

**Portland Office of Transportation
Strategic Plan
1996 - 2001**

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BACKGROUND

The Portland Office of Transportation Strategic Plan, 1996 - 2000, was developed as part of the City of Portland's Comprehensive Organizational Review and Evaluation (CORE). The Strategic Plan is the first step of CORE. A Financial Plan and an Operations Plan will be completed in the Fall of 1996 and 1997 respectively. Together the three plans will set the strategic, financial and operating direction for the Office of Transportation through 2001.

This Strategic Plan was evaluated by an panel of reviewers. Their critical examination greatly improved the Strategic Plan. Special thanks are extended to panel members:

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Portland's Progressive Past

Portland's quality of life is the envy of many communities across the nation. Much of what makes Portland such a unique place is a result of transportation and land use decisions made by elected leaders and the citizens of Oregon over the last two decades.

In the mid-1970's Portland rejected a freeway-based transportation plan that had been developed during the 1960's. Instead of following the 1990 Plan, that proposed sixteen major new freeways and expressways, the City invested in a balanced transportation system. Public transit was introduced as a means of solving urban transportation and air quality problems, improvements were made to existing highways and arterial streets, and the City implemented a conscious strategy to shape growth by coordinating transportation investments with land use policies.

Over the past twenty-five years Portland has made a commitment to preserving the livability of its neighborhoods and business districts by creating a transportation system that is based on community values. Because of the progressive public policy decisions and investments of the past, Portland is a great place to live rather than just a great place to drive through. Policy decisions and investments that have shaped the character of Portland include:

- Establishment of statewide land use planning defined where urban growth would occur and protected Oregon's valuable farm and forest land from urban sprawl
- Construction of the Portland Transit Mall through downtown's core employment and shopping district revitalized downtown and attract private investment
- Management of downtown parking and transit use to maintain clean air, manage traffic, and encourage use of downtown for shopping and other business transactions
- Cancellation of major new freeway construction plans allowed use of those funds to expand public transit and improve the existing highway and street network
- Construction of Eastside MAX from downtown to Gresham
- Closure of Harbor drive to reclaim the right-of-way for Portland's Waterfront Park along the Willamette river
- Voter approval and construction of Westside MAX light rail from downtown to Hillsboro
- Expansion of downtown's successful parking management and public transit investment to adjacent areas

- Establishment of a Neighborhood Traffic Calming Program to manage traffic volumes and speeds on neighborhood streets
- Investment in a state-of-the-art traffic management system in the 1980's
- Voter approval to expand the light rail system from Clackamas County, Oregon to Clark County, Washington

Portland is fortunate. As we look to the future, we are building on a foundation of success: a healthy downtown, strong neighborhoods, and wise land use and transportation investment decisions in the recent past.

Portland Office of Transportation: The 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. Housing will be affordable and family-wage jobs will be available. Residents will have a broad range of safe and convenient transportation options and will frequently choose to 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.

Realizing the Vision: Trends, Strengths, Weaknesses, Opportunities and Challenges

As Portland tries to achieve its vision of the future, community leaders, residents and the managers of the transportation system have a number of issues to face including demographic, financial and political trends, organizational strengths and weaknesses, and external opportunities and challenges.

Trends

- Multnomah County will have almost two times the population growth in the next 25 years as it did during the last 25 years. Multnomah County population growth is projected to increase by 149,600 persons or 24 percent between 1995 and 2020.
- Employment growth in Multnomah County between 1995 and 2020 is projected to be 122,900 or a 25 percent increase.
- Over the next 25 years, Multnomah County will continue to be the most populous county in the Portland region. More jobs will also be located in Multnomah County than in any other part of the region.
- Most of the population and employment growth in the Portland region over the next 25 years will occur in Washington, Clackamas and Clark counties. Population growth in these three counties is projected to be 618,000, increasing 63 percent between 1995 and 2020. Employment growth during the same period is projected to be 512,600 or 103 percent in these jurisdictions over the same time period.
- With increasing population and employment, Portland and the rest of the region will see a

substantial increase in the demand on the transportation system. Portland's vehicle miles traveled is projected to increase by 27 percent from 1993 to 2010. Over that same time period, the vehicle miles traveled for the rest of the region will increase by 57 percent.

- Without a substantial increase in transit service, little shift in mode usage is expected over the next 25 years. In 1994, 92 percent of all trips in the Portland region were made in a single occupant vehicle. In 2015, current projections are that 91 percent of all trips will be made in a single occupant vehicle.
- Trends for work trips show slightly more improvement. In 1994 75.6 percent of work trips will be made in a single occupant vehicle. By 2015, 73.8 percent of work trips will be made in a single occupant vehicle.
- The condition of the Portland transportation system is in decline. In 1987, 87 percent of the road system was in fair or better condition, in 1995, 82 percent of the system was in fair or better condition. In the last two years, the backlog of pavement needing treatment for which no funds are budgeted has grown from 406 miles in 1993, to 480 miles in 1995.
- The budget for the Office of Transportation is very dependent on revenue from the Highway Trust Fund. The primary source of revenue in the Trust Fund is the state gas tax. Funds from the Highway Trust Fund account for 65 percent of Transportation's discretionary revenues.
- The state gas tax is flat rate tax mechanism which means that revenues from the tax do not grow with inflation. Due to inflation, the purchasing power of the twenty-two cent state gas tax in 1992 was equivalent to the seven cent gas tax in 1972.
- The purchasing power of the state gas tax is further eroded as fuel efficiency of automobiles increases. As a result of improvements in fuel efficiency, the amount of state gas tax revenue generated per mile driven has declined. The per mile revenue in 1972 dollars was .0052 in 1972, revenue per mile in 1992 was .0032 per mile.
- The state gas tax has remained at 24 cents per gallon since January 1, 1993.
- Due to modest revenue increases from the state gas tax in 1993 and the repeal of an ethanol gas tax exemption in 1995, revenue was sufficient to avoid cuts in city transportation services in FY 1993-94 and FY 1994-95.
- In FY 1995-96, a \$2.2 million gap between available revenue and service requirements was identified. The Office of Transportation managed to close the gap by implementing efficiencies, savings, and increasing City parking meter rates by 10 cents per hour.

- For the two year 1996-98 budget period a \$5.2 million gap between available revenue and service requirements was identified. The Office of Transportation could not entirely fill this budget gap with efficiencies, savings and local revenue increases without substantially cutting services. The FY 1996-98 budget shortfall was filled by the allocation of \$3.8 million in General Funds to Transportation and by the implementation of \$1.4 million in efficiencies and savings.
- Without additional revenue, the Office of Transportation will be unable to sustain current levels of transportation service. To maintain FY 1996-98 service levels the Office of Transportation will need the following amounts of revenue: FY 1998-99, \$3.6 million, FY 1999-00, \$4.1 million, FY 2000-01, \$5.6 million.
- General Fund support for the Office of Transportation was \$1.8 million or 2.7 percent in FY 1991-92. In FY 1996-97 General Fund support is \$6.4 million or 7 percent of the budget. This increase was caused by two factors: the transition of street lighting services to the General Fund, and the increased General Fund support to cover budget gaps due to the impact of inflation on the budget of the Office of Transportation. Prior to the passage of Ballot Measure 5, the property tax limitation measure, street lighting was funded through serial levies.
- Implementation of the Region 2040 growth plan to manage growth and maintain livability will require transportation providers to manage demand for the transportation system and to construct critical transportation improvements such as light rail, local and collector roads, and sidewalks and bikeways.
- Numerous political trends have the potential to impact the ability of local governments to fund transportation services. Revenue increase from state sources have not been forthcoming during the last two Legislative sessions, passage of tax measures by the Legislature now requires a two-thirds majority, implementation of local revenue measures such as a regional gas tax will require voter approval, and finally, further refinements to the state's property tax laws may substantially limit General Fund revenues and consequently the ability of decision makers to fund transportation services from that source.

Strengths, Weaknesses, Opportunities and Challenges

During the process of developing this Strategic Plan, more than 100 people participated in focus groups and stakeholder interviews to identify the Office of Transportation's strengths, weaknesses, challenges and opportunities. Participants included representatives of the business community, citizen activists, Transportation employees, neighborhood associations, other city bureaus, and other jurisdictions.

Strengths and Weaknesses

- Staff are held in high regard The organization gets things done, employs creative solutions, takes risks, reaches out to the community and tries to meet customer needs
- The Office of Transportation is viewed by outside partners as one of the best City bureaus The organization is responsive and has clear, well defined development review
- Lack of public understanding of transportation issues and problems
- Communication and coordination between city bureaus results in frustration to customers who must deal with multiple city bureaus to resolve an issue or get project approval

Opportunities and Challenges

- Managing growth by coordinating land use and transportation decisions
- Increasing organizational efficiency through equipment sharing and service consolidation with other transportation providers and privatization of services
- Inadequate funding for maintenance and improvement of the system
- Increasing congestion due to population growth
- The public lacks understanding of transportation issues and problems
- The changing role of the City as other areas of the region grow

Strategies and actions that are developed to fulfill the City's transportation vision must take the trends, strengths, weaknesses, opportunities and challenges into account

The Strategic Plan: Meeting the Challenge

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.

In the Portland Office of Transportation We Value:

- 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

Priority Issues

To achieve Portland's vision of the future, the Office of Transportation will address five priority issues:

- Growth and livability
- Maintenance and preservation of the transportation system
- External communication
- Staff development and organizational efficiency and effectiveness
- Funding

I. Priority Issue: Growth and Livability.

Goal:

Ensure that the City's transportation system **becomes more multi-modal**, supports managed growth, enhances livability, and improves public safety

Strategies:

- I 1 Implement the transportation recommendations of the Portland region's Urban Growth Management Functional Plan
- I 2 Identify the roles of alternate modes to support the region's Urban Growth Management Functional Plan
- I 3 Ensure that Portland's streets and sidewalks are clean and attractive
- I 4 Manage community traffic, and prevent and reduce accidents
- I 5 Develop ~~future~~ street plans **and street design requirements** that support compact development, ~~and~~ provide interconnected streets **and enhance the pedestrian environment**
- I 6 Maximize the ability to move people and goods on the existing system
- I 7 Identify improvements to key freight corridors and intermodal terminals
- I 8 **Actively** encourage the use of alternate modes of transportation to reduce congestion and air pollution
- I 9 Identify and implement critical transportation projects in the City's targeted development areas to foster private investment in housing and business
- I 10 ~~Ensure that street design requirements support compact, pedestrian-friendly development~~ **Prioritize capital improvements which carry out these strategies and which implement adopted Community and Neighborhood Plans**

Performance Indicators:

- I 1 Percent of residents who rate street cleanliness good or better
 - 1996 or Most Recent Measurement
 - 2001 Goal

- I 2 Percent of residents who express satisfaction with the speed of cars traveling on their street
 - 1996 or Most Recent Measurement
 - 2001 Goal
- I 3 Percent of residents who rate congestion on arterial and collector streets as tolerable
 - 1996 or Most Recent Measurement
 - 2001 Goal
- I 4 Number of high accident locations
 - 1996 or Most Recent Measurement
 - 2001 Goal
- I 5 Percentage of Portland residents who commute to and from work during peak hours by means other than a single occupancy vehicle
 - 1996 or Most Recent Measurement
 - 2001 Goal
- I 6 Percentage of Portland residents who believe they have safe and convenient transportation options to the automobile
 - 1996 or Most Recent Measurement
 - 2001 Goal
- I 7 Percentage of Portland residents who commute to and from work one time per week by a mode other than the single occupant vehicle
 - 1996 or Most Recent Measurement
 - 2001 Goal

II. Priority Issue: Maintenance and preservation of the transportation system.

Goal:

Maintain and preserve the investment in the transportation infrastructure

Strategies:

- II 1 Identify the optimal maintenance levels for major facilities
- II 2 Recommend a level of funding to achieve the selected maintenance levels
- II 3 Use advances in technology, equipment and maintenance processes to improve the productivity of maintenance activities

Performance Indicators:

- II 1 Miles of pavement backlog
 - 1996 or Most Recent Measurement 443 miles as of Oct 1, 1995
 - 2001 Goal 352 miles by 2001
- II 2 Percent of signal hardware in poor condition
 - 1996 or Most Recent Measurement 20 percent in 1996
 - 2001 Goal 20 percent in 2001
- II 3 Percent of city maintained bridges in fair or better condition
 - 1996 or Most Recent Measurement 63 percent as of 1995
 - 2001 Goal 68 percent as of 2001

III. Priority Issue: External Communication

Goal:

Build effective working relationships with the public, customers and other partners, and create awareness and understanding of transportation issues among city residents and city employees

Strategies:

- III 1 Improve communication and relationships with the general public, public decision makers, other jurisdictions in the region, other city bureaus, and business and community groups
- III 2 Improve the quality and efficiency of contact between the Office of Transportation and its customers
- III 3 Work with other city Bureau Directors to improve the City's credibility with the public

Performance Indicators:

- III 1 Percent of residents that know that personal travel behavior has a relationship to congestion and air pollution
 - 1996 or Most Recent Measurement
 - 2001 Goal
- III 2 Percent of customers who have direct service contact with Office of Transportation employees that rate customer service as good or very good
 - 1996 or Most Recent Measurement
 - 2001 Goal
- III 3 Percent of Office of Transportation development partners who rate City bureau coordination as good or very good
 - 1996 or Most Recent Measurement
 - 2001 Goal

IV. Priority Issue: Staff development and organizational efficiency and effectiveness.

Goal:

Make PDOT an exemplary organization

Strategies:

- IV 1 Acknowledge and reward outstanding contributions by employees, citizens and volunteers, organizations and contractors
- IV 2 Ensure that employees have the skills, knowledge and information to successfully perform their jobs
- IV 3 Encourage employee commitment to the mission and values of the Office of Transportation
- IV 4 Identify and implement internal efficiencies, and eliminate programs and practices that do not meet current needs
- IV 5 Identify, evaluate and implement interagency efficiencies with other city bureaus, state and regional transportation partners, and the private sector
- IV 6 Recruit and retain outstanding employees

Performance Indicators:

- IV 1 Percent of all employees who believe the organization's internal communication is good or better
 - 1996 or Most Recent Measurement
 - 2001 Goal
- IV 2 Percent of all employees who believe PDOT acknowledges and rewards exemplary performance or contribution
 - 1996 or Most Recent Measurement
 - 2001 Goal
- IV 4 Percent of supervisors and managers who believe they have adequate training and support to perform their supervisory and management duties

- 1996 or Most Recent Measurement
 - 2001 Goal
- IV 5 Percent of all employees who meet or exceed 20 hours training annually in work skills or work processes
- 1996 or Most Recent Measurement
 - 2001 Goal
- IV 6 Reduce the overall cost of service for the Office of Transportation
- 1996 or Most Recent Measurement
 - 2001 Goal
- IV 7 Percent of customers who have direct service contact with Office of Transportation employees that rate customer service as good or very good
- 1996 or Most Recent Measurement
 - 2001 Goal

V. Priority Issue: Funding.**Goal:**

Ensure that the Office of Transportation has financial resources to maintain the public investment in the infrastructure, and to improve the transportation system to accommodate and manage growth, and maintain regional accessibility

Strategies:

- V 1 Provide City Council with timely information regarding transportation needs and financial conditions
- V 2 Work with federal, state, regional and community partners to increase transportation funding
- V 4 Work with the state to ensure that financial resources are available to maintain and operate state surface roads

Performance Indicator:

- V 1 Increase transportation funding to preserve and improve the transportation system
 - 1996 or Most Recent Measurement
 - 2001 Goal
- V 2 Miles of pavement backlog
 - 1996 or Most Recent Measurement 443 miles as of Oct 1, 1995
 - 2001 Goal 352 miles by 2001
- V 3 Percent of signal hardware in poor condition
 - 1996 or Most Recent Measurement 20 percent in 1996
 - 2001 Goal 20 percent in 2001
- V 4 Percent of city maintained bridges in fair or better condition
 - 1996 or Most Recent Measurement 63 percent in 1995
 - 2001 Goal 68 percent in 2001
- V 5 Percent of residents who rate congestion on arterial and collector streets as tolerable
 - 1996 or Most Recent Measurement
 - 2001 Goal

APPENDIX A:

Trend Analysis

Portland Office of Transportation Trend Analysis

June 1996

BACKGROUND

This paper has been prepared by the Portland Office of Transportation to assist the bureau in developing its strategic plan. The paper summarizes the demographic, social, economic and political trends that will have a major impact on the Portland transportation system and the Office of Transportation.

TREND SUMMARY ANALYSIS

DEMOGRAPHIC TRENDS

Growth is an important trend for any transportation system provider. As population and employment increase, the demand on the transportation system also increases. Growth trends were examined for the four county Portland metropolitan area: Multnomah, Washington, Clackamas counties in Oregon, and Clark County in Washington.

Today, approximately 80 percent of the population in Multnomah County is within the City of Portland boundaries¹. Multnomah County has historically been the most populous county in the state and the region. Multnomah County will continue to be the most populous county well into the future, however growth over the last 25 years has increased the importance and influence of the other counties in the region. As Washington, Clark and Clackamas counties continue to grow over the next 25 years, their importance and influence will become even greater.

While Multnomah County will have a lower percentage of employment and population growth than the three other counties in the region, the actual increase in employment and population will be quite substantial. In addition, growth in other parts of the Portland region will have a ripple effect on the City of Portland as the new residents of Washington, Clark, and Clackamas counties use Portland streets to pursue employment, recreation, shopping, cultural and social opportunities in the region.

Population Trends

Overall, population in the four county area has increased by 587,900 persons or 58 percent in the last 25 years. As shown in Figure 1, most of the growth in the Portland metropolitan area has occurred outside of Multnomah County, where land for development has been plentiful. The largest rate of growth, 212,100 persons or 134 percent, occurred in Washington County. Clark, Clackamas and Multnomah counties followed with 162,000 persons (126 percent), 146,500 persons (88 percent), and 67,300

largest increase in jobs, 180,400, during the period, however job growth in the other metropolitan counties created a fundamental shift of influence in the region. From 1970 to 1995, Washington, Clackamas and Clark counties experienced dramatic job growth with 168,800 jobs (367 percent), 112,300 jobs (269 percent) and 84,400 jobs (206 percent) respectively. By 1995, Multnomah County's share of employment in the Portland metropolitan region had dropped from almost 70 percent in 1970, to 49 percent.

Over the next 25 years, employment in the region is expected to continue to increase. From 1995 to 2020, employment growth in the Portland metropolitan area is forecast to be 635,500, an increase of 65 percent (Figure 2). The largest increase in employment will be in Washington County with 221,000 jobs or 102 percent. Employment growth in Clackamas, Clark and Multnomah counties will be 148,700 jobs (97 percent), 142,800 jobs (114 percent) and 122,900 (25 percent) respectively. Multnomah County's share of employment will drop from 49 percent in 1995 to 37 percent in 2020.

As with population, the largest period of employment growth for Multnomah County over the next 25 years will be from 1995 to 2000 when employment will increase by 34,500 jobs. Employment growth over the remaining period declines steadily in each five year period thereafter: 2000 - 2005, 28,300 jobs, 2005 - 2010, 24,200 jobs, 2010 - 2015, 21,100 jobs, and 2015 - 2020, 14,800 jobs.

Historically, there is not a significant difference in the average annual payroll for jobs in the three county area (Multnomah, Washington and Clackamas). In 1979 the average annual income from a job in Multnomah County was \$14,300, followed by Washington County with \$13,300 and Clackamas County with \$13,200⁴. In 1994 the average annual income from employment in Washington County was \$28,900, followed by Multnomah County with \$27,900 and Clackamas County with \$25,000. Projections of future wage rates and income are not available.

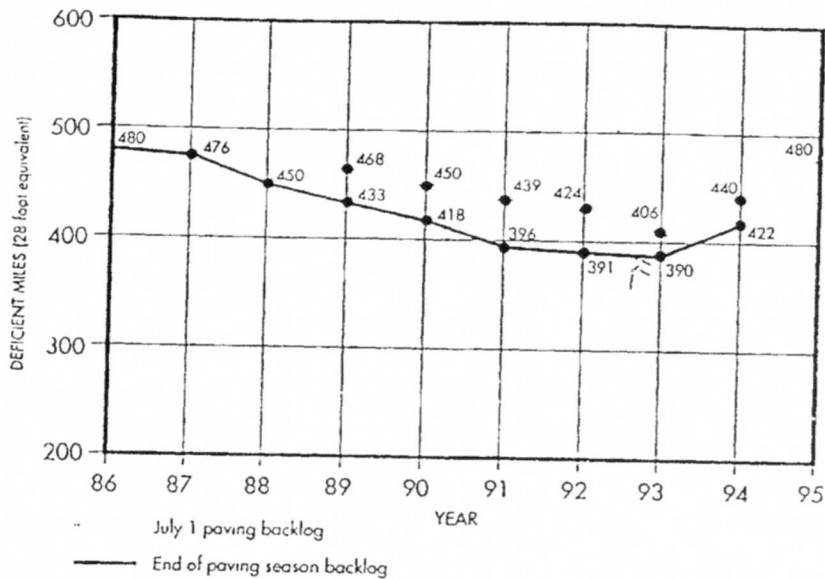
With the approval by the Environmental Quality Commission of the Portland region's ozone and carbon monoxide 10-year maintenance plans, air quality is not expected to be a problem. There are numerous transportation management actions required by the plan to control emissions from automobiles. If the region experiences weather conditions in 1997 similar to those in the summer of 1996, emergency actions may have to be taken to address the ozone problem.

INFRASTRUCTURE TRENDS⁷

From 1985 to 1995, the Portland road system has increased by 643 miles or 20 percent. Today there are 3,805 lane miles of streets in the City of Portland. Most of the increase in road mileage was due to annexation of unincorporated Multnomah County. Under the Transition of Urban Services Agreement with Multnomah County, the County transfers road jurisdiction to the City as annexation occurs. The County and the City have a revenue sharing formula, to provide the City with the revenue for maintaining, operating and improving the road infrastructure.

In the future, Portland is not expected to have large increases in road responsibility. Most of unincorporated Multnomah County has been annexed and there are only 20 miles of roads in Multnomah County that will become the responsibility of the City upon annexation. Annexation of the remaining areas of unincorporated Multnomah County is expected to occur very slowly. In addition, it is unlikely that the City will receive an increase in road responsibility from annexation in Clackamas County or Washington County. The City does not have a similar Intergovernmental Agreement with either County for the transfer of county roads and funds for maintaining the roads. A moderate expansion of the Portland transportation system could come from the transfer of responsibility for state certain roads to the City. To date, the State and the City have yet to reach a mutually acceptable agreement on the financial compensation to the City for accepting jurisdiction of state roads, many of the roads are in poor condition and would require substantial work. There are 74 miles of state roads in the City that the Oregon Department of Transportation is interested in transferring to the City. The City expects to add very little mileage on its own to the transportation system. Transportation improvements by the City are not expected to focus on building new roads in new places, but rather will focus on making adjustments to the transportation system to maintain economic vitality and community livability.

At the same time that Portland's road system has been growing, the condition of the system, while relatively good, is declining. In 1987, 87 percent of the road system was in fair or better condition, in 1995, 82 percent of the system was in fair or better condition. Without increased funding for road maintenance the Office of Transportation expects to see a substantial decline in the condition of the system. After steadily reducing the size of the paving backlog from 480 miles in 1986 to 406 miles in 1993, the size of the backlog has increased over the last three years and is now back to 480 miles (Figure 5).



SOURCE CITY OF PORTLAND BUREAU OF MAINTENANCE 7/95

From 1987 to 1995, two areas of the system have shown a substantial decrease in condition 1) bridge condition went from 86 percent in fair or better condition to 63 percent in fair or better condition in 1995, and 2) traffic signal hardware went from 89 percent in fair or better condition in 1985 to 79 percent in fair or better condition in 1995.

Even through the City's population and size have increased, reported accidents have remained almost constant over the last ten years and the number of fatal crashes has decreased (Figure 6)⁸

Figure 6

Year	No. Total Collisions	No. of Accident Locations	No. Fatal Crashes
1985	12092	229	62
1986	13624	246	66
1987	13942	260	69
1988	11974	272	53
1989	12493	266	52
1990	13797	260	55
1991	12108	255	45
1992	12052	261	34
1993	11718	240	47
1994	12085	224	40

FINANCIAL TRENDS

Figure 7 shows the Transportation's revenue history⁹

Figure 7

TRANSPORTATION REVENUE HISTORY (DOLLARS IN MILLIONS)

SOURCE	91-92		92-93		93-94		94-95		95-96		96-97	
	Actual \$	%	Actual \$	%	Actual \$	%	Actual \$	%	Actual \$	%	Adopted Budget \$	%
Discretionary Revenue												
Highway Trust Fund	18.7	29%	19.6	29%	21.0	28%	22.3	31%	22.8	27%	22.7	26%
City/County Agreement	13.1	20%	13.5	20%	14.7	20%	16.2	22%	17.2	20%	17.4	20%
Parking Revenue	7.0	11%	7.6	11%	7.8	11%	7.8	11%	7.8	9%	9.0	10%
Interest and Other Resources	(3.5)	5%	(0.9)	-1%	(1.9)	-3%	4.1	6%	7.3	9%	4.6	5%
Non-Discretionary Revenue												
Grants and Contracts	2.9	4%	4.3	6%	8.0	11%	2.6	4%	5.0	6%	6.9	8%
Service Charges and Fees	2.0	3%	1.9	3%	2.2	3%	2.0	3%	2.7	3%	2.3	3%
Interagencies	15.1	23%	15.0	22%	16.0	22%	13.1	18%	14.8	18%	18.1	21%
General Fund Support	1.8	3%	2.0	3%	3.4	5%	4.6	6%	6.6	8%	6.4	7%
Street Lighting Fund	8.4	13%	5.4	8%	3.0	4%	0.0	0%	0.0	0%	0.0	0%
Total	65.5	100%	68.4	100%	74.2	100%	72.7	100%	84.2	100%	87.4	100%

Notes

City/County Agreement includes revenues from the State Highway Trust Fund and from the Multnomah County gas tax.

Interest and Other Resources includes reserves and fund level transfers to support bureau expenses; negative amounts represent fund balance savings.

Interagencies include sewer system reimbursements. In FY 96-97 these were budgeted at \$12.2 million.

Street Lighting Revenues represent the spending down of the Street Light Levy balance.

The Office of Transportation is in a unique position because of the way transportation services are financed. Most of the revenue for the City's transportation services comes from dedicated transportation sources with a heavy reliance on the Highway Trust Fund which is funded primarily through the state's 24 cent gas tax. In FY 96-97, 40 percent of the budget for the Office of Transportation came from Highway Trust Fund sources (when taking into account approximately \$12.5 million in state gas tax revenue that the City receives through the City/County Agreement). Looking only at transportation's discretionary funds, Highway Trust Fund, City/County Agreement, Parking Revenue and Interest, the Highway Trust Fund revenues account for 65 percent of transportation's revenues. The remainder of the City's transportation budget dedicated to pay for specific transportation or other city services.

The state gas tax was last increased on January 1, 1993. During the 1993 and 1995 Legislative sessions, transportation finance packages were introduced to increase revenue in the Highway Trust Fund but no action was taken by the Legislature. Because the state gas tax is a flat rate tax system, periodic increases must be made in the rate of the tax in order to keep up with the impacts of inflation and increasing fuel efficiency of automobiles. When taking inflation into consideration, the twenty-four cent state gas tax in 1992 was equivalent to the seven cent gas tax in 1972.¹⁰ In other words, even though

the gas tax was increased over that same period, its purchasing power did not increase. In addition, from 1972 to 1992 great improvements were made in automobile fuel efficiency. As a result, the amount of gas tax revenue generated per mile driven has actually declined. The per mile revenue in 1972 dollars was .0052 in 1972, revenue per mile in 1992 was .0032 per mile.

The lack of Highway Trust Fund revenue increases has had an impact on the budget of the Office of Transportation. Due to modest revenue increases from the state gas tax in 1993 and the repeal of an ethanol gas tax exemption in 1995, revenue was sufficient to avoid cuts in city transportation services in FY 1993-94 and FY 1994-95. In FY 1995-96, a \$2.2 million gap between available revenue and service requirements was identified. The Office of Transportation managed to close the gap by implementing efficiencies, savings, and increasing City parking meter rates by 10 cents per hour.

For the two year 1996-98 budget period a \$5.2 million gap between available revenue and service requirements was identified. The Office of Transportation could not entirely fill this budget gap with efficiencies, savings and local revenue increases without substantially cutting services. The FY 1996-98 budget shortfall was filled by the allocation of \$3.8 million in General Funds to Transportation and by the implementation of \$1.4 million in efficiencies and savings.

Without additional revenue, the Office of Transportation will be unable to sustain current levels of transportation service. To maintain FY 1996-98 service levels the Office of Transportation will need the following amounts of revenue: FY 1998-99, \$3.6 million, FY 1999-00, \$4.1 million, FY 2000-01, \$5.6 million.

The other trend of interest in the Office of Transportation's budget is the increase in General Fund support. In FY 1991-92 General Fund revenue was \$1.8 million or 2.7 percent of the revenue for the Office of Transportation. In FY 1996-97 General Fund support is \$6.4 million or 7 percent of the budget. This increase was caused by two factors: the transition of street lighting services to the General Fund, and the increased General Fund support to cover budget gaps due to the impact of inflation on the budget of the Office of Transportation. Prior to the passage of Ballot Measure 5, the property tax limitation measure, street lighting was funded through serial levies.

Financial trends are discussed in further detail in the Office of Transportation's Financial Plan.

PUBLIC AND POLITICAL TRENDS

Because of the City's reliance on dedicated state and local transportation funds that require Legislative or voter approval to increase, there are a number of political and public trends of significance to the Office of Transportation.

- Legislative The last increase in the state gas tax was passed by the 1991 Legislature. Much of the failure to pass an increase in the state gas tax during the last two legislative sessions resulted from an inability to overcome two political factors: 1) opposition to a tax increase by the trucking industry because they believe they are disproportionately taxed relative to other states, and 2) the election of a more fiscally conservative legislative body by the voters. Starting in the 1997 Legislative session a new political challenge will exist for groups seeking a tax increase. In addition, in May, 1996, voters approved a measure requiring a two-thirds vote in order for the Legislature to pass a tax increase, previously a simple majority was sufficient for passing a tax increase.
- Voter Approval In the future it is likely that more transportation funding decisions will be decided directly by the public either through the initiative process or governmental referral of tax and fee increases. Public opinion research completed by the Portland Office of Transportation (1994), Metro (1995), and Portland General Electric (PGE) (1996) indicate that while the public does not perceive a problem with the condition of the transportation system, they are concerned about growth and congestion. All three groups found that the public is willing to pay additional taxes for road and bridge improvements. In addition, there is an indication from the Office of Transportation and Metro research that the more specific the improvements, the greater the likelihood that voters will support a measure.
- Constitutional Limitations Possible future constitutional limitations on the City's ability to collect taxes for General Fund purposes could limit the amount of General Fund revenue allocated to the Office of Transportation. While the amount of General Fund revenue allocated to transportation is small relative to the entire General Fund budget, the loss of that funding source due to other competing City priorities would increase the financial challenges for the Office of Transportation.
- Shifts in Jurisdictional Influence The influence of the suburban communities on issues of regional concern will grow due to previously mentioned demographic trends. The shift of influence started with the growth of the Portland area's suburban communities over the last 25 years. The approval by the voters of Metro, a regionally elected governmental body responsible for regional planning and with substantial taxing authority, adds another dynamic in the region.
- Changing the Way the Region Grows Two important policies influencing the way the Office of Transportation does business are the Region 2040 Plan and the state's Department of Land Conservation and Development's Transportation Planning Rule. The 2040 framework calls for accommodating all the projected growth in the tri-county area with little or no expansion of the urban growth boundary. Our ability to accomplish this objective is fundamentally linked to the

region's transportation system. To be viable, a compact region requires light rail, and concentrating growth around light rail lines and in regional centers. It means providing transportation connections to serve the regional centers such as local and collector roads in the suburban communities, re-developing some roads within the central city to facilitate higher density housing, and more and better alternative transportation modes such as sidewalks and bikeways throughout the region. It also means managing the system to get the most out of the existing system through concepts such as congestion pricing and by encouraging people to use modes other than the automobile. The City and the region are more likely to meet the very ambitious goal of the Transportation Planning Rule to reduce vehicle miles traveled per capita by 20 percent over the next 20 years if they can achieve the 2040 land use and transportation patterns.

SUMMARY

There are numerous trends that will have an impact on the Office of Transportation in the coming years. Among the most influential trends are the following:

- The Portland region, including Multnomah County, will experience high population and employment growth over the next 25 years.
- The Portland region, including Multnomah County, will experience high population and employment growth over the next 25 years.
- Multnomah County will have almost two times the population growth in the next 25 years as it did during the last 25 years. Multnomah County population growth is projected to increase by 149,600 persons or 24 percent between 1995 and 2020.
- Employment growth in Multnomah County between 1995 and 2020 is projected to be 122,900 or a 25 percent increase.
- Over the next 25 years, Multnomah County will continue to be the most populous county in the Portland region. More jobs will also be located in Multnomah County than in any other part of the region.
- Most of the population and employment growth in the Portland region the next 25 years will occur in Washington, Clackamas and Clark counties. Population growth in these three counties is projected to be 617,000, increasing 63 percent between 1995 and 2020. Employment growth during the same period is projected to be 512,600 or 103 percent in these jurisdictions over the same time period.
- With increasing population and employment, Portland and the rest of the region

will see a substantial increase in the demand on the transportation system. Portland's vehicle miles traveled is projected to increase by 27 percent from 1993 to 2010. Over that same time period, the vehicle miles traveled for the rest of the region will increase by 57 percent.

- Without a substantial increase in transit service, little shift in mode usage is expected over the next 25 years. In 1994, 92 percent of all trips in the Portland region were made in a single occupant vehicle. In 2015, current projections are that 91 percent of all trips will be made in a single occupant vehicle.
- Trends for work trips show slightly more improvement. In 1994, 75.6 percent of work trips will be made in a single occupant vehicle. By 2015, 73.8 percent of work trips will be made in a single occupant vehicle.
- The condition of the Portland transportation system is in decline. In 1987, 87 percent of the road system was in fair or better condition; in 1995, 82 percent of the system was in fair or better condition. In the last two years, the backlog of pavement needing treatment for which no funds are budgeted has grown from 406 miles in 1993, to 480 miles in 1995.
- The budget for the Office of Transportation is very dependent on revenue from the Highway Trust Fund. The primary source of revenue in the Trust Fund is the state gas tax. Today 40 percent of the total City transportation budget comes from the Highway Trust Fund revenues. Funds from the Highway Trust Fund account for 65 percent of Transportation's discretionary revenues.
- The state gas tax is a flat rate tax mechanism which means that revenues from the tax do not grow with inflation. Due to inflation, the purchasing power of the twenty-two cent state gas tax in 1992 was equivalent to the seven cent gas tax in 1972.
- The purchasing power of the state gas tax is further eroded as fuel efficiency of automobiles increases. As a result of improvements in fuel efficiency, the amount of state gas tax revenue generated per mile driven has declined. The per mile revenue in 1972 dollars was .0052 in 1972; revenue per mile in 1992 was .0032 per mile.
- The state gas tax has remained at 24 cents per gallon since January 1, 1993.
- Due to modest revenue increases from the state gas tax in 1993 and the repeal of an ethanol gas tax exemption in 1995, revenue was sufficient to avoid cuts in city transportation services in FY 1993-94 and FY 1994-95.
- In FY 1995-96, a \$2.2 million gap between available revenue and service

requirements was identified. The Office of Transportation managed to close the gap by implementing efficiencies, savings, and increasing City parking meter rates by 10 cents per hour.

- For the two year 1996-98 budget period a \$5.2 million gap between available revenue and service requirements was identified. The Office of Transportation could not entirely fill this budget gap with efficiencies, savings and local revenue increases without substantially cutting services. The FY 1996-98 budget shortfall was filled by the allocation of \$3.8 million in General Funds to Transportation and by the implementation of \$1.4 million in efficiencies and savings.
- Without additional revenue, the Office of Transportation will be unable to sustain current levels of transportation service. To maintain FY 1996-98 service levels the Office of Transportation will need the following amounts of revenue: FY 1998-99, \$3.6 million, FY 1999-00, \$4.1 million, FY 2000-01, \$5.6 million.
- General Fund support for the Office of Transportation was \$1.8 million or 2.7 percent in FY 1991-92. In FY 1996-97 General Fund support is \$6.4 million or 7 percent of the budget. This increase was caused by two factors: the transition of street lighting services to the General Fund, and the increased General Fund support to cover budget gaps due to the impact of inflation on the budget of the Office of Transportation. Prior to the passage of Ballot Measure 5, the property tax limitation measure, street lighting was funded through serial levies.
- Implementation of the Region 2040 growth plan to manage growth and maintain livability will require transportation providers to manage demand for the transportation system and to construct critical transportation improvements such as light rail, local and collector roads, and sidewalks and bikeways.
- Numerous political trends have the potential to impact the ability of local governments to fund transportation services. Revenue increase from state sources have not been forthcoming during the last two Legislative sessions, passage of tax measures by the Legislature now requires a two-thirds majority, implementation of local revenue measures such as a regional gas tax will require voter approval, and finally, further refinements to the state's property tax laws may substantially limit General Fund revenues and consequently the ability of decision makers to fund transportation services from that source.

Data Sources

- 1 Historical data on population is from the Center for Population Research at Portland State University
- 2 Forecast data on population, employment, mode split, vehicle miles traveled and households are from the Metro 2040 forecast which assumes modest growth in the urban growth boundary and transportation improvements in the financially constrained Regional Transportation Program including South/North and Westside LRT and growth in transit service of 1.5% per year
- 3 Historical data on employment is from the United States Census Bureau
- 4 Data on average annual salaries is from the State of Oregon, Employment Division, Oregon Covered Employment and Payrolls, 1979 and 1994
- 5 Data on vehicle registrations from the Oregon Division of Driver and Motor Vehicle Services and from the Washington Department of Licensing
- 6 Data from the Metro 2040 Model and the Center for Population Research
- 7 Data on the condition of Portland's transportation system is from the Portland Office of Transportation's Status and Condition Report, 1985 - 1995
- 8 Data from Oregon Division of Driver and Motor Vehicle Services
- 9 Data on the Office of Transportation's financial history from the Office of the Director, Portland Office of Transportation
- 10 Data on the gas tax is from the Policy and Planning Section of the Oregon Department of Transportation

APPENDIX B:

**Strengths, Weaknesses, Opportunities and Challenges
Focus Group and Stakeholder Interview Findings**

Portland Office of Transportation Focus Groups and Stakeholder Interviews: Strengths, Weaknesses, Opportunities and Challenges

June 1996

Introduction

In preparation for developing its strategic plan the Portland Office of Transportation held a series of focus groups and stakeholder interviews to solicit the opinions of internal and external customers. Participants were asked to comment on their views of the Office of Transportation's strengths, weaknesses, opportunities and challenges (SWOC). In total twelve focus groups were conducted and twenty interviews. Participants included representatives of the business community, Transportation employees, citizen activists, neighborhood associations, other city bureaus, and other jurisdictions. A list of participants is attached in Appendix D. A consultant conducted the focus groups and interviews. Through the process, more than one hundred people gave their input to the Office of Transportation.

Many valuable comments and insights were gained by the Office of Transportation through the focus groups and interviews. For purposes of developing its strategic plan, the comments were analyzed across all groups to distinguish common themes. Overall findings from the SWOC are presented in the first section of this report. The findings are followed by a summary of comments for each area of the SWOC.

Findings

The results of the focus groups and stakeholder interviews provide direction and focus for the Strategic Plan. Overall, Transportation staff are held in high regard. The organization and its staff are praised for getting things done, employing creative solutions, taking risks, reaching out to the community and trying to meet specific customer needs while at the same time thinking about the general public's interest. Development and business interests in particular view Transportation as one of the best City bureaus and give the organization high marks for being responsive and having clear, well defined development review processes.

Public education was the most consistently mentioned area for organizational improvement. The lack of public understanding of transportation needs and services - and the challenges that will face the community as even more growth arrives - were viewed as detrimental for the organization. Improved public understanding was cited as essential in order for the organization to gain support for funding increases to address maintenance and improvement needs. Improved public understanding about how personal travel behavior impacts the whole community was also viewed as necessary to help the organization manage the transportation system in the face of population growth.

The growth that is anticipated to occur in the Portland region over the next twenty years was frequently mentioned as both an opportunity and a challenge for the Office of Transportation. There was across the board agreement that the major focus for Transportation in the future must be to plan for and manage the impact of growth. There was not consensus about how the City should respond to this growth. Business interests in particular counseled the City to "get realistic" about automobile use and plan to accommodate the car. They also urged the City to place greater emphasis on freight mobility. By and large, the other groups emphasized creating a livable community by encouraging the use of alternate modes, and improving bicycle and pedestrian facilities.

Numerous challenges were identified for the organization over the next few years. Inadequate funding for maintenance and improvement of the system was mentioned by all groups as a challenge, as was increasing congestion due to population growth. As mentioned above, better public understanding of transportation issues and problems was seen by the groups as a key to reducing the impact of the threats. Consequently, if public understanding is not improved, it is viewed as a threat to the organization.

Finally, three consistent organizational issues that emerged from the focus groups and interviews also deserve attention. First, the business community saw opportunity for the Office of Transportation by improving the efficiency of the organization through privatization, and equipment sharing and consolidation with other transportation providers. Second, a frequently mentioned problem for the City as a whole, not just the Office of Transportation, was that the commission form of government does not encourage a communication and coordination between city bureaus. The result is frustrating to customers who must deal with multiple city bureaus to resolve an issue or get project approval. Third, there was a recognition that as the Portland region grows, the role of the City of Portland within the region will undergo some changes. This is true for the City as a whole and it will have an impact on the Office of Transportation in particular when interacting with regional partners on funding, policy and project issues. With the growth in the suburban areas of the region there has been, and will continue to be, a change in the political and economic playing field.

Strengths

The most commonly mentioned strength of The Office of Transportation was the quality of the staff and the strength of the organization. Typical comments included:

- The Office of Transportation can move and get things done, this is a classic problem for other agencies
- I'm impressed with their strong ability to be creative. They focus on organizing people to get things done.
- The department is leading edge and has a national presence. They are not afraid to try new things and willing to take risks, and later say that course of action was wrong.
- The staff acts as if it is their job to make things happen.

- The maintenance staff is excellent There has been a big improvement over the last five years
- Transportation has the most progressive people in the City
- They do a good job of getting people to the table
- The best thing the Office of Transportation does is community outreach and dialogue with citizens The input is well received and the city is starting to pay attention
- The employees are very bright, focused, on-task, clear and cooperative once contact has been made
- The majority of what we the employees do is done well Employees take personal pride in their work, most people really care about their finished product
- The visionary statements by leaders are helpful Even if the funding is not available you need that visionary outlook first Lots of things wouldn't have happened if there wasn't the vision

The Office of Transportation as a whole was praised by several focus groups as one of the best city bureaus to work with Most, but not all, of these types of comments came from the development and business community Comments included

- They are good at virtually everything A well-run organization I can't say this about other bureaus
- Transportation is quicker to do development review than other bureaus
- For developers the Transportation processes are clear and well-defined It costs consultants who work for developers less to work with Transportation than other bureaus
- I enjoy working with the Office of Transportation more than other City bureaus
- The culture of the bureau is strong and allows professionals to be professionals
- The people I deal with at the Office of Transportation are more responsive than those in other bureaus

Weaknesses

The most frequently mentioned weaknesses for the Office of Transportation centered on improving public education and understanding of transportation services and issues Comments included

- Transportation must help people understand what the transportation need is and the costs related to the need
- They can always do better on the communication side and with public involvement This is true for all City departments
- They could do a better job explaining to the public choices related to transportation and responsibility, and maintenance backlog The general public doesn't have much of a concept of cost or what happens if infrastructure is not fixed Need to do lots of public education
- The Office of Transportation should enhance communication with stakeholders

- and be pro-active in getting information out
- Public education is a huge challenge There is a need to reach out to the public in a broader and more sophisticated manner
- The bureau doesn't tell its story well You've got to be able to do this
- We haven't explained to citizens who we are and what we do
- The general public doesn't understand what Office of Transportation does
- It is healthy to keep communication open with other transportation interests in the private sector

The other commonly mentioned weakness was directed at the City as a whole Numerous comments were made about the communication and coordination problems that occur between City bureaus under a commission form of government Comments included

- One of the City's core problems is each bureau running their own empire
- This is not a Transportation problem specifically, but I wish they would speak up more on coordination problems with the other bureaus
- Coordination between bureaus on who has authority is a City problem
- The commission form of government may be a barrier
- Between City bureaus, the review process is not in synch
- Coordination between City bureaus seems sometimes to be a turf battle, which lengthens approval time
- Portland really needs a City Manager, someone who is accountable
- A major problem is a colossal lack of coordination and how we communicate all of the issues out to in the community This is tied to the commission form of government Instead of a City image we have a bureau image There is no management team to prioritize City issues
- The commission form of government makes bureaus act like narrow silos This needs to change
- Coordination between bureaus on who has authority is a City problem
- Would like to see coordination with other bureaus so that all have the same goals
- I can see why the public thinks nothing gets done We need to have a united front, the left and right hand need to know what each is doing Internal communication within the whole city government has to improve, we can't be so provincial within our own bureaus
- The City should have a liaison or project manager to shepherd a project through the full process of planning and approval This person would work with the different bureaus and agencies like the project management done for the Rose Garden Arena There may be a cost savings by reducing time

Opportunities

The majority of comments on opportunities for the Office of Transportation were related to the issue of managing and planning for growth. Equally strong feelings were expressed about dealing with growth by accommodating increases in automobile and truck traffic, and dealing with growth by providing greater access to bikeways, pedestrian facilities and transit. Comments included

- Population growth is both an opportunity and a threat
- Transportation should focus on implementing their part of the Metro 2040 process
- The City needs to accommodate more people and more economic activity in a defined geographic space. There is an opportunity for transportation providers to get in front of the growth issue
- Need to address the fact that Americans will never give up their love of the automobile
- The City shouldn't abandon city roads and highways in favor of transit. There will be far more automobiles in the future. They must recognize and plan for this inevitability
- Growth isn't being handled very well. Between 1989 and 1995 there was no reaction by the City to growth. Relying on residents to ride mass transit is unrealistic. Need better access for trucks to move along the river
- Enough has been done with bikes. PDOT's mission should be restated to streamline the movement of traffic. Recognize that people are wedded to cars. Get rid of impediments to moving traffic
- Truck mobility must be counted as equal to automobile needs
- Transportation needs to pay attention to the movement of goods and services
- Focus on the car and truck, less on mass transit and bicycles. Can't fight it. There is an over emphasis on moving people by alternative modes
- They need to focus more on bicycle and pedestrian needs and the need to move goods around the city, and encourage modes other than the single occupant vehicle
- Portland should focus on building a livable community. This means a lot of things: traffic calming, sidewalks, creating street life
- The level of congestion is reaching a point that it is an opportunity to get people out of their cars. To do so we need to increase bus service
- Invest in the future by having a rail corridor on the west and east side of the river
- Not a lot will change with the road system. The network we have was built in the street car era. It is the system we have and it will be the same. The trend is towards more alternative transportation

The other area of significant comment was in the area of organizational efficiency. Most, but not all of these comments were from the business and development communities. Comments in this area included

- The Office of Transportation needs to be more creative in partnerships with other transportation agencies to do work more efficiently, combine functions
- There is an opportunity to outsource the use of heavy equipment and share equipment between jurisdictions
- Need to get past jurisdictional issues over who is responsible for certain streets Perhaps road maintenance should be a one agency deal
- Public agencies can always look at making things more efficient
- Examine what can be done on a cooperative basis to more efficiently use the current transportation structure
- Assess the low cost delivery of maintenance They don't have to be the one doing it
- Privatization of government Narrow down the size to a few key managers who have oversight for contracts with the private sector to get the job done
- Could be spread out differently, with a smaller level of influence Need to be more citizen responsive No one knows how to deal with a large bureaucracy

Challenges

Major challenges to the Office of Transportation over the next few years include the lack of funding for maintenance and improvement of the transportation system, increasing congestion due to growth, public understanding of transportation issues and problems, and Portland's changing role in the region Typical comments in these areas follow

Lack of Funding

- There is not going to be enough money to expand the transportation system The City should be prioritizing transportation and building a constituency for needs
- Major problem is lack of funds No revenue enhancement by the Legislature means funds are going to dry up
- US Congress reducing the gas tax
- Competition with education for funding Must help people understand what the need is and the costs related to the need
- A critical issue for the future is funding
- Declining federal funding is a problem In the past the innovative transportation projects were funded with federal funds that are now gone
- The problem is that the state hasn't increased the gas tax, there is no constituency for an increase How do you make the need for maintenance funding a key issue
- As dollars get tighter and tighter there won't be easy solutions It will be hard to find different sources of funds
- Funding for projects is a major problem Lots of planning is done and yet there is no money to implement the plan

Congestion

- The ability to keep up with increasing traffic
- Metro planning calls for higher congestion This is a chance for the Office of Transportation to look like heroes if they can figure out a way around this
Need to look at number of usages versus cost
- Congestion needs to be considered as it impacts people and movement of freight
- Congestion will get worse unless there is a serious economic downturn
The City needs to minimize the impact of congestion

Lack of public understanding and education about PDOT and it's services

- The general low opinion of government agencies is a threat
- The public's eroding trust in government
- People don't see streets as a problem
- Transportation can only address the resource shortfall only if the community understands the problem To fail, impacts our quality of life
- The state transportation funding committee needs to make better use of citizen advocates
- People don't understand how transportation is financed
- People don't know what we do

Portland's changing role in the region

- Could lose funding with other areas of the region growing faster
- Press for cooperation Take a regional or cooperative approach
- Portland is becoming an island, problems are completely different from surrounding areas We need to look at how we can solve the differences
- The City's Transportation department is viewed as a giant gorilla They alienate a lot of people in suburban areas As the balance of powers shift, they are going to need to have friends There is an opportunity to work with suburban planners to do regional planning

APPENDIX C:
Employee Survey Results

Portland Office of Transportation Employee Survey Results

A five point scale was used for this survey with 5 = Strongly Agree or Excellent and 1 = Strongly Disagree or Very Poor Number of surveys returned = 594

A Thinking about your work unit and bureau, please answer the following questions by circling the response that most closely matches your belief or thinking

	Overall Rating	Don't Know/No Answer
1 I believe I am doing the best job I can at work	4 37	5
2 I take personal pride in my work	4 68	3
3 Overall, I respect my co-workers skills and think they do the best job they can	3 98	5
4 Overall, I believe I and my co-workers do a good job of dealing with difficult people in a positive way	4 10	11
5 My supervisor recognizes excellent service or work	3 66	13
6 My bureau manager recognizes excellent service or work	3 40	35
7 Decisions are made in a timely manner by supervisors and managers	3 08	14
8 I have sufficient training opportunities	3 58	12
9 My co-workers and I work as a team	3 94	3
10 The equipment I use to do my job is up to date and in good repair	3 72	4
11 My supervisor is effective	3 71	7
12 Overall, my co-workers and I communicate well	3 96	5
13 My supervisor and I communicate well	3 80	4
14 My workplace is safe	3 87	5
15 My supervisor is willing to consider new ideas	3 90	18
16 I am willing to consider new ideas	4 37	2

17 My supervisor supports risk-taking and innovation	3 41	32
18 My supervisor encourages me to take advantage of appropriate training classes	3 65	19
19 My supervisor encourages teamwork	3 84	12

Questions 20 - 22 "Other", no rating available

B For the list below, please circle the number that corresponds with your evaluation of your bureau as a whole. If there are other organizational qualities you would like to comment on, write them in the space(s) marked "other"

	Overall Rating	Don't Know/No Answer
23 Overall quality of work performed by the bureau	4 04	29
24 Overall caliber of employees in the bureau	3 82	24
25 Public understanding of the services and programs we provide	2 65	41
26 Coordination and teamwork with employees from other transportation bureaus (BOM, BTM, BTE&D, OTD)	3 06	54
27 Coordination and teamwork with employees from other City bureaus (such as Planning, BES, Police, Parks)	2 93	54
28 Coordination and teamwork with other jurisdictions (such as ODOT, Metro, Tri-Met, Multnomah County)	2 94	79
29 Efficient use of resources such as equipment and funds	3 23	51
30 Involvement of the public in decisions that impact them	3 26	99
31 Building and maintaining relationships with key constituencies such as citizen activists and the business community	3 28	120
32 Customer service	3 78	121

Questions 33 - 35 "Other", no rating available

C Below is a list of organizational values. In order for a value to be held by an organization it must be acted on by the employees and managers of an organization. For each value, please circle the number that corresponds with your assessment of your bureau as a whole.

Do you believe that your bureau values:	Overall Rating	Don't Know/No Answer
36 A workforce that is dedicated	3 76	10
37 A workforce that is hardworking	3 79	8
38 A workforce that is diverse	3 91	16
39 A workforce that is knowledgeable	3 86	9
40 A workforce that is responsive	3 93	13
41 A workforce that is innovative	3 59	18
42 A workforce that is flexible	3 74	15
43 High quality service to the public	3 99	12
44 Services that are the best value to the community	3 79	33
45 Services that are responsive to community needs	3 83	21
46 Continuous improvement in work and services provided	3 74	22
47 Employee pride in their work	3 70	13
48 Teamwork	3 73	13
49 Moving authority down to the lowest possible level	2 93	48
50 Making programs and services as efficient as possible	3 34	22
51 Awareness by the public of PDOT's work	3 10	57
52 A well trained workforce	3 66	12
53 Innovation and risk-taking by employees	3 13	35
Questions 54 - 56 "Other", no rating available		

APPENDIX D:

Focus Group and Stakeholder Interview Participants

FOCUS GROUP PARTICIPANTS AND STAKEHOLDER INTERVIEWEES

Bob Alexander, PDC	Chuck Gaskill, Lakeside Industries
Lolita Allen, BTM	Ross Gaussoin, Silver Eage Industries
Bill Bach, Port of Portland	Debra Giannini, Reclaiming Our Streets
Janet Baker, Reclaiming Our Streets	Greg Goodman, City Center Parking
Larry Barclay, BTM	Jeremy Grand, Ped CAC
Linda Bauer, Pleasant Valley NA	Roger Graybeal, President AAA
Andre Baugh, BTE&D	Debbie Gruenfeld, Chair SE Uplift
Holly Berry, Water	Patrick Hague, BTM
Betsy Bergstein, American Medical Response	Commissioner Charlie Hales, City of Portland
Mia Birk, BTM	Ken Harrison, Portland General Corp
Bill Bitar, Property Developer	James Hebe, President Freightliner Corporation
Ardys Braidwood, Hillsdale Property Owner	Sheila Holden, NE Coalition of Neighborhoods
Marty Brantley, APP	Rick Holt, Holt & Haugh
Doug Bray, Deputy State Court Administrator	Leslie Howell, CH2M Hill
Rick Browning, Citizen Bicycle Advisory Committee	Doug Iwata, BOM
Patricia Bugas-Schramm, OTD	Steve Iwata, TRP
Mike Burton, Executive Officer METRO	Nick Johnson, Copenhagen Utilities & Constr Inc
Jan Campbell, MHRC	Roger C Jones, Hawthorne Business District
John Carroll, Carroll Investments	James Justice, BOM
Senator Ron Cease	Gary Katsion, Kittleson & Associates
Jon Chandler, Oregon Building Industry Assn	Terry Kelsey, BOM
Cliff Christianson, BTE&D	Matt Klein, Pacific Development
Gary Coe, Speeds Automotive	Bill Kloos, BTM
Ramon Corona, BTM	Doug Klotz, Willamette Pedestrian Coalition
Eileen Dent, BTM	John Kowalczyk, DEQ
Larry Dully, PDC	Rick Kuehn, CH2M Hill
Lamoine Eiler, Forest Heights Project	Susie Lahsene, Port of Portland
Mindy Feeley, OFA	Kathy Lehtola, Washington County
Reuel Fish, Bishop Creek Development	Moshe Lenske, Woodstock N A
Ed Fisher, FHWA	Mark Leroux, Reclaiming Our Streets
Steve Fosler, NWDA	Keith Liden, Portland Bicycle Advisory Committee
Karen Frost-Meacy, Bicycle Trans Alliance	Diane Linn, Director ONA
Peter Fry, Downtown Community Assn	Donald Magnusen, US National Bank

Jerry Markesino, BTE&D
 Lori Mastrantonio-Meuse, Planning Consultant
 Joe McArthur, PGE
 Don McClave, Chamber of Commerce
 Randy McCourt, DKS
 Marie McVein, BTE&D
 Linda Meng, City Attorney
 Mike Merkelbach, Hosford-Abernathy N A
 Jerry Mitchell, KPFF
 Jay M Mower, Hillsdale Vision Group
 Ernie Munch, Architect
 Ron Nelson, BOM
 Larry Nicholas, DES Admin
 Anne Nickle, Columbia Corridor Association
 Wendy Smith Novick, TRP
 Janet Nutt-Kraft, BOM
 Linda O'Toole, Whitman School
 Virgil Ovall, Lloyd District Community Association
 Eric Parsons, Standard Insurance
 Cheryl Perrin, Fred Meyer, Inc
 Glen Pierce, BTE&D
 Bob Post, Tri-Met
 Pat Prendergast, Prendergast Associates
 Mike Pullen, The Urban League of Portland
 Buz Raz, Raz Transportation
 Robert Ridgley, Northwest Natural Gas
 Rebecca Robbins, Photo Radar
 Mike Roberts, BOM
 William Robertson, Robertson Grosswiler, Inc
 Erica Rooney, BTE&D
 Clarence Rushing, BOM
 Judy Saunders, BCD
 Dave Singleterry, BES
 Carl Snyder, BTM
 Catherine Sohm, Transportation BAC
 Greg Specht, Portland Pacific Realty
 Ingrid Stevens, Eastmoreland N A

Dave Stewart, STOP
 Eric Stewart, BOM
 Christine Stillger, Reclaiming Our Streets
 Deborah Stryker, Hillsdale Property Owner
 Peter Teneau, Arbor Lodge N A
 Keith Thompso, Intel
 Ken Tumer, 82nd Avenue Business Association
 Ellen Vanderslice, BTE&D
 Tom Vanderzanden, Clackamas County
 Dan Vizini, Portland Auditors Office
 Joe Wallace, Fire Bureau
 Tom Walsh, Tri-Met
 Michlene Washington, BOM
 Dave Williams, ODOT
 Homer Williams, HGW Inc
 Sterling Williams, TPAC member
 David Zagel, AORTA

35578

RESOLUTION

As Amended

Adopt the Portland Office of Transportation's 1996-2001 Strategic Plan (Resolution)

WHEREAS, the Portland City Council has implemented an organization evaluation process called Comprehensive Organizational Review and Evaluation (CORE), and

WHEREAS, the CORE process involves the development of a Strategic Plan, an Operations Plan and a Financial Plan, and

WHEREAS, the first product of the Portland Office of Transportation's CORE process is the Strategic Plan, and

WHEREAS, to develop their Strategic Plan the Office of Transportation conducted a thorough environmental assessment that included a trend analysis and an assessment of organizational strengths, weaknesses, challenges and opportunities that involved over 100 people including residents, transportation advocates, businesses, other jurisdictions and employees, and

WHEREAS, the Office of Transportation's Strategic Plan reflects the feedback received during the environmental assessment, and

WHEREAS, the Office of Transportation has had the quality of their process and their document evaluated by the Citywide CORE Steering Committee and an Outside Review Committee, and

WHEREAS, the Office of Transportation Strategic Plan is consistent with the Portland City Council's goals, the Portland-Multnomah Benchmarks, and the State of Oregon Benchmarks, and

WHEREAS, the Portland Office of Transportation Strategic Plan will form the basis for the development of the Office's Operations and Financial Plan

THEREFORE NOW BE IT RESOLVED by the Council of the City of Portland adopts the Portland Office of Transportation's 1996 - 2001 Strategic Plan

Adopted by the Council, DEC 11 1996

Commissioner Hales
December 11, 1996
Kate Deane/Kate Deane

BARBARA CLARK
Auditor of the City of Portland
By: *Britta Olson*
Deputy

1948

Agenda No

RESOLUTION NO 35578

Title

As Amended

Adopt the Portland Office of Transportation's 1996-2001 Strategic Plan (Resolution)

INTRODUCED BY	Filed DEC 0 0 1996
Commissioner Hales	Barbara Clark Auditor of the City of Portland
NOTED BY COMMISSIONER	
Affairs	By <u>Clay Kirschner</u> Deputy
Finance and Administration	For Meeting of _____
Safety <u>Care Hales</u>	ACTION TAKEN
Utilities	
Works	
BUREAU APPROVAL	
Bureau Portland Office of Transportation	
Prepared by Date	
Kate Deane 12/4/96	
Budget Impact Review	
Completed <input checked="" type="checkbox"/> Not Required	
Bureau Head Felicia Trader <u>Felicia Trader</u>	

AGENDA		FOUR FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS		
				YEAS	NAYS
Consent	Regular <input checked="" type="checkbox"/>	Sten	Sten	✓	
NOTED BY		Hales	Hales	✓	
City Attorney		Kafoury	Kafoury	✓	
City Auditor		Lindberg	Lindberg	✓	
City Engineer		Katz	Katz	✓	