

METROPOLITAN SERVICE DISTRICT BOARD OF DIRECTORS

PORTLAND WATER BUREAU 1800 SW 6TH AVE. AUDITORIUM

APRIL 9, 1976 2:00 P.M.

AGENDA

76-502

MINUTES

76-503

PUBLIC COMMUNICATIONS

ADMINISTRATION

76-504

CASH DISBURSEMENTS

76-505

MSD FY 76-77 BUDGET

DRAINAGE PROGRAM

(NO BUSINESS)

SOLID WASTE PROGRAM

76-506

ORDINANCE NO. 37 - THIRD PUBLIC HEARING

An ordinance amending Ordinance No. 33

SCHEDULE OF USER FEES.

76-507

RESOLUTION NO. 24 - Notification to

LOCAL JURISDICTIONS OF AN INCREASE

IN DISPOSAL RATES

76-508

REVISED GRANT/LOAN APPLICATION

76-509

ALTERNATIVE FUNDING SOURCE REPORT

76-510

RESOLUTION NO. 25 - PRIVATE INDUSTRY

CONTRACTING FOR MSD RESOURCE RECOVERY

SYSTEM

ZOO PROGRAM

76-511

MSD/CITY OF PORTLAND AGREEMENT FOR

TRANSFER OF ZOO FACILITIES

APRIL 6, 1976

T0:

MSD Board of Directors

FROM:

MSD STAFF

SUBJECT: STAFF REPORT FOR APRIL 9, 1976

TRANSMITTED HEREWITH FOR REVIEW AND RECOMMENDED ACTION ARE THE FOLLOWING ITEMS OF BUSINESS:

| Page | Action Record No. | |
|------|-------------------|--|
| 1 | 76-502 | MINUTES Action - Approve the minutes of the March 26, 1976 meeting |
| 16 | .76-503 | PUBLIC COMMUNICATIONS Action - Receive comments from public on items not listed on the meeting agenda |
| 17 | 76-504 | CASH DISBURSEMENTS Action - Approve payment of Vouchers No. 407 through 421 in the total amount of \$11,476.31 |
| 20 | 76-505 | MSD FY 76-77 BUDGET Action - Review and discussion |

| Page | ACTION RECORD No. | |
|------|-------------------|--|
| 21 | 76-506 | ORDINANCE NO. 37 - THIRD PUBLIC HEARING AN ORDINANCE AMENDING ORDINANCE No. 33 SCHEDULE OF USER FEES Action - Hold public hearing, receive testimony and adopt Ordinance No. 37 |
| 23 | 76-507 | RESOLUTION NO. 24 - NOTIFICATION TO LOCAL JURISDICTIONS OF AN INCREASE IN DISPOSAL RATES Action - Approve Resolution No. 24, and authorize dispersement to the local jurisdictions |
| 26 | 76-508 | REVISED GRANT/LOAN APPLICATION Action - Approve the revised application for submittal to the State Emergency Board |
| 27 | 76-509 | ALTERNATIVE FUNDING SOURCE REPORT Action - Review and discussion |
| 28 | 76-510 | RESOLUTION NO. 25 - PRIVATE INDUSTRY CONTRACTING FOR MSD RESOURCE RECOVERY SYSTEM Action - Approve Resolution No. 25 |
| 31 | 76-511 | MSD/CITY OF PORTLAND AGREEMENT FOR TRANSFER OF ZOO FACILITIES Action - Approve agreement if appropriate |

76-502 MINUTES

The following pages contain the minutes of the March 26, 1976 Board meeting.

THE STAFF RECOMMENDS APPROVAL OF THE MINUTES.



| NAME | REPRESENTATION |
|---|---|
| Bob Brown Ohn Granty Rehalf Lenghyri Den Namburg Jack Schwat SlollM Harlan Alley Imbrose Calcagno Young Jahl MIKE DOWNS | DEQ Local 25/ Plult 6. Local #28/ Wash County Names Clackamas County Association Tri-County Solid Waste Hanagement Council Washington County Clackamas County City Portland Markey Fortland |
| Jo manduso | Mythoman County The Oregonian |
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Dale M. Harlan Attorney, P.C. 2146 S.E. Lake Rd. Milwaukie, Oregon 97222

-65-1-9533

April 9, 1976

HON. RAY MILLER, Chairman Board of Directors Metropolitan Service District 527 SW Hall Portland, Oregon, 97201

Re: PROPOSED ORDINANCE NO. 37

Dear Chairman Miller and Members of the Board:

The Tri-County Solid Waste Management Council did, at its meeting on April 8th, unanimously adopt the following positions:

- 1. The Tri-County Council unanimously supports the program being developed by CWSI; which program has been in the discussion stage between representatives of that corporation and your staff.
- 2. The Tri-County Council appreciates your consideration of the Resolution proposed by Commissioner Mel Gordon at your last meeting, to receive proposals from the Metropolitan Area Solid Waste Industry for the necessary and economically feasible facilities to start the program on which you have been working for these many months.
- 3. The Tri-County Council unanimously requests that Ordinance No. 37 be tabled for the present time as an indication of the intention of your Board and the Industry to work together and try to develop a feasible system for Franchising Solid Waste Facilities for Resource Recovery.

Thank you for your consideration of the unified position of Industry as represented in this Petition.

Respectfully submitted,

DH:e

DALE M. HARLAN, Attorney Tri-County Solid Waste Management Council

Copies: CLACKAMAS COUNTY ASSOCIATION

MULINOMAH COUNTY ASSOCIATION WASHINGTON COUNTY ASSOCIATION PORTLAND AREA SANITARY OPERATORS

TEAMSTERS LOCAL 281

OREGON STATE DROP BOX ASSOCIATION OREGON SANITARY SERVICE INSTITUTE

| | YES | NO | ABSTAIN |
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76-503 PUBLIC COMMUNICATIONS

THIS AGENDA ITEM ALLOWS THE BOARD TO CONSIDER COMMENTS FROM THE AUDIENCE ON ITEMS NOT LISTED ON THE MEETING AGENDA.

76-504 CASH DISBURSEMENTS

THE FOLLOWING PAGES CONTAIN A LIST OF CASH DISBURSEMENTS FOR PAYMENT.

THE STAFF RECOMMENDS APPROVAL OF THE PAYABLES LISTING VOUCHERS No. 407 THROUGH 421 IN THE TOTAL AMOUNT OF \$11,476.31.

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M. S. D.

CASH DISBURSEMENTS

| VOUCHER NO. | CHECK NO. | PAYABLE TO: | PURPOSE | AMOUNT | PROJECT CO |
|----------------|--------------|---------------------------|--|--|--|
| 407 | 407 | Wilfred N. Belanger | March Oregonian Subscrip. | 3.50 | 401 518 |
| 408 | 408 | Bicycle Boy | Sandwiches for SWC | 15.85 | 401 515 |
| 409 | 409 | Coopers & Lybrand | Audit Less Retainer | 50.00 (16.67) | 401 531 401 202 |
| 410 | 410 | CRAG | Rent Rent Equipment Rental Technical Consultant Automotive | 616.66 50.00 42.00 297.00 17.50 | 401 509 403 509 401 521 401 502 401 516 |
| 411 | 411 | CRAG | Printing Printing Printing Printing Printing Postage Postage Postage Postage Postage | 257.10 19.44 8.28 4.56 11.82 34.20 21.48 | 401 200 400 200 301 200 403 200 403 200 401 200 301 200 401 200 |
| 412 | 412 | CRAG | Salaries & Fringe Salaries & Fringe Salaries & Fringe Salaries & Fringe | 1,295.11 183.24 6,907.57 743.49 | 301 200 400 200 401 200 403 200 |
| 413 | 413 | Daily Journal of Commerce | Notice of Board Meeting | 19.20 | 401 530 |
| 414 | 414 | J. K. Gill | Supplies | 18.50 | 401 508 |
| 415 | 415 | C. C. Kemper | Travel Expenses | 6.60 | 401 505 |
| 416 | 416 | C. F. Ketterling | Travel & Training | 125.00 | 401 50 |
| | | | - Cont - | | |

- Cont. -

M. S. D.

CASH DISBURSEMENTS

| VOUCHER NO. | CHECK NO. | PAYABLE TO: | PURPOSE | AMOUNT | PROJECT CODE |
|----------------|--------------|--------------------------|-------------------------|--------------------------|-------------------------------|
| 417 | 417 | Oregon Chapter APWA | Conference Registration | 28.00 14.00 | 401 505 301 505 |
| 418 | 418 | Oregonian Publishing Co. | Notice of Board Meeting | 22.71 | 401 |
| 419 | 419 | City of Portland | Auto Rental | 450.00 20.00 50.00 | 401 516 403 516 301 516 |
| 420 | 420 | City of Portland | Auto Repair | 99.21 | 401 516 |
| 421 | 421 | Western Bookkeeping | Feb. & March Services | 60.00 | 401 531 |
| | | | Total | \$11,476.31 | |

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76-505 MSD FY 76-77 BUDGET

Under separate cover the Board will receive the preliminary draft of the MSD FY 76-77 Budget document. The budget document will be formally presented to the Board at their April 23, 1976, meeting. In order to meet the State Statute requirements for budgeting procedures, a special meeting will be necessary for approval of the FY 76-77 budget for filing with the Tax Supervision and Conservation Commission.

THE STAFF RECOMMENDS REVIEW OF THE BUDGET DOCUMENT AND <u>SET</u>
May 7, 1976, at 2:00 P.M. FOR a Special Board Budget Meeting.

76-506 ORDINANCE NO. 37 - THIRD PUBLIC HEARING

An ordinance amending Ordinance No. 33 schedule of user fees.

Because of Parker Northwest Waste Resource Company's inability to secure the necessary private capital, MSD must amend its policy regarding the financing from a public/private division to 100% public financing of all capital improvements. The rate schedule in Ordinance No. 33 was based on the public/private financing approach with a portion of the rate assigned to repayment of the state loan. In order to assure the state that MSD can repay a loan for the additional capital to finance 100% public ownership, Ordinance No. 33 must be amended.

The staff has prepared Ordinance No. 37 amending the rate schedule. The effect of this amendment is an increase of the MSD user fee of 2¢ per yard of compacted and non-compacted waste disposed. Ordinance No. 37 will increase the residential rate for one can/weekly service by \$0.006 (see Table 1).

THE STAFF RECOMMENDS THAT THE BOARD CONDUCT THE THIRD PUBLIC HEARING, RECEIVE TESTIMONY, AND ADOPT ORDINANCE No. 37.

| APPROVED METROPOLITAN |
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| SERVICE DISTRICT |
| BOARD OF DIRECTORS |
| ACTION NO. |
| DATE |
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TABLE 1

AFFECTS OF 100% PUBLIC FINANCING ON MSD PHASE 1 USER FEE

| | ORDINANCE No. 33 | ORDINANCE No. 37 | Increase |
|--|---------------------|---------------------|----------|
| Non-compacted (cubic yard) | 15¢ | <u>1</u> 7¢ | 2¢ |
| COMPACTED (CUBIC YARD) | 26¢ | 28¢ | 2¢ |
| Monthly increase RESIDENTIAL SERVICES | \$0.079 | \$0. 085 | \$0.006 |
| Tonnage Rate | \$1.022 | \$1.110 | \$0.088 |

76-507 RESOLUTION NO. 24 - Notification to Local Jurisdictions of an Increase in Disposal Rates

IN RESPONSE TO COMMISSIONER GORDON'S REQUEST OF MARCH 12, 1976, THE STAFF HAS PREPARED RESOLUTION No. 24. This resolution RECOMMENDS THAT THE LOCAL JURISDICTIONS AMEND THEIR COLLECTION RATES TO REFLECT THE MSD USER FEES.

THE STAFF RECOMMENDS APPROVAL OF THE ATTACHED RESOLUTION No. 24 AND ITS DISPERSEMENT TO THE LOCAL JURISDICTIONS.

| APPROVED METROPOLITAN |
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| SERVICE DISTRICT |
| BOARD OF DIRECTORS |
| ACTION NO. |
| DATE |
| CLERK OF THE BOARD |

RESOLUTION NO. 24

WHEREAS THE METROPOLITAN SERVICE DISTRICT (MSD) HAS DEVELOPED, AS PART OF A STATEWIDE PROGRAM, A SOLID WASTE MANAGEMENT PLAN FOR CLACKAMAS, MULTNOMAH AND WASHINGTON COUNTIES; AND

WHEREAS THE MSD IS ELIGIBLE FOR A 30% GRANT AND A 70% LOAN FROM THE STATE OF OREGON TO FINANCE SOLID WASTE CAPITAL IMPROVEMENTS; AND

WHEREAS THE MSD HAS APPROVED IMPLEMENTATION OF THE MSD SOLID WASTE MANAGEMENT ACTION PLAN THROUGH THE LOAN/GRANT PROGRAM; AND

WHEREAS THE MSD HAS CHOSEN A USER FEE ON DISPOSAL OF SOLID WASTES AS A MEANS OF FINANCING THE PROGRAM ADMINISTRATION, OPERATION AND REPAYMENT OF THE LOAN PORTION OF THE STATE FUNDING; AND

WHEREAS THE MSD has found it necessary to set forward the implementation date of MSD Ordinance No. 33, as amended, schedule of user fees, to become effective upon execution of a DEQ Grant/Loan Offer and Acceptance for \$176,000 to purchase the Rossman Site for the South Processing Station; and

WHEREAS THE MSD ANTICIPATES ENTERING INTO THE GRANT/LOAN OFFER AND Acceptance with the State of Oregon in June 1976; and

WHEREAS THE MSD does not wish to impose undue hardship upon the collection industry for payment of these MSD disposal user fees:

NOW THEREFORE BE IT RESOLVED THAT THE METROPOLITAN SERVICE DISTRICT RECOMMENDS THAT THESE ADDITIONAL DISPOSAL COSTS TO THE COLLECTOR BE PASSED ONTO THE PUBLIC USER IN THE FORM OF INCREASED COLLECTION FEES; AND THAT THIS INCREASE BECOME EFFECTIVE UPON IMPLEMENTATION OF THE MSD DISPOSAL USER FEE.

76-508 REVISED GRANT/LOAN APPLICATION

At the February 27, 1976, Board Meeting, the Board Recommended that staff proceed with three courses of action which could lead to financing for the Solid Waste Program. One course of action entailed development of a financial plan for complete financing of the South Processing Station and Transfer Station. The original Grant/Loan Application, in two volumes, has been revised to reflect 100% public financing of the initial facilities. These documents were submitted at the March 26, 1976, Board meeting.

THE STAFF RECOMMENDS <u>APPROVAL</u> OF THE REVISED GRANT/LOAN APPLICATION AND <u>AUTHORIZATION</u> FOR THE CHAIRMAN TO SUBMIT THE DOCUMENT TO THE DEPARTMENT OF ENVIRONMENTAL QUALITY.

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76-509 ALTERNATIVE FUNDING SOURCE REPORT

As a supplement to the Report Prepared by Staff for the March 12, 1976, meeting of the MSD Board, the following pages contain a discussion prepared by our legal counsel. This report includes a discussion of legal aspects related to alternative funding sources.

THE STAFF RECOMMENDS NO ACTION ON THIS AGENDA ITEM.

MEMORANDUM

TO: BOARD OF DIRECTORS

Metropolitan Service District

FROM: DEAN GISVOLD

RE: SOURCES OF REVENUE

DATE: April 7, 1976

At the February 27 meeting of the Board, counsel was directed to review all possible sources of revenue for the District. The following is a report on this review.

Summary

MSD may raise revenue for its authorized functions only by the methods outlined in its enabling legislation, ORS Chapter 268,

Taxation - Generally

Municipal corporations have no inherent power of taxation. Such authority must be specifically granted by the act of incorporation or enabling legislation. The authority to levy taxes is not within the police power. Therefore, the District does not have the authority to impose income or sales taxes, gross receipt or use taxes, excise taxes, employee payroll taxes or other forms of taxation not specifically authorized by Chapter 268.

268.500 - Property Taxes

The District is authorized to levy an ad valorem tax not to exceed 1/2 of 1% of true cash value on all taxable property within its boundaries. However, before such a levy can be made, except as noted in the discussion under General Obligation Bonds,

the District must have a tax base. Attorney General's Opinion No. 6695, 34 Opinions of the Attorney General, 959, 964 (1970). A tax base would require an election which could only be held at a regular statewide general or primary election.

268.510 - Special Assessments

The District is authorized to levy special assessments against property within the district in proportion to the benefits such property might have or receive on account of the construction or acquisition of a facility or the furnishing of a service which the District is authorized to furnish. However, prior to construction or acquisition, notice of the District's intent to make the improvement and granting the parties the right to remonstrate, must be mailed to the owners of the property to be assessed at their last known address. The primary requirement of a valid special assessment is "special benefit" to the property assessed. Special benefit means a benefit "substantially more intense than that which is realized by the rest of the municipality." Sisters of St. Mary v. City of Beaverton, 4 Or. App. 297, 478 P2d 412 (Or. App. 1970). It is not necessary that the property specially benefited abut or be contiguous to the improvement. Rogers v. City of Salem, 61 Or. 321 (1912).

268.520(1) - General Obligation Bonds

The District at a properly called election has the power to borrow money by the issuance and sale of general obligation bonds. It appears that one election is sufficient to vote on the bond measure and, if approved, to establish the District's authority to levy taxes to pay the bonded indebtedness and interest. Taxes levied for this purpose are exempted from the tax base and

six (6) percent limitations of Article XI § 11 of the Oregon Constitution.

268.520(2)-Revenue Bonds

At a properly called election, the District has the power to borrow money by the issuance and sale of revenue bonds and to pledge as security all or any part of the unobligated net income or revenue of the District.

268.540(1) - Service and User Charges

The district may impose and collect service or user charges in payment for its services. The Attorney General indicates that in Opinion No. 6695, that user charges may be imposed by the District and used for the operation of the District, for capital improvements and maintenance thereof and for the payment of bond principal and interest. Oregon case law supports such use of service charges. In Kliks v. Dallas City, 216 Or. 160 (1959) the Oregon Supreme Court stated that generally the recovery of two types of costs are normally contemplated by user charges:

- (1) Expenses incident to the operation, maintenance and administration of the service provided, and,
- (2) Expenses incident to replacement of facilities and equipment, extension or expansion of services, including capital construction, planning and engineering costs.

Commissioner Gordon asked at a recent Board meeting whether service charges could be used as the exclusive method of financing the Solid Waste Program and whether service charges could be used to finance the MSD staff during the next fiscal year. By separate memorandum to the Board, we have discussed these questions.

268.540(2) - Grants from Public and Private Sources

The District may accept grants of financial and other assistance from public and private sources.

268.540(3) - Borrowing from County or City

The District may borrow money from counties or cities with territory in the District. Whether the District can borrow pollution control bond funds from the State is before the Multnomah County Circuit Court.

76-510 RESOLUTION NO. 25 - PRIVATE INDUSTRY CONTRACTING FOR MSD Resource Recovery System

Pursuant to Commissioner Gordon's motion at the March 26, 1976, Board meeting, the staff has prepared the following resolution soliciting proposals from private industry to implement the MSD Solid Waste Management Plan.

THE STAFF RECOMMENDS APPROVAL OF RESOLUTION No. 25.

| APPROVED METROPOLITAN SERVICE DISTRICT |
|--|
| BOARD OF DIRECTORS |
| ACTION NO. |
| DATE |
| BYCLERK OF THE BOARD |

RESOLUTION NO. 25

A RESOLUTION REQUESTING PROPOSALS FROM PRIVATE INDUSTRY TO IMPLEMENT THE MSD Solid Waste Management Plan.

WHEREAS THE METROPOLITAN SERVICE DISTRICT (MSD) HAS DEVELOPED AS PART OF A STATEWIDE PROGRAM, A SOLID WASTE MANAGEMENT PLAN FOR CLACKAMAS, MULTNOMAH AND WASHINGTON COUNTIES; AND

WHEREAS MSD HAS DEVELOPED A CONTRACT FOR SALE OF FERROUS METALS SEPARATED FROM THE SOLID WASTE STREAM AND A TENTATIVE MARKET FOR SALE OF THE LIGHT FUEL FRACTION; AND

WHEREAS MSD HAS DEVELOPED JOINT RESOLUTIONS WITH LOCAL JURISDICTIONS HAVING SOLID WASTE DISPOSAL AUTHORITY; AND

WHEREAS MSD HAD ADOPTED AN ORDINANCE CONTROLLING THE FLOW OF SOLID WASTE TO ONLY MSD DESIGNATED FACILITIES; AND

WHEREAS FINANCING SOURCES FOR PORTIONS OR ALL OF THE CAPITAL EQUIPMENT AND IMPROVEMENTS HAVE NOT BEEN OBTAINED; AND

WHEREAS THE MSD solid waste staff funding does not extend beyond July 1, 1976; and

WHEREAS THE IMPLEMENTATION OF ALL OR ANY PORTION OF THE SOLID WASTE MANAGEMENT PLAN IS NOT POSSIBLE WITHOUT FUNDING:

NOW THEREFORE BE IT RESOLVED THAT THE METROPOLITAN SERVICE
DISTRICT REQUESTS THE SUBMISSION OF ANY PROPOSALS FROM PRIVATE
INDUSTRY THAT COULD LEAD TO A CONTRACT REQUIRING STATE OF OREGON
CONTRACT REVIEW BOARD APPROVAL AND ENABLE IMPLEMENTATION OF THE

MSD Solid Waste Management Plan, provide continuation of staff funding in the interim, and provide solutions to solid waste disposal problems.

AND BE IT FURTHER RESOLVED THAT LOCAL MEDIA BE NOTIFIED OF THE INTENTION OF MSD TO ACCEPT PROPOSALS FROM PRIVATE INDUSTRY AND THAT SUCH PROPOSALS WILL BE EVALUATED ON THEIR ABILITY TO ALLEVIATE LONG-TERM SOLID WASTE PROBLEMS CONSISTENT WITH THE GOALS OF THE MSD SOLID WASTE MANAGEMENT PLAN AND DEMONSTRATION OF IMMEDIATE VIABILITY WITHIN THE FUNDING AND TIME CONSTRAINTS OF EXISTING MSD STAFF.

76-511 MSD/CITY OF PORTLAND AGREEMENT FOR TRANSFER OF ZOO FACILITIES - CONTRACT No. 76-006

THE FOLLOWING PAGES CONTAIN A PROPOSED AGREEMENT BETWEEN THE MSD AND CITY OF PORTLAND FOR TRANSFER OF ZOO FACILITIES FROM THE CITY TO MSD BASED ON THE APPROVAL OF THE ZOO SERIAL LEVY BY THE ELECTORATE.

THE STAFF RECOMMENDS THAT THIS AGREEMENT, IF SATISFACTORY TO THE MSD BOARD, BE <u>APPROVED</u> WITH <u>AUTHORIZATION</u> FOR THE CHAIRMAN'S SIGNATURE.

Set mer to next meeting.