



Portland Bureau of Transportation
Final Research Report & Recommendations
Fall 2018



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Background & Project Objectives

Background

The Portland Bureau of Transportation (PBOT) partnered with Bloom Communications to gauge public attitudes and perceptions surrounding the work of the Bureau, with the purpose of improving PBOT's messaging and communications efforts. To date, PBOT has not performed any research of this kind and has instead been relying on anecdotal evidence to inform communications strategies. Various phases of quantitative and qualitative research combined to determine public sentiment towards the Bureau, itself, as well as priorities and attitudes toward key transportation topics.

Research Objectives

- Set a baseline measurement of attitudes towards the organization
- Discover top transportation priorities and issues of Portland, Oregon residents
- Gauge how current PBOT messages are being received and the level of understanding of what the organization is/does, which will ultimately serve to guide its longer-term transportation strategies

Research Approach & Methodology

Phase 1: Discovery & Internal Stakeholder Research

- One-on-one interviews with PBOT staff members, to discover PBOT stakeholders' existing perspective on communications & discover current research hypotheses, with the ultimate goal of informing questions asked in Phase 2 survey
- Review of existing messaging and campaign materials available from PBOT, to assess current PBOT messages and how they are being received, as well as the general landscape surrounding PBOT's mission and jurisdiction
- Collection and assessment of alternate resources related to Portland transportation to inform and help differentiate PBOT messaging

Phase 2: Quantitative Research - Regional Poll

22-question regional poll of 1,000 Portland residents, conducted online using a geographically and demographically representative sample of the City

Phase 3: Qualitative Research - Focus Groups

2 in-person focus groups; a total of 17 Portland residents with demographic and geographic considerations

Phase 4: Results & Recommendations

- Data analysis, prioritization of top research findings
- Assessment of messaging and outreach implications
- Messaging refinement recommendations



- Communication channel prioritization



Phase 1: Discovery

Objective

Understand existing perspectives of stakeholders regarding PBOT's communications approach, any current research hypotheses, and gaps in perception, experience and message delivery. Establish a baseline understanding of the PBOT brand and organizational landscape through the collection and assessment of existing messaging and campaign materials as well as competitive resources.

Stakeholder Interviews: Participants

- Leah Treat - Former PBOT Director
- Todd Liles - Division Manager, Construction, Inspection + Pavement
- Peter Wojcicki - Division Manager, Street Systems
- Kurt Krueger - Division Manager, Development Review
- Irene Schwoeffermann - Public Involvement Coordinator
- Chris Armes - Parking Operations
- Dana Dickman - Traffic Safety Section Manager
- Brendan Finn - Former City of Portland Chief of Staff

Stakeholder Interview Key Themes / Hypotheses to Test

Internal Alignment

PBOT is a team of individuals passionate about keeping Portlanders safe and, eventually, making Portland a city where residents are reliant on efficient multimodal transportation. The Bureau is progressive, forward-thinking, and at the forefront of technology and modal capacity.

"We're kind of a cut above. There's a reason we get continually lauded. I just think we attract people who love their jobs and have a genuine care for the people of Portland."

Transparency

PBOT has made significant efforts to increase transparency, but the organization still wears a lot of hats. The amount of various transportation projects PBOT is responsible for leads to muddled messages and brand confusion. Many Portlanders are unsure of what PBOT actually does and why they do it. Portlanders are overwhelmed by the volume of the bureau's projects and messages.

"One minute Vision Zero is the leading thing; one minute potholes is the leading thing. There are too many things going on at once, and it gets confusing."



"We have a little bit of an identity crisis."

There is a disconnect in where money is being spent and the knowledge that Portland residents have about those current projects. Projects overall are not easily digestible and there is a lack of understanding about why something in an individual resident's neighborhood is changing. PBOT addresses complex issues, and the solutions to these issues aren't broken down in a way that makes sense to the average person, which makes people confused, upset and ultimately distrustful of the Bureau.

"We often put things out that are big topics. We don't break it down or do regular follow-up. We put out a big report and don't explain how it fits together."

Equitability

There is a lack of engagement with communities of color, who have been asking for change for a long time. Many people of color do not feel safe taking transportation other than a car due to the fear that something will happen to them. Although these residents have an interest in walking and biking, they don't feel safe enough to do so.

"Everyone is not starting at the same place. Not everyone is driving because they like it; they are driving to be safe."

Communication

Externally-facing emails, press releases and social media updates are frequent, but too many updates sometimes lead to oversaturation. Updates are easy to find for those that are very dialed in -- members of BikePortland, for example -- but not as easy to locate for those that don't use social media or digital communications. The most vocal residents often drive the budget and city policies, and the bureau isn't in tune with what the general public wants or needs. In PBOT's striving for perfection, there may exist a lack of focus on the general good and making residents the priority.

"Lots of folks don't do electronic, so we need to think about the balance of folks that will never read an email or be on Facebook. We have a commitment to engaging folks that do not speak English, and there are ranges of literacy that we need to consider."



"Everyone thinks that their project is the most important. The average joe probably doesn't want the bike lane; they just want the street maintained. These are not necessarily the vocal people that come in and drive the budget. It's concerning to see most of our city policies focused around that vocal minority. Are we aligning with who the general people are? Or are we focused on the Biker's Alliance?"

Additionally, the WHY is left out in communications. Messaging around the greater story is lacking -- WHY lane configurations are happening, etc. An overarching story needs to be told more repetitively to gain traction. Communications sometimes ignore the sentiment of Portlanders altogether. For example, the tagline "We Keep Portland Moving" is the opposite of how residents feel, as they feel that Portland is stuck in traffic.

Interaction with State

At the state level, the priority is primarily congestion relief in the form of getting more cars through the roads. The solution for the Oregon Department of Transportation (ODOT) is capacity expansion on the roads and congestion pricing. Because PBOT's goal is to get more people through Portland with multi-modal transportation, inconsistent messages are being presented to the public. There is also confusion between the two, as some people don't know that PBOT is local and not related to ODOT.

"We don't always get good information from the state on their priorities vs. our priorities. We could better collaborate to send out the same message."

Change

Portland residents are very concerned about a city that they feel is drastically changing, often in ways that they don't like and aren't prepared for -- the main issue being population growth and traffic congestion. Portlanders demand a solution to traffic congestion but are unwilling to alter the way they are used to commuting to make positive changes and ease the situation. Portland cannot build itself out of traffic congestion; residents will have to start changing how they commute. Communication around change management is just as important as communication around transportation.

"Predictability is really important for the public. When we're not predictable, that's when we make the public the most upset. We need to say how this will impact people's lives. People can plan for the expected, but they can't plan for the unexpected."



"As we move to a more multimodal system, people have to choose something other than driving their individual vehicle everywhere. It's not an interest or a priority of theirs. It's a huge uphill battle."



Quantitative Research: Regional Poll

Objective

Gauge opinions and attitudes of Portland residents regarding PBOT, various campaign messages, and other key transportation issues through a city-wide poll, using insights gathered during discovery and immersion as the basis for question creation.

Poll Participants

The poll was distributed to 1,000 Portland residents with demographic information representative of the city.

Poll demographic segmentation:

- Gender
 - Female = 52%
 - Male = 48%
- Age
 - 18-24 = 7%
 - 25-44 = 47%
 - 45-64 = 29%
 - 65+ = 16%
- Education
 - HS or less = 14%
 - Some college/Assoc degree = 28%
 - College grad+ = 59%
- Household income
 - Less than \$50k = 24%
 - \$50k-\$99k=33%
 - \$100k - \$149k = 23%
 - \$150k + = 16%
 - Prefer not to say = 5%
- Race
 - White = 85%
 - Asian = 6%
 - African American = 5%
 - Mixed/other = 4%
- Ethnicity
 - Hispanic = 13%
 - Other = 83%
 - Prefer not to say = 5%
- Employment
 - Employed = 68%
 - Retired = 21%
 - Not employed = 4%



- Homemaker = 4%
- Student = 3%
- Work from home
 - Always = 8%
 - Sometimes = 11%
 - Never = 81%

Regional Poll Results: Key Findings

Transportation Usage and Consumption

- Two-thirds of Portland residents (68%) use their personal car at least 4 times a week, and one-quarter of Portland residents take public transportation at least 4 times a week.
- When it comes to ease, at least seven in ten Portland residents say, for their most common trips, getting around by their personal car, by foot and by MAX is easy. No more than one in five say any type of transportation is difficult to use.
 - And, for many, it's not that the method of transportation is difficult, it's that they never use this type of transportation. Almost half (47%) say they never use the Tram, one-third say they never use the streetcar (34%) or travel by bike (33%) and three in ten (29%) say they never use Uber, Lyft and/or taxis to get around.
- 40% of people say they take public transportation because of the environmental benefits.
- 88% of people believe Portland is a good city for walking and 85% believe it is a good city for biking.

Traffic Congestion

- Over nine in ten residents say that traffic levels have gotten worse in recent years (93%) and that more needs to be done to improve the quality of Portland's roads (93%). Over two-thirds of residents (68%) agree that building more roads is not the solution to traffic congestions.
- In terms of personal responsibility, half of residents (51%) say they only travel using their personal car while two in five each say they travel during rush hour (41%) and they drive only themselves to work (41%). Only one in five (20%) say they do not do any of these three things.
- Nine in ten residents each say if more people carpool, that will help reduce traffic congestion (90%) and if fewer people were on the road during peak times, that would help reduce traffic congestion (90%).
- To reduce Portland's traffic congestion problems, almost half of residents (47%) say they would be willing to take public transportation while around two in five would be willing to walk more (42%) or travel at a different time of day (39%) and almost three in ten would be willing to bike (29%) or carpool (28%). Over one in ten (12%), however, would not be willing to do any of this.

Transportation Priorities

- One-third of Portland residents say PBOT should focus on traffic congestion while almost one-quarter say it should be road maintenance.
- Safety is a big concern. 90% of Portlanders agree that more needs to be done to improve the safety of Portland's roads. Only 76 percent feel safe walking the streets of Portland. African



Americans and Hispanics are more likely than Whites to say they are concerned about the safety of people of color (85% and 80% vs. 73%, respectively) and they worry for their children (81% and 71% vs. 65%, respectively).

- Men are more likely than women to say that public transportation is safer than driving a personal car (39% vs. 24%).
- Almost three-quarters of Portland residents worry about the safety of people of color in the city while two-thirds worry for their children.

Do Portlanders See Themselves as Both Part of the Problem & the Solution?

- 65% of residents would be willing to pay more in taxes if they knew the money would be going directly to traffic congestion. 55% would be willing to pay more to drive during peak times if it meant a quicker commute.
- Portland residents want to know more. While over three in five (63%) say they feel informed about the roadwork and construction that takes place in their community, almost nine in ten (88%) want to understand more about what PBOT is doing to solve traffic congestion.

Brand Awareness & Attitudes

- Seven in ten residents (71%) are familiar with PBOT, with over 35% saying they are very familiar (35%) and 36% saying they are somewhat familiar.
- What comes to mind when residents think of PBOT? For almost three in ten residents (28%) it's potholes while for one-quarter (25%) it's safety and for almost one in five (18%) it is functional. Smaller numbers say satisfied (13%), bicycles (13%), concerned (12%), confused (11%), transparent (10%), trustworthy (9%), confident (9%), dysfunctional (1%) and wasteful (1%) while over one in ten (15%) say they do not know enough about PBOT to have an opinion.
- When it comes to how PBOT is doing, almost two-thirds of Portland residents (63%) would rate the job they are doing as good with one-third (32%) saying very good and three in ten (31%) saying somewhat good.
- Over three in five Portland residents are confident that PBOT is doing the right thing for the people of Portland, but less than three in ten have a lot of confidence.
- Similarly, over three in five have confidence that PBOT is doing the right thing for the future of Portland but less than three in ten have a lot of confidence.

Brand / Message Testing

- Just over half of Portland residents (53%) say they know about Vision Zero while just under half (47%) do not.
- To eliminate serious injuries and deaths on the streets of Portland by 2025, at least nine in ten residents would be willing to drive sober (96%), drive without distractions (96%), drive at safe speeds (95%), drive more carefully on wide, fast streets (95%) and see more enforcement of traffic laws (90%).
- For three in ten people, "Fixing Our Streets: Your Dime at Work" means higher taxes.
- For almost one in five Portland residents, "20 is Plenty" means they should slow down in neighborhoods.



Communications Channel Priorities

- Three in five people (60%) receive local news & information from local TV news and around two in five get it from local radio (41%), online at a local news site (40%) and social media (38%). Over one-third of residents (35%) get their local news from printed magazines; less than one in five (17%) get it from magazines and 3% get it from somewhere else.
- Almost half of residents (45%) do not currently get updates from PBOT, over one-quarter (27%) get updates via Facebook, over one in five from Twitter (22%) and Instagram (21%) and smaller numbers get updates via direct mailers (16%), email updates (16%), the PBOT website (15%), Nextdoor (14%) and text updates (9%).
- Over one-third of Portland residents follow PBOT on social media.
- 32% of residents said they would like to get PBOT updates and information via Facebook. Three in ten (30%) would like PBOT updates from email, around one-quarter from Twitter (24%) and the PBOT website (24%), over one in five from direct mailers (23%) or Instagram (22%), and smaller numbers from Nextdoor (15%), text updates (13%) or TV/local news (2%). One in five (21%) do not want to receive any updates from PBOT.

Overarching Themes & Areas of Further Exploration

After analyzing poll results, three key themes / priorities were identified: safety, traffic congestion and PBOT brand sentiment.

Safety

What is making Portlanders feel unsafe? What would make them feel safer? Where does PBOT fit into that equation? Uncover opportunities for PBOT to message how it's addressing specific concerns among different modes of transportation.

- What does "safe" mean?
- Why is driving a car the safest way to get around in Portland?
- Are streets unsafe because of potholes and needed roadwork?
- What safety nuances exist between the modes of transportation?
- What specific safety concerns are there regarding people of color?
- What about getting around in Portland makes people fear for the safety of their children?

Traffic Congestion

What messages would convince individuals to become part of the solution to traffic congestion? Where does PBOT fit into the equation?

- Motivations of people that mostly bike / walk / take public transit / carpool
- What initially spurred the decision to take transportation methods other than a personal car?
- What has made those that use other transportation methods continue to do so?
- What would make getting around by methods other than a personal car easier?
- How can PBOT be transparent and direct about the issue of traffic congestion?



PBOT Brand Sentiment

How can PBOT better address the needs of the community? Uncover opportunities for transparency and clear, simple messages -- informing Portlanders that PBOT is already addressing many of these needs.

- How can PBOT be more transparent about their role -- in larger Portland and in individual communities?
- People's current understanding of Vision Zero:
 - What do people want these messages to mean? What particular words and phrases stand out? Where / how would they prefer to hear these messages?



Qualitative Research: Focus Groups

Objective

Gather insight into the “why” behind responses indicated in the survey, using Phase 2 themes and areas of exploration to dig deeper into the opinions and sentiments of Portland residents with the goal of collecting actionable information for PBOT.

Methodology

Taking an iterative approach, key findings from Phase 2 were used to provide qualitative research recommendations in Phase 3. It was decided that two focus groups, held in opposite ends of Portland, would be the research method used in Phase 3.



Participant Data

Group 1: East Portland

#	First Name	Weekly Transportation Method	Willing to take public transportation?	# Years Using Public Transit as One Primary Transportation Method	Ethnicity	Area of Residence
1	Jennifer	Personal Car, Carpool	Somewhat Willing	Over 5 years	Caucasian	North Portland
2	Carol Ann	Streetcar, Bus, MAX, Walking	N/A	Over 3 years	Caucasian	South Portland
3	Rachel	Personal Car, Carpool, Walking	Somewhat Willing	Over 3 years	Hispanic	North Portland
4	Kendall	Personal Car, Bus, Walking	Very Willing	Over 5 years	African American	North Portland
5	Shantelly	Personal Car	Very Willing	Over 5 years	African American	South Portland
6	Jared	Personal Car, Bike, MAX, Walking	N/A	Over 5 years	Caucasian	North Portland
7	Will	Personal Car	Very Willing	Over 5 years	Caucasian	East Portland
8	Mohammed	Personal Car	Very Willing	Over 5 years	African American	South Portland
9	Janet	Personal Car	Very Willing	Over 5 years	Hispanic	North Portland



Group 2: West Portland

#	First Name	Weekly Transportation Method	Willing to take public transportation?	# Years Using Public Transit as One Primary Transportation Method	Ethnicity	Area of Residence
1	Eileen	Bus, MAX, Walk	N/A	Over 5 years	Caucasian	West Portland
2	Marisol	Personal Car, MAX	N/A	Over 5 years	Hispanic	North Portland
3	Chanelle	Personal Car	SW Willing	Over 5 years	African American	South Portland
4	Amanda	Personal Car	SW Willing	Over 5 years	Caucasian	South Portland
5	Tyler	Streetcar, Carpool, Bus, MAX	N/A	Over 5 years	Caucasian	South Portland
6	Kelly	Personal Car, Bike, MAX, Walking	Very Willing	Over 5 years	Caucasian	North Portland
7	Andrew	Personal Car, Bike, Carpool	N/A	Over 1 year	Caucasian	SW Portland
8	Darrell	Uber, Bus, MAX, Walking	Very Willing	Over 5 years	African American	West Portland



Key Findings

Portlanders don't understand why certain road changes / repairs happen, which is frustrating, particularly because road repairs are inconsistent and not properly communicated in advance.

"I do see a lot of construction happening in Portland, and it seems like it's happening all at the same time, and so that becomes very frustrating. Maybe they can alternate times?"

"The other day I was driving on Lombard, and over on Portsmouth, it was all blocked off. But I didn't know until I hit Portsmouth that it was closed, and I had to detour. They should have put signs way before that."

There are inequities in service when it comes to road maintenance. Some Portlanders feel that the roads are, overall, poorly maintained; others feel that the state of the roads is actually getting better. Based on where Portlanders live and work, sentiments vary.

"The last year, it has gotten better. Maybe that's the gas tax they put in, I don't know what it is. I feel like the roads themselves have less potholes in the last year -- before that it was the worst I've ever seen out of anywhere I've ever lived."

"I think they're really slow on repairing potholes. It's damaged our cars over the years living here, just because there are huge potholes everywhere in the inner Southeast area."

Portlanders are concerned for their safety and the safety of their children as they get around largely because of the homeless population.

"Yesterday I was at a bus stop, and I dropped something below the bench, and there was a syringe down there. I had my newborn with me. It's unsafe and dirty."



"I worry about my son. He rides the bus to school, because I have to work. I worry because you never know who is going to be there or what's going to happen, with the homeless..."

Portlanders generally feel safer in a car because they have some control over what happens to them and their families. There is a collective fear of other people and the uncertainty that comes with being around those you don't know.

"I was one of the people that was on the MAX when [the stabbing happened]. Right after that is when I got my car."

"I can control who's in my space when I'm in my car, and I don't have to worry about someone random bashing me in the back of my head while I'm driving... When you don't know people, they could look completely normal, and next thing you know..."

Besides safety concerns, another barrier to taking public transportation is inefficiency. It's often slower to take the bus than to drive a car.

"I recognize sometimes that buses will pass up people at bus stops when they go into this mode of 'drop-off only.' They need to make time more efficient so they don't have to do that. People are taking these buses so they can get to places *on time*. Those types of things make things really inconvenient... it would be nice if they expanded the buses so they could have more people on it."

"There needs to be express routes. The problem with taking the MAX is that you stop every five minutes, and it's quicker for me to just get in my car and drive downtown. If there's more routes that would be quicker to get to key destination points..."

Car drivers are being penalized because the city didn't appropriately plan for large population increases. Some Portlanders feel like this focus on multimodal transportation isn't the right priority for PBOT -- expanding infrastructure is. While 68% of Portlanders agree that building more roads is not the solution to traffic congestion, many others are still not aware of this fact.



"Priorities are definitely more towards sacrificing car transportation over bike transportation... It's not: 'Let's maintain and improve what we have; it's more: 'Let's stop maintaining and improving it, let's turn it into a bike lane, then we don't have to worry about car traffic anymore.' It feels like an upside-down priority model."

There is awareness of Vision Zero, but Portlanders don't understand PBOT's role in the campaign. Collateral is over the general population's head, and too detailed for quick reading. Portlanders are frustrated that Vision Zero focuses on the wrong things.

"It's like they're trying to distract us from what's really happening... like they're trying to venture off and do something different than what the actual problem is. It's like me procrastinating my chores when I was younger. I give myself a million other things to do so I don't have to do the four things my mom asks me to do. We're asking them to do a few simple things over a few years... they are just prolonging more issues."

"I didn't know if Vision Zero was going to implement different systems to help this or if it was just a campaign to let people know how to drive more carefully."

People that sometimes or often take public transportation do so because it's leisurely, they want their children to spend time in nature and because it's faster and more affordable to get to various destinations via public transportation.

"Sometimes it is nice to just sit down and have someone else drive. But then again, you have to worry about who's on the bus or MAX... who's going to act crazy. But, also for my kids... [public transportation] is nice because it's an outing for them and an adventure."

"If it's a short trip, it's much faster to take a bike than it is to drive."

Portlanders want quick, easily accessible maintenance updates that are quick to read to and save travel time.



"If you go online to look, you have to click through six different links. If they made it simple for the people that lived here to follow them on Instagram or Facebook... people are on their phones 20 times a day looking at that, and just a simple: 'Morrison Bridge will be closed tomorrow from 2 am to 8 am.'"

The way PBOT communicates with the public is haphazard.

"Today, it's '20 is Plenty,' and six months from now, it's: 'We're gonna do this other thing.' Things come and go so frequently."

Accordingly, Portlanders don't understand the vision or big-picture plan for the city. They crave an easily accessible master plan and desire the opportunity to give feedback on such a plan, as well as be more heard, in general.

"It's like they're up mass-producing random blueprints at night with no actual vision of what's really supposed to be happening."



Recommendations: Messaging Considerations

Focus messaging on PBOT's big-picture vision for the city.

In rolling out various projects and campaigns to address Portland's transportation priorities, the big picture, or PBOT's vision for the city, has become lost. PBOT exists to serve Portlanders. This is accomplished by ensuring that Portlanders are able to use public transportation safely and efficiently. That goal is achieved through a genuine partnership with city residents. The minutia -- PBOT's various projects -- are crucially important for accomplishing goals, but they should not be the focus of the organization.

This vision should be evident in each project. The sheer volume of projects and topics addressed by the organization is already overwhelming to the average person; different messaging for each project just causes additional confusion. Instead of striving for a catchy campaign name, PBOT should focus on continually communicating the bureau's overarching goal -- serving Portlanders -- in regards to each project.

"In individual project delivery, we are not consistent in message delivery. Messaging is left up to the individual project manager."

~PBOT Internal Stakeholder

"I have no idea what they are doing. What's their goal? It all comes down to politics. If we like the vision the politicians are producing, then we can vote for the politician, and if we don't like their vision, we can vote and say: 'No, I don't want that.' I have no idea what the vision is."

~Focus Group Participant

Consider the audience. Simplify all messaging to a fifth-grade reading level.

All messages should be succinct, digestible, tie back to PBOT's vision, and articulate a clear call to action. PBOT exists for the *people of Portland*, not government entities or other transportation organizations.

For individual project delivery, PBOT should clearly convey the project's purpose and how that purpose goes back to PBOT's overall vision. After reading each piece, Portlanders should have a crystal-clear idea about their next step -- and that next step should have a direct benefit for the reader, even if that benefit is simply that they get to play a role in eliminating traffic fatalities, solving traffic congestion, or repairing the roads in their neighborhood. PBOT should clearly articulate why the *reader* is important to achieving the project's goal, and what their specific role is in achieving that goal.



The need for direct, clear language was evident when testing Vision Zero collateral in focus groups. Participants were confused by the graphs, the play on words used, and what they were supposed to do with this information, in general:

"People are not very analytical. The engineer type, or a programmer, might look at it in more detail, but I think the average population is going to say, 'Next.'"

"I've heard of Vision Zero; I have no idea what it is. It tells you how good that name is if people still don't know what it is."

~Focus Group Participants

Statistics are great to include, but the overall purpose of the project should be the primary focus of any collateral piece. If graphs are used, they should be kept simple and clean, without the inclusion of too much information.

"This graph... it took me a long time to figure it out. It's not clear enough."

~Focus Group Participant

Proactively invite Portlanders into the conversation.

Overall, PBOT's positioning in the community should shift from that of a teller to a hearer, engaged in dialogue with Portlanders rather than one-way communication. PBOT should convey a genuine dedication to dialogue with Portlanders, communicating that their opinions are welcome, helpful, and even expected for the city to thrive.

"There needs to be some way for citizens to provide input. There's a lot of frustration in the community... in addition to [PBOT] giving information, they should also pull information from the community."

~Focus Group Participant

Truly partner with Portlanders.

In line with inviting Portlanders into the conversation, there should be an additional messaging shift: Individual Portlanders are essential to solving transportation issues.

Particularly when it comes to traffic congestion, the major shift has to be towards that of personal responsibility. While 32% of Portlanders believe that PBOT should prioritize traffic congestion above all



else, they don't own their role in the problem. 51% of Portlanders say they only travel using their personal car, while 41% say they travel during rush hour and 41% say they drive only themselves to work.

PBOT should explicitly communicate to Portlanders that building more infrastructure is impossible. While PBOT is responsible for improving the flow of traffic, ultimate responsibility for solving this issue lies with *individual residents*.

This is not what Portlanders want to hear, however, so while this message must be direct, it also must be understanding of the major lifestyle change solving traffic congestion requires. There needs to be transparent acknowledgment from PBOT:

"We know this is a big change for you, and that it's not easy. We're thankful for your partnership in making everyone's commute faster and more efficient, and for your patience as we create a better Portland."

PBOT should focus on the following benefits when creating messaging that encourages Portlanders to shift away from driving their personal car:

- The positive effect on the environment and the opportunity to be in nature.
- Affordability.
- Convenience, in terms of both parking and the "leisure" aspect -- that tasks can be completed on public transit that cannot be completed while driving.

Encouragingly, many Portlanders are at least willing to change their habits for the sake of reducing traffic congestion: 47% of Portlanders would be willing to take public transportation, and 42% would be willing to walk more.

Be transparent about transportation issues and acknowledge the concerns of Portlanders.

PBOT has to openly acknowledge Portlanders' concerns. There is a significant traffic congestion problem, safety fears are legitimate, and roads are not in the best shape they could be. While 63% of Portlanders think PBOT is doing a good job, less than three in ten people have a lot of confidence that PBOT is doing the right thing for both the people of Portland and the future of Portland.

But Portlanders are genuinely interested in knowing more about the bureau, its goals, and plans to achieve those goals -- as one example, 88% of survey participants indicated that they want to know more about what PBOT is doing to solve traffic congestion.

Acknowledging the legitimate concerns of Portlanders and directly addressing the apparent changes that the city is facing will go a long way in increasing transparency, and ultimately, building trust.



"Just let us all know you get our complaints, and say: This is the plan; this is how long this is going to take. 'We appreciate and we know.' ... They owe us an answer."

~Focus Group Participant

To summarize our recommended messaging strategy:

"PBOT cares. PBOT is listening. PBOT is aware of your concerns regarding transportation, is working to make them better, and wants YOU to be involved."



Channel Strategy

Create separate Facebook and Twitter accounts, dedicated to city-wide traffic updates.

Traffic updates (including road and exit closures, pothole repair projects that may disrupt traffic, etc.) are currently buried among other posts on PBOT's brand accounts. PBOT should provide user-friendly traffic updates to make Portlanders' commute as easy and stress-free as possible. And because 32% of Portlanders would like to receive notifications from PBOT through Facebook, dedicated social media channels are a natural host for traffic updates.

In contrast, PBOT brand accounts should be primarily focused on the organization's overall, big-picture plans and inviting Portlanders into the conversation, as well as events that PBOT is hosting.

Create a mobile app for Portlanders to provide feedback.

To encourage feedback from Portlanders, PBOT should create a mobile app that provides the opportunity for Portlanders to provide input regarding PBOT's every project and priority -- not just pothole repair requests, although the need to be heard regarding road maintenance in individual communities is important, as well -- for two reasons: to enforce our recommended "listener" messaging strategy, and to improve equitability.

While not everyone has access to a desktop computer, most have access to a cell phone. An app, accessible for all mobile phone users, will greatly improve the chances that people of all socioeconomic backgrounds, ethnicities, ages, and more will contribute their thoughts on transportation topics. The current pothole repair app, [PDXReporter](#), is only accessible through a web URL and requires a portlandoregon.gov website login. This creates a huge barrier to entry.

Portlanders are eager to give feedback on what PBOT's priorities should be, PBOT's projects, and overall transportation planning for the city. They feel like PBOT is out of touch -- with the day-to-day obstacles to effective and safe transportation and with the realities of getting around in a growing city that, in their minds, has not planned for population influxes. A mobile app is the easiest way to give Portlanders the chance to be heard.

"There needs to be some way for citizens to provide input. There's a lot of frustration in the community... In addition to [PBOT] giving information, they should also pull information from the community."

~Focus Group Participant

Utilize opt-in text alerts.

Text alerts should be used as a means of providing traffic updates as well as encouraging feedback. Traffic updates will be most relevant if they are sent based on the address and daily commute of



Portlanders. Additionally, text alerts should be utilized to alert Portlanders of new projects that are in the process of being rolled out, requesting feedback on those projects via the mobile app.

Text alerts should only be sent to those that opt-in, with the option to subscribe to some notifications and not others (for example, subscribing to traffic updates but not PBOT project updates).

A call to action to sign up for text alerts should be clearly visible on the homepage of PBOT's website.



Further Research Recommendations

Invest in segmentation and persona development.

Segmenting audiences will be key for PBOT moving forward. Many projects require a degree of nuance that must be addressed in order to appropriately create tailored messaging for each audience. For example, safety concerns will need to be addressed separately for individuals of color vs. majority groups. Interestingly, in focus groups, individuals of color did not say that they were afraid to get around Portland *because* of their color, but they were *more likely* than white individuals to express safety concerns, particularly for their children. Engaging in dialogue and distributing messaging that is unique and non-universal, acknowledging the concerns of people of color, will help PBOT better resonate with diverse audiences.

Segmentation should be based on ethnicity, region of Portland, and even interests. Once audiences are divided into groups and personas are developed, PBOT can more effectively create 1:1 messaging for emails, direct mail pieces, and flyers.

As another example, in marketing to individual neighborhoods about pothole repair, areas with known socioeconomic disadvantages will need different messaging than those in more affluent neighborhoods. The overarching tone of PBOT's messaging -- that concerns are heard -- should, as always, remain consistent, but the specific nuance of that message should change with consideration for the audience.

"I live in the hood, and my road has tremendous potholes. You have to go way less than five miles an hour. I've lived there for five years and they've never tried to fix that road, and you go two minutes down the road, and there's nice, pretty houses. I see men paving their road, and they've never had potholes. Why are they getting a brand new, beautiful road when ours is so messed up?"

~Focus Group Participant

Research the transportation infrastructures and priorities over other growing cities.

PBOT should do extensive research into how other growing cities -- Phoenix, Arizona and Los Angeles, California, for example -- are solving population influx issues. When asked about transportation agencies in other states, most internal PBOT stakeholders did not know what other states were doing. This research is important to gather ideas, confirm what PBOT is doing well, and determine where improvements should be made.

Conduct experiential research.

PBOT should conduct intercept interviews with Portlanders that are walking, biking or using public transportation as they are out and about in the city. Real-time, experiential questions will capture real-life sentiments and provide further data into the motivations of those that aren't driving a personal car, what



it's like getting around in Portland, and how PBOT can help address those concerns. Another example of experiential research is to send Portlanders on research "missions." These missions allow organizations to experience their product (or in PBOT's case, Portland transportation) along with the audience. Portlanders would, for example, film themselves as they are waiting at the bus stop for a bus -- documenting what's going on around them, how long they've been there, if they regularly travel by bus, etc. Bloom can demo this experiential mission research if there is interest.



Operational Actions

Make traffic flow signage consistent.

PBOT should prioritize making traffic lanes and signage consistent throughout the city. Lack of / inconsistent signage causes confusion for both bikers and drivers and increases safety risks. There should be no question about the division of car / bike lanes.

In addition to keeping traffic flow consistent, PBOT should strive to let Portlanders in individual communities know when lane changes and other road alterations are coming through flyers and direct mail pieces. Properly communicating these road changes in advance will be a big step forward in building trust with Portlanders, as well as keeping them safe on the roads.

"I'm a fairly avid biker, and I think the protected lanes are a great idea, but there's no signage for them, and so I have accidentally ridden between cars and stuff because I don't know where I'm supposed to ride because it's unclear."

"I fully endorse putting bike lanes in and having those sorts of infrastructures, but it feels like they're changing their minds continuously on how they want to do that. Some areas there are green stripes, some areas it's on the edge, some areas it's in the middle, some areas they're taking the entire lane out."

~Focus Group Participants

Assemble a coalition with nonprofits working to solve homelessness issues in Portland.

One of the largest barriers to using transportation other than a personal car in Portland is fear of the city's homeless population. PBOT should form a city-wide coalition with nonprofits to invest in research that will work towards helping the homeless population move off of the streets and into a job and real home.

While solving homelessness is not *technically* PBOT's responsibility, it is *directly* affecting Portlanders as they get around the city, causing them to avoid public transportation and drive their personal cars instead as a means of protecting themselves and their families. This means that working to address homelessness is a priority for PBOT.

"My daughter has to take transportation to go to high school and I'm scared for her to take the bus. I have to drive her because a homeless person is camping out at the bus stop. I don't want to leave her alone with that person that I've seen do drugs."



"I worry about my son. He rides the bus to school, because I have to work. I worry because you never know who is going to be there or what's going to happen, with the homeless..."

"Sometimes I get on the MAX and there's this stranger that wants to be friendly to my daughter or whatever... it's just weird. Times have changed, and it's not the same anymore."

~Focus Group Participants

Solve transportation overcrowding issue.

Overcrowding is a concern in terms of both safety and inefficiency. PBOT should work to solve this issue, so that buses don't have to go into 'drop-off only' mode, and make it an organizational priority to figure out how to make public transportation just as timely, if not more timely, than taking a personal car. 64% of Portlanders would take public transportation if they were sure that they could reliably get to their destination faster or in the same amount of time as driving their personal car. In addition, overcrowding is also a safety concern.

"I have a fifteen-year-old and a sixteen-year-old. They ride TriMet for school, and my daughter has talked about the bus driver having to slam on his brakes, or overcrowded buses. The most concerning thing is when she has to stand up and the bus driver has to slam on his brakes."

~Focus Group Participant

Prioritize keeping streets and public transportation assets clean.

In addition to a fear of the homeless population and overcrowding, Portlanders are driven to take their cars because of dirty streets and unmodernized public transportation assets.

"[I would take public transportation more if you made it feel not as grungy. We talked a lot about bus stops. A lot of the infrastructure that even TriMet uses... there's still a lot of old stuff out there that's not modern."

~Focus Group Participant



Consider tolls to reduce traffic congestion, but make the motive crystal-clear.

Portlanders are, for the most part, open to the idea of a toll during peak travel times to reduce traffic congestion -- 55% would pay more to drive during peak travel times if it meant a quicker commute -- but they want the specifics: Can they be absolutely sure that this toll will help solve traffic congestion? Where will the money go? The message must be clear that these tolls will ease traffic congestion by encouraging drivers to use other modes of transportation -- NOT by expanding infrastructure.

"What does the money go to? Does it go to building another lane? I would gladly pay for 10 years of tolls for another lane on the interstates."

"I wouldn't pay [a toll to drive during peak travel times.] I would take TriMet, which is good."

~Focus Group Participants

Portlanders are also open to the idea of putting a toll in place to stop the large influx of traffic to and from Washington.

"Being connected with Washington, they should start charging for us to go there or for them to come here so [PBOT] can earn money to put into construction."

~Focus Group Participant



Next Steps

Foundational messaging work.

The purpose of brand messaging is to convey what an organization does, why it matters, and what it stands for - all with the goal of attracting and engaging the brand's target audience(s) and driving that audience to action.

From our research, we know Portlanders don't understand the vision or big-picture plan for the city. We also know messaging around key initiatives (Vision Zero, Fixing Our Streets: Your Dime at Work, and Twenty is Plenty) aren't resonating. We recommended leveraging the data obtained in the research phase to develop new messaging framework designed to better and more clearly inform Portland residents, as well as foster connections with target audiences.

Message Testing.

Message testing will ensure PBOT messages resonate with target audiences and move them to take notice. We recommend leveraging a mix of qualitative and quantitative research to test messages prior to public introduction/launch. This will help set PBOT up for success and ensure messages help connect PBOT, its mission, and initiatives with intended audiences.

Campaign creation.

Based on insights gained in research and our audit, we recommend a 12-month Public Awareness Campaign to be used as the foundation of PBOT's ongoing communication efforts that includes core narratives to be supported by non-transactional communications (i.e. brand building) and campaign themes and timing, with consideration for unique audience segment needs.

Campaign testing.

As with message testing, campaign testing is an additional step that will help ensure overall success prior to going public with planned activities. We recommend utilizing qualitative research in which small groups of people - segmented by audience - are interviewed and "tested" to help gauge the perceived success/effectiveness of planned strategies and tactics.

Rolling out new messaging and materials and having a public awareness campaign.

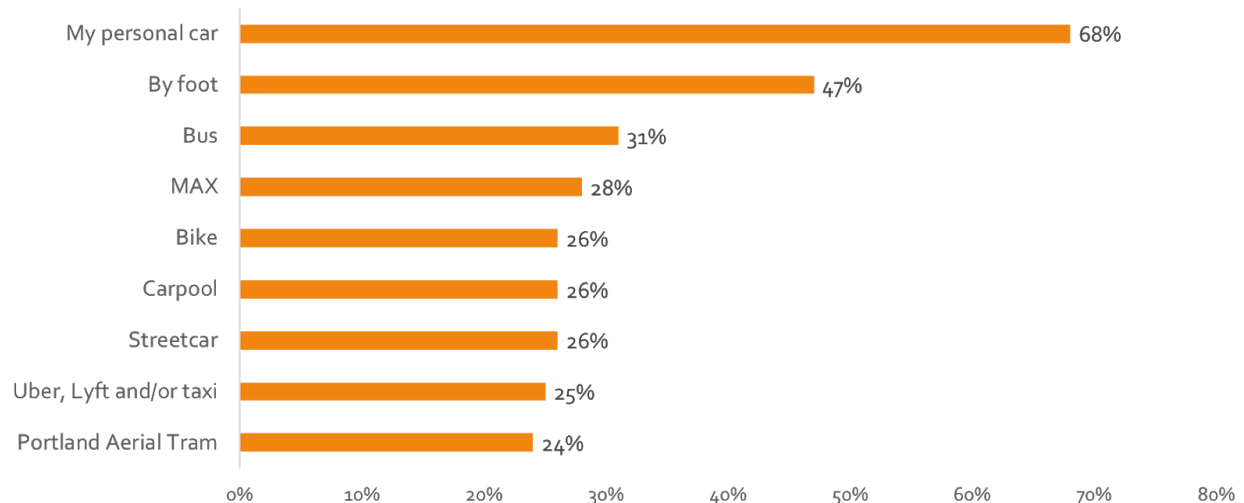
We recommend executing the Public Awareness Campaign over a 12-month period to give ample time to generate greater awareness of PBOT, its work, and its initiatives; introduce new communications channels in which people can obtain information and engage with PBOT (i.e. a PBOT app, perhaps), and move them to take action (i.e. download the app or follow PBOT on a specific social media account).



Appendix

Phase 2 Poll: Raw Data

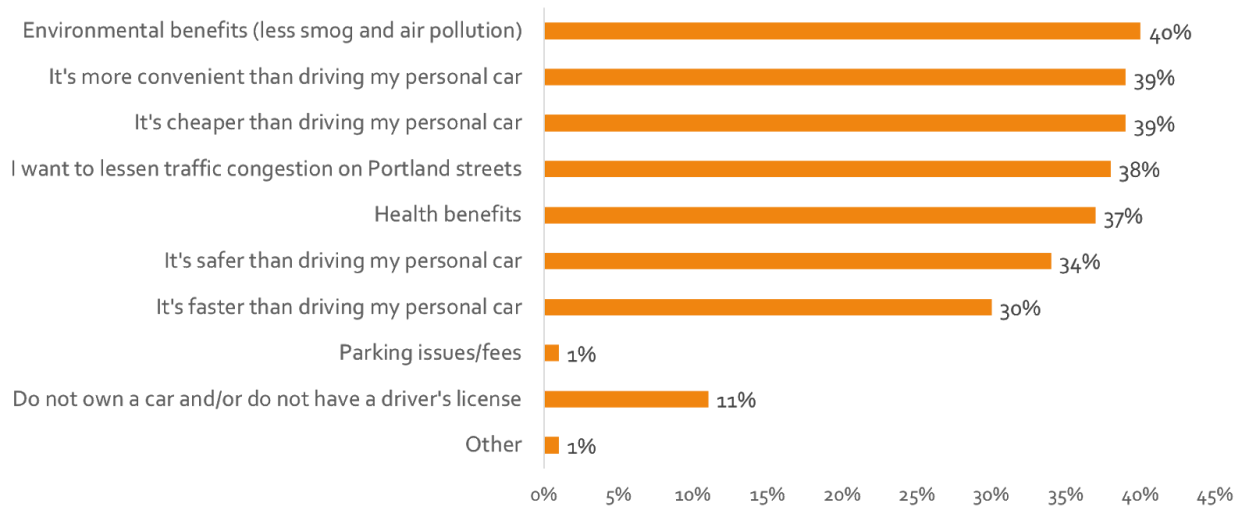
Q1: In a typical week, how often do you use each of the following to get around the city of Portland?



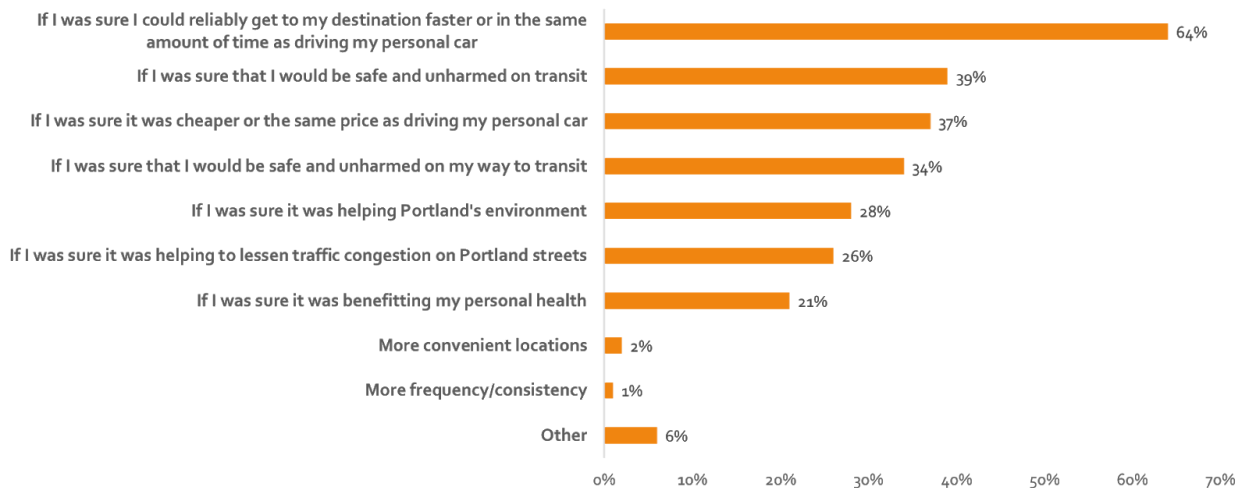
	Every day	4-6 days a week	2-3 days a week	1 day a week	Don't use in typical week
	%	%	%	%	%
My personal car	51	18	16	6	10
By foot	33	13	14	12	27
Bus	20	11	8	10	51
MAX	18	10	9	14	49
Streetcar	17	8	7	7	60
Carpool	18	8	5	6	63
Bike	17	10	7	9	58
Portland Aerial Tram	17	7	4	5	67
Uber, Lyft and/or taxi	16	9	7	11	57



Q2: Why do you use transportation other than a car? Please select all that apply.

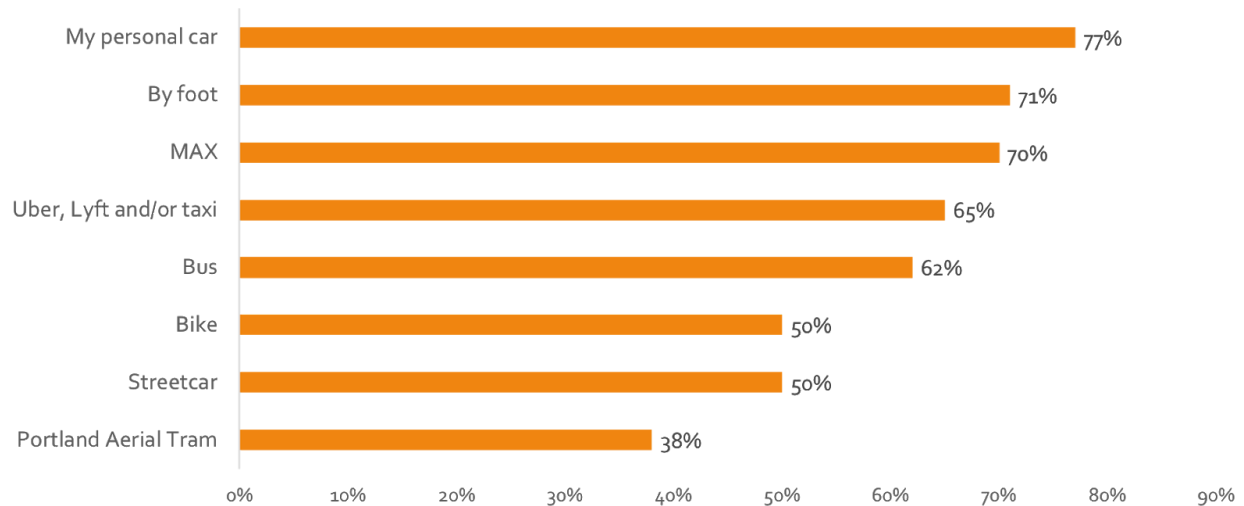


Q3: Which of the following would encourage you to take transportation other than a car more often?





Q4: For your most common trips, how would you rate the ease of getting around Portland by each of these methods?

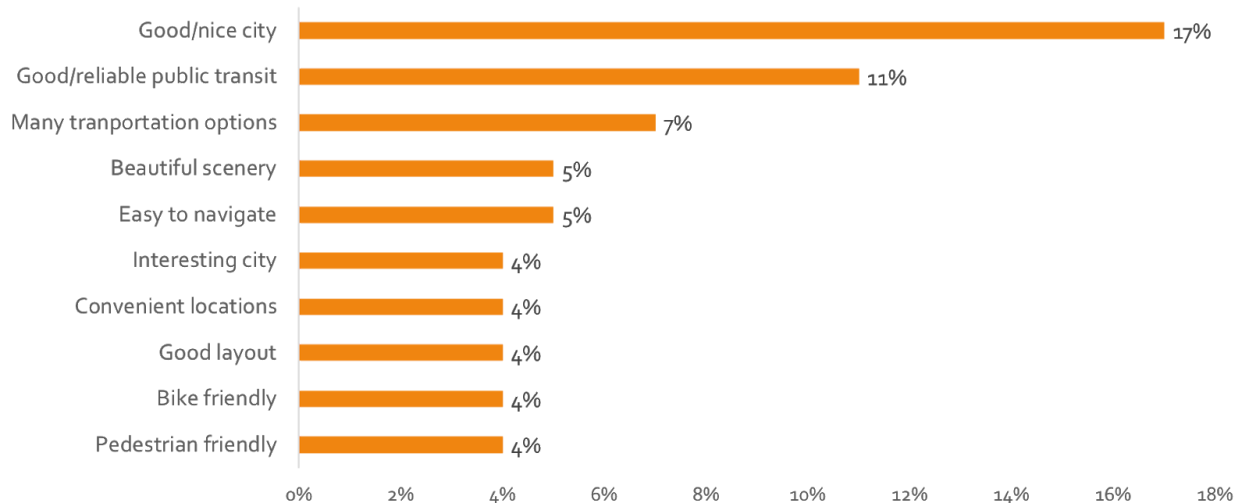


	Easy (Net)	Very easy	Somewhat easy	Difficult (Net)	Somewhat difficult	Very difficult	Never use this transportation
	%	%	%	%	%	%	%
My personal car	77	52	25	16	13	3	8
By foot	71	41	30	20	13	7	10
MAX	70	34	35	13	10	3	17
Uber, Lyft and/or taxi	65	39	27	6	4	2	29
Bus	62	30	32	19	15	4	19
Bike	50	27	23	17	12	6	33
Streetcar	50	26	24	17	13	4	34
Portland Aerial Tram	38	24	14	15	10	5	47



Q5: What are the best and worst things about getting around the city of Portland? (Open-ended question, only responses with 4% or more shown)

Best thing

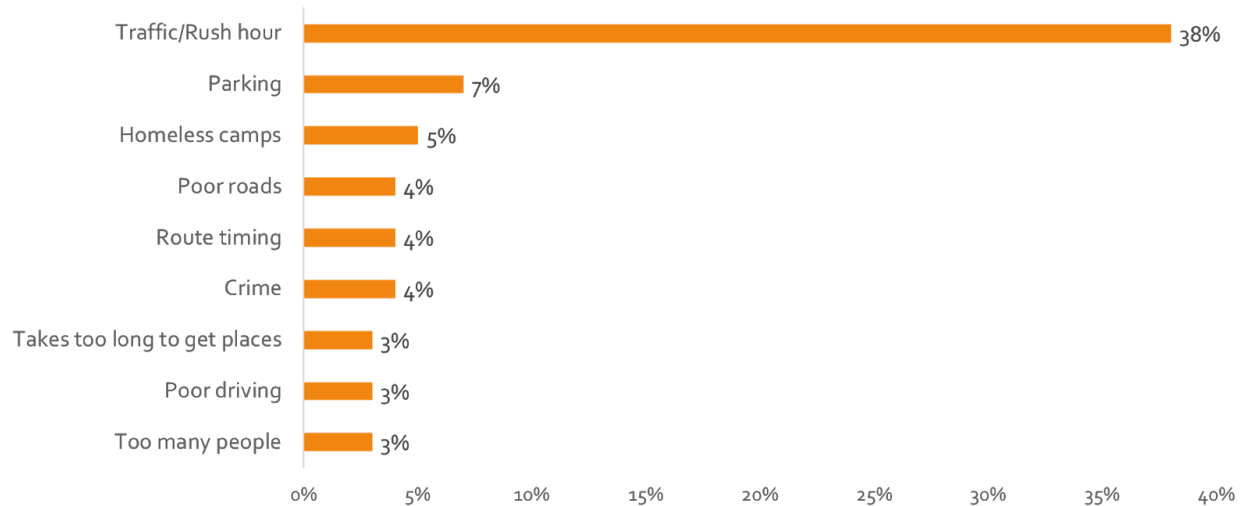


Verbatims: Best Thing About Getting Around Portland

- It's a great city to walk or ride a bike in if the lousy drivers don't kill you!
- It is a city that is constantly growing.
- That you don't need a car to get around the city of Portland. Our public transit system is awesome and the city is very walker friendly and encourages using public transit or walking.
- If you are physically able to take public trans and have enough time, you can get around town fairly well.
- Bicycle boulevards and bike boxes, painted lanes and dedicated signals.
- Great bus/MAX system that will, eventually, get me where I am going.
- Beautiful scenery around is a distraction from congestion. No tolls.
- MAX light rail – although I've only used it once, I can't imagine Portland without it. Portland is seldom ahead of the curve when it comes to being progressive about infrastructure, but with setting up light rail they were. They actually need more lines.



Worst thing

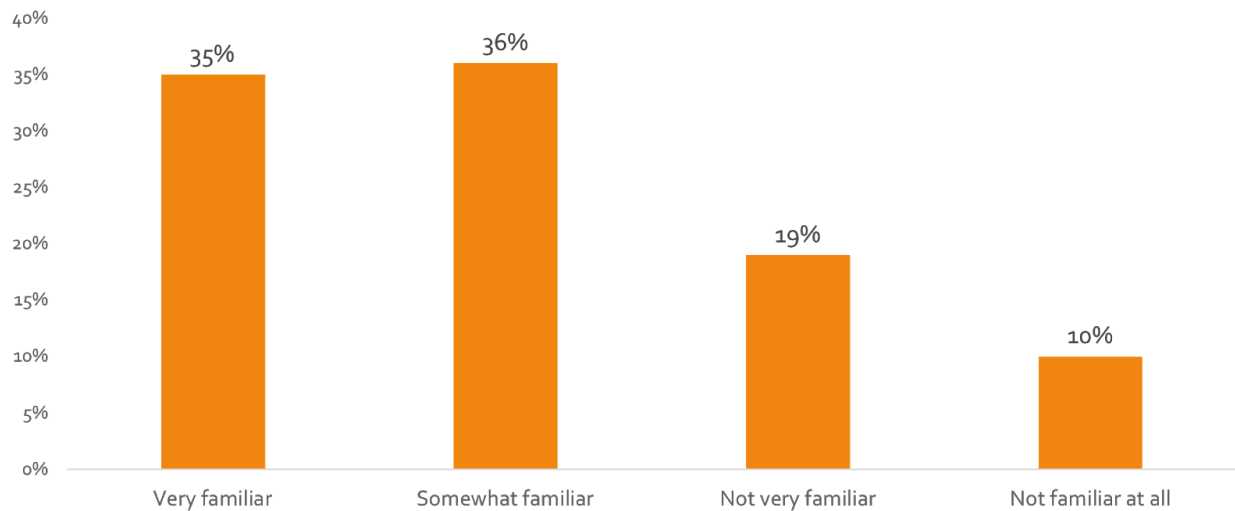


Verbatims: Worst Thing About Getting Around Portland

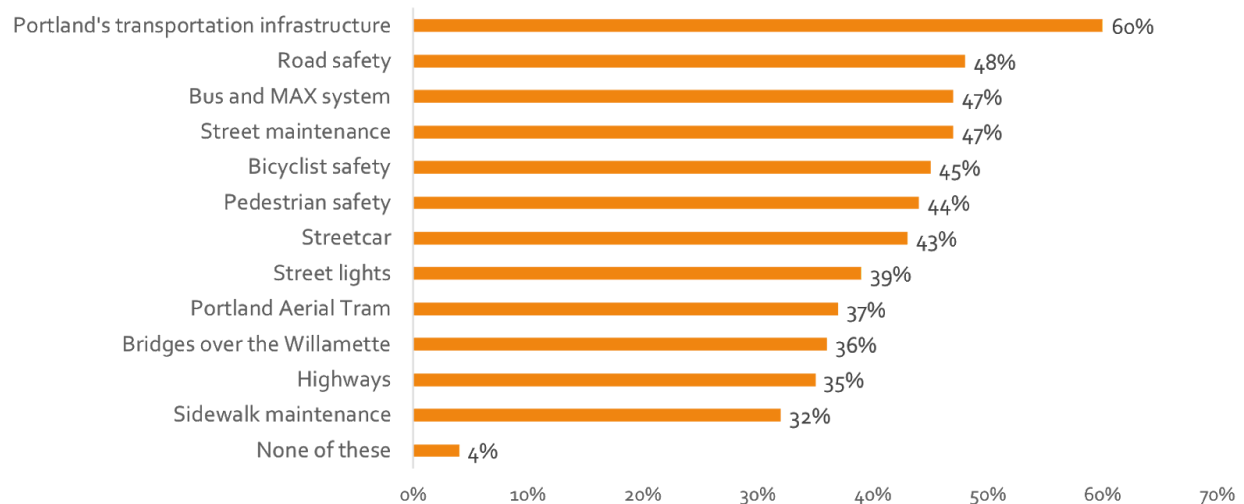
- Streets are too small, some of them you have to wait until the car in the opposite lane passes until you can continue on.
- Drivers speeding and driving recklessly causing a large amount of pedestrian and bike and auto accidents.
- Infrastructure ends at certain intersections like state roads and bike lanes and sidewalks are spotty outside the city center.
- Transportation routes are often roundabout to your origin point/destination.
- Too many people moving to Portland.
- Trying to figure out the payment/ticketing system for whatever public transportation you are using.
- Portland is actively trying to discourage drivers by making it harder and more unsafe to drive. It is to the point that they are not taking care of the roads.
- The worst thing is the congestion, dirty buses and MAXes, and crime on trimet.



Q6: How familiar are you with the Portland Bureau of Transportation/PBOT?

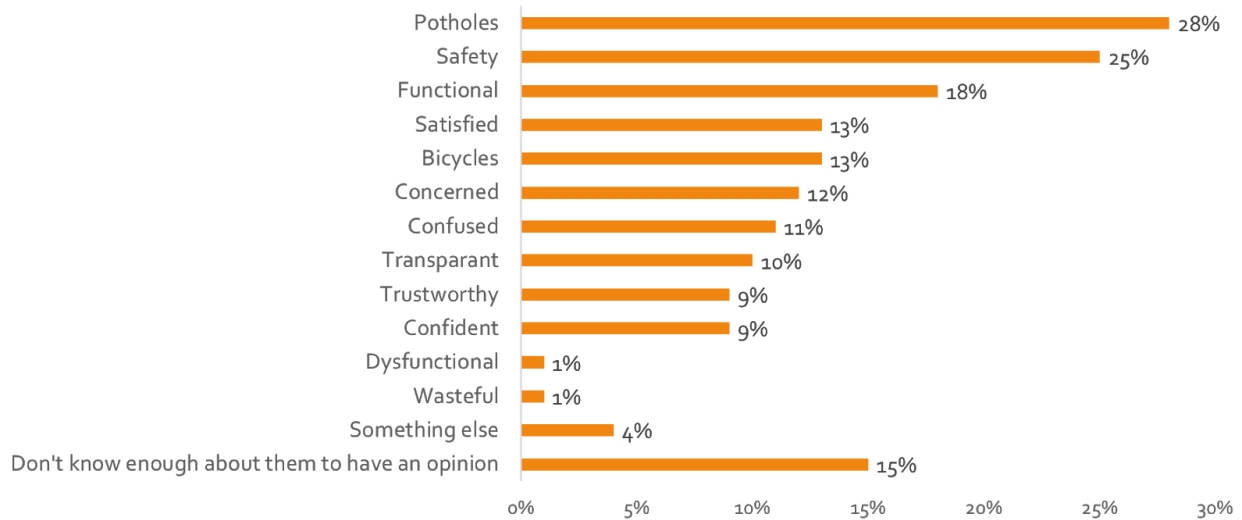


Q7: Which of the following do you believe are managed by the Portland Bureau of Transportation/PBOT? Please select all that apply.

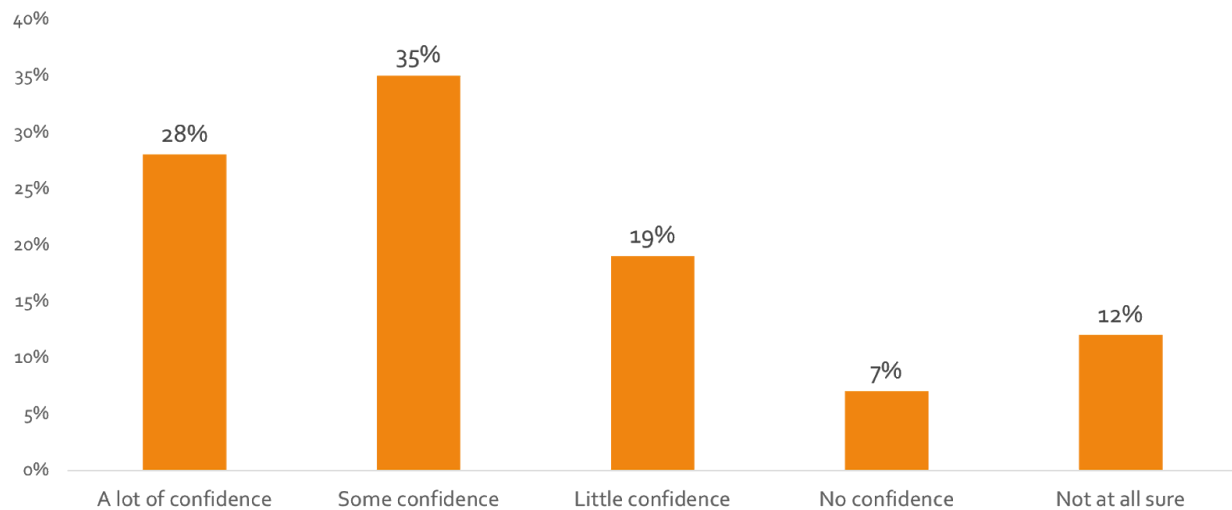




Q8: When you think about the Portland Bureau of Transportation/PBOT, what one or two words or feelings come to mind?

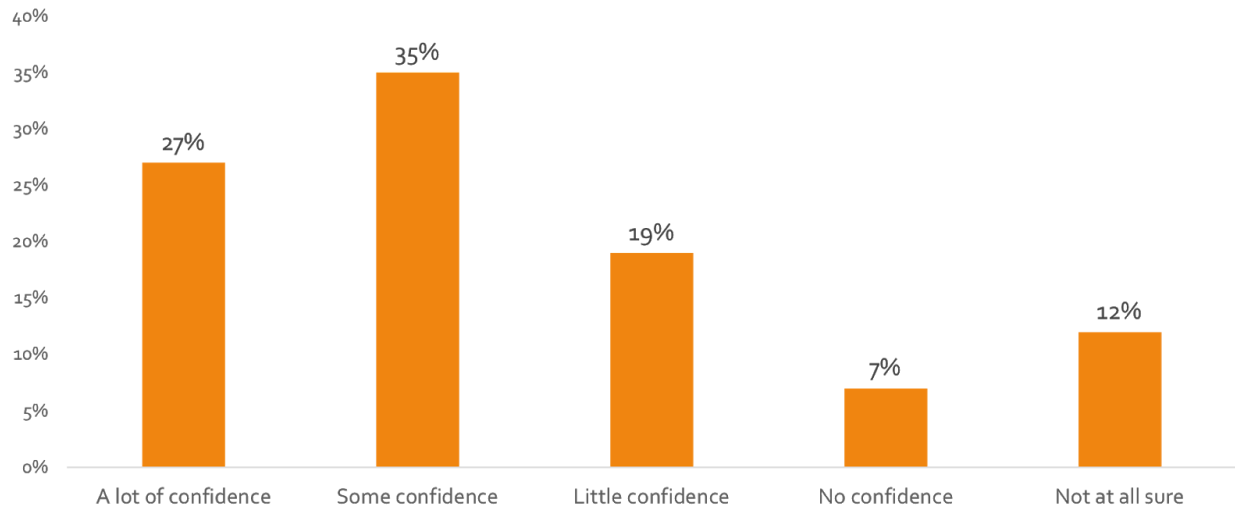


Q9: How much confidence do you have that Portland Bureau of Transportation/PBOT is doing the right thing for the people of Portland?

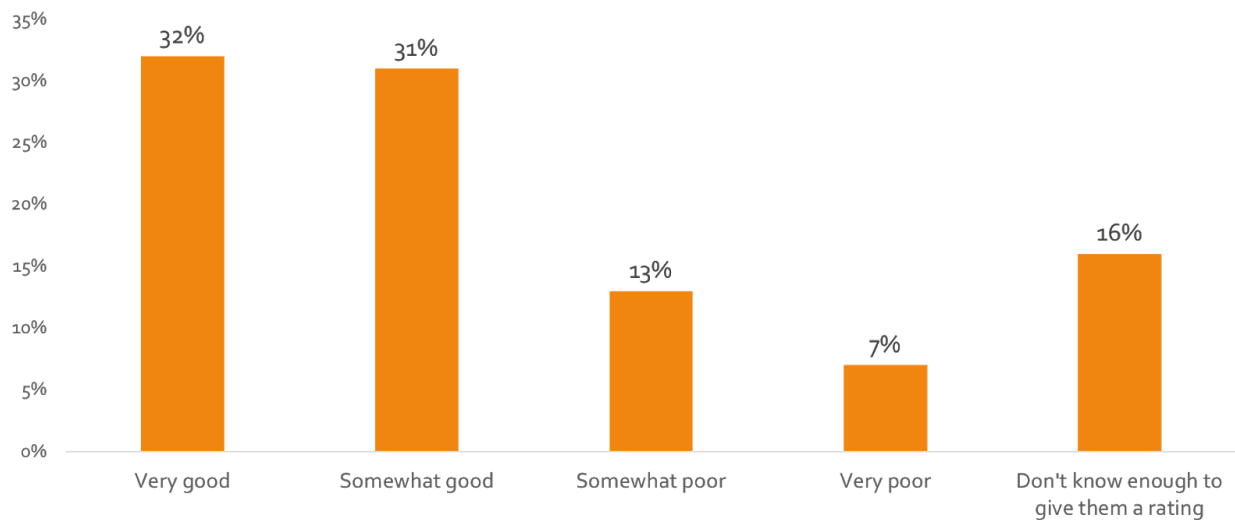




Q10: How much confidence do you have that Portland Bureau of Transportation/PBOT is doing the right thing for the future of Portland?

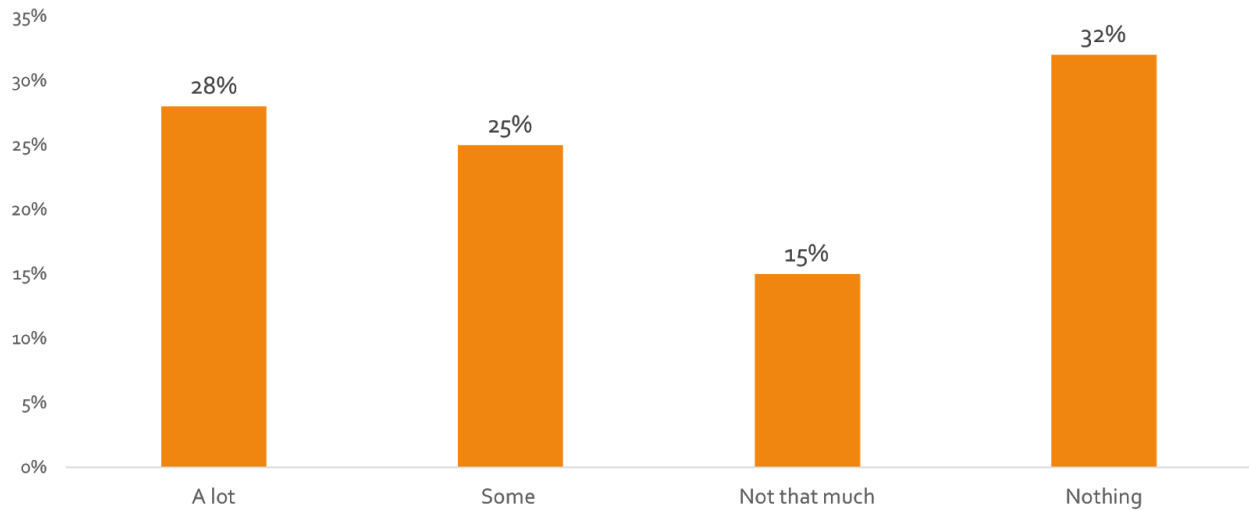


Q11: In general, how would you rate the job the Portland Bureau of Transportation/PBOT is doing?

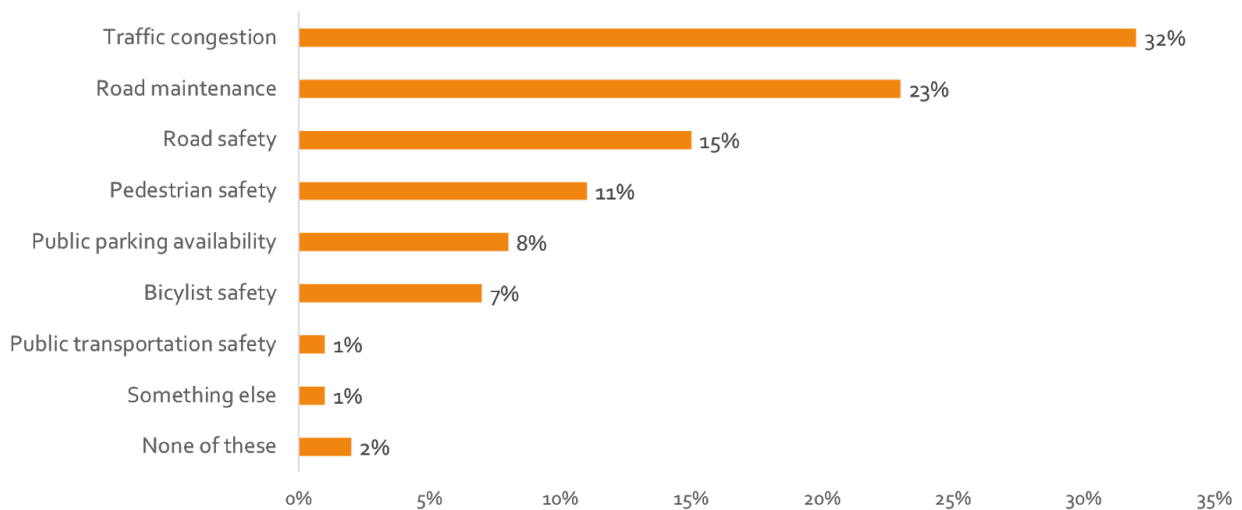




Q12: Vision Zero is a city program working to eliminate serious injuries and deaths on the streets of Portland by 2025. How much do you know about Vision Zero?

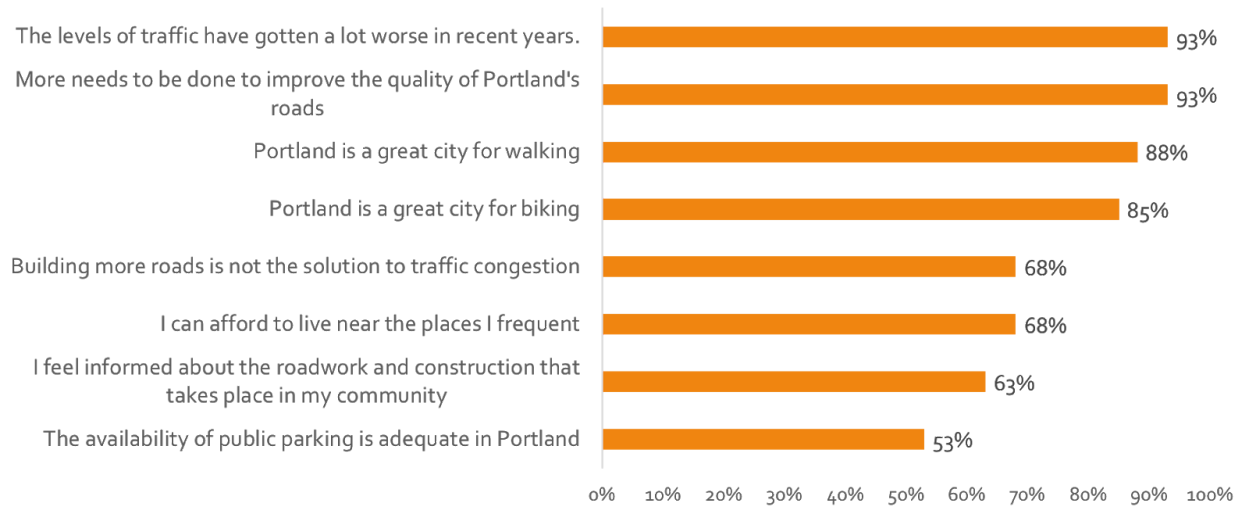


Q13: While all the following may be important to you, if you had to choose one thing that the Portland Bureau of Transportation/PBOT should focus on, what would it be?

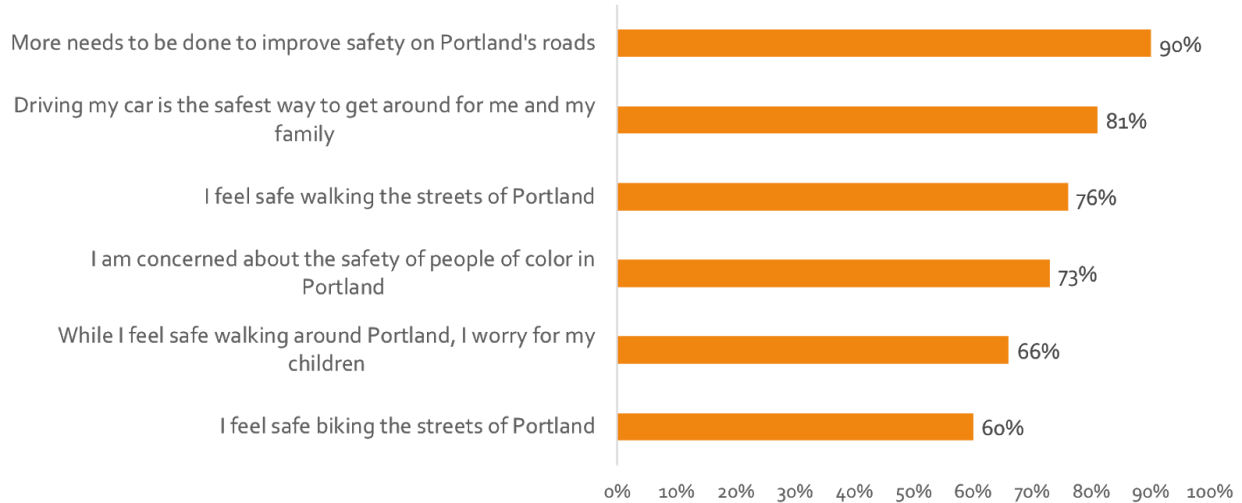




Q14: How strongly do you agree or disagree with the following statements?

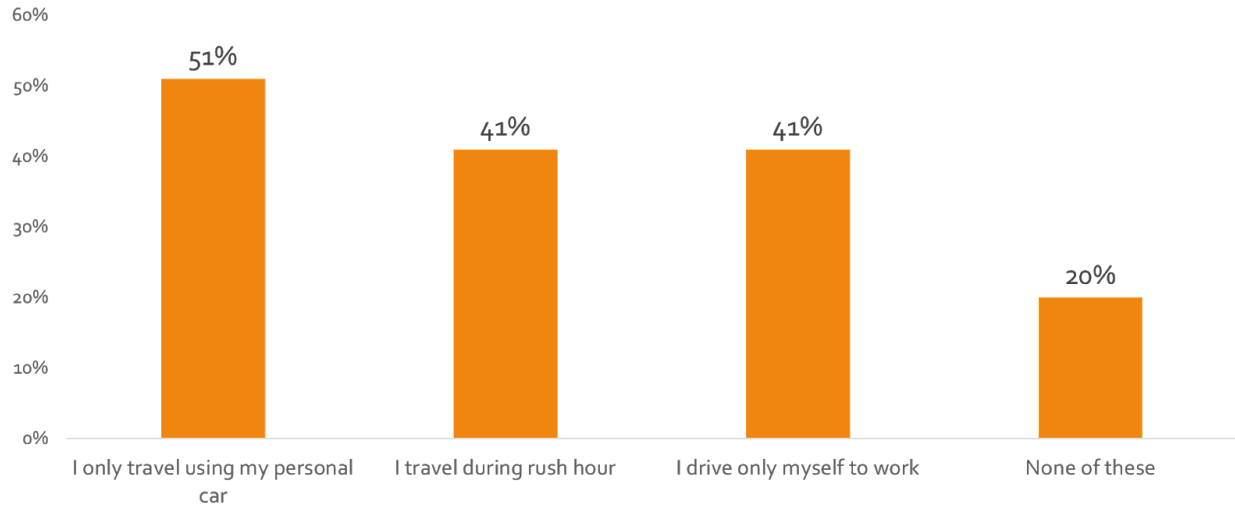


	Agree (Net)	Strongly agree	Somewhat agree	Disagree (Net)	Somewhat disagree	Strongly disagree
	%	%	%	%	%	%
The levels of traffic in Portland have gotten a lot worse in recent years.	93	70	23	7	5	2
More needs to be done to improve the quality of Portland's roads.	93	59	35	7	5	2
Portland is a good city for walking.	88	43	45	12	10	2
Portland is a good city for biking.	85	42	43	15	11	4
Building more roads is not the solution to traffic congestion.	68	36	32	33	23	10
I can afford to live near the places I frequent.	68	32	36	32	18	14
I feel informed about the roadwork and construction that takes place in my community.	63	26	37	37	25	13
The availability of public parking is adequate in Portland.	53	25	28	47	28	19

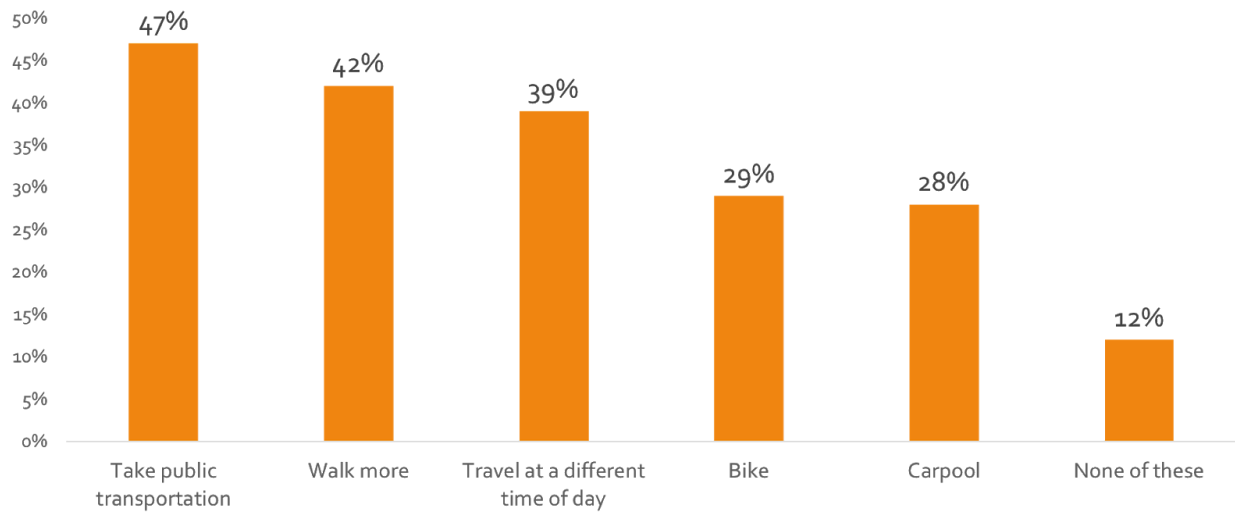


	Agree (Net)	Strongly agree	Somewhat agree	Disagree (Net)	Somewhat disagree	Strongly disagree
	%	%	%	%	%	%
More needs to be done to improve safety on Portland's roads.	90	46	45	10	8	2
Driving my car is the safest way to get around for me and my family.	81	46	36	19	13	6
I feel safe walking the streets of Portland.	76	35	41	24	18	6
I am concerned about the safety of people of color in Portland.	73	39	35	27	18	9
While I feel safe walking around Portland, I worry for my children.	66	31	34	35	21	14
I feel safe biking the streets of Portland.	60	27	34	40	25	15

Q15: Do you do any of the following? Please select all that apply.

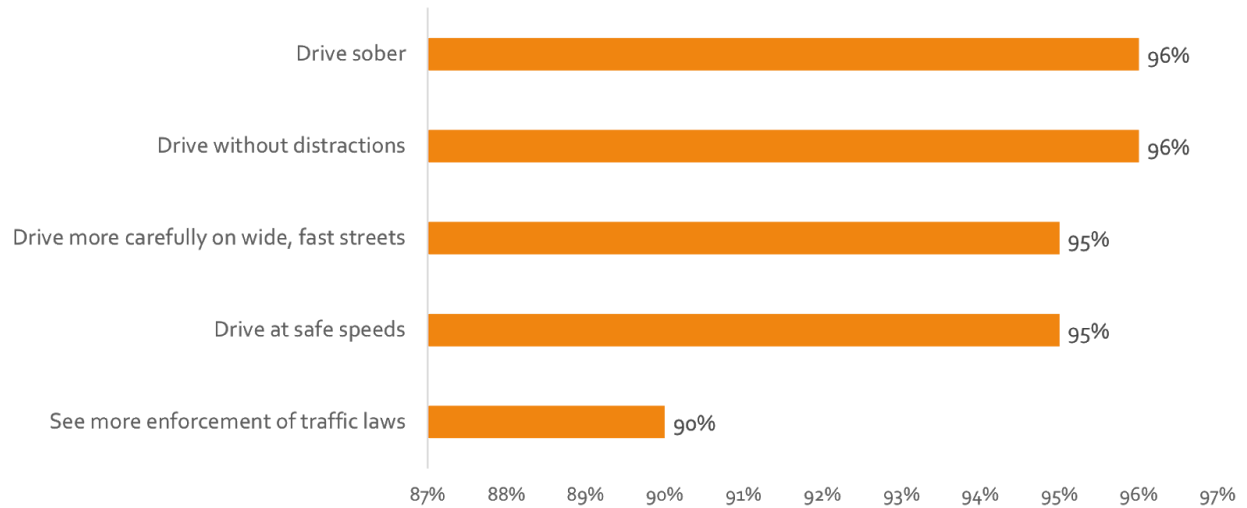


Q16: Which of the following would you be willing to change to reduce Portland's traffic congestion problems? Please select all that apply.





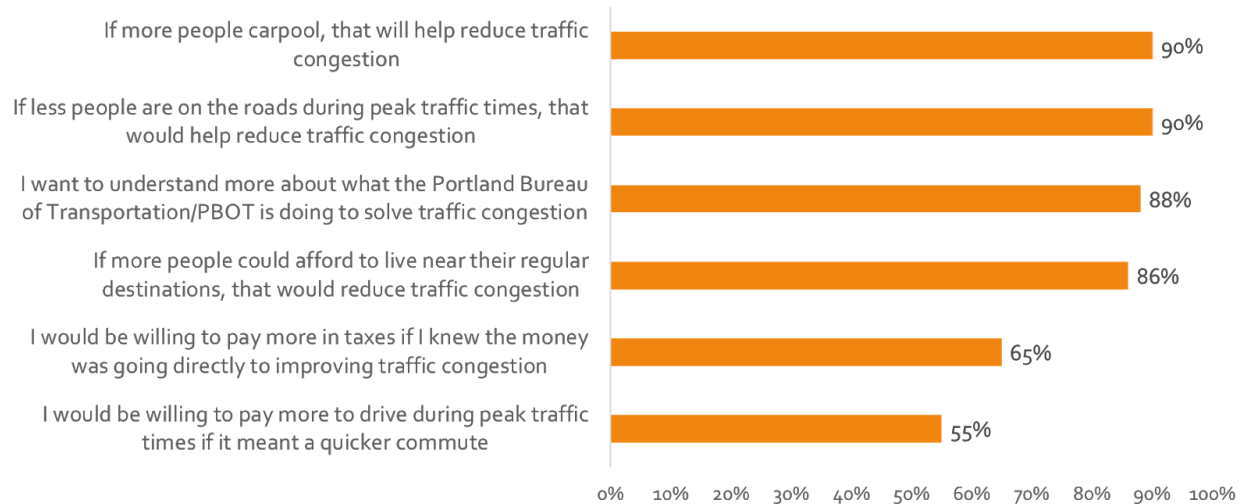
Q17: How willing are you to make the following adjustments to your daily car travel in support of eliminating serious injuries and deaths on the streets of Portland by 2025?



	Willing (Net)	Very willing	Somewhat willing	Not willing (Net)	Not very willing	Not willing at all
	%	%	%	%	%	%
Drive sober	96	86	10	4	2	2
Drive without distractions	96	78	18	4	2	2
Drive more carefully on wide, fast streets	95	79	17	5	3	2
Drive at safe speeds	95	77	18	5	3	2
See more enforcement of traffic laws	90	65	25	10	6	3



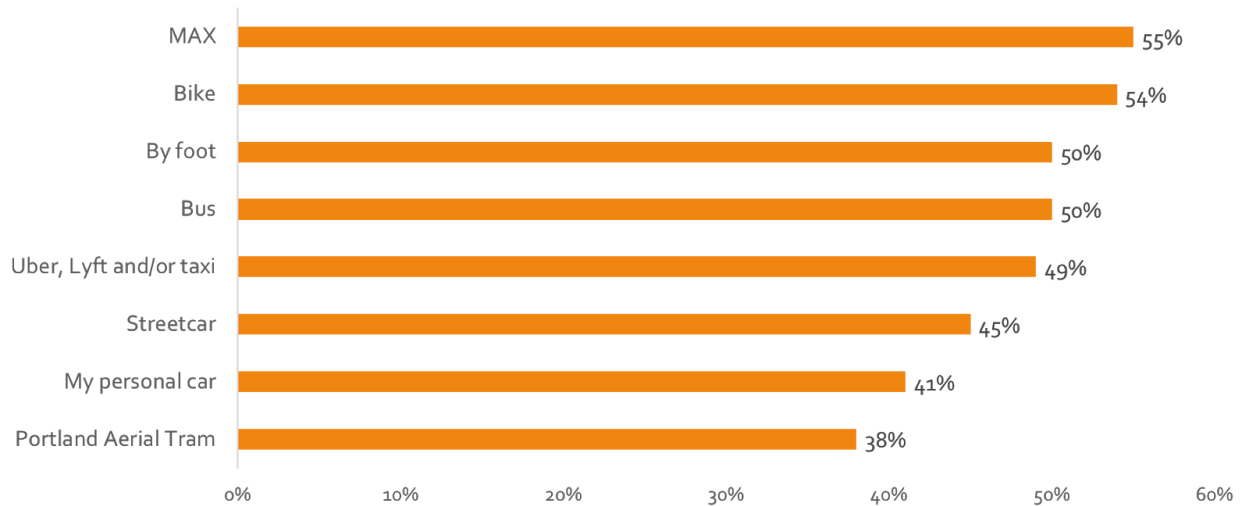
Q18: How strongly do you agree or disagree with the following statements?



	Agree (Net)	Strongly agree	Somewhat agree	Disagree (Net)	Somewhat disagree	Strongly disagree
	%	%	%	%	%	%
If more people carpool, that will help reduce traffic congestion.	90	48	43	10	7	3
If less people are on the roads during peak traffic times, that will help reduce traffic congestion.	90	51	39	10	7	3
I want to understand more about what the Portland Bureau of Transportation/PBOT is doing to solve traffic congestion.	88	47	41	12	8	4
If more people could afford to live near their regular destinations, that would reduce traffic congestion.	86	47	39	14	10	4
I would be willing to pay more in taxes if I knew the money was going directly to improving traffic congestion.	65	31	35	35	20	15
I would be willing to pay more to drive during peak traffic times if it means a quicker commute.	55	28	28	45	21	24



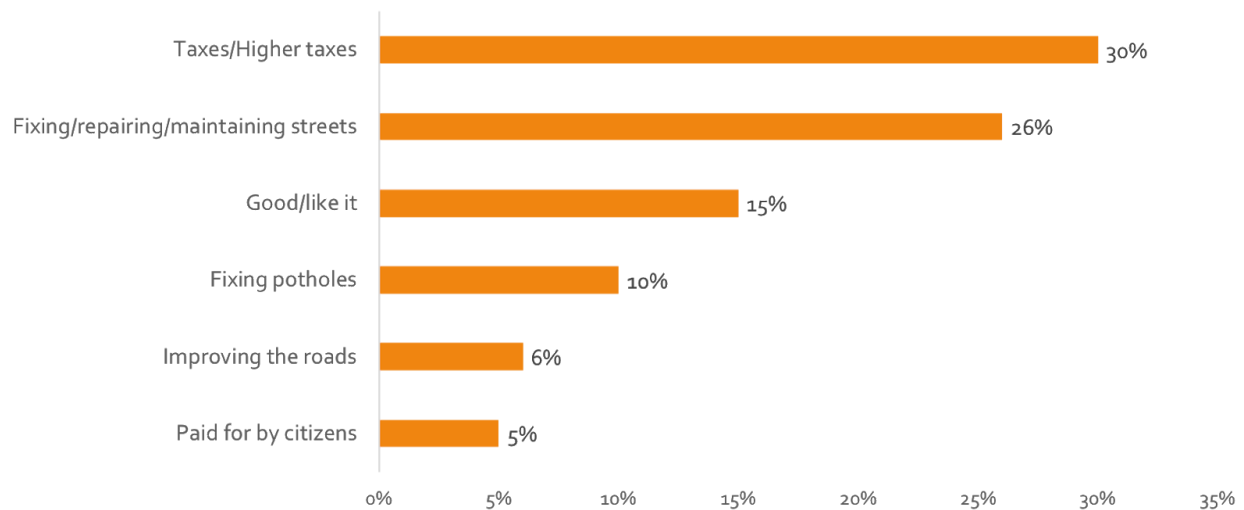
Q19: Thinking ahead 5 years, will getting around Portland by each of these methods be better, worse, or about the same?



	Better (Net)	Much better	Somewhat better	About the same	Worse (Net)	Somewhat worse	Much worse
	%	%	%	%	%	%	%
MAX	55	26	29	37	9	6	3
Bike	54	26	28	33	13	10	4
By foot	50	27	23	42	8	5	3
Bus	50	26	24	36	14	10	4
Uber, Lyft and/or taxi	49	26	23	37	15	10	4
Streetcar	45	24	21	46	9	6	3
My personal car	41	27	15	22	37	24	13
Portland Aerial Tram	38	23	16	54	8	4	3



Q20: What does the phrase “Fixing Our Streets: Your Dime at Work” mean to you?

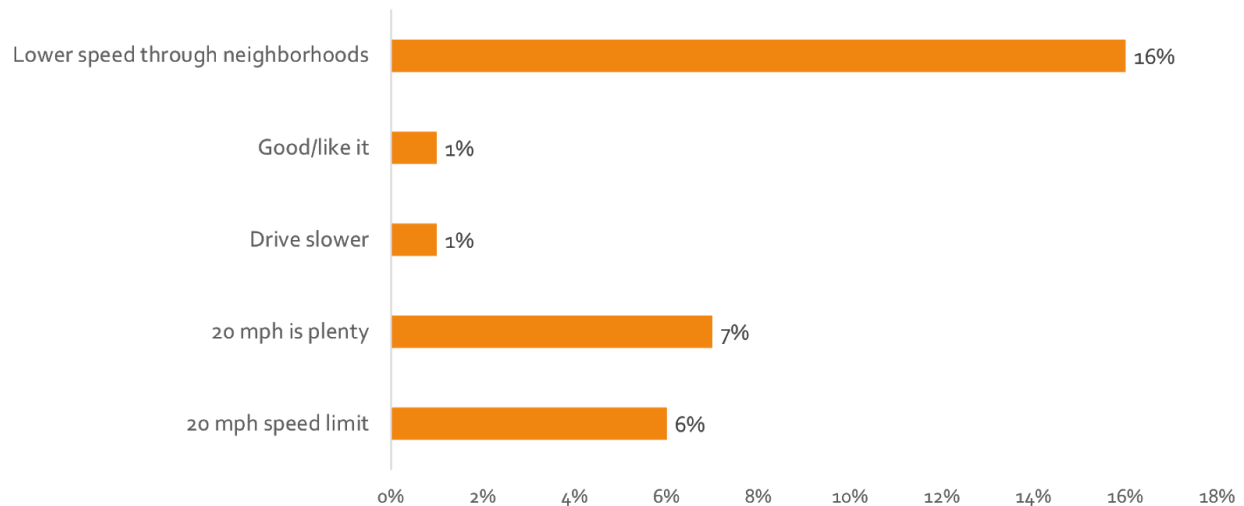


Verbatims

- It's supposed to make me feel like my taxes are being used to fix streets I use. However, they never fix my streets...
- I haven't heard that before. I presume it means using our tax dollars to fix the streets.
- People should be making the streets safer in any way possible including pothole repair and personal safety.
- Money that I pay in taxes, fees, etc, will be invested in infrastructure.
- For a small amount of my money, PBOT is fixing our streets. ... but the phrase is somewhat clunky and needs improvement.
- Ensuring damaged roads and potholes are fixed promptly, crosswalks for pedestrians are safer, safety of people who use MAX.
- Fixing potholes and other items that need repair, trying to solve safety issues, encourage use of public transportation



Q21: What does the phrase "20 is Plenty" mean to you?

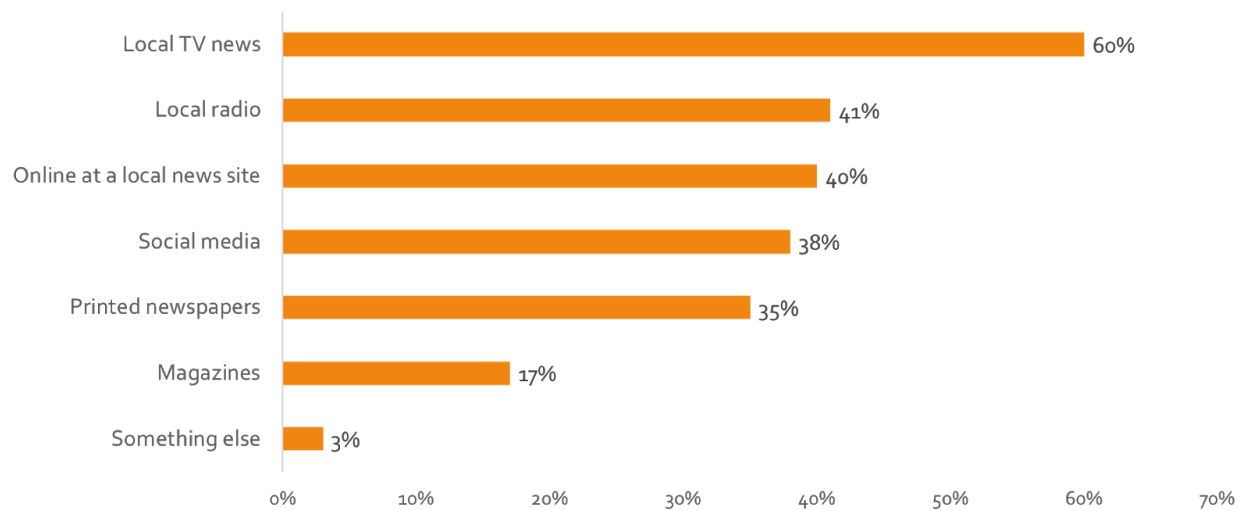


Verbatims

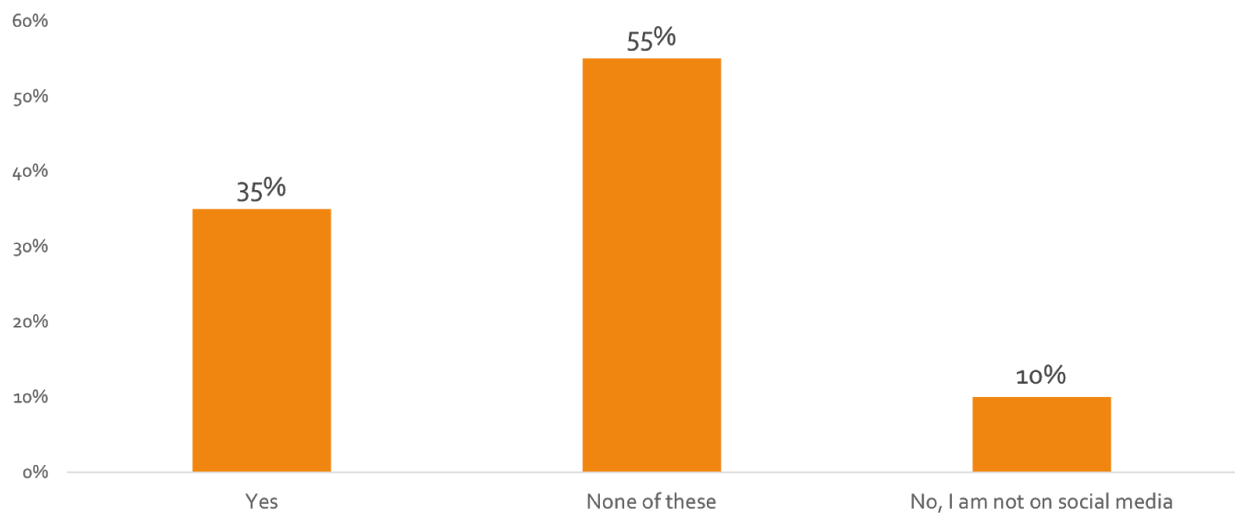
- Driving 20 mph is safer than any faster than that.
- It means Portland wants to control EVERYTHING. 25 is already slow enough in neighborhoods. There's no reason we need to creep along lingering in neighborhoods going 20. Ridiculous.
- This is a reference to the speed limit being 20 miles per hour in residential areas of Portland.
- Campaign for slow residential traffic. Needs law/police enforcement or the slogan means nothing. Word of mouth after an offender is ticketed is best way to get people to listen.
- Drive no more than 20 mph on neighborhood streets. Yay!
- Attaching a positive message around the speed limit change.



Q22: Where do you get your local Portland news and information? Please select all that apply.

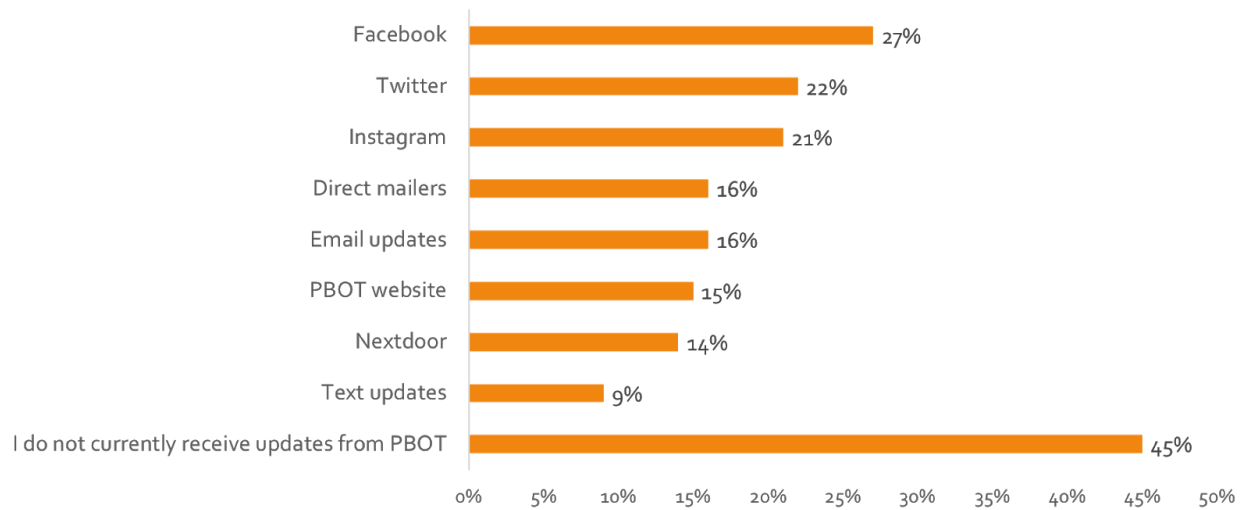


Q23: Do you follow the Portland Bureau of Transportation /PBOT on social media?

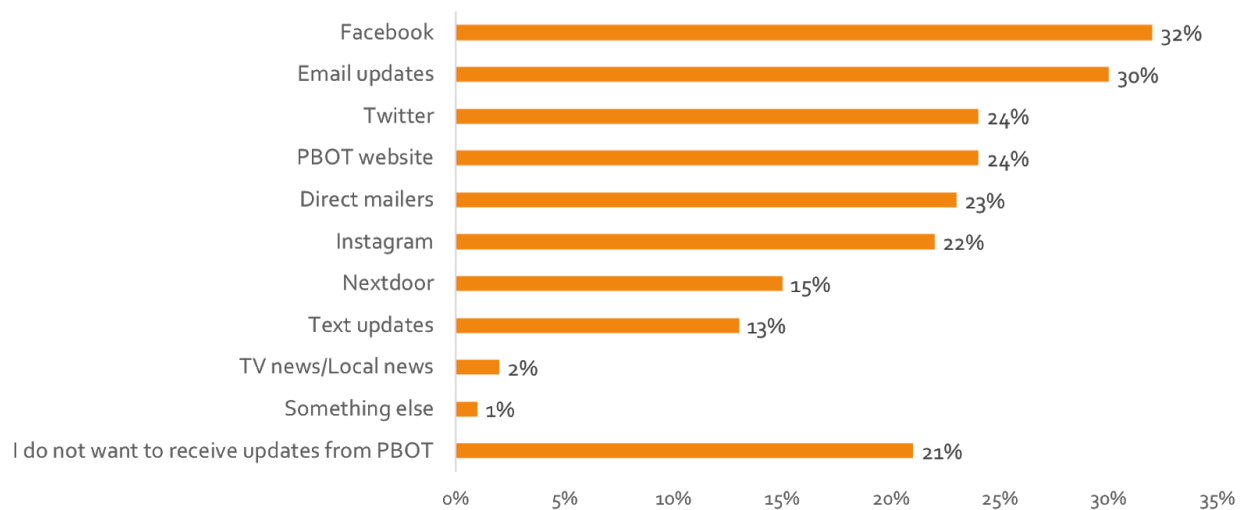




Q24: How do you currently receive updates/information from the Portland Bureau of Transportation/PBOT? Please select all that apply.



Q25: How would you like to receive updates from the Portland Bureau of Transportation/PBOT?





Phase 3 Focus Groups: Pre-Work Survey Data

Group 1

- Participants arrived to the group from a variety of regions, with one participant even arriving from Happy Valley.
- 8/9 participants arrived to the focus group by car (either as a driver or rider). These participants reported that they traveled by car often, if not every day. The remaining participant arrived by bus.
- One-third of the group was native Portlanders. Of the non-natives, the number of years living in Portland ranged from two years to 15 years.
- Participants said they would be interested in general updates about plans & improvements related to road safety, traffic congestion, etc. primarily from social media. Of the five participants that noted social media, three selected Facebook as the preferred platform. The other two did not select a preferred platform. Other communications channels selected included the city's website, billboards and other road signage, email updates, and text updates.

Group 2

- Participants in this group arrived from primarily downtown or Beaverton, with one participant arriving from Milwaukie.
- Two participants arrived by bus. The remaining six arrived by car, and on the whole, indicated that they take their cars most often but sometimes use public transportation.
- 6/8 participants were non-native to Portland. Of those non-natives, the number of years living in Portland ranged from 3.5 years to 30 years.
- Participants said they would be interested in general updates about plans & improvements related to road safety, traffic congestion, etc. primarily from social media. Of the participants that noted their preferred platform, Facebook, Twitter, and Instagram were selected. Overall, the city's website, billboards and other road signage, as well as email and text updates were also selected. In contrast to Group 1, two Group 2 participants also said they would be interested in online advertisements.



Phase 3 Focus Groups: Additional Quotes

TRANSPORTATION / PBOT BRAND SENTIMENT

Are there any thoughts that immediately come to mind when you think of the Portland Bureau of Transportation?

"Their job is to improve how we get around, in a sense, if we don't have a car or anything. Probably even if we do, they play a part in how traffic flows and making sure that there's access to other streets and avenues we don't regularly have access to."

"Slow to act. There's a lot of room for improvement that feels like it goes on far too long. Prime example is 82nd Avenue... the road itself is deteriorated. There's a lot of roads like that around Portland. Another one is the recent winter that we've had here, where [PBOT] has been experimenting with salt. I come from the Midwest, and they've been using salt and salt derivatives for decades, whereas Portland is like: 'We're experimenting with it now.'"

"[I think of scooters], but I think they're weird because anything can happen; anybody can get injured. There's no rules to it. You don't have to have a license; you don't have to have a helmet on."

"What's sad about [the scooters] is that at the end of the day until somebody gets hurt on it -- especially, I think, a child -- that's when they're gonna pull them."

"Is the Portland Bureau of Transportation over TriMet?"

"Snow and road closures."

"TriMet."

"Fixing the roads."

"Underdiscussed. I don't hear about PBOT as much as ODOT."

How would you describe what PBOT is and does to a friend or relative?

"I think they improve roads and notify you of construction. Improving the city, basically. I'm not sure what all they do."

"I think it's the city division or department responsible for all transportation to and from and in and around Portland. So, the roads, mass transit -- it's a little bit of TriMet too. [PBOT] is the overseer of all transportation processes in the city of Portland."

"Are they responsible for stop lights?"



"Road services within the city limits of Portland. Paving, street repairs."

"Safety and safer travel."

"It makes me think of an umbrella. There's tons of other entities under it."

PBOT BRAND SENTIMENT MESSAGE EXERCISE: ROAD MAINTENANCE

Overall, what are your thoughts on Portland's transportation infrastructure - Portland's system of roads, sidewalks, bike lanes, public transportation and trails?

"It's horrible."

"It needs improvement."

"I think they're failing. Traffic is horrible. I feel like they're waiting too long to accommodate all the people that are moving here so quickly."

"Everywhere I look there is maintenance. It's functioning all the time, everywhere, 24/7. I think the way they handle getting the news out to the public is great. I think they apologize a lot. I think they're just keeping at it very well."

"There are many factors in this situation. I think they are underfunded, and there's only so much they can do right now. But I do agree that it's still slower compared to the pace of how fast people are moving here. For instance, there are some highways and bridges that are just narrow and need to be expanded more; there's certain things that could be re-routed to be more efficient for traffic flow."

"I live down in lower Northeast Portland, like MLK Fremont area, and the areas I most often go by is Rosa Parks and all over Northeast / North Portland. And I've noticed they've started widening the bike lanes and then the parking areas on the outside of the bike lanes, which is really odd to me. They took out of lane of traffic to make parking outside of a bike lane."

"I'll drive down Foster... and so recently, they made it into one lane. And it's like, what is the purpose of that? Now, traffic is even more congested than what it was before."

"A lot of exits are closed. It's a problem. You have to spend a lot of time finding the best way to go... Maybe they can do one at a time instead of three or four."

Overall, how would you describe the maintenance of Portland's roads?

"Depends on where you are. Further out, but still within the city limits of Portland, there are areas that need a lot of improvement. Further out, it's slow, delayed. Downtown court, I think that's pretty much ok. Lloyd Center, I think that's ok."



"I think Portland weather more than a lot of other cities, which is probably more damaging on the roads. With that considered, and the rate of expansion, I think Portland is totally fine."

"It's the worst."

"The last year, it has gotten better. Maybe that's the gas tax they put in, I don't know what it is. I feel like the roads themselves have less potholes in the last year -- before that it was the worst I've ever seen out of anywhere I've ever lived."

"They're not doing a good job of keeping a flow of traffic when something's closed. Coming down Foster, there's a lot of closures in one area that may not have anything to do with traffic, even if they're just doing construction on a building... what does that have to do with us driving somewhere? They just have random closures, but they are not accommodating us drivers to be safe because they're cramming us in one lane, and we're backed up miles and stop lights at a time."

"I live in the hood, and my road has tremendous potholes. You have to go way less than five miles an hour. I've lived there for five years and they've never tried to fix that road, and you go two minutes down the road, and there's nice, pretty houses. I see men paving their road, and they've never had potholes. Why are they getting a brand new, beautiful road when ours is so messed up?"

Are you aware of PBOT's role in maintaining the roads? What is your understanding of their role?

"They have a pothole emergency line or whatever. That's about all I know... I think they do parkways. I'm a fairly avid biker, and I think the protected lanes are a great idea, but there's no signage for them, and so I have accidentally ridden between cars and stuff because I don't know where I'm supposed to ride because it's unclear."

"Hiring construction companies for specific road projects."

"City planning on what gets fixed, the schedule and importance of what comes first and what they kind of push off."

PBOT invests millions every year with the goal of preserving and enhancing Portland's transportation assets. Overall, how do you feel PBOT is delivering on this goal?

"I'd say 8/10."

"I think their priorities are wrong... the priority is definitely more towards sacrificing car transportation over bike transportation. I fully endorse putting bike lanes in and having those sort of infrastructures, but it feels like they're changing their minds continuously on how they want to do that. Some areas, there are green stripes, some areas it's on the edge, some areas it's in the middle, some areas they're taking the entire lane out. But the hit on that has been on vehicle transportation. What it feels like they're trying to is: 'Hey,



we don't want you to take your car anymore, we want you to take mass transit, we want you to ride your bike, we want you to take a scooter. They're trying to, from a city level, push that down..."

"Why would you take cars out? That's the most efficient way to get around here... Especially if you're going to Vancouver. There's no way I'm taking a bus over to Vancouver! ... How does that solve my issue by taking my car away?"

"It's not about the quantity of what you have, it's about building that quality in what was already there and putting those dollars to use... I think decisions are made from hierarchy."

"So I biked almost all summer. And, I don't know what the solution is, because inevitably our highways can't support the number of cars we have already... all the silly roads in Portland, and changing bike lanes, that stuff doesn't do anything. It doesn't make a difference, because the issue is the I-5 bottleneck to Vancouver. So we can keep changing priorities of the bike lanes but inevitably I don't think it really matters."

"They should be able to do more for the money they're getting in terms of fixing the roads."

"Under my assumption that they are involved with TriMet, they are doing a good job. They keep working on expanding where the MAX lines run, like the orange line that goes to Milwaukee, and they keep trying to get it to go to multiple areas. They're doing a really good job."

How can PBOT be more transparent in communicating with you about road maintenance, in larger Portland and in individual communities?

"Flyers, text notifications, email."

"An app would be a good option."

"Social media."

"Using GPS."

PBOT BRAND SENTIMENT MESSAGE EXERCISE: GROWTH MANAGEMENT

What is your perception of how the Portland transportation systems are preparing for the growth of the city? Do you feel that it anticipates future needs?

"I think it is anticipating future needs. [PBOT is] somewhat slow about it, but I think they're trying. They're looking at alternatives, what can and cannot work, and making it more efficient."



"I don't know if they're doing all they can to accommodate all the people. I don't know if they have the right people... just over the last 10 years, I've seen these freeways just get swamped, where I totally avoid I-205. It wasn't a problem 10 years ago."

"The highways need to be a major focus right now because of the influx of larger populations coming in. I think they have been doing their best to anticipate and plan, but it's been a lot slower in comparison to how quick people have come in. They could put more of their funding towards expanding highways, cause I'm not sure if that's happening. I see them working on roads, but not highways or freeways."

"It's hard to expand US-26 just because of the geography of Portland. I don't think when it was built however many years ago that they were anticipating 20,000 - 25,000 cars a day."

SAFETY

From your perspective, what are the top safety considerations in Portland? [Drill deeper, based on responses].

"Where they put certain barriers up, it's really difficult. Sometimes you have to be basically out in the street before you can even see traffic coming from left to right."

"The sidewalk system is terrible when there's construction."

"I stay downtown, and I've been followed a few times, while pregnant or pushing my daughter in a stroller. The sidewalks are pretty bad sometimes, too, and, it's hard. I don't know if you've ever had to push a stroller on the sidewalks, but there will be a level change or I have to back up into the road so she's not hitting the ground really hard."

"Bike lanes. I've seen bike accidents. I don't think [the lanes] are well set up."

"I think they need more support from law enforcement on cars and bikes. More cameras, people ready to come, because it's gotten nasty, as we know, between cars and bikers."

"I'm not confident that the security, the TriMet policy officers, are all that great. I'd rather see more Portland public police in and around public transportation areas."

"Biggest one I see in Portland is when it snows a lot... Whenever there's a big snowstorm, if you drive down any freeway, you'll see 10, 11 cars slid off the road... I don't know if that's partly Portland drivers not being used to a lot of snow... I've never seen anything like it. The streets are a disaster. You're kind of trapped inside, especially if you're not living on a busy street. The roads just don't get plowed."



Do you feel safer on some modes of transportation than others? Why? What about biking and walking -- do you typically feel safe or unsafe doing these activities? Why?

"I feel safer in my car. I know that I can control my driving, and while I know that I can't control anyone else's, you don't know what's going to happen on a city bus. You can hope the bus driver is going to drive safe, but you don't know."

"[My car]. Sometimes I get on the MAX and there's this stranger that wants to be friendly to my daughter or whatever... it's just weird. Times have changed, and it's not the same anymore."

"There's some creepy people on the train."

"Hearing about different events that would happen on the bus, that were close to me or with friends... after that, I was like: 'Time to get a car.'"

"My fiance is getting more wary about walking in certain parts of downtown at night. She feels a lot more safe walking with a group, or just getting dropped off and picked up. The last couple of years she's had problems with people talking to her, not even necessarily the homeless population, but there's a different vibe downtown in some pockets."

Are you familiar with any safety initiatives that PBOT currently has?

"After a certain time, if you need to get off closer to your house, if it's on the route, you can say 'Hey, I live right there, can you let me off?' ... even if it's not a stop."

"I know they've been doing some stuff with speed zones in residential areas. I don't know if it's volunteer or mandatory, but I know in some areas they've actually reduced the speed."

"Vision Zero."

"20 is Plenty."

"I've seen 20 is Plenty. My kids were laughing at me, at first I thought: 'Is that like 20 / 20 vision?'"

What would make you feel safer? How can PBOT help address these concerns?

"Seeing more actual cops on the street, not security services. They're a joke. Cops who know how to talk to people, know how to enforce the law."

"And it's not just communication with [PBOT] just letting us know, it's us having the opportunity to give feedback, too."

"I think advertising some type of public service announcement, whether it's on TV or social media. Something about how to be cautious downtown."



"Designated strip for walkers and bikers, and maybe even just have lights on it 24/7, so it's kind of a safer spot to get through downtown, rather than just walking in dark streets at 1:30 in the morning."

"Cameras with people who are actually sitting in a command or control center and monitoring. That way they can talk to law enforcement on the ground. I think that would make people feel a lot safer."

SAFETY MESSAGING EXERCISE: VISION ZERO

How many of you have heard of Vision Zero?

"That's the 20 is Plenty, right?"

"I've heard of it; I have no idea what it is. It tells you how good that name is if people still don't know what it is."

"Unfortunately, I don't see [zero fatalities] happening. People are so unpredictable that the state cannot foresee someone dying or not dying, especially at the hands of another person... I don't understand why the state would want that type of pressure."

When you hear "Vision Zero: Saving Lives with Safer Streets," what is the first thing that comes to mind?

"Fix the streets first."

"It's still a priority mismatch. Now it's just: 'We're going to slow the speed limit down, we're not going to fix the streets.' The need is improved infrastructure, not slowing us down."

"Maybe that they are going to work on the homeless problem."

"Campaign or idea to have zero crimes happen."

What, if any, action are you compelled to take after hearing this message?

"Drive safer."

"Slow down, and follow the laws as a biker."

"Be aware of your surroundings."

"It would make me want to look out more for people while I'm out."

VISION ZERO MESSAGING: COLLATERAL PIECE #1



DISTANCE NEEDED TO STOP



CHANCE OF DEATH OR SEVERE INJURY



To help ensure equal access to City programs, services and activities, the City of Portland will provide translation, reasonably modify policies/procedures, and provide auxiliary aids/services/alternative formats to persons with disabilities. For accommodations, translations, complaints, and additional information, contact me or the Civil Rights Title VI & ADA Title II Program by email at title6complaints@portlandoregon.gov, by telephone (503) 823-5185, by City TTY 503-823-6868, or use Oregon Relay Service: 711.

How does this message resonate with you?

"It didn't really move me."

"The actors didn't seem distressed enough to send a stronger message. I think there should have been kids added, or at least one kid. It hits home for me. My son was riding his bike down a hill and was hit by a car, but thankfully, by the grace of God, he was able to walk away. I like the second part, with the graph, showing the speed. Because the car [that hit my son] wasn't going that fast, and that's why he wasn't severely injured."

"If one out of 30 people remember these numbers, if it sticks with even one person, it's helpful to have."

"It's educating us drivers to be cautious while driving."



How does this message resonate with you?

"I will only drive while driving' doesn't make sense to me."

"I love the pledge, but I don't like having to log on to do it. I think the pledge is really great, but I think it could be made even greater by making it something more personal. 'Come down for hotdogs to Pioneer Square, sign the pledge, and have a good day...'"

"I like the idea of a pledge, but I don't think it's effective unless there's an incentive behind it, which is really hard to do."

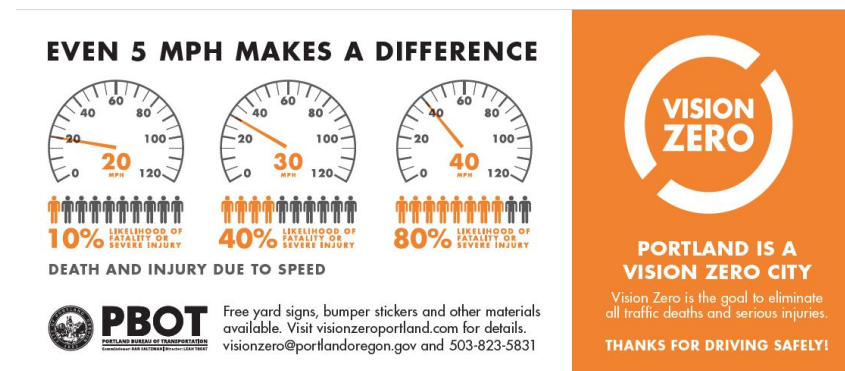
What, if any, action are you compelled to take after seeing this message?

"There would be no change in my actions. I don't drive drunk. All of these actions I take already, even texting and things of that nature."

"It's just enforcing things I already know."

"I would want to check out this high crash network that they talk about."

VISION ZERO MESSAGING: COLLATERAL PIECE #3



How does this message resonate with you?

"I like this 'Even 5 mph makes a difference.' I think the graph showing the percentage of fatalities is really wordy."

"I've noticed in residential areas people make their own signs, posting them and saying 'Drive as if you're children live here.' Is there a number where we can call to get support from [PBOT]?"

What, if any, action are you compelled to take after seeing this message?



"The marketing is weird. It's confusing that it says: 'Even 5 mph makes a difference,' but the numbers go between 10."

TRAFFIC CONGESTION

For those who regularly bike / walk / take public transportation, what motivates you to use transportation other than your personal car or a rideshare?

"Save on gas and exercise, and I want my kids to be more in nature and not just always depend on a car."

"The view."

"Going downtown... it's either hard to find parking or parking costs are expensive. I get anxiety trying to park downtown. The MAX will drop you off right where you need to go."

"I think for people that commute daily, there's that leisure aspect of it. They can read a book on their way to work. Rather than sit in traffic for 40 minutes, they can get on the MAX for 30 minutes and answer emails, read a book, catch up on sports articles, whatever they do."

"Having a car is an economic privilege that a lot of the working class doesn't have. It's something that has to be saved up for, for quite some time, and it's expensive to maintain a car... Public transportation is just a default for those that can't afford a car."

What has made you continue to use modes of transportation other than a personal car?

"It's easy, convenient and cheap."

"Once you've taken the bus, and you've walked, and you've ridden your bike everywhere, over and over and over again, it just becomes an everyday thing, like a routine."

Does anyone here regularly carpool? What motivated this decision?

"I take my dad to all of his appointments and stuff."

"Parking. The convenience when we're going to the same place."

"Carpooling going up to Vancouver, in theory, should be faster, but it's really not that much faster. I don't know if it's because a lot of people are carpooling, which is good, and so that lane fills up just as much as the other ones... but in Phoenix, that lane is at least twice as fast as any other lane. I don't know if Portland is not checking to see if people are actually carpooling in that lane or if there's just more people carpooling."



Are there any ways that taking a transportation method other than a personal car (bike, walk, take public transportation, carpool) could be made easier or more convenient?

"There needs to be express routes. The problem with taking the MAX is that you stop every five minutes, and it's quicker for me to just get in my car and drive downtown. If there's more routes that would be quicker to get to key destination points..."

"We need an underground structure downtown. I used to take the MAX from Portland to Hillsboro, and from downtown to Hillsboro it was super fast... it was like 20 minutes, faster than driving. Once you're sitting downtown and stopping every five minutes... the streetcar is a joke for that reason. It doesn't save time."

"[Make it] more affordable."

Of those who don't regularly bike / walk / take public transportation, which of the motivations others have shared are causing you to consider using your personal car less?

"I'd like to bike more, but with the smoke and with the 90 degree weather, it's been insane this summer."

What else would motivate you to use your personal car less, and public transportation more?

"Nothing."

"I think it just depends on your individual lifestyle."

"If you made it feel not as grungy. We talked about a lot of bus stops. A lot of the infrastructure that even TriMet uses... there's still a lot of old stuff out there that's not modern."

How do you feel about charging tolls on local highways during peak travel times to reduce traffic congestion?

"It goes back to penalizing the drivers because you've not been planning for that. I think the city just doesn't want to have more highways period... [A toll] would make me want to move somewhere else."

"I wouldn't pay it. I would take TriMet, which is good."

"Cheaper rent is in Vancouver. I think a lot of people, because of the income tax, live in Vancouver and work in Portland. So, if a lot of people have to live in Vancouver because it's so much cheaper to buy or rent, then you're just charging those same people money who maybe have to live in Vancouver because Portland's just too expensive. My brother lives in Vancouver, and I'll gladly pay 50 cents or whatever it is, but it would be annoying."

"How much?"

Is there anything more you'd like to know when it comes to PBOT's role in addressing traffic congestion?



"I would want to know the motive."

"I would want them to explain who they are and what they do in more detail."

"Just let us all know you get our complaints, and this is the plan, and how long this is going to take, but say: 'We appreciate and we know.' Have a spokesperson in the news... They owe us an answer."

"Show that they're consulting other cities that have made it work."

"I want to know dates. Do they have a set date about something they're planning on doing? Because we know that it's a problem now because everybody talks about it, and we just don't know what the plan is."

"They need to be more proactive in their approach."