

Dear Metro Council,

As your Transportation Funding Task Force co-chairs, we are honored to lead the Task Force members in our charge to support and advise Metro Council as it considers a possible 2020 transportation investment measure. We want to begin by commending and thanking our fellow Task Force members for consistently bringing a sense of optimism and diligence, a willingness to dig through challenging and technical material, and a commitment to represent their constituency and work with their fellow Task Force members. We would also like to commend the Metro Council for assembling a group of people from across the region with diverse backgrounds, interests, experiences, and connections. It is unusual to have a regional table that represents so many different parts of the region, and in the best of ways it makes our work that much more meaningful and occasionally that much more complicated.

One thing that is very clear from our conversations is that our region desperately needs transportation investment. In every part of the region and in every part of our discussion, we all agree that we need investment in order for the values that are important to us come to fruition, particularly as our region manages increasing growth and works to protect and improve quality of life in the face of that growth.

The Task Force values that are included as part of the attached staff memo represent the set of needs that our members are trying to balance. The Task Force identified thirty outcomes that are important to them overall, and discussion at the last several meetings focused on reducing greenhouse gasses, increasing transit, reducing vehicle miles travelled, improving outcomes for people of color, improving system connectivity, and ensuring a regional balance of investment. Each one of the thirty Task Force values is important, and we trust that any possible final package will do its best to represent real progress on each of them.

While we understand and support the intention behind the corridor process, the Task Force did struggle with the idea of advancing corridors without knowing what projects were on them at this time. We believe that the Task Force members have been very clear about the values they would like to see advanced in a potential measure, and that they are struggling to reconcile those values with the unknowns at this stage in the process. It will be important for Task Force members to have ample time and tools to review proposed projects on corridors and ensure that any projects they recommend moving forward to Metro Council align with Task Force and Metro Council values.

Attached is a staff recommendation based on the conversations the Task Force has had over the past four months; we ask you to consider this recommendation at your work session on Tuesday, June 4<sup>th</sup>. We believe this memo captures the key takeaways from the Task Force process so far.

We appreciate that Metro Council is willing to consider shouldering the policy and political challenge of developing a regional transportation investment measure, and look forward to supporting you and partnering with you to develop that possible measure.

Let's Get Moving—

Jessica Vega Pederson, Commissioner  
Multnomah County

Pam Treece, Commissioner  
Washington County

MEMO

**To:** Metro Council

**From:** Andy Shaw, Director of Government Affairs and Tyler Frisbee, Transportation Policy Manager

**Re:** Transportation Funding Task Force Corridor Tiering Update

**Date:** June 4, 2019

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### **Background**

In February of 2019 the Metro Council appointed a Transportation Funding Task Force to provide advice on the content and process of developing a possible transportation investment measure. The Task Force was intended to act on the “big-tent” concept Metro Council had learned about from other successful ballot initiatives around the country, bringing together 35 public agency officials, business leaders, transportation leaders, environmental advocates, labor representatives, and culturally specific community groups to consider the various components that may make up a possible transportation investment measure.

The Task Force spent their first few meetings discussing the values and outcomes that Metro Council prioritized, and adding additional outcomes that were important to them. There is strong alignment between the outcomes and values of the Metro Council and the Task Force; they demonstrate an interest in a bold investment measure that is rooted in racial equity and social justice values, supports economic development throughout the region, provides options and tools to everyone in the region (regardless of race, age, income, ability, housing or employment location) as the region grows, and makes major investments in a transportation system that will reduce greenhouse gas emissions.

As the Task Force has continued its work, public interest in the process has increased significantly. At the most recent Task Force meetings public testimony focused largely on the importance of reducing greenhouse gas emissions through a possible transportation measure. That message has resonated with many Task Force members.

### **The Corridor Process**

On January 31, 2019, Metro Council directed staff to work with the Task Force to develop a measure structure that began by asking, “what places most need investment?” rather than the traditional conversation around what projects were in the planning pipeline. Council believed that this structure helped center the needs of community voices in the process, because rather than starting with what government wanted, the conversation began with what people and places needed. Council asked the Task Force identify and recommend the universe of potential corridors to consider for investment.

Council also recognized that the universe of corridors that need investment would be greater than voters’ capacity to meet that investment. The Council's direction has been to develop a funding proposal that meets the values and outcomes of stakeholders and also is likely to win support from the public and, ultimately, the voters. Our region has found creative ways to piece together transportation resources over many decades, a possible 2020 transportation funding measure represents one of the ways to seek investments, in addition to existing local, state, and federal funding sources.

In order to identify which corridors an investment measure should focus on, the Task Force was asked to recommend to Metro Council a three-tier corridor prioritization:

- Tier 1: Corridors that Task Force members actively believe should be part of a measure, and have significant potential to advance Task Force and Council values. These corridors will receive Metro resources and staff time to develop projects and engage community along the corridors.
- Tier 2: Corridors that might be able to advance Task Force and Council values, but there's less clear interest in moving them forward. For corridors in this tier, Council will encourage local jurisdictions to work with community members to develop projects, if they are interested. If there is possible capacity and interest in those projects, the Task Force and Council can consider in the fall whether or not to include those projects as part of a possible investment measure or support future planning processes. Projects on these corridors may be good fits either at the project/corridor level, or for regionwide programs.
- Tier 3: Corridors that are still important and need investment, but are not best suited to this possible transportation investment measure.

### **Corridors of Interest**

As part of the Task Force process, Task Force members participated in an online survey that asked them to design a regional measure containing five corridors and a regional measure containing fifteen corridors. That exercise was used to identify which of the 75 corridors Task Force members believed aligned the most with the Task Force values, and what corridors Task Force members believed aligned the least with their values. Based on the survey results, 29 corridors were identified as “corridors of key interest,” and staff developed additional materials to help Task Force members become more familiar with those corridors, their individual visions, and their needs. That document is attached for your review.

Those 29 corridors received the most attention and focus from Task Force members over the next several meetings, and became the menu for what could be considered as Tier 1 and Tier 2 corridors. Task Force members thought those corridors overall were a good representation of the need in the region, and wanted to make sure that whatever corridors moved into Tier 1 were the optimal set of corridors to:

- Reflect a regional balance
- Invest in underserved areas, particularly those with a high proportion of people of color
- Make progress on our climate goals
- Improve the overall system connectivity
- Increase transit ridership

### **Task Force Votes**

The Task Force took four votes in their meeting on May 29<sup>th</sup>, but did not reach a final recommendation. The four votes were:

- Informal approval (through a red-yellow-green card process) to advance 82<sup>nd</sup> Avenue, Tualatin-Valley Highway, McLoughlin Blvd, and the SW corridor into the first tier.

Transportation Funding Task Force – Corridor Memo to Metro Council  
 Distributed at Metro Council work session, June 4, 2019

- A motion to recommend that Tier 1 corridors be: 82<sup>nd</sup> Avenue, Tualatin-Valley Highway, McLoughlin Blvd, SW Corridor, SW 185<sup>th</sup> Ave, Burnside Street, the downtown Portland corridor, the Albina Vision stretch of I-5, the Clackamas to Columbia corridor (including 181<sup>st</sup> Avenue), Highway 212 was put on the table.
- The motion was amended with a unanimous vote to add 122<sup>nd</sup> Ave, 162<sup>nd</sup> Ave, and Powell Blvd to the top tier.
- The motion to include all thirteen corridors in the top tier received a majority of votes (12-6), but did not reach the Task Force threshold of 75% of support required for a formal recommendation.
- There was then a motion put on the floor to put Highway 212 and C2C/181st in the second tier, and keep the remainder of the corridors in the first tier. After discussion that Task Force members are interested in giving corridors an opportunity to demonstrate that they can put together projects that meet the Task Force values, this motion failed 1-15.

At this point, the co-chairs decided that there was sufficient conversation to convey the interest and focus of the Task Force to Metro Council and there was interest in receiving feedback from Metro Council on a tiering proposal.

**Staff Recommendation**

As the Task Force did not come to a formal recommendation, staff focused on building a recommendation that has strong potential to align with the thirty identified Task Force Values and the fourteen Metro Council outcomes, and that will provide the Task Force with a strong set of possible corridors and associated projects this fall. This recommendation assumes that all proposed projects will need to align with the Task Force and Metro Council values, and that the package as a whole will, in particular, need to demonstrate that it is improving safety, managing congestion, reducing greenhouse gasses, distributing the benefits and burdens of investment equitably around the region, and improving social, economic, health, and environmental outcomes for people of color.

As part of this recommendation, Metro staff have also submitted notes on the technical readiness of some of these corridors, as necessary.

**Tier 1 Corridors**

<b>Tier 1 Corridor</b>	<b>Staff Notes</b>
82 <sup>nd</sup> Ave	
Tualatin Valley Highway	
SW Corridor	
McLoughlin Blvd	
Burnside Street	
SW 185 <sup>th</sup> Avenue	
Downtown Portland	
122 <sup>nd</sup> Avenue	
162 <sup>nd</sup> Avenue	
Powell Blvd	This corridor is in the middle of a complicated legislative jurisdictional transfer discussion, and engaging in project development over the next few months may be difficult.

Clackamas to Columbia Corridor/181 <sup>st</sup> Ave	The projects on this corridor should focus on improving safety and multimodal connectivity between two major employment centers and through the equity focus area, and reduce the extent to which projects increase vehicle miles travelled.
Highway 212/ “Sunrise Corridor”	The projects on this corridor should focus on improving connectivity and increasing transportation options for people, and minimize negative environmental impacts and vehicle miles travelled increases.
I-5 downtown Portland, Albina neighborhood	The projects on this corridor should be focused on supporting the Albina Vision project and improving neighborhood connectivity and restoration. The Task Force wants to re-iterate the Council’s position that no funds from this regional measure shall be used on projects on the interstate system.

If Metro Council supports including these corridors in the first tier, Metro staff will begin working with local jurisdictions and community members to identify and collect feedback on potential projects and project packages for each corridor to bring back to the Task Force in the fall.

**Tier 2 Corridors**

- NE/SE MLK/Grand Avenue
- Beaverton-Hillsdale Hwy
- SE Foster Rd.
- Division St.
- N/NE Columbia Blvd.
- Hwy 26/Sunset
- Oak Grove-Lake Oswego Bridge
- 99W/Pacific Hwy
- Hwy 217
- Tualatin-Sherwood Rd.
- Hwy 43/Macadam
- NE Sandy Blvd.
- NE/SE 11<sup>th</sup>/12<sup>th</sup> Avenue
- N Mississippi/Albina Ave
- NE Airport Way
- NE Halsey Street
- I-205 connectivity improvements

If Metro Council supports including these corridors in the second tier, local jurisdictions, if they choose to do so, will have the opportunity to develop projects and engage community members to prepare projects for possible consideration by the Task Force in the fall. In order to be considered by the Task Force and Metro Council in the fall of 2019, Tier 2 corridors would have to demonstrate that

- they have developed projects that align with the Task Force and Metro Council values,
- those projects are supported by the local community , and
- those projects bring benefits and resources to parts of the region that aren’t already directly impacted by other corridors.

Corridors that have sufficient project identification and readiness may be considered for capital project investment; if projects are not sufficiently developed, corridors that meet the above guidelines may be eligible for planning resources.

All corridors from Tier 2 interested in being considered for funding as part of a possible ballot measure would have to demonstrate that they meet the above guidelines in the fall of 2019. If there is the potential for more revenue than anticipated, the Task Force and Metro Council will consider whether there are corridors and projects from Tier 2 that align with these guidelines, and how much capacity there might be to include additional projects beyond those in Tier 1.

**Addendum #1**  
**Regional Transportation Funding Task Force**  
**Key Investment Measure Outcomes**

***Reflects direction at Council work sessions on Jan. 24 and 31, 2019 and  
Transportation Funding Task Force discussions, March 2019***

The Regional Transportation Funding Task Force believes a regional transportation investment measure should meet the following outcomes:

**Improves Safety**

- Significant progress toward zero deaths and permanent injuries in all modes of transportation, especially among vulnerable community members, including seniors, youth and people with disabilities
- Significant safety investments in areas where people of color and people living with low-incomes live

**Prioritizes Investments that Support Communities of Color**

- Ensures equitable distribution of benefits and burdens of transportation investments and acknowledges historic inequities of that distribution
- Improves outcomes for communities of color
- Identifies potential displacement impacts and invests in anti-displacement strategies for each corridor
- Improves safety outcomes in areas where people of color live
- Invests in transit improvements to improve access, frequency, and connections between equity focus areas and affordable housing and employment and education centers

**Makes It Easier to Get Around**

- Creates a more interconnected transit system that reduces impact of congestion on transit
- Decrease in average commute times between major employment and residential centers
- Increase in parts of the region served by transit
- Increase in number of corridors in the region with efficient and safe multi-modal options
- Improvements in roadway and transit reliability
- Increase in access to living wage jobs, schools, social services, open spaces, and affordable housing choices
- Overall increase in transit reliability and speed
- Overall increase in transportation options in areas with a high proportion of people of color
- Makes it easier for people of all ages, abilities, and income-levels to access the transportation system and move around our region

**Supports Resiliency**

- Invests in key resiliency needs in the region
- Strengthens the ability of our region to withstand major natural disasters and rebuild the transportation system after such a disaster

**Supports Clean Air, Clean Water, and Healthy Ecosystems**

- Overall decrease in vehicle miles traveled
- Overall decrease in greenhouse gas emissions that meets the regional Climate Smart Strategy targets to the extent achievable by the scale of the overall investment
- Overall reduction in diesel particulate matter in the air

**Supports Economic Growth**

- Increase in access to employment centers
- Increase in number of jobs created
- Increase in number of jobs created for people of color
- Increase in freight throughput
- Supports investments to increase access to opportunity for low-income Oregonians

**Leverages Regional and Local Investments**

- Coordinates and supports investments in affordable housing and parks and nature