

Transportation Justice Framework Project:

Foundational Research

Working Draft – For Internal Use Only

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Executive Summary

PBOT's Equity and Inclusion team is in the process of developing a *Transportation Justice framework*, which will provide a shared definition of Transportation Justice and suite of tools, including resources PBOT employees can use to put Transportation Justice principles into practice.

As a first step in the development of this framework, a group of PBOT staff conducted preliminary research to understand how Transportation Justice has been understood, defined, and conceptualized to date by PBOT, other transportation agencies, community organizers and organizations, transportation justice advocates and thought leaders. This research provides a foundation for future phases of the Transportation Justice Framework Project, including further staff and community engagement and planning on how to operationalize the framework.

Defining Transportation Justice

This preliminary research paper includes a working definition of Transportation Justice, informed by a suite of core principles that emerged during our literature review (to view the sources that informed this definition, please see Chapter 2). While this definition is likely to evolve throughout the framework development process, it provides a starting point for understanding the concept.

*Transportation Justice refers to the **elimination of disparities in our mobility and interconnected systems** as well as a **transformative and liberating redistribution of power, resources, and opportunities** to those experiencing the greatest disparities today to ensure that all Portlanders use and enjoy the same access to safe, reliable, equitable, sustainable, and affordable transportation options.*

*In today's transportation system, **Black, Indigenous, and people of color (BIPOC) Portlanders, people with disabilities, households living on low incomes, multi-lingual individuals, immigrants, and refugees, LGBTQIA+ individuals, and displaced communities** experience greater disparities and have historically been burdened by unjust and racist policies and decisions. Transportation Justice requires us to uncompromisingly condemn all forms of oppressive practices and racism, proactively reduce transportation disparities, address past harm, remove barriers, and measurably improve outcomes experienced by these communities.*

*We achieve Transportation Justice by eliminating disparities, redistributing power, and working towards the liberation of unjustly burdened populations in both our **processes** (how we do our work) and **outcomes** (what our work achieves or contributes to in community).*

In addition to this working definition, the research team identified the following principles of Transportation Justice that PBOT staff and teams should consider throughout their work. Chapter 2 of the full research paper includes specific question prompts related to each of these principles.

- Moving beyond equity (eliminating disparities) towards justice (redistributing power, resources, and opportunities)
- Recognizing past and existing injustice and accepting that the past is never dead
- Co-creating solutions with historically underserved communities and envisioning liberation through their lens
- Addressing past harm and mitigating structural pains at all stages of our work
- Acknowledging the interconnectedness of systems
- Centering race and applying a [“targeted universalism” approach](#) (in which we prioritize addressing the needs of those experiencing the greatest disparities, which in turn maximizes benefits)

- Committing to intersectionality
- Putting people first (adopting a human-centered approach)
- Applying results-based accountability

What does moving beyond our adopted goals toward justice look like?

With this working definition and suite of principles in mind, the research team consulted literature and examples from around our community, country, and world to explore what achieving Transportation Justice looks like within the key goal areas and internal operational imperatives of PBOT’s Strategic Plan. The following table summarizes the outcomes and emerging practices identified through this research. More detailed explanation and examples are available in Chapter 3 of the main report.

Moving “beyond” to the pursuit of Transportation Justice in our Strategic Plan areas

Strategic Plan goal/topic	Key outcomes – the “What” What does achieving <i>Transportation Justice</i> look like in this area?	Emerging practices – the “How” What are some ways we can move toward achieving these outcomes? (Note: This list is non-exhaustive and will be added to as more strategies are identified)
SAFETY	<ul style="list-style-type: none"> • No disparities in traffic crashes and injuries • Equity is embedded in all safety project plans, designs, and prioritization • No discrimination in traffic safety enforcement • No personal violence, hate crimes, or harassment in the right-of-way 	<ul style="list-style-type: none"> • Adjusting design standards more nimbly in response to inequitable traffic safety outcomes • Applying guiding principles from PBOT’s Vision Zero Action Plan • Investing in automated enforcement, particularly by non-police • Seeking equity centered and community informed alternatives to traditional traffic stops, fines, and fees • Exploring alternatives to armed policing in the right-of-way • Supporting and funding community-based organizations leading anti-hate and anti-harassment work and efforts
MOVING PEOPLE AND GOODS	<ul style="list-style-type: none"> • All people can freely, comfortably, and safely move and gather on our streets to meet their needs, regardless of their identity, abilities, and economic status • All people have access to and ability to use safe, convenient, and affordable transportation options • Goods movement does not disproportionately impact BIPOC and other marginalized communities, and all people have access to the goods they need to meet their needs 	<ul style="list-style-type: none"> • Asking who is mobile, who is immobile, and why, while resisting one-sized-fits-all approaches • Analyzing who benefits and who is burdened by projects and policies across a range of indicators • Using pricing tools in our transportation system to capture the mobility, climate, and equity costs of driving and encourage use of non-driving options, while minimizing impacts on drivers living on low-incomes and reinvesting revenue to further advance equitable mobility • Applying concepts of justice in freight planning and policy development • Measuring and improving access to goods in underserved communities
ASSET MANAGEMENT	<ul style="list-style-type: none"> • No disparities in asset quality and condition across neighborhoods • Human outcomes are centered and prioritized in asset management decisions 	<ul style="list-style-type: none"> • Applying an equity lens to capital project prioritization and operational work planning

	<ul style="list-style-type: none"> Asset funding sources are just and sustainable 	<ul style="list-style-type: none"> Using “high road economy” mechanisms to promote community wealth building and just development Measuring displacement pressures of potential mobility investments and mitigating impact Identifying long-term funding strategies that are aligned with equity informed policy goals
CLIMATE	<ul style="list-style-type: none"> Greenhouse gas emissions decline sharply toward zero by 2050, reducing the disproportionate impacts of the climate crisis Emission reduction and behavior change strategies are focused on those with more options and opportunities All people have access to low-carbon mobility options to meet their daily needs Climate solutions are identified with frontline communities and implemented in ways that further support racial and social justice 	<ul style="list-style-type: none"> Reigning in overconsumption while investing in those whose needs are not met today Increasing access for all communities to new mobility services through financial assistance and incentive programs Expanding access for all communities to electric vehicle charging infrastructure Directly investing in community-led climate justice solutions
CROSS-CUTTING OPERATIONS	<p><i>External-facing operations: Data transparency, public involvement, and community partnerships</i></p> <ul style="list-style-type: none"> Equity data is consistently gathered, tracked, analyzed, and reported on BIPOC and other systemically marginalized community members have power in planning processes and decision-making Advisory committees represent the demographics and lived experiences of our diverse community We deliver our work in partnership with organizations and firms that support and empower BIPOC and other marginalized communities <p><i>Internal-facing operations: Workforce justice</i></p> <ul style="list-style-type: none"> Our leadership and workforce reflect the diversity of Portland’s population BIPOC staff stay at PBOT and hold leadership positions Work plans and staff evaluations hold the organization accountable to advancing Transportation Justice, racial equity, climate justice, and disability justice. 	<p><i>External-facing operations: Data transparency, public involvement, and community partnerships</i></p> <ul style="list-style-type: none"> Adopting rules and regulations that require equity data auditing and reporting Co-creating innovative solutions through community-led design and planning Actively recruiting for and supporting increased diversity on PBOT advisory committees Participatory budgeting and project prioritization Breaking down bureaucratic barriers to partner with, compensate, and build capacity with community organizations and BIPOC-owned firms <p><i>Internal-facing operations: Workforce justice</i></p> <ul style="list-style-type: none"> Building equity into all job descriptions and recruitment processes Creating pathways for diverse candidates into public service Investing in BIPOC staff advancement Building an inclusive workplace culture Asking candid questions to ensure leadership buy-in and commitment to Transportation Justice work

Recommendations for next steps based on research findings

The research team recommends taking the following steps informed by the outcomes of this research:

1. **Distill this information for different audiences:** Package the key learnings from this paper into formats that are engaging, short, digestible, and clear for different stakeholders, including PBOT leadership, Goal leads and steering committees, PBOT managers, staff, and external partners.
2. **Work collaboratively with leadership, Goal leads, and the TJSC to define next steps for internal and external engagement:** Revisit the original project scope and discuss what a realistic engagement strategy should be, including vetting the information in this report with community members as well as translating it into practical, operational tools that staff want and need.
3. **Don't reinvent the wheel:** Reflect on what *new* resources are needed versus what existing resources we might want to elevate as-is for PBOT application (for example, the POEM *Equitable Mobility Framework*, the Untokening Collective's *Principles of Mobility Justice*, etc.).
4. **Don't wait to begin implementing these emerging principles to our work:** Do not delay applying the principles and prompts documented in this paper to our work and encourage managers to begin using this information now while the full Framework is under development.

DRAFT

1. Introduction

Moving to Our Future, PBOT's 2019-2024 Strategic Plan, calls for all staff to lead our work in the pursuit of "Transportation Justice." But what does Transportation Justice mean, and how do we ensure our efforts advance justice outcomes?

PBOT's Equity and Inclusion team is in the process of developing a *Transportation Justice framework*, which will provide a shared definition of Transportation Justice and suite of tools PBOT employees and teams can use to put Transportation Justice principles into practice.

As a first step in the development of this framework, a group of PBOT staff conducted preliminary research to understand how Transportation Justice has been understood, defined, and conceptualized to date by PBOT, other transportation agencies, community organizers and organizations, transportation justice advocates and thought leaders. This research provides a foundation for future phases of the Transportation Justice Framework Project, including further staff and community engagement and planning on how to operationalize the framework.

Research methodology

The research team explored three primary questions in the preparation of this paper:

- **Research Question 1:** What does "Transportation Justice" mean? What are the core principles?
- **Research Question 2:** What does Transportation Justice look like within our Strategic Plan goal areas and internal operational imperatives?
- **Research Question 3:** Based on findings from our research, how we should approach the next phases of the Transportation Justice Framework Project?

The team consulted a variety of sources to address these questions, including:

- Principles, narratives, and documents written and published by justice-oriented advocates and community leaders
- PBOT and City of Portland foundational plans, reports, and project documents
- Notes from PBOT's Transportation Justice Retreat and meetings of the PBOT Transportation Justice Steering Committee
- Publications from Portland-based community organizations and other agency materials and resources
- Academic literature and articles

How to read this paper

The paper is divided into the following sections:

- **Chapter 2** describes a working draft definition of Transportation Justice and suite of principles that emerged from our research. While this definition is likely to evolve throughout the framework development process, it provides a starting point for understanding the concept.
- **Chapters 3** applies this working definition and principles of Transportation Justice to the other goals and imperatives in our Strategic Plan, asking, "what does Transportation Justice look like within these areas?" Each section provides a list of key outcomes and emerging practices for PBOT staff to consider when they think about how to move *beyond* achieving these goals to achieving them in a *justice-centered* way. A table summarizing these themes and practices is available on page 12 at the start of Chapter 3 and in the Executive Summary.
- **Chapter 4** includes conclusions from this research and recommendations for next steps.

2. Defining Transportation Justice

Our 2019-2024 Strategic Plan, *Moving to Our Future*, articulates Transportation Justice as:

“...taking proactive steps here and now to ensure that all Portlanders enjoy the same access to safe, reliable, and affordable transportation options. Our roads belong to everyone. It is in these public spaces that we create community and decide together how best to make use of our shared right-of-way. It is our responsibility to remove any barriers to equitable and accessible mobility, wherever these barriers exist.”

“...recognizing the harmful legacy of past decisions and moving decisively now to address these harms. Concretely, this means ensuring that communities of color and people with limited mobility, previously excluded from the decision-making process, have a prominent seat at the table and are centered in policy, investments, services, and programs.”

“...ensuring that when we invest in transportation infrastructure, we do so in a way that supports more and better access for communities of color, low-income communities, and people with disabilities. Our investments should not repeat past injustices or contribute to new ones like displacement.”¹

These statements contain multiple ideas, including ensuring equal opportunity and access, accounting for past injustice, addressing harm, proactive action, belonging, centering previously systematically excluded community members in decision making, and removing barriers. Building on this early thinking, this research has illuminated several core principles (see below) that help strengthen and refine our understanding what Transportation Justice means.

Core Transportation Justice principles

Our research revealed several principles core to the understanding of what Transportation Justice is and how it should exist in practice. Throughout the following bullets, sources underpinning these ideas are cited in footnotes, and as a whole, most of these ideas are inspired by the foundational work of the Untokening Collective through their [Principles of Mobility Justice](#).²

- **Moving beyond equity towards justice:** Transportation Justice requires a *justice*-focused frame. Definitions of “equity” often focus on eliminating barriers and disparities to achieve a state where one’s identity does not determine their outcomes and access to social goods and opportunities.³ Definitions of “justice” incorporate this concept of eliminating disparities, but also acknowledge that liberating priority populations who have carried the burdens of unjust, racist decisions and policies

¹ PBOT (2019). “Moving to Our Future,” PBOT’s Strategic Plan, p. 12-14. <https://www.portlandoregon.gov/transportation/article/741160>

²Untokening Collective (2016). “Principles of Mobility Justice.” <http://www.untokening.org/updates/2017/11/11/untokening-10-principles-of-mobility-justice>

³ See following examples of equity definitions:

- “Equity refers to the fairness with which impacts (benefits and costs) are distributed.” Todd Litman (2002). “Evaluating Transportation Equity,” World Transport Policy & Practice, Volume 8, No. 2, Summer, p. 50-65. http://ecoplan.org/wtpp/wt_index.htm.
- “Transportation Equity: Accessible and affordable transportation for everyone in the community resulting in fair distribution of transportation resources, benefits, costs, programs and services based upon differences in income, ability and other factors affecting transportation choice and impact.” Amanda Leahy and Yolanda Takesian (2021). Kittelson & Associates. <https://www.kittelson.com/ideas/the-importance-of-the-equity-lens-in-transportation-planning-and-design/>
- “Racial Equity is the fair, just distribution of resources, explicitly targeting and prioritizing racial groups who have the greatest need due to being systematically disenfranchised.” Equiticity (2019). “Racial Equity Statement of Principle.” <https://static1.squarespace.com/static/59e46956bff2000caf3dcfa9/t/5d57f709b14a65000188b623/1566045962459/8.13.19+DRAFT+-+The+Equiticity+Racial+Equity+Statement+of+Principle+PDF.pdf>.
- “Mobility Equity: a transportation system that increases access to high quality mobility options, reduces air pollution, and enhances economic opportunity in low-income communities of color.” Greenlining Institute (2018). “Mobility Equity Framework.” https://greenlining.org/wp-content/uploads/2019/01/MobilityEquityFramework_8.5x11_v_GLI_Print_Endnotes-march-2018.pdf.

requires structural change and redistribution of power, resources, and opportunities. Only with this redistribution and liberation can the equitable end-state be achieved.⁴

- **Co-creating solutions with historically and currently underserved communities and envisioning liberation through their lens:** Transportation Justice requires us to center the voices and experiences of historically marginalized and currently underserved communities and work behind and alongside these communities to envision a future without all forms of oppression and elevate community-centered solutions. It requires us to be humble enough not to create solutions for historically underserved communities without involving these communities in deep, intentional, and thoughtful conversations. Related to this is the concept of “epistemic justice,” which relates to how we think about, understand, and solve problems in our work—how we “know what we know”.⁵ Epistemic justice pushes us to support community-driven processes and to co-create new ways of looking at the problem and creative solutions beyond existing frameworks or decision-making structures.
- **Recognizing past and existing injustice and accepting that the past is never dead:** William Faulkner once stated that the “past is never dead. It’s not even past.” Transportation Justice requires us to understand the history of racial injustice and inequities, acknowledge our history of disinvestment and harm, and move decisively to address these harms.⁶ It is about acknowledging that historically and presently, the transportation system has benefitted and continues to benefit white people and has been used as a tool for oppressing, segregating, dividing, and separating communities. In PBOT’s context, this means recognizing how 1) the transportation system and other systems were built to uphold white supremacist ideals and different forms of racism; and 2) past transportation decisions and historic disinvestment have disproportionately harmed Black, Indigenous, and People of Color (BIPOC) in Portland, people living on low incomes and people with disabilities, including through demolition of neighborhoods, gentrification, longer travel times, unequal access to transportation options and increased traffic and personal safety risks.⁷ It also requires an interrogation of our current and future efforts to ensure this harm is not perpetuated.
- **Addressing past harm and mitigating structural injustice at all stages of our work:** Transportation Justice requires us to not only acknowledge past injustice but to do our work differently at all stages moving forward (planning, engagement, funding, project selection and prioritization, design and development, construction and procurement, implementation, activation, evaluation) to change systems and structures that reinforce injustice.⁸
- **Acknowledging the interconnectedness of systems:** Transportation Justice requires understanding the interconnectedness of systems in society and how changing outcomes or barriers in one realm of life can have impacts on others (e.g., changes to transportation outcomes can impact housing, economic

⁴ See following examples of justice definitions:

- “This may reflect underlying differences in each groups’ perspective on the desirability of transformation of social structures (justice) in contrast with reform of the processes and distribution of social goods and opportunities (equity).” Alex Karner and Jonathan London (2020). “From Transportation Equity to Transportation Justice: Within, Through, and Beyond the State.” https://www.researchgate.net/publication/341740233_From_Transportation_Equity_to_Transportation_Justice_Within_Through_and_Beyond_the_State.
- “Operationalizing racial justice means reimagining and co-creating a just and liberated world...racial equity [describes] a process, outcomes and a mindset, and racial justice [refers] to a vision of transformational change.” Maggie Potapchuk (2020). “Operationalizing Racial Justice in Non-Profit Organizations.” http://www.mpassociates.us/uploads/3/7/1/0/37103967/operationalizing_racial_justice_-_np_edition_mpassociates_final_draft_aug_20.pdf.

⁵ “The term ‘epistemology’ comes from the Greek word ‘episteme’ and ‘logos’. ‘Episteme can be translated as ‘knowledge’ or ‘understanding’ or ‘acquaintance’, while ‘logos’ can be translated as ‘account’ or ‘argument’ or ‘reason’. Just as each of these translations captures some facet of the meaning of these Greek terms, so too does each translation capture a different facet of epistemology itself.” Stanford Encyclopedia of Philosophy (2005). *Epistemology*. <https://plato.stanford.edu/entries/epistemology/>

⁶ “Mobility Justice demands that we fully excavate, recognize, and reconcile the historical and current injustices experienced by communities.” Untokening Collective (2016), *Principles of Mobility Justice*.

⁷ PBOT (2021). “Pricing Options for Equitable Mobility: Final Report,” p. 6. https://www.portland.gov/sites/default/files/2021/poem_final_report.pdf.

⁸ This reflects feedback provided by the TJSC during the January 2019 retreat.

opportunity, health, safety, and climate outcomes, and vice versa).⁹ Sometimes to achieve a better transportation outcome, we may need to address a root cause in a different sector first and partner across sectors and agencies to develop solutions-oriented strategies.

- **Committing to intersectionality:** Intersectionality also requires us to consider how social identities—such as gender, race, ethnicity, social class, religion, sexual orientation, ability, and gender identity—overlap with one another and do not exist independently.¹⁰ As Kimberlé Crenshaw who coined the term puts it, “*Intersectionality is a metaphor for understanding the ways that multiple forms of inequality or disadvantage sometimes compound themselves, and they create obstacles that are not understood within conventional ways of thinking about anti-racism or feminism or other social justice advocacy structures we have.*”¹¹ Experiences of prejudice, power, oppression and marginalization can all be affected by the intersecting identities of individuals and communities.
- **Centering race and applying a “targeted universalism” approach:** Transportation Justice calls us to prioritize efforts that address the needs of those experiencing the greatest disparities, which will in turn improve outcomes for all (called “targeted universalism”).¹² Due to the systemic racism in our country and community, this means centering BIPOC community members and leading with race. Addressing racism itself must be part of the work of creating a more equitable transportation system.
- **Putting people first (adopting a human-centered approach):** Transportation Justice requires us to center and prioritize individual, human-scale outcomes over non-personal systems and outcomes (like profit, traffic/congestion, economics, etc.). This includes moving away from models and planning processes that prioritize vehicle over people movement, elevating the lived experience of community members as priority data¹³, and using the power of government to realize community vision and capacitate community actors, not to advance top-down agendas.¹⁴
- **Applying results-based accountability:** Transportation Justice requires a commitment to rigorous evaluation and interrogation of our work. The results-based accountability methodology¹⁵, adopted by the City’s Office of Equity and Human Rights, directs us to ask if our efforts:
 - Start with the desired results and works backwards toward the means
 - Address the root cause of community impacts
 - Promote and prioritize community-defined benefits
 - Explicitly track and transparently communicate data on outcomes by race, income, disability, languages spoken at home, and other disaggregated traits
 - Mitigate and repair unintended outcomes
 - Disrupt historic patterns of doing what we have always done, because we have always done it that way.

⁹ “Until many past wrongs and inequities are addressed, pursuit of mobility justice for marginalized communities may involve looking beyond individual choices about transportation modes to deeply related issues like housing instability, job options and over policing.” Untokening Collective (2016). *Principles of Mobility Justice*.

¹⁰ Ramos, C. & Brassel, S. (2020). *Intersectionality: When Identities Converge*. Catalyst. <https://www.catalyst.org/research/intersectionality-when-identities-converge/>.

¹¹ Kimberlé Crenshaw (2018). “What is intersectionality?” NAIS People of Color Conference. <https://www.youtube.com/watch?v=ViDtnfQ9FHc>.

¹² John Powell et. Al. (2019). “Targeted Universalism: Policy and Practices,” Haas Institute for a Fair and Inclusive Society. <https://belonging.berkeley.edu/targeted-universalism-policy-practice>.

¹³ “Decisionmakers rely on quantitative data collected and framed from the perspective of the privileged, actively rejecting the knowledge and erasing the struggle and contributions of community residents...Mobility justice demands that the lived experiences of community members be given priority as “DATA” in assessing infrastructure and investment needs, while also accounting for the deep and lasting trauma from the erasure of social, cultural and economic networks.” Untokening Collective (2016), *Principles of Mobility Justice*.

¹⁴ “Benefits of neighborhood changes must accrue most to those who live in the community and historically have experienced the most neglect... and embrace full leadership from these communities — not in ratifying or amending pre-ordained ideas but building new ways of interacting and sharing power.” Ibid.

¹⁵ Equity and Results (2021). “Results-Based Accountability + Racial Equity Principles.” <https://www.equityandresults.com/racial-equity-rba-1>

Based on these principles, the research team has developed a working draft definition of Transportation Justice and a matrix of questions that PBOT staff can ask related to each core principle defined above as they seek to put these ideas into practice.

Working draft definition of Transportation Justice

*Transportation Justice refers to the **elimination of disparities in our mobility and interconnected systems (equity)** as well as a transformative and liberating **redistribution of power, resources, and opportunities (justice)** to those experiencing the greatest disparities today to ensure that all Portlanders use and enjoy the same access to safe, reliable, equitable, sustainable, and affordable transportation options.*

*In today's transportation system, **Black, Indigenous, and people of color (BIPOC) Portlanders, people with disabilities, households living on low incomes, multi-lingual individuals, immigrants, and refugees, LGBTQIA+ individuals, and displaced communities** experience greater disparities and have historically been burdened by unjust and racist policies and decisions. Transportation Justice requires us to uncompromisingly condemn all forms of oppressive practices and racism, proactively reduce transportation disparities, address past harm, remove barriers, and measurably improve outcomes experienced by these communities.*

*We achieve Transportation Justice by eliminating disparities, redistributing power, and working towards the liberation of unjustly burdened populations in both our **processes** (how we do our work) and **outcomes** (what our work achieves or contributes to in community).*

Putting principles into practice: Questions to ask of process and outcomes

As we develop a complete Transportation Justice Framework and suite of tools for staff to use in the coming months, we should not wait to begin putting these emerging principles into practice. All teams at PBOT are charged with advancing our work in the pursuit of Transportation Justice, and the table on the following page includes some questions each employee can ask *now* about the processes they contribute to and the outcomes of those processes to assess if and how they support Transportation Justice.

Prompts for applying Transportation Justice principles to our work now

Transportation Justice principle	Questions to ask of process (<i>the way in which we do our work</i>)	Questions to ask of outcomes (<i>the results or impacts of our work on community</i>)
Eliminating disparities (equity)	<ul style="list-style-type: none"> Who are we involving, and who aren't we? Who has an easier time engaging in this work, and why? How do we reach people we are not currently involving? What resources do we need to provide to support different community members' participation? 	<ul style="list-style-type: none"> What is the current state of disparities? (See the disparity snapshot as a starting point) Who benefits and who is burdened by this work? How are we measuring this and how will we continue to monitor this? How does this compare to disparities today? Are we reducing disparities/closing the gap?
Redistributing power, resources, and opportunities (justice)	<ul style="list-style-type: none"> Who is prioritized in this process? Who are the decision makers, and who has influence over the decision? What resources do we need to provide to support different community members' participation? 	<ul style="list-style-type: none"> How does this work empower or disempower different communities? Does this work improve the ability of BIPOC community members to meet their daily needs and thrive?
Co-creating solutions and envisioning liberation	<ul style="list-style-type: none"> How was this work identified and prioritized? Why are we doing it? Who are we partnering with/involving, and who aren't we? Are we committed to using the input we receive from community? Are we explaining up front what influence people will have and how it will impact the process/outcomes? Have we engaged community partners in designing the process? How do we know if our process meets their needs? 	<ul style="list-style-type: none"> Are these outcomes meeting the needs and priorities of BIPOC community members? How do we know? Are we sharing outcomes data with our partners and co-creators?
Recognizing past and existing injustice	<ul style="list-style-type: none"> Did this process happen in the past? Who did that benefit and who did it harm? Have we reflected and learned from the past and centered community stories, memory, and experience? Are we acknowledging past injustice in our communication, outreach, and engagement? Are we acknowledging that different factors today impact people differently, and designing our process accordingly? 	<ul style="list-style-type: none"> How does this work repair or address past and current injustice and harm? How do we know?
Addressing past harm and mitigating structural injustice at all stages of our work	<ul style="list-style-type: none"> What stage in the work are we at? What previous processes is this built upon? How can we ensure the equitable process we set up now carries throughout the entire process and does not reinforce past inequities? What does justice look like for communities that have been harmed in the past? 	<ul style="list-style-type: none"> What feedback did the community provide about our current work? Does this current work improve benefits and reduce burdens for communities harmed by these past decisions? How are we using the outcomes of this work to inform future work and reflect on/change our internal structures and systems?

Acknowledging the interconnectedness of systems	<ul style="list-style-type: none"> • What other sectors and systems does this work relate to? • What questions do we need to ask to understand those connections? 	<ul style="list-style-type: none"> • How does this work improve or worsen outcomes outside of transportation?
Committing to intersectionality	<ul style="list-style-type: none"> • What about community members' social identities (race, gender, abilities, class, educational status, sexual orientation, etc.) may make them more or less likely to engage in this process, and how can we reduce those barriers? • How does our social context influence our perceptions of race, class, and gender? • How do we ensure that solutions include reflect the perspectives of impacted groups, communities and peoples and do not simply reflect the views of the privileged and powerful? 	<ul style="list-style-type: none"> • Who benefits and who is burdened by this work, and does this indicate any disparities at the intersection of identities?
Centering race and targeted universalism	<ul style="list-style-type: none"> • Which stakeholders are prioritized in this process? Are we centering BIPOC community members and those experiencing the greatest burdens today? • Are we creating a one-size fits all or inclusive approach or solution? • Before starting, have we assessed existing disparities by disaggregating data? • Have we developed universal goals that can be achieved through targeted approaches and policies? • Do we have a "bridging strategy" that addresses how people are situated within structures and systems (positionality)? 	<ul style="list-style-type: none"> • Does this work improve benefits and reduce burdens for BIPOC Portlanders?
Putting people-first	<ul style="list-style-type: none"> • What data and information am I prioritizing in the <i>process</i> design and why? Is it data that speaks to people's lives and experiences? • Am I hearing and valuing stories from community as part of this process? • Are we centering people-based, human-centered outcomes and data over system, economic, or infrastructure outcomes? • Are we leveraging and plugging into the power of intentional and transformative partnership? 	<ul style="list-style-type: none"> • What data and information am I prioritizing in the <i>outcome</i> evaluation and why? Is it data that speaks to people's lives and experiences? • Am I hearing and valuing stories from community as part of my assessment of outcomes? • How do people feel after working with us?
Applying results-based accountability	<ul style="list-style-type: none"> • Is our work informed by community centered racial equity principles? • What is the condition of wellbeing we want for all people? • What are our population level indicators? Have we disaggregated existing data on the indicators? • Does this work address the root cause? How do we know? • What strategies do we want to implement? Who are the partners with a role to play? • What resources do we need to get the work done? • What benefits and outcomes does community care about? 	<ul style="list-style-type: none"> • How much did we do? • How well did we do? • Is anyone better off? • Are we using that evaluation to refine and improve?

3. Moving *beyond* our adopted goals toward justice

The following sections consider what achieving Transportation Justice looks like across the key goal areas and operational imperatives of PBOT’s Strategic Plan.

Each section includes a discussion of key outcomes and emerging practices that relate to Strategic Plan goals and imperatives. These are summarized in the table below:

What does “moving *beyond*” to the pursuit of Transportation Justice look like in our Strategic Plan areas?

Strategic Plan goal/topic	Key outcomes – the “What” What does achieving <i>Transportation Justice</i> look like in this area?	Emerging practices – the “How” What are some ways we can move toward achieving these outcomes? (Note: This list is non-exhaustive and will be added to as more strategies are identified)
SAFETY	<ul style="list-style-type: none"> No disparities in traffic crashes and injuries Equity is embedded in all safety project plans, designs, and prioritization No discrimination in traffic safety enforcement No personal violence, hate crimes, or harassment in the right-of-way 	<ul style="list-style-type: none"> Adjusting design standards more nimbly in response to inequitable traffic safety outcomes Applying guiding principles from PBOT’s Vision Zero Action Plan Investing in automated enforcement, particularly by non-police Seeking equity centered and community informed alternatives to traditional traffic stops, fines, and fees Exploring alternatives to armed policing in the right-of-way Supporting and funding community-based organizations leading anti-hate and anti-harassment work and efforts
MOVING PEOPLE AND GOODS	<ul style="list-style-type: none"> All people can freely, comfortably, and safely move and gather on our streets to meet their needs, regardless of their identity, abilities, and economic status All people have access to and ability to use safe, convenient, and affordable transportation options Goods movement does not disproportionately impact BIPOC and other marginalized communities, and all people have access to the goods they need to meet their needs 	<ul style="list-style-type: none"> Asking who is mobile, who is immobile, and why, while resisting one-sized-fits-all approaches Analyzing who benefits and who is burdened by projects and policies across a range of indicators Using pricing tools in our transportation system to capture the mobility, climate, and equity costs of driving and encourage use of non-driving options, while minimizing impacts on drivers living on low-incomes and reinvesting revenue to further advance equitable mobility Applying concepts of justice in freight planning and policy development Measuring and improving access to goods in underserved communities
ASSET MANAGEMENT	<ul style="list-style-type: none"> No disparities in asset quality and condition across neighborhoods 	<ul style="list-style-type: none"> Applying an equity lens to capital project prioritization and operational work planning

	<ul style="list-style-type: none"> Human outcomes are centered and prioritized in asset management decisions Asset funding sources are just and sustainable 	<ul style="list-style-type: none"> Using “high road economy” mechanisms to promote community wealth building and just development Measuring displacement pressures of potential mobility investments and mitigating impact Identifying long-term funding strategies that are aligned with equity informed policy goals
CLIMATE	<ul style="list-style-type: none"> Greenhouse gas emissions decline sharply toward zero by 2050, reducing the disproportionate impacts of the climate crisis Emission reduction and behavior change strategies are focused on those with more options and opportunities All people have access to low-carbon mobility options to meet their daily needs Climate solutions are identified with frontline communities and implemented in ways that further support racial and social justice 	<ul style="list-style-type: none"> Reigning in overconsumption while investing in those whose needs are not met today Increasing access for all communities to new mobility services through financial assistance and incentive programs Expanding access for all communities to electric vehicle charging infrastructure Directly investing in community-led climate justice solutions
CROSS-CUTTING OPERATIONS	<p><i>External-facing operations: Data transparency, public involvement, and community partnerships</i></p> <ul style="list-style-type: none"> Equity data is consistently gathered, tracked, analyzed, and reported on BIPOC and other systemically marginalized community members have power in planning processes and decision-making Advisory committees represent the demographics and lived experiences of our diverse community We deliver our work in partnership with organizations and firms that support and empower BIPOC and other marginalized communities <p><i>Internal-facing operations: Workforce justice</i></p> <ul style="list-style-type: none"> Our leadership and workforce reflect the diversity of Portland’s population BIPOC staff stay at PBOT and hold leadership positions Work plans and staff evaluations hold the organization accountable to advancing Transportation Justice, racial equity, climate justice, and disability justice. 	<p><i>External-facing operations: Data transparency, public involvement, and community partnerships</i></p> <ul style="list-style-type: none"> Adopting rules and regulations that require equity data auditing and reporting Co-creating innovative solutions through community-led design and planning Actively recruiting for and supporting increased diversity on PBOT advisory committees Participatory budgeting and project prioritization Breaking down bureaucratic barriers to partner with, compensate, and build capacity with community organizations and BIPOC-owned firms <p><i>Internal-facing operations: Workforce justice</i></p> <ul style="list-style-type: none"> Building equity into all job descriptions and recruitment processes Creating pathways for diverse candidates into public service Investing in BIPOC staff advancement Building an inclusive workplace culture Asking candid questions to ensure leadership buy-in and commitment to Transportation Justice work

SAFETY and Transportation Justice

As managers of public spaces, PBOT has a responsibility to build a safe environment for everyone while they are moving or simply existing in the public right-of-way. Until recently, many transportation agencies approached traffic safety by focusing solely on preventing traffic deaths and injuries to road users. Now, many transportation agencies have begun expanding their approaches to safety to be more nuanced and people centered. These expanded definitions of safety consider the fact that making transportation safer includes addressing harassment and hate in public spaces while acknowledging that traditional practices of police enforcement in public spaces makes some people feel unsafe because of a history of over policing and police violence towards communities of color, especially Black people.

In its [Beyond Traffic Safety internal draft problem statement](#), PBOT notes that historic transportation investments and land use laws have specifically upheld white comfort at the expense of people of color, whether intentionally or unintentionally.¹⁶ *Beyond Traffic Safety* states, “The work of decentering white perspectives in safety and in our transportation system will both allow us to make other Portlanders more fully safe and elevate something above the white comfort and convenience that has been our north star so long.”¹⁷

Key outcomes and emerging practices

Safety and TJ Outcome 1: There are no disparities in traffic crashes or injuries

Applying a Transportation Justice lens to safety means recognizing the disproportionate burden faced by BIPOC individuals in traffic safety outcomes and working to eliminate these disparities (see the principles of **eliminating disparities** and **centering race/applying “targeted universalism”** from Chapter 2).

BIPOC individuals disproportionately experience injury or death from traffic crashes across the U.S. In June 2021, the National Highway Traffic Safety Administration released preliminary summaries of 2020 traffic fatalities and reported that there was a 23% increase in traffic deaths among Black community members since 2019, the largest annual increase among any race.¹⁸

In Multnomah County, Black residents are overrepresented in urgent care and emergency room visits for crash injury treatments and have a traffic death rate nearly twice that of white residents.¹⁹ In 2020, BIPOC community members were disproportionately killed in traffic crashes in Portland, with Black community members accounting for 18.5% of traffic deaths, nearly three times the city’s Black population.²⁰ Traffic crashes also impact more people than the individuals directly involved. The resulting trauma from crashes reverberates through communities, affecting the mental health of family, friends, and other community members.

Decades of underinvestment in communities of color lead to dangerous streets with crumbling, substandard infrastructure, and high traffic speeds, becoming areas with larger numbers of serious and

¹⁶ PBOT (2020). “Beyond Traffic Safety” Internal Draft. p. 7. <https://portlandoregon.gov.sharepoint.com/:b:/s/GT-Transportation-PBOTTransportationJusticeProjectTeam/EaRRY8EIVYFFIPIA59cionEBYiBei9lvxwgh6dYDO6x7vA?e=FZDfqX>

¹⁷ Ibid.

¹⁸ NHTSA (2021). “2020 Fatality Data Show Increased Traffic Fatalities During Pandemic.” <https://www.nhtsa.gov/press-releases/2020-fatality-data-show-increased-traffic-fatalities-during-pandemic>

¹⁹ Multnomah County Department of Public Health (2021). “At the intersection of transportation, health, race and justice.” https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/20210224_Final-REACH-Transportation-Safety.pdf

²⁰ PBOT (2020). Vision Zero Traffic Crash Report. <https://www.portland.gov/sites/default/files/2021/2020-vision-zero-traffic-crash-report.pdf>.

fatal traffic crashes. In Portland in 2020, 65% of traffic fatalities occurred in low-income communities and communities of color.²¹

EMERGING PRACTICE: Adjusting design standards more nimbly in response to inequitable traffic safety outcomes

One way we can address disparities in traffic crashes and fatalities is analyzing where and why these crashes occur, what communities are being disproportionately impacted, and working quickly—in partnership with community members—to amend status quo practices to improve outcomes.

For example, outreach completed during PBOT’s PedPDX plan revealed that members from Portland’s disability community have strongly favored the elimination of “turn-on-red” movements. PBOT committed to developing a pilot to study the effects of prohibiting turns during red lights “in high pedestrian demand districts and/or at pedestrian high crash [sic] intersections,”²² which may lead to permanent prohibitions of turning on red.

Safety and TJ Outcome 2: Equity is embedded in all safety project plans, designs, and prioritization

For safety investments to move toward Transportation Justice, it is important that equity be at the center of decision making and not an afterthought or mitigating factor. Over the last decade, PBOT’s equity strategies have primarily called for increased investment in safety improvements in areas with higher proportions of marginalized communities, such as East Portland, to address disparities. This is in part a reflection of the historic underinvestment in these neighborhoods that have led to less safe conditions, while also a move toward intentionally redistributing resources and investments to advance justice (see principles of **recognizing past and existing injustice** and **redistributing power, resources, and opportunities** in Chapter 2).

While we make strides to prioritize equity as a core consideration in all safety project design and selection, we also face some limitations in our current practice and can do more. First, we can be more specific in our planning documents about the extent of investment needed to address safety challenges in certain areas and the explicit outcomes we want to achieve. We also can more consistently apply equity informed community engagement best practices to our safety work. Finally, we have an opportunity to get more refined in our use of equity data and tools like the PBOT Equity Matrix, so we are not merely using geography as a proxy for equity outcomes but investing in truly understanding the realities faced by users of our system.

EMERGING PRACTICE: Applying guiding principles from PBOT’s Vision Zero Action Plan

PBOT’s 2016 [Vision Zero Action Plan](#)²³, developed with extensive community input, sets out a strategy for eliminating deaths and serious injuries on Portland streets. In addition to a suite of specific actions and performance measures, the plan includes three guiding principles to guide Vision Zero actions: equitable, data-driven, and accountable.

²¹ Ibid.

²² PBOT (2019). PedPDX: Portland’s Citywide Pedestrian Plan. p. 162. https://portlandoregon.gov-my.sharepoint.com/:b:/r/personal/mike_serritella_portlandoregon_gov/Documents/PedPDX_Adoption%20Draft_June%2018%202019.pdf?csf=1&web=1&e=OCbpgG

²³ PBOT (2016). Vision Zero Action Plan. <https://www.portland.gov/sites/default/files/2020-04/vision-zero-action-plan.pdf>

Specifically concerning equity, the Action Plan includes the following commitments for putting these guiding principles into action:

- Address disproportionate burden of traffic fatalities on BIPOC and lower income communities
- Prioritize filling gaps in infrastructure in BIPOC and lower income communities
- Not result in racial profiling
- Use equity data (demographics, risk factors, traffic enforcement data, infrastructure gaps) to prioritize needs in BIPOC and lower income communities
- Measure and report on investment in BIPOC and lower income communities

As noted above, we are already working to put these principles into action but have an opportunity to apply these standards more rigorously and consistently across all projects and plans as part of operationalizing equity and justice in safety work.

Safety and TJ Outcome 3: There is no discrimination in traffic safety enforcement

Historically, PBOT has relied on and partnered with the Portland Police Bureau to enforce against dangerous driving behaviors in the city. Data from the Portland Police Bureau reveals that Black Portlanders are stopped at a disproportionately high rate for traffic violations compared to white people.²⁴ This has knock-on financial, social, and psychological implications given the connection to the law enforcement and fees/fines systems. Applying a Transportation Justice lens to safety means actively working to reduce disparities in enforcement and address systemic root causes for why BIPOC Portlanders are disproportionately subject to traffic stops and fines (see principles of **addressing past harm and mitigating structural injustice at all stages of our work, acknowledging the interconnectedness of systems, and applying results-based accountability** from Chapter 2).

During the creation of the [Vision Zero Action Plan](#), the Vision Zero Task Force, an advisory body comprised of community members and representatives from partner organizations and advocacy groups, advised PBOT to reduce enforcement's disparate impacts on BIPOC Portlanders, including through new enforcement practices. The Action Plan includes an adopted commitment for no Vision Zero actions to result in racial profiling.

EMERGING PRACTICE: Investing in automated enforcement, particularly by non-police

PBOT has turned to automated traffic enforcement as a core strategy to reduce speeds on Portland streets. While this strategy reduces the risk of racial profiling from officers, automated enforcement may increase financial burdens on communities where cameras are sited and entangle individuals in the criminal justice system through court fines and fees. The presence of cameras may also contribute to feelings of being surveilled, a tactic that law enforcement has historically used to suppress Black Portlanders.²⁵

Several government agencies across the United States have chosen to further reduce the role of police officers in traffic enforcement by exploring or completely removing the function from police portfolios entirely. Berkeley, California's City Council voted to eliminate low-level traffic stops in February 2021

²⁴ Portland Police Bureau Strategic Services Division (2016). "Stops Data Collection: 2015 Annual Report" p. 8.

<https://www.portlandoregon.gov/police/article/585269>

²⁵ Leanne Claire Serbulo and Karen Gibson (2013). "Black and Blue: Police-Community Relations in Portland's Albina District, 1964-1985." https://pdxscholar.library.pdx.edu/usp_fac/69/

and is currently exploring a new traffic enforcement model wherein a new civilianized traffic enforcement agency would be responsible for traffic enforcement, removing police officers from the equation. Several state legislative changes must take place before this plan can be enacted, and it is estimated that the new organization will not be created until at least 2024.²⁶

EMERGING PRACTICE: Seeking equity centered and community informed alternatives to traditional traffic stops, fines, and fees

Transportation organizations around the country are exploring the effectiveness of conventional traffic fines and fees and their effects on safety to make transportation systems more equitable, as fines and fees have been detrimental to the lives of millions of people in this country, especially low-income people, and people of color.²⁷

A coalition of policymakers, advocacy organizations, and individuals signed onto the Freedom to Walk Coalition to “decriminalize jaywalking” in California to reduce the impact of high fines associated with these laws, and to reduce pretext stops that disproportionately harm BIPOC.²⁸ The City of Philadelphia recently banned low level traffic stops to reduce interactions between police officers and drivers to reduce opportunities for racial profiling.²⁹

Traffic fines and fees carry the risk of compounding into larger, unmanageable debts for those who cannot afford to pay the initial fine. A Street Roots investigation found that a \$400 speeding ticket to an Oregon woman “snowballed” into \$11,000 in various fines and fees owed to courts after a license suspension stemming from an inability to pay for the original ticket.³⁰ Other countries have tried to address the inequality built into flat rate ticket fines by instituting income-based traffic fines, or “day-fines”. In Finland, drivers are fined in proportion to their income – Finnish police refer to their federal taxpayer databased before assessing the fines.³¹

Safety and TJ Outcome 4: No personal violence, hate crimes, or harassment in the right-of-way

PBOT’s Strategic Plan acknowledges that addressing hate in Portland’s public spaces is fundamental to making Portland streets safe for everyone, but much of our work to date has focused on addressing traffic safety. PBOT’s [Beyond Traffic Safety problem statement](#) places emphasis on personal safety and security, defined as “freedom from threat and fear of emotional, psychological, and physical harm for Portlanders of Color,” and states that we cannot achieve safe, multimodal streets without addressing racism and decentering white perspectives and priorities.³² This idea echoes other articulations of what personal safety looks like, such as Imagine Black’s *The People’s Plan*’s definition of the “Black right to the

²⁶ Emily Raguso (2021). “Berkeley votes to limit low-level traffic stops to reduce policing disparities.” *Berkeleyside*. <https://www.berkeleyside.org/2021/02/24/berkeley-police-reform-traffic-stops-racial-disparities>

²⁷ Nora Hanak (2021). “Addressing Unjust Financial Penalties in Traffic Safety, Vision Zero.” *Vision Zero Network*. <https://visionzeronetwork.org/addressing-unjust-financial-penalties-in-traffic-safety-vision-zero/>

²⁸ Lawyer’s Committee for Civil Rights of the San Francisco Bay Area (2021). Decriminalize Jaywalking – AB 1238. <https://lccrsf.org/campaigns/decriminalize-jaywalking-ab-1238/>

²⁹ Jonaki Mehta (2021). “Why Philadelphia has banned low-level traffic stops.” *NPR*. <https://www.npr.org/2021/11/08/1052957246/why-philadelphia-has-banned-low-level-traffic-stops>.

³⁰ Emily Green (2018) “Unpaid fine? The poorer you are, the more you owe.” *Street Roots*. <https://www.streetroots.org/news/2018/11/09/unpaid-fine-poorer-you-are-more-you-owe>

³¹ Suzanne Daley (2015). “Speeding in Finland Can Cost a Fortune, if You Already Have One.” *The New York Times*. <https://www.nytimes.com/2015/04/26/world/europe/speeding-in-finland-can-cost-a-fortune-if-you-already-have-one.html>

³² PBOT (2020). “Beyond Traffic Safety” Internal Draft 7.14.20.

city” as “the ability to walk, bike, shop and socialize in our neighborhoods, free from suspicion, police profiling and violence.”³³

PBOT’s *Beyond Traffic Safety* statement was informed by broader discourse on equity, justice, racism, and transportation following the murder of George Floyd, as well as findings from PBOT-led engagement efforts, including the [PedPDX “Walking While Black” focus groups](#). Focus group participants highlighted feelings of vulnerability to harassment and traffic danger when traveling in Portland and several participants shared that the presence of law enforcement in their experience did not lead to improved feelings of safety.³⁴ This theme of needing to look beyond law enforcement to tackle personal security issues on our streets is echoed by other thought leaders. Transit Center, for example, states in their [Safety for All report](#), “Historically, transit agencies have sought to create a sense of safety and security with the presence of armed police officers. This approach has placed an unjust burden on vulnerable riders while falling short of its promise to make riders and transit workers feel secure on the system.”³⁵

Applying a Transportation Justice lens to safety, therefore, requires us to look beyond just traffic safety and take responsibilities for improving the personal safety of BIPOC Portlanders on our streets in our role as stewards of the right-of-way, without relying on law enforcement systems that can perpetuate inequities and violence (see principles of **putting people first, recognizing past and existing injustice, and committing to intersectionality** from Chapter 2).

As part of the process of implementing the Beyond Traffic Safety Framework, in 2021, PBOT launched the Realize Safety in All Communities Project. The project seeks to capacitate and empower PBOT staff to incorporate personal safety into their work and bring awareness to impacted communities of available resources [from local and national organizations dedicated to anti-hate work](#) to support their safety and usage of the right-of-way. Staff were provided with online resources, training opportunities, and an email signature campaign dedicated to anti-hate work. Bureau staff with lived experience residing, working, playing, praying, and moving in the city as BIPOC, Queer, and Immigrants curated the resources and trainings for colleagues. Looking forward, the bureau will collaborate with community partners to develop and launch a campaign to bring awareness to personal safety issues in public spaces and to serve BIPOC, LGBTQIA+, immigrants and LEP communities.

EMERGING PRACTICE: Exploring alternatives to armed policing in the right-of-way

Several transportation agencies across the country are trying new approaches to improve personal safety in the right-of-way or on transit services without additional law enforcement officers. Bay Area Rapid Transit (BART) [launched a pilot](#) in 2020 to increase the presence of unarmed ambassadors with social work backgrounds to de-escalate potentially harmful situations on transit, address complaints, and answer questions from riders.³⁶ The transit [agency also added sexual harassment reporting](#) on its mobile app and held conversations with youth femmes of color to inform a sexual harassment prevention campaign.³⁷

³³ Imagine Black (formerly known as PAALF) (2017). *The People’s Plan*, p. 17. https://issuu.com/paalf/docs/paalf_peoples_plan_2017

³⁴ PBOT (2019). “PedPDX: Walking While Black.” <https://www.portlandoregon.gov/transportation/article/725213>.

³⁵ TransitCenter (2021). “Safety for All,” p. 5. <https://transitcenter.org/wp-content/uploads/2021/07/SafetyForAll.pdf>

³⁶ Carly Graf (2020). “Unarmed BART ambassadors program formalized with a focus on community service.” *San Francisco Examiner*. <https://www.sfoxaminer.com/news/bart-formalizes-ambassador-program-prepares-to-hire-more-crisis-intervention-specialists>

³⁷ Sarah Holder (2021). “Bay area girls lead campaign against sexual harassment on public transit.” *CityLab*. <https://www.bloomberg.com/news/articles/2021-04-02/girls-lead-anti-harassment-campaign-on-bay-area-trains>.

Portland's TriMet transit agency followed recommendations from a blue-ribbon panel to reduce the role of police officers in enforcing fare payments. Additionally, as of "...July 2018, fare evaders were given opportunities to reduce their penalties and avoid the criminal justice system: they could pay a lower fare within 90 days of offense, complete community service in lieu of fines, or join the low-income ridership program."³⁸

MOVING PEOPLE AND GOODS and Transportation Justice

PBOT plans, builds, manages, and maintains a transportation system that keeps people and goods moving throughout our city. However, we know that our transportation system doesn't work for everyone. BIPOC Portlanders and people living on lower incomes experience lower access to multimodal travel options, face longer commutes, pay more of their household income on transportation, and disproportionately bear health and environmental burdens of today's fossil fuel-dependent and auto-centric system compared to white and wealthier residents.³⁹ To provide and manage a system that works for *all* Portlanders, we need to help move people and goods in a more just and equitable way.

Portland is also rapidly growing. With approximately 260,000 new residents expected to live in the city by 2035, many of the problems we're experiencing now—like worsening traffic, growing transportation disparities, increased risk of crashes, and rising carbon emissions—are due to get worse. These challenges disproportionately impact underserved residents, including BIPOC communities, Portlanders with low incomes, and people with disabilities.^{40,41}

As we grow, we must find ways to move more people and goods around our city efficiently, safely, and sustainably. Building more roads is not an option—we have limited space, and expanding roads has high financial, environmental, and social costs. Research also shows that expanding road space leads to more driving.⁴² If we add more lanes as a solution to growing congestion, the problem will only worsen inequities in our transportation system and our city's neighborhoods.⁴³ That said, our transportation system today is built to prioritize and best support travel by car (even though car ownership is very expensive), and many people have to drive to meet their daily needs, which makes disparities in car access among BIPOC and Portlanders living on low incomes particularly harmful.

Because of this, PBOT's Strategic Plan directs us to provide transportation options for our growing city, including through expanding and improving walking, biking, and transit facilities; making the most efficient use of our limited road space; using policy levers and price signals to reduce single-occupancy vehicle trips and encourage multimodal travel; and linking transportation to land use more effectively.⁴⁴ These objectives combined aim to move us toward a future where access to cars is not a determinant for being able to meet your mobility needs and where the unequal negative impacts of our car-dependent system today (congested roads, disparities in travel time and reliability, unsafe conditions) are eliminated.

While we are working within all the above objectives to seek more equitable outcomes, seeking true *mobility justice* also requires looking beyond just the equitable *movement* of people and goods to

³⁸ Transit Center (2021). P. 34.

³⁹ PBOT (2021). "Pricing Options for Equitable Mobility: Final Report." P. 8.

⁴⁰ Portland Bureau of Planning and Sustainability (BPS) (2020). "2035 Comprehensive Plan: Introduction." https://www.portland.gov/sites/default/files/2019-08/comp_plan_intro.pdf

⁴¹ PBOT (2021). "Pricing Options for Equitable Mobility: Final Report."

⁴² Benjamin Schneider (2018). "CityLab University: Induced Demand." <https://www.bloomberg.com/news/articles/2018-09-06/traffic-jam-blame-induced-demand>.

⁴³ Ibid.

⁴⁴ PBOT (2019). "Moving to Our Future," PBOT's Strategic Plan. P. 27-33.

considerations of community experience, knowledge, and expertise, the interrelated scales of the governance of movement, and more, as articulated in the principles of Chapter 2.

Key outcomes and emerging practices

Moving People & Goods and TJ Outcome 1: All people can freely, comfortably, and safely move and gather on our streets to meet their needs, regardless of identity, abilities, and economic status

Transportation focuses on the *act* of moving people and goods. Mobility, however, focuses on the *ability* to freely move or be moved. In other words, transportation is something you *do*, and mobility is something you *have*.⁴⁵

Because of this, mobility justice as a concept moves beyond the act of efficient movement and considers how power and inequality at various interrelated scales—from the personal to the institutional to the systemic to the global—inform both the governance and control of movement.^{46,47} It directs us to consider how historic and current decisions in both land use and transportation have impacted freedom of movement; how race, gender, sexuality, disability, and more effect experiences within our transportation system; and to center personal experience and qualitative data in our decision-making.

This definition of mobility also requires us to think beyond the use of streets for movement to other functions they serve, including space for community gathering and events, commercial or market activity, and protest.^{48,49} In the same way identities and structural prejudice can limit one’s ability to freely move on our streets, these forces can also limit people’s ability to gather or use right-of-way for these other, less movement-centric purposes.

Transportation Justice, therefore, moves us toward a vision of mobility where all people can freely, comfortably, and safely move and gather on our streets to meet their needs, regardless of identity (see principles of **recognizing past and existing injustice, interconnectedness of systems, intersectionality, and putting people first** from Chapter 2).

EMERGING PRACTICE: Asking who is mobile, who is immobile, and why, while resisting one-sized-fits-all approaches

⁴⁵ “The important difference here is the word ability. Transportation (‘across-carry’ in Latin) describes the act of moving something or someone, whereas mobility (‘capable of movement’) describes the ability of a person to move or be moved. In other words: transportation is something you do and mobility is something you have.” J. McKay (2019). “Transport or Mobility: What’s the difference and why does it matter?” *Forum for the Future*. <https://www.forumforthefuture.org/blog/transport-or-mobility>

⁴⁶ Mimi Sheller (2018). *Mobility Justice: The Politics of Movement in an Age of Extremes*.

⁴⁷ A term used to describe this is “purplelining.” Coined by Dr. Destiny Thomas of Thrivance Group, “Purplelining is a concept to describe the process by which certain neighborhoods and certain individuals and communities are systemically excluded from mobility and movement due to being deemed expendable due to racial, cultural, or economic locations on the spectrum of socio-economic privilege. People are purplelined as a result of structural and collective efforts to control the means to mobility and movement, which—at this point—are quintessential components of dignity, social cohesion, and wellness.” Destiny Thomas (2020). “Walk the Talk, Talk the Walk – Purplelining: Strategies that Heal.” <https://oregonwalks.org/walk-the-talk-purplelining/>.

⁴⁸ “When transport is isolated as a matter of efficient movements, it becomes disconnected from the wider meaning of streets, neighborhoods, and communities and thereby ignores the valuation of diverse peoples’ livelihoods, wellbeing, and health.” Mimi Sheller (2018).

⁴⁹ “Most significant here is that a resource such as accessibility, or even mobility understood as the ease of movement through physical space, cannot duly account for the diversity in needs, aspirations, and abilities. The underling point here is, firstly, that accessibility, mobility, and transport are not ends in and of themselves, but means to ends that are achieved through the activities undertaken across space and time that movement enables.” Ersilia Verlinghieri and Tim Schwanen (2020). “Transport and mobility justice: Evolving discussions.” <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC7359804/>.

Internationally recognized scholar Mimi Sheller recommends using the idea of “(im)mobilities” to think about inequities in a different way.⁵⁰ This concept asks us to move beyond the consideration of disparities as polar opposites and instead to examine who can freely move, who cannot, and how personal experience, interrelated systems, and larger governmental structures contribute to that. Sheller suggests asking throughout our work questions like:

- Who is able to exercise rights to movement and who is not within particular situations, and why?
- Who governs or controls systems of movement?
- How do policing and the criminal justice system impact peoples’ freedom and security to move?
- What can we learn from grassroots, community movements toward transportation justice in our work?
- How can we support building greater mobility justice, including the right to use streets for gathering, commerce, and protest?

The Untokening Collective’s *Principles of Mobility Justice* similarly calls for, “[shifting] focus from the modes of transit people use to the bodies and identities of the people using those modes by centering the experiences of marginalized individuals and the most vulnerable communities.”⁵¹ They specifically suggested exploring “why people choose the modes they do and tackling the wider range of barriers to mobility imposed upon communities as a whole, as well as individual bodies.”⁵² This requires us to resist applying one-sized-fits-all approaches, and instead exploring (im)mobilities as the foundation of our planning and work.

Moving People & Goods and TJ Outcome 2: All people have access to and ability to use safe, convenient, and affordable multi-modal transportation options

“Mobility” in the context of mobility justice does not only refer to whether and how far a person can travel within a specific period of time;⁵³ it also requires considering who has *access* to travel options and the destinations they want to reach, as well as whether or not they are able to utilize those options.⁵⁴ In short, while one might be physically able to move, if they can’t reach the destinations, jobs, and services they need to meet their needs, they may not be better off.

Today, we see disparities in access across our city, exacerbated by the pressures of gentrification and displacement.^{55, 56} This includes disparities both in time needed to reach destinations (jobs, schools,

⁵⁰ “The use of ‘(im)mobilities’ is meant to signal that mobility and immobility are always connected, relational, and co-dependent, such that we should always think of them together, not as binary opposites but as dynamic constellations of multiple scales, simultaneous practices, and relational meanings. Scale is a social construct, human geographers argue, and movement is precisely that which makes and remakes space-time and entangles different scales.” Mimi Sheller (2018).

⁵¹ Untokening Collective (2016). “Principles of Mobility Justice.”

⁵² Ibid.

⁵³ “Mobility refers to the movement of people or goods. It assumes that ‘travel’ means person- or ton-miles, ‘trip’ means person- or freight-vehicle trip. It assumes that any increase in travel mileage or speed benefits society.” “This recognizes both automobile and transit modes, but still assumes that movement is an end in itself, rather than a means to an end. It tends to give little consideration to nonmotorized modes or land use factors affecting accessibility.” Todd Litman (2011). “Measuring Transportation: Traffic, Mobility and Accessibility.” Victoria Transport Policy Institute. <https://www.vtpi.org/measure.pdf>.

⁵⁴ In the measurement of transportation: “Accessibility (or just access) refers to the ability to reach desired goods, services, activities and destinations (collectively called opportunities). Access the ultimate goal of most transportation.” “...”Accessibility reflects both mobility (people’s ability to travel) and land use patterns (the location of activities). This perspective gives greater consideration to nonmotorized modes and accessible land use patterns.” Todd Litman (2011).

⁵⁵ PBOT (2021). Strategic Performance Dashboards: Moving People & Foods – Access to Travel Options and Destinations. <https://www.portlandoregon.gov/transportation/article/796324>.

⁵⁶ PBOT (2021). “Summary: Snapshot + Qualitative Assessment of Transportation Related Disparities.” https://portlandoregon.gov/sharepoint.com/:b:/s/GT-Transportation-TSPRacialEquity/ESu6kbt6_LxEj7aD8QQQuBT0BhaiUGHiK6QqRWk1Ju_r9RQ?e=hd0NBc

services, etc.) and access to different options (protected bike facilities or frequent transit stops within walking distance, etc.). Travel time is highly associated with poverty levels and upward social mobility⁵⁷, so making more options and destinations accessible to BIPOC and other marginalized communities is a core outcome of achieving Transportation Justice (see principles of **eliminating disparities** and **redistributing power, resources, and opportunities** in Chapter 2).

Access as a metric also has limitations, however. It can ignore other barriers people may face in utilizing options, and as Verlinghieri et. al., state: “Having access to a bike, a bus, or healthcare centers is not particularly helpful if you don’t know how to read a timetable, don’t cycle because you feel it is too unsafe, or can’t negotiate the stairs or ramp at the entrance of the clinic.”⁵⁸ Because of this, it is critical to not only expand access but also address root causes that impact one’s ability to utilize different transportation options (see principles of **acknowledging the interconnectedness of systems** and **applying results-based accountability** from Chapter 2).

EMERGING PRACTICE: Analyzing who benefits and who is burdened by projects and policies across a range of indicators

Increasingly, transportation advocates and agencies are adopting more holistic understandings of what mobility looks like and how outcomes—both benefits and burdens—should be assessed, beyond just the ability to get from point A to point B. The examples below illustrate some specific tools or ideas PBOT can utilize in its work moving forward.

The Greenlining Institute’s Mobility Equity Framework

The Greenlining Institute is a non-profit in Oakland, California that focuses on advancing economic opportunity and empowerment for people of color. The Greenlining Institute’s [Mobility Equity Framework](#) elevates social equity and community power and address structural inequities through “an adaptable, customizable process for community, advocates, and transportation decision-makers”.⁵⁹

The framework lays out a mobility equity vision with three goals: 1) increasing access to affordable, efficient, safe, reliable mobility options; 2) reducing air pollution; and 3) increasing access to economic opportunities. It also outlines key steps to be utilized to achieve mobility equity: 1) identifying community needs; 2) conducting an equity analysis to compare outcomes; and 3) placing decision-making power in the hands of the local community.

PBOT’s POEM Project and Equitable Mobility Framework

In 2020, PBOT adapted the Greenlining Institute’s framework to develop its own [Equitable Mobility Framework](#) through its Pricing Options for Equitable Mobility (POEM) project.⁶⁰ Developed through collaboration with numerous PBOT staffers—including the agency’s Transportation Justice Steering Committee members—and over a year of community engagement, the framework articulates a set of indicators we care about and who we should prioritize when analyzing who benefits or is burdened by different decisions and actions. You can use the Framework to ask:

- What disparities exist in these areas today?

⁵⁷ Mikayla Bouchard (2015). “Transportation Emerges as Crucial to Escaping Poverty.” *New York Times*.

<https://www.nytimes.com/2015/05/07/upshot/transportation-emerges-as-crucial-to-escaping-poverty.html>.

⁵⁸ “A ‘resource’ in the abstract is not necessarily enabling every person in a particular situation.” Ersilia Verlinghieri and Tim Schwanen (2020).

⁵⁹ Greenlining Institute (2018).

⁶⁰ PBOT (2020). “Working Draft Equitable Mobility Framework.” https://www.portland.gov/sites/default/files/2020-09/2020_0713_emf_revised_clean.pdf

- If we implement a new project or policy, how will it change this outcome, specifically for BIPOC Portlanders?

Development of Mobility Indicators for Performance and Planning Evaluation

Many of the indicators in PBOT's Equitable Mobility Framework focus on increased mobility through access, reliability, and more. Many sections within PBOT are developing key performance indicators to monitor progress and outcomes beyond the traditional transportation measures associated with mobility. As part of this work, we are also seeking to gather more localized data to better understand how Portlanders use and experience our transportation system, including qualitative data.

EMERGING PRACTICE: Using pricing tools in our transportation system to capture the mobility, climate, and equity costs of driving and encourage use of non-driving options, while minimizing impacts on drivers living on low incomes and reinvesting revenue to further advance equitable mobility

Between January 2020 and July 2021, PBOT convened a community task force to advise on if and how the city should use new transportation pricing tools to advance mobility, climate, and equity goals. This group was called the Pricing Options for Equitable Mobility (POEM) task force. Pricing refers to using fees and charges to capture the costs of driving on our transportation system (including climate, safety, mobility, congestion, and other impacts) and send signals that can help encourage more efficient and sustainable transportation choices.

The task force, comprised of 19 community members representing diverse perspectives and backgrounds, adopted a suite of recommendations in summer 2021. These recommendations cover the following topics:

- Principles for how to make any pricing policy or strategy equitable. This includes prioritizing climate and equity outcomes over revenue generation; protecting low-income drivers through exemptions to the extent possible; reducing any burdens of new technology or enforcement; and reinvesting any revenue that pricing generates into projects and programs that further support equitable mobility.
- A set of potential near-term pricing strategies that the task force felt show the most promise, including new fees on public and private parking, TNCs (like Uber and Lyft), and urban delivery trips, as well as recommendations supporting commuter benefits and values to advocate for in state tolling conversations.
- A list of potential long-term pricing ideas that would require more planning time and regional coordination, such as moving to truly dynamic parking pricing, road usage charging, or a central city cordon.
- Complementary strategies that should be advanced alongside pricing to make our system more equitable and climate-friendly, like transit, bike and pedestrian programs and infrastructure, safety improvements, and financial incentives.
- And finally, steps the city should take to support policy development, like additional community engagement, collecting better data on who might be impacted by pricing strategies, studying the long-term impacts of covid, and making it easier for people living on low incomes to qualify for financial assistance across different programs.

The complete recommendations can be viewed [online here](#). In October 2021, City Council directed PBOT to develop more specific policy ideas in alignment with the POEM recommendations, returning with proposals in 2022.

Moving People & Goods and TJ Outcome 3: Goods movement does not disproportionately impact BIPOC and other marginalized communities, and all people have access to the goods they need to meet their needs

The flow of goods and services in Portland’s urban area is critical to everyday life. From food to clothes to furniture, the things we need to survive and thrive are delivered from nearby or from different places around the world through freight.⁶¹ While we all rely on urban freight, its impacts—both benefits and burdens—are not distributed equitably through our city and our communities.

From diesel emissions, to safety issues, to modal conflicts, to the locations of factories, freeways, and trucking routes, the burdens of freight movement are experienced disproportionately by BIPOC and low-income residents.⁶² As higher-income—and whiter—Portlanders freely order goods, consume and overconsume disproportionately, they enjoy the benefits of efficient freight movement while neighborhoods with higher proportions of BIPOC and lower-income residents bear the brunt of the associated negative impacts (see also Climate, page 25).⁶³ Further, underserved Portlanders lack access to freight’s benefits, due to costs of home delivery services, movement and locations of healthy food options, and more.⁶⁴ While the efficient movement of freight is integral to a thriving local economy, access to the benefits of freight must be considered in Transportation Justice, just as the disproportionate impacts on some community members need to be addressed and eliminated (see principles of **eliminating disparities, redistributing power/resources/opportunities, and acknowledging the interconnectedness of systems** in Chapter 2).

EMERGING PRACTICE: Applying concepts of justice in freight planning and policy development

Genevieve Giuliano, Professor at the University of Southern California Price School of Public Policy and Director of the METRANS Transportation Consortium, recommends considering the following environmental and social justice impacts in freight planning and policy development:⁶⁵

- The distributional equity of impacts of freight on communities, including environmental, health, land use decisions, and noise pollution.
- The hyper-competitiveness of goods movement systems and the potential of that competitiveness to lead to decreased wages in freight and delivery employment.
- Access to freight and its benefits, including healthy food and food deserts, home delivery services, and employment in the freight sector.
- The location of warehouses and distribution centers in relation to concentrations of BIPOC and low-income communities, as they are major truck terminals and attractors.
- The impacts of trucks on pavement damage in the above areas.

PBOT is in the process of updating its freight master plan, called [2040Freight](#), which will consider the impacts of goods movement on communities of color and other underserved and disproportionately impacted Portlanders. Through targeted community engagement and planning, we are working to

⁶¹ PBOT (2021). “2040Freight Public Survey.” <https://www.portland.gov/transportation/planning/2040freight/2040freight-survey>

⁶² Ibid.

⁶³ Renee Cho (2020). “How Buying Stuff Drives Climate Change.” *Columbia Climate School: State of the Planet*. <https://news.climate.columbia.edu/2020/12/16/buying-stuff-drives-climate-change/>

⁶⁴ Genevieve Giuliano (2018). “Freight and Environmental Justice [Webinar].” *Institute for Transportation and Development Policy*. <https://www.itdp.org/2018/04/17/webinar-freight-environmental-justice/>

⁶⁵ Ibid.

address barriers to access to freight’s benefits, from goods themselves to potential employment opportunities.

On top of this, *2040Freight* will consider the types of projects, policies, and program necessary to support safe, equitable, efficient, and sustainable freight movement in Portland. The plan will also address the various modes of urban freight movement and delivery beyond trucks—from rail to ship to van to bike and emerging technologies.

EMERGING PRACTICE: Measuring and improving access to goods in underserved communities

Miguel Figliozi and Avinash Unnikrishnan, professors in Portland State University’s Department of Civil and Environmental Engineering, coined a concept called home-based accessibility (HBA) that considers household types and access to home deliveries both prior to and during the COVID-19 lockdown.⁶⁶ Given that the pandemic made clear the need for access to home deliveries from a resiliency perspective, the research finds that low-income people, BIPOC, and households without cars are less likely to benefit from HBA during a pandemic. They therefore recommend:

- Transit policies that optimize the design of transit operations to support home delivery services at lower costs or offer home delivery services for paratransit users.
- Potential subsidies for underserved populations to access home delivery services.
- Investment in HBA and further research to consider the replacement of home delivery for shopping trips, especially in tandem with broader support for long-term telework.

ASSET MANAGEMENT and Transportation Justice

Every day, Portlanders rely on our transportation assets—like streets, bridges, bike lanes, sidewalks, and all other physical infrastructure we own and/or maintain—to get where they need to go. Valued at \$13 billion, many of these assets are substandard or crumbling.⁶⁷ We have a maintenance obligation of more than \$4 billion, most of which has no committed funding. Deferring these obligations increases costs in the future for Portlanders, and—when assets are in poor condition—creates gaps in the transportation network that keep people from getting where they need to go.⁶⁸ To support a city where all Portlanders can get around safely, easily, and sustainably, we must fix these deficiencies while developing a way to maintain our system responsibly and equitably.

While PBOT has secured new funding in recent years, it is both insufficient to see long-term improvements and reverse our over-reliance on carbon-producing fossil fuels; this goes against our climate and people-movement priorities while exacerbating disparate impacts to our most vulnerable and underserved residents (see Climate section, page 25).⁶⁹ Additionally, historic auto-centric infrastructure and investment decisions, like the construction of I-5 through the historically Black Albina neighborhood, have literally ripped apart communities in support of the comfort of auto users—who are

⁶⁶ Miguel Figliozi and Avinash Unnikrishnan (2021). “Home-deliveries before-during COVID-19 lockdown: Accessibility, environmental justice, equity, and policy implications.” <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC7904472/>.

⁶⁷ “What does this deferred maintenance look like? It looks like potholes, streetlight outages, temporary road closures, and other challenges that Portlanders encounter on their daily trips.” PBOT (2019). “Moving to Our Future,” p. 33.

⁶⁸ Ibid.

⁶⁹ Ibid.

typically whiter and wealthier—at the expense of BIPOC, low-income, and other underserved Portlanders.^{70,71}

PBOT is committed to addressing these deficiencies and inequities through its Strategic Plan, but we have much work to do. *Moving to Our Future* and PBOT’s *Five Year Racial Equity Plan* (currently undergoing an update, to be adopted in late 2022) direct us to focus on equitable distribution of services, transparency in communications, and co-creation of successful outcomes with community, and PBOT’s *Asset Management Policy Statement* outlines the role of asset management in supporting resilience and Transportation Justice.^{72,73,74} However, key directives to apply these goals and actions are not clear. On top of this, there is not a significant amount of available literature on the application of Transportation Justice principles beyond equity to asset management. This is not to say that application is not possible or that thought leaders are not advancing justice in this space, but points to the need for further exploration in partnership with community.

Key outcomes and emerging practices

Asset Management and TJ Outcome 1: There are no disparities in asset quality and condition across neighborhoods

People who live in areas with poorer quality assets have a harder time traveling to meet their needs safely, reliably, and conveniently. Asset condition and quality is a direct result of investment decisions: both historic and current. Advancing Transportation Justice through asset management therefore requires eliminating disparities in asset quality and making intentional investments (in partnership with community) to ensure BIPOC Portlanders are not burdened with lower quality, poorly maintained infrastructure (see principles of **eliminating disparities, co-creating solutions, centering race/targeted universalism, and addressing past harm** in Chapter 2).

Today, asset conditions are not equitably distributed across the city, and quality disparities differ by different types of assets. For example, when aggregating census tracts with higher proportions of BIPOC residents, these tracts actually exhibit a slightly higher average pavement condition index than whiter parts of the city, but pockets of particularly low quality exist in more diverse neighborhoods in Southeast and North Portland.⁷⁵ When looking at sidewalks, another critical asset class, quality and availability is much lower in East Portland, outer NE and outer SE, where a greater percentage of BIPOC Portlanders live.

Gathering better data on asset quality and condition and overlaying that data with demographic information is critical for gaining a better understanding of where disparities exist. This includes data on physical condition, but also understanding community priorities and service expectations from their

⁷⁰ Portland Bureau of Planning and Sustainability (BPS) (2019). “Historical Context of Racist Planning.”

<https://www.portland.gov/sites/default/files/2019-12/portlandracistplanninghistoryreport.pdf>.

⁷¹ “Like so many other aspects of life in America, decisions about infrastructure are fraught with persistent disparities of race and class.” Victor Rubin. (n.d.) “Safety, Growth, and Equity: Infrastructure Policy that Promotes Opportunity and Inclusion.” *Policy Link*. https://community-wealth.org/sites/clone.community-wealth.org/files/downloads/paper-rubin_1.pdf.

⁷² *Moving to Our Future* outlines three key strategies to advance equity through asset management: “Focusing on vulnerable roadway users...defining successful outcomes together...disrupting intergenerational financial barriers. PBOT (2019). “Moving to Our Future.”

⁷³ Racial Equity Plan Actions: “1.5: Design and use capital improvement racial equity impact assessment tool for infrastructure projects; 1.6: Prioritize projects according to Racial Equity Matrix; 4.3: Use data to address infrastructure deficiencies in communities of color; 5.4: Inform communities of color how work within the bureau is prioritized; 5.10: Develop process to rank constituent concern through dispatch.” PBOT (2017). “Five-Year Racial Equity Plan.” <https://www.portlandoregon.gov/transportation/article/796954>.

⁷⁴ “Asset management practice has a role in addressing social inequities and system resilience by establishing infrastructure goals in line with community expectations, particularly underserved groups, and through investments that increase the transportation system’s resilience to hazards... Applying the TJ framework includes identifying and advancing investments that support the lives of Black, Indigenous, and People of Color in Portland.” PBOT (2021). “Asset Management Policy Statement.” <https://www.portlandoregon.gov/transportation/article/456762>.

⁷⁵ PBOT (2021). Strategic Performance Dashboards. Asset Management. <https://www.portlandoregon.gov/transportation/article/796324>

assets, so we are benchmarking accordingly and using community input to help prioritize where we put asset management dollars. It also means collecting and monitoring data on asset risk, including vulnerability to natural disasters and weather events.

Having this data is not enough, however, to advance Transportation Justice—agencies need to utilize that data and information to make investment decisions that prioritize reducing disparities and improving conditions for BIPOC residents. And we need to interrogate whether the data we are using to inform our priorities is truly representative or excluding certain voices—for example, the 823-SAFE program provides a channel for community members to identify safety improvement priorities, but if white, wealthier Portlanders disproportionately use this mechanism (because of language accessibility, trust of government, proximity and access to decision makers, available time, comfort, etc.), it could skew investment and attention away from where the biggest disparities and inequities exist.

EMERGING PRACTICE: Applying an equity lens to capital project prioritization and operational work planning

In 2011, The Urban League of Portland, in partnership with the Office of Neighborhood Involvement (now the Office of Community and Civic Life) convened a working group called Portland’s Partnership for Racial Equity to create the [Racial Equity Strategy Guide](#).⁷⁶ Within the guide is a list of questions that engineers and practitioners can ask in order to apply an equity lens to capital project prioritization and operational work planning:

1. What is the existing level of service in the project area? How does it compare to existing level of service across the City? Example: Level of service for pavement condition, water pressure, sewer capacity or watershed health.
2. What is the demographic make-up of the area (socio-economic including race)? What disparities are documented? How does the service provided by the proposed asset maintenance, rehabilitation or renewal relate to those disparities?
3. If the level of service in the area is less than other areas in the City what are the impacts of that reduced level of service economically, socially, and environmentally? Does the project remedy those impacts?
4. If the level of service in the area is equal to or greater than other areas of the City what is the driver for the project?
5. What businesses will be impacted by the project during construction and after?
6. What are the potential negative impacts on homeowners and businesses long term?
7. Are there impacts outside of the project area?
8. What are the economic benefits of the project and who will benefit?
9. What are the social benefits of the project and who will benefit?
10. What are the environmental benefits of the project and who will benefit?

Asset Management and TJ Outcome 2: Human outcomes are centered and prioritized in asset management decisions

Asset management “best practice” often involves determining the life-cycle cost of an asset, meaning how much the infrastructure will cost to plan, build, and maintain into the future. In recent years, many agencies have adopted a “triple bottom line assessment” to consider comprehensive life-cycle costs of

⁷⁶ Portland’s Partnership for Racial Equity (2011). “Racial Equity Strategy Guide.” P. 36. <https://www.portlandoregon.gov/phb/article/653158>.

different asset options, including economic, social, and environmental costs.^{77,78} In Portland, this has been referred to since 2014 as business-case evaluation (BCE).⁷⁹

The utilization of this framework has been criticized, however, in both the public and private sectors, as it has been used to trade-off costs and benefits from a financial perspective rather than interrogate relational considerations and impacts that are important to justice and sustainability—including the wellbeing of residents and the impacts of these decisions on the climate.⁸⁰

As such, applying Transportation Justice principles to asset management requires putting human outcomes first and moving beyond financial balancing and focus on people and planet (see principles of **co-creating solutions/envisioning liberation** and **putting people first** in Chapter 2). We must also work to ensure that asset management is treated as equally integral to our desired outcomes instead of competitive with other social needs when funding allocation is decided.⁸¹

Effective asset management also addresses resilience to hazards in alignment with community expectations.⁸² Given the need for infrastructure to be resilient in the face of disaster, considering underserved groups and existing funding gaps is important. Further, resilience concerns more than just weather events, climate disasters, and the like (see Climate section); it also concerns community resilience against negative impacts of public investments in their communities, including gentrification and displacement.⁸³

EMERGING PRACTICE: Using “high road economy” mechanisms to promote community wealth building and just development

Several think tanks and advocacy organizations have begun using a concept called the [“high road economy”](#) to apply a more explicit justice lens on the triple bottom line idea.^{84,85} It is a strategy that emphasizes high quality jobs, environmental sustainability, and broad access to opportunities for a diversity of businesses and workers, and it is meant to contrast with today’s more common extractive, inequitable and environmentally degrading economic practices. Rather than considering trade-offs between social, environmental, and economic outcomes of growth and development, it forwards a

⁷⁷ Federation of Canadian Municipalities (2018). “Building Sustainable and Resilient Communities with Asset Management: An Introduction for Municipal Leaders.” <https://fcm.ca/sites/default/files/documents/resources/case-studies/building-sustainable-resilient-communities-with-asset-management-mamp.pdf>

⁷⁸ “Triple Bottom Line: A method to categorize the benefits and impacts an organization can expect from investing in its assets. The benefits are categorized into Social, Economic, and Environmental benefits to ensure a comprehensive evaluation in the decision-making process (measure, manage and report).” City of Portland (2019). “Citywide Assets Report.” <https://www.portlandoregon.gov/cbo/article/752505>

⁷⁹ Ibid.

⁸⁰ “But the Triple Bottom Line wasn’t designed to be just an accounting tool. It was supposed to provoke deeper thinking about capitalism and its future, but many adopters understood the concept as a balancing act, adopting a trade-off mentality.” John Elkington (2018). “25 Years Ago I Coined the Phrase ‘Triple Bottom Line.’ Here’s Why It’s Time to Rethink It.” *Harvard Business Review*. <https://hbr.org/2018/06/25-years-ago-i-coined-the-phrase-triple-bottom-line-heres-why-im-giving-up-on-it>

⁸¹ “Infrastructure plans should not have to compete with health, education, and human service needs but should be recognized as equally critical governmental and societal responsibilities that produce equitable results.” Victor Rubin. (n.d.)

⁸² PBOT (2021). “Asset Management Policy Statement.”

⁸³ “Public investments – sometimes even just the announcement of a planned investment – increase the investment potential of a neighborhood.” Lisa Bates and Aaron Golub (2017). “Planning Ahead for Livable Communities along the Powell-Division Bus Rapid Transit: Neighborhood Conditions and Change.” *National Institute for Transportation and Communities*, NITC-RR-912. https://ppms.trec.pdx.edu/media/project_files/NITC_912_Planning_Ahead_for_Livable_Communities_along_PowellDivision_BRT.pdf

⁸⁴ Tina Meyers (2015). “High Road Economic Development: Best Practices.” *Partnership for the Public Good*. https://openbuffalo.org/files/documents/Resources/2015_02_23_HRED_Best_Practices_4_pager_final.pdf.

⁸⁵ Emerald Cities Collaborative (2015). “Pathways from a Low-Road, Extractive Economy to a High-Road, Sustainable and Just Economy.” https://emeraldcities.org/wp-content/uploads/2021/04/Infographic_2-16-16.pdf.

vision where investments in each of these areas reinforce one another and move us toward a more sustainable and just economy (as illustrated in [this graphic from the Emerald Cities Collective](#)).

Organizations and agencies that adopt a high road economy vision will often use community benefit agreements and contracting mechanisms to ensure all participants in a project are held to the same principles and practice standards, and to develop strategies that maximize benefits to the local community. In an Asset Management context, agencies can apply high road economy principles in many ways:

- Are the workforce opportunities created by maintenance and construction projects high-quality, living wage jobs? Are BIPOC, women, people with disabilities, LGBTQ, and low-income workers prioritized for these jobs?
- Do the materials used in the project and the project itself minimize impact on environmental resources, carbon emissions, and community health? Are resiliency, climate adaptation, and carbon sequestration prioritized?
- Is the project designed to enhance community outcomes and minimize/eliminate community impacts, including displacement and gentrification? Is the project development and construction process accountable and transparent to the community it serves and impacts?
- Do the material and labor suppliers partnered with on the project also follow high road principles?

EMERGING PRACTICE: Measuring displacement pressures of potential infrastructure investments and mitigating impact

Investments that improve the quality of our assets or add new infrastructure can also raise property values and exacerbate pressures of gentrification and displacement. While applying a justice lens to asset management and system improvements may *encourage* investment in historically disinvested communities, these neighborhoods are also inherently more susceptible to displacement amid public investments.⁸⁶

In response to these pressures, the Comprehensive Plan directs city bureaus to utilize anti-displacement strategies in tandem with targeted investments.⁸⁷ One of these tools currently in development is the citywide *Social Diversity Investment Metric*. This tool will work to measure the displacement impact of public investments and reorganize the communication, phasing, and funding of public investments based on their impact. The goal is to prioritize those investments with the least impact to communities in terms of displacement risk while working to support community capacity building and policy/systems change that reduces overall threat of displacement.

Asset Management and TJ Outcome 3: Asset funding sources are just and sustainable

How we fund our asset management work is also critical to pursuing Transportation Justice. Today, our funding streams mostly rely on fossil fuel consumption through gas taxes and parking revenue, both of which are tied to driving trips that need to decline for us to meet our climate, safety, and mobility goals. They also are regressive revenue sources, where people living on lower incomes pay proportionally more of their income than wealthier users of our system. Achieving Transportation Justice in asset management therefore requires innovating and identifying new funding streams that are sustainable, do

⁸⁶Portland Bureau of Planning and Sustainability (BPS) (2021). "Anti-Displacement Action Plan: Foundation Report." https://www.portland.gov/sites/default/files/2021/final_foundationreport_main.pdf.

⁸⁷ Ibid.

not disproportionately burden marginalized communities, and support justice outcomes (see principles of **redistributing power/resources/opportunities** and **interconnectedness of systems** in Chapter 2).

In the near term while we seek more just and sustainable sources, we should also consider existing resource allocation decisions and rules—such as metered parking revenue allocation requirements in existing parking districts. In Portland’s Northwest Parking District, for example, rules require that a majority of parking revenue be utilized in the district boundaries; this rule guarantees that most funds go to the places with destinations, parking demands, and metered parking programs. While the Bureau’s Net Meter Revenue Policy addresses this allocation and recommends its continuation, it considers the potential for future parking district creation which could increase more equitable distribution of this revenue.^{88,89,90}

EMERGING PRACTICE: Identifying long-term funding strategies that are progressive and aligned with policy goals

Transportation agencies around the world are exploring funding streams and strategies that move away from fossil-fuel dependence and are not regressive, placing the greatest burden on lower-income system users. Ideas gaining some traction include moving away from fuel-based fees to mileage-based fees (also known as road usage charges), applying tolls or cordon pricing on specific areas or facilities, or decoupling funding from travel all together and collecting revenue via taxes.

What about PBOT’s Pricing Options for Equitable Mobility (POEM) project?

The POEM project was first and foremost about exploring whether pricing as a demand management strategy (i.e., a tool to reduce driving trips and increase multi-modal trips) could be equitable. That said, the pricing mechanisms POEM explored—ranging from parking fees to facility tolling, cordon pricing, and road usage charges—reflect many of the tools we may need to consider as part of our revenue strategy in the near and medium-term.

The POEM community task force concluded that pricing does hold promise as a tool to improve equity, climate, and mobility outcomes, but only if designed according to specific principles:

- Prioritize demand management (reducing trips) over revenue generation
- Exempt low-income drivers
- Protect vulnerable users from any disproportionate burdens of technology and enforcement
- Reinvest revenue generated into things that further support equitable mobility

POEM should not be considered the solution to our long-term asset management funding needs, given the importance of emphasizing demand management (which, over time, would reduce pricing revenue) and the need to invest in mobility improvements beyond asset management (such as direct mobility

⁸⁸ “Transportation funders should develop creative approaches to removing the financial barriers that prevent disinvested areas from accessing some transportation funding programs.” Chicago Metropolitan Agency for Planning (CMAP) (N.d.). “Leverage the transportation network to promote inclusive growth.” <https://www.cmap.illinois.gov/2050/draft/mobility/transportation-equity>.

⁸⁹ The City of Portland’s NW District Parking Management Plan recommends that revenue be allocated with a majority going to programs and projects in the district. While this may make sense at a surface-level, those disinvested areas without metered parking, parking demands, or the business centers to support them as a result may suffer continued disinvestment as a result of such decisions. PBOT (2012). “NW District Parking Management Plan.” https://www.portland.gov/sites/default/files/2020-03/northwest_district_parking_management_plan2012.pdf

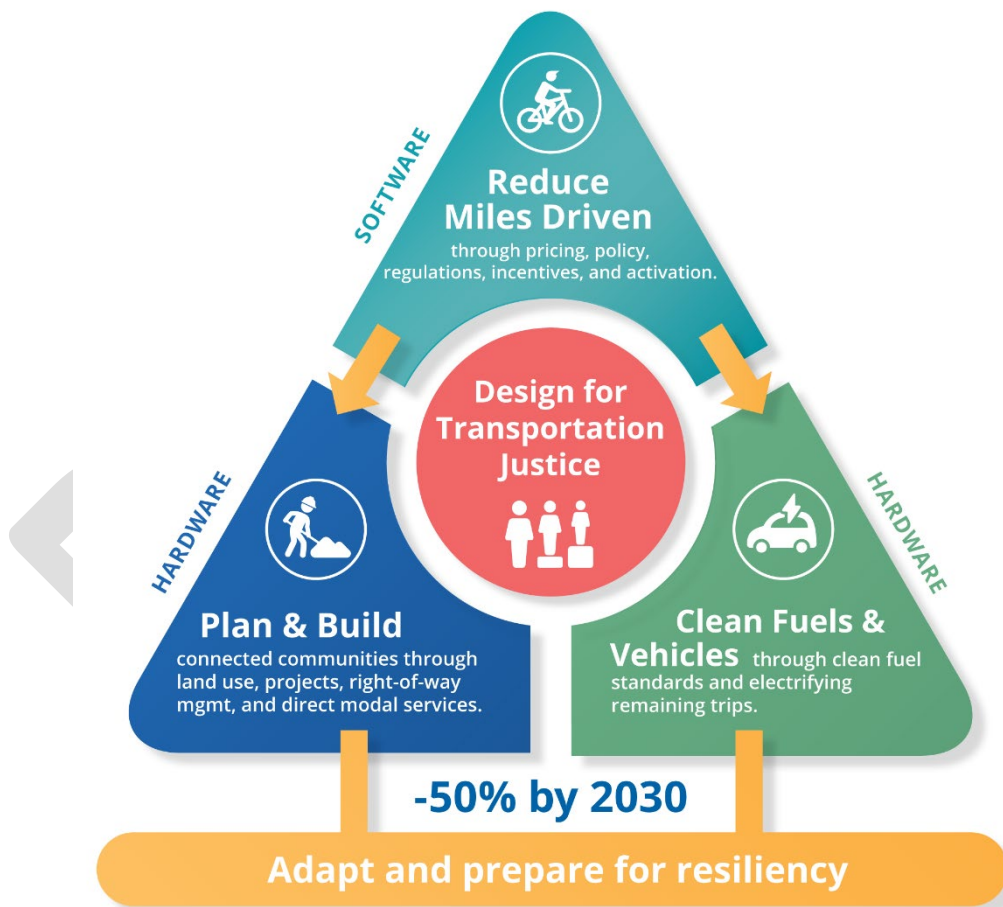
⁹⁰ PBOT (2020). “Net Meter Revenue Policy Review.” <https://www.portlandoregon.gov/transportation/article/763128>

services or financial incentives). These principles and ideas, however, do provide a helpful framework and guidelines for consideration as we seek a more long-term, justice-focused asset funding strategy.

CLIMATE and Transportation Justice

Transportation is the largest source of carbon emissions in the Oregon, accounting for more than 42% of emissions in the Portland region, and transportation emissions are on the rise in our region and state as passenger and freight vehicle use continue to grow.^{91 92} In 2020, City Council declared a Climate Emergency and updated carbon emission targets to a 50% reduction in carbon emissions by 2030 and a 100% reduction by 2050.⁹³

PBOT staff have been using the graphic below to illustrate our multi-pronged “climate strategy,” all focused on designing for transportation justice and advancing to the City Council-adopted target of 50% reduction in greenhouse gas emissions by 2030 from 1990 levels.



⁹¹ Oregon Department of Environmental Quality (2018). “Oregon’s Greenhouse Gas Emissions Through 2015.” <https://www.oregon.gov/deq/FilterDocs/OregonGHGreport.pdf>

⁹² Portland Bureau of Planning and Sustainability (2019). “2018 carbon emissions and trends.” <https://www.portland.gov/bps/climate-action/2018-carbon-emissions-and-trends>.

⁹³ City of Portland (2020). “City Council adopts Climate Emergency Declaration.” <https://www.portland.gov/bps/climate-action/climate-emergency/news/2020/7/1/city-council-adopts-climate-emergency>.

The first component of the strategy, **Reduce Miles Driven**, focuses on how we manage the transportation system—for example, any prices we charge to manage demand, policies that determine what we build and which management strategies we use, and regulations and incentives that implement the policies. This can be thought of as the “software” that runs the transportation system “hardware” (i.e., the rules of the road that largely determine how much people will use various modes, and when and where they access travel options and destinations). The second component, **Plan & Build Connected Communities**, focuses on the “on the ground” land use and transportation system that we and other agencies build and operate. For example, how dense and how mixed are the land uses, how close do people live to work and other destinations, and what quality and quantity of travel options do people have? This can be thought of as the “hardware,” the physical elements, of the transportation system. While building and operating a transportation system with quality transportation options is essential, it is also proving to be insufficient, as the plateau in mode shift to non-single occupant auto trips shows.

The third component, **Clean Fuels & Vehicles**, focuses on the carbon content of the fuels we use, from gasoline and diesel to electricity, and the powertrain of the motor vehicles, from internal combustion engines to partial hybrid and battery electric vehicles. These, too, can be thought of as “hardware,” or physical elements, that can be managed by the “software” (e.g., renewable fuels regulations or e-bike incentives).

In addition to these emission reducing strategies, another outcome we’re aiming for in the transportation system is **Resiliency**. Resiliency through adaptation to the impacts of a changing climate is becoming increasingly critical as those impacts become more frequent and more severe. For example, we need to start designing and building transit and roads that can withstand higher temperatures and more extreme wind and rain events and planting more trees in our right-of-way to manage the urban heat island effect. Adapting our hardware in this way can further support more equitable outcomes in our community, since we know that our most vulnerable community members face the greatest impacts from climate change.

Transportation Justice requires us to move beyond climate action to climate *justice*. Climate justice is a human centered approach to tackling climate change. It starts with the recognition of the humanity and stories of Black, Indigenous, women, low-income populations and other systematically marginalized communities that have been and remain on the frontline of climate change and the climate justice movement.

Climate justice requires that we recognize and address structural imbalances and inequities at the global, national, and local level. At the global level, marginalized and low income communities in the global South, whose resources have been extracted and exploited by the global north and contributed the least to the climate crisis, have historically bore the weight and burden of the climate crisis and have been hardest hit by climate change. On the other hand, countries in the global North who have the highest CO2 emissions have contributed more to the climate crisis and still enjoy environmental and climate privilege. Within the United States, Black communities, Indigenous communities, people with disabilities, and low-income communities are on the frontline of the climate crisis. To cite a few examples, more than one million African Americans live within a half-mile of natural gas facilities. They are exposed to air pollutants released by greenhouse gases. Systematically marginalized communities are more likely to live in urban heat areas than white people. In Portland, recent studies have shown

that areas prone to excessive heat are disproportionately populated by low-income communities and people of color due to racist housing and transportation policies.^{94,95}

As David Lammy pointedly stated ([see recording here](#)), “Climate Justice work cannot happen without racial justice.” Climate justice is not just about caring for the environment, it is about recognizing that lives, communities, and the existence of low-income communities and BIPOC communities all over the world is at stake. Climate justice is a racial justice, economic justice, intergenerational justice, and an equity issue. It is about decolonization and requires us to understand how climate change emerged from punitive and interlocking systems of capitalism, colonialism, racism, exploitation, slavery, resource extraction, and the commodification of culture.

The following sections speak to outcomes this strategy will help us achieve and how we must go *beyond* to truly advance Transportation Justice.

Key outcomes and emerging practices

Climate and TJ Outcome 1: Greenhouse gas emissions decline sharply toward zero by 2050, reducing the disproportionate impacts of the climate crisis

As we face a global reckoning with carbon and other greenhouse gas emissions, the impacts of climate change are already disproportionately impacting BIPOC individuals, households living on low-incomes, and people with disabilities. According to the Portland Air Toxics Solutions study by the Department of Environmental Quality (DEQ), Asian communities and populations living below the poverty line experience the highest impacts from on-road mobile emissions from freight vehicles, Hispanic and Latinx communities from residential wood combustion emissions, and Black and African American communities from area source emissions.⁹⁶

While these communities of color have less access to personal vehicles, they are disparately impacted by vehicle emissions, noise pollution, soil and water pollution, related health impacts, and more.⁹⁷ Extreme weather events like massive drought, wildfire (and smoke), and intense heat waves we have recently experienced in Portland have already impacted these communities disproportionately, and they are almost certain to get worse.^{98,99}

⁹⁴ Jeremy Williams (2021). [Climate Change is Racist: Race, Privilege and the Struggle for Climate Justice](#).

⁹⁵ Kate Williams (2020). “Historically racist housing policies exacerbating climate change effects in low-income Portland neighborhoods.” OregonLive. <https://www.oregonlive.com/environment/2020/01/historically-racist-housing-policies-exacerbating-climate-change-effects-in-low-income-portland-neighborhoods.html>

⁹⁶ Oregon DEQ (2012). “Portland Air Toxics Solutions Committee Report and Recommendations.” <https://www.oregon.gov/deq/FilterDocs/PATS2012.pdf>

⁹⁷ PBOT (2021). “Summary: Snapshot + Qualitative Assessment of Transportation Related Disparities.”

⁹⁸ City of Portland, Multnomah County (2016). “Climate Action Through Equity.” <https://www.portland.gov/sites/default/files/2019-07/cap-equity-case-study-web29jul.pdf>.

⁹⁹ Oxfam (2020). “Confronting Carbon Inequality.” <https://www.oxfam.org/en/research/confronting-carbon-inequality>.

This pattern is called “carbon inequality,” where those throughout the world, and in Portland, who are least responsible for the climate crisis (the lower-income and BIPOC) will suffer most from its effects.^{100,101,102}

Put bluntly, achieving our aggressive carbon reduction targets of 50% by 2030 and 100% by 2050 are *critical* for advancing Transportation Justice, because without achieving this outcome, the inequitable and unjust impacts of the climate crisis will only get worse, further harming our most vulnerable community members disproportionately.

Climate and TJ Outcome 2: Emission reduction and behavior change strategies are focused on those with more options and opportunities

How we achieve our carbon emission reduction goals is vital for moving beyond climate action to climate *justice*. Because of the “carbon inequality” described above, we need to intentionally focus on changing the behaviors of those who pollute the most today and have the greatest opportunities to change, rather than further burdening BIPOC and low-income community members who are least responsible. This means deliberately designing policies that ask more of those with greatest resources and options while co-creating and investing in solutions with communities that bear the weight of climate inaction and crisis, particularly given the legacy of transportation decisions that did the opposite, like freeway expansion and underinvestment in transit (see principles of **redistributing power/resources/opportunities, co-creation, and recognizing past and existing injustice** in Chapter 2).

EMERGING PRACTICE: Reigning in overconsumption while investing in those whose needs are not met today

The concept of redistributive justice in climate and sustainability work is not new, and the city is already seeking to adopt models that help us think about policy design along these lines. For one, City Hall has trained many staff across bureaus on Kate Raworth’s “donut economics” theory.¹⁰³ This model posits that we all exist within an ecological ceiling, but today, many in society “overshoot” that ceiling and overconsume, while others experience a “shortfall” in the basic resources they need to have a decent social foundation. Agencies that want to apply this model should think about how they design policies and strategies that reign in those who are overshooting and invest in those who are experiencing shortfall, so we can all coexist within the sustainable “donut.” In practice, this could look like pricing those who overconsume (e.g., through transportation pricing strategies, like those elevated by POEM, or carbon taxes), and investing that money in improving environmental outcomes for Portland’s most vulnerable communities.

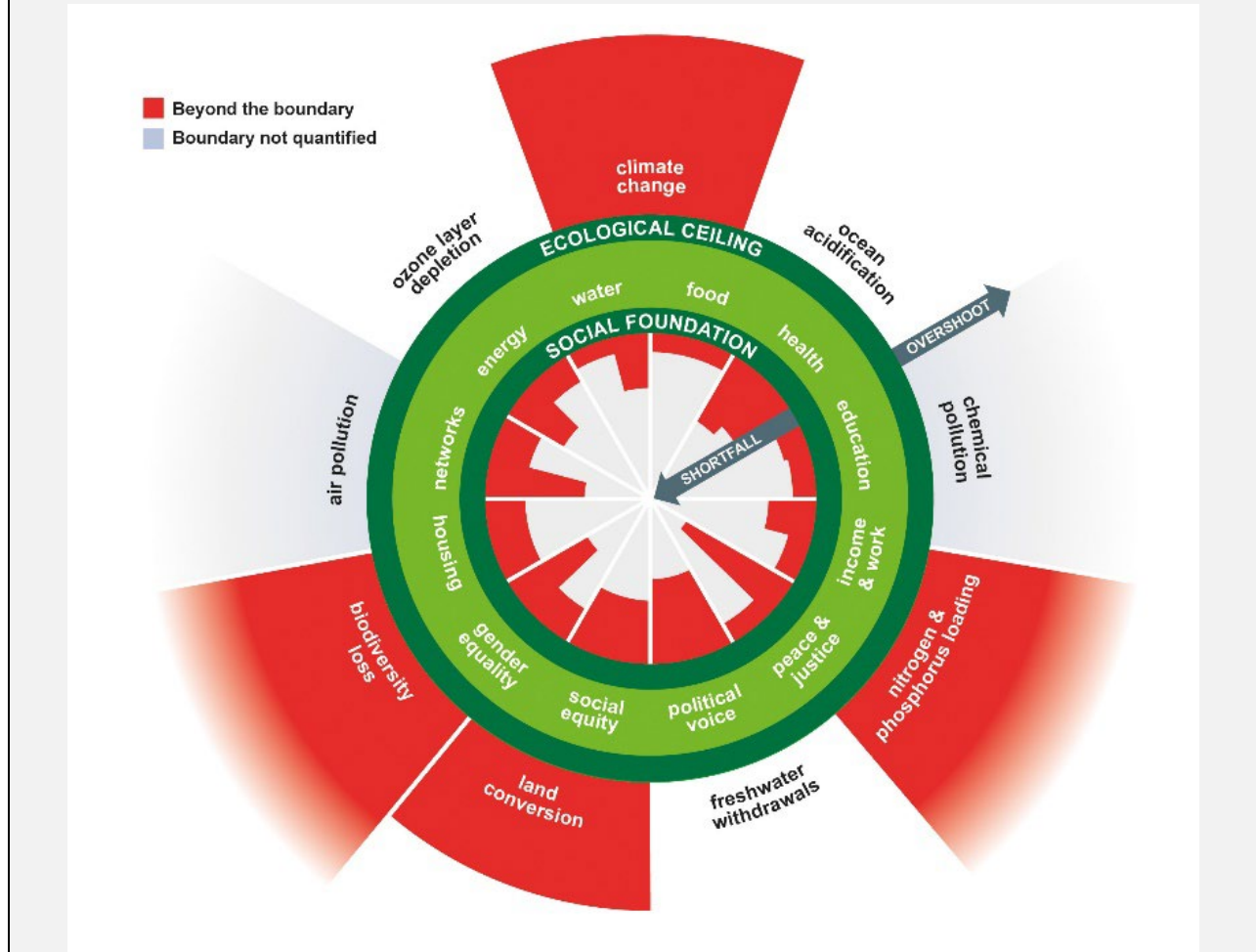
¹⁰⁰ Oxfam, 2020. Confronting Carbon Inequality.

¹⁰¹ Quote from source (for footnote or endnote): “Over the past 20-30 years, the climate crisis has been fueled and our limited global carbon budget squandered in the service of increasing the consumption of the already affluent, rather than lifting people out of poverty. The two groups that suffer most from this injustice are those least responsible for the climate crisis: poorer and marginalized people already struggling with climate impacts today, and future generations who will inherit a depleted carbon budget and a world accelerating toward climate breakdown.” Oxfam, 2020. Confronting Carbon Inequality.

¹⁰² “Fundamentally, the principle of climate injustice notes that those who have done the most to cause the climate crisis will suffer the least harmful effects.” Cohen, D. 2018. Climate Justice and the Right to the City.

¹⁰³ Kate Raworth (2017). “What on earth is doughnut economics?” <https://www.kateraworth.com/doughnut/>

Donut Economics Model



Climate and TJ Outcome 3: All people have access to low-carbon mobility options to meet their daily needs

While the burden for changing behavior should be on those with the most options, privilege, and resources today, advancing Transportation Justice through climate work also means expanding access to low-carbon mobility options so all people can utilize and enjoy these cleaner alternatives (see principles of **eliminating disparities, redistributing power/resources/opportunities, and acknowledging the interconnectedness of systems** in Chapter 2). In addition to reducing pollution, multimodal and lower-carbon alternatives are also usually cost saving compared to car travel, so the more these travel options are available and can be relied on to get people to where they need to go efficiently and reliably, the better for improving justice in our system.

Low-carbon mobility options include transit, walking/rolling, biking, and shared mobility options like e-scooters, e-bicycles, and shared electric vehicles.¹⁰⁴ It also includes expanding access to personal electric vehicles, though electric single-occupancy car trips are still less efficient than the previously listed options, and depending on how the electricity is generated, may not result in as great of climate benefits. That said, making electric vehicles and charging infrastructure more accessible and affordable

¹⁰⁴ Citizens Utility Board (CUB) (2020). "EV For All: Electrifying Transportation in Low-Income Communities." <https://www.citizensutilityboard.org/wp-content/uploads/2020/06/EV-for-All.pdf>

for people on lower incomes has the potential to dramatically improve opportunities and mobility in our current car-dependent system.^{105,106} It is also important to recognize that BIPOC and lower-income community members have benefitted less from the car-centric investments and planning of the past decades, which disproportionately rewarded white, wealthier communities, and therefore intentionally focusing on these underserved communities through the electrification transition is paramount.

EMERGING PRACTICE: Increasing access to new mobility services through financial assistance and incentive programs

PBOT's [Transportation Wallet](#) is a collection of passes and credits for use on transit, streetcar, bike-share, and scooters and is currently available to residents and employees in the Northwest and Central Eastside Parking Districts. For residents in those districts who qualify for TriMet's reduced Honored Citizen fare, the Transportation Wallet is free. PBOT also recently piloted a Transportation Wallet program for affordable housing residents.

[Research](#) from Portland State University about the Transportation Wallet for Residents of Affordable Housing pilot found that the financial incentives for low-income populations encourages participants to use new mobility services and increases access to new mobility options and destinations they otherwise could not get to.¹⁰⁷

We should continue to explore the expansion of new mobility access through programs like the Transportation Wallet in tandem with the expansion of information about the benefits of new mobility and potential financial support for underserved residents.

EMERGING PRACTICE: Expanding access to electric vehicle charging infrastructure through updates to Portland's zoning code

The Bureau of Planning and Sustainability (BPS) and PBOT are partnering on a code update project, called the [Electric Vehicle \(EV\) Ready Code Project](#), to ensure that charging infrastructure is available to renters and multi-dwelling buildings. The project is considering code changes to require the installation of electric vehicle charging infrastructure in new multi-dwelling and other residential development, expanding nonconforming development upgrade options to include EV charging infrastructure, and defining and identifying locations for mobility hubs in the city.¹⁰⁸ The project has key equity goals, including:

- The expansion of EV access, particularly for renters, low-income residents, and communities of color.
- The inclusion of underserved communities in technological advances in transportation.

¹⁰⁵ "For middle income and higher income households and communities, the primary benefits of transportation electrification may be the environmental benefits of reduced air pollution and lower carbon emissions. But for low-income households and communities, environmental benefits should be coupled with transportation improvements that will help these communities gain financial stability. Since greater access to transportation can help low-income families achieve their employment, education, and health goals, improved low-cost transportation options would have wide-ranging benefits." National Consumer Law Center (NCLC) (2018). "Principles for Fair and Equitable Investment in Electric Vehicles and Transportation Electrification." https://www.nclc.org/images/pdf/electric_vehicles/nclc-ev-principles-oct18.pdf.

¹⁰⁶ Ibid.

¹⁰⁷ Nathan McNeil and John MacArthur (2022). "New Mobility For All: Can Targeted Information and Incentives Help Underserved Communities Realize the Potential of Emerging Mobility Options?" <https://trec.pdx.edu/research/project/1318>.

¹⁰⁸ Portland Bureau of Planning and Sustainability (BPS) (2021). "About the Electric Vehicle (EV) Ready Code Project." <https://www.portland.gov/bps/ev-ready/about>.

- The improvement of public health and air quality, particularly for BIPOC and low-income residents.
- The reduction of household transportation costs for low-income and BIPOC residents.

Climate and TJ Outcome 4: Climate solutions are identified with frontline communities and implemented in ways that further support racial and social justice

The environmental justice (EJ) movement in the U.S. was started primarily by BIPOC communities who sought to address inequities in environmental protections in their communities. Aligned with the Civil Rights movement of the 1960s, the movement was championed by these groups around the location of toxic sites, landfills, highways, and more.^{109,110}

Professor Robert Bullard, one of the foremost scholars of environmental justice and environmental racism in the United States, wrote as early as the 1960s about consciously racist designs by governments and institutional neglect and the impacts of those decisions on communities of color.¹¹¹ While the link between transportation and civil rights goes back further, with the struggle against transportation discrimination well documented during what Bullard calls “transportation apartheid” of long-legal segregation throughout transportation systems, Bullard has been documenting for decades the disparate impacts of transportation investments on environmental outcomes and health for people of color. His research notes that the impetus and continued push for environmental justice does not come from inside government, but instead from grassroots activists and their bottom-up leadership strategies.¹¹²

Resulting from the EJ movement, several policies and directives at the federal level from the U.S. Department of Transportation (DOT) and the Federal Highway Administration (FHWA) direct agencies to ensure that social impacts of transportation investments on communities are recognized early and continuously while considering the impacts on low-income and minority populations.¹¹³ This directs agencies to work toward the equitable distribution of the benefits and burdens of plans, projects, and programs that receive federal funding.¹¹⁴

Current commonly applied EJ techniques at State DOTs and Metropolitan Planning Organizations include: identifying EJ populations; meaningful involvement with EJ populations; understanding needs and concerns of those groups; assessing benefits and burdens of proposed plans; assessing whether these plans may result in disproportionately high and adverse effects on EJ populations; and deploying strategies to address such effects.¹¹⁵ Additionally, some agencies are customizing definitions of these populations to include a broader range of groups than those federally required.¹¹⁶ Despite these

¹⁰⁹ United States Environmental Protection Agency (EPA) (2021). “Environmental Justice Timeline.” <https://www.epa.gov/environmentaljustice/environmental-justice-timeline>.

¹¹⁰ “Championed primarily by African Americans, Latinos, Asians and Pacific Islanders, and Native Americans, the EJ movement addresses a statistical fact: People who live, work, and play in America’s most polluted environments are commonly people of color and the poor...this is no accident.” Brian Palmer (2016). “The History of Environmental Justice.” <https://www.nrdc.org/stories/history-environmental-justice-five-minutes>.

¹¹¹ United States Environmental Protection Agency (EPA) (2021).

¹¹² “However, the impetus behind environmental justice struggles does not emerge from inside government or within nationally-based environmental and conservation organizations. The impetus for change come from grassroots activists and their bottom-up leadership strategies: organizing, educating, and empowering themselves to change the way transportation investments are made in their communities.” Robert Bullard (1996). “Just transportation: new solutions for old problems.” *Environmental Action*, 28:1-2, p. 19-20. <http://stats.lib.pdx.edu/proxy.php?url=http://search.proquest.com/magazines/just-transportation-new-solution-old-problems/docview/218447431/se-2?accountid=13265>

¹¹³ Hanna Twadell et al. (2019). “Environmental Justice Analysis in Transportation Planning and Programming: State of the Practice.” <https://trid.trb.org/view/1607254>.

¹¹⁴ Ibid.

¹¹⁵ Ibid.

¹¹⁶ Ibid.

directives, however, the top-down and prescriptive approach in transportation planning continues to lead to disproportionate impacts on BIPOC communities, low-income communities, and people with disabilities.¹¹⁷

Transportation Justice in climate work, therefore, requires a transformative commitment to working with and empowering community to identify, design, and implement strategies that achieve both climate gains and justice outcomes. This must go beyond check-box engagement and tinkering around the edges, to revising systems and the role of government as an actor and partner supporting the wisdom, leadership, and expertise of community (see principles of **redistributing power/resources/opportunities, co-creating solutions and envisioning liberation, and addressing past harm and mitigating structural injustice** in Chapter 2).

EMERGING PRACTICE: Directly investing in community-led climate justice solutions

Many economists, social scientists, scientists, and climate justice groups are calling for a focus on a “just transition,” shifting away from polluting industries and focusing on the urgencies of climate change and the disproportionate impacts of pollution on specific communities. “A critical aspect of the just transition is the idea that frontline communities must lead the co-creation of co-delivery of strategies, programs, and transitions that come out of the transition form an extractive economy.”¹¹⁸

Community-led processes have shown the ability to develop alternatives that would otherwise not be considered in plans and processes. This method can lead to improved plans and project performance with better community distribution of benefits and burdens.¹¹⁹ In relation to this, an emerging best practice is the direct provision of funding for groups seeking to engage in the planning process.

Pursuing community-based solutions to reduce urban inequality through partnerships with government is essential: “... for both infrastructural and political reasons, the best strategy to slash carbon emissions and adapt to the inevitable climate-linked disasters we cannot prevent is for public authorities working with community-based groups and movements to take immediate action to reduce urban inequalities...In short, the best way to prevent ecological breakdown is to democratically pursue climate policies that reduce social inequality.”¹²⁰

In the City of Portland, an example of this in practice is the Portland Clean Energy Fund (PCEF).¹²¹ PCEF is a municipal grant program established in 2018 by a citizen ballot measure fueled by a supplemental business license surcharge on large retail corporations. It distributes between \$44-61 million dollars a year in clean energy funding for renewable energy, energy efficiency, job training, green infrastructure, and future innovation for Portlanders and prioritizes BIPOC and low-income residents.

¹¹⁷ Alex Karner et al. (2018). “Transportation and Environmental Justice: History and Emerging Practice.”

https://www.researchgate.net/publication/325540110_Transportation_and_Environmental_Justice_History_and_Emerging_Practice.

¹¹⁸ Lauren Norris (2019). “Triple Bottom Line Applied In Portland.” <https://www.masterrecycler.org/news/2019/11/6/triple-bottom-line-applied-in-portland>.

¹¹⁹ Two case studies are overviewed in Karner, et al. (2018) to illustrate this: Interstate 710 in Los Angeles and the San Francisco Bay Area Six Wins Coalition.

¹²⁰ Daniel Aldana Cohen (2018). “Climate Justice and the Right to the City.” P. 2. <https://penniur.upenn.edu/uploads/media/Cohen.pdf>.

¹²¹ Portland Bureau of Planning and Sustainability (BPS) (2021). “Portland Clean Energy Fund.” <https://www.portland.gov/bps/cleanenergy>.

CROSS-CUTTING OPERATIONS and Transportation Justice

In addition to the previous goal areas, the *One Bureau, One Mission chapter* of PBOT’s Strategic Plan identifies five areas of focus for improving day-to-day operations: strengthening bureau alignment and capacity; optimizing data collection, use and accessibility; enhancing engagement with community; investing in external partnerships; and achieving excellence in project delivery. Focused on *how* we do our work (both externally and internally), these operational imperatives represent cross-cutting themes that are critical for successfully advancing work across all goal areas.

To advance Transportation Justice on our streets and in our community, we also must make sure our operational practices support the outcomes detailed above. This includes operational work related to external processes—like data transparency, public involvement, and community partnerships—as well as our internal practices—including workforce diversity, hiring, training, and retention. The following sections discuss key themes and emerging practices for how internal operations can be designed to support Transportation Justice outcomes.

Key outcomes and emerging practices

External-facing Operations and TJ Outcome 1: Equity data is consistently gathered, tracked, analyzed, and reported on

Throughout the previous sections, there is a common theme of wanting to reduce disparities across critical strategic outcomes. Doing this work, however, requires having available data—both quantitative and qualitative information, speaking to the true lived experience of community members—that enables this disparity analysis. Putting Transportation Justice into practice, therefore, requires us to consistently and transparently gather, track, analyze, and report on data, both to inform our continued pursuit of more just outcomes and build trust and accountability with stakeholders (see principles of **eliminating disparities** and **results-based accountability** in Chapter 2).

EMERGING PRACTICE: Adopting rules and regulations that require equity auditing and data reporting

To go beyond merely saying that data and accountability are important, certain jurisdictions are adopting requirements in their plans to regularly publish data and update and share information via public dashboards to hold themselves accountable to these standards.

King County, Washington had done extensive work incorporating equity into service planning and have recently updated their policy and strategy documents to incorporate equity in all its policy frameworks, including service guidelines, strategic plan, and long-range plan.¹²² Part of this effort was to create more rigorous systems of accountability around data tracking and accountability. Their Equity and Social Justice Strategic Plan identified Transparent and Accountable Leadership as one of four core strategies, and they created an online reporting platform where departments are required to provide data and updates on a quarterly basis for internal and public view.¹²³

Moreover, King County has incorporated equity data into their budgetary decision making, asking each program or project to indicate how equity was considered and evaluated in the planning, site selection, or other project or program aspects.

¹²² King County (2021). “Equity and Social Justice.” <https://kingcounty.gov/elected/executive/equity-social-justice.aspx>.

¹²³ King County (2021) “Strategic Plan Strategy Areas.” <https://kingcounty.gov/elected/executive/equity-social-justice/strategic-plan/equity-strategic-plan/area.aspx>.

Closer to home, Metro publishes a public equity dashboard, updated annually, sharing data about internal equity topics.¹²⁴ They plan to add data related to their Strategic Plan equity goals in the future.

External-facing Operations and TJ Outcome 2: BIPOC and other marginalized community members have power in planning processes and decision-making

Whether concerning safety, mobility, asset management or other priorities and goals, the way decisions are made and who has influence over them across these areas has significant implications for Transportation Justice. A key concept documented by many Transportation Justice thought leaders (including the Untokening Collective¹²⁵ and Greenlining Institute¹²⁶) is the importance of shifting power to community in planning and decision-making processes. This both recognizes the expertise and lived experience of community, which can help identify more impactful solutions than our limited government structures may be able to and acknowledges the power that is entrenched in decision making and resource allocation. Given the core principles of **redistributing power/resources/opportunities, co-creating solutions, and centering race/targeted universalism** (see Chapter 2) it is imperative that BIPOC and other marginalized community members are centered in planning and decision-making.

EMERGING PRACTICE: Co-creating innovative solutions through community-led design and planning

One specific example of this related to mobility design is the East Oakland 90th Avenue Streetway project. In East Oakland, planners worked to collaborate with local neighborhood and BIPOC community leaders to achieve a community-based vision for the redesign of a street popular for biking. Because it is popular to ride in the middle of the street in that neighborhood, the City worked with community members to develop and implement a design with bike lanes in the center of the right-of-way. Additionally, the Oakland Bike Plan's development has worked to develop community strategies to address racially biased policing and culturally relevant bicycle programming, and it was developed by directly funding five community-based organizations to lead the community engagement process.¹²⁷

EMERGING PRACTICE: Participatory budgeting that co-creates investment decisions with community

An emergent practice in the space of shifting power in decision-making is the move toward participatory budgeting processes in transportation agencies. The [Participatory Budgeting Project](#),¹²⁸ a nonprofit that creates and supports participatory budgeting processes in the United States in Canada, describes five general steps agencies can follow to implement similar processes in their own communities:

- **Design the process:** a steering committee representing the community creates rules and engagement plan around participatory budgeting.

¹²⁴ Metro (2020). "Equity Dashboard." <https://www.oregonmetro.gov/regional-leadership/diversity-equity-and-inclusion/equity-dashboard>.

¹²⁵ Specific relevant principles include "Value community voices as essential data," and "Co-create new decision-making processes." Untokening Collective (2016).

¹²⁶ "The real power lies in the decision-making around which types of transportation projects go forth and which communities benefit, and that requires community involvement." Greenlining Institute (2018).

¹²⁷ C. Cabansagan (2019). "Undoing Systemic Racism with Better Bike Planning."

¹²⁸ Participatory Budgeting Project (2021). "Services." <https://www.participatorybudgeting.org/services/>.

- **Brainstorm ideas:** Through meetings and online tools, residents share and discuss ideas for projects.
- **Develop proposals:** Volunteers develop the ideas into feasible project proposals.
- **Vote:** Residents directly vote on the proposed project that best serve their community’s needs.
- **Fund winning projects:** The government funds and implements the winning ideas.

External-facing Operations and TJ Outcome 3: [Advisory committees represent the demographics and lived experiences of our diverse community](#)

An advisory body is any City of Portland board, committee, or commission tasked with advising city bureaus and special projects. They are a powerful tool for community volunteers and city liaisons to collaborate on government projects and provide valuable insights on our diverse community needs and interests. They provide a space for city officials and communities to come together to hear appeals and concerns, provide expertise and advocate, develop, and implement code, review current practices, and plan future services. The City’s Office of Community and Civic Life oversees the City’s Advisory Body program, establishes common policies and requirements across bureaus, and provides support to bureau advisory body liaisons.

Ensuring these boards represent the diversity of the community we serve is essential to advancing transportation justice (see principles of **co-creating solutions** in Chapter 2). To date, we have not achieved this, and as PBOT’s current [Five-Year Racial Equity Plan](#) (adopted in 2016) states: “advisory boards...do not reflect the racial demographic of the community... racial, ethnic and linguistic make-up of advisory boards, volunteers...and public workgroups was not collected, tracked and evaluated [prior to adoption of the plan].” Because of this, a primary initiative in the Racial Equity Plan is to:

“Create consistent best practices for recruitment and retention of people of color on advisory committees and groups and embrace and enforce citywide policies and best practices for all advisory committees. Do a baseline analysis of advisory committee membership including demographic information about the racial composition of every group. This could include surveying all advisory committee staff and all advisory committee members.”

EMERGING PRACTICE: Actively recruiting for and support increased diversity on PBOT advisory committees

PBOT and Civic Life staff developed a suite of advisory committee recruitment best practices, available to all staff [online here](#). Advisory group bylaws have also been updated to have new measures in place to support greater diversity, and a confidential demographic form is now part of advisory committee application now, which is typically managed by Civic Life who disaggregates the demographic form from the application. Analyzing or reporting on this demographic information, however, can pose challenges as it would disclose protected class information.

Recruitment efforts continue to rely on mainstream communication channels. To reach diverse audiences, liaisons and staff should work with community partners and spread the word in ways that will reach audiences not connected to the City’s email and social media networks, such as community newsletters, culturally specific media outlets, and mailing lists of community-based organizations. Considerations should also be made as to the accessibility of meetings, including timing, provision of

childcare, food, and transportation, cultural competencies of the facilitator, and establishing shared ground-rules that create a culture of respect and inclusion.¹²⁹

External-facing Operations and TJ Outcome 4: We deliver our work in partnership with organizations and firms that support and empower BIPOC and other marginalized communities Through contracting, government agencies expand their ability to complete work, meet the needs of community members, benefit from expertise not found in-house, and strengthen partnerships with organizations and groups in the community. Historically, traditional contracting has rewarded firms with experience and connections to the corridors of power and competency in existing processes, and it has required contractors to meet stringent requirements, many put in place to reduce city liability and ensure fairness. As recognition of the wisdom and expertise of community-based and non-traditional contracting partners grows, there is an opportunity to reflect on procurement practices to reduce barriers for potential partners and increase equitable outcomes in how procurement dollars are invested. Advancing Transportation Justice through our operations requires us to innovate in this space and build partnerships with organizations and firms that empower BIPOC and other marginalized communities (see principles of **redistributing power/resources/opportunities** and **co-creating solutions** in Chapter 2).

EMERGING PRACTICE: Breaking down bureaucratic barriers to partner with, compensate, and build capacity with community organizations and BIPOC-owned firms

The City, in partnership with its stakeholders, initiated development of potential options to foster more equitable contracting and procurement outcomes in the City’s contracting policies. This process began with the creation of a “[The Universe of Options](#).”¹³⁰ The City intended to use this document as the basis for engagement with internal and external stakeholders and as the foundation for the city’s workplan to improve our Social Equity in Contracting programs. After several months, we shifted away from this approach of identifying solutions before taking the time to build a shared analysis of the root causes to the challenges we face. The City is now implementing the [Anti-Racist Results-Based Accountability framework](#) in partnership with community, and participating community-based organizations are paid for their engagement with this series. This will inform Procurement Services’ strategic plan to be rolled out in FY 2022-23.

PBOT itself has also been a leader in innovative contracting and partnership strategies:

The [COVID-19 Frontline Community Partnerships Program](#), launched in spring 2020, offered contracts up to \$10,000 in value for culturally specific and equity-focused community based organizations to lead activities that identify community needs to shape and inform how the Safe Streets program and other COVID-19 response efforts could meet those needs. The [Transportation Justice Partnership Program](#) built on the short-term COVID-19 opportunities, and established an on-call roster of organizations that PBOT can contract with for up to \$100,000 each to support policy development, engagement and facilitation work (additional work is ongoing to refine this program). In winter of 2020/21, PBOT also utilized CARES Act grant funds to support small businesses (with priority given to BIPOC-owned businesses) struggling due to COVID-19. This included distributing plaza kits with materials for constructing outdoor dining spaces, as well as Business Assistance Fund cards to offset material costs for operating in the right-of-way.

¹²⁹ Advancing Health Equity Learning Collaborative (n.d.). “Tips for developing a community advisory board.” https://www.solvingdisparities.org/sites/default/files/CAB_tips.pdf

¹³⁰ City of Portland (2021). “Universe of Options Summary for Equity in Contracting.” <https://www.portland.gov/sites/default/files/2021/universe-of-options-one-page-summary.pdf>

An innovative approach to on-call engineering services was authorized by Portland City Council via [Ordinance 190403](#) for two solicitations. The first solicitation included \$5 million awards for street design, and the second is for \$1 million awards intended for smaller firms that want to build capacity on projects beyond the [direct contracting](#) scale of \$150,000. Both solicitations' resulting price agreements will uphold a 30% subconsultant equity goal, increased beyond the citywide standard of 20%. We are actively building bridges and breaking down barriers wherever possible and refined the RFP by crafting questions and criteria to encourage equitable outcomes. We also continue to promote the use of [direct contracts and small procurements](#) as capacity building tools.

One of the top requests from businesses and contract equity advocacy organizations is to provide information on contracting opportunities early and often. PBOT was inspired by [Seattle DOT's approach to forecasting](#), and initiated a [new model for construction forecasting](#) that disaggregates scopes of work. We have scaled this practice up across the City's other infrastructure bureaus and have started to release on a quarterly basis. We hope to expand this model within the context of consulting and other goods and services. A key next step involves development of an availability analysis, so we have a better understanding of the pool of available and interested vendors to work on PBOT projects. We have initiated this process, and this has been identified as an opportunity to take place at the citywide scale.

Internal-facing Operations and TJ Outcome 1: Our leadership and workforce reflect the diversity of Portland's population

On the internal side of our operations, Transportation Justice requires that we ensure our workforce reflects the community that we serve. As stated by the Greenlining Institute: "To disrupt the existing paradigm, low-income communities of color need greater decision-making power in Metropolitan Planning Organization boardrooms, within transportation planning staff, and directly in their communities. Furthermore, transportation planners must reflect the diversity of the communities they plan for, as they often influence the project that other transportation decision-makers vote on... *Without this final step, the previous steps cannot effectively produce equitable outcomes.*"¹³¹

In other words, for government to truly advance the principles of **co-creating solutions, envisioning liberation, and addressing past harm while mitigating structural injustice** on our streets (see Chapter 2), it must also walk the talk with its internal culture, and that starts with ensuring a diversity of perspectives, opinions, and lived experiences are reflected within the workforce.

PBOT is already doing several things across our recruitment, hiring, and retention practices to move toward this outcome, but workforce equity data shows we are not making the progress we need to. The following emerging practices therefore reflect some things we are already trying but could lean in further on, as well as new ideas and examples from other agencies.

EMERGING PRACTICE: Building equity into all job descriptions, recruitment, and hiring processes

Consulting principal Desiree Williams-Rajee recommends organizations evaluate how all new positions being recruited for can further their equity goals.¹³² Specifically, this involves:

- Identifying and naming how the role will advance equity work at the organization.
- Integrating these responsibilities explicitly into the job description.
- Considering how positions (specially highly technical) could be structured to support equity goals.

¹³¹ Greenlining Institute (2018).

¹³² Desiree Williams-Rajee (2018). "Equity, Diversity, and Inclusion in Recruitment, Hiring, and Retention." Prepared for the Urban Sustainability Directors Network. https://www.usdn.org/uploads/cms/documents/usdn-equity-in-recruitment_hiring_retention.pdf.

- Evaluating job description for racial, gender, and socioeconomic bias.
- Conducting focused outreach towards communities of color to increase the number of qualified applicants of color and balance the impact of traditional forms of outreach.

This final point is critical, because the diversity of an applicant pool has a significant impact on who ends up getting hired. According to a Harvard Business Review [article](#), if there is only a single woman or person of color in the finalist pool for a job, the chances of getting hired are minimal, but jump exponentially if there are at least two women or BIPOC candidates being considered.

Once the recruitment has launched, it is also critical to address and avoid bias (explicit and implicit) in the review, interview, and candidate selection process. Specific practices highlighted in our research that we should follow include:

- Conduct blind resume reviews. Studies indicate that removing names of applicants from resumes results in more diverse hiring.¹³³
- Brief resume reviewers and interview panelists. Hiring managers can explain goals for the position and how they tie to the equity work and goals for the organization, as part of the criteria for consideration.¹³⁴
- Train all hiring panel participants in how to avoid implicit bias.¹³⁵
- Eliminate hiring manager filtering. Diverse candidates are often filtered out before they are even given an opportunity to interview.¹³⁶
- Take advantage of interview questions as another strategy to identify a candidate’s skills related to equity competencies. Include more than one knowledge, skills, and ability that ties to racial equity and inclusion.¹³⁷

EMERGING PRACTICE: Creating pathways for diverse candidates into public service

Beyond addressing equity in open recruitment practices, agencies can establish programs that enable diverse candidates to get exposed to public sector work and gain skills for future jobs in government.

In California, “Innovative Pathways to Public Service” is a cross-sector collaborative of education (K-12 and community college), workforce development, municipal and state government agencies, and regional community and business partners focused on developing a strong pipeline for a new generation of public sector professionals.¹³⁸ Their *Public Sector Workforce Needs Assessment* report highlights examples of pervasive systemic challenges and barriers to entry in government, including:

- Overreliance on online clearinghouses to recruit candidates, as opposed to developing partnerships with community organizations.
- Interview processes that are not conducive for applicants who may be working hourly jobs and are unable to leave to participate.

¹³³ City African American Network (CAAN) (2021). “City of Portland: Black Workforce Data.” <https://www.portlandoregon.gov/article/783364>.

¹³⁴ Desiree Williams-Rajee (2018).

¹³⁵ More on this topic can be found at: <https://www.projectimplicit.net/>

¹³⁶ City African American Network (CAAN) (2021).

¹³⁷ Desiree Williams-Rajee (2018).

¹³⁸ Randi Kay Stephens (2020). “Filling the Workforce Pipeline: Targeted Solutions Address Critical Needs.” <https://www.westerncity.com/article/filling-workforce-pipeline-targeted-solutions-address-critical-needs>.

- Lengthy application processes that may inadvertently eliminate qualified candidates who might end up accepting private sector positions before even finding out if their public agency application has been received or if they are eligible for an interview.

Locally, the City’s Water Bureau has successfully built out a more diverse workforce, in terms of demographics as well as lived experience, through its Apprentice Program. The program offers apprenticeships for Water Utility Workers and Water Operations Mechanics. While the focus is training people for jobs in maintenance and construction, many of the program graduates have been able to transition to jobs throughout the bureau. In the words of Danielle Marcial, one of their graduates of the program, who later was promoted to timekeeping specialist: “[The Apprentice Program] *provides a great opportunity for people to learn and earn a livable wage, free of college debt. The credentials I’ve earned, along with the up-close understanding of how our distribution system works will follow me throughout my career with the Bureau.*”

Internal-facing Operations and TJ Outcome 2: BIPOC staff stay at PBOT and hold leadership positions

For an organization to successfully advance Transportation Justice, it needs to be a place where BIPOC staff want to work, invest their time and energy, and hold leadership positions to drive the strategic direction of the work (see principles of **redistributing power/resources/opportunities** and **co-creating solutions** in Chapter 2).

Employees of color can face isolation and bias in the workplace, and retention, promotion, and inclusion of BIPOC staff in leadership positions is an area where PBOT needs to improve. Organizations and their employees can address this by being aware of the unique strengths that each employee of color has, the challenges they may face in the workplace (particularly in predominantly white organizations), and resources to support them.¹³⁹ For instance, managers and coworkers can:

- Create an environment that normalizes learning about institutional racism, inequality, and one’s relationship to these.
- Be mindful of when the dominant culture might be affecting the ability of an employee to successfully contribute to the workplace.
- Create space for self-care, especially to process collectively or individually traumatic or triggering events.
- Support employees to participate in opportunities for professional and leadership growth.
- Promote a learning environment, even when mistakes are made.
- Foster and promote ongoing dialogue during check-ins and/or performance evaluations (e.g., “stay” interviews, where you do not wait until an employee has decided to end their employment to get direct and honest feedback on what support they need to be successful and feel supported).

EMERGING PRACTICE: Investing in BIPOC employee advancement

In 2016, Diverse Empowered Employees of Portland (DEEP) hosted a Leadership Development Program (LDP), which had cohorts of 5 employees from each affinity group. Each cohort was provided with mentor pairing, professional development trainings, and other ongoing support. Not only did employees feel empowered and supported in their careers in the City, but all members of the cohorts have

¹³⁹ Desiree Williams-Rajee (2018).

advanced their careers and education since their participation in LDP.¹⁴⁰ This is an excellent example of how investing in current employees leads to advancement, and as stated before, opens doors for economic prosperity.

Internal-facing Operations and TJ Outcome 3: Work plans and staff evaluations hold the organization accountable to advancing Transportation Justice, racial equity, climate justice, and disability justice

Creating a workplace culture where racial equity is both a value and is *operationalized* can influence the overall success of racial equity within an organization.¹⁴¹ For example, in organizations that provide racial equity training for all employees, with a focus on operationalizing new strategies, discussions about race become part of our everyday with clear norms of behavior. This can alleviate racial anxiety and curtail stereotypes as well as aid with making practical and policy change.

For our internal operations to move us toward Transportation Justice, we must “walk the talk” with this commitment to racial equity, which means embedding justice principles into our work plans and staff evaluations, as well as having leadership hold staff accountable to abiding by those values (see principles of **results-based accountability** in Chapter 2).

EMERGING PRACTICE: Building an inclusive workplace culture

Evelyn Carter in her article “Restructure your Organization to Actually Advance Racial Justice”¹⁴² offers several things agencies should do to put justice into practice:

- Take seriously our role in educating employees about the accumulated racialized inequities in our society (health, housing, education, public safety, etc.)
- Educate employees about the history and current experiences of Black, Indigenous, and People of Color (BIPOC) communities.
- Encourage white employees and others to take individual responsibility for their own education.
- Increase awareness and offer strategies for individual accountability and structural changes needed to support inclusive workplaces.
- Leaders need to directly address the organization and explicitly support racial justice.
- Create an environment that normalizes and is willing to learn about institutional racism, inequality, and one’s relationship to these.

EMERGING PRACTICE: Asking candid questions to ensure leadership buy-in and commitment to Transportation Justice work

Maggie Potapchuk notes in her work on operationalizing racial justice that “a racial equity change process will disrupt and stretch the organization in sometimes scary, chaotic, and also unifying ways.”¹⁴³

¹⁴⁰ City African American Network (CAAN) (2021). “City of Portland: Black Workforce Data.” <https://www.portlandoregon.gov/article/783364>.

¹⁴¹ Julie Nelson and Syreeta Tyrell (2015). “Public Sector Jobs: Opportunities for Advancing Racial Equity.” <http://racialequityalliance.org/wp-content/uploads/2015/02/Public-Sector-Jobs-Final1.pdf>.

¹⁴² Evelyn Carter (2020). “Restructure Your Organization to Actually Advance Racial Justice.” <https://hbr.org/2020/06/restructure-your-organization-to-actually-advance-racial-justice>

¹⁴³ Maggie Potapchuk (2020).

To navigate this change and ensure there is buy-in, she recommends starting with a candid conversation about taking on this work, and offers the following discussion questions for organizational reflection:

- “What risks is our organization willing to take to operationalize its value of racial justice? Is the organization open to being explicit about naming structural racism, anti-blackness, and the system of white supremacy?”
- “How are we preparing to increase using our voice to ensure our values are in alignment with our actions? How is our organization open to using its power and privilege to make a stand and/or use its voice and standing in the community for justice?”
- “How is our organization preparing for the potential disruption in work, while policies, practices, and culture are being transformed to align with the value of racial justice?”
- “What are the practices that need to be put in place for staff and trustees to support each other, especially during complex change and uncertainty? How will our organization invest in and center building relationships? What types of support will be put in place for staff and trustees of color, since they are often burdened by the racial equity organizational change process – e.g., by its pacing, by whites’ hesitations, and by the consequences when truth about the impact of racism is shared?”
- “Is our organization building its backbone for examining everything the organization does using a racial equity analysis? Is our organization prepared to hear candid feedback and to listen to different points of view and hard truths?”
- “Is our organization prepared to end programs and services that are not moving toward racial justice, even if they have been successful and received affirmation and/or funding? Is our organization ready to examine policies, practices, and partnerships to see if they are reinforcing white dominant culture or racial inequities?”
- “After reviewing policies and practices, if past or current policies or practices have reinforced inequities and/or caused harm is our organization willing to be transparent so credibility can be rebuilt, and accountability is clear moving forward?”
- “How will our organization respond to stakeholders who may not agree with being explicit about racial equity, and/or centering racial justice? How is our organization preparing to deal with the potential backlash?”

4. Conclusion and recommendations for next steps

This preliminary research informed several foundational learnings that will inform next steps in the Transportation Justice Framework development project, including:

- A working draft definition of what Transportation Justice means to PBOT and core principles within that definition
- A preliminary suite of key outcomes to describe what moving *beyond* our strategic goals toward justice would look like in practice
- A starting list of emerging practices that can help move us toward those outcomes

Based on these findings, the research team recommends the following next steps:

1. **Distill this information for different audiences:** Recognizing the length, detail, and density of this document, we should package the key learnings into formats that are engaging, short, digestible, and clear for different stakeholders. These audiences include PBOT leadership, Goal leads and steering committees, PBOT managers, staff, and external partners.
2. **Work collaboratively with leadership, Goal leads, and the TJSC to define next steps for internal and external engagement:** It is prudent at this stage to check in with these key stakeholders regarding what elements and tools are most useful in a Transportation Justice Framework, given the information produced through this first stage in the process. As we articulate what the end products and final outcomes should be, we should discuss:
 - a. What the engagement strategy looks like, including vetting the information in this report with community members as well as translating it into practical, operational tools that staff want and need.
 - b. What a realistic timeline and budget for that work is.
3. **Don't reinvent the wheel:** As part of the step above, we should reflect on what *new* resources are needed versus what existing resources we might want to elevate as-is for PBOT application (for example, the POEM *Equitable Mobility Framework*, the Untokening Collective's *Principles of Mobility Justice*, etc.).
4. **Don't wait to begin implementing these emerging principles to our work:** While scoping the next stages of work will take time, and it is important not to rush racial equity work, we also should not delay in applying the principles and prompts documented in this research to our work. There is significant fodder in this report for managers and teams to begin discussing as we collectively seek to advance Transportation Justice, which is everyone's responsibility.

5. Appendices

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Organizations working on Transportation Justice to reference in future phases of work

Organization	Focus in Transportation	Plans/Work (w/ Focus on Equity)	Notes
Albina Vision	Transportation Justice	<ul style="list-style-type: none"> I-5 Rose Quarter Improvement Project/Albina Vision 	Albina Vision Trust is working to steward the vision of lower Albina to turn the area, once a thriving Black community, into a diverse and inclusive neighborhood again.
The City Repair Project	Placemaking and public gathering	<ul style="list-style-type: none"> Street Paintings 	City Repair helps communities in creative transformations of intersections to help facilitate their use as places for gathering beyond people/goods movement.
Coalition of Communities of Color	Racial justice	<ul style="list-style-type: none"> Police Violence is Hate Violence 	CCC supports policy analysis, advocacy, data and research, and leadership development to support a collective racial justice effort to improve outcomes for communities of color.
Community Cycling Center	Bicycling access	<ul style="list-style-type: none"> Andando en Bicicletas y Caminando (ABC) Understanding Barriers to Bicycling Project Hacienda and New Columbia (partnership with Hacienda CDC and New Columbia) working to making biking accessible to more people BIKETOWN for All 	Community Cycling Center's mission is to broaden access to bicycling and its benefits. CCC offers community programs that get Portlanders feeling the freedom of two wheels. CC teaches kids and adults how to ride safe, be their own bike mechanics, and get more confident behind the handlebars. CCC owns a full-service bike shop and sells new and used bikes, parts, and repairs.
Disability Rights Oregon	Advocacy for people with disabilities	<ul style="list-style-type: none"> Various legislative and legal support for transportation rights and accessibility for people with disabilities 	The link for the organization is a list of results for transportation-related updates on their website.
East Portland Action Plan (EPAP)	Needs of East Portland	<ul style="list-style-type: none"> East Portland Action Plan 	This group, convened by the City and Multnomah County, has worked to advocate for and advise on investments and strategies that improve livability

			in East Portland. The plan has a section on prioritized transportation strategies.
Getting there Together	Equity in transportation system (coalition)	<ul style="list-style-type: none"> Let's Get Moving regional transportation investment measure campaign support 	Working on "building a transportation justice platform that prioritizes transportation choices that offer people more travel options and increased access to opportunities and amenities" and to "ensure transportation investments do not lead to displacement..."
Green Lents	Clean air and infrastructure in Lents	<ul style="list-style-type: none"> Lents Green Ring Clean Air Action 	Focused on providing leadership, education, and environmental assets for the Lents community.
Imagine Black Previously called Portland African American Leadership Forum (PAALF)	Needs of Black/African American communities	<ul style="list-style-type: none"> The People's Plan 	This community driven plan focuses on the Black/African American experience in Portland and considers a vision of what it could be if it were a Black utopia; the plan has a section devoted to transportation actions.
Living Cully	Infrastructure improvements in Cully and anti-displacement	<ul style="list-style-type: none"> Wayfinding systems to parks Living Cully Walks Anti-displacement project and policy advocacy 	Living Cully Walks program has worked through capacity building to educate policymakers on needed pedestrian and bike infrastructure improvements in the neighborhood
Multnomah County Racial and Ethnic Approaches to Community Health (REACH)	Community clinical linkage and physical activity/built environment	<ul style="list-style-type: none"> Multnomah County REACH Transportation Crash and Safety Report 	REACH program is a county program to redress chronic disease burden and disparities among Black/African immigrant and refugees.
Oregon Walks	Walking and pedestrian safety	<ul style="list-style-type: none"> We Walk: Black Walking Initiative Walk to Talk, Talk the Walk 	The work overall seems to focus on education and advocacy regarding equity (based on website).
Organizing People/Activating Leaders (OPAL)	Environmental justice	<ul style="list-style-type: none"> Community-based Assessment of Smart Transportation Needs in PDX Youthpass to the Future Let's get Moving 2020 	OPAL has worked in various realms toward its environmental justice goals.

		<ul style="list-style-type: none"> • Bus Riders Unite! 	
Portland United Against Hate	Addressing hate/bias crime/violence	<ul style="list-style-type: none"> • Police Violence is Hate Violence • Report Hate 	PUAH is a coalition of 80+ organizations working to address hate violence in Portland. In the last two years, PUAH has collected over 250 reports on hate incidents.
Ride Connection, Inc.	Transportation access	<ul style="list-style-type: none"> • Public Transit Travel Training (RideWise) • Door-to-door rides • Community Connectors deviated-route service 	This private nonprofit primarily serves older adults and people with disabilities.
Rosewood Initiative	Transportation access/mobility options for Rosewood residents	<ul style="list-style-type: none"> • Advocacy for safe and efficient multi-modal transportation options for residents 	Rosewood Initiative is a place-based non-profit that supports community driven solutions for a healthier neighborhood. They work to connect neighbors to health resources, economic opportunity, and each other
Safe Routes Partnership (PNW Regional Network)	Active transportation safety and access	<ul style="list-style-type: none"> • Safe Routes to School • Active transportation policy advocacy 	The Safe Routes Partnership is a national nonprofit organization working to advance safe walking and rolling to and from schools and in everyday life, and abilities, and building healthy, thriving communities for everyone.
The Street Trust	Multimodal transportation safety, equity, and access	<ul style="list-style-type: none"> • Safer Streets for All Campaign • Jump Start Program • WeBike Portland 	Street Trust offers perspective of street users and seeks to expand transportation choices to reduce dependence on drive-alone trips and make Portland streets safer for everyone
Urban League of Portland	Black empowerment in all areas	<ul style="list-style-type: none"> • Education • Employment • Climate Justice • Health • Economic security and quality of life 	Founded in 1970, the National Urban League is a historic civil rights organization dedicated to economic empowerment to elevate the standard of living in historic Black communities
Verde	Leadership program for environmental justice	<ul style="list-style-type: none"> • Lideres Verdes 	The work listed here is just transportation-related; Verde does much more work than that listed.
Amy Lubitow, PhD (Portland State)	Mobility Justice, Transportation	<ul style="list-style-type: none"> • Mobility Justice • Ethnographic interviews 	Research focuses on how people are mobile and how transportation systems, pedestrian and

	Inequalities, Gender and Sexuality Studies, Environmental Sociology, and Critical Perspectives on Sustainability		cycling infrastructure, and social dynamics enable or constrain people's movements in urban areas.
350 PDX	Building a regional movement for climate action	<ul style="list-style-type: none"> • Climate Action • Opposition to fossil fuel exports in the Northwest • Build support for divestment at local and statewide levels 	350 PDX, a Portland chapter of the national 350.org, coalesced in the spring of 2013. Since 2013, the volunteer organization has grown to a core group of 350 activists working in coordinated teams to build a regional movement for climate action.
Partnership for Safety and Justice	Safety Criminal Justice Reform		PSJ advances policy solutions that are shrinking the prison system, investing in programs that prevent crime, and promoting healing for people harmed by crime and violence.

DRAFT

Glossary of terms

This glossary seeks to define jargon or vocabulary used in this research paper that may not be familiar to all staff. The definitions provided are how the research team understood and used the terminology. If you have questions or proposed edits to these definitions, or if there are other terms from the paper you would like us to add here, please contact Tosin Abiodun.

Access: Access refers to the proximity to or ability to use certain amenities or services (like bike lanes, frequent transit, a car, etc.). Large disparities in access exist within our transportation system today and working toward the elimination of these disparities is a key part of advancing Transportation Justice. Access as a metric also has limitations, however. It can ignore other barriers people may face in utilizing options, and as Verlinghieri et. al., state: “Having access to a bike, a bus, or healthcare centers is not particularly helpful if you don’t know how to read a timetable, don’t cycle because you feel it is too unsafe, or can’t negotiate the stairs or ramp at the entrance of the clinic.” Because of this, it is critical to not only expand access but also address root causes that impact one’s ability to utilize different transportation options

Automated enforcement: The use of image capture technology (such as cameras) to monitor and/or to enforce traffic control laws, as opposed to in-person enforcement by police officers. It can be used to combat aggressive driving behaviors such as speeding or running red lights.

BIPOC: Black, Indigenous, and People of Color. Refers to individuals and communities racialized as non-white and subject to racism and white supremacy as a result. Specifically highlights Black and Indigenous identities to recognize the unique harms to people with those identities.

Carbon inequality: The pattern in which those who are least responsible for the climate crisis (the lower-income and BIPOC) will suffer most from its effects.

Climate justice: A human centered approach to tackling climate change. It starts with the recognition of the humanity and stories of Black, Indigenous, women, low-income populations and other systematically marginalized communities that have been and remain on the frontline of climate change and the climate justice movement. Climate justice requires that we recognize and address structural imbalances and inequities at the global, national, and local level. Climate justice is a racial justice, economic justice, intergenerational justice, and equity issue. It is about decolonization and requires us to understand how climate change emerged from punitive and interlocking systems of capitalism colonialism, racism, exploitation, slavery, resources extraction, and the commodification of culture.

Co-creation: Envisioning, planning, and making decisions in true collaboration with community, as opposed to top-down processes or engagement purely to vet, endorse or tweak ideas. It involves collaboration and power sharing from the very beginning of a project life cycle.

Disability justice: As defined by [Mia Mingus](#), disability justice refers to: “A multi-issue political understanding of disability and ableism, moving away from a rights-based equality model and beyond just access, to a framework that centers justice and wholeness for all disabled people and communities.” It offers a framework that examines disability and ableism as it relates to other forms of oppression and identity (race, class, gender, sexuality, citizenship, incarceration, size, etc.) (Pepzna-Samarasinha, Leah Lakshmi, 2018).

Disparities: Significant differences in measured outcomes, experiences, and/or perceptions among different groups.

Disinvestment: The sustained and systemic withdrawal of capital investment from the built environment

Displacement: A process by which households or businesses are involuntarily forced to move from a neighborhood because of increasing market values, rents, or changes in the neighborhood's ability to meet basic needs (in the case of households) or erosion of traditional client base (in the case of businesses)

Distributional equity or distributive equity: A state in which programs and policies result in equitable distribution of benefits and burdens across all segments of a community, reallocating resources to focus on those with the highest need. See also *redistributive justice* and *targeted universalism*.

Epistemic Justice: How we think about, understand, and solve problems in our work—how we “know what we know”. Epistemic justice pushes us to support community-driven processes and to co-create new ways of looking at the problem and creative solutions beyond existing frameworks or decision-making structures.

Equitable Mobility: A concept of moving people and goods around a system in a way that reduces disparities and improves outcomes for those experiencing burdens today. At PBOT, this term arose from the Pricing Options for Equitable Mobility (POEM). The POEM Task Force developed an [Equitable Mobility Framework](#), which defines a set of indicators and outcomes we should measure to advance equitable mobility.

Equity: Eliminating barriers and disparities to achieve a state where one's identity does not determine their outcomes and access to social goods and opportunities.

Frontline communities: Black communities, Indigenous communities, people with disabilities, women, low-income populations, and other systematically marginalized communities that have borne the worst effects of climate change and led the climate justice movement.

High-road economic development: An economic development strategy that emphasizes high quality jobs, environmental sustainability, and broad access to opportunities for a diversity of businesses and workers. It is meant to contrast with today's more common extractive, inequitable and environmentally degrading economic practices. Rather than considering trade-offs between social, environmental, and economic outcomes of growth and development, it forwards a vision where investments in each of these areas reinforce one another and move us toward a more sustainable and just economy (as illustrated in [this graphic from the Emerald Cities Collective](#)).

Historically underserved communities: People and places that historically and currently do not have equitable resources, access to infrastructure, healthy environments, housing choice, etc. Disparities may exist both in services and outcomes.

Historically marginalized communities: Communities included as part of the 2018 RTP Transportation Equity Assessment include: people of color, people with lower incomes, people with limited English

proficiency, older adults, young persons. Governments have marginalized these communities over time by excluding them from decision-making processes and enacting policies rooted in racism and other forms of oppression.

Human-centered approaches: Tactics that prioritize people, humanity, lived-experience, and community outcomes over impersonal metrics. An example would be designing a street to make people safer and move more people in less time, rather than prioritizing car throughput.

Interconnectedness: The relationship between different sectors, structures, and systems that impact people's lives. For example, transportation as a system is interconnected to our housing system: people's transportation experiences are influenced by the housing choices they have available to them.

Intersectionality: An approach that recognizes how different social identities can overlap—such as gender, race, ethnicity, social class, religion, sexual orientation, ability, and gender identity—and acknowledges that experiences of prejudice, power, oppression, and marginalization can all be affected by the intersecting identities of individuals and communities. As Kimberlé Crenshaw who coined the term puts it, *“Intersectionality is a metaphor for understanding the ways that multiple forms of inequality or disadvantage sometimes compound themselves, and they create obstacles that are not understood within conventional ways of thinking about anti-racism or feminism or other social justice advocacy structures we have.”*

Institutional racism: [Race Forward](#) defines institutional racism as racism that occurs within institutions. It involves unjust policies, practices, procedures, and outcomes that work better for White people than people of color, whether intentional or not.

Internalized racism: [Race Forward](#) defines internalized racism as racism that lies within individuals. These are private beliefs and biases about race that reside inside our own minds and bodies. For White people, this can be internalized privilege, entitlement, and superiority; for people of color, this can be internalized oppression.

Interpersonal Racism: [Race Forward](#) defines interpersonal racism that occurs between individuals. Bias, bigotry, and discrimination based on race. Once we bring our private beliefs about race into our interactions with others, we are now in the interpersonal realm

Gentrification: A process by which an under-valued neighborhood that becomes desirable, resulting in rising property values and changes to demographic and economic conditions of the neighborhood. These changes include a shift from lower-income to higher-income households, and often there is a change in racial and ethnic make-up of the neighborhood's residents and businesses.

Justice: Redistributing power, resources, and opportunities to eliminate disparities and liberate priority populations who have carried the burdens of unjust, racist decisions and policies.

Mobility: The *ability* to freely move or be moved, beyond just the action of moving. While transportation is something you *do*, mobility is something you *have*

Mobility justice: Moving beyond the consideration of disparities as polar opposites and instead to examine who can freely move, who cannot, and how personal experience, interrelated systems, and larger governmental structures contribute to that. Mimi Sheller suggests asking throughout our work questions like:

- Who is able to exercise rights to movement and who is not within particular situations, and why?
- Who governs or controls systems of movement?
- How do policing and the criminal justice system impact peoples' freedom and security to move?
- What can we learn from grassroots, community movements toward transportation justice in our work?
- How can we support building greater mobility justice, including the right to use streets for gathering, commerce, and protest?

The Untokening Collective's [Principles of Mobility Justice](#) similarly calls for, "[shifting] focus from the modes of transit people use to the bodies and identities of the people using those modes by centering the experiences of marginalized individuals and the most vulnerable communities." They specifically suggested exploring "why people choose the modes they do and tackling the wider range of barriers to mobility imposed upon communities as a whole, as well as individual bodies." This requires us to resist applying one-sized-fits-all approaches, and instead exploring (im)mobilities as the foundation of our planning and work.

Outcomes: For the purposes of this work, "outcomes" refers to what our work achieves or contributes to in community, including the material and perceived changes in environment, experience, and conditions in our transportation system.

Participatory budgeting: A process of involving community members in identifying budget priorities and informing how financial resources get allocated through voting, mock investment exercises, or other engagement methods.

Personal Safety and Security: Freedom from threat and fear of emotional, psychological, and physical harm for Portlanders of Color in the publish right-of-way (read more in PBOT's [Beyond Traffic Safety problem statement](#)).

Processes: For the purposes of this work, "processes" refers to *how* we do our work, including the methods used, engagement practices, planning systems, decision making structures, and resourcing.

Racial equity: Eliminating barriers and disparities to achieve a state where one's racial identity does not determine their outcomes and access to social goods and opportunities.

Racism: A system that routinely advantages whites and disadvantages people of color. Where there are racial inequities, there is racism.

Results-Based Accountability: A methodology, adopted by the City's Office of Equity and Human Rights, that uses data to work toward defined end results by addressing root causes and barriers. It directs us to ask if our efforts: Start with the desired results and works backwards toward the means; Address the root cause of community impacts; Promote and prioritize community-defined benefits; Explicitly track and transparently communicate data on outcomes by race, income, disability, languages spoken at home, and other disaggregated traits; Mitigate and repair unintended outcomes; Disrupt historic patterns of doing what we have always done, because we have always done it that way.

Redistributive justice: Related to "redistributive equity", redistributive justice goes further and considers the redistribution of benefits and burdens with the understanding that enlarging the wealth, health, growth, etc... of those with the most privilege maintains the status quo in consideration of

values and limits the possibility of achieving justice (this can be worded better). Redistribution is an alternative to neoliberal ideology that overall growth or further enrichment of the affluent increases outcomes for everyone ([read more](#)).

Structural racism: Racial inequities across institutions, policies, social structures, history, and culture. Structural racism highlights how racism operates as a system of power with multiple interconnected, reinforcing, and self-perpetuating components which result in racial inequities across all indicators for success. Structural racism is the racial inequity that is deeply rooted and embedded in our history and culture and our economic, political, and legal systems.

Systemic Racism: includes institutional and structural racism; see *Institutional racism* and *Structural racism*.

Systems: Institutions and structures that create de facto and real norms, regulations, and laws that govern how people live their lives.

Targeted Universalism: to prioritize efforts that address the needs of those experiencing the greatest disparities, which will in turn improve outcomes for all

Traffic Safety: Safety of users of our transportation system related to motor vehicle operation, including things like crash and injury risk.

Transportation Justice: Transportation Justice refers to the elimination of disparities in our mobility and interconnected systems as well as a transformative and liberating redistribution of power, resources, and opportunities to those experiencing the greatest disparities today to ensure that all Portlanders use and enjoy the same access to safe, reliable, equitable, sustainable, and affordable transportation options. In today's transportation system, Black, Indigenous, and people of color (BIPOC) Portlanders, people with disabilities, households living on low incomes, multi-lingual individuals, immigrants, and refugees, LGBTQIA+ individuals, and displaced communities experience greater disparities and have historically been burdened by unjust and racist policies and decisions. Transportation Justice requires us to uncompromisingly condemn all forms of oppressive practices and racism, proactively reduce transportation disparities, address past harm, remove barriers, and measurably improve outcomes experienced by these communities. We achieve Transportation Justice by eliminating disparities, redistributing power, and emancipating unjustly burdened populations in both our processes (how we do our work) and outcomes (what our work achieves or contributes to in community).

White supremacy: The ideology that white people and the ideas, thoughts, beliefs, and actions of white people are superior to people of color and their ideas, thoughts, beliefs, and actions.