

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AUTHORIZING) Resolution No.92-1652A
A DEVELOPMENT EFFORT AND STATING)
METRO'S INTENT TO PROVIDE FINANCING) Introduced by Rena Cusma,
VIA GENERAL OBLIGATION BONDS FOR) Executive Officer
THE END OF THE OREGON TRAIL PROJECT)

WHEREAS, Clackamas County, the City of Oregon City, and the Oregon Trail Foundation, in cooperation with the State of Oregon and the eight-county Oregon Tourism Alliance, has completed a well-conceived master plan for the End of the Oregon Trail ("EOT") Project to include an Outdoor Living History Museum and an Interpretive Center as well as other associated facilities; and

WHEREAS, the EOT was designated by the United States Government in 1981 as one of two interpretive centers that should be constructed to commemorate this western migration (the other being the beginning of the Trail in Independence, MO); and

WHEREAS, the Oregon Trail Coordinating Council has recommended the EOT interpretive center for statewide participation and support; and

WHEREAS, an Oregon Trail Foundation, Inc. has been established with region-wide representation and is the primary organization overseeing this project in cooperation with the City of Oregon City and Clackamas County; and

WHEREAS, this project is expected to compare in visitor attendance to the Metro Washington Park Zoo, OMSI, and Oregon Coast Aquarium, drawing from regional, state, national and international markets; and

WHEREAS, the EOT project has potential to be operated and marketed in cooperation and alignment with other regional facilities; and

WHEREAS, Metro has been designated the lead agency for regional convention, trade and spectator facilities and operates other regional attractions such as the zoo and the Portland Center for the Performing Arts; and

WHEREAS, Clackamas County has restructured its hotel/motel tax ordinance and is thereby capable of providing needed operational support for the EOT project; and

WHEREAS, Metro's Public Policy Advisory Committee for Regional Convention, Trade, Performing Arts and Spectator Facilities recommended, "Metro should support the EOT project as a regional facility and should seek a source of funds to support construction of the facility and work with Clackamas County and Oregon City on a management structure"; and

WHEREAS, a recent poll indicates that development of this project has high public support from the entire region; and

WHEREAS, other private, state and federal funds are likely to be available to support the project; and

WHEREAS, the EOT project creates an opportunity to creatively use a closed landfill and provides a linkage to other regional issues such as the Greenspaces program; and

WHEREAS the EOT is a project of regional and national significance, and it is therefore appropriate to share the costs and benefits regionally; now therefore,

BE IT RESOLVED, that:

1. It is the intent of Metro to place a General Obligation Bond on a future ballot to finance construction of the project, subject to the approval of a Memorandum of Understanding described in paragraph 2 below.
2. A Memorandum of Understanding ("MOU") be developed between the Metropolitan Service District, Clackamas County, and the Oregon Trail Foundation, Inc.:
 - A. the amount of the bond and what project elements will be funded;
 - B. the timing of the ballot measure vote;
 - C. the responsibility and format for acquisition of project lands;
 - D. a management structure for operations and construction;
 - E. a source for operational funding;
 - F. a method to implement closure of the Rossman Landfill in a manner consistent with the EOT Masterplan and a final DEQ Closure Plan; and
 - G. an agreement on procedure for resolution of other issues that may arise.
3. The MOU will be submitted by the Executive Officer to the Metro Council for review and approval. Such approval will be obtained within sufficient time to place a measure on a future ballot.

ADOPTED by the Council of the Metropolitan Service District
this 22nd day of October, 1992.



Jim Gardner, Presiding Officer

REGIONAL FACILITIES COMMITTEE REPORT

RESOLUTION NO. 92-1652A, AUTHORIZING A DEVELOPMENT EFFORT AND STATING METRO'S INTENT TO PROVIDE FINANCING VIA GENERAL OBLIGATION BONDS FOR THE END OF THE OREGON TRAIL PROJECT.

Date: October 14, 1992 Presented by: Councilor McFarland

COMMITTEE RECOMMENDATION: At its October 13, 1992 meeting the Regional Facilities Committee voted 3-0 to recommend Council adoption of Resolution No. 92-1652A. Voting were Councilors McLain, McFarland, and Washington. Councilors Collier and Gronke were absent.

COMMITTEE DISCUSSION/ISSUES: The Regional Facilities Committee first discussed Resolution No. 92-1652 on July 28, 1992. The resolution was then in draft form, and the committee directed Regional Facilities staff to forward it to Clackamas County and the Oregon Trail Foundation for comment. The committee again considered Resolution 92-1652 at its August 25 meeting, at which time it was deferred to a later date because Clackamas County had suggested changes in the resolution's language and the differences in language had not been resolved. Resolution No. 92-1652A includes changes to the original resolution which were agreed to by a group of Councilors, the Executive Officer, representatives of Clackamas County and the Oregon Trail Foundation.

The amended resolution establishes Metro's intent to issue General Obligation bonds to finance construction of the End of the Oregon Trail project, subject to approval of a Memorandum of Understanding (MOU) by the governing bodies of Metro, Clackamas County, and the Oregon Trail Foundation. The MOU is to establish agreement on seven issues which are specified in the resolution, including the timing and amount of the bond measure and management authority for the project's construction and subsequent operations. The amended resolution deletes a requirement that Metro create a regional advisory committee for the project at this time, though it is anticipated such a body would be appointed later if agreement is reached on the MOU. A schedule for developing the MOU was distributed at the October 13 committee meeting, which anticipates its completion by the end of 1992.

Councilor Van Bergen said he agreed that the management structure and responsibility need to be resolved among the parties. He said if Metro provides financing through a regional bond measure that Metro should have a strong role in the management; he urged early resolution of this issue to avoid future problems like those surrounding consolidation of MERC facilities.

Councilor McLain agreed that all the issues listed in the resolution, including the management issue, need to be resolved and that all parties have a clear understanding of responsibilities and authority before going ahead with the project.

Councilor McFarland said it would be appropriate for Metro to take the lead on this project because its scope goes beyond the city or county in which it would be located, and be of national and even international significance.

Staff Report

CONSIDERATION OF RESOLUTION NO. 92-1652A FOR THE PURPOSE OF AUTHORIZING A DEVELOPMENT EFFORT AND STATING METRO'S INTENT TO PROVIDE FINANCING VIA GENERAL OBLIGATION BONDS FOR THE END OF THE OREGON TRAIL PROJECT

Date: October 5, 1992

Presented by: Pam Erickson

Background

The Regional Facilities Committee first reviewed Resolution No. 92-1652 at its August 25, 1992 meeting. No action was taken pending further discussions with the Oregon Trail Foundation, Inc. and the Clackamas County Board of Commissioners concerning changes they proposed to the resolution.

At a subsequent meeting with the Executive Officer, Metro Councilors, and representatives of the Oregon Trail Foundation, Inc. and Clackamas County Commission, changes to the resolution were discussed. Those changes are reflected in Resolution No. 92-1652A.

All of the changes are contained in the "Be It Resolved" section. In paragraph 1, placing a general obligation bond measure on a future ballot is conditional on the approval of a Memorandum of Understanding. In paragraph 2, parties to the Memorandum of Understanding have been changed to include Clackamas County and the Oregon Trail Foundation, Inc. Paragraph 4 is being deleted. Deleting this paragraph does not mean that a regional citizen's advisory committee will not be appointed. It simply means that this paragraph is unnecessary. The Executive Officer could appoint such a committee at any time.

Attached to this resolution is a draft schedule for developing the Memorandum of Understanding.

Fiscal Impact

Staff time for the planning effort contained in Resolution 92-1652A is included in the 1992-93 Fiscal Year budget. As this effort proceeds and a date for a vote on the general obligation bond measure is set, funds will be requested for costs associated with the bond measure and with issues to be addressed during this process. This may occur in either Fiscal Year 1992-93 or in the 1993-94 budget process depending on the timing of the vote.

Executive Officer Recommendation

The Executive Officer recommends adoption of Resolution No. 92-1652A.

Tentative Schedule for Developing
Memorandum of Understanding
End of the Oregon Trail Project

<u>Activity</u>	<u>Date</u>
Metro Regional Facilities Committee consideration of Resolution No. 92-1652A	Oct. 13
Metro Council consideration of Resolution No. 92-1652A	Oct. 22
Identification of team from Metro, Clackamas County and Oregon Trail Foundation, Inc. to develop MOU	Oct. 22
First Team Meeting	Week of
-- Update on land acquisition, funding, and construction schedule for 1993 celebration	Oct. 26
-- Discuss management structure for land acquisition and construction	
-- Discuss management structure for operations	
Second Team Meeting	Week of
-- Discuss program design	Nov. 2
-- Discuss project scope	
-- Discuss potential project costs (environmental mitigation, landfill closure, site preparation, construction, program considerations) and financing options	
Third Team Meeting	Week of
-- Update on project costs	Nov. 9
-- Discuss operational costs and funding sources	
-- Determine program design	
-- Determine project scope	
-- Establish target Election Date	
Fourth Team Meeting	Week of
-- Update on project costs	Nov. 16
-- Determine amount of general obligation bond and what project elements will be funded*	
Fifth Team Meeting	Week of
-- Review draft of Memorandum of Understanding	Nov. 30
Submit MOU to Clackamas County Board of Commissioners, Oregon Trail Foundation, Inc. Board of Directors, and Metro Council	Week of Dec. 14

* Dependent upon resolution of key issues during this process such as cost of environmental mitigation and final DEQ closure plan.

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A DEVELOPMENT EFFORT AND STATING)
METRO'S INTENT TO PROVIDE FINANCING) Introduced by Rena Cusma,
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THE END OF THE OREGON TRAIL PROJECT)

WHEREAS, Clackamas County, the City of Oregon City, and the Oregon Trail Foundation, in cooperation with the State of Oregon and the eight-county Oregon Tourism Alliance, has completed a well-conceived master plan for the End of the Oregon Trail ("EOT") Project to include an Outdoor Living History Museum and an Interpretive Center as well as other associated facilities; and

WHEREAS, the EOT was designated by the United States Government in 1981 as one of two interpretive centers that should be constructed to commemorate this western migration (the other being the beginning of the Trail in Independence, MO); and

WHEREAS, the Oregon Trail Coordinating Council has recommended the EOT interpretive center for statewide participation and support; and

WHEREAS, an Oregon Trail Foundation, Inc. has been established with region-wide representation and is the primary organization overseeing this project in cooperation with the City of Oregon City and Clackamas County; and

WHEREAS, this project is expected to compare in visitor attendance to the Metro Washington Park Zoo, OMSI, and Oregon Coast Aquarium, drawing from regional, state, national and international markets; and

WHEREAS, the EOT project has potential to be operated and marketed in cooperation and alignment with other regional facilities; and

WHEREAS, Metro has been designated the lead agency for regional convention, trade and spectator facilities and operates other regional attractions such as the zoo and the Portland Center for the Performing Arts; and

WHEREAS, Clackamas County has restructured its hotel/motel tax ordinance and is thereby capable of providing needed operational support for the EOT project; and

WHEREAS, Metro's Public Policy Advisory Committee for Regional Convention, Trade, Performing Arts and Spectator Facilities recommended, "Metro should support the EOT project as a regional facility and should seek a source of funds to support construction of the facility and work with Clackamas County and Oregon City on a management structure"; and

WHEREAS, a recent poll indicates that development of this project has high public support from the entire region; and

WHEREAS, other private, state and federal funds are likely to be available to support the project; and

WHEREAS, the EOT project creates an opportunity to creatively use a closed landfill and provides a linkage to other regional issues such as the Greenspaces program; and

WHEREAS the EOT is a project of regional and national significance, and it is therefore appropriate to share the costs and benefits regionally; now therefore,

BE IT RESOLVED, that:

1. It is the intent of Metro to place a General Obligation Bond on a future ballot to finance construction of the project, subject to the approval of a Memorandum of Understanding described in paragraph 2 below.
2. A Memorandum of Understanding ("MOU") be developed between the Metropolitan Service District, Clackamas County, and the Oregon Trail Foundation, Inc. [and other End of the Oregon Trail investors] that establishes:
 - A. the amount of the bond and what project elements will be funded;
 - B. the timing of the ballot measure vote;
 - C. the responsibility and format for acquisition of project lands;
 - D. a management structure for operations and construction;
 - E. a source for operational funding;
 - F. a method to implement closure of the Rossman Landfill in a manner consistent with the EOT Masterplan and a final DEQ Closure Plan; and
 - G. an agreement on procedure for resolution of other issues that may arise.
3. The MOU will be submitted by the Executive Officer to the Metro Council for review and [confirmation] approval. Such approval will be obtained within sufficient time to place a measure on a future ballot.
- [4. In consultation with the Oregon Trail Foundation the Executive Officer may appoint and obtain Council confirmation by subsequent resolution a regional citizen's advisory committee to provide regional input and support for the project.]

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1992.

Jim Gardner, Presiding Officer

DRAFT

Schedule for Developing
Memorandum of Understanding
End of the Oregon Trail Project

<u>Activity</u>	<u>Date</u>
Metro Regional Facilities Committee consideration of Resolution No. 92-1652A	Oct. 13
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-- Update on land acquisition, funding, and construction schedule for 1993 celebration	
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-- Determine project scope	
-- Update on project costs	
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-- Update on project costs	Nov. 9
-- Discuss operational costs and funding sources	
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Fourth Team Meeting	Week of
-- Update on project costs	Nov. 16
-- Determine amount of general obligation bond and what project elements will be funded*	
Fifth Team Meeting	
-- Review draft of Memorandum of Understanding	Week of
	Nov. 30
Submit MOU to Clackamas County Board of Commissioners, Oregon Trail Foundation, Inc. Board of Directors, and Metro Council	Week of
	Dec. 14

* Dependent upon resolution of key issues during this process such as cost of environmental mitigation and final DEQ closure plan.

Staff Report

CONSIDERATION OF RESOLUTION NO. 92-1652 FOR THE PURPOSE OF AUTHORIZING A DEVELOPMENT EFFORT AND STATING METRO'S INTENT TO PROVIDE FINANCING VIA GENERAL OBLIGATION BONDS FOR THE END OF THE OREGON TRAIL PROJECT

Date: August 17, 1992

Presented by: Pamela Erickson

Background

The End of the Oregon Trail is an economic development project in Clackamas County that would provide tourists and citizens of the region an opportunity to learn about our heritage. The facility is planned to be located at the authentic site of the End of the Oregon Trail in Oregon City. The project is part of a statewide program which features four interpretative centers in Baker City, Umatilla, The Dalles, and Oregon City.

Clackamas County has requested that Metro become a major partner in this project. Metro not only has a population base to make financing reasonable to taxpayers, it also has highly successful models to follow in constructing and operating large regional facilities. The Oregon Convention Center and the Metro Washington Park Zoo represent a wealth of experience to draw upon in facility development and operation. Metro has an ability to generate regional support through its participatory process of involving citizens, business, advocates, and public officials in program development. Metro also has built partnerships that can be used to increase tourism through packaging with conventions and school programs.

The End of the Oregon Trail has been Clackamas County's number one economic development project since 1986. In 1978, Congress designated the Oregon Trail as a National Historic Trail. In 1988, the Governor's Oregon Trail Advisory Council recommended the four-center interpretive system for the Oregon Trail.

Clackamas County, Oregon City, a core of dedicated citizens, and a team of highly qualified experts have done a significant amount of planning for the project. A Masterplan was adopted in December, 1990, by the End of the Oregon Trail Steering Committee, the Clackamas County Board of Commissioners, and the Oregon City Commission. An End of the Oregon Trail Foundation was formed with a board of directors consisting of local citizens and representatives of the local business community. Recently, Clackamas County successfully restructured their hotel/motel tax to focus efforts on tourism and to provide a source of operational support for the End of the Trail project.

Metro's Public Policy Advisory Committee for Regional Convention, Trade, Performing Arts and Spectator Facilities recommended that Metro support the End of the Trail project as a regional project and should seek a source of funds to support construction of the facility. For the past year, Metro staff has worked cooperatively with staff from Clackamas County, the End of the Trail Foundation and other interest groups. Resolution No. 92-1652 represents the culmination of these discussions.

Policy Impacts

Resolution 92-1652 (1) declares Metro's intent to place a general obligation bond measure on a future ballot for the construction of the facility and (2) calls for development of a Memorandum of Understanding between Metro and other End of the Trail project participants to address currently unresolved issues such as the amount of the bond measure, acquisition of property, management structure, and operational funding. The Memorandum of Understanding once completed will be submitted to the Metro Council for review and approval. Under this resolution, the Executive Officer may appoint, with Council confirmation, a regional citizen's advisory committee to provide regional input and support for the project.

Fiscal Impact

Staff time for the planning effort contained in Resolution 92-1652 is included in the 1992-93 Fiscal Year budget. As this effort proceeds and a date for a vote on the general obligation bond measure is set, funds will be requested for costs associated with the bond measure and with issues to be addressed during this process. This may occur in either Fiscal Year 1992-93 or in the 1993-94 budget process depending on the timing of the vote.

Executive Officer Recommendation

The Executive Officer recommends adoption of Resolution No. 92-1652.

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3. The MOU will be submitted by the Executive Officer to the Metro Council for review and confirmation. Such approval will be obtained within sufficient time to place a measure on a future ballot.
4. In consultation with the Oregon Trail Foundation, the Executive Officer may appoint and obtain Council confirmation by subsequent resolution a regional citizen's advisory committee to provide regional input and support for the project.

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1992.

Jim Gardner, Presiding Officer