

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: May 13, 1999
DAY: Thursday
TIME: 2:00 PM
PLACE: Council Chamber

CALL TO ORDER AND ROLL CALL

1. INTRODUCTIONS

2. CITIZEN COMMUNICATIONS

3. EXECUTIVE OFFICER COMMUNICATIONS

4. AUDITOR COMMUNICATIONS

5. MPAC COMMUNICATIONS

6. METRO LEGISLATIVE UPDATE

PacWest

7. CONSENT AGENDA

7.1 Consideration of Minutes for the May 6, 1999 Metro Council Regular Meeting.

8. RESOLUTIONS

8.1 **Resolution No. 99-2773A**, For the Purpose of Approving the Year 10 Annual Waste Reduction Work Plan for Metro and Local Governments.

McLain

8.2 **Resolution No. 99-2774**, To Waive the Metro Urban Growth Boundary Annual Filing Deadline for NSP Development Inc. and Beaverton School District No. 48J Locational Adjustment Petitions in Washington County.

Kvistad

8.3 **Resolution No. 99-2785A**, For the Purpose of Amending Resolution No. 97-2552A to Establish a Revised Process for Calling Evening Meetings of the Metro Council.

Washington

9. CONTRACT REVIEW BOARD

9.1 Resolution No. 99-2779, For the Purpose of Authorizing Distribution of a Request for Proposals for Financial Advisory Services and Authorizing the Executive Officer to Sign a Contract with the Successful Proposer for a Three-Year Period Beginning July 1, 1999.

McLain

10. COUNCILOR COMMUNICATION

ADJOURN

Cable Schedule for May 13, 1999 Metro Council Meeting

	Sunday (5/16)	Monday (5/17)	Tuesday (5/18)	Wednesday (5/19)	Thursday (5/13)	Friday (5/14)	Saturday (5/15)
CHANNEL 11 (Community Access Network) (most of Portland area)		4:00 P.M.					
CHANNEL 21 (TVCA) (Washington Co., Lake Oswego, Wilsonville)							
CHANNEL 30 (TVCA) (NE Washington Co. - people in Wash. Co. who get Portland TCI)							
CHANNEL 30 (CityNet 30) (most of City of Portland)	8:30 P.M.						
CHANNEL 30 (West Linn Cable Access) (West Linn, Rivergrove, Lake Oswego)		12:00 P.M. (5/6 meeting)		10:00 P.M.	11:00 P.M. (5/6 meeting)	10:30 P.M. (5/6 meeting)	7:00 A.M. (5/6 meeting)
CHANNEL 19 (Milwaukie TCI) (Milwaukie)	4:00 P.M. (5/6 meeting)					10:00 P.M. (5/6 meeting)	9:00 A.M. (5/6 meeting)

PLEASE NOTE THAT ALL SHOWING TIMES ARE TENTATIVE BASED ON THE INDIVIDUAL CABLE COMPANIES' SCHEDULES.

PUBLIC HEARINGS: Public Hearings are held on all Ordinances second read and on Resolutions upon request of the public. Agenda items may not be considered in the exact order. For questions about the agenda, call Clerk of the Council, Chris Billington, 797-1542. For assistance per the American Disabilities Act (ADA), dial TDD 797-1804 or 797-1540 (Council Office).

Consideration of the May 6, 1999 Metro Council Meeting minutes.

**Metro Council Meeting
Thursday, May 13, 1999
Council Chamber**

MINUTES OF THE METRO COUNCIL MEETING

May 6, 1999

Council Chamber

Councilors Present: Rod Monroe (Presiding Officer), Susan McLain, Ed Washington, Rod Park, Bill Atherton, David Bragdon, Jon Kvistad

Councilors Absent:

Presiding Officer Monroe convened the Regular Council Meeting at 2:07 p.m.

1. INTRODUCTIONS

None.

2. CITIZEN COMMUNICATION

None.

3. EXECUTIVE OFFICER COMMUNICATIONS

None.

4. AUDITOR COMMUNICATIONS

Alexis Dow, Auditor and Mr. Kennedy, presented her report on Purchasing Benchmarks and Opportunities, May 1999. The study benchmarks Metro's purchasing processes. There were over 100 private and public organizations in the study, a very good base for comparison. She explained that benchmarking was a diagnostic management tool, not an absolute measure. It was used to look at what a population of companies or organizations was doing to find out how successful they were and then comparing what Metro had done to those that were deemed successful. She had worked with the Hackett Group on the project, a group known for benchmarking, with a database of over 1300 organizations. She said that benchmarking started in the private sector and was a pragmatic approach. To be an innovator and figure out the best way of doing something, it was very costly, so the private sector found out that if they looked at their competitors and saw that they were doing something successful, they copied it. This allowed innovation without necessarily being on the bleeding edge. The concept of benchmarking had been used in the public sector in recent years. At the federal level there was the Government Performance and Results Act used in all federal government agencies. Oregon had its own benchmarks programs which had been legislated to set expectations, benchmarks, and performance measures. Many of the agencies reported significant operational improvements once they had gone through this process. Benchmarking allowed Metro to build on the experience of others, to look at their experience and to try and emulate their success. It helped Metro work smarter toward more effective results, enhancing the agency's accountability and public trust.

She reviewed benchmarking requirements: the history, public sector, achievements, and comparisons. When Metro did their benchmarking study and compared Metro's purchasing processes to the others in the study there were some areas where Metro did very well, others where Metro didn't do quite so well, and some that were inconclusive. When the Auditor looked at the favorable comparisons there were two in particular: Metro's use of purchasing cards and low computer systems costs. In the area of purchasing cards, this was measured for purchases under \$1000. [See record for visual aids]. Purchases would be made on-line as of March 1, they would like to reduce the paperflow further. Her recommendations were included in the report and summarized in her Recommendations note (a copy of which may be found in the permanent record of this meeting). They found that the recommended standards were more in line with what they were doing. They should monitor the contracts once they entered into the arrangement. They hadn't stopped to see if they were actually getting what they negotiated for. She pointed out differences in Metro and the organizations that were utilized for comparisons, therefore Metro would never get to be best of class. There were areas that Metro could improve.

Presiding Officer Monroe said that a discussion on this report had been scheduled at the Council/EO Informal on May 11th. Ms. Dow and Mr. Warner would be there. They would discuss the recommendations, which to implement and if so when and how.

Councilor McLain asked questions that she expected to be answered at the meeting on May 11th. She questioned Ms. Dow's comment concerning purchase orders being on line. She wondered how this effected the small and minority businesses that might not be on line. The second concern had to do with efficiency, was centralization good or bad as far as a cost ratio. The reference to management costs touched on this. Metro wanted to make sure that it was not only FTE , but efficient, effective, and accountable. She didn't see any assumptions or development in the accountability they were looking for. Some accountability issues may be more costly, but if the issues were important, we were willing to have that system be more expensive if we got that accountability.

Ms. Dow responded that they were recommending that utilization of electronic medium be utilized whenever possible, but that didn't mean 100%. In terms of efficiency, within the body of recommendations there were suggested steps that could be implemented to ensure that there was no lessening of accountability. This was management time, but that time should be used in the most effective way possible. Within recommendation #1 there were specific recommendations of what steps should be taken to monitor it so that there was no loss of effectiveness.

Councilor McLain wanted a more thorough conversation concerning efficiency and accountability issues. She felt that they were looking too much at money versus legalities, processes, efficiency. She wanted more discussion of their assumptions of what their efficiency and accountability structures looked like and what they meant.

Presiding Officer Monroe thanked Ms. Dow for the presentation.

5. MPAC COMMUNICATION

Councilor McLain said they had an important meeting about the Metro Code amendments that would be before council soon. Mr. Cooper and the legal staff had taken on the responsibility of additional work, and they were going to be working with legal staff from the different jurisdictions to talk about some of the major policy issues. They would formulate language to

come back to MPAC and the Growth Committee in the month of May. There were five or six major issues tagged by the Metro Technical Advisory Committee. These included 1) dealing with the actual approval process and the urban reserve plan, who and when did they approve it, 2) what did the detail get us and what did we want, how much didn't we want as far as detail in that particular vehicle. She felt that everyone in the meeting gave good information, thoughts, and creative ideas. She noted that Mr. Dan Cooper would be meeting with MPAC on Monday and hoped to have something to the Growth Committee in a general sense on the 12th of May, and would be going back to MPAC and future meetings on May 26th.

6. METRO LEGISLATIVE UPDATE

Mr. Dan Cooper, Legal Counsel, said they would focus on the four Metro bills still pending. SB 1031, the boundary change bill, and SB 1062, the conservation easement bill, were having public hearings and possible work sessions today in the House General Government Committee. The outlook was favorable for both of those bills to be on their way to the House floor soon. SB 838, the Metro bill on partitioning EFU land when we buy open space, was on the Senate's calendar for a floor vote and had been for a day or two. It was working it's way up in the queue. SB 964, the pool chlorine bill, had not been scheduled for a Senate floor vote, but it was in line for doing so, it was out of committee. SB 615, the bill that would have exempted all cities under 25,000 population from all rules related to transportation planning, had been amended to instead of a total exemption, create permission for LCDC to grant waivers from some or all of the transportation planning rules for cities under 10,000 if they chose to do so. Mr. Benner said that they had no intention to waive any transportation planning rule for any small cities inside of the Metro boundary, because they viewed Metro as being one region that was subject to one set of rules, so that was a favorable result.

Councilor Atherton asked if the Government Operations Committee of the House had responded to the letter, and the letters from many other cities, about a hearing on the 20 year land supply.

Mr. Cooper responded that the bill did not receive any public hearing, notwithstanding numerous requests, it was therefore subject to some extraordinary lifesaving efforts, it was probably not going anywhere.

Councilor Atherton asked if they received a response from the legislature on their letter.

Mr. Jeff Stone, Chief of Staff, said no. There were a couple other bills that were of interest. SB 87 received a hearing which was deemed raucous, there would be another hearing on Monday afternoon. It had already passed the Senate. He thought Council should be aware that there was acrimony by the City of Portland about SB 3336, the hotel/motel tax. He did not know what would happen with it.

Mr. Cooper said he had no great detail to add.

Presiding Officer Monroe said that bill allowed the hotel/motel people to keep 5% of the tax they collected as a collection fee, it would cost the city of Portland \$500,000 annually, and the Mayor had expressed concern over this.

Councilor Park asked about SB 1187.

Mr. Cooper said they were preparing information for Mr. Phelps, they anticipated that the bill would be scheduled for floor vote in the Senate in a week. It was still between the committee and the floor, there were no further developments at this point.

Councilor Park asked if he knew which way it was going.

Mr. Cooper said he had not received a report from Mr. Phelps, and didn't know.

Councilor Kvistad asked how bills regarding gun shows would affect the Expo. State law required that the property be open to those events, but what did the proposals mean to our management on operation of those events if they were held on our property.

Mr. Cooper said he didn't know for sure in the conversations they had had with MERC about guns and gun shows in particular. He didn't think they believed the instant spot check for all gun sales would have any major consequence for their revenues at the Expo center. The law would not alter the total preemption of any local rule making or ordinance authority over those gun shows, so we would still be in the same legal circumstances we were in. The guns shows would have one more requirement to comply with but he didn't think MERC thought that would make them go away.

Councilor Kvistad said his concern was that in terms of operations and requirements, there would be no financial impact to us. He suggested Mr. Phelps track it.

Mr. Cooper said they would track it and asked Mr. Williams what his thoughts were if SB 700 became law.

Councilor Bragdon asked about the bill that preempted inclusionary zoning that was supposed to make some motion this week.

Mr. Cooper said he thought that bill came out of committee to the House floor and had not yet been voted on. There were amendments proposed by the proponents of the bill that elaborated the bill would not affect incentive and density bonus and other constitutional means of allowing for inclusionary zoning. The bill, as introduced, prohibited local governments and Metro from requiring sales of homes at prices, so the local government would not be allowed to set the selling price for the houses or to require sales to particular classes of individuals. Those were matters that were beyond the scope of anyone's view of what mandatory inclusionary zoning might do if it were adopted under some of the proposals that were being considered by this council when it was looking at the affordable housing issue. The bill did get amended to say many of the things that the council was considering would continue to be options that were available and expressly not prohibited by the legislation. They had tried to make sure that it did not get amended in a way that would be more harmful, and it had not been.

Presiding Officer Monroe asked about the prison siting and whether Brady Adams has signed the Umatilla bill.

Mr. Cooper said the bill was introduced. SB 3 had been enrolled and was probably at the governor's office. SB 1317 was introduced by Senator Metsger and was a bill that would

mandate the siting at Day Road. 1317 had not been scheduled for any hearings yet. The decision was still being made in the capital building.

Presiding Officer Monroe asked if the Metsger bill was similar to the Jerry Krummel bill?

Mr. Cooper said the wording was identical.

Presiding Officer Monroe asked if they were expecting a veto shortly and that would get things moving again.

Mr. Cooper said he thought that was the prevalent view of what would happen.

Councilor Park asked about the gas tax.

Mr. Cooper said there was no answer to the gas tax. You still had to pay what it was, but it hadn't gone up.

Presiding Officer Monroe said that the status was that it was still in the House Revenue Committee.

7. CONSENT AGENDA

7.1 Consideration meeting minutes of the April 29, 1999 Regular Council Meeting, 12/8/99 Council Finance Committee and 4/14/99 Council Budget Work Session.

Motion: **Councilor McLain** moved to adopt the meeting minutes of April 29, 1999 Regular Council Meeting, 12/8/98 Council Finance Committee and 4/14/99 Council Budget Work Session.

Seconded: **Councilor Atherton** seconded the motion.

Vote: The vote was 7 aye/ 0 nay/ abstain. The motion passed.

8. ORDINANCES -FIRST READING

8.1 **Ordinance No. 99-805**, For the Purpose of Amending Metro Code Chapter 5.02 to Extend the Sunset Date for the Regional System Fee Credit Program to June 30, 2000, and Declaring an Emergency.

Presiding Officer Monroe assigned Ordinance No. 99-805 to Regional Environmental Management Committee.

9. ORDINANCES - SECOND READING

9.1 **Ordinance No. 99-796**, For the Purpose of Authorizing a Transfer of Metro Yard Debris Processing Facility License No. YD-0197 from Scotts Hyponex Corporation to Clackamas Compost Products, Inc. to Continue Operations at an Existing, Approved, Yard Debris Processing Site.

Motion: **Councilor Park** moved to adopt Ordinance No. 99-796.

Seconded: **Councilor Washington** seconded the motion.

Councilor Park said this was discussed extensively in Solid Waste at REM. There had been some public testimony that the continuation of an ongoing facility that had been approved with an on-going company would be fine.

Councilor Atherton asked where the facility was located.

Councilor Park said he had not been out to the site but the address was 11620 SE Capps Road in Clackamas.

Mr. Marv Fjordbeck, Legal Counsel, said that was what the application said.

Councilor Atherton asked if it was a facility adjoining residential neighborhood. He asked if anyone had come to the committee and spoken about this facility.

Councilor Park said he did not believe that there had been any controversy.

Councilor Washington said they just changed the name from Hyponex Transfer Metro Yard Debris, it was not a new site, it was a transfer of title. No one came to testify.

Mr. Fjordbeck said this was a facility that was approved in 1998.

Presiding Officer Monroe opened a public hearing on Ordinance No. 99-796. No one came forward. Presiding Officer Monroe closed the public hearing.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed.

9.2 **Ordinance No. 99-801**, For the Purpose of Transferring the Solid Waste Franchise for Operation of Citistics Reload/Materials Recovery Facility from Citistics, Inc., to USA Waste of Oregon, Inc.

Motion: **Councilor McLain** moved to adopt Ordinance No. 99-801.

Seconded: **Councilor Washington** seconded the motion.

Councilor McLain reviewed that this ordinance approved a name change, changing this from the Miller's operation to USA Waste Oregon Inc. It was called Citistics Reload/Materials Recovery Facility from Citistics, Inc. They had probably reviewed this particular site in the last year and a half more than any other site that had come before this council and the council before it. There were a number of issues that they had checked out very carefully, including land-use permits, DEQ permits, and everything else that you would have to have a facility of this sort. They were not reviewing that right now, they were simply changing to USA Waste of Oregon, Inc., because they had purchased this particular sight. She offered to answer any other questions.

Councilor Kvistad said many of the neighbors and neighborhood groups in his district had expressed concerns about this facility. He said they all took this seriously and they knew where the sight was. Mr. Miller worked with the city on the siting. Many of the concerns were concerns that the city needed to address, but the Council needed to be sensitive to them and understand that those concerns were there. The change of ownership did not concern him but he would recommend that the REM Committee and the Council keep in mind that this was a sensitive location and the Council needed to be apprised of citizen concerns.

Councilor McLain responded to Councilor Kvistad's comments. No one on the REM Committee would disagree with what he had said. No matter who the owner, Metro was still committed to make sure they were managing the franchise in an appropriate way for the safety and well-being of the community. We made that commitment when we put the franchise forward in its first form and we certainly made that same commitment today. It was important for us to remember that how we did that was through the careful wording of the franchise itself making sure that all of the land-use conditions and DEQ conditions were going to be carried out as they were at all of our facilities. She appreciated Mr. Kvistad bringing up the neighborhood issues and concerns because she believed the franchise did everything possible to make sure they dealt with the issues that were appropriate to Metro. Beaverton had also put conditions that were appropriate to the jurisdiction of Beaverton.

Presiding Officer Monroe opened a public hearing on Ordinance No. 99-801.

Mr. Henry Kane, 12077 SW Camden Lane Beaverton OR 97008 said he submitted a prepared statement, and had submitted an earlier prepared statement, which dealt in part with the environmental horror that was the Forest Grove Transfer Station. He asked that the Metro Council by resolution or an amendment include that this franchise was subject to the conditional use permit issued by the City of Beaverton. He had spoken to Mayor Drake and the mayor had made it clear that all that the city wanted was what it allowed. The city had no inkling that Metro would issue a garbage transfer station. The city did not want a garbage transfer station that would change downtown Beaverton, with some of the highest real estate values in the state, into an environmental disaster area. Assuming the council put that provision in, the new owner would not be able to say "I have a garbage transfer franchise." He had asked the representative of the franchise three to four times last night whether they would change the use to be a garbage transfer station if Metro granted them a garbage transfer station franchise. The question was never answered. If this protective language was not in, the first thing that the new owner would do was start turning it into another Forest Grove Transfer Station. Some of our people went to Forest Grove and you could smell that public nuisance two to three blocks away. He would be happy to answer questions. LUBA had been sitting on this issue since December 3, 1998.

Councilor McLain appreciated Mr. Kane's input. First, Metro was making sure that we were legally taking care of the responsibilities that was under Metro's authorities, we couldn't go beyond that. That authority dealt with some of the land use configurations that Mr. Kane was just talking about. The second issue was his reference to the 'environmental horror' in describing the Forest Grove Transfer Station.

Mr. Kane repeated his comment that the Forest Grove Transfer Station had created, in the surrounding residential, and other areas an environmental disaster area.

Councilor McLain said she lived in Forest Grove, she passed and used the transfer station for self hall. She appreciated that there was always a challenge in making sure that this type of operation was a good neighbor. But, they had very high standards and the neighborhood groups as well as the city and Metro had a monitoring committee making sure that this facility was a good neighbor. She appreciated the comments, but wanted to make sure she was on record as indicating that the company, city and Metro were working to make sure that the neighbors out there felt good about their neighbor being the Forest Grove Transfer Station.

Mr. Kane said that the record was to the contrary. He had read the report, the only way that disaster area could be mitigated would be enclosing it in one building with air controls, scrubbers, and the like. There was no way that that would be done, he has never heard and he had been reading the literature, of a facility like this being put into a downtown metro area, two blocks from city hall, and across the street from a very expensive, multi-million dollar office building complex. He suggested and urged that we avoid problems down the road, either put in one sentence that "it is subject to the conditional use permit" because otherwise they would say "our franchise says garbage transfer station, we were going put it in because recycling did not pay." All they were reporting was thirty or forty tons a day, and that was economic.

Mr. Joe Cassin, Waste Management Inc., 7227 NE 55th Ave Portland OR 97218, thanked the council, came forward to repeat that the permit that was being issued would not turn this into a Forest Grove that was open to the public. It was strictly to take in no more than 100 tons per day of mixed loads, and it was only for waste that pertained to that of TVWR and Miller's franchised area. You were only going to see the one truck going in there, which was Miller's. He made a commitment last night to the neighborhood association that he was going to attend the next meeting and as many meetings as he needed to take care of any issues that they had. To date he had not heard any complaints and they had been open for five months. He thought things were going well. He invited everyone out to take a look at the facility when they were actually up and operating, which was any time.

Presiding Officer Monroe closed the public hearing and called for the vote.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed unanimously.

10. RESOLUTIONS

10.1 **Resolution No. 99-2763**, For the Purpose of Reallocating Multnomah County Local Share Funds Among Existing Projects.

Motion: **Councilor Washington** moved to adopt Resolution No. 99-2763.

Seconded: **Councilor Bragdon** seconded the motion.

Councilor Washington said this resolution dealt with the Multnomah County local share. When the Open Spaces Bond Measure was passed, \$25 million of that was allocated to the local park, such a Tualatin Valley, Multnomah County, and various other ones. Multnomah County had \$3 million worth of funds that was their local share. Metro took over Multnomah County parks and was given the authority through that transfer to take care of the local share. There was a hubbub, but this was just the local share allocation. He wanted Mr. Ciecko to let the Council know where

it was going to go and deal with the issue of the small concern they had regarding a piece of our property out by Smith and Bybee Lake.

Mr. Charlie Ciecko, Regional Parks and Greenspaces Director, said they were requesting reallocation Multnomah County local share from projects we had either been able to complete under-budget or with funds from other sources, to a variety of badly needed capital improvements at both Oxbow Regional Park on the Sandy River and Howell Territorial Park on Sauvie Island. Ms. Nelson-Kent would talk about the needs of those parks, he wanted to stress that this reallocation would not, in any way, impact our ability to meet any promise that had been made to voters in the Measure 26 package.

Ms. Heather Nelson Kent, manager of the Planning and Education Division of Regional Parks and Greenspaces, said she had a couple of exhibits to show the level of maintenance and upgrading which was needed. Upgrading of Oxbow Park included a number of additional project which included new vault toilets and restroom facilities for the campgrounds, expansion of the pumphouse and provision for a water treatment facility that would filter the water.

Councilor Washington commended Ms. Nelson-Kent on her props. This pointed out the importance of these funds for this park, which was one of Metro's premier parks.

Ms. Nelson-Kent said there were several hundred thousand visitors annually at Oxbow. The second project was at Howell. In this project they saw the opportunity to actually provide new capacity for regional parks. Howell right now was only open on the weekends in the summer. There were tours of the historic Howell house. The Parks department had a master plan adopted by the council and was going through design and engineering for actually building some of the approved upgrades there. The additional funding from the Multnomah County local share would really allow them to make significant progress on implementing that master plan, providing year-round parking, picnic shelters, restroom and accessible trails to both the shelters and the house. A future phase would be to develop the wildlife viewing areas. It would provide a great service for both for the residents of Sauvie's Island and the users of the park.

Councilor Atherton said when he first reviewed this it seemed like a simple, straightforward situation, but then a subject came up which was of concern to Clackamas County. Clackamas County had a jail problem and Clackamas County spent a great deal of money with Multnomah County in housing prisoners from Clackamas County. In the process of doing this he met and talked with a number of citizens who came before the committee, and he thought it was fascinating. There were many different options brought out about the jail, turtles, the use of natural areas, opportunities for warm water fishing, canoeing, the use of our greenspaces funds, the role of the Port of Portland and the adequacy of their surface-water management plan. One of the most poignant things during the Committee discussions was the feeling of citizens who were concerned about the greenspaces bond issue and their impression was that when they voted for this they were voting for purchase of lands, and not development. There were no citizen groups who came before the committee to advocate for more development at these parks, but subsequently he had the opportunity to talk to people who volunteered out there and they assiduously argued for these development projects, that the toilets and trails needed to be improved. e thought the most important thing that came out of their discussions was that they had testimony from citizens who very poignantly said "when we have an opportunity to work on these projects and do some of the development work it was a very empowering—a very good learning experience—" it was very important to them.

He had prepared a resolution for the Council on this issue of development funds, the development activities of Metro in our parks and greenspaces areas, to encourage the use of volunteers, seek them out. We had hired a volunteer coordinator at Metro. He would be bringing that resolution to the Council within the next two weeks, if it passed out of the Metro Operations Committee. The upshot of his discussion was that sometimes something that seemed pretty simple and where people might be polarized, given a chance to sit down and look at the issues, some really innovative ideas created. He thanked all of the committee members and participants in this for extending the time so people could feel that they were adequately heard on this issue. It had been a valuable learning experience. He hoped more beneficial ideas would come out of this discussion. Further, the overall allocation of \$3.4 million, a large proportion of that was going to end up going for development of the parks. When we talked about citizens being able to volunteer their efforts in doing this development work, the savings that would accrue would then be able to go to purchase of new properties, so people felt that if they were working they were able to buy more land. He thought that was a reasonable compromise. There was an awful lot of deferred maintenance at these parks, especially out at Oxbow. He planned to vote for this piece of legislation but thought his resolution about the use of volunteers and allocating the savings that accrued from volunteer efforts to more acquisitions was important. He knew that, within the region, Metro had more need to purchase parks and open space lands.

Councilor Washington urged council's support of this resolution. There was some discussion around the whole issue of jail siting. He talked to everyone on the Council about that issue and he thought the vote on the committee was reflective that that really was not our issue. He believed the local sheriff moneys could be used by the people to do, in essence, whatever they wanted to do with regards to their particular parks, it didn't have to just go for purchase of property. He asked for clarification.

Mr. Ciecko said that was correct, reading from the resolution referring the measure to the voters on page 7 it said "in addition to the regional areas and trails, \$25 million of bond proceeds will be used to buy and make capital improvements on land for local open spaces and trails".

Councilor Washington said he wanted this on the record, that that small part was set aside for capital improvement.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed.

10.2 Resolution No. 99-2782, To Grant a Four-Month Extension of the Conditions of Tsugawa Urban Growth Boundary Resolution.

Motion: **Councilor McLain** moved to adopt Resolution No. 99-2782.

Seconded: **Councilor Kvistad** seconded the motion.

Councilor McLain said that, as those on the Council last year remembered, they went through a hearings officer process where this particular property, Tsugawa, on 185th and West Union Road, was brought in through a locational adjustment process. During this process and in this transition year, the boundary commission was abolished, so these locational adjustments were held up. A new process had to be set up. This resolution allowed a four-month extension to actually complete this process.

Councilor Kvistad said the processes had become so difficult anymore, to try to get all of the approvals, all of the paperwork through on some of these things time consuming. He thought these extensions were going to become more commonplace. He had two of these requests coming forward the week of May 10, for not exactly the same circumstances, but for extensions. He suggested that the Council may be seeing more of these requests. For those councilors that were here, the Tsugawa property was extensively discussed in the urban reserve debate, so it was a property that many of the Council was aware of. He supported these extensions so long as they were in the process.

Presiding Officer Monroe said part of the whole issue of the boundary commission, which was tied up in the legislature right now, was whether or not that authority should continue with Multnomah County or should be granted to Metro. This was one of the reasons for the need for these extensions, and he supported them. This was certainly a reasonable measure.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed.

Presiding Officer Monroe called for suspension of the rules to consider Resolution No. 99-2775 due to the time sensitivity of the legislation.

Motion: **Councilor Washington** moved to suspend the rules in order to consider Resolution No. 99-2775, which was in the Metro Operations Committee yesterday.

Seconded: **Councilor Atherton** seconded the motion.

Presiding Officer Monroe asked why the rules needed to be suspended.

Councilor Washington said that there was an opportunity for some funding to come into the state and possibly into Metro as a result of this resolution. The reason he asked for suspension of the rules was that information had to get back to Washington, D.C. in a hasty amount of time. He thought that, with the amount of time we had he wanted to get this back to the congressional delegation, he would like the Council to send a letter to their congressional delegation about the importance of this particular item. In order to do that in a timely manner we needed to act on it this week, this would normally come before the Council next week. This just gave the Council the opportunity to try to get a letter endorsed. He would hope the entire council would sign on to this and get it back to the congressional delegation so Metro could have some action taken on it. Mrs. Pucci from the State of Oregon, Fish and Wildlife, Director of Diversity, came and spoke to this issue. It was not a short-circuit issue with regard to our staff. They were on track, this was just a request of the committee to try to help get this request there a little faster. With a June deadline, the council should act on it as quickly as possible. Councilor Washington asked Mr. Ciecko to give some background information to the council.

Councilor Kvistad said he was usually very wary of bringing forward things outside of the traditional path. CARA was very similar to a national greenspaces bond measure in that it allocated federal money from offshore drilling into a program of acquisition and development, and then allocated those dollars directly back to the states and local municipalities. This last year the state had received \$300,000, we would potentially have millions in new revenue that we could use to enhance purchases. He thought this was something that tied directly into what

Metro did, it was timely, and for that reason he would support the suspension of the rules and would urge a yes vote.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed unanimously.

10.3 Resolution No. 99-2775, For the Purpose of Endorsing Proposed Federal Legislation which would Preserve, Protect and Enhance Parks, Open Spaces, Fish and Wildlife Habitat, Trails and Recreational Facilities.

Motion: **Councilor Washington** moved to adopt Resolution No. 99-2775.

Seconded: **Councilor Atherton** seconded the motion.

Councilor Washington deferred to **Councilor Atherton**, under the normal scheme of things he would have been the carrier for this had it gone to committee.

Councilor Atherton said these were revenues from off-shore gas and oil leases that was a process which began in 1965, was suspended during the 1980's but was very popular and beneficial to the country in purchasing and developing parks throughout the county. This legislation was bi-partisan as discussed at the committee. Also, they discussed the concern that any time they had a distribution of funds from the federal government, their management load had traditionally been quite high. They had taken steps in this measure to reduce that, it followed a model that had been proven with low load costs for the federal government. He urged that Metro send this message and join in support of this reform to bring back the oil and gas revenues to the states and to the localities for parks and greenspaces purchase.

Councilor Washington commended **Councilor Atherton**. Mr. Ciecko and members of his staff were available to provide any additional information on this. He felt that if the council felt they should draft a letter, that we make sure that we get a copy to our entire congressional delegation back in Washington, DC, signed by all of the councilors. If the council supported this recommendation, a letter would be prepared and drafted so the Council could sign it on Tuesday at the Council/Executive Officer informal meeting. He thought it was an excellent opportunity, and he didn't want to see them lose it. He thanked his committee for their support of this, and the council for suspending the rules to address an issue that would benefit Metro.

Councilor Park asked what the nexus was between offshore drilling and land-acquisition for parks?

Councilor Washington said it was about \$4.5 billion.

Councilor Atherton said we were an automobile using, energy consuming nation, and often we used our autos to get to parks and recreation opportunities, but those facilities also consumed it, so there was a nexus. It was a way of internalizing some of the costs of using petroleum.

Councilor Park asked who would administer the funds and how would they be directed within the state of Oregon.

Councilor Washington said he thought they would be administered through the Department of Fish and Wildlife.

Mr. Ciecko said there were three elements of interest to Metro within this bill, the land and water conservation fund, the urban park and recreation recovery portion, and then the teaming with wildlife portion. The first two portions would be administered by state parks as they had been since the programs were put together back in the 60's. The teaming with wildlife was a new element which would be administered by the Oregon Department of Fish and Wildlife.

Presiding Officer Monroe added that in terms of the nexus, we had people drilling off shore, which often polluted fisheries, the oil then was used to burn in our cars, which polluted the air, and was destructive to the environment. To salve their conscience for all of these bad things the oil companies were providing some of that money to help us with our parks and open spaces and preservation of species.

Councilor Kvistad said frankly, oil and gas leases on the continental shelf were under the control of the federal government, as part of those leases those dollars were available, because why not charge them for leasing if they were going to make a profit.

Councilor Washington closed by thanking the councilors, Mr. Stone, and Mr. Ciecko for the urgency that was been shown and urged an aye vote.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed.

11. COUNCILOR COMMUNICATION

Councilor Atherton addressed a concern about the policy of this agency with regard to public surveys. He asked recently to see if the agency was doing any public survey work and if there was any council policy on it. There was none, to date, but we were doing some survey work. He discussed this with Mr. Warner and other members of the staff. He related his experiences from the city of Lake Oswego and the survey work they did in terms of providing baseline public attitudes, attitudes about very important issues on which they were going to be making decisions. It was never an effort to do market research or to shape any kind of media message. It was important and useful survey work. He was surprised by the benefits from it to his community, but realized that the Metro organization was doing this. Another issue that they should discuss was how we could provide service to local governments that might need questions asked. Could Metro help index or check on the validity of some of their survey work. This was a subject he would like to bring to the council for discussion during one of the informals. He asked that the council discuss it soon, because there was at least one fairly large survey being prepared right now by the agency. The second thing he wanted was to offer a sobering video. It dealt with growth and change, population growth. He thought everyone would be impressed with some of the urgency of the work we did and recognize that the pace of change today was something that nobody had ever experienced before. We couldn't go to our grandparents or parents for advice on this, the pace of change was extraordinary. We must get our institutions up to speed, get ahead of the curve, and deal with these issues before they dealt with us. The video was produced by an organization called Zero Population Growth, it was informative, and the viewers would enjoy it as well as the council.

Presiding Officer Monroe said that the video would be shown after the rest of the councilor communications.

Councilor Washington said he had met with the principles of SFX and Mr. Bergstein concerning the possibility of an amphitheater at Expo. He also went to the Oregonian newspaper while they did a presentation to Mr. Roger Anthony, one of the reporters. He just wanted them to know that the final draft had been signed, all of the legal work, they have gone to the press, he was there and appreciated the opportunity to be invited, because it gave him the opportunity to see how the conversation flowed, and it was in line with everything they shared with the council at our meeting. He thought the story would be in the newspaper tomorrow, and didn't want the council to see it and not know it was coming.

Councilor Park thanked Councilor Washington for being sensitive to the other councilors and their need to know.

Councilor Kvistad said they probably received a notice from the Urban Lands Institute on an upcoming meeting in Chicago during the first part of June. He suggested that the council might want to consider having someone from this council attend. It tied directly to what the council had been talking about in terms of the way in which we grow and what we were doing with refill, infill, and redevelopment, and what was being done elsewhere. This would tie into the same kinds of things we talked about last week, about the kinds of events we rarely see on the radar screen. He thought these kinds of meetings would be helpful to Metro and whether someone went or not, there may be videos or materials that we might be able to glean from there.

(Video Tape "World Population" by Zero Population Growth)

12. ADJOURN

There being no further business to come before the Metro Council, Presiding Officer Monroe adjourned the meeting at 3:42 p.m.

Prepared by,

Chris Billington
Clerk of the Council

Document Number	Document Date	Document Title	TO/FROM	RES/OR D
050699c-01	May 1999	Purchasing Benchmarks and Opportunities	TO: Metro Council FROM: Alexis Dow, Auditor	
050699c-02	5/4/99	Purchasing Benchmarks and Opportunities Key remarks	TO: Metro Council FROM: Alexis Dow, Auditor	
050699c-03	5/10/99	Testimony of Henry Kane Re: Ordinance No. 99-801	TO: Metro Council FROM: Henry Kane 12077 SW Camden Lane Beaverton, OR 97008	Ord No. 99-801
050699c-04	5/6/99	Pictures of Oxbow Park prior	TO: Metro Council	Res No

to renovation

FROM: Heather
Kent-Nelson Parks
and Greenspaces

99-2763

MINUTES OF THE METRO COUNCIL MEETING

May 6, 1999

Council Chamber

Councilors Present: Rod Monroe (Presiding Officer), Susan McLain, Ed Washington, Rod Park, Bill Atherton, David Bragdon, Jon Kvistad

Councilors Absent:

Presiding Officer Monroe convened the Regular Council Meeting at 2:07 p.m.

1. INTRODUCTIONS

None.

2. CITIZEN COMMUNICATION

None.

3. EXECUTIVE OFFICER COMMUNICATIONS

None.

4. AUDITOR COMMUNICATIONS

Alexis Dow, Auditor and Mr. Kennedy, presented her report on Purchasing Benchmarks and Opportunities, May 1999. The study benchmarks Metro's purchasing processes. There were over 100 private and public organizations in the study, a very good base for comparison. She explained that benchmarking was a diagnostic management tool, not an absolute measure. It was used to look at what a population of companies or organizations was doing to find out how successful they were and then comparing what Metro had done to those that were deemed successful. She had worked with the Hackett Group on the project, a group known for benchmarking, with a database of over 1300 organizations. She said that benchmarking started in the private sector and was a pragmatic approach. To be an innovator and figure out the best way of doing something, it was very costly, so the private sector found out that if they looked at their competitors and saw that they were doing something successful, they copied it. This allowed innovation without necessarily being on the bleeding edge. The concept of benchmarking had been used in the public sector in recent years. At the federal level there was the Government Performance and Results Act used in all federal government agencies. Oregon had its own benchmarks programs which had been legislated to set expectations, benchmarks, and performance measures. Many of the agencies reported significant operational improvements once they had gone through this process. Benchmarking allowed Metro to build on the experience of others, to look at their experience and to try and emulate their success. It helped Metro work smarter toward more effective results, enhancing the agency's accountability and public trust.

She reviewed benchmarking requirements: the history, public sector, achievements, and comparisons. When Metro did their benchmarking study and compared Metro's purchasing processes to the others in the study there were some areas where Metro did very well, others where Metro didn't do quite so well, and some that were inconclusive. When the Auditor looked at the favorable comparisons there were two in particular: Metro's use of purchasing cards and low computer systems costs. In the area of purchasing cards, this was measured for purchases under \$1000. [See record for visual aids]. Purchases would be made on-line as of March 1, they would like to reduce the paperflow further. Her recommendations were included in the report and summarized in her Recommendations note (a copy of which may be found in the permanent record of this meeting). They found that the recommended standards were more in line with what they were doing. They should monitor the contracts once they entered into the arrangement. They hadn't stopped to see if they were actually getting what they negotiated for. She pointed out differences in Metro and the organizations that were utilized for comparisons, therefore Metro would never get to be best of class. There were areas that Metro could improve.

Presiding Officer Monroe said that a discussion on this report had been scheduled at the Council/EO Informal on May 11th. Ms. Dow and Mr. Warner would be there. They would discuss the recommendations, which to implement and if so when and how.

Councilor McLain asked questions that she expected to be answered at the meeting on May 11th. She questioned Ms. Dow's comment concerning purchase orders being on line. She wondered how this effected the small and minority businesses that might not be on line. The second concern had to do with efficiency, was centralization good or bad as far as a cost ratio. The reference to management costs touched on this. Metro wanted to make sure that it was not only FTE , but efficient, effective, and accountable. She didn't see any assumptions or development in the accountability they were looking for. Some accountability issues may be more costly, but if the issues were important, we were willing to have that system be more expensive if we got that accountability.

Ms. Dow responded that they were recommending that utilization of electronic medium be utilized whenever possible, but that didn't mean 100%. In terms of efficiency, within the body of recommendations there were suggested steps that could be implemented to ensure that there was no lessening of accountability. This was management time, but that time should be used in the most effective way possible. Within recommendation #1 there were specific recommendations of what steps should be taken to monitor it so that there was no loss of effectiveness.

Councilor McLain wanted a more thorough conversation concerning efficiency and accountability issues. She felt that they were looking too much at money versus legalities, processes, efficiency. She wanted more discussion of their assumptions of what their efficiency and accountability structures looked like and what they meant.

Presiding Officer Monroe thanked Ms. Dow for the presentation.

5. MPAC COMMUNICATION

Councilor McLain said they had an important meeting about the Metro Code amendments that would be before council soon. Mr. Cooper and the legal staff had taken on the responsibility of additional work, and they were going to be working with legal staff from the different jurisdictions to talk about some of the major policy issues. They would formulate language to

come back to MPAC and the Growth Committee in the month of May. There were five or six major issues tagged by the Metro Technical Advisory Committee. These included 1) dealing with the actual approval process and the urban reserve plan, who and when did they approve it, 2) what did the detail get us and what did we want, how much didn't we want as far as detail in that particular vehicle. She felt that everyone in the meeting gave good information, thoughts, and creative ideas. She noted that Mr. Dan Cooper would be meeting with MPAC on Monday and hoped to have something to the Growth Committee in a general sense on the 12th of May, and would be going back to MPAC and future meetings on May 26th.

6. METRO LEGISLATIVE UPDATE

Mr. Dan Cooper, Legal Counsel, said they would focus on the four Metro bills still pending. SB 1031, the boundary change bill, and SB 1062, the conservation easement bill, were having public hearings and possible work sessions today in the House General Government Committee. The outlook was favorable for both of those bills to be on their way to the House floor soon. SB 838, the Metro bill on partitioning EFU land when we buy open space, was on the Senate's calendar for a floor vote and had been for a day or two. It was working its way up in the queue. SB 964, the pool chlorine bill, had not been scheduled for a Senate floor vote, but it was in line for doing so, it was out of committee. SB 615, the bill that would have exempted all cities under 25,000 population from all rules related to transportation planning, had been amended to instead of a total exemption, create permission for LCDC to grant waivers from some or all of the transportation planning rules for cities under 10,000 if they chose to do so. Mr. Benner said that they had no intention to waive any transportation planning rule for any small cities inside of the Metro boundary, because they viewed Metro as being one region that was subject to one set of rules, so that was a favorable result.

Councilor Atherton asked if the Government Operations Committee of the House had responded to the letter, and the letters from many other cities, about a hearing on the 20 year land supply.

Mr. Cooper responded that the bill did not receive any public hearing, notwithstanding numerous requests, it was therefore subject to some extraordinary lifesaving efforts, it was probably not going anywhere.

Councilor Atherton asked if they received a response from the legislature on their letter.

Mr. Jeff Stone, Chief of Staff, said no. There were a couple other bills that were of interest. SB 87 received a hearing which was deemed raucous, there would be another hearing on Monday afternoon. It had already passed the Senate. He thought Council should be aware that there was acrimony by the City of Portland about SB 3336, the hotel/motel tax. He did not know what would happen with it.

Mr. Cooper said he had no great detail to add.

Presiding Officer Monroe said that bill allowed the hotel/motel people to keep 5% of the tax they collected as a collection fee, it would cost the city of Portland \$500,000 annually, and the Mayor had expressed concern over this.

Councilor Park asked about SB 1187.

Mr. Cooper said they were preparing information for Mr. Phelps, they anticipated that the bill would be scheduled for floor vote in the Senate in a week. It was still between the committee and the floor, there were no further developments at this point.

Councilor Park asked if he knew which way it was going.

Mr. Cooper said he had not received a report from Mr. Phelps, and didn't know.

Councilor Kvistad asked how bills regarding gun shows would affect the Expo. State law required that the property be open to those events, but what did the proposals mean to our management on operation of those events if they were held on our property.

Mr. Cooper said he didn't know for sure in the conversations they had had with MERC about guns and gun shows in particular. He didn't think they believed the instant spot check for all gun sales would have any major consequence for their revenues at the Expo center. The law would not alter the total preemption of any local rule making or ordinance authority over those gun shows, so we would still be in the same legal circumstances we were in. The guns shows would have one more requirement to comply with but he didn't think MERC thought that would make them go away.

Councilor Kvistad said his concern was that in terms of operations and requirements, there would be no financial impact to us. He suggested Mr. Phelps track it.

Mr. Cooper said they would track it and asked Mr. Williams what his thoughts were if SB 700 became law.

Councilor Bragdon asked about the bill that preempted inclusionary zoning that was supposed to make some motion this week.

Mr. Cooper said he thought that bill came out of committee to the House floor and had not yet been voted on. There were amendments proposed by the proponents of the bill that elaborated the bill would not affect incentive and density bonus and other constitutional means of allowing for inclusionary zoning. The bill, as introduced, prohibited local governments and Metro from requiring sales of homes at prices, so the local government would not be allowed to set the selling price for the houses or to require sales to particular classes of individuals. Those were matters that were beyond the scope of anyone's view of what mandatory inclusionary zoning might do if it were adopted under some of the proposals that were being considered by this council when it was looking at the affordable housing issue. The bill did get amended to say many of the things that the council was considering would continue to be options that were available and expressly not prohibited by the legislation. They had tried to make sure that it did not get amended in a way that would be more harmful, and it had not been.

Presiding Officer Monroe asked about the prison siting and whether Brady Adams has signed the Umatilla bill.

Mr. Cooper said the bill was introduced. SB 3 had been enrolled and was probably at the governor's office. SB 1317 was introduced by Senator Metsger and was a bill that would

mandate the siting at Day Road. 1317 had not been scheduled for any hearings yet. The decision was still being made in the capital building.

Presiding Officer Monroe asked if the Metsger bill was similar to the Jerry Krummel bill?

Mr. Cooper said the wording was identical.

Presiding Officer Monroe asked if they were expecting a veto shortly and that would get things moving again.

Mr. Cooper said he thought that was the prevalent view of what would happen.

Councilor Park asked about the gas tax.

Mr. Cooper said there was no answer to the gas tax. You still had to pay what it was, but it hadn't gone up.

Presiding Officer Monroe said that the status was that it was still in the House Revenue Committee.

7. CONSENT AGENDA

7.1 Consideration meeting minutes of the April 29, 1999 Regular Council Meeting, 12/8/99 Council Finance Committee and 4/14/99 Council Budget Work Session.

Motion: **Councilor McLain** moved to adopt the meeting minutes of April 29, 1999 Regular Council Meeting, 12/8/98 Council Finance Committee and 4/14/99 Council Budget Work Session.

Seconded: **Councilor Atherton** seconded the motion.

Vote: The vote was 7 aye/ 0 nay/ abstain. The motion passed.

8: ORDINANCES -FIRST READING

8.1 **Ordinance No. 99-805**, For the Purpose of Amending Metro Code Chapter 5.02 to Extend the Sunset Date for the Regional System Fee Credit Program to June 30, 2000, and Declaring an Emergency.

Presiding Officer Monroe assigned Ordinance No. 99-805 to Regional Environmental Management Committee.

9. ORDINANCES - SECOND READING

9.1 **Ordinance No. 99-796**, For the Purpose of Authorizing a Transfer of Metro Yard Debris Processing Facility License No. YD-0197 from Scotts Hyponex Corporation to Clackamas Compost Products, Inc. to Continue Operations at an Existing, Approved, Yard Debris Processing Site.

Motion: Councilor Park moved to adopt Ordinance No. 99-796.

Seconded: Councilor Washington seconded the motion.

Councilor Park said this was discussed extensively in Solid Waste at REM. There had been some public testimony that the continuation of an ongoing facility that had been approved with an on-going company would be fine.

Councilor Atherton asked where the facility was located.

Councilor Park said he had not been out to the site but the address was 11620 SE Capps Road in Clackamas.

Mr. Marv Fjordbeck, Legal Counsel, said that was what the application said.

Councilor Atherton asked if it was a facility adjoining residential neighborhood. He asked if anyone had come to the committee and spoken about this facility.

Councilor Park said he did not believe that there had been any controversy.

Councilor Washington said they just changed the name from Hyponex Transfer Metro Yard Debris, it was not a new site, it was a transfer of title. No one came to testify.

Mr. Fjordbeck said this was a facility that was approved in 1998.

Presiding Officer Monroe opened a public hearing on Ordinance No. 99-796. No one came forward. Presiding Officer Monroe closed the public hearing.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed.

9.2 **Ordinance No. 99-801**, For the Purpose of Transferring the Solid Waste Franchise for Operation of Citistics Reload/Materials Recovery Facility from Citistics, Inc., to USA Waste of Oregon, Inc.

Motion: Councilor McLain moved to adopt Ordinance No. 99-801.

Seconded: Councilor Washington seconded the motion.

Councilor McLain reviewed that this ordinance approved a name change, changing this from the Miller's operation to USA Waste Oregon Inc. It was called Citistics Reload/Materials Recovery Facility from Citistics, Inc. They had probably reviewed this particular site in the last year and a half more than any other site that had come before this council and the council before it. There were a number of issues that they had checked out very carefully, including land-use permits, DEQ permits, and everything else that you would have to have to have a facility of this sort. They were not reviewing that right now, they were simply changing to USA Waste of Oregon, Inc., because they had purchased this particular sight. She offered to answer any other questions.

Councilor Kvistad said many of the neighbors and neighborhood groups in his district had expressed concerns about this facility. He said they all took this seriously and they knew where the sight was. Mr. Miller worked with the city on the siting. Many of the concerns were concerns that the city needed to address, but the Council needed to be sensitive to them and understand that those concerns were there. The change of ownership did not concern him but he would recommend that the REM Committee and the Council keep in mind that this was a sensitive location and the Council needed to be apprised of citizen concerns.

Councilor McLain responded to Councilor Kvistad's comments. No one on the REM Committee would disagree with what he had said. No matter who the owner, Metro was still committed to make sure they were managing the franchise in an appropriate way for the safety and well-being of the community. We made that commitment when we put the franchise forward in its first form and we certainly made that same commitment today. It was important for us to remember that how we did that was through the careful wording of the franchise itself making sure that all of the land-use conditions and DEQ conditions were going to be carried out as they were at all of our facilities. She appreciated Mr. Kvistad bringing up the neighborhood issues and concerns because she believed the franchise did everything possible to make sure they dealt with the issues that were appropriate to Metro. Beaverton had also put conditions that were appropriate to the jurisdiction of Beaverton.

Presiding Officer Monroe opened a public hearing on Ordinance No. 99-801.

Mr. Henry Kane, 12077 SW Camden Lane Beaverton OR 97008 said he submitted a prepared statement, and had submitted an earlier prepared statement, which dealt in part with the environmental horror that was the Forest Grove Transfer Station. He asked that the Metro Council by resolution or an amendment include that this franchise was subject to the conditional use permit issued by the City of Beaverton. He had spoken to Mayor Drake and the mayor had made it clear that all that the city wanted was what it allowed. The city had no inkling that Metro would issue a garbage transfer station. The city did not want a garbage transfer station that would change downtown Beaverton, with some of the highest real estate values in the state, into an environmental disaster area. Assuming the council put that provision in, the new owner would not be able to say "I have a garbage transfer franchise." He had asked the representative of the franchise three to four times last night whether they would change the use to be a garbage transfer station if Metro granted them a garbage transfer station franchise. The question was never answered. If this protective language was not in, the first thing that the new owner would do was start turning it into another Forest Grove Transfer Station. Some of our people went to Forest Grove and you could smell that public nuisance two to three blocks away. He would be happy to answer questions. LUBA had been sitting on this issue since December 3, 1998.

Councilor McLain appreciated Mr. Kane's input. First, Metro was making sure that we were legally taking care of the responsibilities that was under Metro's authorities, we couldn't go beyond that. That authority dealt with some of the land use configurations that Mr. Kane was just talking about. The second issue was his reference to the 'environmental horror' in describing the Forest Grove Transfer Station.

Mr. Kane repeated his comment that the Forest Grove Transfer Station had created, in the surrounding residential, and other areas an environmental disaster area.

Councilor McLain said she lived in Forest Grove, she passed and used the transfer station for self hall. She appreciated that there was always a challenge in making sure that this type of operation was a good neighbor. But, they had very high standards and the neighborhood groups as well as the city and Metro had a monitoring committee making sure that this facility was a good neighbor. She appreciated the comments, but wanted to make sure she was on record as indicating that the company, city and Metro were working to make sure that the neighbors out there felt good about their neighbor being the Forest Grove Transfer Station.

Mr. Kane said that the record was to the contrary. He had read the report, the only way that disaster area could be mitigated would be enclosing it in one building with air controls, scrubbers, and the like. There was no way that that would be done, he has never heard and he had been reading the literature, of a facility like this being put into a downtown metro area, two blocks from city hall, and across the street from a very expensive, multi-million dollar office building complex. He suggested and urged that we avoid problems down the road, either put in one sentence that "it is subject to the conditional use permit" because otherwise they would say "our franchise says garbage transfer station, we were going put it in because recycling did not pay." All they were reporting was thirty or forty tons a day, and that was economic.

Mr. Joe Cassin, Waste Management Inc., 7227 NE 55th Ave Portland OR 97218, thanked the council, came forward to repeat that the permit that was being issued would not turn this into a Forest Grove that was open to the public. It was strictly to take in no more than 100 tons per day of mixed loads, and it was only for waste that pertained to that of TVWR and Miller's franchised area. You were only going to see the one truck going in there, which was Miller's. He made a commitment last night to the neighborhood association that he was going to attend the next meeting and as many meetings as he needed to take care of any issues that they had. To date he had not heard any complaints and they had been open for five months. He thought things were going well. He invited everyone out to take a look at the facility when they were actually up and operating, which was any time.

Presiding Officer Monroe closed the public hearing and called for the vote.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed unanimously.

10. RESOLUTIONS

10.1 **Resolution No. 99-2763**, For the Purpose of Reallocating Multnomah County Local Share Funds Among Existing Projects.

Motion: **Councilor Washington** moved to adopt Resolution No. 99-2763.

Seconded: **Councilor Bragdon** seconded the motion.

Councilor Washington said this resolution dealt with the Multnomah County local share. When the Open Spaces Bond Measure was passed, \$25 million of that was allocated to the local park, such a Tualatin Valley, Multnomah County, and various other ones. Multnomah County had \$3 million worth of funds that was their local share. Metro took over Multnomah County parks and was given the authority through that transfer to take care of the local share. There was a hubbub, but this was just the local share allocation. He wanted Mr. Cieccko to let the Council know where

it was going to go and deal with the issue of the small concern they had regarding a piece of our property out by Smith and Bybee Lake.

Mr. Charlie Ciecko, Regional Parks and Greenspaces Director, said they were requesting reallocation Multnomah County local share from projects we had either been able to complete under-budget or with funds from other sources, to a variety of badly needed capital improvements at both Oxbow Regional Park on the Sandy River and Howell Territorial Park on Sauvie Island. Ms. Nelson-Kent would talk about the needs of those parks, he wanted to stress that this reallocation would not, in any way, impact our ability to meet any promise that had been made to voters in the Measure 26 package.

Ms. Heather Nelson Kent, manager of the Planning and Education Division of Regional Parks and Greenspaces, said she had a couple of exhibits to show the level of maintenance and upgrading which was needed. Upgrading of Oxbow Park included a number of additional project which included new vault toilets and restroom facilities for the campgrounds, expansion of the pumphouse and provision for a water treatment facility that would filter the water.

Councilor Washington commended Ms. Nelson-Kent on her props. This pointed out the importance of these funds for this park, which was one of Metro's premier parks.

Ms. Nelson-Kent said there were several hundred thousand visitors annually at Oxbow. The second project was at Howell. In this project they saw the opportunity to actually provide new capacity for regional parks. Howell right now was only open on the weekends in the summer. There were tours of the historic Howell house. The Parks department had a master plan adopted by the council and was going through design and engineering for actually building some of the approved upgrades there. The additional funding from the Multnomah County local share would really allow them to make significant progress on implementing that master plan, providing year-round parking, picnic shelters, restroom and accessible trails to both the shelters and the house. A future phase would be to develop the wildlife viewing areas. It would provide a great service for both for the residents of Sauvie's Island and the users of the park.

Councilor Atherton said when he first reviewed this it seemed like a simple, straightforward situation, but then a subject came up which was of concern to Clackamas County. Clackamas County had a jail problem and Clackamas County spent a great deal of money with Multnomah County in housing prisoners from Clackamas County. In the process of doing this he met and talked with a number of citizens who came before the committee, and he thought it was fascinating. There were many different options brought out about the jail, turtles, the use of natural areas, opportunities for warm water fishing, canoeing, the use of our greenspaces funds, the role of the Port of Portland and the adequacy of their surface-water management plan. One of the most poignant things during the Committee discussions was the feeling of citizens who were concerned about the greenspaces bond issue and their impression was that when they voted for this they were voting for purchase of lands, and not development. There were no citizen groups who came before the committee to advocate for more development at these parks, but subsequently he had the opportunity to talk to people who volunteered out there and they assiduously argued for these development projects, that the toilets and trails needed to be improved. He thought the most important thing that came out of their discussions was that they had testimony from citizens who very poignantly said "when we have an opportunity to work on these projects and do some of the development work it was a very empowering—a very good learning experience—" it was very important to them.

He had prepared a resolution for the Council on this issue of development funds, the development activities of Metro in our parks and greenspaces areas, to encourage the use of volunteers, seek them out. We had hired a volunteer coordinator at Metro. He would be bringing that resolution to the Council within the next two weeks, if it passed out of the Metro Operations Committee. The upshot of his discussion was that sometimes something that seemed pretty simple and where people might be polarized, given a chance to sit down and look at the issues, some really innovative ideas created. He thanked all of the committee members and participants in this for extending the time so people could feel that they were adequately heard on this issue. It had been a valuable learning experience. He hoped more beneficial ideas would come out of this discussion. Further, the overall allocation of \$3.4 million, a large proportion of that was going to end up going for development of the parks. When we talked about citizens being able to volunteer their efforts in doing this development work, the savings that would accrue would then be able to go to purchase of new properties, so people felt that if they were working they were able to buy more land. He thought that was a reasonable compromise. There was an awful lot of deferred maintenance at these parks, especially out at Oxbow. He planned to vote for this piece of legislation but thought his resolution about the use of volunteers and allocating the savings that accrued from volunteer efforts to more acquisitions was important. He knew that, within the region, Metro had more need to purchase parks and open space lands.

Councilor Washington urged council's support of this resolution. There was some discussion around the whole issue of jail siting. He talked to everyone on the Council about that issue and he thought the vote on the committee was reflective that that really was not our issue. He believed the local sheriff moneys could be used by the people to do, in essence, whatever they wanted to do with regards to their particular parks, it didn't have to just go for purchase of property. He asked for clarification.

Mr. Ciecko said that was correct, reading from the resolution referring the measure to the voters on page 7 it said "in addition to the regional areas and trails, \$25 million of bond proceeds will be used to buy and make capital improvements on land for local open spaces and trails".

Councilor Washington said he wanted this on the record, that that small part was set aside for capital improvement.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed.

10.2 Resolution No. 99-2782, To Grant a Four-Month Extension of the Conditions of Tsugawa Urban Growth Boundary Resolution.

Motion: **Councilor McLain** moved to adopt Resolution No. 99-2782.

Seconded: **Councilor Kvistad** seconded the motion.

Councilor McLain said that, as those on the Council last year remembered, they went through a hearings officer process where this particular property, Tsugawa, on 185th and West Union Road, was brought in through a locational adjustment process. During this process and in this transition year, the boundary commission was abolished, so these locational adjustments were held up. A new process had to be set up. This resolution allowed a four-month extension to actually complete this process.

Councilor Kvistad said the processes had become so difficult anymore, to try to get all of the approvals, all of the paperwork through on some of these things time consuming. He thought these extensions were going to become more commonplace. He had two of these requests coming forward the week of May 10, for not exactly the same circumstances, but for extensions. He suggested that the Council may be seeing more of these requests. For those councilors that were here, the Tsugawa property was extensively discussed in the urban reserve debate, so it was a property that many of the Council was aware of. He supported these extensions so long as they were in the process.

Presiding Officer Monroe said part of the whole issue of the boundary commission, which was tied up in the legislature right now, was whether or not that authority should continue with Multnomah County or should be granted to Metro. This was one of the reasons for the need for these extensions, and he supported them. This was certainly a reasonable measure.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed.

Presiding Officer Monroe called for suspension of the rules to consider Resolution No. 99-2775 due to the time sensitivity of the legislation.

Motion: **Councilor Washington** moved to suspend the rules in order to consider Resolution No. 99-2775, which was in the Metro Operations Committee yesterday.

Seconded: **Councilor Atherton** seconded the motion.

Presiding Officer Monroe asked why the rules needed to be suspended.

Councilor Washington said that there was an opportunity for some funding to come into the state and possibly into Metro as a result of this resolution. The reason he asked for suspension of the rules was that information had to get back to Washington, D.C. in a hasty amount of time. He thought that, with the amount of time we had he wanted to get this back to the congressional delegation, he would like the Council to send a letter to their congressional delegation about the importance of this particular item. In order to do that in a timely manner we needed to act on it this week, this would normally come before the Council next week. This just gave the Council the opportunity to try to get a letter endorsed. He would hope the entire council would sign on to this and get it back to the congressional delegation so Metro could have some action taken on it. Mrs. Pucci from the State of Oregon, Fish and Wildlife, Director of Diversity, came and spoke to this issue. It was not a short-circuit issue with regard to our staff. They were on track, this was just a request of the committee to try to help get this request there a little faster. With a June deadline, the council should act on it as quickly as possible. Councilor Washington asked Mr. Ciecko to give some background information to the council.

Councilor Kvistad said he was usually very wary of bringing forward things outside of the traditional path. CARA was very similar to a national greenspaces bond measure in that it allocated federal money from offshore drilling into a program of acquisition and development, and then allocated those dollars directly back to the states and local municipalities. This last year the state had received \$300,000, we would potentially have millions in new revenue that we could use to enhance purchases. He thought this was something that tied directly into what

Metro did, it was timely, and for that reason he would support the suspension of the rules and would urge a yes vote.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed unanimously.

10.3 Resolution No. 99-2775, For the Purpose of Endorsing Proposed Federal Legislation which would Preserve, Protect and Enhance Parks, Open Spaces, Fish and Wildlife Habitat, Trails and Recreational Facilities.

Motion: Councilor Washington moved to adopt Resolution No. 99-2775.

Seconded: Councilor Atherton seconded the motion.

Councilor Washington deferred to Councilor Atherton, under the normal scheme of things he would have been the carrier for this had it gone to committee.

Councilor Atherton said these were revenues from off-shore gas and oil leases that was a process which began in 1965, was suspended during the 1980's but was very popular and beneficial to the country in purchasing and developing parks throughout the county. This legislation was bi-partisan as discussed at the committee. Also, they discussed the concern that any time they had a distribution of funds from the federal government, their management load had traditionally been quite high. They had taken steps in this measure to reduce that, it followed a model that had been proven with low load costs for the federal government. He urged that Metro send this message and join in support of this reform to bring back the oil and gas revenues to the states and to the localities for parks and greenspaces purchase.

Councilor Washington commended Councilor Atherton. Mr. Ciecko and members of his staff were available to provide any additional information on this. He felt that if the council felt they should draft a letter, that we make sure that we get a copy to our entire congressional delegation back in Washington, DC, signed by all of the councilors. If the council supported this recommendation, a letter would be prepared and drafted so the Council could sign it on Tuesday at the Council/Executive Officer informal meeting. He thought it was an excellent opportunity, and he didn't want to see them lose it. He thanked his committee for their support of this, and the council for suspending the rules to address an issue that would benefit Metro.

Councilor Park asked what the nexus was between offshore drilling and land-acquisition for parks?

Councilor Washington said it was about \$4.5 billion.

Councilor Atherton said we were an automobile using, energy consuming nation, and often we used our autos to get to parks and recreation opportunities, but those facilities also consumed it, so there was a nexus. It was a way of internalizing some of the costs of using petroleum.

Councilor Park asked who would administer the funds and how would they be directed within the state of Oregon.

Councilor Washington said he thought they would be administered through the Department of Fish and Wildlife.

Mr. Ciecko said there were three elements of interest to Metro within this bill, the land and water conservation fund, the urban park and recreation recovery portion, and then the teaming with wildlife portion. The first two portions would be administered by state parks as they had been since the programs were put together back in the 60's. The teaming with wildlife was a new element which would be administered by the Oregon Department of Fish and Wildlife.

Presiding Officer Monroe added that in terms of the nexus, we had people drilling off shore, which often polluted fisheries, the oil then was used to burn in our cars, which polluted the air, and was destructive to the environment. To salve their conscience for all of these bad things the oil companies were providing some of that money to help us with our parks and open spaces and preservation of species.

Councilor Kvistad said frankly, oil and gas leases on the continental shelf were under the control of the federal government, as part of those leases those dollars were available, because why not charge them for leasing if they were going to make a profit.

Councilor Washington closed by thanking the councilors, Mr. Stone, and Mr. Ciecko for the urgency that was been shown and urged an aye vote.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed.

11. COUNCILOR COMMUNICATION

Councilor Atherton addressed a concern about the policy of this agency with regard to public surveys. He asked recently to see if the agency was doing any public survey work and if there was any council policy on it. There was none, to date, but we were doing some survey work. He discussed this with Mr. Warner and other members of the staff. He related his experiences from the city of Lake Oswego and the survey work they did in terms of providing baseline public attitudes, attitudes about very important issues on which they were going to be making decisions. It was never an effort to do market research or to shape any kind of media message. It was important and useful survey work. He was surprised by the benefits from it to his community, but realized that the Metro organization was doing this. Another issue that they should discuss was how we could provide service to local governments that might need questions asked. Could Metro help index or check on the validity of some of their survey work. This was a subject he would like to bring to the council for discussion during one of the informals. He asked that the council discuss it soon, because there was at least one fairly large survey being prepared right now by the agency. The second thing he wanted was to offer a sobering video. It dealt with growth and change, population growth. He thought everyone would be impressed with some of the urgency of the work we did and recognize that the pace of change today was something that nobody had ever experienced before. We couldn't go to our grandparents or parents for advice on this, the pace of change was extraordinary. We must get our institutions up to speed, get ahead of the curve, and deal with these issues before they dealt with us. The video was produced by an organization called Zero Population Growth, it was informative, and the viewers would enjoy it as well as the council.

Presiding Officer Monroe said that the video would be shown after the rest of the councilor communications.

Councilor Washington said he had met with the principles of SFX and Mr. Bergstein concerning the possibility of an amphitheater at Expo. He also went to the Oregonian newspaper while they did a presentation to Mr. Roger Anthony, one of the reporters. He just wanted them to know that the final draft had been signed, all of the legal work, they have gone to the press, he was there and appreciated the opportunity to be invited, because it gave him the opportunity to see how the conversation flowed, and it was in line with everything they shared with the council at our meeting. He thought the story would be in the newspaper tomorrow, and didn't want the council to see it and not know it was coming.

Councilor Park thanked Councilor Washington for being sensitive to the other councilors and their need to know.

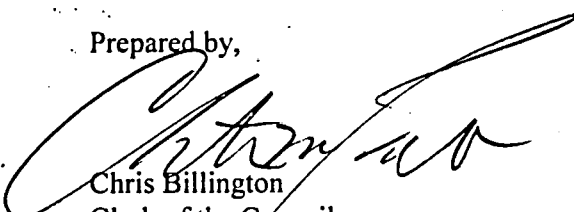
Councilor Kvistad said they probably received a notice from the Urban Lands Institute on an upcoming meeting in Chicago during the first part of June. He suggested that the council might want to consider having someone from this council attend. It tied directly to what the council had been talking about in terms of the way in which we grow and what we were doing with refill, infill, and redevelopment, and what was being done elsewhere. This would tie into the same kinds of things we talked about last week, about the kinds of events we rarely see on the radar screen. He thought these kinds of meetings would be helpful to Metro and whether someone went or not, there may be videos or materials that we might be able to glean from there.

(Video Tape "World Population" by Zero Population Growth)

12. ADJOURN

There being no further business to come before the Metro Council, Presiding Officer Monroe adjourned the meeting at 3:42 p.m.

Prepared by,


Chris Billington
Clerk of the Council

Document Number	Document Date	Document Title	TO/FROM	RES/OR D
050699c-01	May 1999	Purchasing Benchmarks and Opportunities	TO: Metro Council FROM: Alexis Dow, Auditor	
050699c-02	5/4/99	Purchasing Benchmarks and Opportunities Key remarks	TO: Metro Council FROM: Alexis Dow, Auditor	
050699c-03	5/10/99	Testimony of Henry Kane Re: Ordinance No. 99-801	TO: Metro Council FROM: Henry Kane 12077 SW Camden Lane Beaverton, OR 97008	Ord No. 99-801
050699c-04	5/6/99	Pictures of Oxbow Park prior	TO: Metro Council	Res No

to renovation

FROM: Heather
Kent-Nelson Parks
and Greenspaces

99-2763

Agenda Item Number 8.1

Resolution No. 99-2773A, For the Purpose of Approving the Year 10 Annual Waste Reduction Work Plan for Metro and Local Governments.

**Metro Council Meeting
Thursday, May 13, 1999
Council Chamber**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING) RESOLUTION NO. 99-2773-A
THE YEAR 10 ANNUAL WASTE)
REDUCTION WORK PLAN FOR METRO) Introduced by:
AND LOCAL GOVERNMENTS) ~~Mike Burton, Executive Officer~~
) Susan McLain, Metro Councilor, District 4

WHEREAS, The Annual Waste Reduction Work Plan for Metro and Local Governments has been a significant part of the region's waste reduction and recycling programs for the past nine years in order to attain state mandated regional recovery goals (OAR 340-90-050); and

WHEREAS, The Annual Waste Reduction Work Plan serves as an implementation tool for the Regional Solid Waste Management Plan; and

WHEREAS, The Annual Waste Reduction Work Plan continues to be one of the primary mechanisms for Metro and local governments to establish and improve recycling and waste reduction efforts throughout the region; and

WHEREAS, The means of implementing these waste reduction tasks is through the Annual Waste Reduction Work Plan, which is adopted by Metro and local governments and defines the work to be completed by each jurisdiction; and

WHEREAS, A cooperative process for formulating and implementing the Year 10 Annual Waste Reduction Work Plan was used by Metro and local governments and ensures a coordinated regional effort to reduce waste; and

WHEREAS, The Year 10 Annual Waste Reduction Work Plan has been through a public comment period and the plan has been amended to reflect input received during this process; and

WHEREAS, The Year 10 Annual Waste Reduction Work Plan is consistent with and meets the intent of the goals and objectives in the Regional Solid Waste Management Plan; and

WHEREAS, The Annual Waste Reduction Work Plan funding distribution to local governments is ~~a revenue sharing program that is tied~~ to adherence to the plan and satisfactory completion of work plan elements; and

WHEREAS, The Annual Waste Reduction Work Plan grants are funded in the 1999-00 budget; and

WHEREAS, the Year 10 Annual Waste Reduction Work Plan has been reviewed by the Solid Waste Advisory Committee and recommended for Metro Council approval; and

WHEREAS, The resolution was submitted to the Executive Officer for consideration and was forwarded to the Council for approval; now therefore,

BE IT RESOLVED, That the Metro Council approves the Year 10 Annual Waste Reduction Work Plan for Metro and Local Governments (attached hereto as Exhibit "A") and supports increased efforts to reduce waste in the Metro region.

ADOPTED by the Metro Council this _____ day of _____, 1999.

Rod Monroe, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

JE:
SASHARE\VERJCA\WRP\YEAR10.RES
April 7, 1999
May 2, 1999

REGIONAL ENVIRONMENTAL MANAGEMENT COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 99-2773A, FOR THE PURPOSE OF APPROVING THE YEAR 10 ANNUAL WASTE REDUCTION WORK PLAN FOR METRO AND LOCAL GOVERNMENTS

Date: May 6, 1999

Presented by: Councilor McLain

Committee Recommendation: At its May 5 meeting, the Committee considered Resolution No. 99-2773. Councilor McLain proposed to substitute an "A" version of the resolution and the committee voted unanimously to send the amended resolution to the Council with a do pass recommendation. Voting in favor: Councilors McLain and Park and Chair Washington.

Committee Issues/Discussion: Terry Petersen, Interim Regional Environmental Management Director presented the staff report. He explained that the resolution would adopt a Year 10 recycling and waste reduction work plan for Metro and our local partners. He also noted that Councilor McLain had worked with staff to develop a revised resolution that does not affect the Year 10 plan but proposes a revised planning process and a more focused approach for developing a plan for Year 11.

Councilor McLain proposed the substitution of an "A" version of the resolution and Exhibit A. She noted that in recent years the historic increases in the region's recycling rate had come to a halt. She noted that, if the region is to reach its adopted recycling goals that it is time to explore new approaches to recycling of more difficult wastestreams. She reviewed the single change in the resolution (the elimination of the phrase "a revenue sharing program that is"). She noted that the intent of the change is to place a greater emphasis on the development of new approaches to recycling rather than simply funding existing mature recycling programs such as the curbside program.

Councilor McLain and Mr. Peterson noted that the changes in Exhibit A would significantly alter the planning process and nature of the plan for Year 11. The intent will be to have the Council, staff and our local partners develop a new plan that focuses on a more limited number of new recycling approaches, avoids redundancy and duplication and provides mechanisms for measuring the success of the new programs.

Councilor Park noted that Councilor McLain appears to significantly change the focus of the program from revenue sharing to plan compliance. Councilor McLain responded that historically a general revenue sharing was appropriate because a broad spectrum of new programs were being initiated and the money was needed to assist our local partners with starting all of these efforts. But, she noted, now many of these programs have matured or been completed. These programs addressed the easily recycled portions of the wastestream and now new approaches need to be developed to address the more difficult portions of the wastestream.

Councilor Park asked if our local partners were OK with the proposed changes. Mr. Peterson indicated that he believed they were supportive.

Councilor Monroe noted that elements of the changes in the program could be reviewed as part of the Council's review of the REM budget related to Change Order 8.

EXECUTIVE SUMMARY
YEAR 10 ANNUAL WASTE REDUCTION PLAN FOR LOCAL GOVERNMENTS
Resolution No. 99-2773-A

PROPOSED ACTION

- Recommend that Metro Council pass Resolution No. 99-2773-A, which approves the FY 1999-00 (Year 10) Annual Framework for local government waste reduction and recycling activities. These activities assist with the implementation of the Regional Solid Waste Management Plan (RSWMP).

WHY NECESSARY/DESCRIPTION

- The annual plan process is one of the primary mechanisms for Metro and local governments to achieve the region's recycling and waste reduction goals set forth by the RSWMP.
- The Framework creates a regional standard to ensure that coordinated and cohesive programs are offered to the Region's residents.
- The Annual Work Plan lists the tasks to be completed by local jurisdictions under the program in order to receive funding assistance.

ISSUES

- Year 10 (1999-00) will be the final year for this particular plan framework format.
- The recent State of the Plan Report pointed to the need to shift focus towards improving commercial, construction & demolition and organic waste programs in order to reach our regional waste reduction and recycling goals.
- Although the planning window was too narrow to make radical changes for this current planning cycle, some small format and focus area changes have been made to the framework.
- REM staff have committed to begin the process to make substantive and meaningful changes in the annual planning process, which will be reflected in the Year 11 Framework.
- The need to maintain existing programs while implementing aggressive new initiatives are the two primary factors that motivate the move to a new approach.
- Local government and Metro solid waste managers have convened to provide a stronger and narrowed focus for future waste reduction and recycling programs that will be reflected in future planning cycles.

BUDGET/FINANCIAL IMPACTS

- A total of \$784,200 is proposed for this program in the FY 1999-2000 budget.

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 99-2773-A FOR THE PURPOSE OF APPROVING THE YEAR 10 ANNUAL WASTE REDUCTION WORK PLAN FOR METRO AND LOCAL GOVERNMENTS.

Date: May 5, 1999

Presented by: Terry Petersen
Meg Lynch
Jennifer Erickson

PROPOSED ACTION

Adopt Resolution No. 99-2773-A

FACTUAL BACKGROUND AND ANALYSIS

History:

The Annual Waste Reduction Program was established in 1990 to provide local governments with funding assistance needed to implement recycling and waste reduction activities within their jurisdiction. These activities are integral in helping the region meet the objectives of the Regional Solid Waste Management Plan (RSWMP) and State Law.

Through this and other programs, Metro and local governments have worked together to provide single and multi-family residential recycling services, yard debris collection, home composting education, waste reduction consultations to businesses, in-school programs for students and teachers, public outreach and education, and many other valuable programs and services.

The Annual Waste Reduction Plan submitted here represents the final year in which this approach will be followed for local government waste reduction planning. The changes described in the section below, "A Transition Year for the Annual Waste Reduction Framework Plan," represents a commitment by REM staff to begin the process to make substantive and meaningful changes in the annual planning process, which will be reflected in the Year 11 framework plan.

Framework:

The RSWMP provides the larger long-term framework for the region's solid waste and recycling infrastructure. The Annual Waste Reduction Implementation Plan is one of many important planning and implementation tools for achieving the goals set forth by the Regional Plan.

The 1999-00 Annual Waste Reduction Program Funds will assist local governments defray the cost of both new and existing waste reduction and recycling programs as required by the RSWMP. The annual work plan which lists the tasks to be completed under the program was developed collaboratively with seven local government recycling coordinators representing the twenty-seven jurisdictions in the region, Metro staff, Department of Environmental Quality (DEQ) representatives, Solid Waste Advisory Committee (SWAC), businesses and citizens. The format allows jurisdictions to develop and implement programs based on local circumstances

while meeting the intent of the Regional Solid Waste Management Plan goals and objectives. The Plan framework has been through a public comment period. Input was from a member of the Metro Council Regional Environmental Management Committee (REM Com). These comments are reflected in the section below, "A Transition Year for the Annual Waste Reduction Framework Plan," and in Exhibit "A" to Resolution 99-2773-A "Year 10 Annual Waste Reduction Plan Task Framework."

The annual work plan framework comes directly from the RSWMP recommended practices. In addition to these recommended practices, there are other supporting programs that are not specifically listed in the RSWMP but are important ongoing implementation programs that provide a valuable contribution to the RSWMP goals. As with the RSWMP, the Annual Plan recognizes the need for local flexibility in implementing programs.

Approval Process:

The review committee will meet with local governments at their request throughout the year to review status and assist with amendment of work plans if necessary. At the end of FY 1999-00, local governments will submit a final program report which describes how they have accomplished their planned work items. The same Metro committee will review these reports. If any work plan items were not completed or were found to be deficient, the committee will meet with the local government to determine the cause and appropriate action to allow the problem to be remedied. Penalties may be applied if other options for resolution are exhausted.

A Transition Year for the Annual Waste Reduction Framework Plan:

Although the annual planning framework intentionally follows the recommend practices in the Regional Solid Waste Management Plan, substantial changes are needed to focus resources and increase the region's recovery rate. The current planning approach embraces too many disparate activities, at the expense of a focused approach to waste reduction. The annual plan has become too broad-based, causing resources to be diluted over an extensive range of new tasks, as well as ongoing maintenance and improvement of established programs.

The recent State of the Plan Report for the Regional Solid Waste Management Plan, which evaluated the region's progress toward its waste reduction goals, lends credence to a new approach to cooperative waste reduction planning in the region. Two primary factors motivate the move to a new approach:

1. The need to maintain existing programs:
 - Most local governments' efforts are dedicated to managing the waste reduction programs that have been implemented over the past several years, leaving the local governments with few remaining resources for significant new initiatives.
 - Declining tip fees in the Metro region have reduced the economic incentive to recover materials for recycling and composting.
2. The need for new initiatives:
 - The recovery rate for the region has stalled, at about 42 percent.
 - The easily picked low-hanging fruit in the waste stream has been recovered. Progress in retrieving additional recoverable materials will be much more difficult and more costly.

- Waste generation, fueled by a strong regional economy, has grown significantly, which means that, to meet our waste reduction goals, even higher amounts of recyclable and compostable materials must be diverted from disposal.
- Recovery from the commercial, organics, and construction and demolition sectors is lagging behind the residential sector, where recovery is strong and steady.
- Declining tip fees further complicate the recovery of materials from lagging sectors.

The objectives of the new approach to waste reduction planning are:

- To develop a new approach to the waste reduction planning process that results in unified, measurable, accountable and targeted work plans for local governments and Metro, while eliminating program redundancies.
- To provide ongoing financial support for existing waste reduction programs, in order to maintain existing programs.
- To develop new recovery initiatives:
 - Increase regional recovery by concentrating on lagging sectors (commercial, organics, and construction and demolition), while continuing to support existing strong recovery from the residential sector.
 - Identify areas within these lagging sectors on which to focus cooperative waste reduction activities.
 - Identify emerging issues in waste reduction planning that may need special attention – e.g., co-collection.

To develop this new approach to waste reduction planning, a regional planning work group will be convened, comprised of Metro staff, local governments, Metro Council and other affected stakeholders, with the explicit purpose of developing both a new annual planning process and the framework for Year 11 waste reduction activities. (If necessary or desirable, the work group may be further divided into topical subgroups.) The tasks to be accomplished by this regional planning group include:

- Integrating the results of State of the Regional Solid Waste Management Plan Report, DEQ Waste Composition Study and other recycling and solid waste data and studies.
- Assessing ongoing waste reduction efforts and resources and identifying new regional waste reduction initiatives, while avoiding program redundancies.
- Addressing the roles and responsibilities of participating governments (local and Metro).
- Identifying measurable outcomes.
- Determining the resources required for ongoing programs, new initiatives and measurement/reporting activities.
- Developing and presenting draft and recommended options to Metro Council and other affected stakeholders. (The intent is to develop and present at least three draft versions.)

An example of the targeted approach

If the planning work group identified the commercial waste paper stream as a promising area to target for additional recovery, a series of recommended options would be developed. In this example, potential new options and initiatives might include the collection of commercially generated paper in a commingled fashion (subject, of course, to marketability); the provision of desk-side paper recycling containers to businesses throughout the region; or the implementation of an outreach effort focused on high-volume generators of scrap paper.

Regional Solid Waste Advisory Committee Recommendation:

The Solid Waste Advisory Committee reviewed the Year 10 Annual Work Plan, has approved changes as described above and as reflected in the "A" version of the resolution, and has recommended that the amended Resolution No. 99-2773-A be forwarded to the Metro Council for approval.

BUDGET IMPACT

A total of \$784,200 has been proposed in the FY 1999-2000 budget for this program.

EXECUTIVE OFFICER RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 99-2773-A.

\\METRO\REMASHARE\ERICA\WRP\yr10stf.rpt.rtf

May 3, 1999

YEAR 10 ANNUAL WASTE REDUCTION PLAN TASK FRAMEWORK

May 5, 1999

Prologue: The following 1999-2000 Local Government and Metro waste reduction plan framework was developed based on the recommended solid waste practices as listed in the Regional Solid Waste Management Plan (RSWMP).

Tasks implemented by the local jurisdictions are designed to build on the foundation of the RSWMP and contribute to the accomplishment of the regional waste reduction goals. As defined in the plan, local jurisdictions will all contribute to local and regional monitoring, measurement and evaluation of specific programs as well as the measurement and evaluation efforts for the overall solid waste system.

Some of the important intergovernmental coordination efforts that the local governments, Metro and hauler representatives undertake are not specifically addressed in the task list, but are a vital component leading to the successful implementation of the region's waste reduction and recycling programs. Representatives from Metro and local governments meet on a regularly scheduled basis in two work groups to plan programs and coordinate approaches to reduce duplication of effort and to create consistent programs to serve the region's citizens. The two primary work groups are the Local Government Recycling Coordinators and the Commercial Work Group. Both groups have spent considerable time and effort developing and implementing this and past year's programs. Other groups are formed on an ad hoc basis to address particular projects as they arise.

As with the RSWMP, the annual plan provides for a certain degree of local flexibility in the implementation and measurement methods used by local governments to complete tasks. Each local jurisdiction, through completed annual plans, details their own implementation methods that reflect progress toward local and regional goals. Individual jurisdictions' measurement methods will be combined into a regional framework to provide overall measures of the system as a whole.

A Transition Year for the Annual Waste Reduction Plan Task Framework: The Annual Waste Reduction Plan submitted here represents the final year in which this approach will be followed for local government waste reduction planning. The changes described in this section represent a commitment by REM staff to begin the process to make substantive and meaningful changes in the annual planning process, which will be reflected in the Year 11 framework plan.

Although the annual planning framework intentionally follows the recommend practices in the Regional Solid Waste Management Plan, substantial changes are needed to focus resources and increase the region's recovery rate. The current planning approach embraces too many disparate activities, at the expense of a focused approach to waste reduction. The annual plan has become too broad-based, causing resources to be diluted

over an extensive range of new tasks, as well as ongoing maintenance and improvement of established programs.

The recent State of the Plan Report for the Regional Solid Waste Management Plan, which evaluated the region's progress toward its waste reduction goals, lends credence to a new approach to cooperative waste reduction planning in the region. Two primary factors motivate the move to a new approach:

1. The need to maintain existing programs:

- Most local governments' efforts are dedicated to managing the waste reduction programs that have been implemented over the past several years, leaving the local governments with few remaining resources for significant new initiatives.
- Declining tip fees in the Metro region have reduced the economic incentive to recover materials for recycling and composting.

2. The need for new initiatives:

- The recovery rate for the region has stalled, at about 42 percent.
- The easily picked low-hanging fruit in the waste stream has been recovered. Progress in retrieving additional recoverable materials will be much more difficult and more costly.
- Waste generation, fueled by a strong regional economy, has grown significantly, which means that, to meet our waste reduction goals, even higher amounts of recyclable and compostable materials must be diverted from disposal.
- Recovery from the commercial, organics, and construction and demolition sectors is lagging behind the residential sector, where recovery is strong and steady.
- Declining tip fees further complicate the recovery of materials from lagging sectors.

The objectives of the new approach to waste reduction planning are:

- To develop a new approach to the waste reduction planning process that results in unified, measurable, accountable and targeted work plans for local governments and Metro, while eliminating program redundancies.
- To provide ongoing financial support for existing waste reduction programs, in order to maintain existing programs.
- To develop new recovery initiatives:
 - Increase regional recovery by concentrating on lagging sectors (commercial, organics, and construction and demolition), while continuing to support existing strong recovery from the residential sector.
 - Identify areas within these lagging sectors on which to focus cooperative waste reduction activities.
 - Identify emerging issues in waste reduction planning that may need special attention – e.g., co-collection.

To develop this new approach to waste reduction planning, a regional planning work group will be convened, comprised of Metro staff, local governments, Metro Council and other affected stakeholders, with the explicit purpose of developing both a new annual planning process and the framework for Year 11 waste reduction activities. (If necessary or desirable, the work group may be further divided into topical subgroups.) The tasks to be accomplished by this regional planning group include:

- Integrating the results of State of the Regional Solid Waste Management Plan Report, DEQ Waste Composition Study and other recycling and solid waste data and studies.
- Assessing ongoing waste reduction efforts and resources and identifying new regional waste reduction initiatives, while avoiding program redundancies.
- Addressing the roles and responsibilities of participating governments (local and Metro).
- Identifying measurable outcomes.
- Determining the resources required for ongoing programs, new initiatives and measurement/reporting activities.
- Developing and presenting draft and recommended options to Metro Council and other affected stakeholders. (The intent is to develop and present at least three draft versions.)

An example of the targeted approach

If the planning work group identified the commercial waste paper stream as a promising area to target for additional recovery, a series of recommended options would be developed. In this example, potential new options and initiatives might include the collection of commercially generated paper in a commingled fashion (subject, of course, to marketability); the provision of desk-side paper recycling containers to businesses throughout the region; or the implementation of an outreach effort focused on high-volume generators of scrap paper.

Compliance with State Law: All local jurisdictions will continue to be required to comply with all provisions set forth in State Law (OAR 340-90-040) in addition to the tasks listed in the RSWMP. Metro will continue to be the reporting agency for the region's three county area.

Annual Work Plan Development and Approval Process: The public input process and program plan development schedule are incorporated into the Year 10 Annual Plan as Attachment A.

Alternative Practices:

Alternative practices are defined as solid waste management programs or services that are proposed by a local government as an "alternative" to a "recommended practice" in the Regional Solid Waste Management Plan. An alternative practice must demonstrate the same level of expected performance as the recommended practice. Alternative practices

allow for local government flexibility in meeting the RSWMP's objective. The specific application, evaluation and approval criteria for alternative practices has been developed and is included with this document as Attachment B.

Regional Benchmarks

Regional benchmarks are designed to give precise and reliable indicators of system trends that reflect the net effects of all factors that influence the system, including recommended practices. Recommended practices were designed to identify areas of regional interest, set expectations regarding what can be accomplished, and provide a strategy or approach that can also serve as the basis of an alternative practice. The programs and tasks outlined in this plan are based on the recommended practices set forth in the RSWMP.

Three groups of regional benchmarks - system, facility and disposal benchmarks - each containing several quantifiable measures, will track performance of the solid waste system under RSWMP. These benchmarks are listed in the attached table 9.3 from the RSWMP. The expected performance of the recommended practices by the year 2000 and 2005 is shown in the attached table 9.2a and 9.2b from the RSWMP respectively. Each column in the center section of the tables represents a recommended practice, with tonnage impacts on each generator and material type indicated. The tonnages are the amounts of waste that would have been disposed in the absence of the recommended practices. Accordingly, they are shown as reductions in disposal or landfilled quantities.

Annual Plan Format:

Some changes to the format of the framework have been made for Year 10. In previous years, all of the recommended practices were listed and local governments were required to provide detailed information on ongoing as well as new or changed program areas. For the 1999-2000 program year, most recommended practices are listed in a table format with check-off boxes for each task. All fully-implemented and ongoing programs need only be noted as continuing, with narrative required only if changes to the ongoing programs will be made during 1999-2000. Local jurisdictions are expected to continue maintaining implemented recommended practices and services as noted in the Regional Solid Waste Management Plan.

Certain program areas or recommended practices have either 1999-2000 key dates associated with them or they have been identified as areas of regional interest for this particular program year. For the Year 10 program cycle, commercial waste prevention and recycling, organic waste programs, and construction and demolition waste are the areas of focus. These tasks require that more detailed program planning and implementation detail be presented in the annual plans submitted to Metro.

Please fill in information requested in the tables below each local government priority task. Under the Metro priority tasks that note local government assistance, please acknowledge whether or not your jurisdiction will be assisting with these practices. If not, please provide an explanation of your reasons.

I. RESIDENTIAL WASTE PREVENTION PRACTICES

1. Education and Information for Waste Prevention

Local Government Priority Tasks:

Continue to emphasize waste prevention in local public education programs. (M to assist)

Date First Implemented	1999-2000 Ongoing? (Yes/No)	1999-2000 Program Changes

Metro Priority Tasks:

- a) Design and implement annual regional media campaigns focused on waste prevention. *Fall 1999 regional outreach campaign will combine waste prevention and recycling message.* (LG to assist)
- b) Continue with "Earth-Wise" purchasing and waste prevention programs focused on households. (LG to assist)
- c) Continue to provide educational and promotional resources and materials to encourage the purchase of recycled products. (LG to assist)

2. Expand Home Composting

Local Government Priority Tasks:

- a) Continue to promote home composting and Metro home composting workshops. (LG to lead local promotion of home composting in general and assist in promoting Metro's workshops)

Date First Implemented	1999-2000 Ongoing? (Yes/No)	1999-2000 Program Changes

Metro Priority Tasks:

- a) Continue to provide home composting workshops in the Spring and Fall. (LG to assist)
- b) Maintain demonstration sites to serve all areas of the region. (LG to assist)

- c) Continue bin distribution program if appropriate and necessary.

3. Expand and Increase Participation in Existing Residential Curbside Programs

Local Government Priority Tasks:

- a) Expand and increase participation in existing residential recycling programs annually. (improve performance of existing recycling services or add materials to curbside collection programs)

Date First Implemented	1999-2000 Ongoing? (Yes/No)	1999-2000 Program Changes

- b) Monitor multifamily recycling service availability to maintain provision of collection services for at least four materials at the 85% completion level. Provide information to Metro in order to update database as needed. (M to assist)

Date First Implemented	1999-2000 Ongoing? (Yes/No)	1999-2000 Program Changes

- c) Regional education and promotion campaigns to support single and multifamily curbside recycling. *Fall 1999 regional outreach campaign will combine waste prevention and recycling message.* (M to assist).

Date First Implemented	1999-2000 Ongoing? (Yes/No)	1999-2000 Program Changes

Metro Priority Tasks:

- a) If need is determined by the results of the DEQ Waste Composition Study, develop programs that target the reduction of yard debris in self-haul loads at disposal facilities. (LG to assist).
- b) Regional education and promotion campaigns to support single and multifamily curbside recycling. *Fall 1999 regional outreach campaign will combine waste prevention and recycling message.* (LG to assist).

- c) Assess scrap paper markets 1999-00. (LG to assist).

4. Develop New Collection Technologies

Local Government Priority Tasks:

- a) Continue to investigate and examine new opportunities in collection technology (e.g., co-collection, alternative schedules, selective commingling, weight-based rates). (M to assist)

Date First Implemented	1999-2000 Ongoing? (Yes/No)	1999-2000 Program Changes

Metro Priority Tasks:

- a) Research the strength of markets and market capacity for materials that might be added to curbside programs as local conditions require. (LG to assist).
- b) Assist local governments in the examination of new collection technologies as local conditions require.

II. BUSINESS WASTE REDUCTION PRACTICES

NOTE: The recommendations forthcoming from the State of the Regional Solid Waste Management Plan Report as well as the Commercial Waste Assessment currently being conducted in the region may significantly impact the tasks listed below.

1. Waste Prevention and Recycling Education, Information and Market Development

Local Government Priority Tasks:

- a) Waste prevention, diversion and procurement evaluations will be conducted with a goal of reaching 80% of targeted businesses by 2000.
TARGET: 100% of goal by July 2000.

- b) Assist with regional media campaign design and development. Apply messages locally.

Metro Priority Tasks:

- a) Model waste prevention programs developed for different types of businesses. Update existing materials and consider adding additional business sectors (LG to assist).
TARGET: 45% of targets by July 2000.

- b) Regional and local media campaigns emphasizing waste prevention (LG to assist with regional effort and lead local efforts).

TARGET: Regional media campaign planned for Spring 2000.

- c) "Earth-Wise" programs including promotion campaigns, model procurement policies and recycled product guides. Annual updates and publication of guides, targeted promotions.
- d) Continue to provide technical or financial assistance to processors or end users of recycled materials.
- e) Education efforts developed to stress reduction in over-packaging. Promote development of sustainable resource management. (inform consumer of full costs of product).

2. Expand Source Separated Recycling

Local Government Priority Tasks:

- a) Collection of paper (newspaper, corrugated cardboard, high-grade office paper, and scrap paper) and containers (glass, steel, aluminum, PET & HDPE) from businesses. For businesses that do not dispose of significant quantities of paper and containers, the most prevalently disposed recyclable materials (e.g. scrap metals, wood, yard debris, or plastic film) will be collected.

TARGET: 100% of businesses by January 2000.

- b) Appropriate recycling containers provided to small businesses.

TARGET: 100% by January 2000

- c) Continue business recycling recognition programs (i.e., BRAG program) (M to assist).
- d) Report to Metro on the percent of customers who recycle through their regulated solid waste hauler. Include 1999 target and any findings related to success or failure, and any proposed changes the current approach.

TARGET: Restate initial targets and provide feedback on progress.

Metro Priority Tasks:

- a) Assist with and support promotion of BRAG program on a regional level.
- b) Coordinate strategy to integrate waste evaluations, targeted generator studies and business organic processing efforts in order to accomplish the highest level of waste reduction (LG to assist).
- c) Conduct a comprehensive commercial measurement study to assist in local and regional planning efforts. (LG to assist)

3. Collection and Off-Site Recovery of Source Separated Food and Non-Recyclable Paper

NOTE: *The feasibility of implementing an organics recovery program will be determined by a cooperative regional planning effort to begin in Spring/Summer 1999. The results of this effort will determine future actions in this arena.*

Local Government Priority Tasks:

- a) Develop organic waste collection systems from larger generators (M to assist). Implementation is contingent upon development of regional processing capacity.

Metro Priority Tasks:

- a) Develop strategies to encourage siting of processing facilities for organic waste (LG to assist).
- b) Increase efforts in the area of waste prevention, donation, and community partnerships for organic waste generators (LG to assist).

4. Regional Processing Facilities for Mixed Dry Waste

Local Government Priority Tasks:

- a) Local governments to assist with Metro tasks listed below.

Metro Priority Tasks:

- a) Analyze waste composition data to determine if marketable materials are present in recoverable quantities at processing facilities.
- b) Examine factors that affect post-collection recovery, including System Fee Credits, waste composition and source separation programs.
- c) Analyze the transfer station service plan to determine if the western part of the Metro region needs additional post collection recovery.

III. BUILDING INDUSTRIES WASTE REDUCTION PRACTICES

NOTE: *The 1998 Building Industries/Construction and Demolition Debris Generator Study showed the need to target technical and education programs to specific subsectors of the construction industry. This and other findings from this study should be taken into account in creating Year 10 work plans.*

1. Develop Targeted Technical and Educational Programs

Local Government Priority Tasks:

- a) Conduct on-site audits designed for increasing waste prevention and recycling (LG to identify sites, Metro to assist with evaluations and training).

Metro Priority Tasks:

- a) Using existing building industry associations and networks including "Earth Wise Building Alliance", provide technical assistance and train builders about salvage, waste reduction, recycling, buy-recycled and other environmental building practices (LG to assist). Maintain system after June 1998.
- b) Conduct on-site audits at construction and demolition sites to promote waste prevention (LG to assist)
- c) Provide educational tools and training to local governments.

2. On-Site Source Separation of Recyclables at Construction and Demolition Sites

Local Government Priority Tasks:

- a) Assure the availability of on-site services for two or more materials and ensure that generators requesting hauling services for construction and demolition sites are offered these services.
- b) Promotion of and education about on-site recycling collection services. To be coordinated with task *a.* above.

Metro Priority Tasks:

- a) Develop educational materials that target new recoverable materials for source separation when markets are available (LG to assist). Materials to be developed by July 1999, implement FY 99-00 contingent upon favorable markets.

3. Develop Markets to Support Reuse and Recycling rather than Energy Recovery

Local Government Priority Tasks:

- a) Local governments to assist with Metro tasks listed below.

Metro Priority Tasks:

- a) Support salvage practices and markets for reused building materials. Monitor private sector progress in the use of salvaged building materials.
- b) Support development of industries using recycled construction and demolition materials.

4. Develop Regional Dry Waste Processing Facilities for Waste from Sites Where Separation and Collection of Recyclables is Not Possible

Local Government Priority Tasks:

- a) Local governments to assist with Metro tasks listed below.

Metro Priority Tasks:

- a) Analyze waste composition data to determine in marketable materials are present in recoverable quantities at processing facilities.
- b) Examine factors that affect post-collection recovery, including System Fee Credits, waste composition and source separation programs.
- c) Analyze the transfer station service plan to determine if the western part of the Metro region needs additional post-collection recovery.

**IV. SOLID WASTE FACILITIES AND SERVICES:
REGULATION AND SITING**

Local Government Priority Tasks:

- a) Local governments to assist with Metro tasks listed below.

Metro Priority Tasks:

- a) Continue to implement composting facility franchise and licensing program and facility oversight.
- b) Continue assistance and active participation in local government siting and zoning code development and revision process.

**V. SOLID WASTE FACILITIES AND SERVICES:
TRANSFER AND DISPOSAL SYSTEM**

Note: Specific recommendations will be developed after the service plan has been completed in Summer 1999.

**VI. SOLID WASTE FACILITIES AND SERVICES:
HOUSEHOLD HAZARDOUS WASTE MANAGEMENT**

NOTE: During fiscal year 1998-99, Metro will be coordinating a household hazardous waste planning process which will include the revision of the RSWMP chapter on Hazardous Waste. This process will result in changes to the following 1999-00 work areas and tasks

1. Continue to Provide Hazardous Waste Collection, Recycling and Disposal

Local Government Priority Tasks:

- a) Promote household hazardous waste prevention and reduction through adult and school education programs (cooperative with Metro).

Date First Implemented	1999-2000 Ongoing? (Yes/No)	1999-2000 Program Changes

- b) Promote the use of Metro's two permanent household hazardous waste collection facilities.

Date First Implemented	1999-2000 Ongoing? (Yes/No)	1999-2000 Program Changes

- c) Assist in the siting and staffing of household hazardous waste mobile collection events in your jurisdiction. Annually as needed.

Metro Priority Tasks:

- a) Continue to provide hazardous waste collection, recycling and disposal services to the region's households and conditionally exempt commercial generators at Metro South and Metro Central transfer stations.
- b) Promote household hazardous waste prevention and reduction through adult and school education programs (cooperative with LG).
- c) Promote existing facilities to increase the number of customers served in total and by geographic regions.
- d) Provide service to outlying areas not conveniently served by permanent household hazardous waste collection facilities. LG to assist in identifying areas of need, staffing, and siting of mobile collection events.

VII. ADDITIONAL OR ONGOING LOCAL GOVERNMENT PROGRAMS OR TASKS

Please provide a description of any additional or ongoing waste reduction and recycling programs implemented in your jurisdiction that have not been mentioned earlier in this plan. If any of these tasks or programs are being changed during fiscal year 1999-00, please explain the changes that will take place and how they will impact local and regional waste reduction efforts.

Ongoing or Existing Local Government Programs and Tasks			
Program/Task	1999-00 with no changes (✓)	1999-00 with change (✓)	Explanation of program/task change during 1999-00.

Attachment A
Annual Work Plan - Development and Approval Process
Alternative Practices - Application, Review and Approval Process

Timeline	Annual Work Plan Process	Alternative Practice Process
ANNUAL WORK PLAN PHASE		
The Annual Work Plan phase is the time when Metro and local governments, using the Regional Solid Waste Management Plan as a guide, determine the general types of activities that will be implemented in the upcoming fiscal year (July 1 through June 30).		
November	Draft developed by Metro and local govt. staff for the upcoming fiscal year period	Local governments are encouraged to share plans about alternative practices with Metro as early in the planning process as possible, especially if the proposed alternative is a major departure from one or more recommended practices.
December/ January February →	Regional public involvement Public Comment and Metro SWAC review of draft and final RECom Work session on draft RECom public hearing on final	
February/March	Council approval process Metro Council consideration and adoption	
ANNUAL IMPLEMENTATION PLAN PHASE		
The implementation planning phase is the time when Metro and each local government develop specific programs, projects and activities for the upcoming fiscal year (July 1 through June 30). This process is timed to coincide with government budget schedules.		
Feb. 1 to May 1	Details developed by Metro and local government staff that are consistent with the general Annual Work Plan framework.	Alternative practices developed by local governments
Feb. 1 to May 1	Local and Regional Public Involvement Local SWAC and other public involvement Metro budget hearings Local government budget hearings, Other	Local governments work with local solid waste advisory committees to develop implementation details, including alternative practices.
May 1		Deadline - Alternative Practice Concept Submitted by local government to the REM Director.
May 1 - 31		Alternative Practice Concept Considered and Approved by REM Director. The Director may seek the advice of the regional Solid Waste Advisory Committee regarding the alternative practice during this time. Alternative Practices made available for public comment. **
June 1	Implementation Plans Due to Metro from local governments Public Comment on Implementation Plans *	Alternative Practice Details Due to Metro from local governments as part of the detailed annual work plan.
PLAN IMPLEMENTATION		
July 1	Start of Fiscal Year - Implementation begins	Implementation begins
Nov. 30	Intergovernmental agreements for grant funding approved and funds distributed to local governments	
PROGRESS REPORTING		
Aug. 1	Local govt. progress reports due to Metro for previous fiscal year period	Reports will include information about how alternative practices are performing
Nov. 30	Metro publishes annual "State of the Regional Solid Waste Management Plan" status report for the previous fiscal year period	Metro's report will include information about how alternative practices are performing

RECom - Metro Council Subcommittee, the Regional Environmental Management Committee
SWAC - Solid Waste Advisory Committee

* Interested persons will be notified that implementation plans are available for comment before final approval. See the next page for a description of that process.

** Interested persons will be notified that Alternative Practices are available for comment before final approval.

Attachment B

Alternative Practices Application, Review & Approval Process

Background

An "alternative practice" is a solid waste management program or service that is proposed by a local government as an alternative to one or more of the recommended practices stated in the Regional Solid Waste Management Plan (RSWMP). The purpose of this appendix is to provide clarification about the intent of alternative practices and to describe a process by which they will be reviewed and approved.

Intent of Alternative Practices

- They should focus on the strategy underlying the recommended practices
- Perform at same level or better than the recommended practice it is intended to replace
- Allow for local flexibility in programs and services
- Remove barriers to better, innovative approaches
- Be approved using a simple, administrative process

At what point does an approach become an "alternative"?

- If the local practice is a departure from the concept described in the RSWMP
- If the local practice represents a change in the solid waste management hierarchy (e.g., a move from source-separation and recycling to recovery)
- If the local practice diverts substantially from the annual work plan "line item" framework elements

Process for application and review of an Alternative Practice

- Local governments requesting an alternative practice will submit, for the REM Director's approval, a proposal that demonstrates how the alternative will perform at the same level as the recommended practice.
- If the proposed alternative is a major departure from the recommended practice, the local government is encouraged to submit its proposal to the REM Director as early in the annual plan development cycle as possible.
- To demonstrate the same level of performance, the proposal for an alternative practice should address, as appropriate, the following criteria:
 - . Estimated participation levels
 - . Estimated amount of waste that will be prevented, recycled, recovered, or disposed
 - . Consistency with the waste reduction hierarchy and source separation priority
 - . Economic and technical feasibility
 - . Estimated impact on other waste reduction activities
- The REM Director will consider and may approve the proposal based on the criteria listed above.

Annual Work Plan - Development and Approval Process
Public Input Process for Metro and Local Government Implementation Plans

1. The following steps will determine the development and approval of Local Government Waste Reduction Implementation Plans.
2. Annual Waste Reduction Implementation Plans are received by Metro from local governments on June 1, 1999.
3. Metro staff review of plans submitted and notice to interested parties that plans may be reviewed and comments submitted (2 week time-frame).
4. Metro staff will compile both Metro comments and any public comments received.
5. Metro and local government staff will meet to review all comments submitted.
6. Metro and local governments will decide if any comments received warrant changes to the plans.
7. Metro will approve local government plans, as modified through steps 1) through 5) above, within two weeks of meeting with the local governments.

Analysis and consideration of public comments on local government implementation plans received by Metro is an administrative process. Local implementation plans will not be subject to Metro Council, local Council or Commission approval. Public comments are advisory only and may not result in changes to the local government annual implementation plans.

Agenda Item Number 8.2

Resolution No. 99-2774, To Waive the Metro Urban Growth Boundary Annual Filing Deadline for NSP Development Inc. and Beaverton School District No. 48J Locational Adjustment Petitions in Washington County.

**Metro Council Meeting
Thursday, May 13, 1999
Council Chamber**

BEFORE THE METRO COUNCIL

TO WAIVE THE METRO URBAN GROWTH) RESOLUTION NO. 99-2774
BOUNDARY ANNUAL FILING DEADLINE)
FOR NSP DEVELOPMENT, INC. AND)
BEAVERTON SCHOOL DISTRICT NO. 48J)
LOCATIONAL ADJUSTMENT PETITIONS)
IN WASHINGTON COUNTY) Introduced by Councilor Jon Kvistad

WHEREAS, NSP Development, Inc. and Beaverton School District No. 48J filed locational adjustment petitions prior to the annual deadline, March 15, 1999, to amend the Urban Growth Boundary (UGB) for 12 acres and 20 acres, respectively, in Washington County; and

WHEREAS, The petitions were found to be incomplete as of April 7, 1999, including the lack of a statement by the Washington County Board of Commissioners regarding the petition as required by the Metro Code; and

WHEREAS, The petitioners were unable to complete three items as of April 7, 1999, including a formal statement from the Washington County Board of Commissioners by the April 7, 1999, review deadline allowed by the Metro Code; and

WHEREAS, The petitioners have requested in writing that the Metro Council withhold action on their petitions until Washington County is able to review the proposals and issue a statement regarding the petitions, now, therefore,

BE IT RESOLVED,

1. A waiver for filing the proposed locational adjustment petitions for NSP Development, Inc. and the Beaverton School District No. 48J is hereby granted.

2. The new deadline for completion of these petitions is hereby established as one week after the Washington County Board of Commissioners render a decision on the petitions or until October 1, 1999, whichever is first.

3. If the petition is not completed by the deadline as specified in item 2 above, then it shall be considered inactive and withdrawn.

ADOPTED by the Metro Council this ____ day of _____, 1999.

Rod Monroe, Presiding Officer

ATTEST:

Approved as to Form:

Recording Secretary

Daniel B. Cooper, General Counsel

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 99-2774 TO WAIVE THE METRO URBAN GROWTH BOUNDARY ANNUAL FILING DEADLINE FOR NSP DEVELOPMENT, INC. AND BEAVERTON SCHOOL DISTRICT NO. 48J LOCATIONAL ADJUSTMENT PETITIONS IN WASHINGTON COUNTY

Date: April 26, 1999

Presented by: Councilor Jon Kvistad

Proposed Action

Resolution No. 99-2774 waives the filing deadline for a locational adjustment to the UGB for NSP Development, Inc. and the Beaverton School District No. 48J (petitioners). This action would allow the petitioners additional time to submit the required materials, which includes written statements from the governing body, Washington County, as required by the Metro Code for locational adjustments, thus completing their petitions.

Factual Background and Analysis

The petitioners submitted separate locational adjustment petitions by the deadline date of March 15, 1999, for land within Washington County. NSP Development, Inc.'s petition is for 12 acres south of Hwy 99 adjacent to the City of Sherwood. The Beaverton School District petition is for approximately 20 acres along NW West Union Road near NW 185th Avenue. The outstanding items to complete these petitions consist of legal descriptions of the sites, service provider comments and local position statements from Washington County. Neither site is within an urban reserve.

The missing item requiring the most time is the statement from Washington County. The petitioners could not obtain the County's formal written statement by the April 5 deadline for remedying incomplete applications. The petitioners were late in submitting their requests to the County. Washington County staff has estimated that the review and decision process is a minimum of a 60 to 90 day process. The petitioners have requested a waiver of the filing deadline through letters to the Metro Council (Attachment A).

Budget Analysis



There is no budget impact.

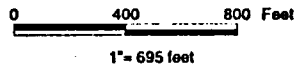
Recommendation

Grant a time extension, to October 1, 1999 or one week after the Washington County Board of Commissioners render a decision on the petitions, whichever is first, to NSP Development, Inc. and the Beaverton School District No. 48J for submittal of all materials to complete the petitions for locational adjustments.

Proposed UGB Waiver

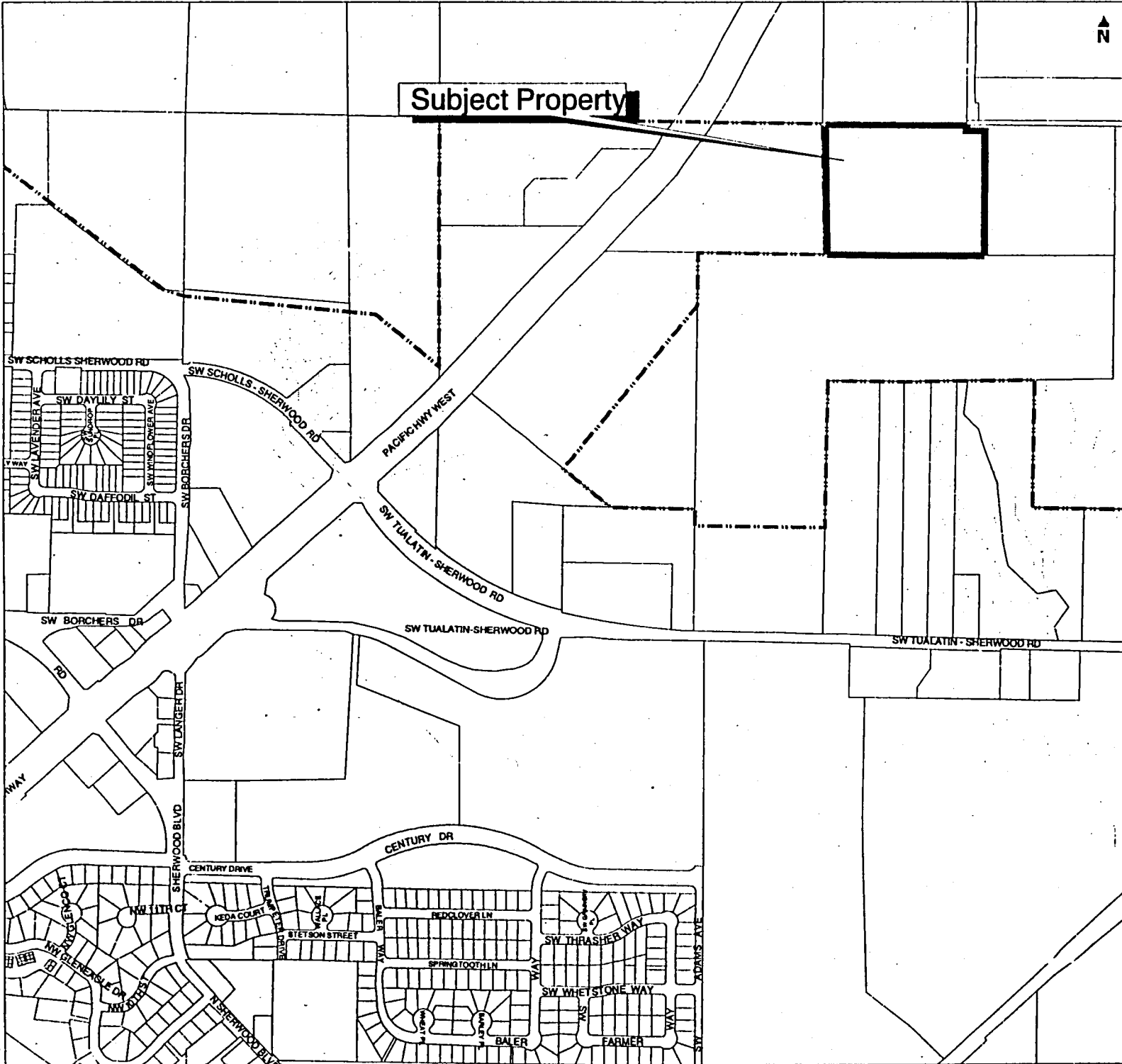
NSP Development

-  Subject Property
-  Urban Growth Boundary



METRO

600 NE Grand Ave.
 Portland, OR 97232-2736
 503 797-1742 FAX 503 797-1909
 Email: drc@metro.dst.or.us



Subject Property



BALL JANIK LLP
ATTORNEYS

Metro Growth
MAR 31 1999

ONE MAIN PLACE
101 SOUTHWEST MAIN STREET, SUITE 1100
PORTLAND, OREGON 97204-3219

JACK L. ORCHARD

TELEPHONE 503-228-2525
FACSIMILE 503-295-1058

jorchard@bjllp.com

March 31, 1999

Metro Council
c/o Mr. Ray Valone
Metro
600 N. E. Grand Avenue
Portland, OR 97232-2736

Re: Application for Locational Adjustment
Applicant: Beaverton School District No. 48J
(Property: Generally located west of the intersection of
N.W. 185th Avenue-N.W. West Union Road)

Dear Councilors:

On March 15, 1999, the Beaverton School District filed an application for a locational adjustment relating to 20 acres located just west of N.W. 185th Avenue and just north of N.W. West Union Road in Washington County. Our firm represents the School District and prepared the application materials on its behalf.

At the time the District had its pre-application conference with Mr. Valone, we discussed the probability that the School District would seek an extension of time in order to comply with Metro's completeness requirements for a locational adjustment application. This letter is a request for an extension for such purposes. We estimate a 60-90 day period is needed.

The principal reason for the extension is the need for the Washington County staff and County Commission to review the application and docket the application for consideration by the Board of Commissioners. The District has conferred with County staff and a representative of the Commission concerning the application. We are informed that the County does wish to give the application a detailed review before the matter is submitted to the Metro staff and Hearings Officer for Metro review.

The property which is the subject of the locational adjustment was made available to the School District in February, 1999 after a two-year, unsuccessful search for future school sites in the District's fast-growing northwest quadrant. As a result, the District was not given much lead time in conferring with its government partners about a locational adjustment proposal for this site. Granting an extension will allow these additional discussions to occur,

BALL JANIK LLP

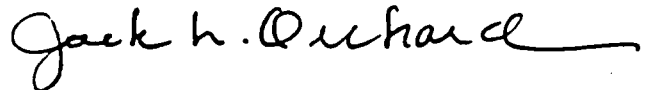
Metro Council
c/o Mr. Ray Valone
March 31, 1999
Page 2

without losing the opportunity to take a necessary initial step in the facilities planning process by making a locational adjustment to the growth boundary. The School District has performed an on-site analysis of the property. A highly suitable school site does exist on the tract being made available to the District.

It is our understanding that the total acreage involved in the 1999 locational adjustment application is well under the 100-acre annual ceiling set by the Metro Code. Therefore, an extension allowing the District to provide the balance of the application components, should not jeopardize other applicants or the Metro process.

Thank you for your consideration of this request. The District very much appreciates Mr. Valone's time and efforts on relatively short notice.

Sincerely,



Jack L. Orchard

JLO/crs

cc: Mr. Tom Brian
Washington County Chair
Mr. Steven M. Ladd, Ed.D.,
Assistant Superintendent,
School District No. 48J
Mr. Brent Curtis,
Washington County Department of
Land Use and Transportation
Mayor Rob Drake,
City of Beaverton
Mayor Gordon Faber,
City of Hillsboro

1 Robert S Simon
2 Attorney at Law
3 OSB 90120/ WSB 20382/CASB 187823
4 712 Main Street
5 Oregon City, OR
6 97045
7 (503)-557-0409

8
9
10 **IN THE STATE OF OREGON BEFORE METRO**

11 IN RE:) No. _____
12 T2S R1W W M Section 29 Tax Lot)
13 800) **Petition for Waiver of Deadline for**
14 Arthur Spada et al.) **Completion of Local Adjustment**
15) **Petitioner(s),**) **Petition**
16)
17)
18)
19)

20 COMES NOW, the Petitioner(s) Arthur Spada and NSP Development Inc. , by and
21 through attorney Robert S Simon of The ROBERT S SIMON Law Firm, and does hereby request a
22 waiver of the deadline for completion of local adjustment petition pursuant to Title III.
23 3.01.33(d).

24 The application is complete except for the Washington County process for obtaining
25 "written statements" about the petition. The long range planning department indicates that it is
26 unlikely to produce a final decision by the County Commissioners prior to July 1, 1999.
27 Therefore, the cause of the delay is not the petitioners'.

28 The petition for location adjustment seeks to bring in 12 acres of Class I EFU land inside
the City of Sherwood UGB. The inclusion will allow the City to obtain a water well capable of
1,000 gallons per minute, and will allow the alignment of a local street which will provide a
direct north south connection with the urban core when constructed as planned. The City will

1- T2S R1W W M Section 29 Tax Lot 800
Petition for Waiver of Deadline
for Completion of Local Adjustment Petition

1 obtain 3 acres of 100 year flood plain adjacent to the wildlife preserve, and will obtain water
2 needed to add 1,000 households within the existing UGB as envisioned by the 2040 Plan. The
3 road alignment will implement the Transportation System Plan and prevent the complete failure
4 of the Tualatin-Sherwood Road/ 99W intersection.

5 The City of Sherwood waited on both PGE and a conference with ODOT before to
6 providing approval of the water well and road alignments which are subject to this adjustment
7 request. The application to Washington County could not be filed any more rapidly in light of
8 these political considerations.

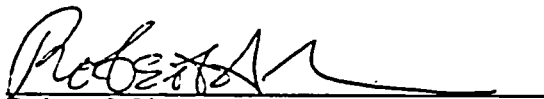
9 The petitioners request an indefinite waiver in order to await the Washington County
10 process. In the alternative, the petitioners request a waiver of completion until September 1,
11 1999.

12

13 Dated this March 15, 1999.

14

15



16

Robert S Simon
OSB 90120/ WSB 20382/ CASB 187823
Attorney at Law
for The Robert S Simon Law Firm
Attorneys for Petitioners

17

18

19

20

21

22

23

24

25

26

27

28

2- T2S R1W W M Section 29 Tax Lot 800
Petition for Waiver of Deadline
for Completion of Local Adjustment Petition 2

Agenda Item Number 8.3

Resolution No. 99-2785A, For the Purpose of Amending Resolution No. 97-2552A to Establish a Revised Process for Calling Evening Meetings of the Metro Council.

**Metro Council Meeting
Thursday, May 13, 1999
Council Chamber**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING) RESOLUTION NO. 99-2785A
RESOLUTION NO. 97-2552A TO) INTRODUCED BY PRESIDING
ESTABLISH A REVISED PROCESS) OFFICER ROD MONROE
FOR CALLING EVENING MEETINGS))
OF THE METRO COUNCIL)

WHEREAS, the Metro Council adopted Resolution No. 97-2552A to maximize public involvement in the Council's deliberations;

WHEREAS, the Metro Council has continually demonstrated a willingness to hold evening meetings to accommodate public testimony on major policy issues before the Council,

WHEREAS, the Metro Council has received testimony at evening meetings from hundreds of individuals and organization on the important growth management, environmental and transportation issues facing the region,

BE IT RESOLVED,

The Metro Council amends Exhibit A of Resolution No. 97-2552A to give the Presiding Officer maximum flexibility to call evening meetings of the Council.

ADOPTED by the Metro Council this _____ day of _____ 1999

Rod Monroe Presiding Officer

Exhibit A to Resolution No. 99-2785

The language in Exhibit A to Resolution No. 97-2552A relating to "Council Evening Meetings" and "Recognition of Volunteers' Contribution" is amended to read as follows:

Council Evening Meetings

"The Council shall hold periodic council meetings so that people who work during the day are able to participate in council deliberations. ~~The frequency of evening meetings will be quarterly the fourth Thursday of February, May, July and September and they will commence at 7:00 P.M.~~ The frequency, timing and location of such meetings shall be determined by the Presiding Officer in consultation with members of the Council. Factors to be considered in calling an evening meeting may include the level of public interest and the potential effect of the proposed agenda items.

Recognition of Volunteers' Contribution

An annual recognition event will be scheduled to honor all citizen members of Metro's advisory committees.



METRO

METRO OPERATIONS COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 99-2785A, FOR THE PURPOSE OF AMENDING RESOLUTION NO. 97-2552A TO ESTABLISH A REVISED PROCESS FOR CALLING EVENING MEETINGS OF THE METRO COUNCIL.

Date: May 5, 1999

Presented by: Councilor Washington

Committee Action: At its May 5, 1999 meeting, the Metro Operations Committee voted 3-0 to recommend Council adoption of Resolution No. 99-2785A. Voting in favor: Councilors Atherton, Kvistad and Washington.

Council Issues/Discussion: Resolution No. 99-2785A continues Metro practice of making night meetings available to the public during the course of the year. However, rather than calling out specific months during which the meetings would be required to be held, this resolution directs that the presiding officer have the flexibility to determine the dates for evening meetings.

Kay Durtschi, MCCI chair, also testified on this matter. She supports the basic tenet of the resolution, believing for example, that the evening meetings should be held when important matters, likely to bring large turn-outs, are before the council. She also asked that a further amendment be made to resolution 97-2552A (and hence 99-2785). Her desire is to clarify that the annual recognition event held to honor Metro advisory committee members, be held only for citizen members. Her rationale is that elected officials who are advisory members have other opportunities for Metro recognition, and that local jurisdiction staff who are Metro advisory committee members are recompensed for their time. Therefore, she believes, it would be appropriate for Metro to hold an event which focuses on those who are truly donating their time, gratis.

The committee agreed with this approach, making Resolution 99-2785 an "A" version.

RECOMMENDED CHANGES TO RESOLUTION 97-2552A

MAY 3, 1999

CHANGES PROPOSED BY KAREN WITHROW (x1539)

BACKGROUND

During recent meetings between MCCI Chair Kay Durtschi, Executive Officer Mike Burton and MCCI staff, discussion has ensued concerning the annual volunteer recognition event described in Resolution 97-2552A.

After some discussion, Chair Durtschi would like to propose, on behalf of MCCI, that Metro's volunteer recognition event be restructured slightly to focus on citizen volunteers only. Metro recognizes our local partners (local elected officials) through other methods and has opportunities to honor and interact with them throughout the year. Local jurisdiction staffs are also very appreciated but generally receive some financial compensation for participating at Metro.

MCCI would like to increase focus in this event to specifically honor those who are giving of their time with no other reward except the satisfaction of taking part in their region and its decisions. We envision that this may benefit Metro by giving citizens a stronger sense of our appreciation for their unique contribution. This should create an increasingly positive interaction, which we hope will lead to additional citizen participation.

A specific recommendation for amended language would be as follows:

Recognition of Volunteers' Contribution

An annual recognition event will be scheduled to honor all **citizen** members of Metro's advisory committees. (proposed language in bold)

The above change would mean inviting approximately 110 people to the recognition event rather than 500 as in years past. This should allow Metro to honor citizen volunteers more significantly using a more strategic focus.

MCCI thanks you for your consideration of this additional amendment to Resolution 97-2552A.

Agenda Item Number 9.1

Resolution No. 99-2779, For the Purpose of Authorizing Distribution of a Request for Proposal for Financial Advisory Services and Authorizing the Executive Officer to Sign a Contract with the Successful Proposer for a Three-Year Period Beginning July 1, 1999.

**Metro Council Meeting
Thursday, May 13, 1999
Council Chamber**

BEFORE THE METRO CONTRACT REVIEW BOARD

FOR THE PURPOSE OF AUTHORIZING)
DISTRIBUTION OF A REQUEST FOR)
PROPOSALS FOR FINANCIAL ADVISORY)
SERVICES AND AUTHORIZING THE)
EXECUTIVE OFFICER TO SIGN A)
CONTRACT WITH THE SUCCESSFUL)
PROPOSER FOR A THREE-YEAR PERIOD)
BEGINNING JULY 1, 1999)

RESOLUTION NO. 99-2779

Introduced by Mike Burton,
Executive Officer

WHEREAS, From time to time Metro has the need to obtain financial advisory services; and

WHEREAS, The Request for Proposals and contract form attached hereto would provide a means for procuring such services for the period July 1, 1999, through December 31, 2002; and

WHEREAS, Council approval of this Request for Proposals and any subsequent agreement for financial advisory services is required pursuant to Metro Code Section 2.04.044; now, therefore,

BE IT RESOLVED,

That the Metro Council authorizes issuance of the Request for Proposals for financial advisory services for the period July 1, 1999, to December 31, 2002, in a form substantially similar to the attached Exhibit A and authorizes the Executive Officer to execute a contract with the most favorable proposer.

ADOPTED by the Metro Council this ____ day of _____, 1999.

Rod Monroe, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

CP:rb

April 20, 1999

IFinAdvRF1999\99-2779.Doc

STAFF REPORT

CONSIDERATION OF RESOLUTION 99-2779 AUTHORIZING DISTRIBUTION OF A REQUEST FOR PROPOSALS FOR FINANCIAL ADVISORY SERVICES AND AUTHORIZING THE EXECUTIVE OFFICER TO SIGN A CONTRACT WITH THE SUCCESSFUL PROPOSER FOR A THREE-YEAR PERIOD BEGINNING JULY 1, 1999.

Date: April 20, 1999

Presented by: Jennifer Sims,
Chief Financial Officer

BACKGROUND

Metro uses an independent financial advisor for a variety of expert advice and assistance relating to debt issuance, debt management, developing financing and funding strategies, and financial planning advice. This advice includes structuring bond issues, helping to negotiate sales of bonds to underwriters, preparing official statements, advising Metro on bond covenants and bond administration, conducting special financial research and related assistance. The Scope of Work as described in the Request for Proposals is shown below:

A. Bond Debt Administration and Support

1. Provide services related to bond sales, such as assistance in preparation of preliminary and final official statements, scheduling and structuring sales/instruments, helping to negotiate bond sale terms and conditions, and contact with rating agencies.
2. Identify options for debt issuance and alternative financing strategies.
3. Make presentations to the Metro Council, Council committees, bond counsel, and/or staff as needed.
4. Advise Metro as needed in post-sale administration of debt proceeds.
5. Monitor outstanding debt for refunding and restructuring opportunities to reduce debt service and improve project management.
6. Recommend agency-wide debt management and capital planning policies.

B. Metropolitan Exposition-Recreation Commission

- 1. Advise Metro and the Commission regarding alternative financing strategies for capital improvements in facilities operated by the Commission (Oregon Convention Center, Civic Stadium, the Portland Center for the Performing Arts, and the Expo Center).**
- 2. Advise Metro and the Commission on future financing plans for ongoing operations of its facilities. Possible new debt issues include: Oregon Convention Center expansion, refurbishment/enhancement of the Expo Center, and capital improvements at the Portland Center for the Performing Arts.**

C. Oregon Zoo

- 1. Analysis of long-range funding options for Zoo operations.**

D. Regional Environmental Management

- 1. Provide market checks for the department's disposal contract.**
- 2. Analysis of possible extensions to Metro's contract for operation of its two solid waste transfer stations.**
- 3. Long-range forecast for monitoring and maintenance costs at the St. Johns Landfill.**

E. General Government Financial Advice

- 1. On request, assist Metro with its investment policies.**
- 2. Assist Metro in the coordination, preparation and update of long-range financial and capital improvement plans. Assist in establishing and monitoring financial indicators and in reviewing and updating agency financial policies.**
- 3. Assist Metro in researching and analyzing various ongoing funding and financing alternatives. Provide assistance with identifying, researching and implementing new funding sources under Metro's home rule charter.**
- 4. Assist Metro on certain other matters which may come to Metro's attention which would require the expertise of a financial consultant.**

F. Additional Projects

It is expected that financial advice will be required on some of the following projects and potential projects:

1. Regional Transportation and Growth Management planning funding.
2. Regional Parks funding for operations and purchase of lands. Operations include landbanking and operations of lands acquired under Metro's 1995 Open Spaces bond measure.

A three year contract is required to provide continuity over time and to maintain consistency within multi-year projects. The term of this contract will begin July 1, 1999, and end December 31, 2002.

The current three-year contract was originally written for a total of \$65,000. This amount was later amended to \$275,000 because of the addition of significant additional work elements for the Regional Environmental Management Department (Resolution 96-2304) and because of the extension of the contract for an additional year and a half (Resolution 97-2465). The cost of the new contract will depend upon proposals received, but is expected to cost in the range of \$150,000 to \$175,000 for three years.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 99-2779.

CP:rb

I:\FinAdvRFRFP1999\99-2779SR.Doc

**REQUEST FOR PROPOSALS
METRO
FINANCIAL ADVISORY SERVICES**

I. INTRODUCTION

Metro is requesting proposals from qualified firms to perform financial advisory services for a period of three (3) years starting July 1, 1999. Details concerning this request and Metro's requirements are contained in this Request for Proposals.

II. BACKGROUND

Metro, the nation's only elected regional government, is responsible for a broad range of services. According to Metro's Charter, approved by voters in 1992, Metro has primary responsibility for regional land-use and transportation planning, and is further empowered to address any other issue of "metropolitan concern."

Metro provides regional land-use, growth management, and environmental planning, as well as regional transportation planning throughout the Portland metropolitan area. Currently Metro owns and operates the Oregon (formerly the Metro Washington Park) Zoo, the Oregon Convention Center, and the Portland Exposition Center (Expo Center). Metro also operates the Civic Stadium and the Portland Center for the Performing Arts. Metro is responsible for disposal of the region's solid waste. Metro also operates regional parks, marine facilities, a public golf course, and pioneer cemeteries located within Multnomah County. A more detailed description of Metro services may be found in Attachment A to the Request for Proposal.

Financial Structure

Metro evolved out of a special district structure and, as functions were added, they brought with them dedicated revenue sources. Accordingly, fees and charges for service fund most of Metro's operations. Metro has a relatively modest General Fund that is used to support general government functions and provide transfers to departments for non-self-supporting activities.

In the FY 1999-00 proposed budget, Metro projects \$156,029,249 in operating resources (excluding fund balances, bond proceeds, and interfund transfers). Of this amount, \$92,620,756, or 59 percent, comes from enterprise revenues. The balance of Metro's operating resources in FY 1999-00 will come from property taxes (15 percent), grants (7 percent), excise taxes (5 percent), intergovernmental transfers (5 percent), and all other sources (9 percent).

Debt

Metro has a relatively low level of outstanding debt. Metro's outstanding debt includes eleven debt issues, six capital leases, one energy conservation loan, and one project bond.

Five series of Metro general obligations bonds outstanding are:

- General Obligation Refunding Bonds (Convention Center), 1992 Series A
- General Obligation Bonds (Open Spaces)
 - ◊ 1995 Series A
 - ◊ 1995 Series B
 - ◊ 1995 Series C
- Metro Washington Park Zoo Oregon Project, 1996 Series A

There are two issues of Metro solid waste revenue bonds outstanding. The original series was issued in 1990 and was partially refunded by a second series in 1993. These two issues are repaid from solid waste revenues.

The Metro Regional Center general revenue refunding bonds were issued in 1993 to refund bonds issued to build the Metro headquarters building. These bonds are backed by a pledge of Metro's general revenue authority and are repaid from assessments against all departments occupying the Metro Regional Center.

Compost Project revenue bonds were issued for Riedel Oregon Compost Company, Inc., to pay a portion of the cost of the North Portland compost facility. Riedel's successor firm pays debt service.

Two loans from the Oregon Economic Development Department, Special Public Works Fund (SPWF), were made to finance Metro's contribution to Tri-Met's Westside Light Rail project and to finance reconstruction of the Washington Park parking lot serving the Oregon Zoo to accommodate a light rail station.

III. SCOPE OF WORK

All work of the financial advisor will be coordinated through the Financial Planning Manager. Principal contacts will include the Chief Financial Officer and key staff personnel of the operating department for which a project is undertaken.

The selected financial advisor will be required to perform the following:

A. Bond Debt Administration and Support

1. Provide services related to bond sales, such as assistance in preparation of preliminary and final official statements, scheduling and structuring sales/instruments, helping to negotiate bond sale terms and conditions, and contact with rating agencies.
2. Identify options for debt issuance and alternative financing strategies.
3. Make presentations to the Metro Council, Council committees, bond counsel, and/or staff as needed.
4. Advise Metro as needed in post-sale administration of debt proceeds.
5. Monitor outstanding debt for refunding and restructuring opportunities to reduce debt service and improve project management.
6. Recommend agency-wide debt management and capital planning policies.

B. Metropolitan Exposition-Recreation Commission

1. Advise Metro and the Commission regarding alternative financing strategies for capital improvements in facilities operated by the Commission (Oregon Convention Center, Civic Stadium, the Portland Center for the Performing Arts, and the Expo Center).
2. Advise Metro and the Commission on future financing plans for ongoing operations of its facilities. Possible new debt issues include: Oregon Convention Center expansion, refurbishment/enhancement of the Expo Center, and capital improvements at the Portland Center for the Performing Arts.

C. Oregon Zoo

1. Analysis of long-range funding options for Zoo operations.

D. Regional Environmental Management

1. Provide market checks for the department's disposal contract.
2. Analysis of possible extensions to Metro's contract for operation of its two transfer solid waste stations.
3. Long-range forecast for monitoring and maintenance costs at the St. Johns Landfill.

E. General Government Financial Advice

1. On request, assist Metro with its investment policies.
2. Assist Metro in the coordination, preparation and update of long-range financial and capital improvement plans. Assist in establishing and monitoring financial indicators and in reviewing and updating agency financial policies.
3. Assist Metro in researching and analyzing various ongoing funding and financing alternatives. Provide assistance with identifying, researching and implementing new funding sources under Metro's home rule charter.
4. Assist Metro on certain other matters which may come to Metro's attention which would require the expertise of a financial consultant.

F. Additional Projects

It is expected that financial advice will be required on some of the following projects and potential projects.

1. Regional Transportation and Growth Management planning funding.
2. Regional Parks funding for operations and purchase of lands. Operations include landbanking and operations of lands acquired under Metro's 1995 Open Spaces bond measure.

IV. SPECIAL CONSIDERATIONS

A. Conflicts of Interest

1. Proposers must either certify that no actual or potential conflicts of interest exist at the time of submittal of their proposal, or if such conflicts do exist, they must be disclosed.
2. Metro will require its financial advisor to disclose any actual or potential conflict of interest that may arise at any time during this engagement.
3. The successful proposer will be required to agree to refrain from any underwriting or trading of Metro debt, or debt secured in whole or part by Metro, or debt issued to finance (in whole or part) loan agreements or other financial arrangements with Metro.

B. Arbitrage/Rebate Management Services

Metro currently has a contract with Arbitrage Compliance Services for arbitrage/rebate management services. Both the provider of financial advisory services and arbitrage/rebate management services will be required to coordinate their advice and services to the extent practical.

V. PROPOSAL INFORMATION

Proposals must be received at the business office of Metro, Administrative Services Department, Financial Planning Division, 600 NE Grand Avenue, Portland, Oregon 97232, to the attention of Craig Prosser, Financial Planning Manager, no later than 3:00 p.m., PST, Friday, June 4, 1999.

Proposals should be submitted in ten (10) copies, printed on recycled paper and recycled materials.

The contract period will be from July 1, 1999, through June 30, 2002.

VI. CONTENTS OF PROPOSAL

Proposals must address the following points and should be organized into separate sections, clearly identified according to this outline, to facilitate Metro's review.

A. Qualifications of the firm

1. Organization.
2. Staff assigned (include resumés).
3. Other professional resources.
4. Technical support resources and services.

B. Experience of the firm

1. List your most recent financial advisory relationships. Please include the names, addresses, and phone numbers of contact persons. Briefly describe the work performed, including the dollar amount of the issues or other financings.
2. Describe you firm's past experience with similar type of work, as described in the Scope of Work, for government agencies. Specifically address the following types of enterprises:

- General government (including transportation and land use planning, parks, and central administrative services)
 - Solid waste disposal
 - Zoos or other paid tourist attractions
 - Convention/exposition/performing arts
3. Outline your firm's experience with the major rating agencies. Discuss this experience and its potential applicability to Metro.
 4. Describe any innovations you have developed or worked on which would benefit Metro. Briefly outline the problem, your solution and the results.
 5. Please attach a recent representative example of a municipality's official statement for which you acted as financial advisor.

C. Compensation

List the proposed fee schedule for the work proposed. If the firm proposes that Metro bear the costs of incidental expenses, clearly state what type of incidental expenses Metro will be expected to bear. The firm should submit a proposal on a time and materials basis with a not-to-exceed price stated for the proposal. Hourly rates of the personnel assigned to the project should be provided.

- D. Statement regarding actual or potential conflicts of interest (see IV. Special Considerations, above).**

VII. OTHER INFORMATION

A. Basis for Proposals

This RFP represents the most definitive statement Metro will make concerning the information upon which proposals are to be based. Any verbal information that is not contained in this RFP will not be considered by Metro in evaluating the proposals. All questions relating to the RFP must be submitted in writing to Craig Prosser, Financial Planning Manager. Any questions which in the opinion of Metro warrant a written reply or RFP amendment will be furnished to all parties receiving a copy of this RFP. Metro will not respond to questions received after 5:00 p.m., Wednesday, May 26, 1999.

B. Minority Business Program

In the event that any subcontracts are to be utilized in the performance of this agreement, the Proposer's attention is directed to Metro Code provisions

2.04.100. Copies of that document are available from the Risk and Contracts Management Division of the Administrative Services Department, Metro, Metro Regional Center, 600 NE Grand Avenue, Portland, OR 97232, or call (503) 797-1717.

VIII. GENERAL PROPOSAL AND CONTRACT CONDITIONS

- A. **Limitation and Award** – This Request for Proposals does not commit Metro to the award of a contract, nor to pay any costs incurred in the preparation and submission of proposals in anticipation of a contract. Metro reserves the right to accept any or all proposals received as the result of this request, to negotiate with all qualified sources, or to cancel all or part of this RFP.
- B. **Contract Type** – Metro intends to award a personal services contract with the selected firm for this project. A copy of the standard contract form which the successful consultant will be required to execute is attached.
- C. **Billing Procedures** – Proposers are informed that the billing procedures of the selected firm are subject to the review and prior approval of Metro before reimbursement of services can occur. A monthly billing, detailing specific projects, staff time and expenses charged to those projects, and a progress report, will be required.
- D. **Validity Period and Authority** – The proposal shall be considered valid for a period of at least ninety (90) days and shall contain a statement to that effect. The proposal shall contain the name, title, address and telephone number of an individual or individuals with authority to bind any company contacted during the period in which Metro is evaluating the proposal.

IX. EVALUATION CRITERIA

Firms responding to the Request for Proposals will be evaluated on the basis of the following:

- A. **General (15 points)**
 - 1. Organization of proposal.
 - 2. Responsiveness to the purpose and scope of services.
 - 3. Use of subconsultants and compliance with Metro's Disadvantaged Business Program, if appropriate.

B. Personnel (30 points)

1. Experience and qualifications of personnel assigned to this project.
2. Ease of access to assigned personnel and their availability for consultation and meetings on short notice.
3. Additional professional and technical resources available.

C. Organization and Experience of Firm (30 points)

1. Qualifications of the firm to address Metro's potential projects and issues of concern to Metro.
2. Past experience with similar type of work for government agencies and/or special districts.
3. Previous experience with the major rating agencies.
4. Favorable references from previous financial advisory relationships.

D. Cost of services (25 points)

Metro currently plans to invite the highest ranking proposers to an on-site interview sometime in mid to late June.

All firms submitting proposals will be notified when a consultant has been selected. Metro reserves the right to reject any or all proposals, to waive irregularities and technicalities and to accept the proposal deemed most advantageous to Metro.

ATTACHMENT A

METRO SERVICES

Regional Growth Management and Transportation Planning

The mission of the Transportation and Growth Management departments is to plan for and seek to implement model land use and transportation programs to address the needs of the region and to protect its livability, especially in the areas of regional transportation, air and water quality, and land use. These departments, which have a combined FY 1999-00 budget of \$15 million, have grown to meet the demands and pressures of population growth in the region. Projections show that an estimated 700,000 new people will be coming into the four-county metropolitan region in the next 20 years.

Major Planning Programs

- Growth Management
- Regional Framework Plan implementation
- Urban Growth Boundary maintenance
- Regional Land-Use Policy implementation
- Regional transportation planning
- Regional population and employment growth pattern estimates and resulting impact on travel demands
- Long-term Regional High-Capacity Transit System Plan development
- Designated metropolitan planning organization to secure and allocate federal highway and transit funds, provide forums for coordination and decision making with state, regional and local government staff, elected representatives and citizens

Regional Parks and Greenspaces

The Regional Parks and Greenspaces Department was created in January 1994 with the transfer of parks functions from Multnomah County. Its FY 1999-00 proposed budget is \$42.8 million. The department provides both an operational arm and a planning function to protect and care for the public's investment in park lands and facilities. Passage of an Open Spaces Program bond measure of \$135.6 million added a significant component to the department's responsibilities.

- Mission: create a cooperative regional system of natural areas, open spaces, trails, parks and greenways for wildlife and people in the metropolitan area
- Operation of 21 regional parks and natural areas as well as 14 pioneer cemeteries visited by more than one million visitors annually
- Management of over 4,000 acres of regionally significant open spaces

- Acquisition of an additional 2,000 acres of regionally significant open spaces using Open Spaces Program bond proceeds
- Management and operation of the regional parks facilities transferred to Metro from Multnomah County in January 1994
- Coordination and involvement of local governments
- Planning and capital development of park facilities.

Oregon Zoo

Metro owns and operates a 64-acre zoo. This facility is a major cultural, educational and recreational attraction drawing visitors from throughout Oregon and the Pacific Northwest. Average annual attendance is nearly 1,000,000 persons.

The Zoo is the largest paid tourist attraction in Oregon. Zoo visitors help support the facility through paid admissions, zoo memberships, train tickets, gift shop and food service purchases and donations. At least half of Zoo revenues are from non-tax sources. The Zoo's FY 1999-00 proposed budget amounts to \$28.9 million.

- Mission: Provide visitors a unique educational and recreational opportunity to experience wildlife in a naturalistic setting and to learn to "care now for the future of life"

Metropolitan Exposition-Recreation Commission

The commission, established in 1987, is the operating arm for Metro's exposition and spectator facilities, including the Oregon Convention Center, the Expo Center, the Portland Center for the Performing Arts, and the Civic Stadium. The Portland Center for the Performing Arts and the Civic Stadium were transferred to Metro's management from the city of Portland in 1990, when the convention center opened. Management of the Expo Center was transferred to Metro from Multnomah County in January 1994. The Metro E-R Commission oversees operations. Seven commissioners are appointed by Metro to serve four-year terms. Clackamas, Multnomah, and Washington counties and the City of Portland nominate five of the seven appointees. The Metro Council approves the commission's budget, which is proposed to be \$44.8 million for FY 1999-00.

Regional Environmental Management

Metro is responsible for disposing of approximately 1.3 million tons of waste per year. Metro's responsibilities include planning, developing and managing solid waste transfer stations, operating household hazardous waste facilities, implementing disposal enforcement programs, and providing recycling promotion, education and local assistance programs.

Metro, through its operations, directly handles approximately 700,000 tons of waste each year. To accomplish this, Metro owns and contracts the operation of two transfer

stations, the Metro South and Metro Central stations, which include two household hazardous waste facilities. The transfer station waste is sent to the privately owned Columbia Ridge Landfill in Gilliam County, with which Metro has a long-term contract. In addition to the Metro-owned transfer stations, a privately owned and operated transfer station serves the western portion of the jurisdiction. Waste handled by this station constitutes about ten percent of the entire region's waste and is currently disposed of at the Riverbend Landfill in Yamhill County.

Funding for solid waste operations is paid entirely through user fees. No taxes are used to fund these services. A solid waste master bond ordinance was adopted in 1989 and revenue bonds were issued for capital construction. Construction of the Metro Central transfer station was funded by solid waste system revenue bonds of \$28,500,000. This issue was partially refunded in 1993.

Other Departments/Offices

Metro's organizational structure includes several offices and two departments that support elected officials or provide support services:

Office of the Council – includes the Metro Council and staff. The Metro Council provides overall policy guidance for the agency. The Office of the Council also manages the Council Office of Public Outreach.

Office of the Executive – includes the Metro Executive Officer and staff. The Metro Executive Officer manages the agency and develops policy issues for the Council's consideration. The Office of the Executive also supervises Metro's intergovernmental and public information functions and the Office of the Committee for Citizen Involvement.

Office of the Auditor – includes the Metro Auditor and staff. The Metro Auditor is responsible for all audits of the agency, including managing the annual outside financial audit and conducting performance and management audits of agency programs and operations.

Office of the General Counsel – provides legal services to the Council and Executive Officer and to Metro departments.

Administrative Services Department – provides a full range of support services to Metro operating departments, including Accounting, Risk Management, Financial Planning, Information Management Services and others.

Human Resource Department – provides recruitment, classification, compensation, and labor relations services.

NEWS RELEASE

600 Northeast Grand Avenue
Tel 503 797 1540

Portland, Oregon 97232 2736
Fax 503 797 1793



**METRO
COUNCIL**

FOR IMMEDIATE RELEASE

May 13, 1999

CONTACT: Beth Anne Steele
(503) 797-1942
www.metro-region.org

METRO AND LOCAL PARTNERS AGREE ON SPENDING \$75 MILLION *The money will go to regional transportation projects in 2000-2003*

Metro Councilors, working together with local partners from throughout the region, have decided where best to spend millions of dollars in transportation funds from the federal government. This is one of the final steps in a long, difficult process in which the officials had to pare down a list filled with \$331 million in funding requests to the \$75.8 million that was available. JPACT (the Joint Policy Advisory Committee on Transportation) is the group that made today's decisions. Metro Councilor Jon Kvistad chairs the group made up of local city and county elected officials, Tri-Met, the Port of Portland, ODOT, DEQ and Clark County representatives.

"This has been a very demanding process which required a great deal of regional cooperation," said Metro Councilor and JPACT Chair Jon Kvistad. "We are faced with almost \$5 billion in unfunded projects and \$300 million in critical need requests. Yet, we have only \$75 million to allocate. In our region, instead of fighting each other for these limited funds, we were able to work together to craft a positive compromise. What we have achieved is a decision that lets us spend

the money as efficiently as possible while getting the most benefit for everyone in the region." All decisions before JPACT today were unanimous.

THE PROJECTS

One of the most hotly debated projects involves a bike and pedestrian lane proposed to be built on the Morrison Bridge. At issue, whether Metro should fund a project to remove one eastbound traffic lane on the Morrison Bridge, replacing it with a "greenway esplanade". The preliminary engineering study will cost about \$250,000. By working together, JPACT members agreed to commit \$100,000 for the project subject to promises from the City of Portland and Multnomah County to fund the remaining \$150,000. All totaled, JPACT agreed to fund \$6.1 million worth of pedestrian and bike/trail projects throughout the region.

A few of the other projects that made today's list include:

- \$3 million for Highway 213/Beavercreek Rd. modernization
- \$1.5 million for reconstruction of Naito Parkway (Davis/Market)
- \$500,000 for Burnside Bridge electrical work
- \$1.75 million for N. Marine Drive reconstruction
- \$4 million for the Lower Albina Overcrossing project
- \$2 million for the Division boulevard project
- \$1.5 million for the Hawthorne boulevard project
- \$1.8 million for the Cornelius Main Street boulevard project
- \$400,000 for the Capitol Highway pedestrian project
- \$720,000 for the East Bank Trail/OMSI-Springwater Trail project
- \$1.4 million for the Hall Boulevard bike/trail project
- \$5.5 million for increased transit programs for Washington County and Clackamas County

"JPACT's recommendation represents a good, balanced program," said Andrew Cotugno, Metro's Transportation Department Director. "It recognizes that it is important to provide people with transportation choices. While it is admittedly a 'drop in the bucket' in terms of meeting our total transportation needs, it does begin to fund our most critical road modernization, boulevard, transit, bike,

pedestrian and freight needs." *A full list of the funded projects is available by calling 797-1942.*

BACKGROUND

Metro is the MPO or Metropolitan Planning Organization for this region. Every area in the United States has an MPO to decide where federal transportation funds will go. The federal government requires that we spend this particular pot of money, the \$75.8 million, on the region's transportation improvement projects. Those projects included improvements to both existing roadways and to alternative transportation projects.

This "Priorities 2000" process started a year ago when Metro asked the citizens how they wanted us to evaluate various proposals. Last fall, state, regional and local jurisdictions submitted their funding requests. Since then, Metro has held a number of public workshops and hearings to get more citizen input. As we worked our way through the process, Metro planners evaluated and ranked each project on how well it supported regional goals. Based on this technical ranking, public input and other factors (such as whether there are matching funds available), JPACT was able to narrow the list of projects to today's final recommendation.

WHAT'S NEXT

The JPACT decision must go before the Metro Council on Thursday, May 27 for final approval. The Oregon Transportation Commission must also approve the plan.

ABOUT METRO

Metro provides regional services to 1.3 million people living in 24 cities and 3 counties. Metro works to help guide growth and to help create livable communities for the future.

###



**COST OF
COMMUNITY SERVICES**

*Skagit County
Washington*

American Farmland Trust





©1999
American Farmland Trust
All rights reserved
under International and
Pan-American Copyright
Conventions
No part of this report may
be reproduced in any form
or by any means without
the publisher's
American Farmland Trust
Herrick Mill
One Short Street
Northampton, MA 01060
Manufactured in the
United States

Cost of Community Services

*Skagit County
Washington*

by American Farmland Trust



About American Farmland Trust

AMERICAN FARMLAND TRUST is the only private, nonprofit conservation organization dedicated to protecting the nation's strategic agricultural resources. Founded in 1980, AFT works to stop the loss of productive farmland and to promote farming practices that lead to a healthy environment. Its activities include public education, technical assistance, policy research and development and direct land protection projects. Basic AFT membership is \$20 a year. AFT provides a variety of professional services to state and local governments and public agencies, private organizations, land trusts and individual landowners. Services include customized information products and workshops on farmland protection and estate planning; policy research, development and evaluation; economic research; farmland protection program design and implementation and conservation real estate consulting.

For membership information or general information about AFT, contact the National Office or connect to AFT's home page at: <http://www.farmland.org>. To order this report or to find out more about AFT publications, products and services, call (800) 370-4879.

HEADQUARTERS AND FIELD LISTINGS

NATIONAL OFFICE &

MID-ATLANTIC FIELD OFFICE

1200 Eighteenth Street NW, Suite 800
Washington, DC 20036
(202) 331-7300
(202) 659-8339/(202) 659-5667 FAX
Toll Free: (800) 886-5170

NORTHAMPTON

FIELD PROGRAMS, FARMLAND ADVISORY SERVICES & LAND PROTECTION

Herrick Mill
1 Short Street
Northampton, MA 01060
(413) 586-9330
(413) 586-9332/(413) 586-4721 FAX

CALIFORNIA (Davis)

Terry Witzel
1949 Fifth Street, Suite 101
Davis, CA 95616
(530) 753-1073
(530) 753-1120 FAX

CALIFORNIA (Visalia)

Greg Kirkpatrick
1002 West Main Street
Visalia, CA 93291
(209) 627-3708
(209) 627-3821 FAX

ROCKY MOUNTAINS (Colorado)

Jeff Jones
401 Edwards Street
Fort Collins, CO 80524
(970) 484-8988
(970) 484-8098 FAX

NORTHEAST (New York)

Jerry Cosgrove
110 Spring Street
Saratoga Springs, NY 12866
(518) 581-0078
(518) 581-0079 FAX

OHIO

Kevin Schmidt
200 North High Street, Room 522
Columbus, OH 43215
(614) 469-9877
(614) 469-2083 FAX

CENTER FOR AGRICULTURE IN THE ENVIRONMENT (CAE)

SOCIAL SCIENCES RESEARCH INSTITUTE

Ann Sorensen
Bryon Petrucci
P.O. Box 987
Fed Ex:: 148 North Third Street
(815) 753-9347
(815) 753-9348 FAX

COVE MOUNTAIN FARM

12464 Little Cove Road
Mercersburg, PA 17236
(717) 328-4400 (Main House)



About Skagitonians To Preserve Farmland

SKAGITONIANS TO PRESERVE FARMLAND (SPF), a grass roots, non-profit organization of Skagit Valley farmers and residents, founded in 1989, is dedicated to the preservation of farmland and protection of farming as a way of life.

The Goals of Skagitonians to Preserve Farmland are:

Preserve the Skagit Valley as a working agricultural region and landscape by protecting farmland through acquisition of permanent property restrictions and by defending farming as an economically viable way of life.

Insure that Skagit farming remains a permanent part of the region's identity for the benefit of:

- Local stewards and residents whose livelihoods depend on the land
- Puget Sound citizens and visitors who enjoy the natural beauty of a pastoral landscape
- Waterfowl, raptors, salmon and other wildlife that depend on the managed farm landscape as habitat

To assure the long-term protection of this regional asset, SPF operates as a land trust, as an advocate for farmland protection, and as an education and community-building organization.

For membership information about Skagitonians to Preserve Farmland, contact the office in Mount Vernon or connect to SPF's home page at <http://www.skagitonians.org>

SKAGITONIANS TO PRESERVE FARMLAND

PO Box 2405
Mount Vernon, WA 98273
(360) 336-3974
(360) 336-9269 FAX
spf@anacortes.net



Acknowledgements

I am grateful to Bob Rose, executive director of Skagitians to Preserve Farmland, for his active participation in the completion of this study. Alicia Huschka, Chief Budget Officer for Skagit County, has also been extremely helpful in providing information. Thanks to Bob Hulbert for the use of his home during my stay in Skagit County.

Thanks to the following Skagit County officials for their assistance: Ted Anderson, chairman, Board of County Commissioners, Bob Hart, Board of County Commissioners, Harvey Wolden, Board of County Commissioners, Geoff Almvig, GIS coordinator; Kim Berry, GIS specialist; Peter Browning, public health director; Ed Goodman, sheriff; Pam Green, superior court administrator; Mark Leander, assessor; Garl Long, prosecuting attorney; Chal Martin, public works director; Jill Scott, public works controller; and Pam Springer, superior court administrator.

Thanks also to Julia Freedgood and Bob Wagner of American Farmland Trust for their supervision and editorial assistance; and to How It Works of Anacortes for design and Printing Control for the printing. All photographs by Dick Garvey of Anacortes.

American Farmland Trust wishes to thank the Horizons Foundation and the William and Flora Hewlett Foundation for their contributions, which made this study possible.

Melissa Adams
American Farmland Trust
March 1999

Contents

- Executive Summary6
- Maps.....7-8
- Introduction9
- Method13
- Findings17
- Discussion.....18
- Endnotes21
- Appendices
 - I. Description of Public Works Allocations.....24
 - II. Budget Allocation Spreadsheets26
 - III. Summary of Cost of Community Services Studies31



Study findings indicate that farm, forest and open land had a positive fiscal impact on Skagit County in 1997.

Executive Summary

This study demonstrates that protection of agriculture is crucial to the economic well being of Skagit County. Crops produced in the Skagit Valley, including vegetable seeds, berries, potatoes, row crop vegetables, bulbs and flowers, contribute nearly \$200 million to the local economy annually.¹ Skagit's famous tulip festival attracts about one million visitors each spring, generating \$65 million in annual tourism revenues.²

People familiar with the valley know the importance of farming to local families and businesses. Residents understand how the working landscape is ingrained in the rural lifestyle that depends on healthy natural resources. The findings of this study show the economic value of agriculture in Skagit County from another perspective - its fiscal benefit to the county.

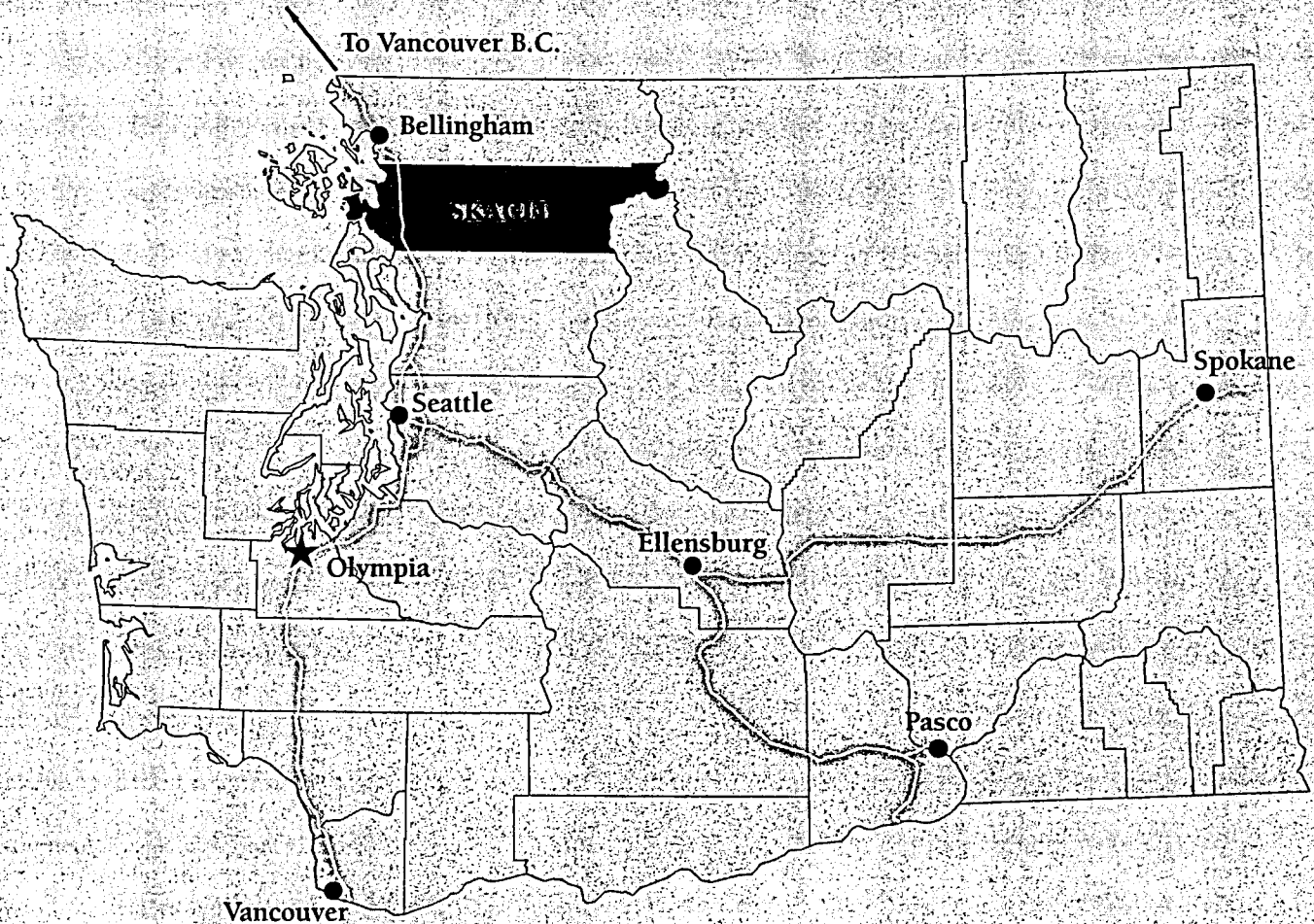
Study findings indicate that farm, forest and open land had a positive fiscal impact on Skagit County in 1997. Because of its modest requirement for services, open land created a surplus of revenue for the county. For every dollar of revenue they generated, farm, forest and open land only cost 51 cents. Residential development overall did not pay for itself, requiring \$1.25 in services for every dollar of revenue generated.

1997 SKAGIT COUNTY FINDINGS	Residential Development	Commercial Development	Industrial Development	Farm Forest Open Land
Land use ratio*	\$1.00 : \$1.25	\$1.00 : \$0.34	\$1.00 : \$0.29	\$1.00 : \$0.51

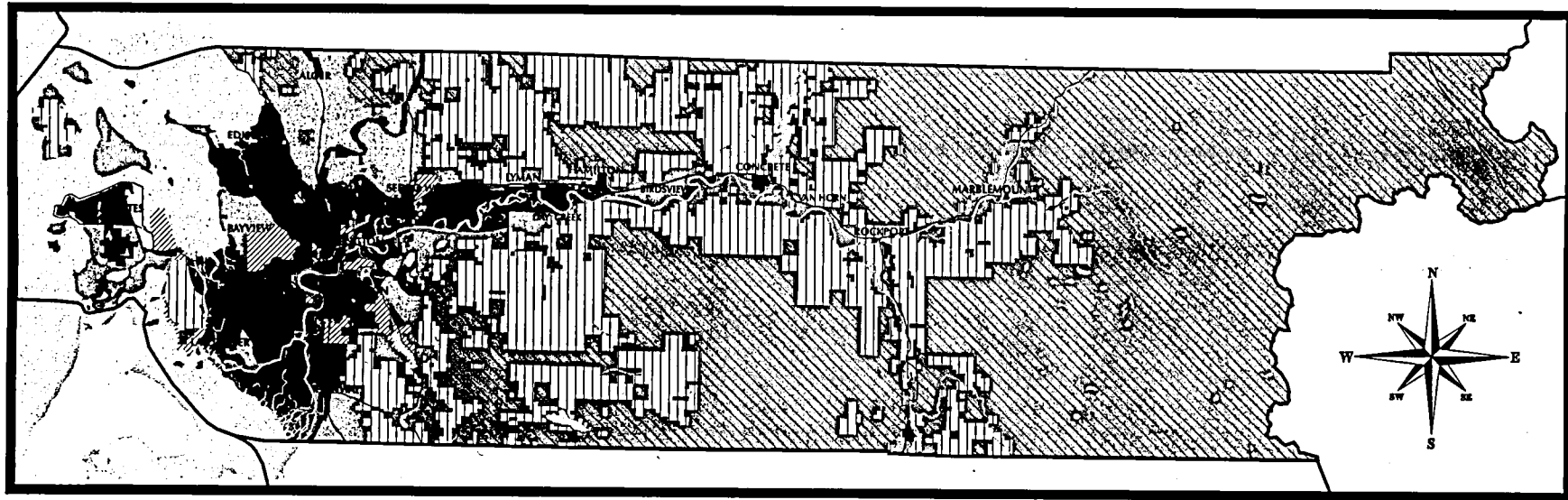
Findings show that farms and forests in Skagit County are more than scenic landscapes – they are a positive economic investment in the community. This information will be useful to the county as intensifying growth pressures require thoughtful land use decisions. Sound planning is necessary to ensure sufficient investment in the health of Skagit County's economy and unique natural resources.







* Cost per dollar of revenue

Skagit County Washington State



SKAGIT COUNTY LAND USE



- | | | | |
|---|--------------------------------|---|--------------------|
|  | Agriculture Lands |  | Rural Lands |
|  | Forest Lands |  | Incorporated Areas |
|  | Public (Federal & State Lands) |  | Urban Growth Areas |



Introduction

The natural resources of Skagit County in northwest Washington are important for their economic, environmental, recreational and cultural values. This blend of characteristics makes Skagit stand out as a special region of the country. However, suburban sprawl threatens these resources and Skagit Valley's unique sense of place.

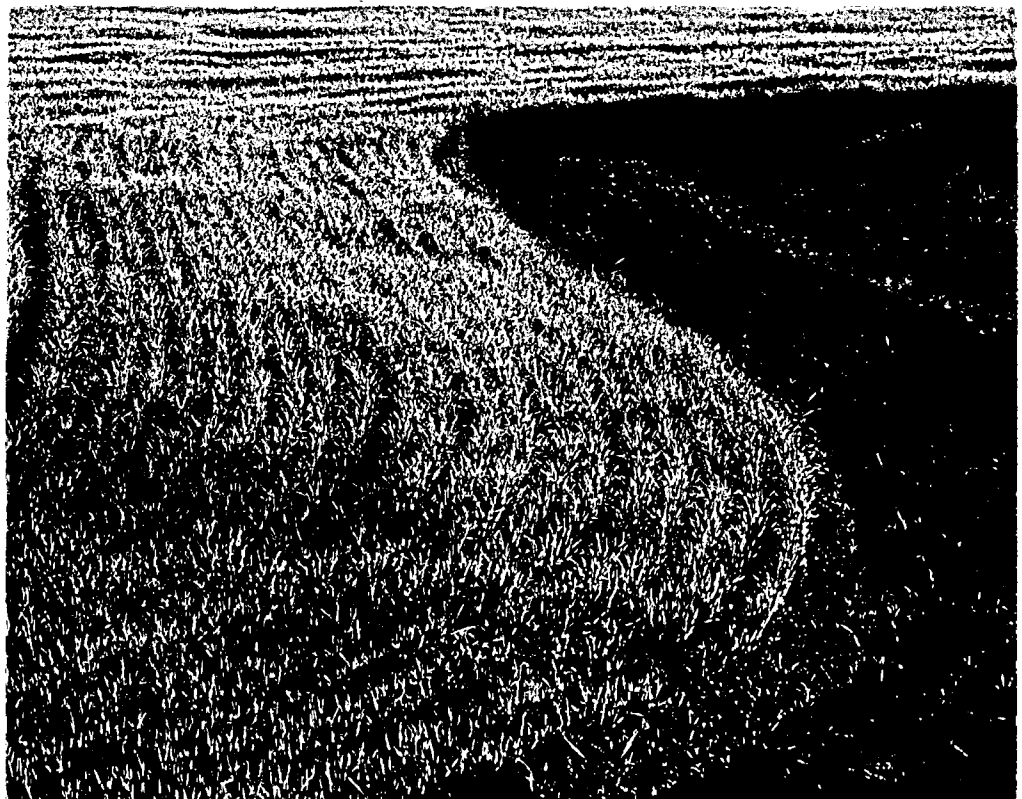
Skagit's soil, flat topography and mild climate have made it one of the most productive agricultural regions in the nation. As growth and development continue to spread out from Seattle, land use decisions will have to be made that will affect the local landscape and economy. This study provides fiscal information about the present balance of land uses that can aid in the decision-making process.

Agriculture has been a way of life in this region for generations. It contributes to the local economy directly through agricultural operations and products and indirectly through secondary industries and tourism. Overall, farming produced more than \$181 million in gross income in 1996.³ The bulb industry alone generates \$12 million in annual gross income.⁴ In addition to flowers and bulbs, major crops produced in the Valley include berries, vegetables and seed crops. With 80 farms producing \$55 million worth of milk annually⁵, the county is the state's third largest milk supplier. Famous for its bulbs and flowers, Skagit Valley's Tulip Festival draws one million visitors each spring to view the breathtaking scenery. The festival is a catalyst for tourism in the region, generating \$65 million in revenue annually.⁶

Forests are also an important natural resource in Skagit County. A traditional county industry, logging cleared the valley in the 1800s and made farming possible. The timber industry continues to provide jobs and revenues to the region. Local lumber mills have retooled and there is a focus on wood products and specialty wood manufacturing in the county.⁷ Forests and other natural features provide recreational opportunities that have made tourism a major industry in the county. Conifer forests and rocky cliffs line portions of the county's coastal western edge, which is the entrance to Puget Sound and the San Juan Islands. These islands are well known for their striking natural features and are a popular destination for kayaking, fishing and other recreational activities.

Protecting natural resources in Skagit County is important for environmental reasons. Skagit's open fields, mountains, forests, fresh and salt water offer an ideal environment for a variety of wildlife species. The Skagit River, important habitat for salmon, eagles and other waterfowl, runs from the North Cascades westward through the floodplain valley and into the Puget Sound. The valley provides critical over-wintering habitat for snow geese,

The natural resources of Skagit County are important for their economic, environmental, recreational and cultural values.



trumpeter swans and other migratory waterfowl on the Pacific Coast flyway. The county has a diverse cultural heritage and rich history. Local artists have found inspiration in the beautiful landscape and community support for their work.

A 1997 American Farmland Trust study, *Farming on the Edge*⁸, identified Puget Sound as the fifth most threatened agricultural region in the country. This determination was based on higher than average amounts of high quality farmland coinciding with a higher than average rate of development. While rural Skagit County appears anything but metropolitan, the city of Seattle is only 60 miles to the south. Seattle is the 23rd largest city in the United States with major employers including Boeing, Microsoft and Weyerhouser.⁹

Jobs in these and other high-technology firms attract some new residents to the greater-Seattle area, which in 1997 had a population of more than 3.1 million.¹⁰ From 1970 to 1997, the city of Seattle's population only grew by 1 percent, while the combined population of the greater Seattle area grew by a startling 60 percent.¹¹ As new housing is built to accommodate new workers, development is spreading outward onto surrounding farmland. Since the 1970s, more than 20 percent of the best farmland in Skagit Valley has been lost.¹² Population in Skagit County has increased by 50 percent over the past 20 years¹³ and the Washington State Office of Financial Management (OFM) estimates that it will grow to 150,000 by the year 2020. In response to this growth, groups and individuals are uniting to sustain agriculture in the county.

Skagitonians to Preserve Farmland

Skagitonians to Preserve Farmland (SPF) is a grassroots, nonprofit organization of Skagit Valley farmers and residents dedicated to the preservation of farmland and protection of farming as a way of life. Founded in 1989, SPF is devoted to preserving the Skagit Valley as a working agricultural region by protecting farmland and defending farming as an economically viable way of life. A 1996 survey of county residents found that the community supports this mission: 72 percent of respondents thought there would be too much developed land in five or ten years and 82 percent said steps should be taken to preserve agricultural land.¹⁴

American Farmland Trust

American Farmland Trust (AFT) is the only national private, nonprofit conservation organization dedicated to protecting the nation's strategic agricultural resources. Founded in 1980, AFT works to stop the loss of productive farmland and to promote farming practices that lead to a healthy environment. AFT has developed a method to analyze the fiscal contribution of agriculture and other private land to the tax base. SPF commissioned AFT to use this methodology to conduct a study in Skagit County.

Purpose of Study

The purpose of this study is to measure the overall fiscal impact of current land uses in Skagit County. Study findings are intended to provide officials and residents with information that they can use to make informed decisions.

As growth pressures intensify, local leaders will make decisions about development patterns that will affect land currently in agriculture and forestry. Land use policies and planning decisions will have important consequences for the future environment and lifestyle of residents. Reliable information about how current land uses affect local finances can help guide these decisions.

A Cost of Community Services (COCS) study is a factual way to assess the overall fiscal contribution of current land uses.

What is a Cost of Community Services study?

A Cost of Community Services (COCS) study is a factual way to assess the overall fiscal contribution of current land uses. It is a snapshot of costs versus revenues based on existing land use patterns. Unlike a traditional fiscal impact analysis, it does not predict the future impact of decisions. Instead, COCS studies provide hindsight from past land use decisions. While they do not judge the intrinsic value of one land use over another, they do specifically evaluate the fiscal contribution of privately owned farm, forest and open land. These productive land uses generally are ignored by other types of fiscal analysis.

COCS studies are easy to understand. Local budgetary information is allocated to general land use categories, and then revenues and expenditures are compared. The studies rely on recent financial records and interviews with county officials to determine how revenues were generated and how appropriations were spent.

The results of more than 60 COCS studies, conducted by AFT and other organizations across the country, refute the following three misconceptions or “myths” about growth.

Myth #1: Residential development lowers property tax bills by increasing the tax base.

Residential development does contribute revenue to the tax base through property taxes, but it also increases the amount of expenditures necessary for public services such as public safety and education. When these costs are taken into account, COCS findings consistently show that overall, residential development does not pay for itself.

Myth #2: Farm and forest land receive an unfair tax break when they are assessed at their current use^{15, 16} instead of at their potential use for development

Because of the modest demand that farm and forest land has for public services, COCS findings show that most current use (or differential property tax) programs tax open land at a fair value based not only on the land’s current use, but also on its cost to the community.

Myth #3: Open land, including productive agricultural and forest land, is an interim use awaiting conversion to its “highest and best” use

Findings prove that keeping farm and forest land productive is a viable economic use of the land. Studies find that farm, forest and open land have modest demands for services, and therefore low costs to the community. In addition, agriculture and forestry provide numerous economic and environmental benefits.

Organization of Report

The rest of the report describes the COCS methodology, presents and explains the findings, and discusses the implications of these findings. Appendix I describes assumptions used to allocate the Public Works budget into the four land use categories. Appendix II contains spreadsheet tables with the budget allocations used to calculate the findings. Appendix III is a summary of findings from more than 60 Cost of Community Services studies from across the nation.





Method

The following basic steps are conducted to complete a Cost of Community Services study:

- 1) Meet with local sponsors
- 2) Collect data: Obtain relevant reports, contact officials, boards and departments
- 3) Allocate revenues and expenditures by land use
- 4) Analyze data and calculate ratios

The publication *Is Farmland a Community Investment? How to do a Cost of Community Services Study* (American Farmland Trust, 1993) explains how to conduct a study in general terms. The following description explains how this process worked in Skagit County.

COCS Process in Skagit County

1) Meet with local sponsors

The COCS study began on October 30, 1998 at a meeting in Mount Vernon, Washington. Attendees included the Skagit County Board of Commissioners, county officials, the executive director of the Skagitonians to Preserve Farmland and two representatives from American Farmland Trust. The purpose of this meeting was to discuss the COCS methodology and how it would be carried out in Skagit County.

After several discussions between AFT, the county budget officer and SPF, it was decided that the study should be done at the county level. The county delivers the majority of public services that county residents receive and collects taxes from these residents. Therefore, to understand the net fiscal demand for services from the perspective of a taxpaying resident, it was agreed that the analysis would be done for unincorporated areas of the county. The 1997 calendar year budget was used in the study because it was the most recent year with closed books.

The following land use categories were used: 1) residential development, 2) commercial development, 3) industrial development and 4) farm, forest and open land. Residential development includes property used for dwellings, including farmhouses, employee housing and rental units. Commercial development includes property actively used for business purposes. Industrial development includes property actively used for wholesale production and utilities, usually goods-producing. Farm, forest and open land includes property used or designated for open space, forest or agriculture. This category was defined according to the state's Current Use Taxation program. This program taxes agricultural and forest land according to their existing use rather than at their full market value. Eligible land in active agriculture or forestry included in the county's Current Use Taxation program was considered Farm, Forest and Open land. Although agriculture and forestry are both industries that contribute to the local economy, they were analyzed explicitly for the purposes of the study.

2) Collect data: Obtain relevant reports, contact officials, boards and departments

AFT's economic research specialist collected data in Skagit County during the first two weeks of December, 1998. The county budget officer provided most of the necessary budgetary documents and information. Interviews were conducted with department directors and other appropriate county officials to determine how revenues were generated and how expenditures were spent in 1997. The following information was gathered to conduct the analysis:

- Skagit County, Washington, 1997 Annual Budget
- 1997 Skagit County Expense Versus Budget Report
- Total assessed property values broken down by land use
- School Budget for 1997-1998 school year
- 1997 reports of county departmental activity
- Geographic Information Systems (GIS) map showing total county area distinguished by land use
- Total land area and total road mileage for the county, each broken down by land use

3) Allocations by land use

Interviews with county officials and budget records were used to allocate 1997 revenues and expenditures into land use categories. Some line items had straightforward allocations because records were available by land use. For example, building permits were allocated according to how many fees were generated from residents, businesses and industries in 1997. For other line items that were not directly tied to land use, this allocation was more difficult and required more extensive record searches. In some cases the allocations relied partially on the experience and judgement of the department head being interviewed.

Revenues

In interviews, county officials were asked how each revenue was generated: by residents, businesses, industries or farm, forest and open land. For each line item, it was determined which individual or combination of land uses generated the funds. For example, revenues generated by residents, such as marriage license fees, were considered Residential. Revenues generated by businesses, such as hotel taxes, were considered Commercial. Revenues generated by industries, such as manufacturing taxes, were considered Industrial. For some items, such as fees and licenses, detailed reports were analyzed to determine the most accurate percentage breakdown. Most items were not generated entirely by one land use, but were split between the land uses. For example, miscellaneous revenues for the County Fair were divided between Commercial and Farm, Forest and Open because local businesses and farms sponsored the fair through exhibits.

Expenditures

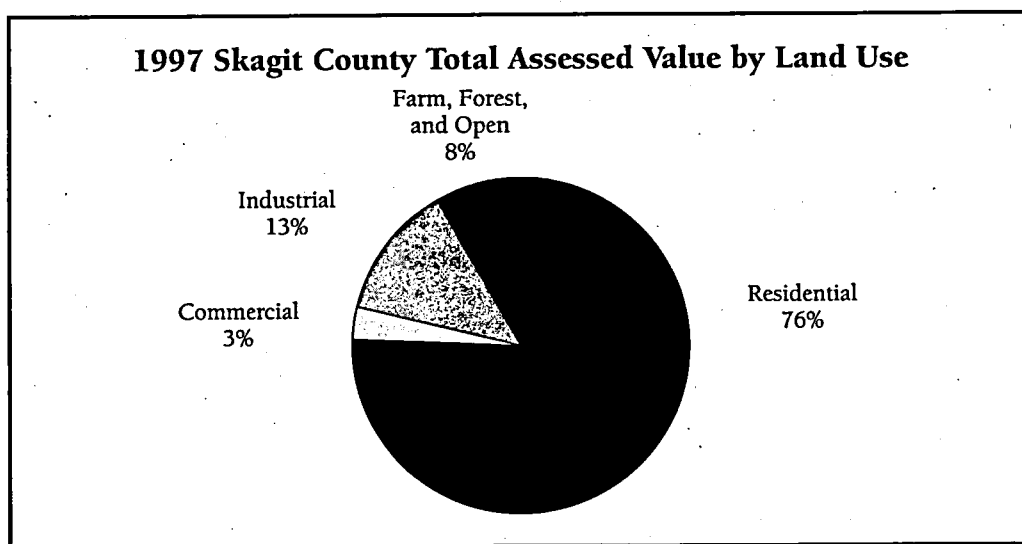
In interviews, county officials were asked how each expenditure was spent: on residents, businesses, industries or farm, forest and open land. For each line item, the land use or combination of land uses- that



required the funds was determined. Items serving residents, such as school expenses, were considered Residential. Expenditures serving businesses, such as snow plowing a restaurant parking lot, were considered Commercial. Expenditures serving industries, such as the Sheriff department responding to an alarm at a manufacturing warehouse, were considered Industrial. Expenditures for farms, such as Conservation Futures funds used to buy development rights to protect farmland, were allocated to Farm, Forest and Open. As with revenues, most expenditures were not spent entirely on one land use. Therefore, officials were consulted and detailed reports were analyzed to determine the most accurate breakdown between the uses.

Calculation of "fall-back" percentages

Some budget line items could not be tied directly to a land use. For example, administrative salaries and public buildings serve the entire county in a general capacity. In this type of situation, a default percentage breakdown was used called the "fall-back" percentage. This percentage breakdown is based on the portion of the total 1997 assessed value that falls into each land use. After an extensive analysis of assessor's records with the county assessor, the following percentages were determined for each land use: 76 percent Residential, 3 percent Commercial, 13 percent Industrial and 8 percent Farm, Forest and Open (See chart below).



The following assumptions were made when classifying property values to calculate these fall-back percentages:

- Federal, state, and city properties were not considered for this analysis
- All single and multi-family homes as well as senior residents were considered Residential
- All schools, cemeteries, and country clubs were considered Residential
- Utilities were considered Industrial
- Mobile homes were considered Residential, except when part of a farm operation under the current use taxation program.
- Property classified as Farm and Agriculture, Timber, or Open Space under the county's current use taxation program was considered Farm, Forest and Open land
- Residential homes and properties on farms were separated from the farmland and included in the residential category. Given the format of the assessor's data, any farm structures included with the homes could not be separated out into the farm category. This underestimated the property value of farms slightly, but affected both revenues and expenditures using fall-back percentages, so any impact on the ratios due to this limitation was minor.
- Tax-exempt property values (less than 2 percent of the total assessed value¹⁷) were not included.¹⁸

Public Works

The Public Works department provided information to allocate the following funds: county roads, solid waste, equipment rental, public works building, special paths, drainage utility, river improvement, and sub flood control zone districts. The miles of road in each land use were used to allocate road expenditures spent on all county roads. For expenditures not representative of a typical year, the fall back percentages were used. See Appendix I for a detailed description of these allocations.

Schools

Education expenditures for the county's seven school districts were added to the county's 1997 general budget, as they were a significant portion of total county expenditures. (See Appendix II for dollar amounts.) School revenues were primarily generated through property taxes paid by county residents so were allocated according to the proportion of taxes paid by each land use for 1997 (the fall-back percentages). The school expenditures were allocated entirely to Residential because education directly serves residents.

4) Analyze data and calculate ratios

Once all necessary data was collected and interviews were completed, the data was entered into a computer spreadsheet. The dollar amount for each line item of the budget was allocated among the four land use categories according to the associated percentage breakdown. Once the percentages were entered for all line items, total revenues and total appropriations were summed for each land use category. By comparing total revenues to total appropriations in each category, a land use ratio was calculated for each land use to show the cost for every dollar raised. This comparison also showed the net dollar loss or contribution of each land use to the local budget. The spreadsheet was checked for accuracy and the ratios were analyzed to understand differences. See Appendix II for the spreadsheet of budget allocations.



Findings

Study findings are presented in the table below. The first two rows of the table show the total dollars that were allocated to each land use for revenues and expenditures. The third row shows the net gain or loss for each land use. This was determined by subtracting the expenditures from the revenues in each column. The final row of the table presents this same information in ratio form. This is a clear way to show how much each land use cost for every dollar of revenue that it raised.

1997 SKAGIT COUNTY FINDINGS	Residential Development	Commercial Development	Industrial Development	Farm Forest Open Land
Total Revenues	\$130,572,599	\$11,416,455	\$19,768,071	\$19,071,802
Total Expenditures	\$161,830,506	\$3,824,423	\$5,602,767	\$9,699,631
Net gain/loss	\$(31,257,907)	\$7,592,032	\$14,165,304	\$9,372,171
Land use ratio*	\$1.00:\$1.25	\$1.00:\$0.34	\$1.00:\$0.29	\$1.00:\$0.51

In 1997, residential development generated \$130.5 million in revenues and required \$161.8 million in expenditures, creating a net loss of \$31.2 million for Skagit County. Commercial development generated \$11.4 million in revenues and required \$3.8 million in expenditures, creating a net gain of \$7.5 million. Industrial development generated \$19.7 million in revenues and required \$5.6 million in expenditures, creating a net gain of \$14.1 million. Farm, forest and open land generated \$19 million in revenues and required \$9.6 million in expenditures, creating a net gain of \$9.3 million for the county.

Land use ratios, in the last row of the table, show the costs required per one dollar of revenue generated in 1997. For every dollar of revenue from residential development, \$1.25 was required in expenditures. For every one dollar of revenue from commercial development, 34 cents was required in expenditures. For every dollar of revenue from industrial development, 29 cents was required in services. For every dollar of revenue from farm and open land, 51 cents was required to cover associated services.

For every dollar of revenue from residential development, \$1.25 was required in expenditures... For every dollar of revenue from farm and open land, 51 cents was required to cover associated services.

* Cost per dollar of revenue

Although specific ratios vary...all study findings confirm the same overall pattern – that farm, forest, and open land generate a surplus of revenues for local budgets...

Discussion

Study findings in Skagit County are consistent with the results of more than 60 COCS studies that have been conducted across the nation. See Appendix III (p.31) for a summary of findings from completed studies done by AFT and others. The median ratios of the 63 communities included on this table are: Residential development \$1.00:\$1.15; Commercial development \$1.00:\$0.27; Farm, Forest, Open land \$1.00:\$0.34.

Skagit ratios in 1997 fall within this range of findings and are slightly higher than the median. Residential development in Skagit at \$1.00:\$1.25 was higher than the median. If Skagit's commercial and industrial development ratios were combined they would be \$1.00:\$0.30, just slightly higher than the median, and Skagit's Farm, Forest and Open land, at \$1.00:\$0.51 was also slightly higher than the median. However, it is important to note that COCS is a case study method and that every community is different. Many factors contribute to the specific ratios in different communities, so the findings should not be compared dollar for dollar. What is important to consider is their overall pattern and how it relates to the community in question.

Although specific ratios vary across different communities, all study findings confirm the same overall pattern – that farm, forest, and open land generate a surplus of revenues for local budgets, while residential development creates a net loss due its high service demands.



*Open lands
provided almost
\$19 million in revenue,
but only cost \$9.7
million to service.*

Interpreting the findings

It is important to understand the assumptions used when interpreting these ratios. This study was carried out using 1997 data and should be used to understand the current fiscal situation for unincorporated areas of Skagit County. This analysis determined the overall net fiscal impact of each land use on the total county budget. Therefore, the findings should not be applied to specific development projects or be used as a forecast for future land use scenarios.

In Skagit County, residents receive a fairly high level of services. Although residential development generated almost \$130 million in revenues, this was not enough to cover the \$161.8 million spent to serve them. Therefore, the other land uses provided surplus revenues to help pay for residential services.

Farm, forest and open land require a lower level of services from the county, and therefore had a lower net cost. Open lands provided almost \$19 million in revenue, but only cost \$9.7 million to service. Therefore, approximately half of the revenues generated by open lands were available for other uses.

Although this study focuses on the fiscal contribution of agriculture, forest and other privately owned lands were included with agriculture when categorizing land uses. The purpose for this aggregation was to measure the impact of all working open lands on the county budget. Therefore, the low ratio of Farm, Forest and Open land shows the fiscal benefit of the timber industry as well as the agricultural industry. 63 percent of the non-public land in Skagit County is considered private Industrial Forest. While the demand for county services to this large land area was modest, timber harvesting generated \$2.3 million in revenue for the county in 1997.¹⁹

The findings show that commercial and industrial development have a relatively low ratio for 1997. This is a typical COCS finding. Like the retail and manufacturing businesses included in this category, agriculture and forestry are also businesses that are fiscally beneficial to the county. Although they were analyzed separately from other businesses, farm and forest operations have the same fiscal impact – they contribute more taxes to the county than they require in services.

When interpreting the commercial and industrial ratios, it is important to understand that this study analyzes current, direct costs to the county. New industries bring new jobs and to the region. Consequently, they also increase population, housing, and county government spending over time. However, existing businesses and industries, including agriculture and forestry, will not increase population and spending as new industries would. Therefore, when deciding whether to develop new business and industries or protect existing ones, existing ones have two clear advantages. Existing farms, forests, businesses and industries provide surplus revenues to the county and do not contribute to increases in the population. Although not part of this analysis, the fiscal consequences of these long-term, indirect impacts should be considered when making land use decisions.

Another factor contributing to the low net cost of commercial development is that the study only included unincorporated areas of the county. These areas have a lower concentration of retail businesses than in the municipalities. Therefore, the commercial ratio would most likely have been higher had the study been done on the municipal level.

DISCUSSION

By proactive planning, the county should be able to direct balanced growth while protecting the natural resources that are so important to its economy and quality of life.

How findings are useful

Unlike many regions across the country, Skagit County's landscape has not yet been dramatically changed by growth. By anticipating impacts of growth, the county can still act in time, rather than reacting when it is too late. By proactive planning, the county should be able to direct balanced growth while protecting the natural resources that are so important to its economy and quality of life.

Builders often claim that residential development is the best economic use of land because it brings tax revenue into communities. However, these claims ignore the other side of the equation by failing to include the ongoing costs of public services and infrastructure that housing imposes on the community. The findings of this study should serve as a caution to communities trying to increase gross tax revenues through development without considering the associated costs of this type of growth. COCS findings do not imply that development should be prevented. They instead suggest carefully analyzing the timing, phasing and placement of new development in order to control growth. By understanding demands for services in relation to tax revenue generated, informed decisions can be made to balance land uses to the community's best advantage.

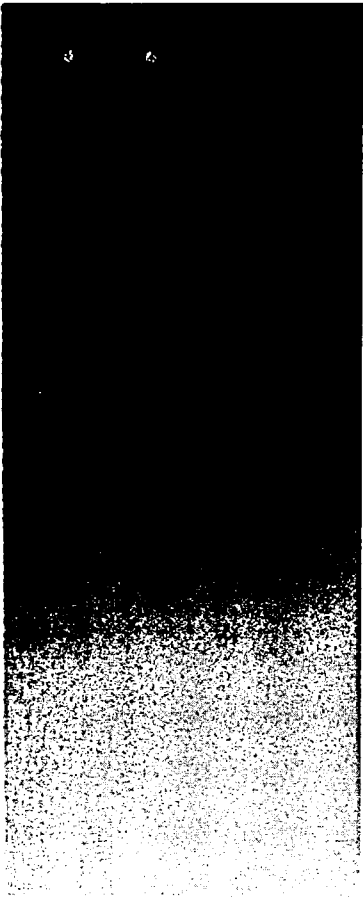
Skagit County has been successful in sustaining its agricultural industry so far. However, Skagit's productive lands are at risk of being lost to the sprawl that is spreading across the nation. The survey done by SPF²⁰ shows that most county residents recognize that there is significantly less farmland than there was just 10 years ago, and they support some type of farmland preservation policy. The county's new Conservation Futures program protects farms by offering to purchase their development rights. Continued community support of conservation policies and programs will help ensure that farms and other natural resource industries are a healthy part of the Skagit landscape.

It is clear that preserving Skagit's agricultural industry is an economic investment in the county. This valley provides vegetable seeds, food and flowers for the world. Agricultural operations positively impact the local economy through the production of food, the purchase of supplies and equipment and the provision of jobs. The demand for public services to farmland is quite low, creating a financial surplus for the county. Farmland protection is a critical piece of the overall plan to ensure that Skagit's strong economy and natural landscape are secure for generations to come.



Endnotes

1. Gross Farm Income was more than \$170 million per year from 1993 through 1996 according 1996 *Skagit County Ag Stats* produced by Washington State University Cooperative Extension.
2. 1998-99 Newcomers' & Visitors' Guide Skagit County Northwest Washington State, MacGregor Publishing Company, March 1998.
3. Washington State University Cooperative Extension, 1997. *1996 Skagit County Ag Stats*.
4. Ibid.
5. 1998-99 Newcomers' & Visitors' Guide Skagit County Northwest Washington State, MacGregor Publishing Company, March 1998.
6. Ibid.
7. Ibid.
8. American Farmland Trust, 1997. *Farming on the Edge*. Center for Agriculture and the Environment, Northern Illinois University.
9. <http://www.pan.ci.seattle.wa.us>
10. <http://www.pan.ci.seattle.wa.us>
11. The greater Seattle area includes King, Snohomish, Pierce, and Kitsap counties.
12. Skagitonians to Preserve Farmland, 1997. *Case Statement Skagitonians to Preserve Farmland "Preserving agricultural land for agricultural production.."*
13. Population in Skagit County increased from 64,138 in 1980 to 95,500 in 1996 according to the 1996 *Skagit County Ag Stats* produced by Washington State University's Cooperative Extension.
14. Elway Research, Inc, 1996. *Agricultural Land Protection: A Survey of Skagit County Voters* Co-sponsored by Economic Development Association of Skagit County (EDASC) and Skagitonians to Preserve Farmland (SPF).
15. Since 1971, Washington has had a Deferred Taxation program that allows farmland to be assessed at its current value for agriculture instead of its market value as long as their land remains in active agriculture (American Farmland Trust, 1997. *Saving American Farmland: What Works*, 152). To be eligible for Skagit County's program (called Current Use Taxation), a farm must meet a certain income level for its acreage.
16. If tax-exempt properties were included and allocated across land uses, the affect on the fall-back percentages would have been negligible, with no difference in the final land use ratios.
17. This study analyzes the demand for services by tax-paying properties within the county.
18. This is an approximate percentage provided by the Skagit County GIS and Public Works departments out of 585,111 acres including private Industrial Forest.
19. This includes \$853,361 in timber tax revenue and \$1,435,919 in revenues received from timber harvested in the county.
20. Elway Research, Inc, 1996. *Agricultural Land Protection: A Survey of Skagit County Voters* Co-sponsored by Economic Development Association of Skagit County (EDASC) and Skagitonians to Preserve Farmland (SPF).



Appendices

- I. Description of Public Works Allocations
- II. Budget Allocation Spreadsheets
- III. Summary of Cost of Community Services Studies

Description of Public Works Allocations¹

Road

The County Road fund is organized into nine divisions that were allocated separately. Four of the divisions are directly associated with the actual roads and were therefore allocated based on road mileage. The Public Works department calculated the approximate number of miles of county roads within each land use category.

Land Use	Mileage	Percent
Residential	395 miles	49.6
Commercial	5 miles	.6
Industrial ²	100 miles	13.9
Farm, Forest, Open	100 miles	35.9

Road fund expenditures were allocated as follows:

- Division 1 Reimbursable expenses were allocated based on the "fall-back" percentages
- Division 2 Drainage expenses were allocated based on road mileage
- Division 3 Road Maintenance expenses were allocated based on road mileage
- Division 4 Ferry expenses were allocated to Residential
- Division 5 Facilities expenses were allocated based on the "fall-back" percentages
- Division 6 General Administration expenses were allocated based on the "fall-back" percentages
- Division 7 Planning and Engineering expenses were allocated based on the "fall-back" percentages
- Division 8 Construction expenses were broken out by assigning costs based on the location of the road improvement project
- Division 9 Extraordinary Ops expenses were assigned 10 percent to Residential and 90 percent to Farm, Forest and Open

Road fund revenues were allocated as follows

- Timber revenue was allocated to Farm, Forest and Open
- Ferry toll revenue and parking revenue were both allocated to Residential
- General property tax revenue and remaining road fund revenues were allocated based on the "fall-back" percentages

Solid Waste

Solid Waste revenues were allocated based on the percentage of waste collected from each land use within unincorporated areas of the county. It was assumed that the Rural Collection Company collects 33% of its waste from municipalities and that 10% of self-healers to the transfer station come from municipalities. Remote site waste was allocated 75% Residential and 25% Farm, Forest and Open and hazardous waste entirely to Commercial.

Solid Waste expenditures were tracked by the five separate divisions in the Solid Waste fund and allocated based on the percentage of expenses in unincorporated areas. It was assumed that 58% of expenditures were municipal and 42% rural or unincorporated. The PW Director used rural land use percentage from the Assessor's office to distribute rural area revenues and expenditures.

¹ The Public Works department provided information on revenues and expenditures for the purpose of this study. This information was used in allocating all public works line items, with some adjustments to ensure consistency of methodology throughout departments and some exceptions where information had already been provided by the county budget officer. Overall the allocations made to Public Works line items reflect decisions made by the Public Works director with assumptions stated.

² includes Industrial forest land

Equipment Rental and Revolving Fund

Equipment Rental and Revolving Fund accounts for the financing of county-owned vehicles and equipment provided to other departments on a cost reimbursable basis. Both revenues and expenditures were allocated based on the number of vehicles used in each department. Fifty-three percent of the total vehicles are for county roads and were allocated based on the number of miles of county roads within each land use category. The remaining 47 percent was broken down by the proportion of vehicles used in each department and the corresponding land use breakdown for that department. Forty-five percent were allocated according to Sheriff, 6 percent to Health, 36 percent to Residential (Senior Services, Coroner, Emergency Management, Pool) and 13 percent to fall-back percentages (Assessor, Auditor and other administrative departments).

Public Works Building

The 1997 Public Works Building expenditures were for construction of the new Burlington Shop, a facility to house Equipment Rental and Revolving Fund equipment and vehicles. Therefore the same total allocation that was used for ER&R was also used for Public Works Building expenditures.

Special Paths

1997 expenditures for the Special Paths fund were spent on the Sedro-Woolley trail. The demand for these services is from residents and the trail is used by local residents for recreational purposes. Therefore revenues and expenditures for Special Paths were allocated entirely to Residential.

Drainage Utility and River Improvement

Expenditures for both the Drainage Utility and River Improvement funds were not typical of an average year. Construction for a drainage utility was in a residential area, but other projects will be constructed in all land use areas in the future. River Improvement expenditures focused on flood damages caused by 1995-1996 flooding. Therefore, to prevent skewing any one land use category from an atypical event, the "fall -back" percentages were used to allocate both of these line items.

Sub Flood Control**Zone Districts**

Sub Flood Control Zone District funds allocations were based on the percentage of land use within each district according to county zoning maps.



Budget Allocation Spreadsheets

Department	1997 Actual	Residential	Commercial	Industrial	Farms/Open
REVENUES					
Taxes					
Property Taxes	19,340,572	15,510,483	649,413	2,631,390	1,701,109
Sales Tax	4,821,145	0	4,821,145	0	0
Timber Tax	853,361	0	0	0	853,361
Franchise Tax	69,552	0	69,552	0	0
Lease Hold Excise	134,223	0	134,223	0	0
County/Treasurer Collections Fees	72,734	55,081	2,226	9463	5964
Sale of Tax Title Property	1411	1069	43	184	116
Household Phone	371,515	306,474	12,386	52,655	0
Motel/Hotel Taxes	40,927	0	40,927	0	0
Real Estate Excise Tax	538,661	333,431	45,086	45,086	115,058
Operating Assessments	69,234	52,431	2119	9007	5677
Penalties & Interest	729,152	552,187	22,312	94,863	59,790
Total Taxes	27,042,487	16,811,156	5,799,431	2,842,647	2,741,075
Licenses and Permits					
General Fund					
Planning and Permits	513,244	447,497	52,710	5286	7750
Marriage Licenses	7,200	7200	0	0	0
Gun Permits	11,018	11,018	0	0	0
Dog Permits	4960	4960	0	0	0
Public Health	176,120	0	170,820	5300	0
Emergency Management	1226	1226	0	0	0
Total Licenses & Permits	713,768	471,901	223,530	10,586	7750
Inter-Governmental					
General Fund					
County Clerk	68,959	41,375	13,792	6896	6896
District Court	109,339	96,218	12,027	1093	0
Planning & Permit	49,219	24,610	0	0	24,610
Probation - District	5989	5270	659	60	0
Juvenile Probation	517,613	517,613	0	0	0
Prosecuting Attorney	548,082	328,849	137,021	54,808	27,404
Sheriff	955,071	792,750	78,592	46,100	37,629
Superior Courts	15,127	10,589	3025	0	1513
Noxious Weed Control	26,877	2688	10,751	10,751	2688
Non Departmental	1,370,342	838,602	204,835	111,175	215,730
Intervention Specialist	236,426	236,426	0	0	0
Water Quality Program	872,366	872,366	0	0	0
Total General Fund	4,775,410	3,767,357	460,701	230,884	316,468
Public Health	1,230,880	1,182,780	36,075	12,025	0
Special Paths	25,434	19,261	778	3309	2086
Emergency Management	96,760	24,190	24,190	24,190	24,190
County Fair	36,060	0	0	0	36,060
Veteran's Relief	0	0	0	0	0
River Improvement	601,194	455,284	18,397	78,215	49,298
Auditor's O&M Fund	30,492	23,092	933	3967	2500
Parks & Recreation	31,692	31,692	0	0	0
Substance Abuse	468,439	468,439	0	0	0
Mental Health/Dev Disability	642,739	642,739	0	0	0
County Roads	4,943,463	3,379,846	95,409	398,443	1,069,765
Senior Services	388,121	388,121	0	0	0
Conservation Futures	0	0	0	0	0
Medic I Services	0	0	0	0	0
Communication System (911)	842,379	694,904	28,085	119,390	0
Sub-Flood Zones	35,552	14,434	0	0	21,118

Department	1997 Actual	Residential	Commercial	Industrial	Farms/Open
Drug Enforcement	13,856	13,856	0	0	0
Land Acquisition/Facilities	1,331,291	1,107,622	223,669	0	0
Park Acquisition	147,816	127,078	0	0	20,738
Solid Waste	148,501	112,787	2822	1411	31,482
Total Intergov (General & Other Funds)	15,790,079	12,453,481	891,059	871,834	1,573,706
Charges for Service					
General Fund					
Auditor	828,915	698,858	68,551	34,566	26,940
Civil Service	1670	1670	0	0	0
County Clerk	141,918	107,475	4343	18,464	11,637
Admin Services	5763	4364	176	750	473
District Court	113,852	100,190	12,524	1139	0
Planning & Permit	380,224	331,517	39,049	3916	5741
Probation - District	88,013	77,451	9681	880	0
Juvenile Probation	4428	4428	0	0	0
Prosecuting Attorney	85,786	51,472	21,447	8579	4289
Sheriff	211,122	121,809	43,243	25,365	20,705
Superior Courts	7337	4402	1467	734	734
Non-Departmental	1,105,371	837,097	33,824	143,809	90,640
Intervention Specialist	167,813	167,813	0	0	0
Water Quality Program	486	486	0	0	0
Public Health	330,964	294,847	33,431	0	2686
Emergency Management	53,740	53,740	0	0	0
County Fair	127,494	106,789	0	0	20,705
Law Library	35,440	35,440	0	0	0
Treasurer's O&M	16,498	12,494	505	2146	1353
Auditor's O&M	26,362	19,964	807	3430	2162
Election Services	147,036	147,036	0	0	0
Parks & Rec	218,296	218,296	0	0	0
County Roads	591,603	404,479	11,418	47,683	128,023
Senior Services	7364	7364	0	0	0
Crime/Victim Services	41,218	41,218	0	0	0
Interlocal Investigation	4547	4547	0	0	0
Solid Waste	6,741,143	5,119,898	128,082	64,041	1,429,122
Drainage Utility	25,000	18,750	1250	2500	2500
Equipment Rental & Revolving	1,701,226	1,048,959	85,521	183,545	383,201
Insurance Services	1,266,102	958,819	38,743	164,720	103,820
Total Charges	14,476,731	11,001,673	534,061	706,266	2,234,731
Fines					
General Fund					
Public Health	1,116,670	1,116,670	0	0	0
Drug Enforcement Services	1890	0	1890	0	0
Interlocal Investigation	3583	3583	0	0	0
Total Fines	83,507	83,507	0	0	0
Total Fines	1,205,650	1,203,760	1890	0	0
Miscellaneous & Other					
General Fund					
Auditor	1270	1270	0	0	0
County Clerk	8321	8321	0	0	0
District Court	23,316	23,316	0	0	0
Historical Museum	6441	6441	0	0	0
General Maintenance	1100	0	1100	0	0
Planning & Permit	5961	4514	182	776	489

APPENDIX II

Department	1997 Actual	Residential	Commercial	Industrial	Farms/Open
Juvenile Probation	1468	1468	0	0	0
Prosecuting Attorney	3490	2094	873	349	175
Sheriff	69,413	40,048	14,218	8340	6807
Treasurer	1,547,074	1,171,599	47,340	201,274	126,860
Non Departmental	79,338	35,012	44,326	0	0
Public Health	35,699	32,629	2499	107	464
Special Paths	7496	5677	229	975	615
County Fair	26,606	0	13,303	0	13,303
Veteran's Relief	43	43	0	0	0
Law Library	400	400	0	0	0
Treasurer's O&M	12,626	9562	386	1643	1035
Auditor's O&M	1225	928	37	159	100
Election Services	903	903	0	0	0
Parks and Recreation	106,687	106,687	0	0	0
Mental Health	58	58	0	0	0
County Roads	237,252	162,209	4579	19,123	51,341
Senior Services	144,717	144,717	0	0	0
Conservation Futures	125	0	0	0	125
Medic I Services	648	272	8	47	320
Sub-Flood Zones	6580	4983	201	856	540
Drug Enforcement	979	945	4	18	11
Debt Service	83,557	63,278	2557	10,871	6852
Skagit Cty Ltgo Refunded	393,263	297,818	12,034	51,164	32,248
Land Acquisition	275,460	0	275,460	0	0
Capital Improvements	100,100	100,100	0	0	0
Park Acquisition	357	357	0	0	0
Public Works Building	22,704	11,420	409	2157	8718
Solid Waste	6795	5161	129	65	1441
Equipment Rental and Revolving	2,292,778	1,413,704	115,258	247,368	516,448
Insurance Services	516,268	390,970	15,798	67,166	42,334
Total Misc. Revenues	6,020,518	4,046,903	550,931	612,457	810,226
Non-Revenues	261,919	198,351	8015	34,076	21,477
Other Financing					
General Fund	1,435,919	0	0	0	1,435,919
Public Health	736,768	557,954	22,545	95,854	60,415
Emergency Mgmt	136,949	103,711	4191	17,817	11,230
County Fair	121,050	91,671	3704	15,749	9926
Veteran's Relief	15,056	0	0	15,056	0
Law Library	22,303	16,890	682	2902	1829
River Improvement	202,500	147,218	8100	31,590	15,593
Election Services	204,896	155,168	6270	26,657	16,801
Parks and Recreation	731,316	553,826	22,378	95,144	59,968
Mental Health	20,433	0	0	20,433	0
County Roads	1,775,745	1,214,077	34,272	143,125	384,271
Senior Services	389,359	294,862	11,914	50,656	31,927
Conservation Futures	54,598	0	0	0	54,598
Medic I Services	229,449	0	0	229,449	0
Debt Services	30,424	23,040	931	3958	2495
Land Acquisition	868,306	127,120	1910	8249	731,027
Capital Improvements	75,000	56,798	2295	9758	6150
Public Works Building	515,000	317,544	25,889	55,563	116,004
Equipment Rental	23,814	14,683	1197	2569	5364
Total Other Financing	7,588,885	3,674,561	146,279	824,528	2,943,517

Department	1997 Actual	Residential	Commercial	Industrial	Farms/Open
TOTAL REVENUES WITHOUT SCHOOLS	\$73,100,037	\$49,861,787	\$8,155,196	\$5,902,394	\$10,332,483
Schools					
District 011	5,213,285	3,948,021	159,527	678,248	427,489
District 100	20,144,842	15,255,689	616,432	2,620,844	1,651,877
District 101	24,089,648	18,243,090	737,143	3,134,063	1,975,351
District 103	17,848,538	13,516,698	546,165	2,322,095	1,463,580
District 311	5,998,785	4,542,880	183,563	780,442	491,900
District 317	2,820,600	2,136,040	86,310	366,960	231,289
District 320	30,461,368	23,068,394	932,118	3,963,024	2,497,832
Total Schools	106,577,066	80,710,812	3,261,258	13,865,676	8,739,319
TOTAL REVENUES	\$179,677,103	\$130,572,599	\$11,416,455	\$19,768,071	\$19,071,802
EXPENDITURES					
Current Expense Fund					
Assessor	1,027,761	778,323	31,449	133,712	84,276
Auditor	747,518	604,738	29,502	68,783	44,496
Board of Equalization	28,878	21,658	0	7219	0
Boundary Review Board	39,607	29,994	1212	5153	3248
Civil Service Commission	13,470	10,201	412	1752	1105
Clerk	537,340	322,404	107,468	53,734	53,734
Commissioners	362,349	90,587	90,587	72,470	108,705
Cooperative Extension	207,426	51,857	0	0	155,570
Coroner	152,295	152,295	0	0	0
Administrative Services	2,698,970	2,052,714	82,944	352,647	210,664
District Court	917,313	807,235	100,904	9173	0
Historical Society	173,154	173,154	0	0	0
Public Defender	858,987	858,987	0	0	0
General Maintenance	909,458	688,732	27,829	118,320	74,576
Public Safety Building Maintenance	221,209	167,521	6769	28,779	18,139
Hearing Examiner	53,185	40,277	1627	6919	4361
Planning and Permit Center	2,196,040	1,663,061	67,199	285,705	180,075
District Court Probation	174,732	153,764	19,220	1747	0
Juvenile Probation	1,431,778	1,431,778	0	0	0
Prosecuting Attorney	1,568,589	941,153	392,147	156,859	78,429
Sheriff	6,586,398	3,800,055	1,349,058	791,355	645,928
Superior Court	759,655	531,759	151,931	0	75,966
Treasurer	571,168	432,546	17,478	74,309	46,836
Noxious Weed Control	89,718	8972	35,887	35,887	8972
Non-Departmental	1,716,346	1,299,789	52,520	223,297	140,740
Contributions to Active Fund	2,452,638	1,864,005	73,579	269,790	245,264
Records Management	145,377	110,094	4449	18,914	11,921
Intervention Specialists	1,504,915	1,504,915	0	0	0
Water Quality RLF Program	811,221	786,884	0	0	24,337
Assigned Counsel	181,192	181,192	0	0	0
Other Funds					
Public Health	2,452,362	2,241,442	170,769	7691	32,460
Special Paths	30,000	30,000	0	0	0
Emergency Management	286,065	286,065	0	0	0
County Fair	312,550	187,530	0	0	125,020
Veteran's Relief	107,549	107,549	0	0	0
Law Library	55,060	31,700	22,192	716	451
River Improvement	869,998	658,849	26,622	113,187	71,340
Treasurer's O&M	6702	5076	205	872	550
Auditor's O&M	16,411	12,428	502	2135	1346

APPENDIX II

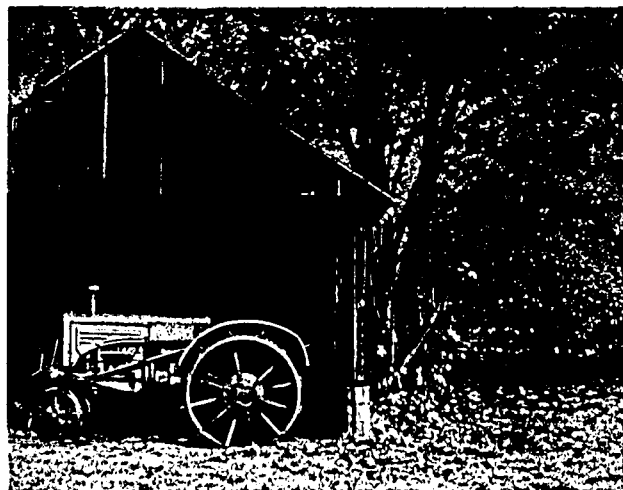
Department	1997 Actual	Residential	Commercial	Industrial	Farms/Open
Election Services	343,661	343,661	0	0	0
Parks & Recreation	1,148,621	566,953	0	0	581,668
Substance Abuse Services	484,880	484,880	0	0	0
Human Services/Mental Health	720,967	720,967	0	0	0
County Roads	13,973,237	9,553,502	269,683	1,126,243	3,023,809
Senior Services	928,832	928,832	0	0	0
Convention Center	38,042	0	38,042	0	0
Conservation Futures	37,736	0	0	0	37,736
Medic 1	1,911,264	1,447,400	58,485	248,655	156,724
Crime Victim Services	35,548	35,548	0	0	0
911 Communications	1,374,863	1,168,634	68,743	68,743	68,743
Sub-Flood Control Zones					
Sedro Woolley Flood Control	8862	7976	0	0	886
Britt Slough Flood Control	50,920	15,276			35,644
Mt. Vernon South	5750	5750	0	0	0
Dunbar Flood Control	1303	1303	0	0	0
Blanchard Sub Flood Control	4411	0	0	0	4411
Hansen Creek Sub Flood Cont	41,652	0	0	0	41,652
Warner Prairie Sub-Flood	0	0	0	0	0
Drug Enforcement	41,223	41,223	0	0	0
Interlocal Investigation	43,556	43,556	0	0	0
Debt Service (Rens Institute Loan)	30,985	30,985	0	0	0
Land Acq/Facility Improvement	3,529,485	2,672,879	108,002	459,186	289,418
Capital Improvements	605,901	515,016	0	0	90,885
Park Acquisition	332,863	332,863	0	0	0
Public Works Building	1,338,513	825,314	67,287	144,412	301,500
Solid Waste Operating	6,373,933	4,830,804	100,708	50,354	1,392,067
Drainage Utility	882,174	668,070	26,995	114,771	72,338
Equipment Rental	3,811,929	2,350,397	191,626	411,269	858,637
Insurance Services	1,266,118	802,719	30,387	138,007	295,006
TOTAL EXPENDITURES WITHOUT SCHOOLS	\$72,642,612	\$53,515,791	\$3,824,423	\$5,602,767	\$9,699,631
Schools					
District 011	5,170,844	5,170,844	0	0	0
District 100	20,372,371	20,372,371	0	0	0
District 101	24,207,677	24,207,677	0	0	0
District 103	18,277,947	18,277,947	0	0	0
District 311	5,976,872	5,976,872	0	0	0
District 317	2,921,262	2,921,262	0	0	0
District 320	31,387,742	31,387,742	0	0	0
Total Schools	108,314,715	108,314,715	0	0	0
TOTAL EXPENDITURES	\$180,957,327	\$161,830,506	\$3,824,423	\$5,602,767	\$9,699,631

	Residential	Commercial	Industrial	Farms/Open
Total Revenues	\$130,572,599	\$11,416,455	\$19,768,071	\$19,071,802
Total Expenditures	\$161,830,506	\$3,824,423	\$5,602,767	\$9,699,631
LAND USE RATIOS*	1.00:1.25	1.00:0.34	1.00:0.29	1.00:0.51

*revenue: cost in dollars
 (For example, for every one dollar of revenue raised by residential, costs were \$1.25)

Summary of Cost of Community Services Studies, Revenue-to-Expenditure Ratios in Dollars

	Residential including farm houses	Commercial & Industrial	Farm/Forest Open Land	Source
Connecticut				
Bolton	1:1.05	1:0.23	1:0.50	Geisler, 1998
Durham	1:1.07	1:0.27	1:0.23	Southern New England Forest Consortium, 1995
Farmington	1:1.33	1:0.32	1:0.31	Southern New England Forest Consortium, 1995
Hebron	1:1.06	1:0.47	1:0.43	American Farmland Trust, 1986
Litchfield	1:1.11	1:0.34	1:0.34	Southern New England Forest Consortium, 1995
Pomfret	1:1.06	1:0.27	1:0.86	Southern New England Forest Consortium, 1995
Idaho				
Canyon County	1:1.08	1:0.79	1:0.54	Hartmans and Meyer, 1997
Cassia County	1:1.19	1:0.87	1:0.41	Hartmans and Meyer, 1997
Maine				
Bethel	1:1.29	1:0.59	1:0.06	Good, Antioch New England Graduate School, 1994
Maryland				
Carroll County	1:1.15	1:0.48	1:0.45	Carroll County Dept. of Management & Budget, 1994
Cecil County	1:1.12	1:0.28	1:0.37	Cecil County Office of Economic Development, 1994
Frederick County	1:1.05	1:0.39	1:0.48	American Farmland Trust, 1997
Massachusetts				
Agawam	1:1.05	1:0.44	1:0.31	American Farmland Trust, 1992
Becket	1:1.02	1:0.83	1:0.72	Southern New England Forest Consortium, 1995
Deerfield	1:1.16	1:0.38	1:0.29	American Farmland Trust, 1992
Franklin	1:1.02	1:0.58	1:0.40	Southern New England Forest Consortium, 1995
Gill	1:1.15	1:0.21	1:0.38	American Farmland Trust, 1992
Leverett	1:1.15	1:0.29	1:0.25	Southern New England Forest Consortium, 1995
Southborough	1:1.03	1:0.26	1:0.45	Adams and Hines, 1997
Westford	1:1.15	1:0.53	1:0.39	Southern New England Forest Consortium, 1995
Williamstown	1:1.11	1:0.40	1:0.34	Hazler et al., 1992
Minnesota				
Farmington	1:1.02	1:0.18	1:0.48	American Farmland Trust, 1994
Lake Elmo	1:1.07	1:0.20	1:0.27	American Farmland Trust, 1994
Independence	1:1.04	1:0.19	1:0.47	American Farmland Trust, 1994
Montana				
Gallatin County	1:1.45	1:0.13	1:0.25	Haggerty, 1996
New Hampshire				
Deerfield	1:1.15	1:0.22	1:0.35	Auger, 1994
Dover	1:1.15	1:0.63	1:0.94	Kingsley, et al., 1993
Exeter	1:1.07	1:0.40	1:0.82	Niebling, 1997
Fremont	1:1.04	1:0.94	1:0.36	Auger, 1994
Stratham	1:1.15	1:0.19	1:0.40	Auger, 1994



APPENDIX III

	Residential including farm houses	Commercial & Industrial	Farm/Forest Open Land	Source
New Jersey				
Freehold Township	1:1.51	1:0.17	1:0.33	American Farmland Trust, 1998
Holmdel Township	1:1.38	1:0.21	1:0.66	American Farmland Trust, 1998
Middletown Towns	1:1.14	1:0.34	1:0.36	American Farmland Trust, 1998
Upper Freehold Towns	1:1.18	1:0.20	1:0.35	American Farmland Trust, 1998
Wall Township	1:1.28	1:0.30	1:0.54	American Farmland Trust, 1998
New York				
Amenia	1:1.23	1:0.17	1:0.25	Bucknall, 1989
Beekman	1:1.12	1:0.18	1:0.48	American Farmland Trust, 1989
Dix	1:1.51	1:0.27	1:0.31	Schuyler County League of Women Voters, 1993
Farmington	1:1.22	1:0.27	1:0.72	Kinsman et al., 1991
Fishkill	1:1.23	1:0.31	1:0.74	Bucknall, 1989
Hector	1:1.30	1:0.15	1:0.28	Schuyler County League of Women Voters, 1993
Kinderhook	1:1.05	1:0.21	1:0.17	Concerned Citizens of Kinderhook, 1996
Montour	1:1.50	1:0.28	1:0.29	Schuyler County League of Women Voters, 1992
Northeast	1:1.36	1:0.29	1:0.21	American Farmland Trust, 1989
Reading	1:1.08	1:0.26	1:0.32	Schuyler County League of Women Voters, 1992
Red Hook	1:1.11	1:0.20	1:0.22	Bucknall, 1989
Ohio				
Madison Village	1:1.67	1:0.20	1:0.38	AFT and Lake County Ohio SWCD, 1993
Madison Township	1:1.40	1:0.25	1:0.30	AFT and Lake County Ohio SWCD, 1993
Pennsylvania				
Carroll Township	1:1.03	1:0.06	1:0.02	Kelsey, 1992
Rhode Island				
Hopkinton	1:1.08	1:0.31	1:0.31	Southern New England Forest Consortium, 1995
Little Compton	1:1.05	1:0.56	1:0.37	Southern New England Forest Consortium, 1995
West Greenwich	1:1.46	1:0.40	1:0.46	Southern New England Forest Consortium, 1995
Utah				
Cache County	1:1.27	1:0.25	1:0.57	Snyder and Ferguson, 1994
Sevier County	1:1.11	1:0.31	1:0.99	Snyder and Ferguson, 1994
Utah County	1:1.23	1:0.26	1:0.82	Snyder and Ferguson, 1994
Virginia				
Clarke County	1:1.26	1:0.21	1:0.15	Piedmont Environmental Council, 1994
Wisconsin				
Dunn	1:1.06	1:0.29	1:0.18	Town of Dunn, 1994

American Farmland Trust's Farmland Information Center acts as a clearinghouse for information about Cost of Community Services studies. Inclusion in this table does not necessarily signify review or endorsement by American Farmland Trust.

0200

