



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Jennifer
Memorandum

Date: September 19, 1991
To: Metro Council, Executive, Interested Parties
From: Betsy Bergstein *JB*
Regarding: Charter Committee Retreat-September 14, 1991
Clackamas Community College

The Committee held a full day retreat, facilitated by Don Barney, at Clackamas Community College on Saturday September 14, 1991. Purpose was to consider the "big picture" re regional government and to give members the opportunity to work together in a more relaxed setting than the regularly scheduled evening meetings.

All members were present with the exception of Representative John Meek.

After opening remarks by the Chair describing the purpose of the retreat, Mr. Barney asked each participant to take 90 seconds to describe "the toughest situation you have faced as a member of a group that's working to complete a task."

Members each shared a relevant story. These included admitting women to the City Club (Shoemaker), the Mahonia Hall meeting on Workmen's Comp. (Egge), the "Q.T. Tavern" incident (nude dancing) within city limits of Sherwood (Tobias), seven years on the PDC with Ira Keller (Look) and the Thurmond street rowhouses (Hales). Several members took this opportunity to share personal insights on themselves (Josselson, Cease, Phelps). Mary Tobias requested that the group define terms, eg. "regional", "planning" and Don Barney reinforced the purpose of the day with "we are not here to make decisions, we're here to share our thoughts."

The next exercise involved Committee members sharing their vision of the key or general concepts of a regional government. It included the following:

Hales

1. Realism. Matching structure to reality.
2. Community Characteristics. Accommodate subregional differences.
3. Non-auto dependence. Mode split.

Look

4. Equity Taxing. Regional governance with responsible government; equity taxing for areas of metropolitan significance.

5. Transportation system. Systems produces "tolerable" access to work, shopping, schools from the home.
6. UGB. Well defined UGB density within; encourage satellite communities outside.
7. Grass roots participation. Strong grass roots participation through neighborhood associations politically connected with communities in the region. Direct representation on local issues.

Myllenbeck

8. Flexibility. Allow for changing needs of jurisdictions of region.
9. Powers. Clear, defined powers between policy and administration.
10. Partnership. Put regional government on equal footing and powers within family of municipalities; equal partnership with local government.

Cease

11. Governmental Strength. Strong regional system and strong local system.
12. Elected. Elected system of government at regional level.
13. Democratic System. Democratic and practical method for regional system to assume functions and activities; voters involved. People of area can make judgments.
14. Clark County. How does the regional community relate to Clark county.

Phelps

15. Elected. Provide elected officials for those programs with financial consequences on electors (not appointed).
16. Public subsidy. Regional government plans and manages utility services that require public subsidy and are essential to citizens for liveability of region.
17. Consolidation. Consolidate utility services, increase effective performance, eliminate balkanized duplication of government functions (eg. water delivery, transportation, sewer, road).

Regenstreif

18. Voters. Reconcile voters and their elected officials --- level of skepticism and hostility.
19. Consolidation. Consolidation of government entities.
20. Tax Structure. Change tax structure to facilitate rational growth management (eg. up front development charges, vehicle registration fee).

Egge

21. Clarity of purpose.
22. Visionary.
23. Visibly, responsive to the electorate.

24. Impervious to special interest influence.

Shoemaker

25. Decisions: Decide what decisions region makes at regional level yet...
26. Regional government should not intrude into essentially local affairs.
27. Regional government should not be overly parochial...somewhat parochial.
28. As additional functions develop, assume responsibility by vote of elected commission.
29. Firm on UGB boundary; it is of critical importance. Not, non-moveable, but it should not be expanded easily.

Derr

30. Efficient, effective regional government with adequate tools for its tasks.
31. Strong regional plan.
32. Maintain separation of planning and service provision functions.
33. Maintain effectiveness of local government service provision functions.

Urbigkeit

34. Protect health and safety --- clean air, clean water supply, garbage disposal.
35. Transportation system.
36. Housing for increasing population.
37. Responsive, representative partnership between regional and local government.

Josselson

38. Visible and accountable government structure.
39. Decision making. Government decisions made openly by elected officials, not by staff, appointed commissions or consultants.
40. Strong regional planning coordination authority and responsible with local government retaining sufficient authority to preserve community identity.
41. Planning authority separate from service delivery.
42. Stable regional funding sources unable to be affected by planning and coordination functions and decisions.

Myers

43. Effective allocation of responsibility (between levels of government) for regional growth management.
44. Efficient, cost-effective and politically accepted organization for delivery of all services.
45. Equitable distribution of the costs of service among regional tax payers and between taxpayers and users.

Tobias

46. System of government that does not diminish the democratic process; citizens are at the top of the inverted pyramid.
47. Policy determined by elected officials at the local level.
48. Regional policy set from citizens to local officials.
49. Regional consensus - mechanism for regional policy and regional arbitration.

Wyers

50. High level of citizen participation in the decision making process.
51. Fiscal accountability to citizens.
52. Relationship with local government for projected anticipated needs and future policy decisions.
53. All has to come from grass roots; government closest to the people make the decisions.

The group then broke into two small groups to talk about these concepts. Their charge was:

- identify areas of agreement;
- clarification of thinking;
- agreement on the terms.

The concepts were grouped into five areas:

- Grassroots, local
- Regional governance
- General characteristics
- Regional/local relationship
- Functional

Overriding concept --- what will pass the voters (Regenstreif).
"Invent the monkey and then see if it walks." (Barney)

(See Attachment I for details.)

After small group discussion over lunch the groups came back together to discuss their findings. Key points are as follows:

General Characteristics of Charter:

Clarity of purpose.

Not parochial but accessible.

Flexibility, visibility, accountability.

Separation of administration and policy.

Account for subregional differences.

Visionary.

Functions should be at the appropriate level --- regional, subregional, local.

Funding should follow.

Criteria:

Done regionally if no other way.

If cost and benefit impacts are determined to be regional, then should be delivered regionally.

If no other way to fund than regional - regional funding.

Concepts:

Auto dependency

Higher density/satellite communities

Local and regional form partnership

Democratic system

New functions by government body

Plan/deliver services

Regional utilities consolidated

Local decision making -regional policy

Issues:

Accountable (to whom?)

-local government

-citizens

Clear roles and responsibilities

-policy

-operations

Define planning

Do we need change from what we already have?

The second part of the day was devoted to a discussion of key functions. The Committee had been asked to complete a matrix listing twenty key functions and indicate whether Metro should be in the 1) lead 2) support 3) County lead 4) City lead or 5) other lead (state or feds). See attached matrix.

The results were compiled and discussed. There was some confusion on the format and use of the matrix and so the results do not necessarily accurately reflect the Committee's views. It was decided that it would not be for public distribution.

The Committee then broke into two small groups again to discuss functions (see Attachment II).

The Committee reconvened to discuss the next steps:

1. Allocation of functions within region; define criteria that should guide that decision.
2. Specific areas of responsibility.
 - Issues of definition, scope.
 - Identify more information, assistance, resource people.
3. Compare areas identified in #2 to criteria defined in #1.

4. Begin with UGB and growth management. Then the transportation plan.
5. Use "regional" not "Metro."
6. Statement on the overall principle to allocate functions.
7. Chair told Committee that there would be a new, slightly modified work plan reflecting new goals and milestones. It would need to be "rigorously adhered to" to complete the work.

Attachment I.

Notes from Morning Small Group on Vision

Note: Ken Gervais and I each attended one of the small groups. This group contained Wes Myllenbeck, Ray Phelps, Isaac Regenstreif, Jon Egge, Bob Shoemaker and Ron Cease).

Should think "further down the road than where we are right now, 40, 50, 60 years."

A. General Characteristics:

- Visionary and forward looking.
Very clear about purpose, responsive to change
20-50 years forward.
- Clarity of purpose.
- Accountable (to whom?)
- Clear definition between policy and operational roles within agency.
- Visibility - responsible to electorate.
- Two-headed creature; (1) intergovernmental coordinator; (2) service provider
- Equitable distribution of cost of service among regional taxpayers and between taxpayers and users.
- Regional entity as vehicle for election and distribution of some revenue.
- A clear democratic and visible method for adding functions to regional government.

B. Regional:

- Regional decisions at regional level.
(Regional government does not necessarily have to be efficient as much as it has to be effective vis-a-vis growth.)
- In defining regional or local functions you must consider:
 - o effectiveness
 - o responsiveness
 - o costas criteria for allocation of functions.
- Strong and effective tools for (a) regional planning and (b) growth management.
- Need for stable regional funding source.

C. Regional/local relationship:

- Local government retains sufficient authority to preserve community identity to perform local functions.
- Development of better methods for regional/local coordination.

Attachment II.

Notes from Afternoon Small Group on Functions

Note: This group included Isaac Regenstreif, Jon Egge, Bob Shoemaker, Frank Josselson, Ray Phelps, Larry Derr, Mimi Urbigkeit)

General discussion about planning.

- Plan -- vision, set of policies, level of specificity.
- Macro plan, comprehensive plan, functional plans, interrelationship of air and water.

- Transportation Operations.

<u>Functions</u>	<u>Unit of Government</u>
Roads and Streets	City-County-State
	Regional? (Phelps)
Mass Transit	Regional
Transportation Funding	Regional
o Mass transit	
o Fed/State gas tax	

- Comprehensive plans for regional facilities Move up to reg. from city/county comp. plans.
- UGB Regional
- Solid Waste Disposal Regional
- Management
- Key Public Facil. Mngmt. Regional
- Water Source Supply Regional
- Water Quality State*
- Air Quality State*
- Affordable Housing City
- Parks & Rec. City
- Basins (Sewer & Storm Regional
 Districts)- Human Services State/regional

*Needs more discussion and information.

Metro Charter Committee

PO Box 9236 • Portland, OR 97207 • 273-5570

RETREAT AGENDA

DATE: September 14, 1991
DAY: Saturday
TIME: 8:30 a.m. - 4 p.m.
PLACE: Clackamas Community College, Community Center, 19600 S.
Molalla Avenue, Oregon City. *

* Directions: From I-205 take Exit 10, Park Place/Molalla. Go south. Turn left at the fourth stop light. Follow the signs for the college. The Community Center is a one-story brick building with a flag pole out front.

Morning Session

- A. Opening remarks by the Chair (15 min.)
Purpose/Objectives of the Workshop

- B. Opening Exercise: Scoping the Vision--Committee members with facilitator
 - (1) Collecting your thoughts (30 min.)

 - Mini-break (5 min.)

 - (2) Roundtable sharing your thoughts (90 min.)

 - Break (15 min.)

- C. Committee Discussion: Key Concepts--Committee members with facilitator
 - (1) Small group discussion (45 min.)

 - (2) Small group reports (30 min.)

 - Lunch Break--noon (30 min.)

Afternoon Session

- D. Committee Discussion--with facilitator: Review of Key Concepts (30 min.)

Mini-break (5 min.)

E. Committee Discussion--with facilitator: Key Functions

(1) Small group discussion (45 min.)

(2) Small group reports (30 min.)

Break (15 min.)

F. Committee Discussion--with facilitator: Review of Key
Functions (30 min.)

Mini-break (5 min.)

G. Wrapup/Next Steps--Chair with facilitator (15 min.)

Adjournment

2. KEY FUNCTIONS

FUNCTION	METRO LEAD	METRO SUPPORT	COUNTY LEAD	CITY LEAD	OTHER LEAD
1) Transportation Planning					
2) Transportation Operations					
3) Transportation Funding					
4) Growth Mgmt. Planning					
5) Land Use Planning					
6) Functional Planning Authority					
7) Urban Growth Boundary					
8) Solid Waste Disposal Mgmt.					
9) Key Public Facility Mgmt.					
10) Water Supply					
11) Water Quality					
12) Air Quality					
13) Affordable Housing					
14) Libraries					
15) Parks/Recreation					
16) Open Space					
17) Corrections					
18) Sanitary Sewers					
19) Storm Drainage					
20) Economic Development Facilitation					

Retreat Homework: please bring completed version to the Saturday workshop.

GOVERNANCE IN A REGIONAL VISION

1. GENERAL CONCEPTS

The Vision: The coming generations of residents of this metropolitan region will live in an area that offers a high quality of life, including such components as available economic and educational opportunity, personal safety, access to clean air and water, affordable housing, and reasonable mobility to work and other local destinations.

Question: If this vision is to be attained, an important factor will be the effectiveness of the governance of the region. If you were asked to write the scenario for how that governance should be exercised, what would you include as the most important concepts that should be reflected in the way the area is governed? (Please respond in "big picture" terms; the Committee will have opportunities later today and after this retreat to focus on the specific functions, structure and funding of regional government under a charter.)

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Note: If you have any questions about this homework, please contact Don Barney, the facilitator, at 222-0146 on Friday. Try to keep your responses brief.