

A G E N D A

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736
TEL 503 797 1542 | FAX 503 797 1793



METRO

Agenda

MEETING: METRO COUNCIL REGULAR MEETING
DATE: February 23, 2006
DAY: Thursday
TIME: 5:00 PM
PLACE: Hillsboro Council Chamber

CALL TO ORDER AND ROLL CALL

1. INTRODUCTIONS

2. CITIZEN COMMUNICATIONS

3. CONSENT AGENDA

- 3.1 Consideration of Minutes for the February 9, 2006 Metro Council Regular Meeting.
- 3.2 **Resolution No. 06-3660**, For the Purpose of Confirming the Appointments of Malek Hall and Virginia Bruce to the Metro Committee for Citizen Involvement (MCCI).
- 3.3 **Resolution No. 06-3671**, A Resolution Authorizing the Refinancing of an Oregon Bond Bank Loan and the Issuance of Full Faith and Credit Refunding Obligations.

4. ORDINANCES - SECOND READING

- 4.1 **Ordinance No. 06-1110**, For the Purpose of Amending Title 11 (Planning for New Urban Areas) of the Urban Growth Management Functional Plan to Facilitate the Siting of Certain Public Uses in New Urban Areas. McLain

5. RESOLUTIONS

- 5.1 **Resolution No. 06-3658**, For the Purpose of Adopting the Recommendations of the Highway 217 Corridor Transportation Plan. Hosticka
- 5.2 **Resolution No. 06-3672**, For the Purpose of Submitting to the Voters of the Metro Area a General Obligation Bond Indebtedness in the Amount of \$220 Million to Fund Natural Area Acquisition and Water Quality Protection.

6. CHIEF OPERATING OFFICER COMMUNICATION

7. COUNCILOR COMMUNICATION

ADJOURN

Television schedule for Feb. 23, 2006 Metro Council meeting
5 p.m. Hillsboro Civic Center

Clackamas, Multnomah and Washington counties, and Vancouver, Wash. Channel 11 -- Community Access Network www.yourtv.org -- (503) 629-8534 5 p.m. Thursday, Feb. 23 (live)	Portland Channel 30 (CityNet 30) -- Portland Community Media www.pcmv.org -- (503) 288-1515 8:30 p.m. Sunday, Feb. 26 2 p.m. Monday, Feb. 27
Gresham Channel 30 -- MCTV www.mctv.org -- (503) 491-7636 2 p.m. Monday, Feb. 27	Washington County Channel 30 -- TVC-TV www.tvctv.org -- (503) 629-8534 11 p.m. Saturday, Feb. 25 11 p.m. Sunday, Feb. 26 6 a.m. Tuesday, Feb. 28 4 p.m. Wednesday, March 1
Oregon City, Gladstone Channel 28 -- Willamette Falls Television www.wftvaccess.com -- (503) 650-0275 Call or visit website for program times.	West Linn Channel 30 -- Willamette Falls Television www.wftvaccess.com -- (503) 650-0275 Call or visit website for program times.

PLEASE NOTE: Show times are tentative and in some cases the entire meeting may not be shown due to length. Call or check your community access station web site to confirm program times.

Agenda items may not be considered in the exact order. For questions about the agenda, call Clerk of the Council, Chris Billington, (503) 797-1542. Public hearings are held on all ordinances second read and on resolutions upon request of the public. Documents for the record must be submitted to the Clerk of the Council to be considered included in the decision record. Documents can be submitted by e-mail, fax or mail or in person to the Clerk of the Council. For additional information about testifying before the Metro Council please go to the Metro website www.metro-region.org and click on public comment opportunities. For assistance per the American Disabilities Act (ADA), dial TDD 797-1804 or 797-1540 (Council Office).

BEFORE THE METRO COUNCIL

FOR THE PURPOSE CONFIRMING THE)	RESOLUTION NO. 06-3660
APPOINTMENTS OF MALEK HALL AND)	
VIRGINIA BRUCE TO THE METRO)	Introduced by Council President David
COMMITTEE FOR CITIZEN INVOLVEMENT)	Bragdon
(MCCI)		

WHEREAS, Objective 1.1 of the Regional Urban Growth Goals & Objectives states that Metro shall establish a Regional Citizen Involvement Coordinating Committee to assist with development, implementation and evaluation of its citizen involvement program; and

WHEREAS, the Metro Charter also called for the creation of an Office of Citizen Involvement, and the establishment of a citizens committee therein; and

WHEREAS, the Metro Council created said Office and established Metro Committee for Citizen Involvement (MCCI) as the citizen committee within that Office, by adopted Ordinance No. 93-0479A; and

WHEREAS, there are vacancies in MCCI membership with appointments to be made in several districts, and including at-large positions; and

WHEREAS, a recruitment and selection process has been initiated, resulting in the nomination of citizens Malek Hall (Exhibit A) and Virginia Bruce (Exhibit B) to represent one at-large position and the Washington County CCI position; now therefore

BE IT RESOLVED that the Metro Council confirms the appointments of Malek Hall and Virginia Bruce as members of MCCI.

ADOPTED by the Metro Council this _____ day of _____, 2006

David Lincoln Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

Application for the Metro Committee for Citizen Involvement

About Us

Metro is responsible for a wide variety of issues affecting local governments, residents, neighborhoods, businesses, civic organizations and overall quality of life of the region. As a result, Metro is committed to including residents of the region in its decisions and values their perspectives.

The Metro Committee for Citizen Involvement (MCCI) was established under Metro's home-rule charter in 1992 to assist with the development, implementation, and evaluation of Metro's citizen involvement program and advise how to best involve residents in regional planning activities. As such, MCCI is an advisory committee and does not participate in policy-setting.

Biographical Information

Name Malek Hall		Date 15 September 2005	
Address 9939 NW Hoge Ave.	State OR	City Portland	Zip Code 97231
Email address malekhal@comcast.net		Phone number (971) 235-8498	
Occupation Student	Place of Employment		
Council District/County of Residence Multnomah			

Education

Please check highest level completed:

- ☐ Elementary School (Grades 1-5)
- ☐ Middle School (Grades 6-8)
- ☐ High School (Grades 9-12)
- ☐ Some College
- ☒ College
- ☐ Post-Graduate

Employment

Additional employment and/or work experience.

See resume (attached).

Volunteering, Community Projects, Groups, Boards, Religious or Civic Organizations, etc.

List and describe any involvement you have had with volunteering, community projects, groups, etc. If you have never volunteered before, please describe what interested you about MCCI.

I am most interested in MCCI by the principle of participatory government. I firmly believe regional interests are capable of initiating greater involvement at the local, state, and federal levels.

Currently, I am a volunteer, graduate student, consultant for the Social Ecology working group of Tryon Life Community Farm accompanying their reflections on and interventions with the well-being of their community.

Please give two references who are familiar with your community and volunteer work. If you have never volunteered before, please list two personal references.

Dr. Robert Cooley - Founder and Executive Director of Catherine Freer Wilderness Therapy Expeditions.
email - rob@cfreer.com

Dr. Tod Sloan - Psychologists for Social Responsibility, Chair of Counseling Psychology Lewis and Clark Graduate School
email - sloan@lclark.edu

Subcommittees

The subcommittees for MCCI are shown below. Please check any that you are interested in, and describe why you think those issues are important on the lines to the right.

- ☒ Community Planning
(Land Use/Transportation) _____
- ☒ Parks and Greenspaces _____
- ☒ Solid Waste and Recycling _____

Each of these issues is of primary importance to the quality of life in the metro region. I, however, am most interested in furthering the pro-active involvement of citizens in community planning.

Time Commitment

The MCCI meets the third Wednesday of the month from 7-9pm. In addition, MCCI members are required to join an MCCI subcommittee, are strongly encouraged to be active in their communities, and keep abreast of current events. Will you commit to the time required to fulfill your duties if appointed to this advisory committee?

- ☒ Yes
- ☐ No

Potential Conflicts

Are you aware of any potential conflicts of interest that would prevent you from serving effectively on MCCI? If so, please explain.

No.

Optional: Attach Résumé

Malek Hall

15 September 2005

Signature

Date

For further general information, call the Metro Office of Citizen Involvement at 503.797.1539. To receive assistance per the Americans with Disabilities Act, call the Metro at 503.797.1539 or Metro teletype 503.797.1804.

Membership on Metro advisory committees is open to all interested citizens subject to the qualifications determined by the appointing authority as necessary for the conduct of its business. Metro encourages participation in its affairs by all people, especially those who are under represented in public involvement.

Please return to:
Metro Office of Citizen Involvement
600 NE Grand Avenue
Portland, OR 97232
503.797.1539
fax 503.797.1799
email mcci@metro.dsl.or.us
www.metro-region.org

Malek Hall

9939 NW HOGUE AVE., Portland, OR 97231

971-235-8498

malekhal@comcast.net

Professional Profile:

Providing integrated services to support the well-being and development of individuals and communities including:

- Assessment
- Treatment Planning
- Individual Counseling
- Group Counseling
- Family Counseling
- Cognitive, Affective, Behavioral & Psycho-educational Interventions
- Documentation
- Clinical Training
- Clinical Staff Supervision

Professional Experience: over 6000 hours of supervised clinical services provided

Catherine Freer Wilderness Therapy Expeditions, Albany, OR
May 1999 - May 2002
Wilderness Guide

Catherine Freer Wilderness Therapy Expeditions, Albany, OR
May 2002 - May 2004
Wilderness Therapist

Catherine Freer Wilderness Therapy Expeditions, Albany, OR
May 2004 - March 2005
Supervising Therapist

Professional Licensure:

Certified Alcohol and Drug Counselor Level I
November 2001 - November 2005

Certified Alcohol and Drug Counselor Level II
Passed Written Exam in 2004 and Preparing for Oral Exam 2005

Education:

Lewis and Clark College, Portland, OR
B.A. - Double Majored in Biology and Philosophy
August 1995 - May 1998

Mental Health & Substance Abuse Continuing Education
300 + Hours
May 1999 - August 2004

Lewis and Clark Graduate School of Education and Counseling
MS Counseling Psychology - Marriage and Family Therapy
August 2004 - Expected Graduation May 2007



Committee for Citizen Involvement

OSU Extension Service
18640 NW Walker Road, Suite 1400
Beaverton, OR 97006-8927
503-725-2124; 503-725-2100 (fax)

January 20, 2006

Cheryl Grant
Metro Public Affairs
600 NE Grand Avenue
Portland, OR 97232

Dear Ms. Grant,

The Washington County Committee for Citizen Involvement (CCI) met on November 15, 2005 and voted to support the appointment of Virginia Bruce as their representative to Metro CCI. It is our understanding that Virginia has submitted her application to you and is ready to begin attending meetings.

Please accept this letter as confirmation of her appointment to represent Washington County CCI.

Thank you for your attention to this matter.

Sincerely,

Linda Gray
OSU Extension Educator
18640 NW Walker Road
Beaverton, OR 97006

CCI Steering Committee

Bruce Bartlett

Kathryn Harrington

David Hoffman

Rex Nere

Richard Smith

Exhibit B to
Resolution No. 06-366-

Application for the Metro Committee for Citizen Involvement

About Us

Metro is responsible for a wide variety of issues affecting local governments, residents, neighborhoods, businesses, civic organizations and overall quality of life of the region. As a result, Metro is committed to including residents of the region in its decisions and values their perspectives.

The Metro Committee for Citizen Involvement (MCCI) was established under Metro's home-rule charter in 1992 to assist with the development, implementation, and evaluation of Metro's citizen involvement program and advise how to best involve residents in regional planning activities.

As such, MCCI is an advisory committee and does not participate in policy-setting.

Biographical Information

Name Virginia R. Bruce		Date January 3, 2006	
Address 12110 NW West Rd.	State OR	City Portland	Zip Code 97229
Email address vrb@teamweb.com		Phone number (503) 629-5799	
Occupation Website Designer, Community activist		Place of Employment Team Web, Cedar Mill News	
Council District/County of Residence Washington County (Susan)			

Education

Employment

<p>Please check highest level completed:</p> <p><input type="checkbox"/> Elementary School (Grades 1-5)</p> <p><input type="checkbox"/> Middle School (Grades 6-8)</p> <p><input type="checkbox"/> High School (Grades 9-12)</p> <p><input type="checkbox"/> Some College</p> <p><input checked="" type="checkbox"/> College</p> <p><input type="checkbox"/> Post-Graduate</p>	<p>Additional employment and/or work experience.</p> <p>Involved in Cedar Mill, CPO #1 and Washington County issues for last 6 years</p> <p>Employed in various aspects of communications most of my life -- publishing, video, web</p>
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Volunteering, Community Projects, Groups, Boards, Religious or Civic Organizations, etc.

List and describe any involvement you have had with volunteering, community projects, groups, etc. If you have never volunteered before, please describe what interested you about MCCI.

Active in watershed issues - board member of Rock Creek Watershed Partners
Leading restoration project in Cedar Mill Park
Founded Cedar Mill News, publisher/editor since 2003
Active in CPO #1, advisory committee last 2 years
Previously member of Board of directors: Portland Cable Access 1980s; Computer Human Interaction Forum of Oregon (CHIFOO).
Founded Portland Family Calendar, 1980-84

Please give two references who are familiar with your community and volunteer work. If you have never volunteered before, please list two personal references.

Melissa Higgins, THPRD, (503) 629-6305 x2953
Bruce Bartlett, CPO #1, (503) 645-4683

Subcommittees

The subcommittees for MCCI are shown below. Please check any that you are interested in, and describe why you think those issues are important on the lines to the right.

- ☐ Community Planning
(Land Use/Transportation) _____
- ☐ Parks and Greenspaces _____
- ☐ Solid Waste and Recycling _____
- _____
- _____
- _____
- _____
- _____

Time Commitment

The MCCI meets the third Wednesday of the month from 7-9pm. In addition, MCCI members are required to join an MCCI subcommittee, are strongly encouraged to be active in their communities, and keep abreast of current events. Will you commit to the time required to fulfill your duties if appointed to this advisory committee?

- ☒ Yes
- ☐ No

Potential Conflicts

Are you aware of any potential conflicts of interest that would prevent you from serving effectively on MCCI? If so, please explain.

No

Optional: Attach Résumé

January 3, 2006	
Signature _____	Date _____

For further general information, call the Metro Office of Citizen Involvement at 503.797.1539. To receive assistance per the Americans with Disabilities Act, call the Metro at 503.797.1539 or Metro teletype 503.797.1804.

Membership on Metro advisory committees is open to all interested citizens subject to the qualifications determined by the appointing authority as necessary for the conduct of its business. Metro encourages participation in its affairs by all people, especially those who are under represented in public involvement.

Please return to:
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600 NE Grand Avenue
Portland, OR 97232
503.797.1539
fax 503.797.1799
email mcci@metro.dst.or.us
www.metro-region.org

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 06-3660, FOR THE PURPOSE CONFIRMING THE APPOINTMENTS OF MALEK HALL AND VIRGINIA BRUCE TO THE METRO COMMITTEE FOR CITIZEN INVOLVEMENT (MCCI)

Date: February 6, 2006

Prepared by: Cheryl Grant

BACKGROUND

The Metro Committee for Citizen Involvement (MCCI) has continued to attempt to fill its vacancies. MCCI has actively recruited new members, including soliciting stakeholders and local leaders for nominees, notifying agency staff, and advertising on a weekly basis.

Malek Hall resides in District 5 but is applying for an at-large position on the committee. The MCCI Membership Committee has recommended Mr. Hall for this at-large position citing his interest in environmental issues and community planning. Mr. Hall's application to the committee is attached to Resolution 06-3660 as Exhibit A.

Virginia Bruce resides in Washington Co. She has been nominated by the Washington County Committee for Citizen Involvement to replace the seat vacated by James Kimball. Ms. Bruce's letter of nomination and application are attached to Resolution No. 06-3660 as Exhibit B.

ANALYSIS/INFORMATION

1. Known Opposition

None.

2. Legal Antecedents

Metro Code Chapter 2.19.100, Ordinance 00-860 and Ordinance 02-947A are the relevant legal documents related to this appointment.

3. Anticipated Effects

That two new members will be appointed to MCCI.

4. Budget Impacts

None.

RECOMMENDED ACTION

That the Metro Council adopt Resolution 06-3660.

BEFORE THE METRO COUNCIL

A RESOLUTION AUTHORIZING THE)	RESOLUTION NO. 06-3671
REFINANCING OF AN OREGON BOND)	
BANK LOAN AND THE ISSUANCE OF)	Introduced by Michael Jordan, Chief Operating
FULL FAITH AND CREDIT REFUNDING)	Officer with the concurrence of Council President
OBLIGATIONS)	David Bragdon

WHEREAS, Metro is authorized by ORS 271.390 and ORS 288.605 to 288.695 (the "Act") to enter into financing agreements to refinance real or personal property that the Metro Council determines is needed; and,

WHEREAS, in April of 2000, Metro obtained a loan through the Oregon Economic and Community Development Department's Oregon Bond Bank Program (the "OECDD Loan") for the long-term financing of improvements to the Expo Center (the "Project"); and,

WHEREAS, the OECDD loan is secured by a pledge of Metro's full faith and credit and the net revenues of Metro's MERC system; and,

WHEREAS, based on current market conditions, Metro may be able to reduce its debt service costs by refinancing all or a portion of the OECDD Loan; and,

WHEREAS, Metro may reduce the costs of the refinancing if Metro participates in a pooled transaction with other Oregon local governments that wish to refinance their Oregon Economic and Community Development Department Bond Bank Program loans; and,

WHEREAS, the refinancing may be structured to only require the pledge of Metro's full faith and credit and Metro may be able to release the lien on the net revenues of Metro's MERC system; and,

WHEREAS, the pooled transaction does not require Metro to pay any portion of another government's financing agreement; and,

WHEREAS, pursuant to ORS 288.620 the approval of the State Treasurer is required before refunding obligations may be issued to refinance the OECDD Loan because the refunding of the OECDD Loan constitutes an advance refunding under Oregon law; and,

WHEREAS, a refunding plan must be submitted to the State Treasurer demonstrating that the refunding will produce debt service savings before the State Treasurer may approve the refunding of the OECDD Loan; now therefore,

BE IT RESOLVED by the Metro Council as follows:

Section 1. Authorization.

Metro Council hereby determines that the Project is needed, and the Chief Operating Officer or the Chief Financial Officer of Metro, or the person designated by the Chief Operating Officer or the Chief

Financial Officer to act as Metro Official under this Resolution (the “Metro Official”) is hereby authorized on behalf of Metro without further action of the Metro Council, to:

- (1) Negotiate, execute and deliver one or more financing agreements, credit facilities or other financing documents (the “Financing Agreement”) in an aggregate principal amount that provides net proceeds sufficient to refinance all or a portion of the OECDD Loan and to pay costs of the refinancing. Subject to the limitations of this resolution, the Financing Agreement may be in such form and contain such terms as the Metro Official may approve.
- (2) Negotiate, execute and deliver one or more escrow agreements or similar documents (the “Escrow Agreement”) which provide for the issuance of “certificates of participation” or “full faith and credit obligations” (the “Obligations”) which represent undivided ownership interests in the financing payment due from Metro under the Financing Agreement (the “Financing Payments”) and the financing payments due from other Oregon local governments participating in the pooled transaction to refinance their Oregon Economic and Community Development Department Bond Bank Program loans. Subject to the limitations of this Resolution, the Escrow Agreement and the Obligations may be in such form and contain such terms as the Metro Official may approve; however, neither the Escrow Agreement nor the Obligations may require Metro to pay any portion of another government’s financing agreement.
- (3) Deem final and authorize the distribution of a preliminary official statement for the Obligations, authorize the preparation and distribution of a final official statement or other disclosure document for the Obligations, and enter into agreements to provide continuing disclosure for owners of the Obligations.
- (4) Engage the services of escrow agents, paying agents, verification agents, and any other professionals whose services are desirable for the financing.
- (5) Determine the final principal amount of the Financing Agreement, the interest rate or rates which the Financing Payments shall bear, Metro’s prepayment rights and other terms of the Financing Agreement and the Obligations.
- (6) Determine whether to pledge net revenues of Metro’s MERC system, enter into covenants regarding the levels of MERC system fees and charges that Metro must impose, and establish the terms under which future obligations may be issued on a parity with the Financing Agreement with respect to such pledge of the net revenues of Metro’s MERC system.
- (7) Apply for ratings for the Obligations, determine whether to purchase municipal bond insurance or obtain other forms of credit enhancement for the Financing Agreements or the Obligations, including a reserve surety policy, enter into agreements with the providers of credit enhancement, and execute, deliver and acquire related documents, if applicable.
- (8) Cause an advance refunding plan to be prepared and submitted.
- (9) Call, defease, redeem and prepay all or a portion of the OECDD Loan.
- (10) Execute and deliver any other certificates or documents and take any other actions which the Metro Official determines are desirable to refinance the OECDD Loan in accordance with this Resolution.

Section 2. Security.

The Metro Official may pledge Metro's full faith and credit and taxing power within the limitations of Section 11 and 11b of Article XI of the Oregon Constitution and the net revenues of Metro's MERC system to pay the Financing Payments, and the Financing Payments may be payable from any and all of Metro legally available funds.

Section 3. Maintenance of Tax-Exempt Status.

- (1) Metro covenants to comply with all provisions of the Internal Revenue Service Code (Code) which are required for interest paid on the Financing Agreement to be excluded from gross income for federal income tax purposes. Metro makes the following specific covenants with respect to the Code:
 - (A) Metro shall not take any action or omit any action, if it would cause the Financing Agreement to become an "arbitrage bond" under Section 148 of the Code and shall pay any rebates or penalties to the United States which are required by Section 148(f) of the Code.
 - (B) Metro shall operate the Project so that the Financing Agreement is not a "private activity bond" within the meaning of Section 141 of the Code.
- (2) The covenants contained in this Section 3 and any covenants in the closing documents for the Financing Agreement shall constitute contracts with the lenders, and shall be enforceable by them.

Section 4. Appointment of Underwriter, Special Counsel and Financial Advisor.

Metro hereby appoints Stone & Youngberg LLC as the Underwriter of the Obligations, Preston Gates & Ellis LLP as special counsel to Metro for the issuance of the Obligations and Western Financial Group, LLC as financial advisor to Metro for the issuance of the Obligations.

Section 5. Effective Date.

This resolution shall take effect on the date of its passage by the Metro Council.

ADOPTED by the Metro Council this _____ day of _____, 2006.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 06-3671 FOR THE PURPOSE OF AUTHORIZING THE REFINANCING OF AN OREGON BOND BANK LOAN AND THE ISSUANCE OF FULL FAITH AND CREDIT REFUNDING OBLIGATIONS

Date: February 9, 2006

Prepared by: Bill Stringer,
Chief Financial Officer

BACKGROUND

In April 2000, Metro obtained a loan from the Oregon Bond Bank through the Oregon Economic Development Department (OEDD) Special Public Works Fund (SPWF). This loan paid for the construction of a new building to replace the existing Hall D at the Expo Center. The loan is repaid from operating revenues of the Expo Center.

Current market interest rates are sufficiently lower than the rates of the existing loan (which range from 5.25% to 5.625%) to provide present value savings. This provides Metro with an opportunity to refinance this loan by issuing a new bond. Through this “current refunding,” Metro will achieve immediate debt-service reduction by using the proceeds to pay off the outstanding loan.

The purpose of this resolution is to authorize Metro to participate in a pooled transaction with other Oregon local governments that wish to refinance their OECDD Bond Bank Program loans. By joining the pooled transaction Metro may reduce the shared costs of the refinancing. Metro’s \$14,024,766 total principal due on its OECDD is not large enough, by itself, to be refinanced and to provide sufficient present value savings.

Six local governments have been invited to participate in the pool. The total size of the bond issuance will be between \$30 and \$50 million depending on the number of participants, of which Metro’s share will be approximately \$15 million. The refinancing will be postponed if the net present value savings to individual participants falls below 3 percent. The pooled transaction does not require Metro to pay any portion of another government’s financial agreement.

At current interest rates, the refinancing proposal is anticipated to provide approximately \$1.1 million in gross savings over the life of the bonds, or \$819,000 in net present value savings – about 5.84 percent of the current loan amount. The average annual savings would be about \$60,000 per year. The final structure of the bonds will be determined at a later date to provide the maximum benefit to Metro. The bonds will mature in January 2025. Debt service will continue to be paid from operating revenues of the Metro Expo Center and any savings from the refinancing will accrue to the facility.

ANALYSIS/INFORMATION

1. **Known Opposition** – None.
2. **Legal Antecedents** – Metro is authorized by ORS 271.390 and ORS 288.605 to 288.695 (the “Act”) to enter into financing agreements to refinance real or personal property that the Metro Council determines is needed. Chapter III, Section 10 of the Metro charter supplements Metro’s authority to

issue revenue bonds. This section of the Charter as well as Ordinance 93-495 (“An Ordinance Adding a New Title to the Metro Code to Implement and Make Provision For the Exercise of Metro's Charter Authority to Issue Revenue Bonds, General and Special Obligation Bonds, Certificates of Participation and Other Obligations; Amending Certain Prior Metro Ordinances to Conform to the New Metro Code Provisions Added By This Ordinance; and Declaring an Emergency”), adopted on April 22, 1993, authorizes Metro to issue bonds that are secured by Metro’s full faith and credit.

3. **Anticipated Effects** – Implementation of Resolution No. 06-3671 would reduce debt service costs and provide net present value savings of approximately \$819,000 or 5.84 percent over the life of the bonds.
4. **Budget Impacts** – As of January 24, 2006, the estimated net present value savings of the bonds is approximately \$819,000, or approximately 5.84 percent. This would result in about \$327,000 in savings to the Expo Center in debt service payments in FY 2006-07 and an average of about \$40,000 per year thereafter to the maturity of the bond in 2025. These figures will change with fluctuations in market interest rates.

RECOMMENDED ACTION

The Chief Financial Officer recommends Council adoption of Resolution No. 06-3671.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING TITLE 11) ORDINANCE NO. 06-1110
(PLANNING FOR NEW URBAN AREAS) OF)
THE URBAN GROWTH MANAGEMENT)
FUNCTIONAL PLAN TO FACILITATE THE)
SITING OF CERTAIN PUBLIC USES IN NEW)
URBAN AREAS) Introduced by Council President Bragdon

WHEREAS, Title 11 (Planning for New Urban Areas) of the Urban Growth Management Functional Plan (“UGMFP”) establishes temporary limitations on land divisions in territory newly added to the urban growth boundary (“UGB”) in order to avoid premature commitment of land during the time of comprehensive planning for the new territory; and

WHEREAS, given the slow pace of comprehensive planning for territory added to the UGB, this limitation can unintentionally delay and, thereby, increase the public cost of, acquisition of sites for certain needed public facilities; and

WHEREAS, this potential effect of the limitation on creation of new parcels is not the intent of Title 11, and is inconsistent with Policy 1.14.4 (School and Local Government Plan and Policy Coordination) of Metro’s Regional Framework Plan (“RFP”) ; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. Title 11 (Planning for New Urban Areas) of the Urban Growth Management Functional Plan is hereby amended, as shown in Exhibit A, attached and incorporated into this ordinance, to facilitate the siting of certain public uses in new urban territory subject to comprehensive planning under Title 11.
2. The Findings of Fact and Conclusions of Law in Exhibit B, attached and incorporated into this ordinance, explain how this amendment to Title 11 complies with the RFP and state planning laws.

ADOPTED by the Metro Council this __ day of _____, 2006.

David Bragdon, Council President

Attest:

Approved as to form:

Christina Billington, Recording Secretary

Daniel B. Cooper, Metro Attorney

**Exhibit "A" to Ordinance No. 06-1110
Amendment to Title 11 (Planning for New Urban Areas)
of the Urban Growth Management Functional Plan**

TITLE 11: PLANNING FOR NEW URBAN AREAS

3.07.1105 Purpose and Intent

It is the purpose of Title 11 to require and guide planning for conversion from rural to urban use of areas brought into the UGB. It is the intent of Title 11 that development of areas brought into the UGB implement the Regional Framework Plan and 2040 Growth Concept.

3.07.1110 Interim Protection of Areas Brought into the Urban Growth Boundary

~~After inclusion of an area within the UGB and prior to the adoption by all local governments with jurisdiction over an area brought into the UGB—Until the effective date~~ of amendments to comprehensive plans and implementing land use regulations that comply with section 3.07.1120, the city or county responsible for planning territory added to the UGB ~~[local government]~~ shall not approve ~~[of]~~:

- A. A[ny] land use regulation or zoning map amendment[s] specific to the territory allowing higher residential density than allowed by acknowledged provisions in effect prior to the adoption of the UGB amendment;
- B. A[ny] land use regulation or zoning map amendment[s] specific to the territory allowing commercial or industrial uses not allowed under acknowledged provisions in effect prior to the adoption of the UGB amendment;
- C. [Any] A land division or partition that would result in the creation of [any] a new lot or parcel ~~[which would be]~~ less than 20 acres in [total] size, except to create lots or parcels for public facilities and services as defined in Metro Code section 3.01.010 or a new public school;
- D. In an area identified by the Metro Council in the ordinance adding the area to the UGB as a Regionally Significant Industrial Area:
 - 1. A commercial use that is not accessory to industrial uses in the area; and
 - 2. A school, church or other institutional or community service use intended to serve people who do not work or reside in the area.

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 06-1110 FOR THE PURPOSE OF AMENDING TITLE 11 (PLANNING FOR NEW URBAN AREAS) OF THE URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN TO FACILITATE THE SITING OF CERTAIN PUBLIC USES IN NEW URBAN AREAS

Date: January 27, 2006

Prepared by: Dick Benner, Ray Valone

BACKGROUND

Urban Growth Management Functional Plan, Title 11 section 3.07.1110, Interim Protection of Areas Brought into the Urban Growth Boundary, prohibits local governments with land use jurisdiction over a new urban area from approving land divisions within the area prior to the adoption of comprehensive plan and implementing ordinances that result in new parcels less than 20 acres. The Beaverton School District's recent search for a new school site of 10 acres has not been successful. The District has found land, however, within the new Bethany expansion area that would be appropriate for a new school, but does not need a full 20 acres. Pursuant to discussions among the school district, Washington County staff and Metro staff, Metro Chief Operating Officer Jordan directed staff to draft a revision to Title 11 that would allow the division of land for public schools during the Title 11 interim period in increments less than 20 acres.

Staff drafted an ordinance amendment to resolve the school siting issue (see Attachment 1). Staff also proposes to extend relief from the 20-acre restriction to all public facility and service land use siting issues. This provision anticipates the need to allow local governments to approve land divisions less than 20 acres for uses such as sewer or water pump stations, sub-stations or fire stations. This amendment, therefore, includes language to exempt public facility and services as well as public schools from the 20-acre limit. Public facilities and services, as defined in Metro Code 3.01.010, means 'sanitary sewers, water service, fire protection, parks, open space, recreation, streets and roads and mass transit.'

This amendment would not obviate the need for the affected local governments to complete Title 11 planning for a new area before urbanization could occur. Approval of a land division does not constitute approval of a particular use, school or otherwise. Approval of the use would have to comply with local zoning

ANALYSIS/INFORMATION

1. **Known Opposition:** None known at this time
2. **Legal Antecedents:** Title 11, Urban Growth Management Functional Plan, section 3.07.1110C.
3. **Anticipated Effects:** Adoption of the ordinance will allow local governments to approve land divisions that create parcels less than 20 acres within new urban areas prior to the adoption of comprehensive plan and implementing ordinances for the siting of public facilities and services and public schools.
4. **Budget Impacts:** None

RECOMMENDED ACTION

Adoption of Ordinance No. 06-1110

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE) RESOLUTION NO. 06-3658
RECOMMENDATIONS OF THE HIGHWAY 217)
CORRIDOR TRANSPORTATION PLAN) Introduced by: Councilor Carl Hosticka

WHEREAS, on August 10, 2000 the Metro Council adopted Ordinance No. 00-869A, For the Purpose of Adopting the 2000 Regional Transportation Plan (RTP); Amending Ordinance No. 96-647C and Ordinance No. 97-715B, Metro's 2000 Regional Transportation Update with the intent to adopt subsequent amendments from specific outstanding corridor studies; and

WHEREAS, the 2000 RTP, adopted by ordinance, together with portions of the 1996 Urban Growth Management Functional Plan serve as the regional Transportation System Plan (TSP) required by the State Transportation Planning Rule; and

WHEREAS, on July 26, 2001 the Metro Council adopted Resolution No. 01-3089, For the Purpose of Endorsing the Findings and Recommendations of the Corridor Initiatives Project, which identified a work program for completion of the corridor refinement plans; and

WHEREAS, on June 27, 2002 the Metro Council adopted Ordinance No. 02-946A, For the Purpose of Adopting the Post-Acknowledgement Amendments to the 2000 Regional Transportation Plan (RTP) amending the RTP to incorporate the corridor refinement work program; and

WHEREAS, due to the current and anticipated growth and congestion and the need to provide transportation access to support the 2040 Plan, that Resolution identified the Highway 217 Corridor as a priority for completion in the first planning period; and

WHEREAS, on September 24, 2002 Metro executed a three-party Grant Agreement with the Federal Highway Administration (FHWA) and the Oregon Department of Transportation (ODOT) to receive \$400,000 in FHWA funds and provide \$100,000 local match that would fund the Value Pricing portion of the Highway 217 Corridor Study; and

WHEREAS, on June 12, 2003, the Metro Council adopted Resolution No. 03-3331, For the Purpose of Confirming Appointments to the Highway 217 Policy Advisory Committee (PAC), which appointed twenty members to the Highway 217 Corridor PAC to guide the study technical and public involvement processes and to provide interim and final recommendations; and

WHEREAS, the Committee was comprised of 17 jurisdictional members representing interest areas within the corridor and three at-large citizen members selected through a public solicitation process and a list of members is Exhibit C to this Resolution; and

WHEREAS, the Highway 217 Corridor planning has been completed in partnership with Washington County, and the Cities of Beaverton, Tigard, Tualatin and Lake Oswego, ODOT and TriMet who participated in advisory committees and reviewed key products; and

WHEREAS, the project included a significant public involvement program as outlined in the Staff Report to this Resolution; and

WHEREAS, Metro has coordinated extensively with the various land use and transportation planning efforts in the corridor; and

WHEREAS, the Highway 217 Corridor Study has investigated a number of multi-modal options in the two phases of study; and

WHEREAS, the Highway 217 Corridor PAC was involved in the development and evaluation of options, and provided recommendations at the end of Phase I and II of this study; and

WHEREAS, Metro Council has been briefed on the study findings and PAC recommendations at the conclusion of Phase I and Phase II of the Highway 217 Corridor Study and the final PAC recommendation is attached as Exhibit B to this Resolution; and

WHEREAS, Attachment 1 to the Staff Report, the Highway 217 Corridor Study Phase II Overview Report (November 16, 2005), contains study findings and summary conclusions and Attachment 2 to the Staff Report is the Highway 217 Corridor Study – Public Involvement Summary (November 2005); and

WHEREAS, Exhibit A of this Resolution contains the Joint Policy Advisory Committee on Transportation (JPACT) recommendations for the Highway 217 Corridor Transportation Plan and outlines specific subsequent next steps for planning and project development work (“next steps”), now, therefore

BE IT RESOLVED by the Metro Council;

1. That the Highway 217 Corridor Transportation Plan Recommendation (Exhibit A) is hereby approved and adopted as a program for additional project development and planning work in the corridor; and
2. That Metro Council directs staff to prepare amendments to the RTP in accordance with the Recommendation (Exhibit A); and
3. That Metro Council directs staff to work with other jurisdictions to implement appropriate amendments to local plans and additional planning and project development efforts as outlined in the Recommendations.

ADOPTED by the Metro Council this _____ day of _____, 2006.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

HIGHWAY 217 CORRIDOR TRANSPORTATION PLAN RECOMMENDATION

Policy Advisory Committee (PAC) Recommendation With Changes From the Joint Policy Advisory Committee on Transportation (JPACT)

Note: For brevity this Exhibit does not include study findings or conclusions, which are summarized in the Staff Report.

I. Overall recommendations for regional consideration

1. The PAC recognizes that the region needs additional transportation funding and supports efforts to increase funding at federal, state and local levels.
2. Due to the large funding gaps under all options, in the near term, seek higher funding priority for Highway 217 improvements at federal, state and local levels.
 - Oregon Department of Transportation (ODOT), Metro and local jurisdictions should seek to include priority interchanges or other appropriate elements of the Highway 217 project in any state, regional or local transportation funding measure.
 - ODOT, Metro and local jurisdictions should consider seeking a federal earmark for Highway 217 in the next federal transportation reauthorization.
 - Seek funding to commence a corridor study of the section of I-5 between Highway 217 and Wilsonville. The Highway 217 study highlighted the severity of the future bottleneck at this location. Each of the options worsened this bottleneck, particularly Options A and C, which drew the most new traffic to the corridor.
 - If the list of Highways of Statewide Significance is reopened by the Oregon Transportation Commission (OTC), JPACT should consider nominating the Highway 217 project.
 - ODOT and Metro should develop a financing strategy for this project.
 - ODOT should seek to include the Highway 217 project in the next round of solicitations for the Oregon Innovative Partnership Program to assess the private sector interest in financing this project.
 - PAC members shall advocate for the above policy recommendations as appropriate.

II. Highway 217 traffic lanes

Recommendation

All of the options improve transportation performance on the corridor.

- The PAC recommends that the general purpose and express toll lane options be carried forward.

- The tolled ramp meter bypass option should not continue as a separate option due to lack of public acceptance, limited potential revenues and the lack of projected usage for many of the tolled ramp meter bypass locations. Tolled ramp meter bypass locations that have potential should be evaluated further in the Environmental Impact Statement (EIS) process as part of the tolled lane option.

Next steps

Amend the Regional Transportation Plan (RTP) to indicate that the third through lane in each direction could be either a general purpose or a tolled lane. Metro, ODOT, Washington County, and the Cities of Beaverton and Tigard should seek to amend the RTP to advance the project development work of the new through lane in each direction into the Financially Constrained RTP.

Metro, ODOT and the local jurisdictions should seek to include in the draft 2008-2011 Statewide Transportation Improvement Program (STIP) funding for the Highway 217 EIS. The Highway 217 EIS is important so that ramp and interchange improvements on the entire facility can be implemented as funding becomes available. Additionally, the study would determine whether the lane should be a general-purpose lane or an express tolled lane. The EIS should also further consider the revenue contribution and test public acceptance of tolling selected ramp meter bypasses as part of the tolled lane option. It should also consider the advisability of allowing trucks larger than 26,000 pounds on a tolled lane. Finally, the EIS should develop more detailed revenue and usage forecasts for the tolled lane and a financing and phasing plan for the preferred alternative.

III. Highway 217 interchanges

Recommendation

In the short term, the PAC recommends further developing and evaluating the following interchange improvements as part of a National Environmental Protection Act (NEPA) process (along with other appropriate options). The following list provides a general order of priority for the recommended interchange improvements, but implementation of these projects should respond to funding opportunities and local transportation needs and could occur in a different order. Engineering and specific design of the improvements should be evaluated in the NEPA process.

First Tier Priority

- Beaverton-Hillsdale/Allen Blvd. ramp braids
- Allen/Denney Road interchange

Second Tier Priority

- Canyon/Walker Road ramp braids
- Scholls Ferry/Greenburg Road ramp braids
- Greenburg Road (major interchange improvement, possibly single point interchange)

Third Tier Priority

- SW 72nd Avenue (additional turn lanes with major interchange improvement – design to be determined)
- Barnes Road (widening with additional turn lanes)
- Progress interchange (interchange improvements including widening and additional turn lanes)
- Highway 99W (revised access lanes to/from Highway 217, widening and additional turn lanes)

Next steps

Seek to amend local and regional transportation plans to add the interchange improvements. ODOT, Metro and local jurisdictions should seek to include the design and construction of the Beaverton-Hillsdale/Allen ramp braids or other high priority interchange improvements in the 2010-2013 STIP.

IV. Arterials

Recommendation

In the short term, design and construct the arterial improvements within the financially constrained plans. The PAC recommends that local jurisdictions further evaluate the priority of the following north-south improvements as part of their Transportation System Plan process. These projects are:

- Greenburg Road Improvement (RTP 6031) – widens to 5 lanes from Tiedeman to Highway 99W;
- Nimbus Avenue Extension (RTP 6053) – a two-lane roadway extension from Nimbus to Greenburg;
- Hall Boulevard Extension (RTP “I”) – a new five-lane arterial north of Center Street to connect with Jenkins Road at Cedar Hills Blvd;
- 103rd Avenue (RTP 6012) – improve existing roadway on SW 103rd and construct new intersection alignments to provide a connection from Western Avenue to Walker Road;
- Nimbus Road Extension (RTP 3037) – a two-lane roadway extension of Nimbus Road from Hall Boulevard to Denney Road; and
- Hall Boulevard Improvement (RTP 6013 and 6030 North) – widen to 5 lanes from Scholls Ferry Road to Highway 99W.

Next steps

Metro and the local jurisdictions should seek to find funding for key corridor arterial improvements already in the RTP Financially Constrained Plan as part of the Metropolitan Transportation Improvement Program updates. As part of the next RTP, local jurisdictions should seek to include priority north-south improvements from the preliminary PAC recommendation arterial list in the Financially Constrained Plan.

V. Bicycle and pedestrian facilities

Recommendation

The PAC recommends that priority be given to the following projects that complete a north-south route:

In the Financially Constrained RTP:

- Cedar Hills Blvd. Improvement (RTP 3075) – Butner Road to Walker Road;
- Hall Blvd. Bikeway (RTP 3046) - Beaverton-Hillsdale Hwy. to Cedar Hills Blvd.;
- Watson Ave. Bikeway (RTP 3047) - Beaverton-Hillsdale Hwy. to Hall Blvd.; and
- Hall Blvd. Bikeway (RTP 3074) - gap at Allen Blvd.

In the Priority RTP System:

- Nimbus Ave. Extension (RTP 6053) - replacement for Cascade Blvd.

New projects (not currently in the 2000 RTP):

- Hunziker Street - Hall Blvd. to 72nd Avenue;
- Multi-use path - connecting I-5 to SW 72nd Avenue; and
- Pedestrian path/walk improvements on all improved viaducts crossing Highway 217 and a bicycle/pedestrian connection over Highway 217, or associated with the overcrossing improvements on Denney Road, to the Fanno Creek Region Trail; and a connection to the Washington Square Regional Center trail.

Next steps

The bicycle and pedestrian improvements to overcrossings and viaducts identified above should be included in the Highway 217 project. ODOT, Metro and the local jurisdictions should seek funding to construct the financially constrained projects identified in the PAC recommendation above. ODOT, Metro and local jurisdictions should also seek to include the new projects in the next RTP Financially Constrained Plan and fund them, as funds become available.

VI. Transit service

Recommendation

The PAC recommends continued increases in transit service in the corridor study area over the next twenty years per the RTP. Express bus service on Highway 217, expanded commuter rail service and other appropriate transit service increases should be examined as part of future RTP updates and TriMet's 2005 Transit Investment Plan.

Next steps

TriMet, Metro and local jurisdictions should seek to move up the timeline for implementing planned corridor transit improvements in the next RTP. Express bus service on Highway 217 and other appropriate transit service increases should be examined as part of the EIS and future Regional Transportation Plan updates.

Highway 217 Corridor Transportation Plan

POLICY ADVISORY COMMITTEE (PAC) RECOMMENDATION

Note: For brevity this Exhibit does not include study findings or conclusions, which are summarized in the Staff Report.

I. Overall recommendations for regional consideration

1. The PAC recognizes that the region needs additional transportation funding and supports efforts to increase funding at federal, state and local levels.
2. Due to the large funding gaps under all options, in the near term, seek higher funding priority for Highway 217 improvements at federal, state and local levels.
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 - Seek funding to commence a corridor study of the section of I-5 between Highway 217 and Wilsonville. The Highway 217 study highlighted the severity of the future bottleneck at this location. Each of the options worsened this bottleneck, particularly Options A and C, which drew the most new traffic to the corridor.
 - ODOT, Metro and local jurisdictions should seek to amend the list of Highways of Statewide Significance to include the Highway 217 project.¹
 - PAC members shall advocate for the above policy recommendations as appropriate.

II. Highway 217 traffic lanes

Recommendation

All of the options improve transportation performance on the corridor.

- The PAC recommends that the general purpose and express toll lane options be carried forward.
- The tolled ramp meter bypass option should not continue as a separate option due to lack of public acceptance, limited potential revenues and the lack of projected usage for many of the tolled ramp meter bypass locations. Tolled ramp meter bypass locations that have potential should be evaluated further in the Environmental Impact Statement (EIS) process as part of the tolled lane option.

¹ ODOT did not endorse this portion of the recommendation.

Next steps

Amend the Regional Transportation Plan (RTP) to indicate that the third through lane in each direction could be either a general purpose or a tolled lane. Metro, ODOT, Washington County, and the Cities of Beaverton and Tigard should seek to amend the RTP to advance the project development work of the new through lane in each direction into the Financially Constrained RTP.

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Recommendation

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Next steps

Seek to amend local and regional transportation plans to add the interchange improvements. ODOT, Metro and local jurisdictions should seek to include the design and construction of the Beaverton-Hillsdale/Allen ramp braids or other high priority interchange improvements in the 2010-2013 STIP.

IV. Arterials

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Next steps

Metro and the local jurisdictions should seek to find funding for key corridor arterial improvements already in the RTP Financially Constrained Plan as part of the Metropolitan Transportation Improvement Program updates. As part of the next RTP, local jurisdictions should seek to include priority north-south improvements from the preliminary PAC recommendation arterial list in the Financially Constrained Plan.

V. Bicycle and pedestrian facilities

Recommendation

The PAC recommends that priority be given to the following projects that complete a north-south route:

In the Financially Constrained RTP:

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New projects (not currently in the 2000 RTP):

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Next steps

The bicycle and pedestrian improvements to overcrossings and viaducts identified above should be included in the Highway 217 project. ODOT, Metro and the local jurisdictions should seek funding to construct the financially constrained projects identified in the PAC recommendation above. ODOT, Metro and local jurisdictions should also seek to include the new projects in the next RTP Financially Constrained Plan and fund them, as funds become available.

VI. Transit service

Recommendation

The PAC recommends continued increases in transit service in the corridor study area over the next twenty years per the RTP. Express bus service on Highway 217, expanded commuter rail service and other appropriate transit service increases should be examined as part of future RTP updates and TriMet's 2005 Transit Investment Plan.

Next steps

TriMet, Metro and local jurisdictions should seek to move up the timeline for implementing planned corridor transit improvements in the next RTP. Express bus service on Highway 217 and other appropriate transit service increases should be examined as part of the EIS and future Regional Transportation Plan updates.

Highway 217 Policy Advisory Committee Members

Brian Moore – PAC Chair; Tigard City Council; PGE

Frank Angelo – Westside Economic Alliance Transportation Committee Chair

Dan Aberg – Westside Transportation Alliance

Steve Clark – Community Newspapers; Westside Economic Alliance

Domonic Biggi – Beaverton Chamber of Commerce; Beaverton Foods

Nathalie Darcy – Garden Home resident

Rob Drake – Mayor of Beaverton; member of Metro's Joint Policy Advisory Committee on Transportation

Matthew Garret – ODOT Region 1

Kent Haldorson – citizen representative, north of Highway 217

S. Joan Hamrick – citizen representative, south of Highway 217

Van Hooper – Sysco Food Systems

Carl Hosticka – Metro Councilor, District 3

James A. Johnson – frequent user of Highway 217

John Kaye – Tektronix

George Machan – Cornforth Consultants, Inc.

Jim Persey – Greenway Neighborhood Association Committee Chair

Lynn Peterson – Lake Oswego City Council

Jack Reardon – Washington Square

Dick Schouten – Washington County Board of Commissioners

Dennis Thomas – Beaverton School District

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 06-3658, FOR THE PURPOSE OF ADOPTING THE RECOMMENDATIONS OF THE HIGHWAY 217 CORRIDOR TRANSPORTATION PLAN

Date: December 29, 2005

Prepared by: Richard Brandman
Bridget Wieghart
John Gray

BACKGROUND

Chapter 6.7.5 of the 2004 Regional Transportation Plan (RTP) lists the Highway 217 Corridor as a Major Corridor Refinement in which the corridor planning process should be used to determine the mode, function and general location for the project or set of projects needed to meet projected travel demand. In each planning process, a number of transportation options will be developed and evaluated together with the Transportation System Plans of jurisdictions within the Corridor.

In 2001, Metro led a regional effort to develop a strategy for completion of the 18 corridor refinement plans identified in the RTP. That analysis found significant congestion and land use needs and jurisdictional support for finding solutions in the Highway 217 Corridor. In order to provide access between key 2040 land uses including the Washington Square and Beaverton Regional Centers, the Lake Grove, Tigard, Sunset, and Cedar Mill Town Centers, and Hillsboro, Tualatin, Kruse Way and other industrial and employment areas, a corridor planning study was initiated in 2003. The specific goal of the Highway 217 Corridor study was to develop transportation improvements that could be implemented in the next 20 years to provide for efficient movement of people and goods through and within the corridor while supporting economically dynamic and attractive growth within regional and town centers and retaining the livability of nearby neighborhoods.

The study's Policy Advisory Committee (PAC) consisted of 17 members (Exhibit C) representing areas of interest suggested by the jurisdictions of Washington County, the cities of Beaverton, Tigard, Tualatin, and Lake Oswego, Oregon Department of Transportation (ODOT) and TriMet within the corridor and three at-large citizen members selected through a public solicitation process. Partner jurisdictions participated in technical advisory and project management committees together with members from the affected communities and interested parties worked and developed the recommendation attached as Exhibit B to this Resolution.

The overall objective of the Highway 217 Corridor Transportation Study was to define and preliminarily evaluate an initial range of multi-modal options that will accommodate the 2025 corridor travel demand in a way that supports the 2040 Concept Plan. The study was completed in two phases. In phase I, six multi-modal options were developed and analyzed. Options were evaluated as to how well they addressed the study objectives of travel performance, environmental and neighborhood effects, financial feasibility and cost effectiveness. Based on that evaluation, which was completed in the Fall of 2004, the options were refined to three options that were studied in more detail during phase II. This Resolution adopts the conclusions of phase II as modified by the Joint Policy Advisory Committee on Transportation (JPACT) (Exhibit A). JPACT did not adopt the PAC recommendation which proposed that JPACT should seek to add Highway 217 to the list of Highways of Statewide Significance. Due to concerns

about reopening that list at this time, JPACT adopted modified language which said that JPACT should consider proposing Highway 217 for that list only if the list was reopened by ODOT.

Outreach Activities

The Highway 217 Transportation Corridor Study included an extensive public involvement program. The public involvement program included media advertisement, public forums, online questionnaires, written flyers, direct contact with all employers with over 100 employees within ½ mile of Highway 217, two sets of focus groups and 38 speaker's bureau meetings with community groups. These public involvement efforts together with the Transportation Improvement Plans and Comprehensive Land Use Plans of the Cities of Beaverton, Tigard and Tualatin, the Beaverton and Washington Square Regional Center Plans, the Fanno Creek Greenway Trail and Washington Square Regional Center Trail and the Washington County Commuter Rail Project were reviewed and considered in the course of developing and evaluating options in the Highway 217 Transportation Corridor Study.

Summary Conclusions

The study developed and reviewed multi-modal solutions, which were reviewed and evaluated by mode.

Highway 217 traffic lanes – The findings supported the need for one additional lane in each direction and further study of whether that lane should be a general purpose or a toll lane. The evaluation found that congestion within the corridor will increase from three to eight hours a day if no improvements are made over the next twenty years. There is a need and support for a new through lane in each direction south of Canyon Road on Highway 217.

- The additional general-purpose lane (Option A) in each direction offers the most overall congestion relief and the fastest average drive time on Highway 217. However, it is anticipated to have the largest funding gap (\$504 million) in 2014.¹
- The express toll lane (Option B) offers some overall congestion relief and the fastest travel time on Highway 217 for toll lane travelers. It offers an incentive for carpool travel and possible transit and would have the smallest funding gap (\$332 million) in 2014.¹
- The general purpose lane with ramp meter bypass (Option C) has similar travel benefits as Option A, but projections show limited revenue potential – approximately one-third that of the express toll lane (Option B) in 2014 so the funding gap is \$449 million for this option.¹

The public reaction to the general purpose and express toll lane was much more positive than to the tolled ramp meter bypass. Many people preferred the traditional general-purpose lane to the tolled lane from a transportation perspective. However, due to concerns about the potential timeline for improvements for the general-purpose option and the sense that tolling is a fair way to pay for improvements (i.e. those that benefit pay for it) most people expressed support for further study of the toll lane. Public comments were much more negative about Option C (the tolled ramp meter bypass option). There was a perception that the ramp meter bypasses are unfair and that people will respond negatively to those who travel on them.

Highway 217 interchanges – Due to the close spacing of Highway 217 interchanges and the growth in traffic volumes, the findings supported the need for major interchange improvements to avoid serious

¹ Based on currently anticipated funding sources

congestion and safety problems on the highway and adjacent intersections. None of the interchanges meet current highway spacing standards and interchange improvements are necessary to meet level of service standards in 2025. These improvement projects are included in the recommendation.

Arterials adjacent to the Highway 217 – The findings supported the need for major improvement to roadways identified in the Financially Constrained RTP and the recommendation to prioritize an additional six north-south arterials in the list of Priority RTP system improvements.

The arterial improvements in proximity to the corridor in the RTP Financially Constrained System are improvements critical for access to regional centers. The evaluation also identified a series of north-south arterial improvements and/or extensions to Greenburg Road, Hall Boulevard, Nimbus Avenue and SW 103rd Avenue that support the corridor travel needs.

While these are not part of the recommended Highway 217 project, the north-south arterials would significantly enhance local access to regional and town centers, reduce congestion on Highway 217 and were better at reducing congestion than a package that also included several east-west arterial improvements

Bike and pedestrian facilities adjacent to Highway 217 – A series of bikeways have been planned on the west side of Highway 217 in the cities of Beaverton and Tigard; however, several portions of that bikeway have not been constructed. The completion of the bikeway trails would provide a continuous route to the west of Highway 217. Therefore, the recommendation calls for prioritization of four projects already identified in the Financially Constrained RTP, one project in the Priority RTP system and three projects not currently in the 2000 RTP.

Additionally, there is a recognized need to provide a route for the Fanno Creek Regional Trail where it crosses Highway 217 (between Denney Road and Allen Blvd.). Phase I considered a trail underneath Highway 217; however, this is not desirable due to seasonal flooding and safety issues. Therefore, improvement should be made to the Denney over-crossing or a separate overpass should be provided. A connection to the Washington Square Regional Center Trail is also needed. Both of these projects will be included in future studies and are included in all options considered in the Phase II evaluation (Exhibits A and B).

Transit Service serving the Highway 217 corridor – The findings supported the recommendation to increase transit service in the corridor as identified in the RTP and to study additional commuter rail service and express bus service on Highway 217 as part of the Environmental Impact Statement (EIS).

Peak hour commuter rail service between Wilsonville and Beaverton was assumed in all options. This and other transit improvements in the financially constrained system are needed to provide travel options and reduce congestion. Express bus service studied assumed to be provided on Highway 217 in the tolled options attracted good ridership and achieved significant time savings over existing planned service.

ANALYSIS/INFORMATION

1. Known Opposition

No known organized opposition. The PAC recommendation attempts to address several key messages that were consistently mentioned throughout much of the public outreach and public comment period. These themes include:

- Strong support for increasing road capacity;

- Strong support for finding a long-term solution to area congestion;
- Strong support for a speedy conclusion;
- Strong opposition to the express ramp meter bypass option (Option C);
- Uneasiness with the concept of tolling;
- Interest in other funding sources to complete the project;
- Perception that current funding is adequate;
- Support for improvements to arterials and interchanges; and
- A mixed reaction to transit and bike/pedestrian path improvements.

The full public involvement report (Highway 217 Corridor Study – Public Involvement Summary November 2005) is Attachment 2 to this Staff Report.

The Transportation Policy Alternatives Committee (TPAC) had serious concerns about the recommendation to reopen the list of Highways of Statewide Significance due to the number of unfunded projects in this Resolution already on that list. TPAC proposed alternative language with respect to that one element of the recommendation. Otherwise, TPAC supported the remainder of the recommendation.

2. Legal Antecedents

State:

- Oregon State Transportation Planning Rule (TPR) section 660-12-020
- Oregon State TPR section 660-12-025

The Oregon State Transportation Planning Rule (TPR) section 660-12-020 requires that regional transportation system plans establish a coordinated network of transportation facilities adequate to serve regional transportation needs. Section 660-12-025 of the TPR allows Metro and other Metropolitan Planning Organizations to defer decisions regarding function, general location and mode as long as they can demonstrate that the refinement effort will be completed in a timely manner.

Metro:

- 2004 Regional Transportation Plan
- Ordinance No. 00-869A, For the Purpose of Adopting the 2000 Regional Transportation Plan; Amending Ordinance No. 96-647C and Ordinance No. 97-715B, Adopted August 10, 2000.
- Resolution No. 01-3089, For the Purpose of Endorsing the Findings and Recommendations of the Corridor Initiatives Project, Adopted July 26, 2001.
- Ordinance No. 02-946A, For the Purpose of Adopting the Post-Acknowledgement Amendments to the 2000 RTP, Adopted June 27, 2002.
- Resolution No. 03-3331, For the Purpose of Confirming Appointments to the Highway 217 Policy Advisory Committee (PAC), Adopted June 12, 2003.

On June 15, 2001, the 2000 RTP was acknowledged by the Land Conservation and Development Commission (LCDC). The RTP, as well as the Western Bypass Study and Resolution No. 97-2497, For the Purpose of Endorsing the Recommended Arterial and Highway Improvements Contained Within ODOT's Western Bypass Study and Amending the 1995 Interim Federal Regional Transportation Plan, and all local TSPS have identified a need for capacity increases in the Highway 217 Corridor. In the summer of 2002, the RTP was amended to incorporate a work program for completion of the corridor

refinement studies that are needed to develop solutions to transportation needs. That work program identified the Highway 217 Corridor as a top priority.

3. Anticipated Effects

There are a number of recommendations that are designed to move transportation projects in the corridor forward. The highway and interchange options are proposed for further review and refinement in an Environmental Impact Statement (EIS). Selected arterial, bicycle and pedestrian projects would be prioritized and funded through in local and regional transportation system plans and improvement programs.

Additionally, a number of overall recommendations from the study are for local jurisdictions, Metro and the State to seek funding authorization for priority interchange improvements and other appropriate elements of the Highway 217 study.

4. Budget Impacts

No direct impacts on Metro's budget. The recommendation highlights the need for additional transportation funding. It calls for Metro and local jurisdictions seek to amend the list of Highways of Statewide Significance to include Highway 217. In addition the recommendation asks ODOT, Metro and the local jurisdictions to seek to include priority interchanges and other elements of the Highway 217 Corridor Transportation study in any state, regional or local transportation funding measures. Finally, it directs ODOT, Metro and local jurisdictions to consider seeking a federal earmark for Highway 217 in the next federal transportation reauthorization.

RECOMMENDED ACTION

Staff recommends the adoption of Resolution No. 06-3658, which contains the Highway 217 Corridor Transportation Plan Recommendation as modified by JPACT (Exhibit A).

Highway 217 Corridor Study

Phase II Overview Report - Study Findings and Recommendation

November 16, 2005



Beaverton-Hillsdale Highway



Scholls Ferry Road



Allen Boulevard



METRO

PEOPLE PLACES
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FINAL

Background And Overview

Study purpose

Highway 217 is the major north-south transportation route for the urbanized portion of Washington County. Traffic volumes have doubled in the past 20 years as the county has grown into a booming high-tech and residential center. Peak corridor travel is expected to increase an additional 30 percent during the next 20 years.

Every transportation planning effort that has looked at this part of the region has identified the need for additional capacity on Highway 217.

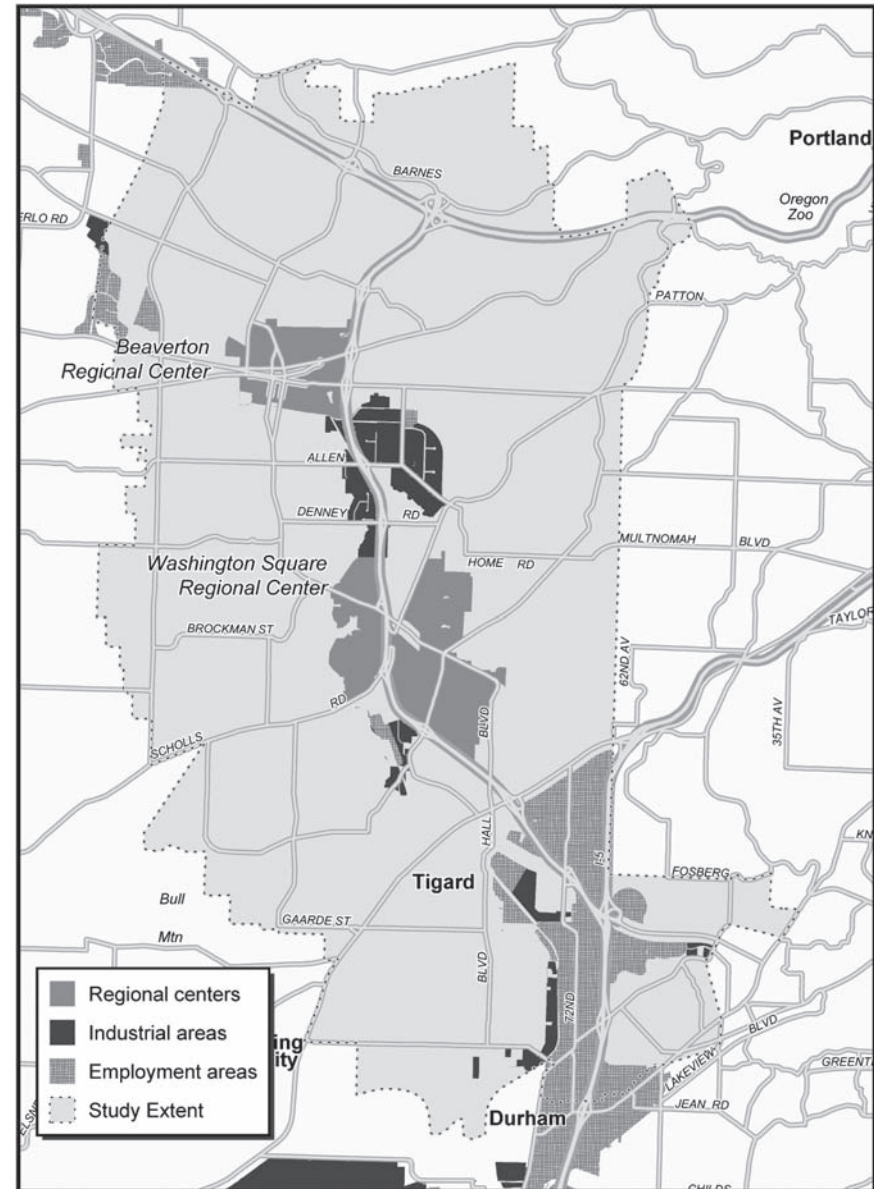
Study goals and objectives

The goal of the Highway 217 Corridor Study is to develop transportation improvements that will be implemented in the next 20 years to provide for efficient movement of people and goods through and within the corridor while supporting economically dynamic and attractive regional and town centers and retaining the livability of nearby communities.

Objectives:

1. Provide a proactive, comprehensive and engaging public involvement effort.
2. Enhance effectiveness of the transportation system.
3. Provide a feasibility assessment of each alternative.
4. Support neighborhoods, businesses and the natural environment.
5. Ensure that benefits and impacts associated with selected strategies are equitable to minority and low-income communities in the corridor.
6. Conduct a conclusive and thorough study with results that can be implemented.

The study, which began in 2003, is a cooperative effort by Metro, Washington County, the Oregon Department of Transportation, TriMet, and the cities of Beaverton, Lake Oswego and Tigard.



Critical issues

- **Increased transportation needs** have resulted from employment and residential growth in Washington County.
- Highway 217 is the **principal north/south access** to Beaverton and Washington Square regional centers, five town centers, and industrial and employment areas in Kruse Way, Hillsboro, Tualatin, and Wilsonville.
- Today's **peak hours of congestion** will nearly triple by 2025 (from 2.5 to 8 hours).
- **Safety concerns** are the result of short distances between interchanges.
- **Freight traffic** has doubled in the past ten years (8 percent of current traffic volume).
- The cities of Beaverton and Tigard have developed a series of **trails, paths and bikeways** which need to be linked together to connect regional centers and community resources.
- **Pedestrian trails** and walks in the corridor have notable gaps that need to be completed.

Policy advisory committee (PAC)


A committee comprised of 20 elected officials, business representatives and area residents has been providing guidance throughout the study process. Final committee recommendations on options to move forward and other next steps will be presented to regional elected officials later this fall.

Study approach

The Highway 217 Corridor Study is being completed in two phases. Phase I developed and analyzed a wide range of multi-modal alternatives in the fall of 2004. Alternatives were evaluated as to how well they addressed the study objectives in terms of travel performance, environmental and neighborhood effects, financial feasibility and cost effectiveness. Based on this evaluation, the alternatives were refined to three options that have been studied in more detail. This report summarizes the findings of the Phase II evaluation, and the preliminary PAC recommendation.

Highway 217 Alternatives

	Phase I	Phase II
Option 1	Arterial, transit and interchange improvements	Selected arterials to be included with all options
Option 2	Six lane without interchange Improvements	Not considered for further action
Option 3	Six lane plus interchange Improvements	Moved forward to Phase II as Option A
Option 4	Six lane with carpool lanes	Not considered for further action
Option 5	Six lane with express toll lanes	Moved forward to Phase II as Option B
Option 6	Six lane with tolled ramp meter bypass	Moved forward to Phase II as Option C

 = options moved forward to Phase II

Phase II Options And Findings

Key study elements common to all options

Interchange improvements*

Braided Ramps:

Walker/Canyon
Beaverton-Hillsdale/Allen
Scholls Ferry/Greenburg

Split Diamond:

Allen/Denney

Other:

Barnes Road
SW 72nd Ave.
Hall Blvd.
Highway 99W

* Potentially preferred interchange designs

Arterial improvements*

Parts of:

Walker Road
Cedar Hills
Canyon Road
125th Ave.
Oleson Road
Allen Blvd.
Greenburg Road
SW 72nd Ave.
Gaarde Street
Dartmouth Street
Nimbus Road

* Included in the RTP Financially Constrained list

Transit improvements

Bus service enhancements
Commuter rail from
Wilsonville to Beaverton

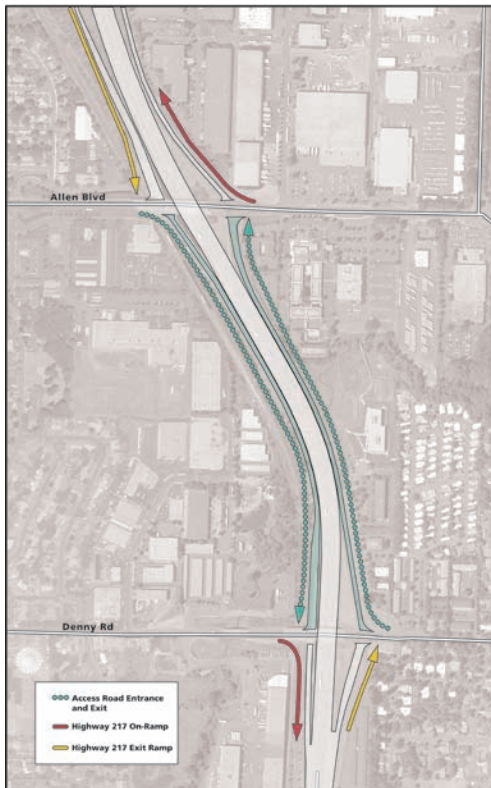
Bicycle/pedestrian improvements

Parts of:

Cedar Hills Blvd.
Watson Ave.
Beaverton Creek Greenway
Hunziker Street
Hall Blvd.
Multi-use path between
I-5 and Hwy. 217

Regional trails improvements

Fanno Creek Trail
(crossing of Hwy. 217)
Washington Square Greenbelt

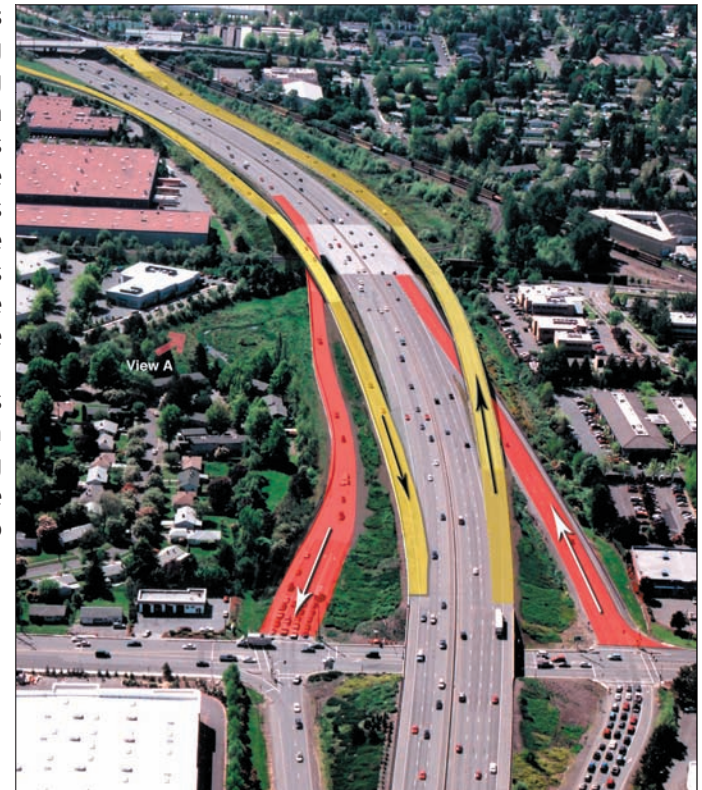


Split diamonds

address the merge/weave conflict by reducing the number of interchanges and connecting them with frontage roads. This solution was applied at Canyon Road and Beaverton-Hillsdale Highway on Highway 217 where access to two streets is combined into one interchange. Drivers entering Highway 217 going north from Beaverton-Hillsdale Highway use a frontage road to enter at the Canyon Road entrance.

Braided ramps

separate exiting traffic from entering traffic by creating a bridge for vehicles entering the freeway that does not descend to the freeway until it has crossed over the lane of traffic exiting the freeway. In this way, traffic engineers "braid" ramps with some traffic crossing over and some crossing under to prevent accidents.



Phase II Options And Findings

Overall findings

Access to regional centers: All options would improve access to regional centers within the study corridor. However, the study has identified a series of north-south arterial improvements that would significantly enhance local access. These include improvements and extensions to portions of Greenburg Road, Nimbus Avenue, Hall Boulevard and SW 103 Avenue.

Bicycle/pedestrian recommendations: After several months of study, meetings with the bicycle/pedestrian community, and an open house, a series of bike lane and multi-use trail improvements were identified to complete a north-south route about a half-mile west of Highway 217. Bicycle/pedestrian recommendations are included in all options.

Transportation opportunities/limitations: All options include intersection improvements that significantly improve both the flow and safety on Highway 217. All of the options currently under consideration draw more traffic to the bottleneck on I-5, south of Highway 217.

Freight: Highway 217 is a critical connection for the movement of goods and services from and to industrial areas in Hillsboro and Tualatin and to the centers of Beaverton, Tigard, Lake Oswego and Washington Square. All of the options provide time savings for trucks. The general purpose lane options provide overall congestion relief for all vehicles. The express toll lane offers the most benefits to small trucks who were assumed to have access to a fast and reliable trip on the toll lanes. The tolled ramp meter bypasses offer benefits to small and large trucks who could pay to bypass the queue.

Base case: In the evaluation of all multi-modal portions of this study, the Base Case assumed the current 4-lane highway design and existing intersections evaluated with 2025 levels of residential and employment development. It also includes arterial and transit service improvements which are anticipated to be built by 2025.

Level of study analysis: Approximately one to three percent of actual engineering for each option has been completed. More detailed design and environmental analysis is needed before a final alternative can be selected and built.

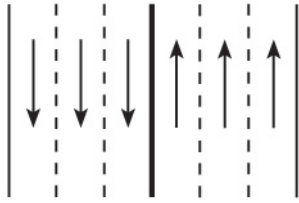
Funding considerations: Due to a lack of state transportation funds available, funding considerations have been a major focus of the study. State and regional policy requires every major project to consider tolling. In the proposed options, tolls are a “user fee” charged only to people who use the new tolled lane and/or ramp meter bypass. Other funding options have been and will continue to be considered. Due to the large funding gaps and the size of the project, a phased project is likely.

Phasing of construction: Given traditional funding amounts, a combination of interchange reconstructions and arterial street improvements could be made prior to the construction of new through lanes on Highway 217. Making these improvements first will address some immediate congestion and safety problems and will assist in reducing construction disruption. If additional funds become available, the project could be constructed in geographic segments. Priority interchange improvements include Beaverton-Hillsdale, Allen and Denney. The earliest completion date has been calculated to be 2014, however this assumes an immediate start to a preliminary engineering/environmental impact statement as well as securing funding.

Equity for all users: Results from other tolling projects around the country indicate that all income groups use and favor an express toll lane, although it is used more often by those in higher income groups. With a tolled lane, everyone has travel choices including using the regular (untolled) lane, driving on the tolled lane at a reduced fee during less congested times of the day, carpooling to share the fee and taking transit.

Congestion is greatest during traditional commuting hours (early morning and late afternoon). Studies of existing tolling projects show that higher income drivers tend to travel more during these peak hours. Unlike a peak toll, the gas tax requires everyone to pay the same fee, even if they are traveling during uncongested hours.

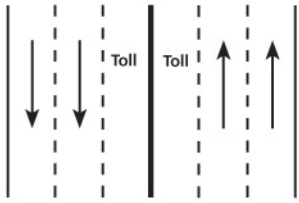
Option A – Six Lanes



Overview: This option would include an additional travel lane in each direction that will be open to all traffic on Highway 217. Like all options, includes substantial interchange improvements to resolve merge and weave conflicts which create safety and congestion problems.

- This option offers the most overall congestion relief and fastest average drive times for all drivers on Highway 217 (saves 3 minutes over base case).
- Wetland impacts: approximately 2.8 acres.
- Largest funding gap – capital cost \$523 million with an estimated funding gap of \$504 million (in 2014).
- Without supplemental revenues, estimated construction completed in 2089.
- Overall congestion relief benefits all trucks.
- Public acceptance: prefer ease of general purpose lane but concerns about projected construction timeline with traditional funding sources.

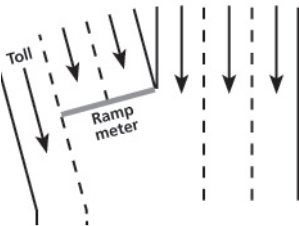
Option B – Six Lanes With Express Toll Lanes



Overview: This option would include a rush-hour toll lane in each direction in addition to the existing lanes of Hwy 217. Drivers would be able to enter and leave the express lane at I-5 and US 26 as well as at one intermediate point between the Washington Square and Beaverton regional centers. Tolls would be collected electronically without requiring stopping at a tollbooth. It also includes bypasses of ramp meters for toll lane users. Express bus service has been provided to take advantage of time savings on toll lanes and ramps.

- Fastest travel time in toll lanes (saves 8.5 minutes over base case).
- Saves travel time in general purpose lanes (saves 1 minute).
- Express trip incentive for transit and carpools.
- Wetland impacts: approximately 3.2 acres.
- Smallest funding gap – capital cost \$581 million with an estimated funding gap of \$332 million (in 2014).
- Without supplemental revenues, estimated construction completed in 2028.
- Small trucks access toll lane and all trucks use ramp meter bypasses.
- Public acceptance: more acceptable as funding mechanism but reservations about complexity and feasibility of tolled facilities and about equity for all users.

Option C – Six Lanes With Tolled Ramp Meter Bypass

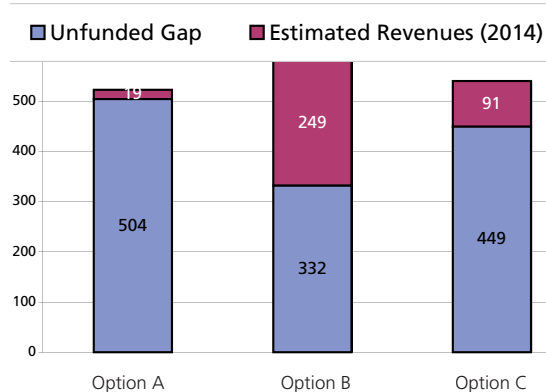


Overview: This option would include an additional unrestricted travel lane in each direction on Highway 217 in addition to a new lane on the entrance ramps. Drivers who choose to use the new express ramp lane to bypass the queue at the ramp meter would pay a toll. Trucks would be allowed to use the bypass lanes. Express bus service has been provided to take advantage of time savings on toll lanes and ramps.

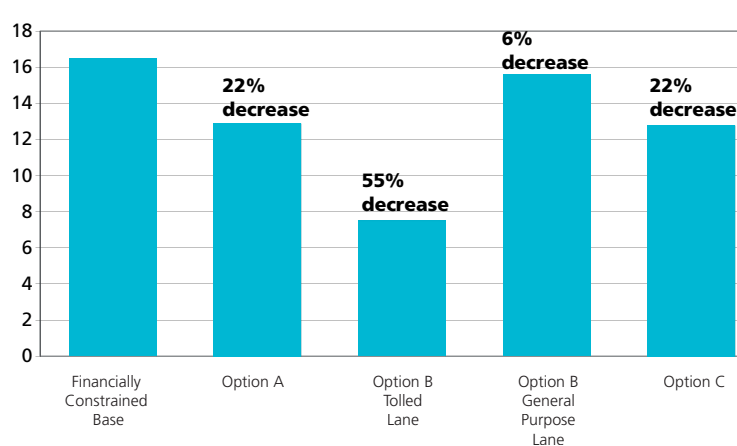
- This option offers the most overall congestion relief and fastest average drive times for all drivers on Highway 217 (saves 3 minutes over base case).
- Wetland impacts: approximately 2.8 acres.
- Significant funding gap – capital cost \$540 million with an estimated funding gap of \$449 million (in 2014).
- All trucks can access ramp meter bypasses.
- Without supplemental revenues, estimated construction completed in 2042.
- Public acceptance: limited toll revenue and negative perception of ramp bypass concept reduces the attractiveness of this option.

Note: All capital costs are in 2005 dollars.

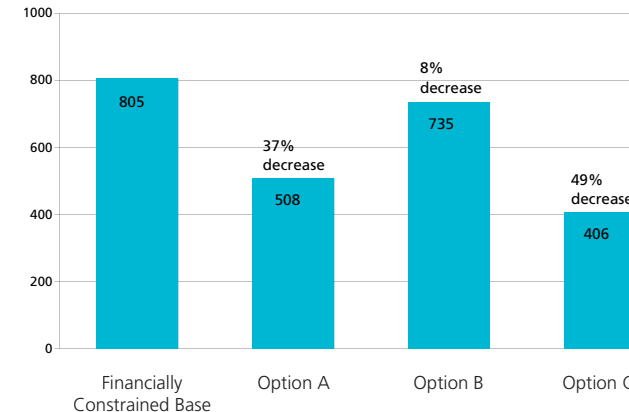
Estimated Construction Costs and Funding Gap (2014)
Phase II Alternatives



Average Auto Travel Time on Highway 217 (in minutes)
Southbound from US 26 to I-5



Hours of Vehicle Delay on Highway 217



Summary of key findings

	Transportation		Environmental	Financial feasibility	Public opinion	
	Over-all congestion relief and drive time on Highway 217	Fastest possible drive time	Potential impact to identified wetlands	Projected funding gap in 2014	Acceptance	
Option A Six lanes	optimal	moderate	moderate	least optimal	moderate	*From Phase I analysis
Option B Six lanes with express toll lanes	moderate	optimal	moderate	optimal	moderate	
Option C Six lanes with tolled ramp meter bypass	optimal	moderate	moderate	moderate	least optimal	

For more detailed information on key findings, see the following reports: "Transportation Performance Report", Metro, July 27, 2005, Memo: "Phase II - Potential Environmental Impacts", Metro, August 26, 2005, Memo: "When Could Highway 217 Alternatives Be Built with Traditional Funding?", ECONorthwest, August 29, 2005, "Phase II Public Involvement Summary", Metro, September 2005

Highway 217 Corridor Study Preliminary PAC Recommendation

December 2005/January 2006: The final PAC recommendation will be forwarded to the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council for review and approval.

Conclusions from corridor studies are drawn without the level of engineering analysis and detailed environmental analysis that is completed as part of an Environmental Impact Statement (EIS). The EIS would be the next logical step for many projects identified or proposed in this document.

Overall recommendations for regional consideration

The PAC recognizes that the region needs additional transportation funding and supports efforts to increase funding at federal, state and local levels.

Due to the large funding gaps under all options, in the near term, seek higher funding priority for Highway 217 improvements at federal, state and local levels.

- ODOT, Metro and local jurisdictions should seek to include priority interchanges or other appropriate elements of the Highway 217 project in any state, regional or local transportation funding measure.
- ODOT, Metro and local jurisdictions should consider seeking a federal earmark for Highway 217 in the next federal transportation reauthorization.
- Seek funding to commence a corridor study of the section of I-5 between Highway 217 and Wilsonville. The Highway 217 study highlighted the severity of the future bottleneck at this location. Each of the options worsened this bottleneck, particularly Options A and C, which drew the most new traffic to the corridor.
- Policy Advisory Committee members shall advocate for the above policy recommendations as appropriate.
- ODOT, Metro and local jurisdictions should seek to amend the list of Highways of Statewide Significance to include the Highway 217 project.*

* ODOT did not endorse this portion of the recommendation.

Highway 217 Corridor Study Preliminary PAC Recommendation

Highway 217 traffic lanes

Summary conclusion

The evaluation found that congestion within the corridor will increase from three to eight hours a day if no improvements are made over the next twenty years. There is a need and support for a new through lane in each direction south of Canyon Road on Highway 217.

- The general purpose lane (Option A) offers the most overall congestion relief and the fastest average drive time on Highway 217. However, it is anticipated to have the largest funding gap (\$504 million) in 2014.*
- The express toll lane (Option B) offers some overall congestion relief and the fastest travel time on Highway 217 for toll lane travelers. It offers an incentive for carpool travel and possible transit and would have the smallest funding gap (\$332 million) in 2014.*
- The general purpose lane with ramp meter bypass (Option C) has similar travel benefits as the general purpose lane, but projections show limited revenue potential – approximately one-third that of the express toll lane option in 2014 so the funding gap is \$449 million for this option.*

Public comments were much more negative about Option C (the tolled ramp meter bypass option). There was a perception that the ramp meter bypasses are unfair and that people will respond negatively to those who travel on them. The public reaction to the general purpose and express toll lane was much more positive. Many people preferred the traditional general purpose lane to the tolled lane from a transportation perspective. However, due to concerns about the potential timeline for improvements for the general purpose option and the sense that tolling is a fair way to pay for improvements (i.e. those that benefit pay for it), most people expressed support for further study of the toll lane.

Recommendation

All of the options improve transportation performance on the corridor. The PAC recommends that the general purpose and express toll lane options be carried forward. The tolled ramp meter bypass option should not continue as a separate option due to lack of public acceptance, limited potential revenues and the lack of projected usage for many of the tolled ramp meter bypass locations. Tolled ramp meter bypass locations that have potential should be evaluated further in the EIS process as part of the tolled lane option.

Next steps

Amend the Regional Transportation Plan (RTP) to indicate that the third through lane in each direction could be either a general purpose or a tolled lane. Metro, ODOT, Washington County, Beaverton and Tigard should seek to amend the RTP to advance the project development work of the new through lane in each direction into the Financially Constrained RTP.

Metro, ODOT and the local jurisdictions should seek to include in the draft 2008-2011 STIP funding for the Highway 217 Environmental Impact Statement. The Highway 217 EIS is important so that ramp and interchange improvements on the entire facility can be implemented as funding becomes available. Additionally, the study would determine whether the lane should be a general-purpose lane or an express tolled lane. The EIS should also further consider the revenue contribution and test public acceptance of tolling selected ramp meter bypasses as part of the tolled lane option. It should also consider the advisability of allowing trucks larger than 26,000 pounds on a tolled lane. Finally, the EIS should develop more detailed revenue and usage forecasts for the tolled lane and a financing and phasing plan for the preferred alternative.

* Based on currently anticipated funding sources.

Highway 217 Corridor Study Preliminary PAC Recommendation

Highway 217 interchanges

Summary conclusion

Due to the close spacing of interchanges and the growth in traffic volumes, major interchange improvements are needed to avoid serious congestion and safety problems on the highway and adjacent intersections. None of the interchanges meet current highway spacing standards and interchange improvements are necessary to meet level of service standards in 2025.

Recommendation

In the short term, the PAC recommends further developing and evaluating the following interchange improvements as part of a National Environmental Protection Act (NEPA) process (along with other appropriate options). The following list provides a general order of priority for the recommended interchange improvements, but implementation of these projects should respond to funding opportunities and local transportation needs and could occur in a different order. Engineering and specific design of the improvements should be evaluated in the NEPA process.

First Tier Priority

Beaverton-Hillsdale/Allen Blvd. ramp braids
Allen/Denney Road interchange

Second Tier Priority

Canyon/Walker Road ramp braids
Scholls Ferry/Greenburg Road ramp braids
Greenburg Road (major interchange improvement, possibly single point interchange)

Third Tier Priority

SW 72nd Avenue (additional turn lanes with major interchange improvement – design to be determined)
Barnes Road (widening with additional turn lanes)
Progress interchange (interchange improvements including widening and additional turn lanes)
Highway 99W (revised access lanes to/from Highway 217, widening and additional turn lanes)

Next steps

Seek to amend local and regional transportation plans to add the interchange improvements. ODOT, Metro and local jurisdictions should seek to include the design and construction of the Beaverton-Hillsdale/Allen ramp braids or other high priority interchange improvements in the 2010-2013 State Transportation Improvement Plan (STIP).

Arterials

Summary conclusion

The arterial improvements in proximity to the corridor in the RTP Financially Constrained System are critical for access to regional centers. These are listed on page four of the Phase II overview report. The evaluation also identified a series of north-south arterial improvements and extensions to Greenburg Road, Hall Boulevard, Nimbus Avenue and SW 103rd Avenue which support the corridor travel needs. While these are not part of the recommended Highway 217 options, the north-south arterials would significantly enhance local access to regional and town centers, reduce congestion on Highway 217 and were better at reducing congestion than a package that also included several east-west arterial improvements.

Recommendation

In the short term, design and construct the arterial improvements within the financially constrained plans. The PAC recommends that local jurisdictions further evaluate the priority of the following north-south improvements as part of their Transportation System Plan process. These projects are:

- Greenburg Road Improvement (RTP 6031) – widens to 5 lanes from Tiedeman to Highway 99W.
- Nimbus Avenue Extension (RTP 6053) – a two-lane roadway extension from Nimbus to Greenburg.
- Hall Boulevard Extension (RTP “I”) – a new five-lane arterial north of Center Street to connect with Jenkins Road at Cedar Hills Blvd.
- 103rd Avenue (RTP 6012) – improve existing roadway on SW 103rd and construct new intersection alignments to provide a connection from Western Avenue to Walker Road.
- Nimbus Road Extension (RTP 3037) – a two-lane roadway extension of Nimbus Road from Hall Boulevard to Denney Road.
- Hall Boulevard Improvement (RTP 6013 and 6030 North) – widen to 5 lanes from Scholls Ferry Road to Highway 99W.

Next steps

Metro and the local jurisdictions should seek to find funding for key corridor arterial improvements already in the RTP Financially Constrained Plan as part of the Metropolitan Transportation Improvement Program updates. As part of the next RTP, local jurisdictions should seek to include priority north-south improvements from the preliminary PAC recommendation arterial list in the Financially Constrained Plan.

Highway 217 Corridor Study Preliminary PAC Recommendation

Bicycle and pedestrian facilities

Summary conclusion

The study found a need for a north-south route to the west of Highway 217. A series of bikeways have been planned on the west side of Highway 217 in the cities of Beaverton and Tigard; however, several portions of that bikeway have not been constructed. The completion of the bikeway trails would provide a continuous route to the west of Highway 217.

Additionally, there is a recognized need to provide a route for the Fanno Creek Regional Trail where it crosses Highway 217 (between Denney Road and Allen Blvd.). Phase I considered a trail underneath Highway 217, however, this is not desirable due to seasonal flooding and safety issues. Therefore, improvements should be made to the Denney over-crossing or a separate overpass should be provided. A connection of the Washington Square Greenbelt is also needed. Both of these projects will be included in future studies and are included in all alternatives considered in the Phase II evaluation.

Recommendation

The PAC recommends that priority be given to the following projects that complete a north-south route:

In the Financially Constrained RTP:

- Cedar Hills Blvd. Improvement (RTP 3075) – Butner Road to Walker Road;
- Hall Blvd. Bikeway (RTP 3046) - Beaverton-Hillsdale Hwy. to Cedar Hills Blvd.;
- Watson Ave. Bikeway (RTP 3047) - Beaverton-Hillsdale Hwy. to Hall Blvd.;
- Hall Blvd. Bikeway (RTP 3074) - gap at Allen Blvd.

In the Priority RTP System:

- Nimbus Ave. Extension (RTP 6053) - replacement for Cascade Blvd.

New projects (not currently in the 2000 RTP):

- Hunziker Street - Hall Blvd. to 72nd Avenue;
- Multi-use path - connecting I-5 to SW 72nd Avenue;
- Pedestrian path/walk improvements on all improved viaducts crossing Highway 217 and a bicycle/pedestrian connection over Highway 217, or associated with the overcrossing improvements on Denney Road, to the Fanno Creek Regional Trail; and a connection to the Washington Square Regional Center trail.

Next steps

The bicycle and pedestrian improvements to overcrossings and viaducts identified above should be included in the Highway 217 project. ODOT, Metro and the local jurisdictions should seek funding to construct the financially constrained projects identified in the PAC recommendation above. ODOT, Metro and local jurisdictions should also seek to include the new projects in the next RTP Financially Constrained Plan and fund them, as funds become available.

Transit service

Summary conclusion

Peak hour commuter rail service between Wilsonville and Beaverton was assumed in all options. This and other transit improvements in the financially constrained system are needed to provide travel options and reduce congestion. Express bus service studied assumed to be provided on Highway 217 in the tolled alternatives attracted good ridership and achieved significant time savings over existing planned service.

Recommendation

The PAC recommends continued increases in transit service in the corridor study area over the next twenty years per the RTP. Express bus service on Highway 217, expanded commuter rail service and other appropriate transit service increases should be examined as part of future RTP updates and TriMet's 2005 Transit Investment Plan.

Next steps

TriMet, Metro and local jurisdictions should seek to move up the timeline for implementing planned corridor transit improvements in the next RTP. Express bus service on Highway 217 and other appropriate transit service increases should be examined as part of the EIS and future Regional Transportation Plan updates.

More information is available at www.metro.dst.or.us, send e-mail to trans@metro.dst.or.us or call Metro Transportation Planning at (503) 797-1757.



Highway 217 Corridor Study
Public Involvement Summary
November 2005

I. Introduction

The Highway 217 Corridor Study, which began in 2003, is studying transportation improvements in the corridor of Washington County stretching from Highway 26 to I-5. Traffic volumes on Highway 217 have doubled in the past 20 years and peak corridor travel is expected to increase an additional 30 percent during the next 20 years.

Phase I of the study narrowed the set of highway improvement options from six to three in the fall of 2004. Phase I offered numerous opportunities for public involvement including stakeholder interviews, focus groups, two questionnaires, open houses and meetings with community and neighborhood groups. It also included innovative outreach efforts such as use of billboard advertising and an on-line open house.

Phase II has provided additional study of the options selected for further consideration:

- Option A – additional general purpose lane in each direction
- Option B – additional lane in each direction to be an express tolled lane
- Option C – additional general purpose lane in each direction plus tolled ramp meter bypasses

Phase II public involvement had two main components – an initial education outreach to share the results of Phase I and Phase II options under consideration and, following the preliminary Policy Advisory Committee recommendation, a public comment outreach period from September 22 to October 28, 2005.

II. Summary of outreach activities

1. Initial Phase II outreach summary

- a. Metro staff produced a video slide show presentation for use at Speaker's Bureau events. Utilizing the video presentation at public speaking engagements allowed a consistent message to be communicated to the public and provided illustration of the concepts under consideration for better understanding.
- b. A newsletter was produced in spring 2005 that summarized the study goals, process, Phase I findings, Phase II options, timeline and public involvement opportunities.
- c. Metro staff and PAC members made over 30 presentations to community groups, neighborhood associations, business organizations and local governments, speaking to a total of over 500 people.
- d. Focus groups were gathered to discuss two specific topics – the Allen/Denney interchanges (two open houses were held) and freight issues (40 members of the freight community were invited to a focus group discussion).
- e. The September Metro Councilor newsletters for Districts 3 and 4, sent to constituents and Community Planning Organizations in the southwest part of the region, contained articles about the Highway 217 study, including upcoming public comment opportunities and the public forum scheduled for October 19.

2. Public comment period following PAC preliminary recommendation –

- a. A Phase II overview report was produced for use in the public comment period following the preliminary PAC recommendation. This report provided a brief history, discussion of Phase II findings, financing and cost information, the continued study timeline and public involvement opportunities, as well as the PAC preliminary recommendation. This report was available on the Metro website as well as in print.
- b. Media outreach – A news release was distributed on September 22 to all local media. The release included information about public comment opportunities, including the on-line questionnaire and public forum scheduled for October 19. News articles following the preliminary recommendation were published in the following print media:
 - The Oregonian, September 22
 - The Oregonian, September 26, Metro front page
 - The Hillsboro Argus, September 27
 - Beaverton Valley Times, September 29
 - Tigard, Tualatin, Sherwood Times, October 6
 - The Oregonian, October 6

The following papers printed editorials, all favorable to including the tolling option for further study:

- Tigard, Tualatin, Sherwood Times, September 29 – “Tolls might be needed to fund region’s new roads”
- The Oregonian, October 3 – “Letting drivers vote with their dollars: Toll lanes should seriously be considered for financing highway construction in Oregon”
- Lake Oswego Review and West Linn Tidings, October 6 – “Tolls may be needed to pay for new roads: We’ve never like the notion of toll roads, but there may not be any other choices”

The following papers printed information about the October 19 forum:

- The Oregonian, October 16, Metro section
- The Oregonian, October 18, Washington County section

The following TV news stations aired a segment on the public forum, some including the visual simulations from the slide presentation and interviews with PAC members Metro Councilor Carl Hosticka and Washington County Commissioner Dick Schouten:

- ABC affiliate Channel 2 (5 and 11 p.m. news)
- CBS affiliate Channel 6
- NBC affiliate Channel 8

- c. Newspaper advertisements citing the public forum and online questionnaire were placed in the October 13 Oregonian (South and West Metro editions), and the October 13 Lake Oswego Review, Beaverton Valley Times, and Tigard, Tualatin, Sherwood Times.
- d. An online questionnaire was developed which could be accessed from the Metro website or www.hw217.org. Both online access and printed versions were available at the public forum.
- e. Email communication about the preliminary PAC recommendation and public comment opportunities was sent to all people who had requested notification about the Highway 217 study, all CPO and neighborhood organization contacts within the corridor area, all freight contacts, and to both PAC and TAC members for forwarding to constituents or posting on websites.
- f. Written flyers and/or letters were sent to any of the above who did not have email contact information.
- g. All employers with over 100 employees within ½ mile of Highway 217 were sent a letter and flyer. In addition, all employers with over 500 employees and most of the other employers were contacted by phone and sent information for their employee newsletters. The following are those that are known to have sent information to their employees:
 - a. Intel
 - b. Farmer’s Insurance

- c. Pacific Care
 - d. Providence St. Vincent's
 - e. Northwest Evaluation
 - f. Catlin Gable
 - g. Spherion
 - h. Kaiser Permanente, Beaverton medical office
 - i. Employment Trends
 - j. Tigard Tualatin School District
 - k. Safeco
 - l. W&H Pacific
- h. The Speaker's Bureau continued during the public comment period with the following presentations:
- a. Westside Economic Alliance, September 22 – Discussion featuring PAC members Metro Councilor Carl Hosticka, PAC Chair Brian Moore and Steve Clark, facilitated by Frank Angelo.
 - b. Washington County Public Affairs Forum, September 26 – Presentations by Washington County Commissioner Dick Schouten and Metro staff to 40-50 members, televised on cable channel four times the following week.
 - c. Beaverton Bicycle Advisory Committee, October 4 – Presentation by Metro staff, 10 members present. Alternative discussion about preferred bike commuter alignment parallel to Hwy 217.
 - d. Beaverton Rotary, October 5 – Presentation by Metro Councilor Carl Hosticka and Metro staff, 60-70 members present.
 - e. Fans of Fanno Creek, October 13 – Presentation by Metro staff and PAC member Nathalie Darcy. Discussion centered on wetland impact and public comment opportunities.
- i. Public forum – A public forum and open house was held on October 19 at the Beaverton Library. The event was attended by 45 citizens, three TV news crews, and two print reporters. The forum was open for two hours and featured:
- a. Illustrated stations explaining the project history and timeline, options considered, findings of the study, and the PAC recommendation. Each station was staffed by members of the Highway 217 Technical Advisory Committee who were available to answer questions and explain details.
 - b. Video simulation of the concepts
 - c. A PAC listening post at which citizens could speak directly to PAC members about their concerns or issues
 - d. Questionnaire – participants could take the online questionnaire at one of two computer stations or complete a written version of the same questionnaire.

III. Public outreach findings – Public comment period September 22-October 28, 2005

Note: Copies of all public comments are available in the Highway 217 Phase II public comment record.

1. Public forum –

- a. Verbal feedback at the public forum was very positive about the content and setup of the information. Staff reported that most people they spoke to did not have strong opinions but were seeking more information about the options. Concerns expressed about tolling generally resulted from a perception that Highway 217 is not long enough for a toll lane, doesn't have enough end-to-end traffic to support an express lane and has bottlenecks at both ends. Some people had questions about the options and about local road improvements and some mentioned concerns about neighborhood impacts, specifically regarding noise issues.
- b. Seven people took the opportunity to speak to PAC members at the listening post. Comments at the listening post were varied and included the following: need to have the project implemented sooner rather than later, queries as to how projects are funded and prioritized for construction, project too costly and not effective long-term, look at Western Bypass, toll road not economically viable – need more general purpose lanes, toll road discriminates against low income people, concerns about sound barriers and impact to wetlands, charge transit and bike riders to pay for more road capacity.

2. Speaker's Bureau events

- a. The Westside Economic Alliance, Washington County Public Affairs Forum and Beaverton Rotary events were more formal presentations with time for questions and answers at the end. Questions generally focused on transportation funding, tolling details, and timeline for construction.
- b. The Beaverton Bicycle Advisory Committee discussed making a new recommendation calling for development of a bike/ped trail parallel to 217 within 100 to 200 feet of the roadway lanes and including those project costs in overall 217 construction funding plans.
- c. The discussion with Fans of Fanno Creek centered on concerns about impacts to wetlands and clarification that more data will be available in the next phase of the project.

3. E-mail – 42 e-mail comments were received.

- a. The largest number of the e-mail comments felt that adding an additional lane on 217 is not the best long-term solution and instead advocated for a bypass road from I-5 to Hwy 26 further west, some specifically referring to the Western Bypass discussed years ago.

- b. A large number of comments specifically opposed tolling for a variety of reasons, ranging from a perception that tolling is not a good long-term funding solution, to concerns about equity, to concerns that Oregonians would not accept or use a toll lane.
 - c. Several others supported Option A, the general purpose lane, but did not select a funding preference.
 - d. Other e-mails supported Option B (the express toll lane), additional investment in transit along 217, or bike path improvements.
- 4. **Phone** – 11 phone, voice mail or verbal comments were received.
 - a. Most opposed tolling and the rest were fairly evenly divided between support of both Options A and B and in favor of the Western Bypass.
 - b. Additional comments included suggestions to lengthen ramp meter access lanes to highways, make new development pay for infrastructure demands such as roads, and tie license fees to the weight of the vehicle.
 - c. Several questions were asked and answered.
- 5. **Written** – 7 written comments were received, including letters on behalf of the Vose Neighborhood Association Committee (NAC), Beaverton Committee for Citizens Involvement (BCCI), and Five Oaks Triple Creek NAC.
 - a. Several letters, including these community groups, favored Option A or opposed tolling because of concerns about cost/benefit analysis, the economic viability of tolling on 217, equity concerns, and/or a perception that tolling would be too confusing.
 - b. Other suggestions included education about tailgating as a way to reduce congestion, improvement of transit to Washington Square, and interchange improvements.
- 6. **Questionnaire** – 352 questionnaires were completed. Like other forms of public engagement, the questionnaire provides important indicators of concerns which should be considered in future analysis and project implementation. It should be noted that this is not a scientific survey and respondents were self-selected.
 - a. Demographic information – Participants were required to give their zip code but all other demographic questions were optional. About 300 people completed most of the demographic questions.
 - Approximately one-third of participants came from the six zip codes around or directly adjacent to Highway 217; one-third came from zip codes west and north of the Highway 217 corridor area; the rest may be commuters, occasional users or just interested parties.

- About two-thirds of the respondents who completed the demographic section were male, older than 35, and/or had completed education levels of college or above.
- Approximately half were in the income level range of \$50-100,000
- The vast majority owned rather than rented their homes.
- Given the population increase in the corridor, it was interesting to note that newcomers to the area did, by and large, not take the questionnaire. Less than 40 of the respondents have lived in the metro region fewer than five years and well over one-third have lived in the corridor over 20 years.

b. Questionnaire responses –

i. Options –

1. Participants rated the addition of highway lanes as very important, interchange and arterial improvements as important, and transit, bike and pedestrian trail improvements as somewhat important.
2. Nearly everyone who took the questionnaire indicated that they would use a new general purpose lane if built, while about one-third would use the tolled express lane, transit or bike/ped paths.
3. Both Options A and B had high levels of support for further study while Option A alone had slightly more.
4. Option C was overwhelmingly rejected for further consideration.

ii. Issues –

1. Providing congestion relief for all lanes was of primary importance but the time it takes to build the project was also considered to be important.
2. Other issues were ranked in the following order: environmental impacts, choice of travel modes and availability of express trip.
3. In a separate question about the importance of a guaranteed express trip, many participants stated that it was not important. About one-third felt that an express trip was important or very important.

iii. Funding –

1. The most preferred funding options included the addition of other funding sources, underscoring the importance that participants attributed to completing construction as quickly as possible. The most accepted option did not include tolling and the second choice included tolling.
2. Interestingly, when a menu of additional funding sources to complete the project was suggested, tolling was the most preferred option, with state/local gas tax and vehicle registration fee following close behind. So while tolling registered as a concern in other areas, it was preferred over other additional funding options. Property taxes were selected as the worst option.
3. Support for tolling as a means of helping construct the project sooner was fairly split. This reinforces the divide among respondents who strongly support and those who oppose tolling as a funding option.

iv. Phasing – Interchange improvements in order of importance ranked by respondents are: Allen/Denney, Scholls Ferry/Greenburg, Canyon/Walker, and Beaverton-Hillsdale/Allen.

c. Additional comments – 160 participants provided open-ended comments in the questionnaire with a variety of issues, concerns and suggestions (listed in order of number of comments).

- The most common general comment indicated opposition to tolling, either because the respondents didn't feel it would work on this highway or be accepted in this region, because they felt it unfairly favored higher income people, or because they preferred another source of additional funding to provide revenue.
- Many people suggested finding another funding source to make the project happen, with the most popular suggestion being an additional gas tax.
- A large number of participants stressed the importance of a long-term solution and a majority of those specifically favored a bypass highway connecting I-5 with Highway 26 to the west of Highway 217.
- Many people stressed the importance of making improvements to Highway 217 as soon as possible.

- Other issues mentioned include support for tolling, support for arterial or interchange improvements, and support for transit improvements.
- Some participants felt that current transportation funding was adequate and that funds should be shifted to pay for improvements to Highway 217.
- The final two issues mentioned were support for bike trails and carpool lanes.

IV. Key Phase II public outreach findings

Several key messages were consistent throughout much of the Phase II public outreach and public comment period.

1. **Strong support for increasing road capacity** – Nearly all those that commented concurred that improvements were needed on Highway 217 and most of those people felt that at least one additional lane in each direction was needed.
2. **Strong support for finding a long-term solution to area congestion** – Many community members felt that adding an additional lane to Highway 217 was a “band-aid” for a bigger problem. Many of those suggested building a bypass instead, that would connect I-5 with Highway 26 to the west of 217.
3. **Strong support for a speedy conclusion** – Public comments made clear that the majority feel that Highway 217 is a problem that needs improvement sooner rather than later. Many people expressed concern that even by the earliest suggested date of completion, which was 2014, any of the suggested options would already be outdated at current growth rates.
4. **Strong opposition to express ramp meter bypass option (Option C)** – This is the most conclusive result from all forms of public comment and the questionnaire presented similar opposition. The unsolicited term used most often, from the focus groups to the freight discussion group to written comments, was a concern that this option would result in incidents of “road rage”. Little discussion centered on other aspects of this option, such as feasibility as a revenue source or design issues.
5. **Uneasiness with the concept of tolling** – Many of the written comments and questionnaire open-ended responses indicate a concern or negative reaction to the concept of tolling. Written comments tended to be more critical of tolling and more supportive of the need for additional general-purpose highway lanes. However, in contrast during verbal discussions most of those who were concerned about the tolling option, and many of those who opposed the tolling option, agreed that it should be included for further study because of financial considerations. The freight focus group supported a tolled lane as long as large trucks would be permitted access to the facility, and others expressed conditional support for tolling if it ended when the project was paid for and/or only operated during peak traffic times. Despite the expressed concerns about tolling, when forced to make a choice, questionnaire participants selected tolling as the preferred alternate source of funding.
6. **Interest in other funding sources to complete the project** – While some expressed the view that there was currently adequate funding to construct the project, a larger number expressed support for looking at alternate sources of revenue to pay for construction. The general reaction was that the public would support funds specifically slated for improvements to Highway 217. (This

concurs with a report that Adam Davis, partner of Davis, Hibbitts and Midghall, a public opinion research and consulting firm, gave to the Highway 217 PAC at the June meeting. In Davis' research, he found that Washington County residents are more likely to support funding of transportation projects. In general, residents feel that local government's first priority should be a reduction of traffic congestion.) Specific suggestions from public comments include a gas tax, bond measure, vehicle registration fee, and a tax or fee charged to bicyclists. Others felt that "big business" and new construction should shoulder a larger share of the cost of growth and the infrastructure required to sustain it, including road expansion projects.

7. **Perception that current funding is adequate** – Some written and verbal comments expressed a strong opinion that transportation funding is adequate but is misspent by government. Some felt that too much money is spent on transit and bike/pedestrian improvements and that these alternative transportation modes fail to pay for themselves and don't do enough to reduce congestion. Others felt that money was wasted on studies instead of putting the money into construction of roads. (These views also concur with the Davis report showing a growing lack of public understanding of public finance and a growing dissatisfaction with government.)
8. **Support for improvements to arterials and interchanges** – Both the Phase II findings and the public suggested that improvements to arterials, particularly north-south through streets, would help reduce current and future congestion on Highway 217. The public seemed to also agree that the current close spacing and design of interchanges on Highway 217 was a problem that needed to be corrected soon.
9. **Mixed reaction to transit and bike/pedestrian path improvements** – Nearly an equal number of people felt strongly either that funding for these projects is a waste of money that should be spent on providing highway capacity or that not enough emphasis is given to these alternative modes as a long-term solution to congestion. Relatively few open-ended comments brought up either of these issues.

One issue that became more prominent in the latter part of the public outreach process was a discussion of equity in regard to tolling. In the earlier parts of Phase II outreach, the general perception seemed to be that tolling was a fair way to provide additional funding for the project and was seen as a "user fee". The issue of equity and perception of tolling as discriminating among low-income people became more of a prominent concern expressed during the formal public comment period. Many of the people that opposed tolling did so because they felt that tolling discriminated against low-income people and favored the wealthy.

V. Conclusion

The public reached through this public involvement process strongly agreed that:

- improvements were needed in the Highway 217 corridor,
- additional road capacity is needed, and
- improvements need to happen quickly.
- There was a strong sense of urgency expressed in getting something done now but also a need to look at a long-term solution to the problems in this corridor.
- The Western Bypass that was studied and rejected by the region several years ago was mentioned repeatedly. Some of the public seem to be unaware that the Highway 217 corridor study was one of the outcomes of the Western Bypass study or else disagree that Highway 217 is an efficient long-term solution.

The issue of tolling remains controversial in discussions with the public and elicits strong responses.

- In the next phase of study, a scientific survey could be undertaken to get a valid sense of the general public's opinion, but it is clear that opposition to tolling on this project will be voiced by a sector of the public.
- As mentioned previously, the reasons for opposing tolling are varied and it would be helpful to further explore those concerns.
- From interaction and written or questionnaire responses, it was also apparent that there remained some confusion about the exact nature of the tolling option on Highway 217 – that it was limited to the additional lanes and that cars would not have to stop and pay a fare at toll booths.

Next steps

No matter which option(s) is/are selected to go forward for further study, from a public comment perspective several issues should be addressed.

- If the tolling option is selected to go forward for more study, additional education about electronic tolling and variable pricing is needed.
- There is a need for clarification and increased public information about the transportation funding process, since there seems to be general confusion about funding sources and availability.
- Other revenue sources, including tolling, gas tax and vehicle registration fees, should be studied further to clarify whether these are feasible ways to bring improvements to Highway 217.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF SUBMITTING TO THE) RESOLUTION NO. 06-3672
VOTERS OF THE METRO AREA A GENERAL)
OBLIGATION BOND INDEBTEDNESS IN THE)
AMOUNT OF \$220 MILLION TO FUND)
NATURAL AREA ACQUISITION AND WATER) Introduced by Metro Council
QUALITY PROTECTION) President David Lincoln Bragdon

WHEREAS, the Metro Council has taken a leadership role in identifying remaining natural areas in the Metro Area and planning for their protection; and

WHEREAS, in May 1995 voters in the Metro Area approved a \$135.6 million Open Spaces, Parks and Streams Bond Measure (1995 Open Spaces Bond Measure) with a stated goal of acquiring land in 14 of the 57 regional natural areas identified in the Greenspaces Master Plan and six of the 34 regional trails and greenways identified in the Greenspaces Master Plan; and

WHEREAS, the implementation of the 1995 Open Spaces Bond Measure has been successfully completed and the Metro Council has acquired, to date, over 8,100 acres (3,278 hectares) of open spaces in 14 target areas and 6 trails and greenways, and has protected 74 miles (119 kilometers) of stream and river frontage, greatly surpassing the 6,000-acre (2,428 hectares) minimum acquisition goal identified in the 1995 Open Spaces Bond Measure; and

WHEREAS, the 1995 Open Spaces Bond Measure was never intended to acquire all of the natural areas in the Metro Area identified as needing protection, and with human population growth continuing to occur, there is an urgent need to acquire additional natural areas to provide opportunities for outdoor recreation, to protect air and water quality, and to preserve fish and wildlife habitat; and

WHEREAS, the Metro Policy Advisory Committee (MPAC), composed of officials representing the Metro Area's local governments, adopted a "Vision Statement" in 2000 to enunciate the Metro Area's commitment to improve the ecological health of the Metro Area's fish and wildlife habitat; and

WHEREAS, on April 25, 2001, MPAC unanimously adopted the Final Report of its Parks Subcommittee, which, among other things, noted the need for additional land acquisition for parks and open spaces beyond the scope of the 1995 Open Spaces Bond Measure; and

WHEREAS, on December 9, 2004, the Metro Council adopted Resolution No. 04-3506A, "For the Purpose of Revising Metro's Preliminary Goal 5 Allow, Limit, or Prohibit Decision; and Directing the Chief Operating Officer to Develop a Fish and Wildlife Habitat Protection and Restoration Program That Relies on a Balanced Regulatory and Incentive-Based Approach," in which the Metro Council resolved to develop and take before the voters by November 2006 an open spaces acquisition bond measure that included authorization to acquire regionally significant fish and wildlife habitat from willing sellers; and

WHEREAS, on May 12, 2005, the Metro Council adopted Resolution No. 05-3574A "Establishing a Regional Habitat Protection, Restoration and Greenspaces Initiative Called Nature In Neighborhoods" ("Nature In Neighborhoods Initiative"); enacting a regional conservation policy that promotes a consistent and effective level of region-wide habitat protection using a variety of means, including acquisition of critical fish and wildlife habitat from willing sellers and restoration of key wetland, streamside and upland sites; and

WHEREAS, the Nature In Neighborhoods Initiative specifically called for the Metro Council to place a bond measure before the voters in November 2006 that would create a funding source to acquire critical fish and wildlife habitat from willing sellers in the urban area; and

WHEREAS, on September 29, 2005, the Metro Council adopted Resolution No. 05-3612, “For the Purpose of Stating An Intent to Submit to the Voters the Question of the Establishment of a Funding Measure to Support Natural Area and Water Quality Protection and Establishing a Blue Ribbon Committee; and Setting Forth the Official Intent of the Metro Council to Reimburse Certain Expenditures Out of the Proceeds of Obligations to be Issued in Connection with the Regional Parks and Greenspaces Program,” stating the Metro Council’s intent to submit to the voters of the Metro Area a general obligation funding measure to protect habitat, river and stream frontages and natural areas, through land acquisition, restoration, and enhancement, and establishing a Blue Ribbon Committee to make specific recommendations to the Metro Council regarding aspects of the bond measure program, said bond measure to be included on either the primary or general election ballot no later than November 2006; and

WHEREAS, the Blue Ribbon Committee returned its report to the Metro Council on December 8, 2005, recommending that the Metro Council undertake \$220 million in bond indebtedness to protect habitat, river and stream frontages and natural areas through acquisition, restoration, and enhancement; provide \$44 million to cities, counties and local park providers for acquisition, restoration, and enhancement of habitat, river and stream frontages and natural areas; and create a \$11 million Nature in Neighborhoods Capital Grants Program Fund; and

WHEREAS, the Metro Council is authorized under the laws of the State of Oregon and the Metro Charter to issue bonds and other obligations for the purpose of providing long-term financing for natural area protection; now therefore

BE IT RESOLVED by the Metro Council that:

1. The Metro Council hereby submits to the qualified voters of the Metro Area the question of contracting a General Obligation Bond indebtedness of \$220 million for the purposes of preserving natural areas and stream frontages, maintaining and improving water quality, and protection of fish and wildlife habitat, through acquisition, protection, restoration, and enhancement of natural areas and stream frontage, including \$44 million to be distributed to cities, counties and local park providers for said purpose, and a \$11 million Local Opportunity Grant Fund to be provided to local organizations and public entities for land acquisition and projects that protect and enhance natural resources in the urban environment, as further set forth in the attached Exhibit A – 2006 Natural Areas Bond Measure (the “Bond Measure”); Exhibit B – Local Share Guidelines-2006 Bond Measure (the “Local Share Guidelines”); and Exhibit C – Nature in Neighborhoods Capital Grants Program Detail (the “Nature in Neighborhoods Capital Grants Fund Detail”);
2. No Bond Measure funds shall be used to condemn or threaten to condemn land or interests in land, and all acquisitions of land or interests in land with Bond Measure funds shall be on a “willing seller” basis;
4. The Metro Council hereby certifies the Ballot Title attached as Exhibit D for placement of the Bond Measure on the ballot for the November 7, 2006 General Election;

5. The Metro Council authorizes and directs the Metro Chief Operating Officer to submit this Resolution and the Ballot Title to the County Elections Officers, the Secretary of State, and the Tax Supervising and Conservation Commission in a timely manner as required by law; and
6. The Metro Council authorizes and directs the Metro Chief Operating Officer to submit this Bond Measure, the Ballot Title, and the Explanatory Statement attached as Exhibit E to the County Elections Officers for inclusion into the affected counties' voters' pamphlets for the November 7, 2006 General Election.

ADOPTED by the Metro Council this _____ day of _____, 2006.

David Lincoln Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

Resolution No. 06-3672
Exhibit A

2006 NATURAL AREAS BOND MEASURE

The Metro Council's proposed 2006 Natural Areas Bond Measure is designed to build on the successful conservation efforts of the past by renewing the region's ability to protect critical headwaters, rivers, streams, and forests through continued land acquisition. Protection of these natural areas throughout the greater Portland metropolitan region will help safeguard critical groundwater and drinking water resources, water quality, and important fish and wildlife habitat for the future. The proposed 2006 Natural Areas Bond Measure conserves the region's most valuable natural resources such as clean air and water while helping to manage growth and maintain the region's heralded quality of life for future generations.

In 1995, the voters of the Portland metropolitan region created a model program for protecting the area's most significant natural areas, fish and wildlife habitat and lands near rivers and streams. By approving a \$135.6 million Open Spaces, Parks and Streams Bond Measure, voters directed Metro to protect these places for future generations and embarked on a significant new partnership among landowners, neighbors, businesses and governments to achieve the program's goals. Today these protected areas total more than 8,100 acres and include approximately 74 miles of stream and river frontage that benefit fish and wildlife and offer important natural buffers from development to protect water quality.

Metro's 1995 Open Spaces, Parks and Streams Bond Measure was the result of nearly a decade of intensive regional planning, public involvement and debate. The basis for the land acquisition program is founded in the 1992 Metropolitan Greenspaces Master Plan, which was adopted by the Metro Council along with all 24 local cities and three counties within Metro's jurisdiction. At that time it was noted that many significant natural areas, wildlife habitat and water quality protection needs would not be met with the limited amount of bond funds available in the 1995 measure. Additional efforts would be required in the future to fulfill the vision of an interconnected system of parks, natural areas, trails and greenways described in the 1992 Metropolitan Greenspaces Master Plan. Current growth projections make this effort all the more critical today than it was a decade ago. The proposed 2006 bond measure will allow the region to continue that effort toward protecting water quality and fish and wildlife habitat for generations to come.

Metro's 2006 Natural Areas Bond Measure

The proposed bond measure consists of three basic elements:

- Regional natural area and greenway acquisitions
- Local acquisition and natural area improvements
- Grants for neighborhood habitat protection projects

Regional Natural Area and Greenway Acquisitions

More than 40 scientists and natural resource experts from around the region helped Metro staff identify the proposed target areas for regional natural area and greenway acquisition. The criteria for selecting these areas are based on ecological principles established by decades of collaborative natural resource protection work in the region and rooted in the 1992 Metropolitan Greenspaces Master Plan, Regional Greenspaces System Concept Map (adopted 2002), the Regional Trails Plan Map (adopted 2002) and the

Nature in Neighborhood Map (Fish & Wildlife Habitat Protection Program, Resource Classification Map).

Regional Target Area Selection Criteria

- Water Quality: Contributes to the protection of watersheds and water quality
- Habitat Value: Supports a diversity of plant and animal life
- Rarity: Reflects the relative rarity of an ecosystem or possesses unique natural features
- Parcel Size: Sustains fundamental biological features
- Restoration Potential: Provides opportunities for restoration action
- Connectivity: Links stream and wildlife corridors, existing parks, natural areas and trail systems
- Scenic Resources: Protects views to and from the visual resources representative of the region's natural and cultural landscapes
- Public Access: Provides opportunities for nature-based recreation activities near where people live.

Target area boundaries are conceptual only and are much larger in scale than the Metro Council would be able to purchase completely. Using a process similar to that conducted after the passage of the 1995 bond measure, called refinement, Metro will work with citizens, scientists and similar experts, neighbors, and others from around the region to gather additional information about each individual target area and begin zeroing in on particular parcels that would be valuable to acquire. The Metro Council will set forth guidelines allowing staff to begin acquiring properties from “willing sellers” based on these publicly refined target area plans. Metro shall not exercise its powers of eminent domain in the implementation of this bond measure.

Regional Target Areas

Despite the successful implementation of Metro's 1995 Open Spaces, Parks and Streams Bond Measure, many critical lands still remain in need of protection to preserve our region's water quality, fish and wildlife habitat, facilitate healthy biological functions and promote effective land management. The 2006 Natural Area Bond Measure is designed to conserve a regional system that maximizes connectivity. It establishes new priority target areas for protection by incorporating some of the target areas established in the 1995 bond measure and adding new areas that have been identified as priorities during the past decade.

Damascus and East Buttes. The remaining undeveloped wooded slopes of extinct lava domes in our eastern metropolitan region provide opportunities to protect water quality and large areas for wildlife habitat and wildlife corridors from the outer reaches of the Cascades to the inner Portland urban area. Panoramic vistas east and south from the butte tops provide stunning views of valleys, farmland and the Cascades. The forested buttes frame the valleys, create a unique geography for local residents and provide welcome visual relief from surrounding land uses. Expansion of the urban growth boundary in and around Damascus presents a sense of urgency to preserve these features.

Deep Creek and Tributaries. The intact, steeply wooded slopes of Deep Creek canyon in eastern Damascus hold some of the largest contiguous wildlife habitat remaining in the region. The creek's sweeping alignment serves as the principal corridor connecting the Clackamas River to habitat areas within the more urbanized portions of the county. The corridor includes the Cazadero Trail that will link Gresham, Barton and public lands in the area. It will also complete the Springwater Corridor from downtown Portland to Barton.

Clackamas River Bluffs and Greenway. Clackamas River Bluffs represent the last remaining opportunity to protect a large regional park site within this rapidly developing portion of Clackamas

County. Uncommon habitat types in this area, resulting from wet and dry conditions in close proximity, create a rich diversity of plant and animal habitats (e.g., oak, madrone, and fir mixed into side canyons of cedar). The site also abuts the Clackamas River North Bank Greenway from Barton Park to Clackamette Park and provides an important link to the lower river and the developing communities of Damascus and Happy Valley.

Clear Creek. Supporting the most abundant salmon populations in the lower Clackamas River, Clear Creek remains a premier large creek in the metropolitan region. Completing key acquisitions in and surrounding Clear Creek public lands will protect the public investment made to date in establishing a significant regional natural area.

Abernethy and Newell Creeks. With successful protection of portions of Newell Creek, continued acquisition of undeveloped lands along its lower portion and along Abernethy Creek will expand fish and wildlife habitat critical to the area in and around Oregon City, especially threatened habitat for native steelhead and cutthroat populations.

Stafford Basin and Wilson Creek. Connecting existing public lands in the Lake Oswego/West Linn/Tualatin area from Wilson Creek to and along the Tualatin River will enhance water quality protection and secure diverse natural areas for local residents.

Tryon Creek Linkages. Acquisition of key land parcels will build on the successful efforts to protect Tryon Creek State Natural Area and riparian areas of Tryon Creek's major tributaries.

Willamette Narrows and Canemah Bluff. Descending the Willamette River, this greenway forms the corridor gateway to Willamette Falls, Oregon City, and urbanizing areas of the lower Willamette River. Flowing through islands and past steep bluffs, this portion of the river retains a sense of wildness like no other reach of the lower river. The narrows provide high quality wildlife and important fish habitat.

Tonquin Geologic Area. Bearing visible marks left by the ancient floods that shaped our region, the area from Wilsonville to Sherwood and Tualatin is unique. Rocky outcrops frame former lake bottoms and provide wildlife habitat of considerable complexity and richness. A trail alignment that includes important features in the area and connects the rapidly developing portions of the region will ensure protection of our natural history.

Lower Tualatin Headwaters. Watersheds in the southwest Chehalem Mountains retain significant wildlife habitat value and include Chicken, Cedar, Baker, Heaton and McFee creeks. Protection of riparian lands within these headwaters will safeguard water quality in the lower Tualatin River basin.

Tualatin River Greenway. Providing additional access points along the river and increasing floodplain protection through acquisition and restoration will allow people to use the river and see improvements in wildlife habitat and water quality.

Cooper Mountain. Acquiring remaining oak communities and streamside forests will build on the investment already made in protecting Oregon white oak and rare prairie habitat at Cooper Mountain near Beaverton.

Chehalem Ridgetop to Refuge. The northern end of the Chehalem Mountains provides opportunities for the protection of large, undeveloped tracts of forestland to protect water quality and wildlife connections from this mountain range to area river bottomlands.

Wapato Lake and Gales Creek. This ancient lakebed historically supported large numbers of waterfowl, including tundra swans. This flood-prone bottomland of the Tualatin River is being considered as a future wildlife refuge that will connect to existing public lands to the north located near Forest Grove and Hillsboro and attract tourists to Washington County. The area has the highest potential for protecting wildlife habitat and water quality in this part of the region, and also offers significant restoration opportunities.

Dairy and McKay Creeks Confluence. The creeks converge at the interface of farmland and the urban growth boundary, forming broad wetlands accessible to a rapidly urbanizing area. Protecting the riparian areas and associated wetlands in the confluence area will contribute significantly to improved water quality in these major tributaries of the Tualatin River.

Killin Wetland. One of the largest peat soil wetlands remaining in the Willamette Valley, this wetland supports a rare assemblage of plants and animals. Although much of the wetland is currently in public ownership, acquisition of the remaining portions of the wetland and main tributaries is essential to the long-term protection of this highly valuable fish and wildlife habitat.

Rock Creek Headwaters and Greenway. A major tributary of the Tualatin River, upper Rock Creek and its tributaries are under intense development pressure as urban growth expands throughout the watershed. Watershed managers have identified protection of the upper watershed as a high priority for meeting water quality protection goals in the lower. Opportunities to improve and protect habitat also exist through the protection of key tributaries and their associated wetlands. In addition, the protection of key undeveloped sites in the lower reaches of Rock Creek, particularly in Hillsboro, will buffer growth, protect water quality and provide nature in neighborhoods for local residents.

Forest Park Connections. Connecting Forest Park to Rock Creek and the Westside Powerline Trail will keep important wildlife corridors in tact and provide trail connections between the region's largest urban park and Washington County. Acquiring key properties will capitalize on recent successful acquisitions of land adjacent to and beyond Forest Park, connecting the park with the larger Pacific Greenway.

Columbia Slough. The Columbia Slough is one of very few areas in North and Northeast Portland with the potential for restoring fish and wildlife habitat. Acquisition along the slough will improve water quality in its critical reaches, provide trail connections to existing recreation and wildlife corridors and help complete an important section of the 40-Mile Loop Trail.

Johnson Creek and Watershed. Johnson Creek remains the most densely urbanized creek in our region. Opportunities remain to acquire tracts within the remaining floodplain, upland habitat areas adjacent to the main stem, and along both Butler and Kelly creeks to protect water quality and connect public holdings with the Damascus Buttes.

Sandy River Gorge

Acquisitions along this wild and scenic waterway and its tributaries will provide important fish and wildlife habitat and water-quality benefits.

Regional Greenways

Tonquin Trail. This 12-mile corridor will connect the cities of Wilsonville, Tualatin, Sherwood and the new town center of Villebois to regionally significant natural areas (e.g., Graham Oaks Natural Area, Tualatin River National Wildlife Refuge, Kolk Ponds, the Cedar Creek Greenway in Sherwood and the Willamette River Greenway). The corridor will also provide an important recreation and commuter connector from Wilsonville north to Tualatin.

Willamette River Greenway. Acquisition and connections between existing public holdings along the greenway from Wilsonville to the Multnomah Channel would protect fish and wildlife habitat, water quality, scenic resources and improve public access to the river.

Fanno Creek Linkages. Additions to this existing west side greenway would extend the corridor from the Tualatin River into a highly urbanized, 'walker challenged' area of the city, and further protect water quality in one of our critical regional rivers.

Westside Powerline Trail. This 24-mile north/south alignment stretches from the Tualatin River in Tigard north through Beaverton, unincorporated Washington County and Multnomah Counties through Forest Park to the Willamette River. The corridor, located within one mile of over 120,000 residents, and near numerous parks, schools, regional centers and the MAX line, could become a primary westside recreation and commuter spine.

Springwater Corridor. Funding will complete the 1-mile corridor between the existing Springwater on the Willamette Trail and the Three Bridges project at Southeast 19th Avenue in Portland. This will provide the final connection of the Springwater Corridor between downtown Portland east through Milwaukie and Gresham to Boring.

Cazadero Trail. This forested 4-mile corridor located between Boring and Barton Park runs along the north fork of Deep Creek and follows an historic rail line used to ship timber from Cascade forests to the Portland riverfront. Enhancement of the corridor for trail use would connect campgrounds, future inter-urban trails, and Portland (via the Springwater Corridor) to Mt. Hood and the Pacific Crest Trail.

Gresham-Fairview Trail. This multi-use trail is a major north-south connection through the Gresham area. It connects from the Springwater Corridor at Linneman Junction and crosses the eastside MAX light-rail line at Ruby Junction. Continuing north to Blue Lake Regional Park, the trail ends at the Columbia River and connects to the existing Lewis and Clark Discovery Greenway Trail (part of the 40-Mile Loop) along Marine Drive. Acquisition of the remaining corridor is needed to complete the trail and secure an important eastern spine of the regional trail system.

These target areas will be the first priority for acquisitions from the bond proceeds. Other critical natural areas and greenways identified in the 1992 Metropolitan Greenspaces Master Plan, Regional Greenspaces System Concept Map (adopted 2002), the Regional Trails Plan Map (adopted 2002), and the Nature in Neighborhood Map (Fish & Wildlife Habitat Protection Program, Resource Classification Map) may be acquired if proposed regional target areas become degraded, cost prohibitive or otherwise infeasible as determined by the Metro Council after a public hearing. New target areas will be selected to retain a regional balance of sites acquired, with substitute target areas selected from the same watershed as the area being replaced, whenever feasible.

The Metro Council intends to use a variety of methods to acquire and protect the natural areas identified in this bond measure. These methods include outright purchase of title to the land, purchase through a nonprofit land preservation organization, purchase of easements or development rights, etc. Donations, bequests and grants will be sought to enable the program to protect and preserve additional natural area lands. Agreements for Metro to acquire any interest in land shall be negotiated with willing sellers. Metro shall not exercise its powers of eminent domain in the implementation of this bond measure.

Natural area and greenway lands acquired by the Metro Council will be land banked with the property interest owned by Metro. The Metro may operate and maintain these lands or enter into cooperative arrangements with other public agencies or appropriate community organizations to manage them. All

lands acquired with bond funds will be managed in a manner consistent with the purposes of the bond measures and the principles set forth in the 1992 Metropolitan Greenspaces Master Plan. Initially, most of these lands will be held with limited maintenance and enhancement beyond initial site stabilization and possible habitat restoration. Once the 2006 Natural Areas Bond Measure is approved by voters, Metro will commit existing excise taxes to this basic level of maintenance, with Metro having sufficient resources currently to manage the newly acquired properties in this manner for a period of approximately ten (10) years. No bond funds can legally be used for any operating expenses. Limited improvements can be made with bond funds to lands in target areas to provide public access, use and enjoyment of these sites in the future.

Other allowable expenditures for this program include administrative expenses, bond issuance costs and reimbursable bond preparation expenses related to the design, planning and feasibility of the acquisition program. Administrative expenses include, but are not limited to, assistance from professional realtors, real estate appraisals, surveys, title reports, environmental evaluations and general program administration expenses. Bonds mature in not more than 20 years.

Local Acquisition and Improvements

Up to \$44 million of the total bond measure funds would be provided directly to local cities, counties and park districts on a per capita basis for:

- Acquiring natural areas or park lands
- Restoring fish and wildlife habitat
- Enhancing public access to natural areas
- Designing and constructing local or regional trails
- Providing enhanced environmental education opportunities.

The local share program allows flexibility for each community to meet its own needs, and offers citizens improved access to nature in neighborhoods all across the region.

List of local share projects to be included here:

Local share projects may be substituted if targeted land acquisition or proposed improvements become degraded, cost prohibitive or otherwise infeasible. Additionally, local cities, counties and park districts may add projects to their list if approved projects are less expensive than anticipated or become funded through other sources. Local cities, counties or park providers must notify the Metro Council in writing in advance of proposed substitutions and demonstrate how the substitute project meets local share project guidelines. Changes to local share projects must be approved by that city, county or park district's governing body at a public meeting, in accord with that body's adopted public meeting procedures.

Projects funded by the 2006 Natural Areas Bond Measure must be maintained for their intended natural area, wildlife habitat, water quality, trail, or recreation purpose. Agreements for park providers, cities and counties to acquire any interest in land shall be negotiated with willing sellers. Local governments shall not exercise their powers of eminent domain in the implementation of this bond measure. For more details see Exhibit B attached (Local Share Guidelines).

Nature in Neighborhoods Capital Grants

The purpose of the Nature in Neighborhoods Capital Grants is to complement the regional and local share portions of the 2006 bond measure by providing opportunities for the community to actively protect fish and wildlife habitat and water quality near where people live and work. The program will provide funds

to purchase lands or easements that increase the presence of natural features and their ecological functions in neighborhoods throughout the region. The program will also provide funding for projects that recover or create additional plant and animal habitats to help ensure that every community enjoys clean water and embraces nature as a fundamental element of its character and livability.

This new grant program comprises up to \$11 million of the total bond measure funds and will engage schools, community groups, non profit organizations, park providers and others in neighborhood projects that benefit nature as part of the Metro Councils larger Nature in Neighborhood initiative. The grant funds are also designed to allow the region to respond to unforeseen opportunities that may arise over the next 8-10 years.

Because of the restrictions of the bond measure, grant funding is allowed only for capital projects such as land acquisition and is not allowed for operating expenses.

The program will:

- Safeguard water quality in our local rivers and streams
- Protect and enhance fish and wildlife habitat
- Promote partnerships that protect and enhance nature in neighborhoods
- Increase the presence of ecological systems and plant and animal communities in nature-deficient and other disadvantaged neighborhoods within the region.

Examples of projects that could be funded include:

- Land acquisition
- Daylighting of creeks or streams to improve fish and wildlife habitat
- Neighborhood parks that provide new wildlife habitats (e.g., rain, bird or butterfly gardens)
- Non-motorized trails, including water trails, that also enhance fish and wildlife habitat and provide connectivity for native species
- Interpretive trailhead displays or other environmental education signs.

Grant funds must be expended within the Metro area Urban Growth Boundary (UGB) and/or the Metro jurisdictional boundary.

Acquisition of natural areas, wildlife and trail corridors and undeveloped parcels which have been identified as regional priorities in the 1992 Metropolitan Greenspaces Master Plan, Regional Greenspaces System Concept Map (adopted 2002), the Regional Trails Plan Map (adopted 2002) and the Nature in Neighborhood Map (Fish & Wildlife Habitat Protection Program, Resource Classification Map) or have been determined to be locally significant, is allowed with these funds. Local acquisition projects can include natural areas, wildlife habitat and trail corridors, nature-related pocket parks or other opportunities for increasing, connecting, restoring or recreating healthy functioning ecological systems. Agreements to acquire any interest in land shall be negotiated with willing sellers. Due to bond restrictions, the federal government may not own property purchased with these bond funds. Grant projects funded by the bond measure must be maintained for their intended natural area, wildlife habitat, water quality, trail, or recreation purpose. For more information about the grant fund criteria and requirements as defined by the Metro Council see Exhibit C (Nature in Neighborhoods Capital Grants Program Detail).

An independent citizen advisory committee shall review progress in the acquisition of regional target areas, local share project implementation and grant administration. An annual financial audit of the expenditure of the bond proceeds shall be conducted by a public accounting firm and the results published in the local newspaper of record.

**Resolution No. 06-3672
Exhibit B**

**Local Share Guidelines
2006 Bond Measure**

In order to be eligible for Local Share Funds, projects or associated costs must meet the following criteria:

1. Eligible agency is a city or park provider as of November 6, 2006.
2. Funds must be expended only on natural area Greenspaces-related activities or acquisition of land for parks, including:

Acquisition

- Fee Simple (or easement) purchase of Greenspaces natural areas, wildlife and/or trail corridors identified in the Metropolitan Greenspaces Master Plan, Regional Greenspaces System Concept Map (adopted 2002), the Regional Trails Plan Map (adopted 2002), the Nature in Neighborhood Map (Fish & Wildlife Habitat Protection Program, Resource Classification Map), and/or locally determined significant natural areas, neighborhood and pocket parks, wildlife Greenspaces and/or trail corridors.
- Out-of-pocket costs associated with property acquisition.

Capital Improvement Projects

- Restoration or enhancement of fish and wildlife habitat.
 - Improvements to existing parks to enhance the integrity of habitat and increase natural plantings.
 - Improvements to existing natural area amenities to provide universal access to the public (meets Americans with Disabilities (ADA) requirements).
 - Public use facilities such as trailheads, rest rooms, picnic tables and shelters, children's play areas, viewing blinds, water systems, camp sites and barbeque pits, fishing piers, associated accessories such as information signs, fences, security lighting, and circulation facilities (i.e., entry, egress and circulation roads, parking areas).
 - Environmental education structures or accessories (e.g., nature centers and/or interpretive displays).
 - Trail design, engineering, construction and landscaping.
3. The city or park provider will enter into an Intergovernmental Agreement (IGA) to be approved by the Metro Council and the governing board of the city or park provider. The IGA shall require signage at the project site in an appropriate location(s) to acknowledge Metro, the park provider, and other project partners for project funding; funds from the bond measure shall not be used to replace

local funds on the project; and funds from the bond measure should leverage other sources of revenue when possible.

4. A list of local share projects approved by the governing board of each jurisdiction shall be delivered to Metro no later than March 1, 2006 to be eligible for local share funding.
5. Greenspace sites subject to local share funding will be maintained for their intended natural area, trail or recreation activities. Any decision by a park provider to convey title or grant real property rights to property that said park provider purchased with bond proceeds shall be made by vote of its duly elected or appointed governing body at a public meeting, in accord with said governing body's adopted public meeting procedures. Any proceeds from the sale of the property or from the rights to the property shall be used for the purpose set out in the appropriate local share Intergovernmental Agreement (IGA).
6. Local share funds should be used to the greatest extent possible to fund new projects and not pay agency overhead or indirect costs. In no event shall the staff, overhead and indirect costs on local share projects exceed 10% of the cost of the projects.

Resolution No. 06-3672
Exhibit C

Nature in Neighborhoods Capital Grants Program Detail

The following criteria are intended to provide guidance to the grant selection committee as appointed by the Metro Council (see below). These criteria may be further refined by Metro Council action.

Selection Criteria

Projects that best address all the following criteria will be recommended for funding:

- “Re-nature” neighborhoods by increasing and/or recovering the presence and function of ecological features and processes in them to protect water quality and animal and plant habitat.
- “Re-green” urban neighborhoods by increasing the presence of water, trees and other vegetation to improve their appearance, enrich peoples’ experience of nature and help strengthen a physical connection to the region’s ecology.
- Demonstrate multiple benefits for people and natural systems. For example, projects that use ecological features to improve ecological functions in the urban environment and provide access to nature and reinforce neighborhood/local community identity and improve neighborhood appearance.
- Demonstrate cost-efficient ecological design solutions that improve natural infiltration, biofiltration and natural drainage patterns, land form and soil structure, shade and wind protection through increases in tree canopy cover, etc.
- Increase the region’s fish and wildlife inventory through techniques that restore diverse riparian vegetation structure and stream character, and increase fish passages and/or wildlife crossings.
- Restore and/or improve habitats of concern such as eligible lands identified under the above-mentioned land acquisition criteria and/or headwaters and confluences of the region’s important urban stream and river corridors.
- Improve natural amenities to provide universal access to the public (meets Americans with Disabilities requirements).

Bonus Selection Criteria

Bonus points in the grant evaluation criteria will be given to projects that, in order of priority:

- Are located in low-income neighborhoods.
- Are identified in existing watershed, park comprehensive or master plans, or advance Metro’s 2040 Growth Concept.
- Add to the existing system of natural areas by increasing networks, corridors and other linkages between them.
- Demonstrate an innovative project for which there is no other source of funding.
- Are adjacent to public land or rights-of-way providing public access to the project site. Contribute to storm water management for an area larger than the individual site
- Use sustainable construction techniques and materials.
- Leverage public dollars beyond the 2:1 match requirement.

Applicant Eligibility

In order to be eligible for grant funds, applicants must meet the following criteria:

- The eligible applicant is a non-profit, 501©3, education district or higher education organization, city, county, special district or park provider at the time of application to Metro. The property owner must be a partner on the grant application and the application must include a letter of support from the owner.
- The applicant must demonstrate leveraging of the public's investment through at least a 2:1 match. Match may be cash, in-kind donations of goods or services, staff time, or volunteer hours from sources other than Metro. Eligible match expenses cannot be made prior to award of the Metro grant and execution of grant contract unless specifically provided for in the grant contract. The Metro Council has the right to waive the match requirement.
- The project must demonstrate the existence of public and private partners who can and will leverage human and financial resources.
- The applicant must verify their ability to carry out the project and maintain the site over the long term.

Project Selection Process

Grants will be solicited and awarded once yearly for a total of up to ten years. The Metro Council will seek to develop a program that limits the expenditure of funds to no more than 15% of the total program amount in any given year. Grant recipients will have three (3) years to expend the funds awarded by Metro.

A grant review committee composed of no fewer than seven members, staffed by Metro, will review all applications based on Metro-approved eligibility criteria. Committee members may rotate on an annual basis, or serve terms of several years. Metro staff will screen applications, pre-evaluate them based on ranking criteria and present them to the grant review committee for final evaluation and selection. The Metro Council will make all final grant awards.

The grant review committee may include:

- Metro Councilors (one or three positions)
- Water quality specialists (two positions)
- Metro natural resource staff (one position)
- Non-Metro fish and wildlife experts (one position)
- Other representatives such as community or neighborhood, non-profit, parks, design, development, business representatives (up to three positions).

No more than 10% of grant funds shall be used for staff time directly related to a project. Overhead and/or indirect costs are not reimbursable.

Exhibit D
Ballot Title

[Placeholder]

Exhibit E
Bond Measure, Ballot Title and Explanatory Statement
[Placeholder]

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 06-3672, FOR THE PURPOSE OF SUBMITTING TO THE VOTERS OF THE METRO AREA A GENERAL OBLIGATION BOND INDEBTEDNESS IN THE AMOUNT OF \$220 MILLION TO FUND NATURAL AREA ACQUISITION AND WATER QUALITY PROTECTION

Date: February 21, 2006

Prepared by: Heather Nelson Kent

BACKGROUND

Current Status and Challenge

The Portland metropolitan region will add one million people to the area over the next 25 years, according to recent projections. Much of this new population will live in the city of Portland itself, settle in suburban communities along the city's borders or move into new urban centers developing throughout the region. The shape of these communities will have great staying power and is being created by the decisions being made today and will continue to be made over the next several years. In anticipation of this population growth and the emergence of new communities, it is essential to ensure that our burgeoning region continues to conserve the important landscapes and experience of nature that Oregonians treasure.

The proposed 2006 Natural Areas Bond Measure is designed to build on the successes of the past by renewing the region's ability to protect natural areas throughout the greater Portland metropolitan region that will help safeguard critical groundwater and drinking water resources, water quality and important fish and wildlife habitat for the future. The proposed 2006 Natural Areas Bond Measure conserves the region's most valuable natural resources such as clean air and water while helping to manage growth and maintain the region's heralded quality of life for future generations.

Acquisition through a willing-seller program has been demonstrated to be the strongest tool for protection of the region's critical natural areas without the use of a regulatory program. However, the cost of land continues to rise. In the past decade, residential land values inside the region's urban growth boundary have risen about 100 percent. Prices are likely to continue to increase as we anticipate the addition of another one million new residents to the Portland metropolitan area during the next 25 years. Given the growth that is expected in our region and the rapid and continuing rise in land costs, an investment in these remaining natural areas will pay significant dividends over the long term for the citizens of the region.

The passage of this bond measure is a critical component of the Metro Council's Nature in Neighborhoods initiative. Nature in Neighborhoods is committed to protecting the region's water quality and critical habitat areas through a variety of tools, including the acquisition and restoration of natural areas with funding provided by this measure, but also through education, encouraging better development practices and other coordinated approaches between the public and private sector.

1995 Open Spaces, Parks and Streams Bond Measure

In 1995, the voters of the metropolitan region created a model program for protecting the area's most significant natural areas, fish and wildlife habitat and lands near rivers and streams. By approving Metro's \$135.6 million Open Spaces, Parks and Streams Bond Measure, voters directed Metro to protect these places for future generations and embarked on a significant new partnership with landowners, neighbors, businesses and governments to achieve the program's goals. The land that was protected today totals

more than 8,100 acres and includes nearly 74 miles of stream and river frontage which offer important natural buffers from development while allowing greater public access to local waterways.

The bond measure also gave \$25 million directly to local park providers for investment in county and city park improvements and natural area land acquisition. More than 100 local park projects in neighborhoods across the region were funded by the bond measure. Today these projects provide residents more biking, hiking, wildlife watching and other opportunities to experience nature close to home.

Promises Made, Promises Kept

The Metro Council and program staff stretched the 1995 bond measure dollars. As of June 2005, more than \$10 million has been leveraged from state and local partners to buy land. Seven private landowners donated their property to the open spaces program and four more provided partial donations -- for a total of nearly 200 acres. In some cases, landowners donated conservation easements or agreed to a "bargain" sale of their property. Additionally, more than \$2 million has been obtained in grants and donations for habitat restoration and enhancements of these natural areas, which has allowed the planting of more than 1 million trees and shrubs. Volunteers have donated more than 50,000 hours in activities on these new sites assisting with everything from wildlife tracking and monitoring to collecting native seeds and eradicating noxious weeds.

Total acreage protected far surpassed what was anticipated when the bond measure was put to voters in 1995. It was estimated that 6,000 acres would be protected and 13.35 percent of the bond proceeds would be spend on overhead and administrative costs. In fact, 8,120 acres have been acquired (as of March 2006) and administrative costs have averaged only 9.6 percent.

The approach taken by the Metro region, where voters directed Metro to acquire land on a willing seller basis in designated target areas, has been successful. The result is the efficient implementation of one of the most ambitious habitat protection efforts ever undertaken by a major metropolitan area in the United States. It has greatly complemented Metro's larger growth management strategies (such as the 2040 Growth Concept Plan) aimed at accommodating future growth in a manner that will best protect the region's natural character and quality of life.

Public Process

Metro's 1995 Open Spaces, Parks and Streams Bond Measure was the result of nearly a decade of intensive regional planning, public involvement and debate. The basis for the land acquisition program is founded in the 1992 Metropolitan Greenspaces Master Plan, which was adopted by the Metro Council along with all 24 local cities and three counties within Metro's jurisdiction. At that time it was noted that many significant natural areas, wildlife habitat and water quality protection needs would not be met with the limited amount of bond funds available in the 1995 measure. Additional efforts would be required in the future to fulfill the vision of an interconnected system of parks, natural areas, trails and greenways described in the 1992 Metropolitan Greenspaces Master Plan.

Due to the success of the 1995 Open Spaces, Parks and Streams Bond Measure implementation, Metro and local partners now have a solid foundation of experience and a track record on which to build another natural area land acquisition program. When asked, citizens repeatedly stress that protecting wildlife habitat and water quality are among their highest priorities. By submitting this measure to the voters, the Metro Council is being responsive to these public priorities.

In 2000-2001, the Metro Policy Advisory Committee (MPAC), a task force composed of elected officials from throughout the region, emphasized the need to protect and improve the ecological health of fish and

wildlife habitat in the region and urged the Metro Council to extend its land acquisition efforts beyond the scope of the successful 1995 Open Spaces, Parks and Streams Bond Measure.

In January 2004 the Metro Council created the Greenspaces Policy Advisory Committee (GPAC) to advise Metro in establishing and protecting a regional network of natural areas linked by rivers, streams and trails throughout the Portland metropolitan region. The 15-member committee consists of representatives from local park agencies, natural resource groups, the home building community and citizen park advocates.

In December 2004, the Council adopted a resolution that resolved to take before the voters a fish and wildlife habitat protection and restoration program bond measure by November 2006. In response, the Council established the Blue Ribbon Committee in September 2005. The committee was composed of 18 business, civic and citizen representatives recruited by Council President Bragdon. As charged by the Metro Council, the Blue Ribbon Committee made recommendations to the Council on the scope, size and elements of a natural areas bond measure program.

In January 2006 the Metro Council embarked on a targeted and strategic outreach program to solicit public and local government comments about the Blue Ribbon Committee recommendations for a 2006 Natural Areas Bond Measure. The Council's outreach is made up of three primary elements that have directly engaged citizens in discussions about the proposal:

- Seven public forums have been held around the Metro region at which broad information on the bond measure proposal was shared and discussion facilitated around the core elements of the bond measure proposal. At least one member of the Metro Council or the Metro Council President participated in each forum.
- Presentations by Metro Councilors and the Metro Council President to 19 city councils and the Tualatin Hills Park and Recreation District's elected board with an overview of the bond measure and its main elements, a discussion of possible local share projects in each community and discussion with local elected officials on the contents of the bond measure.
- Three Metro Council public hearings are to be held between February 23 and March 9, at which formal public testimony will be received and the details of the bond measure proposal will be determined, culminating in a vote to refer the measure to the voters at the November 7, 2006 General Election.

Detailed information about the Council's public involvement efforts is available.

Metro's 2006 Natural Areas Bond Measure

The proposed 2006 Natural Areas Bond Measure is intended to help this region's goals for protecting clean water, fish and wildlife habitat and lands near local rivers and streams. The protection of these lands will build on the success of previous land protection efforts including the 1995 Open Spaces Parks and Streams measure and the implementation of the region's growth management strategies.

The proposed 2006 Natural Areas Bond Measure consists of three basic elements:

- Regional natural area and greenway acquisitions
- Local acquisition and natural area improvements
- Grants for neighborhood habitat protection projects

See Exhibit "A" to Resolution No. 06-3672 for the full description of the proposed bond measure.

ANALYSIS/INFORMATION

1. Known Opposition

The Metro Council has received several comments from citizens opposing any type of tax increase at this time.

2. Legal Antecedents

Metro is authorized under ORS 268.520 and the Metro Charter, Chapter III, Sections 10 and 12, to issue and sell voter-approved general obligation bonds in accord with ORS Chapters 287 and 288, to finance the implementation of Metro's authorized functions.

Metro Council Resolution No. 92-1637, "For the Purpose of Considering the Adoption of the Metropolitan Greenspaces Master Plan," adopted July 23, 1992.

Metro Council Resolution No. 94-2049B, "For the Purpose of Modifying the Submission to the Voters of a General Obligation Bond Indebtedness to Proceed with the Acquisition of Land for a Regional System of Greenspaces."

Metro Council Resolution No. 04-3506A, "For the Purpose of Revising Metro's Preliminary Goal 5 Allow, Limit, or Prohibit Decision; and Directing the Chief Operating Officer to Develop a Fish and Wildlife Habitat Protection and Restoration Program That Relies on a Balanced Regulatory and Incentive Based Approach," adopted December 9, 2004.

Metro Council Resolution No. 05-3574A, "For the Purpose of Establishing a Regional Habitat Protection, Restoration and Greenspaces Initiative Called Nature In Neighborhoods," adopted May 12, 2005.

Metro Council Resolution No. 05-3612, "For the Purpose of Stating An Intent to Submit to the Voters the Question of the Establishment of a Funding Measure to Support Natural Area Protection and Establishing a Blue Ribbon Committee; and Setting Forth the Official Intent of Metro to Reimburse Certain Expenditures Out of the Proceeds of Obligations to be Issued in Connection with the Regional Parks and Greenspaces Program," adopted September 29, 2005.

3. Anticipated Effects

The effect of this resolution will be the referral to voters of a general obligation bond measure in the November 7, 2006 General Election.

4. Budget Impacts

Budget authority was established by the Metro Council in FY 2005-06 to pay for expenses related to the development of the bond measure referral, including expenses related to public involvement meetings and the acquisition of property options. The Council President's 2006-07 Proposed Budget will include a continuation of expenditures as part of the information development and distribution for the referral and ongoing options work. If the 2006 Natural Areas Bond Measure is approved by voters, these related expenses can be reimbursed from bond proceeds.

The referral of this measure to the voters will require Metro to pay for election expenses, estimated at approximately \$150,000. This amount can change based on the number of issues on the ballot, and the number of region-wide items on the ballot. The Council President's 2006-07 Proposed Budget will include appropriation for this expense.

At the recommendation of the TSCC, budget authority for program expenses after the voters approve the measure are not anticipated to be included in the FY 06-07 adopted budget. The Council will have the legal authority to establish appropriation authority related to the successful passage of the measure, once the election has been certified. It is anticipated that, upon passage of the measure, staff will work with Council on the development of the bond measure program and the necessary budgetary appropriation to be approved by Ordinance at a later date.

RECOMMENDED ACTION

Staff recommends adoption of Resolution No. 06-3672.