

COMMITTEE IIILAND USE, RECREATIONAL AND CULTURAL ACTIVITIES

May 11, 1976

Noon

A G E N D A

1. Call to order
2. Suggested revision in matrix re Land Use
3. Discussion of library services

Resource persons: Linda Wood, Assistant Librarian  
Multnomah County Library  
Patricia Stryker, Coordinator, Washington  
Countywide Cooperative Library  
Service  
Paula Hamilton, Clackamas County Librarian  
Carol Hildebrand, Lake Oswego Librarian and  
President, Oregon Library Ass'n.

4. Announcement of next meeting
5. Other business
6. Adjournment

BSL:els

CLACKAMAS  
MULTNOMAH  
WASHINGTON

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TRI-COUNTY LOCAL GOVERNMENT COMMISSION

PORTLAND, OREGON 97201

PHONE:

RONALD C. CEASE,  
Chairman

CARL M. HALVORSON,  
Vice Chairman

A. McKAY RICH,  
Staff Director

May 10, 1976

M E M O

TO: COMMITTEE III, LAND USE, RECREATIONAL AND CULTURAL ACTIVITIES

FROM: Bromleigh S. Lamb

SUBJECT: Suggested Revision in Matrix

Committee member, Ardis Stevenson, has suggested that the functional listing in the matrix be modified under Land Use to include two sub-functions - - Comprehensive Planning and Implementation - - with several activities under each, as follows:

LAND USE

Comprehensive Planning

- Land Use
- Housing
- Economic Development
- Public Facilities & Services
- Recreation, Open Space & Cultural Areas
- Air, Land, Water Quality
- Transportation

Implementation

- Zoning
- Subdivision Control
- Building Code & Housing Code
- Capital Improvements Program (streets, sewer, water,  
public facilities)
- Subsidized Housing

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TRI-COUNTY LOCAL GOVERNMENT COMMISSION

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PORTLAND, OREGON 97201

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M E M O R A N D U M

TO: COMMITTEE III  
LAND USE, RECREATIONAL AND CULTURAL ACTIVITIES

FROM: A. M. Rich

SUBJECT: FINDINGS OF FUNCTIONAL COMMITTEES ORGANIZED BY THE  
METROPOLITAN STUDY COMMISSION

Attached is a copy of a brief summary of reports prepared by functional committees of the Metropolitan Study Commission. It is taken from an Interim Report published December, 1966. Full committee reports were filed with the State Archivist in 1971. If there is sufficient interest, we can retrieve them for your perusal.

AMR:els

Attachment

## APPENDIX

### COMMITTEE FINDINGS

After completing its basic organization in February, 1964, the Commission divided into committees to study the services enumerated in ORS 199.120. These were: air pollution prevention, fire protection, parks and recreation, planning and zoning, public transportation, sewage disposal, and water supply. The committees reported their findings in September, 1964. A brief summary of these reports follows. Full Committee reports are available at the Commission office upon request.

#### Air Pollution Prevention Committee

1. Air quality control does not respond to separate administration by each unit of local government.
2. No area-wide agency except the state exists for the administration of an air quality control program for the metropolitan region.\*
3. In light of population growth and industrial expansion, area-wide air quality control is imperative to the economic and social well-being of the people in the Portland Metropolitan Region.

#### Fire Protection

1. Small fire protection districts cannot take advantage of economies of scale.\*\*

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\* A regional program was initiated October 18, 1966.  
(See page 16)

\*\* Three districts in East Multnomah County have now consolidated. (See page 10)

2. Boundaries of fire protection districts are continually altered by piecemeal annexations by cities, making long range fire prevention and protection plans difficult.
3. There is insufficient coordination between the jurisdictions providing the services of water supply and fire protection.
4. Fire stations are sometimes placed in illogical locations in terms of protecting the entire urban area because of artificial political boundaries.
5. The lack of centralized alarm and dispatch systems creates confusion.
6. Mutual aid stops at county lines.

#### Parks and Recreation

1. There is not adequate development of park and recreational facilities for present and future needs, whether within the metropolitan area, or accessible on the fringe.
2. Many areas are not adequately served with special sports, arts, crafts, youth and senior citizens programs.
3. There are no statutes which allow the consolidation or dissolution of park and recreation districts.
4. There is no clear determination of which government is responsible for the development of park and recreation programs.
5. There is no area-wide entity which could plan and finance such projects as Smith Lake, Tryon Creek, or a Tri-county stadium.

#### Planning and Zoning

1. There is no effective area-wide planning agency for the Standard Metropolitan Statistical Area.\*
2. The nearest thing to it is the Metropolitan Planning Commission, which operates under several limitations:
  - a. Only four officials representing the City of Portland and three counties exercise control over its activities.
  - b. It lacks financial stability since 1/3 of its funds are requisitioned annually from the City of Portland and the three counties, and since the remaining 2/3 of its funds are controlled by the Federal Government.
  - c. The need for an annual agreement to maintain the Commission hampers the acquisition of staff members and the formulation of long term plans.
3. The more than 25 public planning agencies have been unable to effectively coordinate their planning efforts.
4. The greater region outside the Portland Urban Area is not adequately considered when overall plans for the area are discussed.

#### Public Transportation

1. Our public transportation system cannot adequately handle the volume of traffic that exists today and is projected for tomorrow.
2. There is no metropolitan-wide mass transit system.

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\* CRAG was organized on October 13, 1966. (See page 15)

3. The regulatory powers over mass transit are divided between the City of Portland and the Public Utility Commissioner. This makes integration of facilities and services difficult.
4. Governmental authority and responsibility for the planning of public transportation are fragmented.
5. There is insufficient cooperation and coordination among those jurisdictions having to do with the planning and construction of our public transportation system.

#### Sewage Disposal

1. Piecemeal efforts to solve sewage disposal problems do not conform to any area-wide plan.
2. Governments handling sewage disposal are not large enough to encompass natural drainage areas.
3. Bonding and taxing by smaller districts cannot provide enough revenue to meet the needs of a growing population.
4. Sewage disposal is not coordinated with related services, such as water supply, in order to secure maximum efficiencies and economies.
5. There is a need for more strict enforcement of minimum construction standards.

#### Water Supply

1. Areas outside of Portland are inclined, in some instances, to look for water sources other than Bull Run, in the hope of developing a cheaper supply and simultaneously achieving independence of supply. Sources which are selected may not be as desirable as Bull Run for supplying a growing population.

2. Present services providing water are not sufficiently integrated with sewage disposal and fire protection services.
3. Competition for customers among governments leads to uneconomical practices, such as duplication of transmission lines.
4. There is a need for stringent application of minimum standards for such items as pipe size, valves, storage requirements, etc., that integration of water systems could be more easily achieved.

MINUTES OF LAND USE COMMITTEE NO. III MEETING

Held: May 11, 1976

MEMBERS PRESENT: Gisvold, Chairperson; Blunt, Kirkpatrick and Thorgerson

EXCUSED: Bullier, Herrell, Moshofksy, Sprecher and Stevenson

STAFF: Lamb and Martin

GUESTS: Linda Wood, Assistant Librarian, Multnomah County Library

Patricia Stryker, Coordinator, Washington Countywide Cooperative Library Service

Paula Hamilton, Clackamas County Librarian and President, Oregon Library Association

LIBRARY SERVICES

Mr. Gisvold explained that in Phase I the commission had examined who was doing what in terms of library services. The question now under consideration is, how should responsibilities be divided between the state, the tri-county region and cities and counties?

After discussion with the guest resource persons the functional listing on the matrix was amended as follows:

LIBRARY SERVICES:

Administration

Facility maintenance

Acquisitions

Traditional services (circulation, reference and inter-library loan)

Outreach services (institutions, books by mail, bookmobile, ect.)

Technical processes (cataloguing, etc.)

Ms. Stryker said that planning and funding of facilities should be at the county level. Ms. Wood and Ms. Hildebrand agreed but emphasized that planning was appropriate for facility location. Ms. Stryker said this was feasible only if all facilities were equally available to all persons in the region, i.e. the use of facilities could not be restricted to only persons living in sub-units if regional decisions were to be made on location.

Minutes of Land Use Committee No. III Meeting, continued

Ms. Stryker said that funding, basically, must be a mix of state, regional and county. Cities are being priced out of the market, but they should have some responsibilities because of the differences in desired policies between different communities. The state should provide a predictable floor of financing. Ms. Hildebrand pointed out that Oregon is one of only 10 states that do not provide basic financial support to local libraries or library systems. She said she would furnish the staff with a copy of a national report on library financing alternatives. She also said that the State Library should engage in statewide library planning.

Ms. Stryker suggested that it would be appropriate to have a regional tax to finance services shared by local libraries. Ms. Wood agreed, saying that Multnomah County, which has the central collection of certain items, cannot be expected to fund their use for the entire region. Ms. Hildebrand suggested that the concept of funding for regional use should be extended to nonpublic libraries, such as those maintained by educational institutions and industries.

With regard to local control, Mr. Gisvold asked if a person in Gresham, served by the county library, has as much say in library policy in that branch as a person in Milwukie who is served by local city library. Ms. Hildebrand said that the only effective control by the citizen is in voting.

The consensus of all the resource persons present was that cities should be relieved of being the main funding source for libraries. Ms. Stryker said that a bill will be submitted for state aid to libraries and that the librarians support the League of Oregon Cities' revenue sharing proposal. Ms. Kirkpatrick asked that the committee be furnished with a copy of the bill.

Ms. Stryker said that the state and the region should set standards for libraries, although standard setting with regard to libraries is not a real problem.

As to facility operation, it was the consensus of the resource persons that this should be the responsibility of whatever unit owns the facility.

Discussion then turned to traditional library services, as outlined above in the revised matrix. As to planning, the resource persons agreed that there should be some responsibilities at each level. Likewise, funding should be provided by a state floor with additional responsibilities on down. Ms. Wood suggested that, in lieu of a regional tax, the state could fund services provided to other jurisdictions. Operations should be at the level closest to the patron, although coordination of services between local units should be provided at the regional level. The preceding discussion also applies to outreach services, as defined in the matrix.

It was agreed by the resource persons that administration should be at the county and city levels. Ms. Wood suggested that there might be some regional funding for the local staff people involved in coordination.

Mr. Lamb asked if it was the idea of the resource persons that cities should be phased out of the library business entirely and city libraries become county branches. Ms. Stryker said that cities should not be eliminated from providing library service where they have traditionally provided such services, such as in Clackamas and Washington counties. The goal is to relieve cities of their funding burden. Ms. Hildebrand said that the federation concept now being developed in Washington County is the ideal.



Minutes of Land Use Committee No. III Meeting, continued

As to techincal processes, as outlined in the matrix, Ms. Hilderbrand said they cannot be performed efficiently by individual small libraries. They can be performed more efficiently centrally at the county level and, ideally most efficiently at the regional level. Ms. Wood suggested a regional cata-log as a possibility. Ms. Hamilton said they are doing this at the county level in Clackamas County. Ms. Stryker said that when they develeooed a joint list of periodicals in Washington County, the number of duplicate subscriptions declined. Ms. Wood pointed out that eliminating deplicates allows subscriptions to a greater number of items in total. Ms. Hilderbrand objected that it was an inconvience to the borrowers to have an item available in his/her own local library but to have to acquire it from another library.

Acquistion was then descussed. Ms. Wood said that the decisions as to what to acquire should be strictly local but that purchasing should be as cen--tralized as possible. This results in both better prices and better service from suppliers.

Ms. Wood then spoke of a project by the Interstate Library Planning Council, which includes this region in Oregon and the Vancouver region in Washington. The Council has received a \$15,000 grant from the State Library to have CRAG develop a model reciprocal borrowing agreement. This would allow any resi--dent of the area to borrow from any public library in the area without charge. A system of equitable fees between units to support the services would be de--termined. The plan is to be developed by December with approval by CRAG in January. Agreements between the individual units would then be negotiated. The appropriate CRAG staff person is not on board yet. A copy of the grant application will be furnished to the committee.

Mr. Gisvold asked if Clark County should appropriately be included in any regionallibrary system. Ms. Wood said that it would probably not be ap--propriate to include it in the regional concept which the commission is exploring but that, in-so-far as library services are concerned, there should be some coordination and possibly some contracting for reciprocal services.

Mr. Gisvold thanked the resource persons for their contributions and stated that they would be given a chance to respond, at least in writing, to the committee's subsequent recommendations.

MEETING ADJOURNED

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