



**METRO**

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*Jennifer Sims*  
**Memorandum**

Date: October 11, 1991  
To: Metro Council, Executive, Interested Parties  
From: Betsy Bergstein, *BB*  
Regarding: Charter Committee Meeting - October 3, 1991

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The Committee met in Room 440 at Metro. All members were present with the exception of Charlie Hales, Matt Hennessee, Representative John Meek.

The Committee reviewed and approved minutes from previous meetings.

**Steve Stolze**, Chair of the Regional Governance Committee and Mayor of Tualatin addressed the Committee. He stated that the RGC has presently 36 member jurisdictions from local governments and special districts within the three county area. Mr. Stolze stated that they want to be part of the process, work with the Committee, work within its timeframe, provide and educate on needs of local government. Regional government and local government need to work hand in hand he stated. He introduced Gussie McRobert, Mayor of Gresham and Judie Hammerstad, Clackamas County Commissioner as members of the steering committee of the RGC.

**Mayor Gussie McRobert.** Not your adversary. Believe end product will be a better one with participation of local governments. Goal is to do with you what local government did on the RPAC. Different times, different ways of doing things --- believe in need for regional government --- high number of people coming here; need to be ready.

**Look.** How many cities in Multnomah County said they'd sign up and pay dues?

**McRobert.** Troutdale, Woodvillage, Eastside Water District Association, Fire District 10. All cities in Multnomah County except Portland have paid their dues.

**Commissioner Judie Hammerstad.** Local governments have been reluctant to enter into financial obligations on RGC until know where it is going to go. Define whether regional government will be broad based or have specific powers. Local government input as needs in region

changing. Re criteria VII, should read "accessible, accountable and responsive to its citizens." Looking for balance. Strong regional government, accountable, responsive, two-way process.

Josselson. Cities continue to plan local aspects of land use. Region exercises stronger role; regional comprehensive plan.

Hammerstad. Look at it two ways. Fear at local level.

Myers. Suggest RGC spend time considering or reacting but not to preliminary comments of individual members, but discussion concepts around given areas. Individual comments may be viewed with great alarm. React to discussion concept, not individual members comments. My objective is to work as efficiently as possible to start a description on Metro's role in growth management; sufficient detail to allow meaningful reaction.

Cease. Criteria for other or future or new and additional functions.

Hammerstad. New and current functions and also for process. Local government feels overpowered --- by Metro staff and representatives -- - need to feel we have a meaningful way of participating in discussions. Accessibility, accountability and I add responsiveness.

Cease. What's the use of the criteria issue?

Hammerstad. In relation to each function, how can Metro be efficient and effective.

Cease. For the record, want to state, "not a monolithic group within regional group."

Myers. Thanked RGC. Turned discussion to proposed set of criteria for allocating responsibilities to regional government.

Regenstreif. Responsiveness, accountability and access added to criteria.

Cease. Concepts offered in spirit of being cumulative; political value judgment.

Myers. Don't view as going into charter or adopting. For our discussion.

Tobias. Concept not here; sometimes something appears to be academically better placed at regional level -- "real people wise" doesn't function as well at regional level.

Myers. Do you mean it won't really work or it will carry more costs than benefits?

Tobias. Gave police as an example.

Derr. Interpersonal contact (schools, police) closer to control of as opposed to sewerage.

Cease. Zoo, convention center are on a scale region wide. Other things, piece of some other function or activity...sharing relationship. Demand for a particular service at a particular time; impossible to put in charter. System by which voters of this area can add some functions if demand warrants (rather than dividing up functions by criteria).

(Hand out of Charlie Hale's further elaboration on urban growth management - attached)

Committee comments: speaks more to aspects of urban growth management rather than criteria; addresses planning beyond boundary, not only for urban reserves.

Tobias Where is this intended to take us? How do they related to our task; need to define broad versus narrow powers.

Egge. Group is working toward that end now, now have aspects, will move on to criteria.

Tobias. Described experience writing a charter where the first time it was 64 pages long, small type, double column, second time, 15-20 pages double spaced. Most difficult and basic decision if charter tells citizens very specifically what the (city) will do or powers generically given.

Myers. What decision are you proposing we consider?

Tobias. Take down to simple terms, simple building blocks. Do the rest of the people around this table see the existing regional government going forward? Regional government body in which the region invests trust. Will the current structure continue or will regional government reach further into the community to develop policy?

Shoemaker. Before we decide that issue need to decide what are the problems. Those dealt with better at the regional level; those dealt with better at the local level; those which are hard to tell. Needs to be done before decide what kind of government is needed.

Cease. Given an assignment to develop a charter for Metro not for a new regional government. Have a hard time believing that if we look at Metro's current functions recommend they'll go elsewhere. New functions new processes suggest changes. Now have a unit of government that has multi-functions. May not like how it got there but not likely to change. Don't see us going back as a practical matter.

Phelps. Maybe made a mistake continuing to meet as a committee of the whole. Should adopt criteria. Pick one interested in and break for two to three weeks. If continue to talk about universe every time we meet, until we get something we can react to, can't decide. Frank's diagram, good place to start...can't sit here and decide generalities, would like to move on.

Myers. Lay out concept role of this government vis-a-vis growth management for purposes of developing a preliminary view of what the charter might say vis-a-vis growth management. Evolving into subgroups---might be just as efficient to meet as a group, limits of staff.

Phelps. Tend to measure things; don't know what I am managing ( re growth management).

Further discussion on planning --- strategic planning vs. operational planning vs. regional planning.

Shoemaker Said it was strategic planning.

Josselson. Greatest unmet regional need is to accommodate growth region will sustain in the future. Most important need and regional function.

When you talk about regional growth management, what do you mean by "regional?" Within UGB? Within three county area? Within five county area? What is the region? Take a long view, a visionary role; look at the long term, region will be larger; take the broader view -- - regional comprehensive plan in cooperation with local governments. One plan not thirty; thirty local plans with a regional framework.

Phelps. Like a strategic plan --- lack of specificity.

Myers. Talking about long term capability. Work at starting description - what that responsibility is. Ultimately it has to be described.

Phelps. Narrowly defined or broadly defined duties.

Tobias. Agree

Shoemaker. Suggested going down Charlie Hale's list and marking regional or local.

Division between urban (UGB) and rural;

A. Within UGB - regional

Expansion of UGB

B. Outside of UGB - state

Josselson. How do you involve local government in a meaningful way in a process where regional government has the last word?

Local aspects and regional aspects of a plan?

Can we do that in charter --- greatest challenge.

Procedures might help:

Regional government do comprehensive plan for the region;

To prevent delays - short-term comprehensive plan;

Two year deadline;

If fail, don't distribute transportation funds to region;

Bought into by local governments on regional comprehensive plan;

Approved by 2/3 majority of cities in each county in region.

Regional plans in Europe and Asia provide for transportation throughout the region and access. Resolve interjurisdictional issues and problems. Provide local governments a framework/ direction for their plans and require cooperation.

Myers. Develop a common understanding of what a regional plan addresses, framework and outline for a comprehensive regional plan.

Phelps. Heard Frank describe a functional plan. Questioned whether was asking for discrete components of a comprehensive plan or a functional plan?

Josselson. Regional plan includes sign-off on whole package --- both functional and comprehensive.

Cease. Do we believe there ought to be in the region a basic overriding plan?

Josselson. Need both short term and 100 year vision.

Cease. Coordination in JPACT - not sure a lot of planning goes on. The biggest decision we might make, if we think the region should have a regional plan.

Discussion on JPACT: Works because of dollars (Egge). Works because it brings everyone to the table (Tobias).

Josselson. Have taken tremendous criticism in the last week about the capability of local government to do a regional plan. If there is a planning department in the region thinking about how we aren't going to be a Seattle, I haven't seen it and I go everyday to planning departments.

Tobias. It is the function of every elected official in the region...

Josselson. If shared your confidence, wouldn't be here...

Tobias. 1.8% annual growth rate in each county (342,000 in tri-county area).

Phelps. Washington County is all jammed up; double population in the last 20 years yet I-205 is built and not much growth in that area. Planning process drives everything else.

Tobias. Bypass planned four times in 40 years and each time politics kept it from being built. How do you take the politics out?

Myers. Sum up: Describe a proposed planning responsibility intended to constitute a regional plan. Regional plan would contain certain outlines in which all comprehensive plans in region must exist. Committee will get into more detail at next meeting at what outlines will entail.

Josselson. Which of those should we specify and which of those should we leave to our regional government to specify?

Myers. "Only what the topic is," not a particular outcome.

Josselson. Regional transportation function for regional government; how far beyond that should region have authority? Have to leave some of that for region to decide. Eg. storm water drainage. Should we decide or should region and locals decide on cooperative basis? Identify that clearly local, that clearly regional, areas of cooperation not so clearly regional or local.

Myers. Regional governments role in formation of regional plan, distinct from individual functional plans. Regional plan may be a bunch of functional plans put together.

Josselson. Not this committee's job to do a regional plan. Committee's job to set up an organization to do regional planning.

Cease. How to get it done; finance it; level of planning vastly different.

Look. Beaten this subject to death. Don't see what progress made this week over last week. Read from a report on functions of regional government and local governments. Stated like a soap opera; time to move on.

Myers. Like to stay on growth management. Need to begin to define authorities. Frank Josselson has a more detailed and refined proposal to present next week. Will give committee a discussion concept of reasonable detail to preview elements of the charter dealing with growth management.

Look. Focus on next 10 years, not next 50.

Myers. Avoid a lot of litigation on what regional growth means.

Cease. Come a long way. Mechanism over and above of what we're doing now to plan for the region.

Egge Agree. First, picked the hardest one to do first (function).. Bounced all around, other functions will go faster.

Myers. Charter proposed to address growth management responsibility. Invite community to comment. Define regional planning authority and responsibility. How adopted? Describe what it is and how it relates to functional planning. Authority in respect to matters outside functional planning, eg. special districts, schools, water, parks.

Josselson. Should they be outside?

Tobias. Agree we need a regional framework. Let's drop urban growth management; will ebb and flow depending on the economy. Framework to create a mechanism and process.

Myers. Identified a letter from the Urban Land Council and proposed it be discussed at the next meeting.

**METRO  
CHARTER  
COMMITTEE**

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**AGENDA**

**DATE:** October 3, 1991  
**MEETING:** Full Committee  
**DAY:** Thursday  
**TIME:** 6:00 p.m.  
**PLACE:** Metro, Room 440, 2000 SW 1st Avenue, Portland.

- 6:00 Call meeting to order  
Correct and adopt minutes from September 11, 12 and 19 meetings (previously distributed).
- 6:15 Comments from Tualatin Mayor Steve Stolze, chairman of the Regional Governance Committee, regarding formation and purpose of the RGC.
- 6:30 Further consideration of basic principles/criteria for allocating responsibilities to regional government.
- 6:50 Continue consideration of regional responsibilities regarding growth management.
- 9:00 Adjourn meeting.



**METRO POWERS**  
**As Provided in Oregon Revised Statues**

Metro may:

- Operate regional (non-local) sewerage facilities (268.310)(1)
- Operate solid waste facilities (2)
- Control water flow (3)
- Provide mass transportation (4)
- Operate a zoo (5)
- Operate cultural, convention, exhibition, sports & entertainment facilities (6)
- Provide planning for criminal & juvenile justice (7)
- Establish other service districts (268.335)(1)
- Acquire property (268.340)(1)
- Contract with a local government outside the state (268.355)(1)
- Market geographic data (268.357)(1)
- Use police power to enforce its authorized functions (268.360)(1)
- Take over the mass transit district (268.370)
- Create commissions to perform Metro functions, except for ordinance adoption, & budget, revenue & planning authority (268.395)(1)
- Impose excise taxes (268.507)
- Charge cities & counties for planning services not to exceed 51 cents/year per capita. Sunsets 7/1/93 (268.513)
- Impose service or user charges (268.514)
- Issue revenue bonds (268.600)

With voter approval, Metro may:

- Construct new facilities relating to cultural, convention, exhibition, sports & entertainment facilities (268.310)(6)(a)
- Operate water supply & distribution systems (268.312)(1)(a)
- Plan & coordinate human services provisions (b)
- Operate parks, recreational & open space systems (c)
- Provide facilities for criminal & juvenile detention (d)
- Provide library activities (e)
- Levy a property tax (268.315)
- Assume additional functions (268.320)(1)
- Take over duties of the boundary commission (268.320)(3)
- Impose a vehicle registration fee (268.503) & (801.445)
- Impose an income tax on individuals or businesses (268.505)
- Issue general obligation bonds (268.520)

With intergovernmental agreement, Metro may:

- Acquire facilities of other governments (268.310)(b)
- Take over local aspects of a function (268.320)(2)

Metro shall:

- Adopt land use planning goals & objectives (268.380)(1)
- Review comprehensive plans of Metro cities & counties (2)
- Coordinate land use planning activities of Metro cities & counties (268.380)(3) & (197.190)(1)
- Coordinate metropolitan land use planning activities with the Federal government, state & other local government bodies (268.380)(4)
- Define a planning procedure for areas & activities that have a significant impact on the Metro area.  
This shall include at least air quality, water quality, transportation (268.390)(1) & solid waste (459.345)
- Prepare functional plans for these areas & activities (268.390)(2)
- Adopt an urban growth boundary (3)

THE CHARLIE HALES CRITERIA OF URBAN GROWTH MANAGEMENT

1. Limits of growth
  - Division between urban & rural
  - Urban reserves
2. Allocation of growth
  - Density levels
  - Distribution in the region:
    - Residential
    - Commercial
    - Industrial
    - Public facilities--planning & capacity
3. Nature of growth
  - Urban design:
    - Mixed uses vs. segregation of uses
    - Density minimums\maximums
    - Transit vs. auto dependency
    - Multi vs. single family housing
    - City hub vs. decentralized 'edge' cities vs. 'nodes'
    - Industrial mix--traditional heavy vs. 'campus'
  - Urban environment:
    - Neighborhood areas/parks
    - Neighborhood character/community & historic preservation
    - High & low cost housing mix