

**ACTION MINUTES OF THE  
COUNCIL BUDGET WORK SESSION**

April 30, 1987

Councilors Present: David Knowles, George Van Bergen, Corky Kirkpatrick, Sharron Kelley, Mike Ragsdale, Jim Gardner, Richard Waker, Larry Cooper, Mike Bonner, Gary Hansen

Councilors Absent: Tanya Collier

Others Present: Rena Cusma, Executive Officer

Staff Present: Ray Phelps, Jennifer Sims, Don Carlson, Ray Barker, Gene Leo, Don Cox, Judith Mandt, Dennis Mulvilhill, Andy Cotugno, Tor Lyshaug, Rich McConaghy, Neil McFarlane, Marc Madden, Becky Crockett, Vickie Rocker, Joan Saroka

Presiding Officer Richard Waker called the budget work session to order at 5:40 p.m.

**ZOO**

Gene Leo, Director of the Washington Park Zoo presented a brief overview of the Zoo Operating fund discussing various new programs and exhibits planned for the coming year. The Zoo capital fund provides for construction of first two phases of the new Africa Exhibit, design of the third phase of the Africa exhibit and construction of the Administration/Education building.

Councilor Kirkpatrick explained the Budget Advisory Committee Recommendations:

**BUDGET COMMITTEE RECOMMENDATIONS**

**Zoo Operating Fund**

1. Adopt as submitted. Included the following note:  

The appropriation schedule to be changed to appropriate expenditures by organizational division: Administration, Animal Management, Buildings and Grounds, Educational Services, Marketing and Visitor Services. In order to make changes between division, Council approval will be required.
2. A review of salary levels for the Veterinarian and Veterinarian Technician classifications shall be conducted within the next year.

Zoo Capital Fund

Adopt as submitted. Include the following note:

Appropriations are to be made by project:  
Education/Interpretive Center, Africa Bush Phases  
I & II, Africa Bush Phase III, Alaska Exhibit,  
Bear Grottos, and Capital Outlay.

Staff Response and Discussion

Comments from staff centered on issue of level of appropriation. Jennifer Sims discussed the current level of appropriation and the proposed change. Council agreed to wait to the end of all department budget discussions to address this issue since it was a global issue. Staff agreed with the request to review salary levels for the Veterinarian and Veterinarian Technician.

Councilor Ragsdale addressed the issue of how the marketing position was portrayed in the Zoo budget. Councilor Kirkpatrick explained that this is another global issue. The budget committee recommendation is to budget the money for advertising, contractual services, printing, etc. in the department which would utilize the services but to require that the Public Affairs Director approve all such expenditures. Gene Leo, Director of the Zoo, expressed concern over how this policy was to be implemented. Councilor Waker suggested the Executive Officer develop a strategy to determine routine projects from the major projects that would need approval.

There was no additional discussion on the Zoo budget.

SOLID WASTE

Tor Lyshaug, Acting Solid Waste Director, and Rich McConaghy, Senior Analyst, presented a brief overview of the Solid Waste budget highlighting four key policies that are integral to the budget: (1) significant expenditures for waste diversion; (2) draft financial policies; (3) material & services expenditures for promotion and public involvement; and (4) inclusion in budget of 6.5 new positions for resource recovery programs, system planning, waste reduction, landfill development and support programs.

Councilor Kirkpatrick explained the Budget Committee Recommendations

BUDGET COMMITTEE RECOMMENDATIONS

Solid Waste Operations Fund

Revenue

Reduce "Landfill Siting Fee - Public by \$140,000 due to miscalculation, reduce contingency accordingly.

Staff had no issue with this comment

BUDGET COMMITTEE RECOMMENDATIONS (continued)

Personal Services

Approve with addition of only the following new positions and reclasses:

Positions

Engineer 3 - Landfill siting  
Analyst 3 - Functional Planning  
Office Assistant - Recycling Information Center  
0.5 Secretary - Administration

Reclasses

Analyst 2 to Senior Analyst - Alternative Technology  
Analyst 2 to Senior Analyst - System Planning  
Program Coordinator to Analyst 3 - Recycling Info  
Center

- Budget funds for three other new positions and two additional reclasses in contingency for consideration after Solid Waste Director, Engineering Manager, and Operations Manager positions filled. The above changes result in a total department FTE level of 38.53.

Staff Response and Discussion

Councilor Kirkpatrick explained the rationale of the Budget Advisory Committee for deciding which positions to leave in the budget and which to transfer to contingency until such time as they are needed. She cited two points: (1) during the transition period the Executive Officer came to Council with a plea to have her own team. The Budget Advisory Committee used this as a principle in this area as well, the need to have a team that works well together, and (2) Looking at the work program in the budget workbook, there really is not very much change from last

year's work program to this year's work program. The committee tried to figure out exactly what the changes were and were persuaded that more help was needed in the areas of landfill siting, functional planning and the recycling information center.

Tor Lyshaug addressed the issues of current vacant positions and the excess number of hours currently being worked by the solid waste staff. He stated that the committee made a mistake in comparing last year's workload to this year's workload. Last year's budget substantially underestimated the amount of work to be performed. They were budgeting for many untried programs and unanswered questions. It is his judgement that Metro cannot afford to postpone hiring adequate personnel to staff the Solid Waste department in light of what staff is going to have to accomplish in the future.

Councilor Knowles requested to hear a response to the Budget Advisory Committee recommendation from someone on the Solid Waste Committee especially as it pertains to work load. Councilor Gardner stated the Solid Waste committee was aware more than most of the amount of work being done by the staff. However, they are not sure of how much of the work not being done is because of underestimates last year of the staff requirements or because of the transition period that the department went through especially the loss of several of the top managers. The committee really has not looked at the staffing levels of the department as a committee. He spoke personally when he agreed with the Budget Committee's recommendation that we wait to hire these new positions until we have a new director on staff.

Councilor Waker asked for clarification if what the discussion focused on was a matter of timing as to when to include the positions in the budget or whether it was a matter if the Budget positions were going to be needed at all. Councilor Kirkpatrick clarified the committee's position in that the positions may really not be needed at all. The discussion then focused on whether to return the requested positions to the budget now or wait until the new director is hired. If the positions are deferred, for how long will they be deferred?

Councilor Kelley had concerns that people on staff had been transferred to functional planning and had been taken off other real important functions of this government such as hazardous waste and yard debris which are going to take a long time for us to fulfill. She hoped that as a policy statement that these services were not being put on the back burner by saying that we are not hiring. She also had a question concerning the fact that if the functional planning process is going to be short term do we really want a slotted position for them. For purposes of

clarification it would be useful for the Council to have position and job descriptions before any decision is made. Councilor Knowles stated that the information was already provided for them as part of the budget workbook.

Motion to restore all positions to the Solid Waste budget. Councilor Knowles moved, seconded by Councilor Cooper, that all positions be restored to the personal services section of the Solid Waste Operating budget. The motion carried.

BUDGET COMMITTEE RECOMMENDATIONS (continued)

Materials and Services

Approve with the following changes or notes:

- St. Johns Landfill -- Budget special diversion program based on potential need with following note -- the diversion request should be reviewed against other alternatives presented in the landfill capacity report so that the most cost effective option is selected to assure that adequate landfill capacity remains pending development of other disposal facilities.
- CTRC -- Move the \$.25 per ton proposed payment to Oregon City (approximately \$68,000) to contingency so Council can consider policy ramifications of proposed expenditure.
- WTRC -- Move \$10,000 Equipment Rental to Contingency.

Staff Response and Discussion

Solid Waste staff concurred with each of these recommendations. Council Van Bergen asked to be placed on record opposing establishing funds for any kind of payoff to any community, including Oregon City, for exceeding tonnage. He is strongly opposed to the \$0.25 per ton in any way.

Motion to delete from the budget any mention of the \$0.25 per ton payment to Oregon City for exceeding tonnage at CTRC. Councilor Van Bergen moved, seconded by Councilor De Jardin, that there be removed from the budget the potential for increasing fees for creating a fund for giving money to any city or county because of a future policy during this fiscal period of paying those groups for impact because of transfer stations.

Councilor Ragsdale requested a better history of why this request is in the budget and why this amount was chosen. Councilor Bonner explained that Oregon City was very unhappy with Metro for dumping more garbage at CTRC than the original agreement allowed. He said if the amount were left up to them they would set the amount at \$2.00 or \$5.00 per ton. This arrangement would give Oregon City something in return for an agreement that Metro was not living up to. Councilor Cooper stated that Metro was providing a community service and that this sets a poor precedent to pay off any local community anytime Metro wishes to do something. Councilor Hansen believed that by killing this issue completely for this coming budget year would make it very difficult to bring the issue back up. He believes the issue of enhancement fees is a policy that the Council should examine closely and take some time to discuss. Putting the money in contingency would give the Council that opportunity.

Vote: A vote on the motion resulted in the motion being carried with nine aye, two nay and one absent.

Councilor Van Bergen brought up the issue of the loan from the Solid Waste Operating budget to the Convention Center budget during the FY 1986-87. He requested to know the amount of the loan, how much has been paid back, when the loan will be paid back and how it will be shown in FY 87-88 budget. Staff present at the meeting responded to his request. He also requested to know how Metro was carrying the land to the north of CTRC and at what price. Don Cox, Accounting Manager, gave Councilor Van Bergen specific answers to these questions.

Councilor Bonner asked what the chances are of Oregon City suing Metro for exceeding the tonnage at CTRC. Rena Cusma responded that we had already been put on notice that this was the case. Councilor Van Bergen suggested an appraisal of the excess land at CTRC be done in the near future to give Metro a more realistic figure of the value of the land. He also suggested some thought should be given to putting the land on the market for sale and whether or not this would affect the impact of the alternative technology proposal by one of the bidders.

#### BUDGET COMMITTEE RECOMMENDATIONS (continued)

##### Capital Outlay

Reduce Furniture purchases for the Facilities Development Program by \$600.

Contingency

Adjust based upon above recommendations.

Other

Adjust appropriations schedule to appropriate funds based on program budgets: Administration, St. Johns, CTCR, WTRC, Facilities Development, Waste Reduction, and System Planning.

Staff Response and Discussion

Staff concurred with the committee's recommendations and there was no further discussion concerning the Solid Waste Budget.

BUDGET COMMITTEE RECOMMENDATIONS (continued)

Solid Waste Capital Fund

Approve as submitted.

Appropriate funds by project -- WTRC, St. Johns, Facilities Development.

Solid Waste Debt Service Fund, St. Johns Reserve Fund, St. Johns Final Improvement Fund

Approve as submitted.

Staff Response and Discussion

There was no discussion on these funds.

INTERGOVERNMENTAL RESOURCE CENTER

Marc Madden, Acting IRC Administrator, and Andy Cotugno, Director of Transportation presented a brief overview of the IRC proposed budget highlighting major programs such as updating regional transportation plan, completing the light rail transit component of the regional transportation plan, completing the Southwest corridor study, conducting periodic review of the Urban Growth Boundary, establish a regional functional plan and review

comprehensive land use plans for functional plans. Andy Cotugno discussed the actual organization of the budget document explaining it was comparable to past years.

A decision was made to discuss the Executive Officer's proposed revision to the IRC department and budget before discussing the Budget Committee Recommendations. Marc Madden stressed that although the money may be shown in different places in the proposal, there is absolutely no net change in the dollar figure. Rena Cusma, explained the proposed changes to the IRC fund. The proposal was based on the IRC transition committee recommendations. The proposal discontinues the use of the term Intergovernmental Resource Center, elevates the division of transportation to departmental status, the Urban Growth Boundary function would be under the direction of the General Counsel, local government assistance would transfer to Public Affairs, the special projects functions transfer to the Executive Office to give them a higher level of identification. She mentioned that a couple of proposals have been submitted in terms of what is done with the special projects functions. For example, one suggestion is to take these other functions and create a Planning department. She suggested the Council take some time to look at those other proposals.

Councilor Ragsdale suggested it may make very good sense to build concept around information and data as opposed to around planning, transportation or land use because they all inter-relate to that central component. Councilor Kirkpatrick stated the proposal takes a little more thought than what has been given. She said the Council needs to read the material that was presented to them and discuss this at the next meeting. She also stated that we need to remember that one of Metro's main constituencies is the local government group and we need to be sure we are serving that group especially considering commitments we have made to that group.

Councilor Ragsdale would like a review to look at changing dollar figures in some areas and see if the resources are available. He would like to look at the capability of staffing this economic development matter that is of interest to the Council and at what level it ought to be staffed; to look at a legitimate staffing level to deal with the land use issues that we ought to be addressing if we get into functional planning and implementation of those issues; and would like a review of inconsistent delivery of information that we are supposedly in charge of.

Discussion of the IRC budget process was deferred to the meeting of May 7, 1987.



**CONVENTION CENTER PROJECT**

Neil McFarlane presented a brief overview of the Convention Center Project proposed budget describing generally what is to be accomplished over the next year. The design should be completed, the construction documents completed and the project actually out to bid. He would like to have property acquired, the tenants relocated, the buildings demolished and streets vacated and have the site ready for the general contractor. He would like to have some advance construction under way. Establishing a major marketing effort to ensure convention center fulfills economic promise made to the voters is also a priority.

Councilor Kirkpatrick explains the Budget Committee Recommendations:

**BUDGET COMMITTEE RECOMMENDATIONS**

Convention Center Project Management Fund

1. Approve as submitted. Include the following note:

Prior to expenditure of contractual services monies for marketing, the staff will return to Council with a marketing plan for Council approval. This will not bind the Council from making use of short-term opportunities.

2. Once General Obligation bonds are sold, amend the budget to place the appropriate amounts designated for operating reserve in the unappropriated balance.

Convention Center Project Capital Fund

Approve as submitted

Convention Center Project Devt Service Fund

Approve as submitted

**Staff Response and Discussion**

Councilor Van Bergen was concerned that adequate funds be available for hiring people for operating staff (of the completed

facility) and for providing all needed materials, equipment, etc for this staff. Councilor Ragsdale responded by stipulating the issue as it relates to staffing of management and management decision is not contemplated to a issue in the FY 87-88. The regional commission process should be resolved late in 1987. Target to bring to Council an ordinance creating framework for operations is September, 1987. If unforeseen circumstances create a need to bring staff on earlier it would require a budget amendment.

There was a brief discussion of the \$70,000 pledged to "bail out" the Police Chief's convention in Portland. Councilor Waker explained that this would not happen in this budget; that we have not committed \$70,000 - we have committed something up to that amount subject to negotiations with the mayor, the City of Portland, also subject to the approval of Multnomah County and Metro Council; the convention itself will generate into the project around \$25,000 to \$30,000 as a result of having the convention in the city and those people paying the room tax. We don't know what the actual final requirements might be.

There were no other questions concerning the Convention Center budget.

## GENERAL AND SUPPORT SERVICES

### COUNCIL

Don Carlson, Council Administrator, submitted a revised budget request to the Council deleting the proposed Analyst 3 from the budget and retaining the fiscal audit amount in the Finance & Administration budget. He stated he will continue to look at staffing needs and if they need additional staff to provide adequate service they will come back with a request later in the year. A footnote was added that the Council Management committee shall be involved with the selection of the financial auditor and shall periodically meet with auditors to review the performance of the audit.

Councilor Van Bergen was concerned that sufficient money be in the budget to allow Council to add staff when necessary. He also expressed concern that the Council would not be controlling the audit and would not be privy to audit reports in the initial stages of the audit. Councilor Ragsdale supported adding stronger language to the budget note concerning Council involvement with the audit.

A Council decision on the audit issue was deferred until stronger language could be drafted to ensure that the Council receive information in an "unsterilized" manner.

### EXECUTIVE MANAGEMENT

Ray Phelps, Director of Finance & Administration, presented a brief overview of the Executive Management budget. He stated the proposed budget was a continuation of the present operation with the exception of a reduction in temporary staffing and the transfer of the Clerk of the Council to the Council budget.

Council Kirkpatrick explained the Budget Committee Recommendations:

### BUDGET COMMITTEE RECOMMENDATIONS

#### Executive Management

Approve with the following changes:

1. Place \$10,000 in Contractual Services for management study in contingency pending further justification for the study.
2. Move \$10,000 in Contractual Services for performance audit to Council budget.

#### Staff Response and Discussion

The Executive Officer concurred with the Committee's recommendations.

Some discussion was focused on the Government Relations Manager position. A proposal was made to move it to contingency until a review of the position was done. It was decided to leave the position as it stands.

### FINANCE & ADMINISTRATION

Ray Phelps presented a brief overview of the Finance & Administration proposed budget. He explained an additional FTE request for the Data Processing division to help implement the data processing plan. This request would bring the total F&A increase to 30.5 percent and 4.5 FTE. The significant increase is in Management Services reflecting a \$90,000 increase in

election costs and additional capital requests for furniture, etc.

Councilor Kirkpatrick explained the Budget Committee Recommendations:

BUDGET COMMITTEE RECOMMENDATIONS

Finance & Administration

Approve as submitted.

Staff Response and Discussion

Council discussion centered on where resources would be found to fund the extra data processing position. Concern was expressed that funding the position out of contingency might hamper Council's or other department's ability to fund additional staff. Councilor Kirkpatrick asked Council to keep in mind that some funds in contingency have already been committed.

No action was taken on the additional data processing position and there was no further discussion on the Finance & Administration budget.

PUBLIC AFFAIRS

Vickie Rocker presented a brief overview of the proposed budget explaining the main areas of service provided to all departments of Metro. She explained that there were no new positions in this proposed budget, however, she has requested upgrading two part time positions to full time. She also expressed some concern for needing extra clerical support in the future.

Councilor Kirkpatrick explained the Budget Committee Recommendations:

BUDGET COMMITTEE RECOMMENDATIONS

Public Affairs

1. Approve with the following changes:

Move direct solid waste program expenditures in Materials and Services to Solid Waste Operating Fund and adjust transfer accordingly.

2. Add note that the Public Affairs Director shall approve all expenditures related to community involvement, media relations, and public education from Contractual Services and Printing line items in each department. Similar controls shall be considered for ads and legal notices, typesetting and graphics supplies.

#### Staff Response and Discussion

Rena Cusma explained her reasoning for placing these expenditures in the Public Affairs department was twofold: (1) a need for more control and better focus on the message sent out; and (2) as a response to concerns that the public has a very difficult time tracking where we are spending money. She felt it is important to appropriate the money where in fact we are spending it and that it is a beginning to centralizing public affairs type functions.

Councilor Kirkpatrick stated the Budget Committee could support either option of showing expenses as long as there is consistency in its application.

Council discussion focused on the types of functions involved, where money for public affairs type appropriations should be budgeted and how transferring these expenditures back to Solid Waste would affect General Fund transfers for other departments. Staff explained the types of functions being discussed are not the same as the marketing efforts at the Zoo. They are informational campaigns only aimed at changing attitude and behavior. It was also explained that these expenditures would be specific costs allocated back to the specific department.

Motion to approve Public Affairs budget as recommended by the Advisory Committee. Council Kirkpatrick moved, seconded by Councilors Van Bergen and DeJardin, to approve recommendations to move direct solid waste program expenditures in materials and services to solid waste Operating fund and add a note to provide Public Affairs Director authority to approve these expenditures. The motion carried.

Councilor Ragsdale suggested that a continuing audit be performed on the use of typesetting to determine cost effectiveness of using outside help. Councilor Hansen discussed reviewing again the policy of naming Metro organizations. The Executive Officer offered to bring the issue back up for review.

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Discussion on the Rehabilitation & Enhancement Fund, CTS Fund, Building Management Fund and Insurance Fund budgets as well as discussion on the level of appropriation was deferred to the Thursday, May 7, 1987 meeting.

The meeting adjourned at 8:29 p.m.