
Equitable Transit Oriented Development Principles and Practices for the Better Red Station Area Planning Project

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Final Report

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Introduction

TriMet has been at the forefront of providing widespread, equitable transportation services for many decades. As part of the Better Red rail improvement project, TriMet is now making a concerted effort to bring its equity goals to the development of properties surrounding its stations. This document is the product of an equitable transit-oriented development workshop in July 2021 and is designed to help detail some of the principles developed during that session.

This document is strictly to help TriMet pursue equity goals in the Better Red planning projects. The organization can then review and look to establishing longer term best practices.

1. TOD, ETOD and Better Red Efforts

Tri-Met's TOD Guidelines

Throughout the Portland region, TriMet owns land at or near its stations. As part of the larger network of public entities committed to making the Portland region one of the world's most inclusive, sustainable and livable places, Tri-Met has established guidelines for developing the land it owns. Transit-oriented development (TOD) helps achieve this goal by delivering higher-density, mixed-use and mixed-income projects within walking distance of transit. TriMet's TOD program exists to promote partnerships with public, private and community groups to deliver new, equitable developments that best meet the stakeholder needs at each site.

As established in TriMet's TOD Guidelines, the goals are that TOD should be:

- Integrated and Multi-Modal
- User-Friendly to Promote Transit Use
- Financially viable
- Safe, Vibrant, and Accessible
- Balanced Mixed-Uses
- Deliver Density
- Provide Housing

These goals align closely with what is considered equitable transit-oriented development.

Equitable TOD

Equitable Transit-Oriented Development (ETOD) is a policy, process and a development form that plans and supports built environment investments that serve the needs of existing community members, especially the most vulnerable, while enabling future growth. ETOD is centered on the people who live, work and create in communities of color and in low-income communities that are served by existing or planned high-capacity transit service, whether bus and/or rail. As communities grapple with the simultaneous racial justice, public health, housing and climate crises we currently face, ETOD can be an important strategy to create a healthy, climate resilient and equitable future for all while also generating economic value and providing public services more cost effectively.

Equitable TOD Focus in Better Red Station Planning

The Better Red TOD project will begin with strategic planning at various stations to prepare TriMet for moving efficiently and equitably into TOD site development.

In particular, this will include:

Willow Creek Station:

- Community Assets and Gaps Analysis
- Joint Development Massing Study
- Joint Development Feasibility Assessment
- Joint Development Strategic Plan

Beaverton Stations:

- Development Barriers Analysis - Local Policy
- Joint Development Massing Study

Gateway Station:

- Joint Development Sites Access Study
- Joint Development Massing Study
- Joint Development Feasibility Assessment
- Joint Development Strategic Plan

Park Rose Station:

- Joint Development Sites Access Study
- Joint Development Massing Study

An equity lens will be applied to each of these efforts. In particular:

- Public engagement efforts will include targeted outreach to underrepresented groups in the area.
- Community assets and gaps analysis will focus on gaps in service, particularly as they apply to those riders most dependent on transit for employment or services.
- Massing, feasibility, and strategic plans will assume a percentage of affordable housing units on any residential developments. It will also consider the potential for commercial or residential displacement.

2. Equity Workshop - Input

On July 20th, 2021, TriMet, ECONorthwest, and the rest of the Better Red consultant team gathered for an Equity Workshop to identify several equity opportunity recommendations in relation to TriMet's overall future with planning and enabling TOD development. Some of these themes apply directly to the current planning efforts. Others relate to future efforts when RFPs for land disposition are crafted and negotiations with development partners are underway.

Each of the recommendations identified during this meeting were recorded on a shared platform and then consolidated into the table in Exhibit 1. ECONorthwest organized these recommendations into several subtopic areas, including connectivity, fair labor practices, inclusivity, affordability, accessibility, safety, new housing, displacement prevention, transparency, and environmental impact. Of the extensive recommendations, ECONorthwest identified several emerging themes, and these themes are outlined below.

Better Red TOD Themes to Consider

Below are themes that emerged from the over one hundred comments received during this workshop. These should be taken as areas that TriMet may want to consider in planning efforts, focus on in engagement efforts or weave into land disposition processes.

Connectivity to places of employment, education, services, & recreation:

- Review potential on-site assets and gaps in neighborhood services (healthcare, childcare, education, etc.) and incorporate them into planning for property use.
- Utilize existing mobility options to address first mile and last mile challenges.

Fair labor practices/workforce:

- Develop expectations for contracting goals for local/disadvantaged contractors. Encourage fair labor practices for ongoing on-site operations.
- Identify and remove barriers for small/disadvantaged contractors in the procurement process for TOD sites.

Inclusive Local Business & Economic Activity:

- Explore mechanisms to secure affordable commercial space within TOD.
- Investigate the potential for different ownership models within commercial spaces.
- Look into flexible uses of public space for community spaces, disaster preparedness, outdoor markets, events, etc.

Transit Affordability:

- Encourage mechanisms that will provide subsidized/free transit passes to residents living in and employees working in TOD buildings, and thereby minimize parking expectations.

Accessibility and Public Space:

- Increase ridership by reducing language barriers within the TOD area (e.g., intuitive design, multi-lingual wayfinding).
- Maintain ADA best practices throughout the TOD area.
- Incorporate larger bike and pedestrian thoroughfares into station area planning.

Safety:

- Prioritize pedestrians and cyclists in station area planning.
- Include appropriate lighting and/or other intentional design measures to encourage a feeling of safety.
- Initiate audits of TriMet public safety approaches to ensure appropriate enforcement levels.

Deliver New Housing:

- Accommodate diverse housing typologies (SRO, co-housing, co-op multifamily ownership).
- Set expectations for family-oriented housing products within affordable and market-rate developments.
- Establish goals and advocate for more ownership opportunities within housing development.
- Encourage affordable housing at various AMI levels.
- Explore funding mechanisms that support alternative housing solutions, including mixed-income and off-site affordable housing solutions.
- Remove constraints that artificially limit density achievable on TOD sites, such as restrictive parking provisions.

Prevent Displacement:

- Support ownership strategies both onsite and in surrounding neighborhoods.

- Explore alternative ownership models, including land banks, and local jurisdictional partnerships.
- Execute thorough investigation of surrounding market conditions and potential effects of development.
- Consider how TriMet can re-purpose existing and future surplus agency land for affordable rental/for sale, as well as non-traditional funding. For example, how construction staging sites could be re-used for affordable housing development once no longer needed.
- Enter into MOUs or other similar agreements with partner agencies that anticipate the impact of future transit infrastructure and provide for measures to offset its impact.

Provide Transparency:

- Be preemptive in building trust with communities, ensure that communication is ongoing, and be proactive in communication efforts to reach people where they are.
- Provide clarity on the planning process, timeline, and risks to the development process.
- Provide concise updates and materials in easily accessible language and locations.

Engagement:

- Ensure fair compensation for community partners within engagement where appropriate.
- Promote deep community engagement within station planning and property development phases, including working with CBOs and nonprofits that are led by and work with BIPOC communities.
- Identify “local champions” to help engage local stakeholders.

3. Appendix

Exhibit 1. Equitable TOD - State of the Practice

ETOD affirms the rights of those who rely on transit, and the value of transit-served communities. This manifests itself through:

- **Housing that is affordable** to people at a range of incomes, regardless of their household size, race, gender, physical ability, or ethnicity.
- **Safety:** Residents, including the most vulnerable, who are physically safe from traffic, community violence and police harassment or brutality.
- **Accessibility:** Accessible pathways and sidewalks that connect people, regardless of their physical ability or age, to reliable, convenient transit and other green mobility options like bicycling, walking and car-sharing.
- **Mixed-use neighborhoods** where small, locally-owned businesses can thrive next to daycare and community centers, schools, libraries, community gardens and parklets, light manufacturing, and housing.
- **Shared economic prosperity** through resident-driven creation and preservation of place that stimulates growth, offers pathways to community ownership, provides culturally relevant spaces and places for Black, brown, Indigenous and other people of color (BIPOC), and unlocks self-determination.
- **Vibrant neighborhoods** where art and culture celebrate, honor, and elevate the City's multi-racial identities while affirming the rights of BIPOC residents as cornerstones of our future.
- **Sustainable design** and the inclusion of green spaces and natural climate solutions that ensure greater climate resiliency and lower energy costs.
- **Equality:** Community members and civic stakeholders who are equal partners with public agencies to plan, design and implement future plans, policies and investments.

Focus Areas

ETOD has evolved beyond just affordable housing near transit. Successful ETOD must include integrated and community-anchored design and planning strategies that support climate resiliency and energy efficiency, improve public health outcomes, and create community wealth-building opportunities, especially for BIPOC and people of different genders, ages, abilities, and incomes. The preservation and stabilization of homes and businesses for low-income members of our BIPOC communities who are connected by transit is foundational to ETOD.¹

¹ SPARCC has developed additional materials [articulating ETOD and the work of local partners](#); and the necessary elements of [successful ETOD implementation](#).

ETOD Guiding Principles

- To achieve **EQUITY**, policy makers at all levels of government must acknowledge and help build political power and agency for residents and business owners in all aspects of designing, planning and implementation of ETOD. This requires taking intentional steps to both correct past racially unjust systems and investments, and to ensure future systems and investments create and retain economic opportunities for Black and brown residents in particular.
- Transit is facing an unprecedented crisis today. To ensure **TRANSIT** is safe, reliable and affordable for all essential riders, the benefits to the agency must be considered in the planning process but not be allowed to become an outsized consideration. Affordable fares must be part of transit recovery for our most vulnerable members of society who rely on transit for critical services and to reach regional jobs.
- Transit-oriented communities require investments that go beyond a single station or project. To stabilize neighborhoods and maximize the ETOD opportunities, policy makers, designers, and local government partners must **ORIENT** investments and land use policies to both the transit and the community and should help build community wealth and maximize community benefit within a half-mile radius of stations.
- Affordable housing is a key element but not the only aspect of equitable **DEVELOPMENT**. Transit oriented communities should be integrated and provide access to grocery stores, daycare centers, business incubators, public health centers, workforce training centers, parks and open space. The infrastructure needs to support all residents in the community, thereby making it inclusive and cohesive. We need a comprehensive concept of ETOD projects and processes to ensure that new development projects are maximized to achieve community benefits around station areas, with financial incentives appropriately aligned and shaped through equitable community engagement.
- To be successful, ETOD has to be tailored to the community where it exists, taking account of a wide range of specific local and regional factors. Community needs are often unique to an area, and these need to be carefully matched with wider regional needs for housing, economic development, services, etc. Funding to support ETOD also varies significantly between regions, so this must also be considered when determining how best to design, deliver, and implement ETOD policies and projects.

Exhibit 2. TriMet Better Red Equity Workshop Feedback

Below are the comments made during the July 2021 workshop related to a variety of topics. These were used to develop the themes outlined above.

Source: ECONorthwest

TriMet Equity Opportunity Recommendations	
Connectivity to Places of Employment, Education, Services, & Recreation	
Applicability to Station Planning	
Evaluate existing infrastructure and gaps and study potential property overlap to provide space to locate services or satellite resources.	Create trip planning tools to help communities connect with the resources and destinations that best fit their needs by type.
Embed services onsite vs. emphasize offsite connections.	Bolster connectivity to education,
	Map (and engage) anchor institutions along the corridor with a focus on those at particular station areas. Ask the community to help define an anchor institution.
Look for informal uses that are important to placemaking.	Develop a better understanding of where underserved populations are traveling (do not assume that everyone is headed downtown to work).
Work with community-based organizations to understand key destinations and last line issues including sense of safety, walkability, etc.	Incorporate metrics into the planning process that measure before and after connectivity.
Identify opportunities to support economic opportunity in the design and function of the station area.	Partner with the Dept of Health at the station areas to identify health impact issues, walkability assessments, etc. (Chicago is a good model of this, with Dept of Health funding planning and implementation).
Build whole communities.	Map out community-based organizations that are near the station, to understand how to build up equity aspects of the site.
Identify regional gaps (e.g., parks deserts) and seek to fill them in, in plans.	
Applicability to Property Planning	
Prioritize TOD locations with the greatest connectivity, as this will serve the greatest audience.	Subsidized space for childcare or community college.
Identify community-serving needs and work those into RFPs for joint development (via RFQ response and or criteria; long-term leases, etc.).	Identify specific goals/expectations for types of spaces for TOD RFPs.
Incentivize affordable commercial space for community service oriented small businesses.	

Fair Labor Practices/Workforce	
Applicability to Station Planning	
Look for ways to encourage fair labor practices beyond direct contracting relationships. Consider a community benefits agreement as a possible mechanism.	
Applicability to Property Planning	
Establish and negotiate strong contract requirements with developers/contractors.	Investigate how we can be creative in contracting to maximize equity outcomes while mitigating a financial baseline.
Recognize that this is a process goal; we can't control our tenants.	Investigate how we can encourage local participation in local projects at a micro-level. Increase local ownership of projects, even for groups not recognized as DBE, etc.
Identify the make-up of the contractor workforce and the hiring, retention, promotion, and wages and/or benefits.	Keep in mind planning, engineering, construction, and end users/tenants all throughout the process.
Identify the living wage and sustainable employment opportunities we can create through this work.	Understand barriers to entry that equitable requirements may uphold for small businesses, i.e. DBE certification, health insurance for all workers.
Design projects with small builders in mind (i.e.- don't put out an RFP for a high rise when no local minority-owned builder is large enough to build it.)	Review joint development RFQ criteria and scoring.
Be flexible on contract terms to lower barriers and allow for more equitable terms for small BIPOC businesses to join teams; they do not have the family wealth and large capital in the business to take the same risks that larger companies do.	Prioritize workforce training opportunities to build the trade pipeline.
Create opportunities for community-based organizations (e.g., 501(c)3 orgs) to be compensated for their time, expertise, and contributions to projects.	Demonstrate the "value" for doing fair labor practices, and/or identify ways to bridge funding gaps (philanthropy or govt subsidy) that may arise.
Inclusive Local Business & Economic Activity	
Applicability to Station Planning	
Find a way to land bank in the adjacent neighborhood to develop RFP sites for jobs focused development/light industrial/other types of employment that reach lower income communities who need well-paying jobs.	Work with Metro/local jurisdictions to develop a grant or loan program to subsidize commercial space in affordable housing buildings; this would trigger commercial prevailing wages, which makes the project uncompetitive at the state level.
Consider uses other than residential near station areas, including office or employment-generating uses.	Conduct asset mapping of local businesses. Be open to surprises (national chains can be locally owned franchises).
Investigate what our balance of uses should be. Consider how we can promote affordable commercial space.	Tailor the businesses to really reflect the culture of the community.
Provide access to new jobs based on built up infrastructure that makes using public transit more attractive to reach new employment opportunities.	Consider a station design that allows for farmers markets and events, with support structure (canopy, restrooms, etc.) that can help serve this function.

Investigate how we can provide all levels of employment for the community.	Think about how to get the community to reach a consensus on the right commercial/employment use at a TOD.
Develop a good financing model for community-oriented space.	Consider TIFIA loans to fund community infrastructure.
Develop an on-site jobs center/information center.	
Applicability to Property Planning	
Consider mixed use affordable commercial office or retail opportunities.	Partner with workforce groups for hiring.
Identify private joint development partners willing to work with other public partners (e.g., libraries) to bring mixed-use spaces into TOD projects and affordable housing projects.	Develop partnerships with local economic development agencies to identify, develop or subsidize other more innovative uses for the property.
Consider business loan funds to support local (BIPOC) businesses and small businesses during construction, CLTs, etc. for commercial, office and community serving types.	Consider long-term ground floor leases, especially for community serving needs.
Consider local ownership models - e.g. CIT.	
Transit Affordability	
Applicability to Station Planning	
Deliver density at TOD to generate ridership revenue.	Understand full trip cost, times, etc. for folks in the community.
Design or build out station areas in a way that creates efficiency for riders to choose transit over other modes and produce cost savings.	Partner with and promote alternative transportation for the last mile (bikes, scooters).
Include people's time into the cost of mobility, which is especially important for hourly workers; fast and affordable mobility can make a big difference.	Try an equitable EV and Bike Share system (affordable and easy to use, low tech) for low-income community members.
Applicability to Property Planning	
Think about parking affordability—especially for low-income households who may need to use a vehicle—including flexibility, reduced prices, waivers, etc. that can ensure they are not priced out or face legal challenges (i.e., unpaid tickets) that lead to unintended criminal justice issues.	Use Transit Passes to support affordable housing in TOD. This supports projects with low or no car parking.
Provide subsidized transit passes (housing or commercial).	Take advantage of CA SB375, which provides \$1 million in transit passes to new projects.
Accessibility and Public Space	
Applicability to Station Planning	
Consider noise in planning.	Identify core to delivering equitable TODs.
Consider age friendly planning.	Support limited English communities.
Incorporate all modes of active transit into the design and planning.	Think outside of "a project/development" like streetscape/pedestrian improvements, etc.
Assess needs with community walkability, safety, and policing at the stations.	Encourage other transit/transportation modes around site.

Consider parent-friendly station planning.	Abide by ADA best practices.
Utilize a Universal Design approach to planning and design so that things are seamless for all and well beyond minimum ADA accessible codes.	Prioritize a high level of internal connections/sidewalks throughout sites and smaller building footprints to limit travel distances from surrounding areas by pedestrians and wheelchair users.
Think about using the arts to improve accessibility for limited English populations; think about ADA design within projects.	Provide a safe pedestrian environment.
Applicability to Property Planning	
Include ease of access to real-time data, system transparency and navigability as well as simplicity of fare structure, routes, transfers.	
Safety	
Applicability to Station Planning	
Improve perception of safety with more welcoming, soft spaces and more landscape.	Implement thoughtful design promoting pedestrian safety.
Include community input on access plans.	Improve transit facilities.
Distinguish real vs. perceived safety audits.	Reduce cars on and near site.
Consider education around safety that broadly reaches different population sectors such as families and youth (teens using transit independently).	Make safety programs open and transparent to the public; this will help improve riders' comfort, leading to more riders.
Embrace opportunities to promote community stewardship (e.g., vendors, shops, programming) of transit areas.	Ensure designs are safe and welcoming across multiple perspectives.
Ensure designs include Safety standards and practice.	Use TOD to address safety priorities in TriMet's portfolio.
Applicability to Property Planning	
Avoid CPTED methods of design that reinforce inequitable treatment of passengers and people living in and around the development.	Embrace progressive safety solutions (lighting, site design, etc.).
Install lights, cameras, and call phones that ease worries for women, folks of color, and minoritized religions.	Require development to bridge known physical gaps: covered connections, lighting, signage, maintenance, landscaping, etc.
Include background checks and anti-harassment training for all security staff.	Improve ground floor uses; eyes on the street.
Think about using CPTED principles on projects.	
Deliver New Housing	
Applicability to Station Planning	
Accommodate diverse housing typologies - SRO, co-housing, co-op multifamily ownership.	Include housing that works for families and nearby amenities to support them (schools, parks, daycare, medical).
Work with local jurisdictions on parking standards (to O) to create natural, affordable housing.	Develop partnerships with other agencies and nonprofits. CBOs are key for affordable housing projects.
Think about how we can balance the provision of housing stock with commercial/greenpace uses. Minimize concentration of below market rate housing while being aware of regional realities.	Obtain extra subsidies for affordable housing projects with more than 4 stories; it's important to be competitive at the state level, as this triggers commercial prevailing wages.

Find ways to reduce the cost of new housing. Use advanced construction techniques to lower costs (mass timber/modular construction).	Develop a greater focus on adaptive re-use. Use subsidies for re-use of buildings, not just for new builds.
Advocate for housing diversity and more ownership opportunities or alternative home ownership. Check condo liability laws to promote condo ownership.	Much of the discussion today suggests we should be focused on delivering better transit-oriented communities, rather than just one product type.
Try to promote a mix of incomes with other amenities nearby.	Consider housing and commercial preservation audits.
Embrace diversity in typologies.	
Applicability to Property Planning	
TOD needs to include housing that works for families, and nearby amenities to support them (schools, parks, daycare, medical).	Embrace rent to own models, as they are the best way to preserve naturally affordable housing for low-income communities.
Increase flexibility in residential housing subsidies to support community-oriented uses within the project.	Consider TRID (increment financing) as a tool to subsidize affordable housing, non-public funding/lending partners.
Shift the thinking of affordable housing as producing 'units' and maximizing it toward creating a community process and housing types that support existing community-based organizations near the TOD. The goal should be equitable place-based outcomes, not the highest price and highest number of units.	Establish housing at all income levels. Provide a pathway from low income to middle income to luxury housing. Ensure INTEGRATED communities.
Think about who benefits financially from housing projects: are there other beneficiaries beyond developers and TriMet?	Identify other subsidies to support workforce housing. Leverage private subsidies. Consider the impact on investors.
Investigate whether we want just rental as a focus or whether to include home ownership as well.	Consider rent-to-own, land trust, affordable home ownership options.
Deliver housing targeting the full income spectrum, not just the top of the market and LIHTC-type projects.	Discuss condos (new homeownership) with the City of Beaverton.
Embrace a mix of number of bedrooms.	
Prevent Displacement	
Applicability to Station Planning	
Re-invest in the station area and consider the ring-fence profit/revenue from market-rate projects within a TOD/Station Area. For example, BID-type structures (Business Improvement District).	Develop or partner with affordable housing coalitions to ensure current and future affordability on or near TriMet station areas.
Understand who the disadvantaged communities are in some detail and respond to those needs in a more fine-grained way.	Watch for quick displacement and slow displacement (owners unable to make mortgage if property taxes increase) as necessary.
Through community engagement, understand what kind/size of housing is desired by the community you are wanting to avoid displacing.	Support ownership strategies (i.e., first time home buyers, credit assistance, etc.) for BIPOC potential buyers (residential and business).
Support inclusive emergency planning that addresses at-risk population needs broadly.	Partner with local housing corporations to plan for right of return or subsidies.
Promote deep community engagement and consider community benefits agreements.	Establish "no flipping" policies and put them in place before construction starts.
Consider community benefits for development rights and require 1:1 replacement at income levels in plan areas.	Provide tenant protections (for residential and commercial). Develop strategies to partner with city/county partners to address and elevate this topic.
Improve access to education and employment.	

Applicability to Property Planning	
Emulate the PAALF's People's Plan: Ensure that safe, decent, affordable housing is at the core of community development programs. Prioritize more affordable housing and more stable housing. Add a strong anti-displacement component in programs and projects, including a right to return for those involuntarily relocated through public policy and its consequences in the market.	Allow time to grow for land banks established for future developments by community-based organizations near the TOD. Allow them to develop and gain capital to invest, find foundation support, have time to participate / gain participation of their members, etc.
Support and work with CBOs and non-profits that are led by and work with BIPOC.	Consider pre-emptive property purchases for affordable rental/for sale, as well as non-traditional funding.
Support community ownership models.	Develop partnerships with local municipalities/property owners.
Provide Transparency	
Applicability to Station Planning	
Ensure that communication is ongoing, rather than focused on a specific project. That improves opportunities to build relationships, trust, and community partnerships.	Embrace more proactive communications by reaching people where they are rather than simply producing and posting information that the community has to research.
Create expectations and goals for community engagement and find ways to help resource it (including through consultant RFPs).	Connect early and often to different community groups and neighborhood stakeholders across each of the station areas in a way that allows their voice and input to be a part of the process.
Get creative and visual. Minimize long and dense text.	Focus on authentic and necessary community engagement.
Engage authentically; in particular, clearly define TriMet's capacity to deliver on community benefits early and often.	Be informative and responsive to stakeholders to engender a feeling of trust in TriMet's TOD program.
Internally refer back to Arnstein's Ladder.	Take advantage of social media.
Be careful of building false expectations for timing, etc.	Establish process transparency, agency goals and limitations.
Post TOD meetings/discussions, etc. online.	
Applicability to Property Planning	
Budget for translation and ADA accessibility of key documents, as well as opportunities to provide comment in multiple formats.	Set expectations correctly and consistency: consider influence vs. control and input vs. decision making.
Utilize and promote equitable development scorecards.	Keep building and promoting TriMet's TOD website.
Develop a process and structure to the community engagement process that starts with focus groups to plan the community engagement process with key community members and organizations. Create a shared plan. Then do the process and allow for multiple meetings, workshops, open houses, etc., working toward an end product or plan for the TOD.	Establish equitable TOD dashboards and metrics (great work by the Central Corridor project in St Paul from few years past; King County, etc.)
Establish clear high-level TOD goals stated publicly on website and narrowly defined goals for specific properties.	Make communications part technical, part persuasive.
Engage in pre-emptive trust building.	

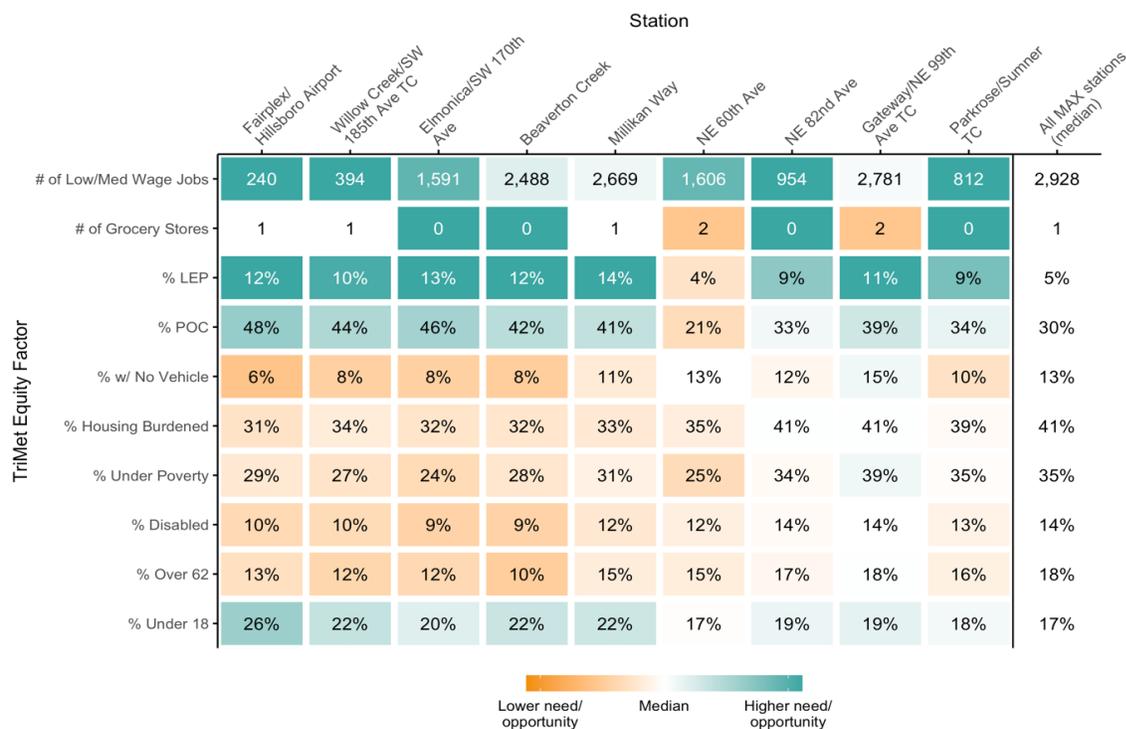
Deliver projects with aggregate net positive environmental outcomes.	
Applicability to Station Planning	
Go beyond Title VI or air pollution/GHG to think about sustainability, reduced utility costs (which is a huge equity factor), and access to parks, open space, etc.	Explore solar canopies on parking areas & other underutilized areas. Support installation of charging infrastructure (incentives) in shared parking. Transportation electrification should be supported.
Explore trade-offs of structured parking.	Explore idling restrictions in drop-off areas.
Establish building standards for vertical developments.	
Applicability to Property Planning	
Consider both environmental impacts and the resilience and rider comfort in an already changing climate - shade, cooling/misters, stormwater, etc.	Focus on Environmental Justice as a core concept, placing community first, and then sort out what environmental systems should be included to address injustices of the past.
Work with designers/developers on product reuse.	Think outside the box / don't limit the thinking to just the development with this goal in mind.
Research the Living Building Challenge and consider whether its approach is useful.	Consider greenspace and mitigating urban heat island effects, especially in the east county.
What are areas that need more definition?	
Build, support, and sustain partnerships especially with CBOs that can help to be a bridge and carry the weight as well as have your back as needed. Public agencies face real limitations, but there are other trusted partners that have deeper and sustained relationships that can be helped, especially if you invest in their capacity.	Look at opportunities for racial reconciliation and reparations within TOD work. This is bigger than TriMet, but often the station area or corridor or project planning provides important leverage points to address, acknowledge, and repair past wrongs, especially of infrastructure and urban development.
Be a partner that leads equitable TOD discussions and pushes collaborators in areas where TriMet does not have direct jurisdiction.	Leverage community investments and community benefits through development in and around the station areas.
Recognize that this work is a human-centered process, and that resolving suffering and historical pain using a technical approach is likely going to be ineffective.	Emphasize creating and supporting communities, rather than any particular product types. If a community already exists, how will new projects support that community?
Get clarity about who has historically been marginalized or underserved and who TriMet will prioritize on a station-by-station basis.	Understand and acknowledge previous injustices and harms.
Use design justice as a framework to guide projects, as seen with Salazar's work.	Recognize that TOD can be a pathway to prosperity.
What practices can you not live without?	
Listen to, understand, and proceed with an understanding based on multiple perspectives; don't settle for your own analysis of the issues, history, root causes, etc.	Facilitate a genuine community process that addresses equity and design justice issues in the communities around the sites.
Situate the planning process in the context of past injustices and articulate how interventions will use resources and spheres of influence to explicitly address those historic wrongs.	Develop strategies for leveraging community benefits from TriMet, potential developers, and local government partners to meet the needs and opportunities identified in the conversation.
Integrate our TOD projects within the community.	Facilitate sincere community engagement.

Exhibit 3. Station Area Demographics

The station area demographic and socioeconomic information, described below, is provided to contextualize discussions at the upcoming Station Area Discovery meetings. Station Area Discovery meetings will allow the team to evaluate, discuss considerations, and prioritize stations to be included as a part of the Better Red project.

The matrix, provided below, includes characteristics for the 9 red line stations that were identified for station area discovery evaluation as a part of the Better Red Station Area Planning project for TriMet. The information reflects TriMet’s Equity factors. Red Line stations are compared to median values of all MAX stations.

TriMet Equity Factor Evaluation for 9 Red Line Stations



TriMet Equity Factors

The following factors were identified by TriMet for applying an equity lens to TriMet’s activities. These data rely on the US Census and OpenStreetMap (OSM), which is described further below.

- **Number of Low/Med Wage Jobs:** The total number of jobs paying up to \$3,333 dollars per month within the half-mile radius of the station. Source: LEHD 2018. The most recent LEHD data was spatialized at the census block level, and converted to centroids.
- **Number of Grocery Stores:** The total number of grocery stores within the half-mile radius of the station. Source: OpenStreetMap (OSM). Grocery store data was pulled from

OSM and filtered using the data’s attribute tags to find all establishments in the tri-county region with tags related to food markets. OSM data is packaged as building footprint polygons, which we converted to centroids. Building and census block centroids were joined to LRT station half-mile buffers and aggregated.

Socioeconomic Characteristics

These factors rely on data provided by the US Census American Community Survey (ACS), using the most recent data release (5 Year, 2014-2019). The factors, outlined below, were aggregated to the census tract level, and any tract intersecting a half-mile buffer around the Red Line Light Rail Station was considered the “station area” for the purposes of our analysis.

Socioeconomic Term	Definitions
<i>Percent of Population with Limited English Proficiency (LEP)</i>	The percent of station area population over age 5 that speak a language other than English at home and do not speak English “very well”.
<i>Percent of Persons of Color (POC)</i>	The percent of station area population that is not White alone, non-Hispanic.
<i>Percent of Households with No Vehicle</i>	The percent of station area households with no automobiles.
<i>Percent of Households Cost-Burdened</i>	The percent of station area households, both renter- and owner-occupied, that pay 30% or more of their household income on gross rent or selected monthly owner costs.
<i>Percent of Persons in Poverty</i>	The percent of station area population for whom poverty status is measured with incomes under 200% of the federal poverty limit.
<i>Percent of Disabled Persons</i>	The percent of station area population has any disability.
<i>Percent of the Station Area Population Over 62</i>	The percent of station area population 62 years old and over.
<i>Percent of the Station Area Population Under 18</i>	The percent of station area population under 18 years old.

Source: ACS 2019 5-year

Exhibit 4. Best Practices: RFP Process and Joint Developments

Joint development—the integration of transit sites with amenities such as housing and commercial space—provides numerous opportunities to serve the local community. These include direct amenities, such as housing, grocery stores, and childcare facilities, as well as economic development opportunities through small business support and job quality standards. Transit agencies who seek to pursue joint development can take these actions themselves or require developers to do so to generate more equitable projects.

Three key principles for more equitable joint development are:

1. Engaging the community throughout the joint development process;
2. Incorporating strong affordable housing requirements; and
3. Prioritizing community-serving uses, quality jobs, and small businesses.

This section describes principles that transit agencies can employ during the joint development and associated RFP processes, as well as case studies of these strategies in practice.

Engage the Community Throughout the Joint Development Process

Transit agencies should engage the community throughout the joint development process. This engagement can begin before the Request for Proposal (RFP) process for a developer, providing an opportunity to create a community vision that can inform the developer selection. Engagement should be appropriate in language and tone to the local community, and community organizations should be contracted with to lead engagement wherever possible. Agencies should also compensate participants fairly for their time, including providing childcare or travel reimbursements to help facilitate participation.

EXAMPLE: Los Angeles County Metropolitan Transportation Authority (LA Metro):

Using a community vision to guide the developer selection process. Per its Joint Development Policy, LA Metro begins community engagement prior to seeking out a developer. First the agency undertakes a community visioning process and then uses these findings to prepare Development Guidelines that describe the expectations, scope, design criteria, and community priorities for the project. Metro includes these guidelines in the Request for Proposal for a developer and typically invites a community stakeholder to participate in the proposal evaluation. Importantly, part of the selection criteria evaluates the developer's proposed engagement with the community during the development process.

Incorporating Strong Affordable Housing Requirements

Joint development sites provide an optimal space for mixed-use, affordable housing developments. Building affordable housing on joint development sites can help provide low-income residents with improved access to the transit system, bolster transit ridership, and

address displacement concerns from the new development.^{2 3 4} Transit agencies can require affordable housing in their Transit Oriented Development (TOD) and joint development policies to support more equitable projects. As stated in its Transit-Oriented Development Guidelines, TriMet has a portfolio-wide goal for 30 percent of TOD units to be affordable for individuals earning an average of 60 percent or less of the Area Median Income.⁵ While many agencies also utilize this portfolio-wide approach, others set targets for each project.

EXAMPLE, LA Metro Joint Development Policy:

Prioritizing 100 percent affordable housing projects on joint development sites. LA Metro's recently updated Joint Development Policy prioritizes 100% affordable housing developments on agency-owned transit sites. In contrast to the agency's previous policy, which set a goal for the percentage of affordable housing units across the agency's joint development portfolio, the new policy requires the agency to consider 100 percent income-restricted projects first. Metro will determine the level of affordability for each building based on the Area Median Income and rent levels for the surrounding neighborhood. Where 100 percent affordable projects are determined to be infeasible, Metro will require that a minimum of 25 percent of the units be affordable to low-income households based on an Affordability Score matrix that the agency developed.¹ The exception to this policy is when mixed-income housing will result in more income-restricted units than a 100 percent income-restricted building. The LA Metro board approved this policy in June 2021; therefore, it is still too early to understand the impact that switching away from a portfolio-based system will have on overall unit counts.¹

² Gaitan, V. (2018, May 2). *Getting There: The Case for Ensuring That All Transit-Oriented Development Is Equitable*. Housing Matters. <https://housingmatters.urban.org/articles/getting-there-case-ensuring-all-transit-oriented-development-equitable>

³ TransitCenter. (2017, November 14). *In Portland, Economic Displacement May Be A Driver of Transit Ridership Loss*. <https://transitcenter.org/in-portland-economic-displacement-may-be-a-driver-of-transit-ridership-loss/>

⁴ TransitCenter. (2018, June 15). *Transit-Oriented Development is More Transit-Oriented When It's Affordable Housing*. <https://transitcenter.org/transit-oriented-development-transit-oriented-affordable-housing/>

⁵ TriMet. (n.d.). *Transit-Oriented Development (TOD) Guidelines*. <https://trimet.org/tod/pdf/tod-goals.pdf>

Prioritizing Community-Serving Uses, Quality Jobs, and Small Businesses

Joint development sites and their commercial spaces have the potential to provide a range of community benefits for residents and local small business owners. A multi-faceted approach that includes a combination of community-serving uses can have even broader impact. Transit agencies can generate these benefits by:

1. Activating sites prior to development;
2. Reserving commercial space for community-serving tenants; and
3. Making commercial space affordable to small, locally owned businesses.

Community-serving businesses and tenants can also provide economic opportunity for the local community through good-quality jobs. This can help address the pressure on many marginalized residents to travel long distances to seek work. Transit agencies can require joint development projects to provide quality jobs for local residents even after construction. Appropriate community-serving uses will vary in each community; therefore, transit agencies should work with residents through a stakeholder engagement process to identify appropriate uses and tenants.

Activating sites prior to development

A joint development site can provide community benefits before construction begins. For example, temporary activations such as pop-up parks, markets, and more can utilize the adaptive potential of the pre-development space. Temporary activations will vary by community. Transit agencies can work with local organizations and jurisdictions to develop appropriate projects and determine strategies for local oversight.

EXAMPLE, LA Metro Westlake/MacArthur Park Station Street Vending Program:

Activating joint development sites prior to development. The Westlake/MacArthur Park transit station is a joint development site located near Downtown Los Angeles. LA Metro is still in the planning phases for the joint development; however, since 2017, the agency has been hosting a permitted street vending program on the site. The program is a collaboration between the agency, a local street vendor association, and the local City Council and County Board of Supervisors offices. Though the Westlake/MacArthur Park neighborhood has a long history of street vending, vendors were not previously allowed to sell on the transit site. This program, originally a pilot that has since been made permanent, provides a regulated marketplace for selected street vendors that either live in the area or have had at least one year of work in the neighborhood. The current developer for the site is proposing to incorporate an iteration of this marketplace in the final development.

Reserving commercial space for community-serving tenants

Transit agencies and developers should work with residents to identify community-serving tenants for designated commercial spaces. Examples of uses that benefit from proximity to transit include community health clinics, job centers, daycare facilities, grocery stores, and

resilience hubs. Though some of these uses may be difficult to implement in the small scale of a joint development, many can be adapted. For example, union grocery stores provide good-paying jobs and serve the community, but often require significantly more space than a joint development site provides. Despite these challenges, some agencies are negotiating smaller stores to accommodate this use in new developments.

In addition, mission-aligned, local, non-profit ownership of commercial spaces can help maintain community-oriented uses over the long-term. As owners and operators of commercial spaces, community partners can host offices or rent space to other mission-aligned groups. These organizations may also manage event space within the joint development and can coordinate rentals with residents and community groups. Reserving commercial space for community partners ensures that local interests are upheld and integrated in the development.

EXAMPLE, Boyle Heights Chavez/Fickett Joint Development:

Adapting a community-serving grocery store for joint development. The Chavez Fickett Joint Development will lie along the LA Metro Gold Line extension in the Boyle Heights neighborhood of Los Angeles. Through LA Metro's engagement process, the community identified a grocery store as an essential community-serving use for the space. A grocery store would address the loss of a market that Metro demolished during the Gold Line construction. Though the site is still in the design and engagement phases, Metro and the developer confirm that the project will include a 25,000 square-foot, community-serving grocery store. The developer is in the process of negotiating with potential tenants

EXAMPLE, Oregon Metro and the Asian Pacific American Network of Oregon:

Creating non-profit-owned, commercial condominiums. The Orchards of 82nd is a transit-oriented, affordable housing development located in Portland and managed through Oregon Metro's TOD program. The non-profit Asian Pacific American Network of Oregon (APANO) has been involved in the project since its inception, leading the community visioning process that convinced Oregon Metro to purchase the site. APANO raised about \$1 million in donations to purchase the building's ground-floor commercial condominium, which houses both APANO's offices and an APANO-managed community space for rent.

Making commercial space affordable to small, locally owned businesses

Small businesses owned by local residents from historically marginalized communities are essential for equitable joint development. However, new developments can be inaccessible for many small businesses due to high rents, overly large spaces, and other barriers. Transit agencies can provide funding and ensure that spaces are appropriately sized to make commercial rentals more affordable and accessible for smaller businesses.

EXAMPLE, New York City Industrial Zones:

Engaging non-profit developers to maintain community-serving uses over the long-term. New York City has long struggled to maintain industrial zones and their associated manufacturing jobs, as the City up zones many of these properties and incentivizes redevelopment into lofts and commercial office spaces. Many groups, including non-profit Greenpoint Manufacturing and Design Center (GMDC), are working to preserve industrially zoned sites for manufacturing jobs, given the accessibility of these positions. GMDC develops industrial sites and then manages the buildings, carefully curating tenants according to its mission, which is to create more space for manufacturing jobs in urban areas. Tenants not only have to provide jobs, but these jobs must be accessible, high-quality, and well-paying. The City and philanthropy have subsequently developed funds and programs to help mission-driven developers like GMDC propose more projects for this purpose.

Exhibit 5. Emerging ETOD Strategies

Proactive actions required to prevent displacement.

As TOD policies and projects have been implemented across the country, the investment of major transit improvements and new development have often spurred inequitable gentrification, leading in some areas to the displacement of low-income communities and small businesses as land values rise, rents increase and cultural identities of communities' change. People of color have been the most impacted by displacement pressures within transit-served areas. Many communities, such as Chicago and Denver, have seen a precipitous loss of Black and brown households and businesses in TOD neighborhoods. Intentional policies are required and should be developed in parallel to new transit planning, with careful consideration for the most impacted BIPOC residents and businesses.

Local land use, zoning, and housing policies should be evaluated and modified to ensure that new development increases housing production serving households across a range of incomes. The changes should also ensure that affordable housing is preserved, and that tenants and small businesses are protected from rent gouging, evictions without just cause, and that improved transit service takes their needs into account to maximize benefit. Similarly, land use policies need to cautiously consider the displacement impacts at a granular level, such as if modest up-zoning would put redevelopment pressure on existing multifamily housing.

Transit agencies also can leverage specific tools at their unique disposal. Among these are opportunities to redevelop underutilized real estate assets near transit to build affordable housing. TriMet was an early national leader in this effort, and in recent years several [other transit agencies have taken bold action](#) to use joint development as an affordable housing and anti-displacement tool, typically leveraging funding made available by local City and state authorities. Until recently, TriMet has not pursued joint development, but instead conducted a targeted property disposition program from 2015 to 2021 that delivered 718 units of new housing on 5 surplus parcels, with 66 percent of this housing (475 units) classified as fully affordable.

EXAMPLE, Sound Transit - Leveraging Federal Joint Development Guidance: Under FTA's Joint Development Guidance, local transit agencies can use land that was purchased with FTA funds to support transit-oriented developments through joint development partnerships or transit joint development (TJD). With FTA approval, local transit agencies can improve this property through incorporation of private investment, including commercial or residential development that may include affordable housing, if the transit agency can demonstrate that the development supports transit. The current 2020 Joint Development Guidance seeks to allow the maximum flexibility to transit agencies under the law when undertaking joint development purposes. Transit agencies pursuing affordable housing projects through joint development point to its positive impact on transit ridership, including in their justification for discounting land prices.

In a negotiation that supported Sound Transit's expansion, Washington State enacted Statute RCW 81.112.350 which requires [Sound Transit](#) to offer 80 percent of its surplus property that is suitable for housing to qualified entities to develop housing affordable to families who must reserve at least 80% of the units for people at 80 percent of area median income or less (known as the 80-80-80 rule). Sound Transit's Equitable TOD Policy, adopted in 2018, includes consideration of the potential displacement impacts on existing businesses and individuals and a commitment to affordable housing. As of early 2021, the Agency is planning to surplus 10 properties for equitable TOD and under the 80-80-80 rule, 337 affordable housing units have already been built near transit and 963 are in the planning phase.

Transit agencies are also getting more engaged in regional efforts to create new funding tools to build and preserve affordable housing as a strategy to stem displacement. Working in partnership with financial intermediaries, national lenders, philanthropy, and affordable housing partners and developers, new ETOD funding tools are emerging, with transit agencies playing an important role to help shape and guide these investments.

Resource Community-Based Organizations.

Successful ETOD requires decisions around local zoning and development regulation, project design and station integration, financial structures and beneficiaries, and how to mitigate externalities. BIPOC communities are best positioned to speak to their own needs and develop solutions when resourced and when public-sector led processes specifically require their engagement and partnership in making those decisions.

With resources and defined roles in the process, community-based organizations (CBOs) can be a conduit for public input and help the agency reach a broad spectrum of constituents. When engaged as part of the project team, they can be integrated into portions of the analysis that lend credibility and inform the decision making around equitable solutions. Investing in and engaging with CBOs is also a strategy to build longer term relationships and trust with

community, something that can be a challenge for public agencies when community engagement is more sporadic and transactional. An emerging best practice is for public agencies to allocate at least 10 percent of project or planning budgets specifically for community-based organizing and engagement. Inclusion of artists, storytellers, and other creative engagement practices all must be eligible activities valued as part of equitable community engagement. Intentional effort should be given to meaningfully engage those with disabilities and those for whom English is not their primary language.

EXAMPLE, Santa Clara Valley Transit Authority's (VTA) – Community empowerment at Diridon Station:

VTA's TOD Policy includes goals to increase ridership and revenues for the system, but also to create equitable and complete transit-oriented communities around transit stations with specific affordable housing targets. These include an overall target for 35 percent of new units targeted to households earning no more than 60 percent of AMI; and at least 20 percent of individual projects must be provided as affordable housing, with at least one-half targeted to households earning less than 50 percent of AMI.

VTA used resources from its FTA TOD Pilot planning grant to partner with the cities of San Jose and Santa Clara to engage and resource community stakeholders and partner to develop Transit-Oriented Communities (TOC) Playbooks that provide a set of strategies, policies and actions for city staff, elected officials and developers to advance a series of "big moves" that help to build TOCs along VTA rail stations.

The TOC Playbooks offer corridor-level and station specific strategies for affordable and workforce housing, enhancing commercial areas, increasing mobility and supporting neighborhoods that strengthen community identity. At the Diridon station, a bold vision was identified by community-based partners Working Partnerships and Silicon Valley Rising. Working Partnerships USA used a technical assistance grant to conduct an economic impact analysis to quantify the community concerns and propose a spectrum of commensurate responses. In April 2021, Google and the City of San Jose announced an historic \$200 million community benefit agreement for development around the Diridon VTA station, a focus of one of the Playbooks, that includes the creation of 1,000 new affordable housing units.

Offer opportunities for the community to engage more deeply in the design process and decision making, including financial tradeoffs.

Communities are often engaged in short episodes during the development process to provide aspirational goals to a project or comment on mature design work. This dynamic of asking communities different versions of "what do you want to see in your community?" without also engaging the constraints and trade-offs leaves developers frustrated, communities disappointed and public agencies criticized. Engaging communities in a way that allows them to see the full

picture, particularly when you have strong community-based organizations that can be resourced to be a partner at the table, hold promise for more equitable solutions and a smoother path to implementation.

EXAMPLE, Chicago - Regional planning support for corridor and station area plans. The Chicago Metropolitan Agency for Planning (CMAP)

CMAP administers a Local Technical Assistance (LTA) program funded from a variety of public and philanthropic sources, but primarily with federal UWP transportation planning funds to support community-based planning. The program was initiated through a HUD Sustainable Communities Regional Planning grant, and since 2011 the program has committed approximately \$20 million to over 200 local plans. The program is open to the 284 municipalities in the region, as well as eligible nonprofits and neighborhood groups. Projects funded have helped to build local capacity, engage marginalized groups, connect local partners to implementing agencies and has provided technical assistance and resources to empower local governments to address critical community challenges including affordable housing and ETOD. In January 2021, CMAP partnered with the regional transit authority (RTA) who coordinates funding and planning across the various transit providers, to offer LTA funding specifically to support ETOD implementation across the region.

*The **Metropolitan Planning Council** is a non-governmental regional planning agency also active in Chicago. The MPC Corridor Development Initiative (CDI) takes interested stakeholders through three sessions to (1) understand goals and constraints, (2) explore design and use scenarios, and (3) review financial tradeoffs and recommend a few of development options. Integral to the CDI is the hands-on opportunity for residents to "build" what they would like to see and test whether their projects are financially feasible. The CDI process allows residents to consider development options and to explore how their ideas might pan out on the ground. The CDI is not a master planning process but can be integrated with such processes. Several station area and specific development proposals that include strong equity and other community informed priorities have been developed through this process.*

EXAMPLE, LA Metro's Community Planning initiatives:

As part of LA Metro's Transit Oriented Communities policy and implementation plan, the agency supports local communities engage their residents, particularly those historically underrepresented in planning decisions. This includes its Transit Oriented Development Planning Grant Program to provide competitive funding to municipalities and County agencies seeking to adopt comprehensive, transit-supportive land use plans that remove barriers to TOD. Funded plans include updates to General Plans, specific plans, overlay zones or other planning tools. The grant program also funds the environmental processes required to adopt the plans. In addition to funding land use plans, a Transit Oriented Communities Tax Increment Financing Pilot program will fund feasibility studies for eligible cities and/or the County to consider tax increment financing districts around transit stations. Details on the first–five rounds of this grant program. LA Metro's TOC implementation policy includes a commitment to engage and provide resources to CBOs enabling them to actively engage in corridor and station area planning efforts.