally, but acting locally.”

A third constituent group is very practical in their wants. They want maintenance projects completed – pot holes filled, roads paved, curbs and sidewalks added.

RAW DATA

Written Exercise –1

I. Knowledge of the Offices Programs & Services, and Questions

Knowledge Level	Frequency
Not at all	1
Somewhat	3
Very	2

Participant Questions

- 1a. *Why do you continue to ignore the SW Hills (?)customer(?) needs and your own transportation plans (e.g. 20 yr. Plan)?
- 1b. Why do you allocate our transportation \$ to fund semi-private OHSU transportation?
- 2a. Why do I pay so much in taxes for what appears to be little transportation work?
- 3a. How can PDOT best respond to local neighborhood needs?
- 4a. *Sidewalk repair/streetlight repair budget?
- 4b. **Money for new 5/6 Max Line?
- 4c. Parking plan?
- 5a. **Traffic Calming
- 5b. *Any alternatives to heavy engineered solutions
- 5c. Bike routes
- 5d. Different paving materials
- 6a. How are your priorities set?
- 6b. *Do you know what the neighborhoods' priorities are?
- 6c. **How can residents be more effective in shaping the PDOT agenda?

*Most important question

**Second most important question

Written Exercise – 2

IIA. What is PDOT doing right?

- 1a. In SE, I love the prolific pedestrian and bike trails
- 1b. Trimet & MAX
- 2a. Snow removal/de-icing of roads
- 2b. Cleaning drainage ditches
- 3a. Street sweeping
- 3b. Streetcar
- 4a. Amount of public transportation
- 4b. Web-based trip planner
- 4c. Outreach @ neighborhood level, i.e. Burnside Couplet
- 5a. Bike route
- 5b. Buses
- 5c. Curb extensions
- 5d. Moved crosswalks
- 5e. Timed streetlights
- 5f. Places for big delivery trucks to be
- 6a. Process on Division Street (good, real involvement early on)
- 6b. Traffic safety committee (that there is one, even if imperfect). PDOT seems to be taking this seriously.

IIB. What is PDOT doing wrong?

- 1a. You don't listen to our neighborhood (SW Hills) – we have objected to the tram & spending our transportation. \$ on it
- 1b. Speed bumps
- 1c. We lack pedestrian. & bike lanes – we'd love to have them
- 1d. Lack of bus service & shelters
- 1e. No more streetcars!
- 2a. Pot holes (Chesapeake St.)
- 2b. No sidewalks on major roads (Dosch)
- 2c. Drivers speeding (Broadway Drive)
- 3a. Unfilled pot holes
- 3b. No sidewalks in some areas
- 3c. Not accountable for new development related decisions – i.e. setbacks, ROW improvements

- 4a. Parking cap raising price of parking
- 4b. Noise from buses on 5th/6th with associated drug dealing, public urination, etc.
- 4c. Sidewalk department attitude
- 4d. # of unpaved streets & sidewalks
- 5a. Speeding traffic
- 5b. Streets crumbling
- 5c. Poor access to rivers
- 5d. Few number of bridges across Willamette – Need bike/pedestrian bridges
- 6a. Process on Powell (more ODOT than PDOT)
- 6b. Response to neighborhoods issues (walk signal times traffic calming speed limits)
- 6c. Ad hoc “community involvement”
- 6d. PDOT should be more creative
- 6e. Solutions to cut-through traffic are needed

Written Exercise – 3

III. Perception of current allocation: operations vs. system improvements

Current	Operations/Maintenance	System Improvements
Average	87.1%	12.9%
#1	97.5%	2.5%
#2	80.0%	20.0%
#3	95.0%	5.0%
#4	80.0%	20.0%
#5	90.0%	10.0%
#6	80.0%	20.0%

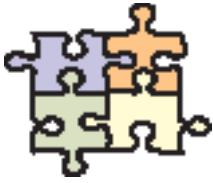
Allocation in five years

5 Years	Operations/Maintenance	System Improvements
Average	77.5%	22.5%
#1	75.0%	25.0%
#2	60.0%	40.0%
#3	95.0%	5.0%
#4	85.0%	15.0%
#5	80.0%	20.0%
#6	70.0%	30.0%

Written Exercise – 4

IV. Most Important Message to PDOT

1. Please hear our needs – we need transit ways safe for pedestrian & non-motorized traffic in the SW Hills – NOW, not another 20 year delay. Thanks. (Dosch Rd. 1st, Sunset 2nd, Humphrey 3rd) ORG
2. Fix those things that are broken or incomplete, then move on to improvements ... OM
3. Think globally, but act locally ORG - Leadership
4. Catch up on deferred maintenance including paving unpaved city streets w/ curbs and sidewalks. OM
5. Think and Act Creatively, when researching a project, when doing community outreach, when designing a project (or maintenance) and when building/repairing a project. ORG - Leadership
6. Let residents/stakeholders set the agenda. Not just comment on it, but set it. ORG - Process



ELECTED OFFICIALS INTERVIEWS

About this section

In December 2003, PDOT Director Brant Williams conducted interviews with the Mayor, City Council members, the City Auditor, and their respective staffs, to obtain their input into PDOT's strategic plan. Questions posed in the interviews are in bold type, followed by summaries of the key themes that emerged during the interviews.

What is the future vision that you hold for Portland, and what is the transportation component of that vision?

Primary themes:

- **Portland as “a place”:** The primary vision theme was of Portland as “a kind of place” that is attractive to its broad spectrum of citizens, but particularly to a young, creative and well educated demographic. Neighborhoods strongly focused as “town centers”, but well integrated within the city as a whole, with “revitalized shopping and cultural attractions”, were cited as primary contributors to giving Portland the requisite look and feel.
- **Multiple modes of connectivity:** Specific to transportation, the primary theme was “connectivity”, through pedestrian and bike networks, extended light rail and streetcar, and ease of use of public transportation.

Secondary themes:

- **Congestion as a barrier to livability:** Concern was expressed about the impact of traffic congestion on overall livability. The challenge was framed as “our system works well for 20 hours of the day. Creative transportation management is critical to addressing peak hour congestion.” Data indicating that little progress

has been made since the ‘90’s toward altering single-occupancy commuting was cited as a concern.

- **Maintenance of existing infrastructure:** The need was noted to maintain existing infrastructure and streetscape, however it was also noted that “its not on Council’s radar screen now”.
- **Creative opportunities:** Opportunities like the South Portland Circular Study, or covering of freeways, were noted by some of those interviewed as potentially viable in the future.
- **“Green Streets”:** PDOT may have to take more steps toward sustainable infrastructure, especially in light of the current focus on storm-water as a citywide problem.

What is the primary feedback you get from constituents about PDOT?

- **PDOT excels at responsiveness and service:** The primary response to this question was that PDOT is doing a superior job responding to the public. Comments included: “Of all the bureaus, PDOT is the best at addressing constituent inquiries and complaints.”

“PDOT is good at recognizing legitimate concerns, using creative problem-solving, and finding solutions”.

*(Regarding a specific example at PDOT)
“It was the best customer service work I have seen in the City”.*

- None of those interviewed cited significant constituent complaints. Among the complaint areas that were cited: Lack of available parking; traffic congestion; need for more or better pedestrian amenities; and initial complaints about new parking meters.

What should PDOT focus on now as priorities?

Primary theme:

- **Contribute to vital and culturally rich town centers and neighborhoods.** This was the primary theme, and was cited as both a livability issue and an economic issue.

Secondary themes:

- **Keep the focus on the land use/transportation nexus.** Help Council maintain focus here.
- Leverage transportation system management strategies, and provide leadership toward changing travel behavior to **address congestion.**
- **Increase connectivity** through pedestrian, bike and public transportation amenities and access.
- Try to **hold back the tide of deterioration** of existing infrastructure.

Does PDOT do a good enough job of communicating with the public on transportation issues and choices, and what could make PDOT communications more effective?

Primary Theme:

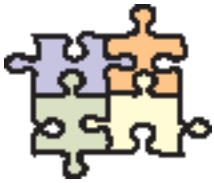
- **PDOT needs to do a better job “getting the attention of Council”.** Concern was expressed that the issues Council is focused on now - such as business and the economy - may obscure the impact that Council decisions will have on transportation, congestion and livability. It was noted that regardless of changing political tides, PDOT should keep steady on, and educate others on, the impact of transportation on overall livability and the need for integrated transportation and land use.

Secondary Themes:

- **PDOT has decreased the level of resources dedicated to media and public relations** - and it shows. PDOT may need to find creative ways to get its messages to the public on an ongoing basis.
- **PDOT needs a “more polished story”.** There should be a simplified way to talk about the benefits and challenges of what PDOT does.
- **PDOT should demonstrate its standing relative to other urban transportation agencies.** It was noted several times that data collection about PDOT is always in the context of the budget. Council would benefit from understanding the value PDOT delivers when compared to other organizations.

What is your sense of PDOT’s overall strengths and weaknesses?

- PDOT does a good job. Specific strengths cited include:
 - Professionalism and overall excellence of PDOT employees.
 - Creative approaches, such as the sand recycling at the Maintenance Bureau.
 - Customer service and responsiveness.
- PDOT’s primary weakness is in telling its story to decision-makers. One staff member put it this way: *“PDOT needs to get the attention of Council. Toot your own horn more. BES and Water have much higher profiles. You need to elevate PDOT’s profile within the city structure.”*



BUREAU DIRECTORS INTERVIEWS

About this section

In November and December 2003, PDOT Director Brant Williams conducted interviews with Directors of the Bureaus of Planning, Portland Development Commission, Parks, Environmental Services, Water, Management and Finance, and Development Services. The key themes that emerged from those interviews are summarized below:

- **PDOT needs to be a leader in transportation for the region, and an effective advocate for Portland on a regional level.** PDOT should expand its role to include all matters associated with transportation in the region. There should be better coordination at Metro between MTAC/MPAC (where Portland is represented by Bureau of Planning) and TPAC/JPACT (where Portland is represented by PDOT). The JPACT structure is not now serving Portland well, in that a high percentage of regional federal funds are being spent in outlying areas.
- **There should be more coordination between the bureaus on long-term infrastructure requirements and strategic investment choices.** Opportunities include coordination on urban design and urban renewal issues, large-scale capital projects such as light rail and streetcar, improving access to commercial and industrial sites, creation of greenspaces and multi-modal green corridors, and environmental sustainability. Coordination on such projects should occur earlier in the process that it generally does now.
- **There needs to be better integration of area planning processes that include transportation and land use policies and projects.**
- **PDOT should do more in the way of transportation demand management.** Examples included recent missed opportunities at public-sector events that have drawn large crowds to the convention center and Rose Quarter. SOLV was cited as an example of an organization that is effectively modifying people's behavior and thinking.
- **Greater coordination with other bureaus could result in some valuable benefits for PDOT, and efficiencies for all.** Examples cited included piggy-backing on the external communications programs of other bureaus, coordinating contracting efforts (especially flexible service contracts), collaborating on staff training and cross-training opportunities, and sharing of engineering and construction services staff such as drafting, design, inspection, survey, etc.
- **PDOT does a good job.** Specific examples cited include:
 - Maintenance service for other bureaus. Maintenance projects for BES and Water were specifically noted.
 - PDOT finance staff provides good services.
 - While there may be question as to the degree to which PDOT should be a development agency, there is no question that the streetcar and other transportation investments have made good sense in terms of stimulating development.
 - PDOT makes a strong impact in Urban Renewal Districts, and has had an important role in making those districts successful.

**Summary of Written Exercises
PDOT Partners and Community Roundtable
The Governor Hotel
October 30, 2003**

**Moderated For PDOT
By Adam Davis, Davis & Hibbitts, Inc.**

About this section

At the Regional Roundtable, representatives of PDOT's agency partners and community groups, and community activists, participated in three written exercises, which comprise a kind of survey of these key stakeholders, addressing three primary questions about PDOT. The following is a summary of the results of those exercises, submitted by Adam Davis.

I. Knowledge of Office's programs and services and questions

- Very knowledgeable, 3 respondents
- Somewhat knowledgeable, 8 respondents
- Not very knowledgeable, 2 respondents
- Not at all knowledgeable, 0 respondents
- Unknown, 1 respondent

Questions for PDOT were wide ranging. The main topics included:

- local projects;
- process/planning methods;
- financial issues;
- the department's mission/vision;
- partnering with other agencies/bureaus;
- PDOT organization structure;
- PDOT leadership;
- PDOT communication.

Since each participant is knowledgeable in specific areas, this leads to a diverse list of questions. Some of the common themes did involve neighborhoods, the multiple modes of transportation – with emphasis away from autos, and general effectiveness/efficiency concerns (e.g. resources, mission/vision, partnering/alignment with other government agencies).

II. What is PDOT doing ...

A. Right? (42 responses)

Below is a representative sample of the wide scope of complements bestowed on the department.

- *“Integrating & balancing different modes: auto/transit/bike/ped.”*
- *“Key staff have strong problem solving ethic.”*
- *“Director’s team is reaching out, listening to community, good public involvement.”*
- *“Has culture – and staff – that recognize Portland’s unique qualities (livability, sustainability, mix of transportation, etc.) and works to strengthen those qualities.”*
- *“Pushing to do more with fewer dollars.”*
- *“Moved from vehicle pipeline approach to multi-modal approach.”*

The most frequently cited categories were:

- multi-modal efforts (7)
- strong staff (6)
- building support/neighborhood or community involvement (5)
- broadening vision/transportation-development link/recognizing Portland qualities/livability (5)
- financial efficiency (4)
- schools/safety (3)
- partnerships (2)

Several participants recognized the department for its focus on alternative or multimodal transportation. Making the city bike and pedestrian friendly was high on this subgroup’s list. Similarly, several participants commended the department for its “broadening vision.” They cited things like recognizing “the link between transportation and development,” “including Portland’s unique qualities ” in the planning process, and its focus on “livability” as examples of strengths.

Another set of responses centered on doing a good job of building support by including affected citizen groups – neighborhoods, communities. The department’s personnel with its “strong problem solving skills” was cited by several respondents as another example of what it’s doing right. Rounding out the list is a number of mentions to specific successful projects executed by PDOT.

B. Wrong? (37 responses)

Representative of the broad list of answers were:

- *“Lack of money means lack of vision.”*

- *“Transportation Options need better leadership & direction and, following that, more dollars.”*
- *“LEAD.”*
- *“Pulling together other bureaus.”*
- *“Innovate.”*
- *“Strengthen staff knowledge of relationship between transportation system and economy.”*

Several individual projects were identified. A couple examples include:

- *“better leveling of bike paths,”* and
- *“traffic enforcement (in cooperation with Police).”*

Below is the breakdown for the most frequently cited categories, in priority order:

1. Individual projects (7)
2. Financial (6)
3. Better leadership (5)
4. Partnering (4)
5. Safety (3)

Since individual projects is really a grouping of several different items, the financial and leadership issues should be considered highest priority. And, as the top two quotes indicate, these two are inter-related in the eyes of some participants.

Special emphasis on “leadership” should be taken because while “financial,” “partnering” and “safety” items were also listed as things which “PDOT is doing right,” “leadership” was not.

C. Allocation Exercise

In the perception of participants, about 15% less than necessary is being allocated to System Improvements in order to accomplish what they want. On average the group’s perception was that about 27.5% of the current allocation was going to Systems Improvements vs. 72.5% going to Operations/Maintenance. To accomplish their PDOT goals, they would bump up, by 15%, System Improvements to 42.7% and decrease Operations/Maintenance to only 57.3% of the allocation.

	System	
Current	Improvements	Operations/Maintenance
Average	27.50%	72.50%

	System	
5 Years	Improvements	Operations/Maintenance
Average	42.69%	57.31%

Interestingly, based on the additional comments, a few would not want to decrease the actual dollars for operations/management but instead find new dollars in order to increase system improvements. One participant suggested:

“Spend more on investments, in such a way as to reduce operating costs.”

Typical of some participants’ anti-auto opinions, one recommends that PDOT:

“Focus improvement \$’s on transit, bike, ped”

III. Most Important Thing for PDOT to Consider in Strategic Plan

- *“Develop a workable, doable ongoing process.”*
- *“Engage business community to hear their concerns.”*
- *“Have a strong plan that will convince the public and politicians...”*
- *“The current TSP is good – implement it! Keep the vision of Portland as a transportation leader in the US and world.”*
- *“Ensure these future PDOT investments strengthen the Portland economy which will in-turn contribute to community viability and livability.”*
- *“Establish priorities that are coordinated with the larger city priorities.”*
- *“Transportation investment is a powerful leadership tool. Lack of resources creates a sense that PDOT can’t do anything so it results in a self-defeating result.”*
- *“Think about ways to change mobility behavior other than infrastructure.”*

Again the list is diverse. However, the consistent themes of effective partnerships, clear vision, efficient use of finances, stronger communication and innovation are apparent within this broad list of suggestions.

“Good partnerships” includes leveraging other agencies and their resources, as well as staying in sync with them. “Clear vision” implies making Portland a leader in transportation. Greater creativity in generating and managing finances is needed, said some. Greater support from the public and politicians requires stronger communication – both input (feedback/involvement) and output (messages). In the area of innovation, it is advised that PDOT continue the policy of tying transportation planning to development planning. Focus on the multimodal model (particularly bike, pedestrian) and expand the emphasis placed on Portland’s strengths such as livability and sustainability to make the streets “great places to be and great places to move through.”

PORTLAND OFFICE OF TRANSPORTATION (PDOT)

INCLUSIVITY ASSESSMENT REPORT

SUMMARY ASSESSMENT

Based on an analysis of individual interviews and a “Café” assessment process, the following findings have been made regarding PDOT’s workplace culture:

- PDOT is a good place to work. A large number of interviewees reported PDOT as a good place to work and/or that they would recommend PDOT to their family and friends. This was true across all categories and walks of life. **Recommendation:** This reservoir of goodwill can be used as an asset in workplace culture transformation.
- On the other hand, PDOT has significant workplace culture issues. These issues threaten the cohesiveness and efficiency of its workplace and diminish PDOT as a desirable workplace for its employees.
- Most PDOT issues revolve around internal communications, both formal and informal. This problem exacerbates every other problem. PDOT communicates well with the public, but not internally. **Recommendation:** Perforate the Bureau “silos”; make multiple information flows; spread both information and decision-making to lower organizational levels. **Recommendation:** Conduct regular, cross-departmental information meetings.
- There are significant issues regarding managerial and leadership styles. There is a perception of inconsistency, inefficiency, unclarity, lack of vision and lack of leadership. There are significant challenges posed by differences in managerial styles. There is some interaction between the effects of past management styles and present management realities. **Recommendation:** PDOT should have clear and articulated visions, goals and directions. **Recommendation:** Get feedback from all employees on how to make PDOT’s current leadership more effective. **Recommendation:** Provide training for managers in blending and shaping a consensus management style. **Recommendation:** Evaluate and promote managers based on the consensus management style.
- There are very significant issues regarding how black and white PDOT employees view the work environment. Some of these divisions mirror the general society. However, how these issues play out in the PDOT workplace, within the context of the previously mentioned internal communications issues, creates a specific effect that must be addresses. **Recommendation:** Explore race/ethnic perceptions of workplace culture in workplace culture transformation sessions.

- There are significant divisions between PDOT’s Downtown and Eastside (BOM) operations that affect workplace culture. These two major divisions of PDOT must be transcended and harmonized.
- PDOT employees do not know how to get recruited or promoted. Either there is no hiring, retention and promotion system, or the existence of the system is not being communicated. The effect is the same. **Recommendation:** Create a system/ policy where it is clear how people are recruited, hired, evaluated, and promoted.
- Despite these issues, Interviewees stated the perception that, compared with other City bureaus and departments, PDOT is doing slightly better than average in the magnitude and severity of its problems.
- All of the matters raised in this report can and should be explored and resolved in workplace transformation sessions, perception and awareness sessions and “Culture Shapers” processes for enhancing workplace culture.

UNDERSTANDING WORKPLACE CULTURE

Perception, Reality and Workplace Culture

Perception and “Reality”

This report assesses the workplace culture of PDOT. Workplace culture is made up (in part) of the collected behaviors, beliefs and perceptions of the employees and others impacting the PDOT environment. For the purposes of an inclusivity assessment, it matters less what is a demonstrable “fact” and more what is widely believed to be true by a significant portion of the PDOT society.

Perception and "Filters"

When communications are unclear and people feel powerless, there is a tendency to perceive the situation through the lens of one's own personal and societal "filter". This stems from poor internal communications.

This matter can be addressed by enhancing the health of the workplace culture communications system, and then letting that healthy system discuss the goals, visions and directions of the organization's leadership.

Internal Communications

Healthy and effective internal communications (formal and informal) leads to...

- Lots of communications – across Bureaus, within Bureaus, sections and “deep identity” groups.
- A feeling of being “in the Loop” (belief everyone else knows what’s going on, including me.)
- Trustful communications: “info high/ filters low”: a situation where workers “know” they are getting good information. People trust the info they receive.
- Clear communications: people from different “deep identity” groups begin to hear each other.
- A healthy “grapevine”: Lots of information exchange among people, regardless of bureaus or sections.
- The “grapevine” reflects the “official” PDOT positions.
- A harmonious, empowering work environment, where each PDOT employee feels honored, supported and empowered for the good of the whole.

TOTAL WORKPLACE CULTURE ISSUES ASSESSED

1. AGE/ GENERATIONAL ISSUES
2. CITY-WIDE ISSUES
3. CLASS ISSUES
4. COMMUNICATIONS (INTERNAL)
5. CONFLICTING/ UNCLEAR GOALS & VISIONS
6. CULTURAL ISSUES
7. DIFFERENT MANAGERIAL STYLES
8. DISCIPLINE/ FAVORITISM/ INCONSISTENCY ISSUES
9. DOWNTOWN/EASTSIDE ISSUES
10. EXCESSIVE BUREAUCRACY
11. GENDER ISSUES
12. HIRING, RETENTION, PROMOTION, EVALUATION ISSUES
13. LANGUAGE ISSUES
14. LEADERSHIP, COMMISSIONER, COMMISSION FORM OF GOVERNMENT
15. POLITICAL/ IDEOLOGICAL ISSUES
16. RACE/ETHNIC ISSUES
17. RELIGION ISSUES
18. RESOURCES ISSUES
19. SEXUAL ORIENTATION
20. TRAINING ISSUES
21. TURF PROTECTION ISSUES

LOWER TIER ISSUES AND NON-ISSUES

(in order of preference:)

1. GENDER ISSUES
2. LANGUAGE ISSUES
3. POLITICAL/ IDEOLOGICAL ISSUES
4. RELIGION ISSUES
5. SEXUAL ORIENTATION

- **Gender Issues**

In many organizations, especially those that have traditionally been male-dominated, there may be tensions in the workplace between men and women. However, as with the issue of sexual orientation, issues of gender lower tier issues at PDOT.

“Family” issue: A number of female interviewees stated that comments were made to them regarding whether or not they were going to leave PDOT to have children. These comments have a chilling effect on the workplace culture.

Recommendation: Whether in jest or serious, this matter can and should be dealt with in workplace transformation sessions.

“Sexual Harassment” issue: Several interviewees mentioned sexual harassment issues Downtown within the past year. The one perception that the interviewees agreed on was that management did not properly handle the issue.

Recommendation: Clarity throughout the workforce regarding acceptable behavior. This must be beyond the typically legalistic “sexual harassment training”.

Recommendation: Establish a “quick response” mechanism for reporting and dealing with sexual harassment issues.

UPPER TIER WORKPLACE CULTURE ISSUES

(alphabetical)

1. AGE/ GENERATIONAL ISSUES
2. CITY-WIDE ISSUES
3. CLASS ISSUES
4. COMMUNICATIONS (INTERNAL)
5. CONFLICTING/ UNCLEAR GOALS & VISIONS
6. CULTURAL ISSUES
7. DIFFERENT MANAGERIAL STYLES
8. DISCIPLINE/ FAVORITISM/ INCONSISTENCY ISSUES
9. DOWNTOWN/EASTSIDE ISSUES
10. EXCESSIVE BUREAUCRACY
11. HIRING, RETENTION, PROMOTION, EVALUATION ISSUES
12. LEADERSHIP, COMMISSIONER, COMMISSION FORM OF GOVERNMENT
13. RACE/ETHNIC ISSUES
14. RESOURCES ISSUES
15. TRAINING ISSUES
16. TURF PROTECTION ISSUES

Prioritization

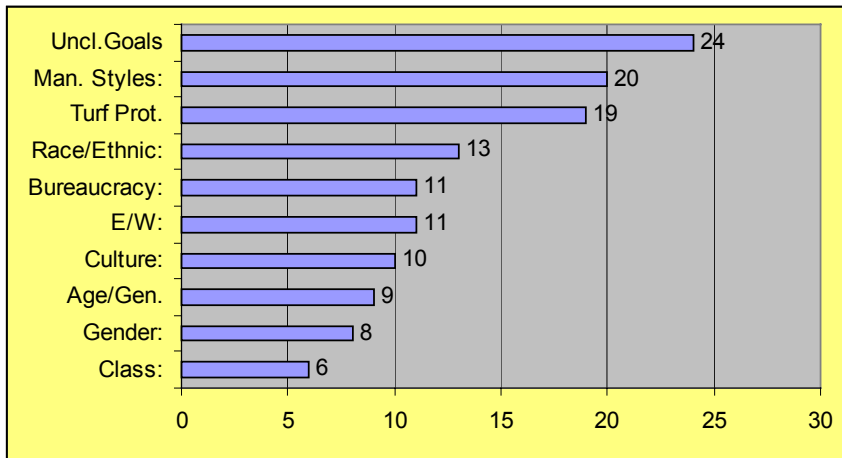


Chart One: Priorities

ASSESSMENT AND INTERPRETATION OF RESULTS

Work Enjoyment

A surprisingly high percentage of people stated that they like working for PDOT. In response to the question: “Would you recommend a friend or family member to work here?” approximately 90% of participants answered “yes”.

The percentages were highest for Asians, lowest for blacks, and lower on the Eastside than Downtown (perhaps due to the type of work involved). Paradoxically, despite the high levels of positive responses, the same interviewees reported significant problems in the workplace.

This level of job satisfaction should be considered a reservoir of “goodwill” that can be used to assist in the process of workplace culture transformation.

Leadership Issues

Interviewees cited the lack of clear, strong, focused leadership as a major issue of workplace culture. Coupled with this were concerns about the Commissioner and the Commission form of government.

Unclear Goals

There is a general feeling that there are unclear, confusing, contradictory and vague goals and directions for PDOT. Interviewees stated that they had a general sense of where their own sections or bureaus were going, but that PDOT as a whole was not clear.

Commissioner/Commission Form of Government

Interviewees stated that the Commissioner's office focuses on constituent satisfaction, but does not have a clear goal or focus for PDOT as a whole. There was a further concern that PDOT would be influenced by the Commissioner's upcoming run for Mayor of Portland.

Recommendation: PDOT should have clear and articulated visions, goals and directions. PDOT should use workplace culture transformation sessions to engage the entire workforce in a process of empowerment and buy-in for its goals and visions.

Recommendation: PDOT should be insulated from influence (perceived or real) from the electoral process. This kind of "firewall" may already exist; if it does, its existence should be communicated throughout PDOT. If it does not exist, it should be created and its creation communicated to the PDOT workplace culture.

Leadership within PDOT

Both Director Brant Williams and most of the Director's Team are relatively new to their positions. They bring a significant change from previous management styles. In any organization, the "ghost" of previous leadership styles continues to influence the present workplace.

Recommendation: Clearly articulate the story of the shift in leadership.

Recommendation: Get feedback from all employees on how to make PDOT's current leadership more effective. This can be done in workplace culture transformation sessions.

Communications Issues

PDOT's workplace culture issues relate back to communications issues. If PDOT does not improve its internal communications, and communicate this fix within the workplace culture, none of the other "fixes" will work.

Recommendation: Perforate the Bureau "silos"; make multiple information flows; spread information and decision-making to lower organizational levels.

Recommendation: Conduct regular, cross-departmental information meetings.

Management Styles

All participants, in all categories, placed "conflicting management styles" as a high priority. They also said that this was a significant problem in intensity for PDOT to deal with. There is a belief that tough issues get "under-handled" until they become acute.

Recommendation: "Management by Wandering Around": All senior managers should wander to and through all other Bureaus and sections.

Recommendation: Spread a consistent message regarding management and management styles throughout workplace culture.

Recommendation: Invite managers to change and evolve management styles. Provide training for managers in blending and shaping a consensus management style. Support managers who attempt to change/ improve management style.

Recommendation: Evaluate and promote managers based on the consensus management style. Make this widely known throughout PDOT.

Recommendation: Train managers in dealing with personality conflicts within the workplace.

Race/Ethnicity & Cultural Diversity

There are major differences in how PDOT employees see the importance of race and ethnic issues in the workplace. In general, blacks see more race/ ethnic problems, and more significant problems, than whites. This is evident from the fact that 70% of blacks see “significant problems” regarding race/ethnicity, while 0% of whites reported “significant problems”.

Recommendation: Explore race/ethnic perceptions of workplace culture in workplace culture transformation sessions.

Turf Protection & “Siloing”

There is a general perception that Bureau managers do not interact and cooperate with each other. This effect is referred to as “siloing”. “Turf protection” exists throughout PDOT; between Bureaus, within Bureaus, at the section level and even lower.

Recommendation: Explore issues of turf protection in workplace culture transformation sessions.

Employment Procedures Issues:

PDOT employees do not know how to get recruited or promoted. They do not see a coherent system for hiring, rewarding, training, evaluating, mentoring, and/or promoting people within PDOT.

The apparent lack of system makes employment with PDOT look racist, sexist, arbitrary, discriminatory and chaotic. Those who do figure out how to get promoted look like they are “favored” or have an “inside track”.

Hiring

Many interviewees (including managers) expressed much frustration in dealing with the City's hiring guidelines and policies.

Recommendation: Communicate with the proper City officials that the present hiring situation is producing unwanted negative side effects.

Recommendation: Make it clear within the workplace culture when it is the City's policies, not PDOT's, that create employment procedure problems.

Retention and Promotion (including “dead-ending”)

There is a perception among interviewees that PDOT does not have a consistent policy for retaining its workforce. This is particularly true for people of color.

“DEAD-ENDING”. Many PDOT employees, especially people of color, are not promoted. Interviewees stated the perception that people of color are “dead-ended” at a higher percentage than other workers. People who want to advance within PDOT should have an opportunity to do so.

Recommendation: Create a system/ policy where it is clear how people are recruited, hired, evaluated, and promoted.

Recommendation “Mentoring”: Establish a policy where it is the responsibility of all managers to coach and mentor PDOT workers who wish to be promoted within the PDOT system, focusing on those currently under-represented in management circles.

Recommendation: Create and articulate consistent policies and foster a culture of consistency on all employment issues, including those involving discipline, work relationships, favoritism, nepotism and other workplace relationships.

Class Issues

"Class" is a major but largely invisible issue in American culture. As with America as a whole, class is an important but largely invisible issue within PDOT.

Recommendation: Address class attitudes and issues within the workplace culture transformation sessions.

RECOMMENDATIONS ON FUTURE TRAINING NEEDS

It is recommended that PDOT enter into a series of sessions to transform its workplace culture. The transformative work falls into three broad categories:

Workplace Culture Transformation Sessions

It is recommended that a series of mandatory sessions be conducted that will help PDOT employees discuss the various workplace culture issues raised in this report. These sessions will help everyone recognize and respond to issues in a way that is helpful to the work environment.

Inclusivity/ Perception/ Awareness Training

It is recommended that a series of mandatory sessions be conducted that will help PDOT employees see how their own individual perceptions and “filters” affect the general workplace culture of PDOT.

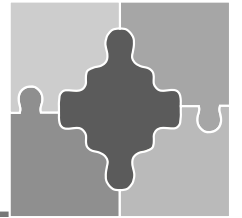
“Culture Shapers”

It is recommended that a group of PDOT employees be trained and empowered to monitor and guide the healthy development of the workplace culture. This can be based on the “Culture Shapers” initiative started a number of years ago in BOM. “Culture Shapers” is an effective strategy for monitoring, intervention and incident prevention and management.

This strategy can and should be strengthened on the Eastside. Also, it is very important to introduce “Culture Shapers” into the Downtown environment.

Recommended Timeline

The work of transforming PDOT workplace culture has already started. It is recommended that PDOT capitalize on this assessment activity by inaugurating workplace culture transformation sessions, along with perception and awareness sessions, as soon as possible. It is recommended that all training take place within the next 12 months.



Appendix C

PDOT Leadership Team Strategic Planning Session 2/19/04 – Appendix C

The following notes were taken at the February 19, 2004 meeting of the PDOT Leadership Team. The purpose of the meeting was to debrief themes from the PDOT strategic planning conference, and to evaluate potential “futures” for the organization in light of the conference outcome and key issues that emerged in the Environmental Scan.

POTENTIAL FUTURES

Focus	Objective, Assumptions, Values,	The Approach
<p>PUBLIC SUPPORT AND STEWARDSHIP</p>	<p>OBJECTIVE: Modest early-stage gains on deferred maintenance while building public support for system funding</p> <p>ASSUMPTIONS:</p> <ul style="list-style-type: none"> • Revenue-constrained future. • Need to serve multiple City objectives. A single-focus strategy will not be viable. • A conservative approach to short and longer-term risk is called for. • New way of doing business with partners and internally will be required. <p>KEY VALUE: Stewardship</p>	<ul style="list-style-type: none"> ▪ Selective involvement in targeted projects that supports economic uses, such as freight movement, and that support moderate-cost-but high-citizen-value services that neighborhoods want. ▪ Focus on gaining ground on deferred maintenance. ○ Not only through more funding, but through an integrated project approach, end-to-end, within PDOT, that includes “design for maintenance” analysis and advocacy. ○ Use Project Management and Asset Management processes to gain ground. ○ Incorporate other options that will preserve roadways. ▪ “Tell the story”. Start inside the organization. At a minimum, PDOT employees should be able to articulate the case for how PDOT assigns resources. ▪ Focus on point-of-citizen-contact customer service. Build trust and confidence with the public. ▪ Maximize revenues that are under out control ▪ Life cycle costing integrated into project evaluation.
<p>MOBILITY OPTIONS</p>	<p>OBJECTIVE: A whole range of mobility options that maximize capacity and efficiency of the roadway.</p> <p>ASSUMPTIONS:</p> <ul style="list-style-type: none"> ▪ “Things have to be done differently.” ▪ Hierarchy for capital commitments = Bikes → Peds → Transit → Freight → SOVs: <p>KEY VALUE: Holistic Health (System, Human, Environmental)</p>	<ul style="list-style-type: none"> • Commit to a range of strategies that lead to and promote a “holistic” transportation approach. • Articulate the “case” for “things have to be done differently in 15 years”. Components of the case include: <ul style="list-style-type: none"> ○ Land use link (e.g. Metro 2040) ○ Health link. ○ “The bus should be quicker than the car”.
<p>ECONOMIC DEVELOPMENT</p>	<p>OBJECTIVE: Significant impact on the economic health of the region.</p> <p>ASSUMPTIONS:</p> <ul style="list-style-type: none"> • The business friendly environment equates to a better community for people. <p>KEY VALUE: Economic development</p>	<ul style="list-style-type: none"> ▪ Focus on projects in commercial and industrial areas and on key highways and arterials. <ul style="list-style-type: none"> ○ Streetcar ○ Tram ○ N Lombard overcrossing ○ Freight mobility • Communicate the transportation - economic health link.

Focus	Objective, Assumptions, Values,	The Approach
O&M	<p>OBJECTIVE: Maintain and preserve what we already have.</p> <p>ASSUMPTIONS:</p> <ul style="list-style-type: none"> ▪ Revenue constrained future. <p>KEY VALUE: Preservation</p> <p>OBJECTIVE: Get as much performance out of the system as possible - until it wears out.</p> <p>ASSUMPTIONS:</p> <ul style="list-style-type: none"> ▪ The future will take care of itself. ▪ When the system gets really broken there will be public support to fix it - but not before. <p>KEY VALUE: Opportunism</p> <p>OBJECTIVE: New revenues</p> <p>ASSUMPTIONS</p> <ul style="list-style-type: none"> ▪ Current revenue mechanisms are broken beyond repair, and a new approach is critical. <p>KEY VALUE: Financial support, stability, predictability.</p> <p>OBJECTIVE: Support a broad range of Citywide livability objectives.</p> <p>ASSUMPTIONS:</p> <ul style="list-style-type: none"> ▪ Transportation plays a irreplaceable role in shaping unique and valued City characteristics. ▪ High likelihood of revenue increase. <p>KEY VALUE: Livability</p> <p>OBJECTIVE: Seize near-term opportunities while building a long-term base.</p> <p>ASSUMPTIONS</p> <p>Front load some of the risk. Revenue constraints will be short term.</p> <p>KEY VALUE: Innovation</p>	<ul style="list-style-type: none"> ▪ Secure other owners for projects. ▪ Focus PDOT revenue on maintenance only. <ul style="list-style-type: none"> o Rebuilding arterials o Sweeping streets ▪ "Taking what is there and maintaining it. No new amenities." <ul style="list-style-type: none"> ▪ Fix "what breaks" only. ▪ Projects driven by business needs, political winds, and opportunity. • Invest in projects until public demands change.
OPERATIONS (aka "the Cleveland Model")		<ul style="list-style-type: none"> • Inter-governmental relations a major focus. • Marketing and outreach are key. • New revenue sources, such as user fees, bond measures, non-tradition sources of revenue.
REVENUE		<ul style="list-style-type: none"> • Focus on the streetscape, leverage the right-of-way, to create useable and attractive public space. • Strong land-use-transportation link. • Economic benefits primarily at retail level. • Community and neighborhood focus, zeroing in on unique neighborhood features. • Cleanliness and safety are important characteristics. • Would have to include access to industrial areas, and vitality factors for those areas too.
LIVABILITY (Econ. Dev. And Mobility Hybrid)		<ul style="list-style-type: none"> ▪ Short term <ul style="list-style-type: none"> o Opportunistic projects while building leadership role o Do what you can to maintain infrastructure o Build support for new revenue. ▪ Transition to a more planned livability-focused approach when revenues materialize.
"CLEVELAND" → LIVABILITY HYBRID		

“POTENTIAL FUTURES” EVALUATION

	Future 1 Stewardship Focus	Future 2 Mobility options Focus	Future 3 Economic Focus	Future 4 O&M Focus	Future 5 Operations Focus ¹	Future 6 Revenue Focus	Future 7 Livability Focus ²	Future 8 Ops to Livability hybrid
CRITERIA								
Resident support	4	3 (3-5)	2	3 (2-3)	1 - 4 ³	1 - 5 ⁴	5	
Business Support	2-3	1	5	2	1 - 4 ^b	2	3	
Fit within region/st	2-3	3-5-2			2	4	4	
Funding	3-4	2-3 ⁶	2	2-3	5	5	2	
Internal capability	4-5	3 ⁷	4	5	5	2	4	
Internal acceptability	3-4 ⁸	2-3	2-3	3	1	4	3	Not ranked
Political support	4	3	4	1-2	2 - 4 ⁹	2	2	
Overall viability	Yes	No	Yes	No	No	Yes	Yes	

KEY: Level of likelihood of meeting criteria, where 5 = high; 4 = good; 3 = some; 2 = low; 1 = too low for consideration as an option.

FEASIBILITY TESTS

- Odds of
 - New revenue
 - PDOT ability to say “no” to new projects.
 - PDOT can set the circumstances under which we support projects. }
 - We can talk about and evaluate projects and whether they fit our criteria> }
 - With political will, we can block of move forward some projects. }
 - Among the things we can control are the grants we apply for. }
- “Huge change”

¹ Also called “Cleveland Model”

² A hybrid of the Economic Development Focus and Mobility Options models

³ “1” represents long term. “4” represents short term.

⁴ Represents the degree of polarization anticipated.

⁵ “1” represents long term. “4” represents short term

⁶ Unless trade-offs

⁷ High technical capability, but low marketing capability

⁸ “3” represents the difficulty of the compromises, but “4” represents flexibility within the organization

⁹ “2” represents long term. “4” represents short term.

SELECTED APPROACH

- Project strategy:
 - Prioritize projects that:
 - Minimize wear on the system.
 - Are consistent with long-term livability goals.
 - PDOT defines the circumstances for adopting projects, with a strong emphasis on life-cycle considerations.
 - Higher chartering of projects prior to “green light”.
- Services strategy:
 - Visible maintenance activities.
 - Shortened response time
 - Freight mobility included in customer service priorities.
- Values:
 - Customer service.
 - Stewardship
 - New models of internal and external partnerships.
 - A multi-modal system.
- Goals:
 - Line held on the maintenance backlog.
 - Benchmarking against other cities.
 - Improved citizen evaluation (measured via Auditor’s Report).
 - Support built such that new revenue initiative succeeds.
- Internal Approach:
 - Integrate maintenance from front to end of project design.
 - Continue to educate and inform PDOT employees about PDOT business realities, metrics and strategies. Bring PDOT employees along as partners in PDOT and City success.
 - Pursue organization development approaches that encourage inclusion and participation at all levels in the organization.
- Marketing, Outreach and Communication:
 - Articulate PDOT’s story.
 - Build public support.
- Funding:
 - Devote resources to developing funding sources.