



2020 TRANSPORTATION FUNDING MEASURE

Preliminary regionwide program concepts

DRAFT- FEBRUARY 18, 2020

Benefits beyond corridors: Regionwide programs

The Metro Council is working with partners and the community to develop a transportation funding measure that could make it safer, easier and more affordable to get around greater Portland. The potential 2020 transportation funding measure includes projects in 13 travel corridors and 10 regionwide programs.

Metro staff drafted concepts for these programs based on input from community members, partners, the Transportation Funding Measure Task Force and the Metro Council. Staff will work with community members and practitioners to further develop these programs, ensuring that they respond to the community needs and priorities they aim to address.

The task force identified values and outcomes for the measure that guide the program concepts:

- Improve safety
- Prioritize investments that support communities of color
- Make it easier to get around
- Support resiliency
- Support clean air, clean water, and healthy ecosystems
- Support economic growth
- Increase access to opportunity for low-income Oregonians
- Leverage regional and local investments

Get Moving 2020 Regionwide Programs - Preliminary Draft

The proposed funding measure includes programs that would invest throughout the greater Portland area. Concepts for 10 programs have three focus areas: 1) Safe and Livable streets, 2) Community Stability and 3) Future Transit.

1. Safe and Livable Streets

Making targeted safety and livability improvements throughout greater Portland

Programs :

- a. Safe Routes to School
- b. Safety Hot Spots
- c. Active Transportation Regional Connections
- d. Main Street Revitalization

Types of projects funded:

- Capital transportation improvements
- Technical and project planning assistance
- Outreach

Possible funding: \$20 million per year, across the four programs. Funding would be allocated as needed in a three-year grant cycle for a total of \$60 million every three years. The allocation would be distinct from the federal Regional Flexible Funds allocation, but timing would be coordinated as needed.

2. Community Stability

Preventing displacement and stabilizing communities by leveraging investments along corridors and in regional centers

Programs:

- a. Anti-displacement Strategies
- b. Multi-family and Missing Middle Housing
- c. Future Corridor Planning

Types of projects funded:

- Local strategies to prevent displacement
- More affordable housing in areas at risk of displacement
- Rezoning efforts
- Housing strategies and economic development before transportation investments are made

Possible funding: \$10 million per year for Multi-family and Missing Middle Housing and Future Corridor Planning, in addition to separate funding for Anti-displacement Strategies in the corridors.

3. Future Transit

Making transit more clean, affordable, reliable and a convenient choice for more people.

Programs:

- a. Better Bus
- b. Bus Electrification
- c. Student Fare Affordability

Types of projects funded:

- New and converted clean transit vehicles
- Student transit passes
- Planning, design and capital projects to improve transit speed, capacity and reliability

Bus electrification and Student Fare Affordability would be administered by the transit agencies with oversight from Metro. The capital portion of Better Bus could be combined with the programs in the Safe and Livable Streets program to simplify administration and reduce redundant applications.

Possible funding: \$15 million per year across the three programs.

How would the programs work?

The proposed programs build from Metro's many years of work with community members, partners and stakeholders to improve the transportation system. Metro has a long history of managing grants for planning, capital and operations funds in a fair and transparent manner. Across all programs, Metro would administer the programs based on:

- **Outcome-based criteria.** Metro would rely on performance criteria developed through community input and informed by related plans and policies to assess a project's impact and effectiveness in addressing the problem (e.g., traffic safety).
- **Racial equity analysis.** Each program would consider Metro's equity goals, as defined by the Regional Transportation Plan (RTP) as a lens through which to allocate funds and prioritize projects. The collective impact of the programs in addressing social inequities would also be considered.
- **Geographic needs.** Metro would take into account the unique and various needs of people traveling throughout the region, as well as the overall geographic distribution of funding.

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SAFE AND LIVABLE STREETS

1a. Safe Routes to School

Purpose

The Safe Routes to School program would expand the reach of Metro's existing program to support investments that make it possible for all students to get to school and travel around their communities safely, affordably, and efficiently by walking, biking and taking transit.

Need

Two thirds of school districts report funding as the primary challenge to implementing Safe Routes to Schools infrastructure improvements, and 83 percent of districts named traffic safety as the primary concern for students walking and biking. In addition, schools with more than 50 percent of students on free or reduced lunch see a 30 percent higher rate of collisions within one mile of the school. The need for Safe Routes to School investments across the region is hundreds of millions of dollars.

Potential benefits

Targeted education activities at historically underserved schools and increased funding for safety improvements across the region could significantly improve conditions for students to walk and bike to school safely. Safe Routes to School investments reduce congestion by reducing car pickups and drop-offs at schools. Nationally, school travel accounts for as much as 14% of car trips during morning rush hour. Safe Routes investments also help students get their daily physical activity and support improved classroom learning.

Types and scale of projects

- Capital improvements such as sidewalks, crosswalks and safe places for children to access school. (Typical project cost range: \$5,000 to \$5 million)
- Outreach and education (expansion of Metro's existing program). (Typical project cost: \$20,000 to \$300,000.
- Technical assistance to support jurisdictions in developing project lists and identifying program needs for Safe Routes to School in their community.



SAFE AND LIVABLE STREETS

1b. Safety Hot Spots

Purpose

This program aims to reduce death and serious injuries from traffic related crashes while addressing the disproportionate impacts of serious crashes on people of color and people with low incomes. Safety Hot Spots would be a data-driven program that provides funding for capital improvements at high injury locations (“hotspots”) across the greater Portland area.

Need

A majority of high injury corridors go through areas with higher concentrations of people of color, people with low incomes and English language learners. Funding is needed for small, localized and strategic capital improvements that can reduce crashes and injuries. Using crash data, Metro has identified both high injury corridors and high injury intersections in the region in order to prioritize needs. While there is a federally-funded program administered by ODOT to address hot spots, there is not enough funding to meet the need.

Potential benefits

This program could create safer roadway conditions, especially for the region’s most vulnerable community members. In addition to improving safety, safety hot spot investments typically improve walkability and livability in the surrounding neighborhood.

Types and scale of projects:

- Capital improvements, including project planning, such as signalized cross-walks or re-stripping of an intersection to improve turning movements. Investment in multiple hotspots on one roadway can be combined into one project for cost efficiency. (Typical project costs: \$2 to \$5 million)



SAFE AND LIVABLE STREETS

1c. Active Transportation Regional Connections

Purpose

This program would fund investments that increase equitable access to regional pedestrian and bicycle networks - networks that provide safe, direct and comfortable access to transit, town centers, employment, education and other locations people travel to daily.

Need

Many gaps and barriers remain across the region that prevent people from being able to walk and bike. The construction of large, meaningful projects like bridges and trails are difficult to fund through existing funding sources (such as small federal and state grants). Without investing in significant regional connections, major gaps in the active transportation network will continue to exist.

Potential benefits

Active transportation regional connection projects would help to reduce vehicle traffic by providing safe active transportation routes over long distances. The program would fund projects based on outcome-based criteria, which may include but aren't limited to: equity, regional connectivity, and safety and congestion relief.

Types of projects and scale

- Capital improvements, including planning projects, such as pedestrian and bicycle bridges, missing segments of multi-use paths, and separated bikeways on high crash corridors. (Typical project cost: \$1 million - \$15 million depending on complexity and phasing)



SAFE AND LIVABLE STREETS

1d. Main Streets Revitalization

Purpose

This program would provide grants to cities and counties to improve safety and mobility, and to support economic growth across the greater Portland area by investing in main streets and city and town centers. Projects funded through this program could either improve existing downtowns or help develop a new downtown main street where one doesn't currently exist.

Need

As the region's downtown centers grow and change, they need investments that provide transportation options, support local businesses, and promote vibrant and healthy public spaces. Every city and county in the Metro area has one or more center or main street, but many struggle with deferred maintenance, safety concerns, and limited capacity for transit. When main streets cannot support planned land uses, businesses, housing and other development may stagnate. Successful main streets are walkable and have access to multiple modes of transportation.

Potential benefits

Main streets can provide neighborhood gathering places, shops and services that nearby residents can walk and bike to, which reduces dependence on cars. That in turn helps reduce greenhouse gas emissions and traffic congestion. These investments would support local entrepreneurship, make communities safer and strengthen existing community. Plans for investments made under this program would consider anti-displacement strategies and equitable development outcomes.

Types of projects and scale

Main street grants could fund improvements such as:

- Seating and other amenities at transit stops
- Enhanced pedestrian crossings
- Bikeways
- Pedestrian-scale lighting
- Street trees and vegetation
- Street seating, art and other placemaking elements.



COMMUNITY STABILITY

2a. Anti-displacement Strategies

Purpose

This program would fund development strategies and projects focused on preventing displacement and encourage equitable development investments in corridors funded through the measure (TV Highway, 185th Ave, 82nd Ave, Burnside, Powell, 122nd Ave, 162nd Ave, McLoughlin Blvd, 181st/Clackamas-to-Columbia, Highway 212/Sunrise, Central City, Albina Vision). This program would establish a Regional Equity Coalition of partner organizations that would allocate resources and provide direction for strategies in each corridor. Community members who live and work in the corridors would advise Metro and its partners through corridor-based implementation committees.

Need

Transportation investments can support and improve the quality of life for the people who live in a community. However, those same investments can also have unintended negative consequences on the people they are trying to serve. Public infrastructure investments can spur increased land values that price people out of their neighborhoods. Displaced residents and businesses often relocate to areas that are more affordable and lack access to transportation options and community amenities.

Potential benefits

The scale at which this effort is funded would determine the level of impact. Outcome-based criteria would be needed to guide grant-making activities that support equitable development initiatives for each corridor. It is critical that these efforts are guided by community, so the existing level of community infrastructure would determine the pace at which this work can be done.

Potential project types and scale

The scope of each strategy would be proportional to the investment in each area. Resource allocations could be organized into the following action areas:

- Equity + Social Justice (tenant engagement, anti-displacement services,)
- Equitable Housing (pre-development and other affordable housing investments)
- Business Stabilization (business support services, lending and capital access)
- Workforce Stabilization (job training, career coaching)
- Community Empowerment/Leadership Training (cohort-based intergenerational leadership training)
- Community Investment + Placemaking (sub-grants to invest in neighborhoods and placemaking)



COMMUNITY STABILITY

2b. Multi-family and Missing Middle Housing

Purpose

This program would advance racial equity by mitigating potential displacement pressures and creating housing stability for households in changing neighborhoods.

Need

For the past decade, population growth has far outpaced new housing construction in the region. This has resulted in rising housing costs and increased the risk of displacement for households with low and middle incomes in rapidly changing neighborhoods. In some cases, public investments such as new transit lines and infrastructure improvements have accelerated neighborhood gentrification and housing instability.

Households with low or fixed incomes have been forced out of apartments with nowhere to turn for more affordable rents. Households with stable incomes can't save enough for homeownership, which is also increasingly out of reach. Stabilizing rents and creating pathways to homeownership for first-time home buyers are two important anti-displacement strategies.

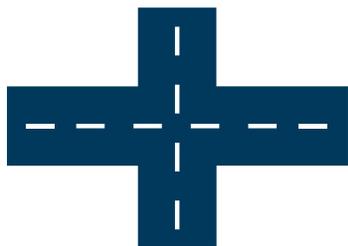
Potential benefits

The region is planning for major investments in transportation. It is necessary to concurrently plan for housing stability so that families who live in these changing neighborhoods today can continue to afford to have stable housing. Supporting current residents to become homeowners in these neighborhoods in the future would build family and community equity for generations to come.

Types of projects and scale

This program could fund two types of anti-displacement strategies: A regional revolving bridge loan fund and a capital grant fund.

POTENTIAL INVESTMENTS	REVOLVING BRIDGE LOAN FUND	CAPITAL GRANT PROGRAM	SCALE
Purchase land near a corridor to develop affordable housing	●		A \$1 million bridge loan would fund approximately one site acquisition at a time
Purchase a building in a changing neighborhood to prevent the displacement of low income tenants	●	●	A \$3 million bridge loan would fund acquisition of approximately one 50 unit building at a time.
Develop permanent affordable homeownership opportunities in a changing neighborhood	●	●	A \$1 million capital grant would provide gap financing for approximately 10 affordable homes for first time home buyers
Develop affordable housing with community activated ground floor commercial space along a corridor	●	●	A \$3 million capital grant would cover the increased costs in an affordable rental building.



COMMUNITY STABILITY

2c. Future Corridor Planning

Purpose

This program would connect the planning for major transportation projects with community priorities while coordinating investments across agencies for the smart stewardship of public funds. Corridor plans guide investments and policy decisions, including those related to local planning and zoning. It is critical that such plans are developed with a robust community engagement process to ensure that the experiences and values of current residents are well represented.

Need

To prepare for growth and protect livability there is a need to coordinate local, regional and state investments to get the most out of public and private resources. Corridor planning provides a process that brings together government, community, and business to create a shared plan of action for important transportation investments.

Potential benefits

The program could support transit oriented development in mixed use areas, high capacity transit and other transportation improvements, and the integration of freight and active transportation into multi-modal corridors. This program would allow Metro to support more communities to advance projects identified in the Regional Transportation Plan.

Types of projects and scale

Future Corridor Planning would support Metro's ongoing involvement in local and regional transit and roadway project conception, funding, and design. Without this program, local resources would typically fund Metro's work in an investment area. Funding amounts would vary by corridor, but for reference: corridor planning for the Southwest Corridor Plan is approximately \$1 million per year over five to seven years; corridor planning in Powell Division ranges from \$500-750 thousand per year over three to five years.



FUTURE TRANSIT

3a. Better Bus

Purpose

This program would fund relatively low-cost and quickly implementable capital projects that would improve transit travel time, reliability and capacity.

Need

Buses are getting stuck in traffic causing increasingly unreliable and slow transit trips. New growth is happening in areas in need of better transit service and access. However, ridership is not growing adequately to support additional service. Better bus will improve transit service for current riders while helping to attract new riders.

Potential benefits

Better Bus improvements would increase reliability and decrease travel time for bus riders, making transit a more convenient choice for more people. In 2018, a 2-year, \$5 million pilot program successfully made improvements in several locations in the Portland Central City, including SW Madison Street, NW Everett Street, NE Grand Avenue, NE MLK Boulevard and on the Burnside Bridge. These projects increased the speed of the outbound trips from downtown Portland for over 4,300 riders every weekday evening. The Madison and Everett projects together save over 37 hours of total rider travel time daily, or about 8,300 hours annually. The Better Bus program would provide similar benefits to other routes across the region.

Types of projects and scale

Better Bus would focus investments in rapidly growing, heavily-congested corridors, and employment areas that demand a higher level of transit service but are not current candidates for light rail and other high capacity transit. Investments would include:

- Capital improvements such as dedicated bus lanes, bus priority signals, curb extensions at bus stops, and level boarding. (Typical project cost: \$100,000 - \$1 million)



FUTURE TRANSIT

3b. Bus Electrification

Purpose

The program would support transit agencies in replacing diesel buses with new electric or low-carbon buses.

Need

Traditional buses emit large amounts of greenhouse gas emissions including carbon dioxide, nitrogen oxide, and harmful diesel particulates. Communities along bus routes, which are primarily denser neighborhoods with a higher concentration of residents, more acutely feel the impact of this pollution. For this reason, TriMet set a goal of phasing out its diesel fleet over the next 20 years. SMART (South Metro Area Regional Transit in Wilsonville) also has goals of converting its fleet into low-carbon vehicles.

Potential benefits

Electric buses and other low-carbon transit vehicles greatly reduce emissions and improve air quality. Replacing a diesel bus with an electric bus reduces greenhouse gases by 405 metric tons per year, assuming a battery electric bus is operating 120 miles per day

Other benefits include less vibration, less noise, zero exhaust, and lower operations and maintenance costs.

Types of projects and scale

This funding would ensure that TriMet meets its goal of replacing its current fleet in 20 years. The exact types of buses and charging models have not been finalized, but multiple options exist and battery technology is continually improving. Metro would transfer funds to the transit agencies to purchase the buses.



FUTURE TRANSIT

3c. Student Fare Affordability

Purpose

This program would allow for free or discounted student fares in greater Portland.

Need

Each day, youth in the greater Portland area need to get to and from school, visit family and friends, attend community events and meetings, receive medical care, get to their jobs, visit libraries, participate in extracurriculars and sports and more. For some, buying a transit pass can be a financial burden or out of reach altogether.

TriMet currently offers reduced fares for youth ages 7-17 and students in grades 9-12 or students pursuing a GED. One school district in the region, Portland Public Schools (PPS), is exempt from state requirements to provide regular yellow bus service for high school students. Instead, PPS currently offers all high school students a free transit pass during the school year. TriMet and PPS jointly pay for this transit pass program (the Oregon Department of Education partially reimburses PPS). Currently, all other school districts in the region run a yellow school bus program for their high schools and consequently are not financially able to offer a transit pass to their students. Consequently, these school districts cannot afford to offer a transit pass to their students. Removing the yellow school bus program is not a viable option because transit service does not provide sufficient coverage in all districts.

Research suggests that helping young people access public transit and become familiar with it at an early age makes them more likely to be regular transit users later in life. For students who are unable to drive, access to transit can also help expand job opportunities and make it more possible to participate in extra-curricular activities that might otherwise be inaccessible.

This program would be administered in partnership with transit agencies and local school districts.

Potential benefits

This program would provide transportation options to youth. The program would fund transit fare passes.

Types of projects and scale

- The size and scale of a program could vary based on how many students are served.
- The funding raised by the measure for Student Transit Fare would be additive and not replace existing funding for student fare programs, such as the funds allocated for the PPS Student Youth Pass.

Considerations for future discussion

- Existing funding for school transportation
- Transportation needs of high school students in contrast to middle school students and/or elementary school children (7 and over)
- Needs of students that go to public school compared to private school