



# METRO

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

# Memorandum

DATE: July 24, 1992

TO: Metro Council  
Executive Officer  
Interested Staff

FROM: Paulette Allen, Clerk of the Council *PA*

RE: COUNCIL ACTIONS OF JULY 23, 1992 (REGULAR MEETING)

-----

COUNCILORS PRESENT: Presiding Officer Jim Gardner, Deputy Presiding Officer Judy Wyers, Roger Buchanan, Tanya Collier, Richard Devlin, Ed Gronke, Sandi Hansen, Ruth McFarland, Susan McLain, George Van Bergen and Ed Washington. COUNCILORS ABSENT: Larry Bauer.

## AGENDA ITEM

## ACTION TAKEN

- |   |   |
|---|---|
| 1. <u>INTRODUCTIONS</u>   | None.                                     |
| 2. <u>CITIZEN COMMUNICATIONS TO THE COUNCIL ON NON-AGENDA ITEMS</u>   | None.                                     |
| 3. <u>EXECUTIVE OFFICER COMMUNICATIONS</u>  | None.                                     |
| 4. <u>CONSENT AGENDA</u>  | Adopted (McFarland/Devlin;<br>10-0 vote). |
| 4.1 Resolution No. 92-1649, For the Purpose of Adding Members to the Funding Task Force for Regional Facilities and Programs  |   |
| 4.2 Resolution No. 92-1627, For the Purpose of Establishing the Region's Priority Congestion Mitigation/Air Quality Program Projects for Inclusion in ODOT's Six-Year Program |   |
| 4.3 Resolution No. 92-1644, For the Purpose of Establishing Administrative Procedures Between Metro and ODOT for Use and Exchange of FAU, STP and State Funding               |   |
| 4.4 Resolution No. 92-1645, For the Purpose of Revising the Portland Metropolitan Area's Urbanized Transportation Boundary to Establish the Area Eligible for Metro STP Funds |   |

(Continued)

**4. CONSENT AGENDA (Continued)**

- 4.5 Resolution No. 92-1646, For the Purpose of Endorsing Commitment of Tri-Met General Obligation Bonds to East Portland/Clackamas County LRT Development and Westside Credit Enhancement
- 4.6 Resolution No. 92-1651, For the Purpose of Confirming the Appointment of Del Seitzinger, Stefanie Graff and Arnold Polk to Fill Vacancies on the 1% for Recycling Advisory Committee
- 4.7 Resolution No. 92-1653, For the Purpose of Approving a Request for Proposal Document for Performance Audit Services

**5. ORDINANCES, FIRST READINGS**

- 5.1 Ordinance No. 92-467, For the Purpose of Approving the Revision of Metro Code Section 2.02.275, Zoo Visitor Services Employees Referred to the Governmental Affairs Committee for consideration.
- 5.2 Ordinance No. 92-468, For the Purpose of Approving an Increase in the Transfer Rate for the Forest Grove Transfer Station Referred to the Solid Waste Committee for consideration.

**6. RESOLUTIONS**

- 6.1 Resolution No. 92-1637, For the Purpose of Considering Adoption of the Metropolitan Greenspaces Master Plan Public hearing held on Agenda Item Nos. 6.1, 6.2 and 6.3 collectively. Adopted (Devlin/McFarland; 11-0 vote).
- 6.2 Resolution No. 92-1639A, For the Purpose of Submitting to the Voters Questions of Contracting a General Obligation Bond Indebtedness in the Amount of \$200 Million and Authorization to Proceed with the Financing, Acquisition, Development, Operations, and Maintenance of a Regional System of Greenspaces Adopted as amended with new Exhibit A recommended by General Counsel (Devlin/Wyers; 11-0 vote).
- 6.3 Resolution No. 92-1638A, For the Purpose of Considering District Policy to Allocate Excise Taxes Toward Operation and Maintenance of Metro-Managed Greenspaces Until Other Funds are Available Adopted (Hansen/Devlin; 11-0 vote).

(Continued)



**6. RESOLUTIONS (Continued)**

- 6.4 Resolution No. 92-1650A, For the Purpose of Submitting to the Voters the Question of Whether Legislation Should be Adopted to Authorize the Voters to Abolish Multnomah, Washington and Clackamas Counties, the Metropolitan Service District, and Tri-Met, and Create a Single Consolidated Government Public hearing held. Adopted (Collier/Wyers; 7-4 vote. Councilors Collier, Hansen, McFarland, McLain, Washington, Wyers and Gardner voted aye. Councilors Buchanan, Devlin, Gronke and Van Bergen voted nay. Councilor Bauer was absent.)
- 6.5 Resolution No. 92-1647A, For the Purpose of Accepting ODOT's Recommended Six-Year Program Reductions Adopted (Van Bergen/Wyers; 10-0 vote).
- 6.6 Resolution No. 92-1654, For the Purpose of Making Areas Outside the Metro Boundary Eligible to Receive "Metro Challenge" Grants Adopted (Hansen/Washington; 10-0 vote).
- 6.7 Resolution No. 92-1648A, For the Purpose of Directing the Metropolitan Exposition-Recreation Commission to Prepare a Plan for the Financial Management of the Finance Committee Spectator Facilities Fund Adopted (Wyers/Hansen; 11-0 vote).
- 6.8 Resolution No. 92-1660, For the Purpose of Determining That the Charter Proposed by the Metro Charter Committee Be Included in the State Voters' Pamphlet Adopted (Devlin/Buchanan; 11-0 vote).

**7. NON-REFERRED RESOLUTIONS**

- 7.1 Resolution No. 92-1658, For the Purpose of Accepting Corrected May 19, 1992 Primary Election Abstract of Votes for Metropolitan Service District Council District 4 Adopted (Collier/Hansen; 11-0 vote).

**8. COUNCILOR COMMUNICATIONS AND COMMITTEE REPORTS**

**8.1 Status Report on Council Retreat**

Presiding Officer Gardner briefed the Council on the status of the Council retreat. He said it would be held on September 25-26, or 26-27, at the Flying M Ranch. He said Councilors would be notified of final dates soon.

**8.2 Status Report on 1% for Art for Metro Headquarters Building**

Deferred to August 13, 1992, Council.



**SOLID WASTE COMMITTEE REPORT**

CONSIDERATION OF RESOLUTION NO. 92-1651, FOR THE PURPOSE OF CONFIRMING THE APPOINTMENT OF DEL SEITZINGER, STEFANIE GRAFF AND ARNOLD POLK TO FILL VACANCIES ON THE 1% FOR RECYCLING ADVISORY COMMITTEE

-----  
Date: July 22, 1992

Presented by: Councilor Buchanan

**Committee Recommendation:** At the July 21 meeting, the Committee voted 4-0 to recommend Council adoption of Resolution No. 92-1651. Voting in favor: Councilors Buchanan, Hansen, McFarland and Van Bergen. Councilor Wyers was excused.

**Committee Issues/Discussion:** Judith Mandt, Solid Waste Staff, reviewed the nature and purpose of the 1% for Recycling Advisory Committee. She noted that appointments are made to the committee to reflect geographic balance in the region. She indicated that the backgrounds of the proposed appointees are well suited to the needs of the committee and compliment those of current committee members. She noted that one of the appointees is an attorney, one is an accountant, and one has prior experience in operating recycling programs in another state.

Councilor Van Bergen expressed concern that the application form still required applicants to identify their ethnic origin and sex. He questioned the need for and purpose of requesting this information.



**METRO**


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

# Memorandum

Council  
7/23/92  
6.2

Date: July 22, 1992

To: Metro Council

From: Daniel B. Cooper, General Counsel 

Regarding: GREENSPACES BALLOT MEASURE  
Our file: 7.§1.K

---

The attached version of the Greenspaces Ballot Measure is the result of consultation with bond counsel to arrange the Recommended Bond Measure from the Finance Committee to pass the statutory Flesch test for readability. The only significant word changes are the following: (1) "recreation facilities" in the Question is changed to "wildlife habitat," (2) the statutory language for Metro's new function is pulled together in the first sentence of the Explanation, and (3) "parks maintenance costs" in the Explanation is now "parks care costs." I recommend amendment of Resolution 92-1639A by substituting the attached Exhibit A.

DBC/LS/dr  
1462

Attachment



## EXHIBIT A

**Caption:** Bonds to save green spaces and fund parks system.

**Question:** Shall Metro acquire green ways, parks, open space, wildlife habitat by issuing two hundred million dollars of general obligation bonds? If the bonds are approved, they will be payable from taxes on property or property ownership that are not subject to the limits of section 11b, Article XI of the Oregon Constitution.

**Explanation:** Permits Metro to acquire, develop, maintain and operate a regional system of parks, open space and recreation assets. Bonds will mature in thirty years. At least seventy-five percent of bond funds will buy and restore nature parks, trails and green ways. Up to twenty-five percent of bond funds may be used to help parks departments buy and improve local parks. Bond funds will not be used for parks care costs. Estimate of average yearly cost of bonds is 19 1/2 cents per one thousand dollars assessed value.

FINANCE COMMITTEE REPORT

---

RESOLUTION NO. 92-1639A, SUBMITTING TO THE VOTERS QUESTIONS OF APPROVING A \$200 MILLION GENERAL OBLIGATION BOND AND AUTHORIZING THE DISTRICT TO ACQUIRE, DEVELOP, OPERATE AND MAINTAIN A REGIONAL SYSTEM OF GREENSPACES

---

Date: July 20, 1992

Presented By: Councilor Devlin

**COMMITTEE RECOMMENDATION:** At its July 16, 1992 meeting the Committee voted unanimously to recommend Council approval of Resolution No. 92-1639 as amended. All Committee members were present and voting.

**COMMITTEE DISCUSSION/ISSUES:** Andy Cotugno, Planning Director, and Chris Scherer, Financial Planning Manager, presented the Staff Report. They presented summary information from the Greenspaces Financial Study (see Attachment 1 to this report) which indicates that approximately \$555 million is needed to implement the Greenspaces Master Plan and the Greenspaces Policy Advisory Committee is recommending a General Obligation Bond Measure of \$200 million dollars. The Greenspaces Bond Issue proceeds would be split 75% for the regional system and 25% allocated to local park providers for any park and recreation capital expenditure. In regard to operation and maintenance costs estimates were provided for a "basic maintenance" level and a "land banking" level. The Plan provides for the "land banking" level of maintenance to be provided with existing District resources and the "basic maintenance" to be provided following the acquisition of additional operating funds.

In response to questions from Council Staff, Mr. Cotugno stated that the uses of the funds for regional system purposes shown on page two of the Summary Financial Information (Attachment 1) are for illustration only. The Greenspaces Master Plan does not specify in that level of detail the policies for the use of the funds. A more detailed expenditure plan will be brought to the Council either in the form of annual budget requests or some other form for review and approval. He pointed out that the Ballot Title incorporated in this resolution does commit the District to pass on to local park providers up to 25% of the funds for local park capital expenditures.

A public hearing was held on Resolution No. 92-1639 and eleven persons appeared in support of the resolution. The name, address and affiliation of persons appearing before the Committee on this matter are included in Attachment 2 to this Report.

Mr. Cotugno presented amendments to Resolution No. 92-1639 which are included in the engrossed A-Draft. (See Attachment 3 to this Committee Report). The Committee accepted the proposed amendments with the understanding that General Counsel will review the proposed Ballot Title to assure that it enables the District to assume the regional park function as stated in ORS. Any changes are to be reviewed by Councilor Devlin prior to the Council meeting.



---

**METRO**


Planning Department  
2000 S.W. First Avenue  
Portland, OR 97201-5398  
(503) 221-1646

**Memorandum**

ATTACHMENT 3

(Fin. Comm. Rpt/Res 92-1639A)

---

DATE: July 16, 1992  
TO: Council Finance Committee  
FROM:  Andy Cotugno  
SUB: Resolution No. 92-1639A

Based on discussions with the Office of General Counsel and Metro Bond Counsel, revisions to Resolution No. 92-1639 are recommended. Resolution 92-1639A is attached incorporating the following changes:

1. Adding an action no. 5 on the last page prior to the Presiding Officer's signature block requesting that the Executive Officer submit the necessary materials for including the ballot measure in the State Voters' Pamphlet; and
2. Substituting the Recommended Bond Measure for the Sample Bond Measure attached as Exhibit A to Resolution No. 92-1639. Changes in wording between the "Recommended" and "Sample" Bond measures are indicated by overstriking (deletions) and shading (additions).

**EXECUTIVE OFFICERS RECOMMENDATION**

The Executive Officer Recommends adoption of Resolution No. 92-1639A

---

ATTACHMENT 1  
(Fin. Comm. Rpt/Res 92-1639A)

**Greenspaces Financial Study**

**Summary Information**

**Finance Committee Presentation**

**July 16, 1992**

---



### Valuation of Greenspaces Inventory

<b>Sources</b>		
Bond proceeds		\$462,620,000
Interest earnings		92,098,000
<b>Total sources</b>		<b>\$554,718,000</b>
<b>Uses</b>		
Costs of bond issuance	1.25 % of bonds	\$5,783,000
Remaining sources		548,935,000
Local government share	25.00%	137,234,000
Regional Share	75.00%	411,701,000
	% Regional Share	
Transaction costs	12.00%	\$49,404,000
Large acre acquisition	60.00%	247,021,000
Large acre capital improvement	5.00%	20,585,000
Restoration acquisition	4.00%	16,468,000
Restoration capital improvement	3.00%	12,351,000
Trails acquisition	11.00%	45,287,000
Trails capital improvements	5.00%	20,585,000
<b>Total uses</b>		<b>\$554,718,000</b>

### Allocation of \$200,000,000 Greenspaces Bond Issue

<b>Sources</b>		
Bond proceeds		\$200,000,000
Interest earnings		37,000,000
<b>Total sources</b>		<b>\$237,000,000</b>
<b>Uses</b>		
Costs of bond issuance	1.25 % of bonds	\$2,500,000
Remaining sources		\$234,500,000
Local government share	25.00%	58,625,000
Regional Share	75.00%	175,875,000
	% Regional Share	
Transaction costs	12.00%	21,105,000
Large acre acquisition	64.53%	113,492,000
Large acre capital improvement	3.00%	5,276,000
Restoration acquisition	4.47%	7,862,000
Restoration capital improvement	2.00%	3,518,000
Trails acquisition	11.00%	19,346,000
Trails capital improvements	5.00%	5,276,000
<b>Total uses</b>		<b>\$237,000,000</b>

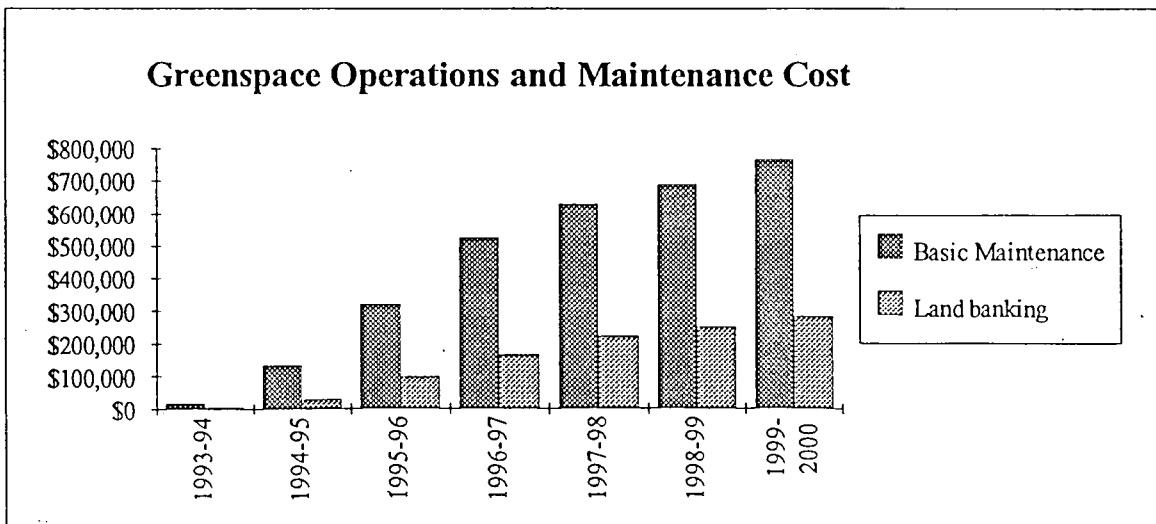
## Cost of Greenspaces Operations and Maintenance

### Estimated Unit Cost

	Basic Maintenance	Land banking
Access points	\$120 per acre, per year	\$35 per acre, per year
Reserve/Addition	\$50 per acre, per year	\$35 per acre, per year
Restoration	\$175 per acre, per year	\$35 per acre, per year
Trails	\$1,500 per linear mile, per year	\$35 per acre, per year -

### Estimated Annual Cost

	Basic Maintenance	Land banking
FY 1993-94	\$19,000	\$4,000
FY 1994-95	135,000	29,000
FY 1995-96	322,000	99,000
FY 1996-97	524,000	165,000
FY 1997-98	630,000	223,000
FY 1998-99	690,000	250,000
FY 1999-2000	768,000	282,000



FINANCE COMMITTEE MEETING - July 16, 1992PUBLIC HEARING TESTIMONY  
GREENSPACES PROGRAMNAME/ADDRESSREPRESENTING

Bob Akers  
1038 S.E. 224th  
Gresham, OR

President, 40 Mile Loop (an organization supporting trail systems in Portland, the Metropolitan area and the state of Oregon); Past President, Friends of Powell Butte Nature Park; Past President, People for Parks Committee in Gresham; Member, Gresham City Council Park Advisory Board

Marty McCall  
5858 S.W. Riveridge Ln. #5  
Portland, OR 97201

Trust for Public Land (a 20 year old national land conservation organization)

Marguerite Nabeta  
525 Trade St. S.E.  
Salem, OR

Oregon State Parks and Recreation

Jean M. Ridings  
21510 N.E. Bluelake Rd.  
Troutdale, OR 97060

Member, Multnomah County Parks Advisory Committee  
Read letter into record from:  
Vivian Starbuck, Member, Multnomah County Parks Advisory Committee

Michael C. Houck  
5151 N.W. Cornell Rd.  
Portland, OR 97210

Audobon Society or Portland; Member, Metro Policy Advisory Committee; Member, Metro Technical Advisory Committee

John Sherman  
1912 N.W. Aspen  
Portland, OR 97210

President, Friends of Forest Park

Carol Pinegar  
2535 N.E. 13th  
Portland, OR 97212

Teacher, (Science - Middle School),  
Portland Public Schools

Clifton L. Powell  
11820 S.E. Foster Pl.  
Portland, OR 97266

Member, Friends of Johnson Creek;  
Member, Johnson Creek Corridor Committee

Finance Committee Meeting  
July 16, 1992  
Public Testimony  
Page 2

Linda Robinson  
1115 N.E. 135th Ave.  
Portland, OR 97230

Director, F.A.U.N.A. (Friends and  
Advocates of Urban Natural Areas)

Paul Gleason  
7638 S.W. 36th  
Portland, OR 97219-1631

Secretary-Treasurer, Pacific  
Wonderland, (an environmental  
education corporation); Nurse,  
Outdoor School

Jim Sjulín  
1120 S.W. 5th #1302  
Portland, OR 97204

Supervisor, Natural Resources  
Program, Bureau of Parks and  
Recreation, City of Portland

The **Wetlands** Conservancy

Council  
7/23/92  
6-1

July 17, 1992

Mr. Richard Devlin  
METRO Councilor  
2000 SW. First Avenue  
Portland, OR 97201-5398

Dear Richard,

**SUBJECT: GREENSPACES PROGRAM**

In my July 14, 1992, testimony before the Transportation Committee, I stressed that the Greenspaces Program was not a "taking" situation, and that we sought to deal only with willing sellers. I, unfortunately, made this point very strongly because that is the way I feel, but I was wrong since the Master Plan does say that condemnation might be used as a last resort (Tim Ramis' testimony that followed mine).

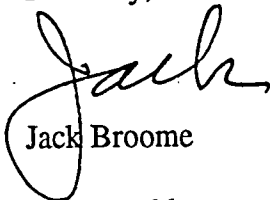
I voted with the others unanimously at the last Policy Advisory Committee (PAC) meeting approving the Master Plan, but I have always felt that condemnation or any absolute regulatory control of potential greenspaces purchases that might incite a "takings" claim should not be part of this program.

We need to move the Greenspaces Program forward with an absolute minimum of contention or opposition. Even a perceived "taking" of someone's land or the apparent use of the condemnation process, can be just enough of a detraction to the process and basic purpose of the plan, to cause it to loose favor in the eyes of enough voters to cause a loss in November.

We cannot take this chance. I urge you and the METRO Council and legal staff to find some way to purge the condemnation process from the Master Plan. I am truly sorry that I did not make more of this issue with the PAC. I did bring it up at one time, but then seemed to drop it. Too bad, because I firmly believe that we should only be dealing with willing sellers if we are going to have and retain region-wide support.

I hope some changes can be made.

Sincerely,



Jack Broome

JBroome:bl






O'DONNELL, RAMIS, CREW & CORRIGAN

ATTORNEYS AT LAW  
BALLOW & WRIGHT BUILDING  
1727 N.W. Hoyt Street  
Portland, Oregon 97209

TELEPHONE: (503) 222-4402  
FAX: (503) 243-2944

DATE: July 23, 1992

TO: The Honorable Jim Gardner, Presiding Officer  
Counselors of the Metropolitan Service District

FROM: James M. Coleman 

RE: Suggested Amendments to Greenspaces Masterplan

I represent the Peterkort family who own the land on which the Westside Light Rail Sunset Transit Center is located. On behalf of the Peterkorts, I provide the following suggested amendments which will address the concerns the Peterkorts have expressed consistently through their past participation in this process, and the request made by Jack Broome of the Wetlands Conservancy in his July 17 letter.

1. On page 72, amend policy No. 2.25 to read:

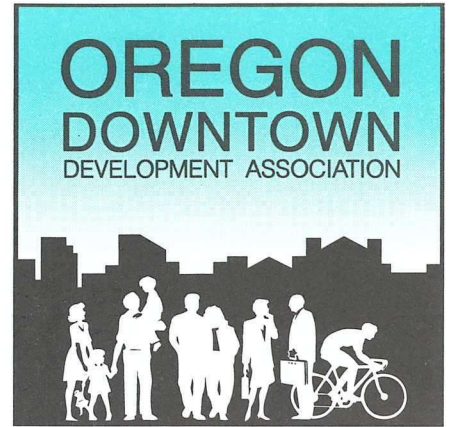
"Make funding decisions consistent with the priorities of the Greenspaces Masterplan, acquisition, and capital improvements plans. Funds for acquisition under this masterplan may be used (1) to acquire land set aside to satisfy Goal 5 in local comprehensive plans and (2) to purchase identified land from willing sellers. Funds shall not be used to purchase land from unwilling sellers unless the local comprehensive plan already calls for the preservation of land in order to satisfy Goal 5.

JMC:bjd  
jmc\memo\greensp.me2

Council  
7/23/92  
6-1

dist. by Brian Scott

June 1992



# Liveable City Centers

*A vision for Oregon's communities*

Oregon's outstanding quality of life is characterized by a special natural environment, vital communities, accessible services, and involved citizens.<sup>†</sup> Vital and compact mixed use districts support these ideals, especially Oregon's downtowns—its city centers for culture, employment, government, education, shopping, services and housing.

Since 1982, the Oregon Downtown Development Association has helped communities organize the leadership to establish city center management programs. As North America's most emulated statewide downtown association, ODDA enjoys a national reputation as an innovative organization of people who know that liveable communities need vital city centers.

To meet the challenges of a statewide economy in transition, and the continued spectre of rapid growth and sprawl, ODDA has developed a vision for liveable city centers. Pursuing that vision, ODDA will broaden its activities in policy development and advocacy to ensure that the qualities of Oregon's communities are epitomized by the vitality and diversity of their downtowns.

<sup>†</sup> Oregon Progress Board. *Oregon Benchmarks*. January 1991

## *The Oregon Downtown Development Association*

is a non-profit, charitable organization of concerned citizens, businesses and elected officials who believe that the vitality of our downtowns will impact the liveability of our communities and the quality of our lives. ODDA's activities are funded by private donations and memberships, by service fees, and by the Oregon Lottery.

*ODDA's mission is to improve community liveability by promoting vital city centers that are the foundation of Oregon's cultural, civic and commercial life.*

This document contains ODDA's goals for liveable city centers (page 2) and activities in pursuit of those goals (page 3). It was developed by ODDA's board of directors with the help of community and statewide leaders in the public, private and non-profit sectors (page 4).

# Goals for liveable city centers

---

## FOCUSED DEVELOPMENT

---

**Promote concentrated, pedestrian oriented, mixed use districts.**

To protect Oregon's much valued quality of life, we must reduce our increasing reliance on single occupancy automobiles. In larger cities, this may mean workable transit, but in all cities it means making places where people can and want to walk or ride a bike. To this end, concentrated, pedestrian oriented, mixed use districts encourage multiple destinations in a single trip and can be well served by transit.

---

## MIXED USE CENTERS

---

**Reinforce the role of downtowns as multifaceted activity centers.**

Healthy downtowns include many activities and uses, including culture, employment, government, education, services, retail, housing, and public areas. This mix of uses creates a vibrant place that serves many needs. Mixed activities also support efficient transportation since people can accomplish several tasks on one trip. Downtown workers can go to lunch, do some shopping, or take a class by walking from the office instead of driving.

---

## COMMUNITY SENSE OF PLACE

---

**Reinforce downtown's role as a community's meeting ground and identity.**

The extent to which people feel connected to their communities will impact their own sense of belonging, their motivation to get involved and ultimately, the quality of their lives. In our increasingly fragmented society, downtown may be a community's only common ground for all residents. As national chains become more and more alike, eclectic downtowns reflect a community's heritage and identity. Downtowns embrace this role as meeting ground and identity.

---

## LOCAL LEADERSHIP

---

**Support local leadership.**

Vital downtowns have an infrastructure of landlords, business owners, managers, public officials and residents that comprise the mix of talent in a liveable community. Downtowns' rich knowledge of business, development, government and history provides the variety and independence for communities to prosper.

---

## VITAL STREET LIFE

---

**Help downtowns maintain a vital commercial street life.**

It feels good to be a pedestrian in a vital and liveable downtown. Sidewalks, public areas, and storefronts are interesting, bustling and safe. Distances between attractions are short. Cars are present, but people are walking. Visual merchandising is current and captures the essence of the district. Downtowns encourage pedestrian oriented development and excellent storefront retail.

---

## INDEPENDENT ENTERPRISE

---

**Foster individual enterprise and local ownership.**

The economic engine of a city is embodied in its businesses. A community's economy and future stability are dependent on the vitality of its businesses. The excitement of a downtown is dependent on the diversity of its shops. Locally owned businesses are more likely to make community oriented decisions. Independent businesses can be creative and entrepreneurial in changing economic times. A liveable community has a vital downtown dominated by locally owned properties, stores, and service businesses.



# ODDA Activities

## LOCAL PROGRAM ASSISTANCE

**Initiate, train and support local downtown programs.**

In the long run, the strength of Oregon's downtowns will depend on the ability of each community to bring its leadership to the table to initiate and sustain management programs. To that end, ODDA initiates, trains and supports local downtown programs through organizational development and technical assistance.

## COALITION BUILDING

**Mobilize statewide communication and collective action.**

As a statewide association of local organizations and a champion of liveable city centers, ODDA works to build coalitions of communities and partner organizations to further common agendas related to urban development. In this way, ODDA fosters statewide communication and collective action.

## ADVOCACY AND EDUCATION

**Influence public and private policy and communicate the importance of downtowns.**

Well managed downtowns will have little chance of survival if local and statewide policies allow sprawling development, which may respond to industry trends, but not community goals. To ensure that local development builds toward a liveable future, ODDA influences public and private policy, advocates centralized development and communicates the importance of diverse and vital downtowns.

## DEVELOPMENT

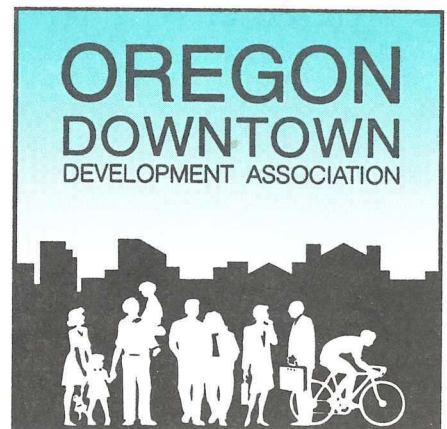
**Support development in Oregon's communities.**

Liveable city centers are the soul of our future. Downtowns—new and old—need contemporary development that builds on a community's heritage, goals and values. Development in existing neighborhoods and city centers can be complex and controversial, but is essential to community liveability. By articulating its vision for liveable city centers, and assisting good projects, ODDA supports development in Oregon's communities.

## VISION

**Articulate and promote the elements that make downtowns successful.**

Vital downtowns are complex and interesting. It may be difficult to distinguish a concentrated, eclectic, pedestrian oriented district, with a mix of uses and owners, from the latest large scale, single owner, mixed use development project, but the difference is important. Downtowns reflect community values. They celebrate independent enterprise and they evolve over time. They are impossible to control and they belong to everyone. To help communities understand liveable city centers, ODDA explores, articulates and promotes the elements that make downtowns successful and important.



## PARTNERS

Improving the liveability of Oregon's communities is a big job. ODDA enthusiastically acknowledges the efforts of others working on complementary and interrelated projects. Some of our partners in improving community liveability include:

### State of Oregon

Economic Development Dept.  
Department of Energy  
Historic Preservation Office  
Housing Division  
Progress Board  
Land Conservation and  
Development Commission/  
Dept. of Land Cons. & Dev.  
Transportation Commission/  
Dept. of Transportation  
Small Business Development  
Center Network

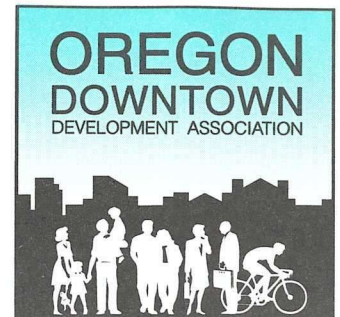
### Statewide/Regional

American Planning Assoc.  
American Society of  
Landscape Architects  
Community Development  
Corporation Association  
Foundations  
Historic Preservation  
League of Oregon  
Association of Oregon  
Housing Authorities  
League of Oregon Cities  
1000 Friends of Oregon  
Major Corporations

Oregon Council of Architects  
Rural Development Initiatives  
Utilities

### Local

Arts organizations  
Chambers of Commerce  
Citizens  
City/County Governments  
Civic Clubs  
Developers  
Downtown Associations  
Housing Authorities  
Neighborhoods  
Small Businesses



### BOARD OF ADVISORS

Otto J. Frohnmayer  
Frohnmayer, Deatherage, deSchweinitz,  
Pratt & Jamieson, P.C., Medford  
Coburn L. Grabenhorst, Sr.  
Grabenhorst Bros. Real Estate, Salem  
Edmund P. Jensen  
U.S. Bancorp, Portland  
William S. Naito  
H. Naito Properties, Portland  
John Olsen  
Standard Insurance Co., Portland  
Louis Scherzer  
Scherzer Partners, Inc., Portland  
Ruth E. Scott  
Assoc. for Portland Progress, Portland  
Bill Wyatt  
Oregon Business Council, Portland

### BOARD OF DIRECTORS

Ronald A. Graybeal  
Chairperson  
Deloitte & Touche, Portland  
David Kinney  
Secretary/Treasurer  
City of Stayton, Stayton  
Jeb Bladine  
Immediate Past Chair  
*News-Register*, McMinnville  
Bradley C. Berry  
Brown, Tarlow & Berry, Newberg  
Ronnel Curry  
Lane Transit District, Springfield  
Anne Morrow  
Emerald People's Utility District, Eugene  
Richard E. Ragland  
Ragland Architects & Planners, Portland  
Glen Rea  
Albany  
Ruth E. Scott  
Assoc. for Portland Progress, Portland  
Pam Silbernagel  
City Council, Albany  
John C. Spencer  
Spencer & Kupper, Portland  
Joanne L. Van Ness  
Oregon Shakespeare Festival, Portland  
Scott C. Wyse  
Meyer & Wyse, Portland  
James A. Zehren  
Stoel, Rives, Boley, Jones & Grey, Portland

### STAFF

Brian D. Scott  
President and Executive Director  
Kate Joncas  
Field Services Manager  
Jennifer A. Wyss-Jones  
Association Manager  
Cynthia M. McBurney  
Retail Specialist  
Errol Rich  
Administrative Assistant  
Trell Anderson  
Intern

## CREDITS

The following people lent their insight and expertise to this vision through an interview, a focus group, or a survey. ODDA is grateful for their guidance.

Carl Abbott, Portland State Univ.  
John Andersen, City of Gresham  
Sara Baker-Sifford, Oregon Rural  
Electric Cooperative Association  
Keith Bartholomew  
and Henry Richmond,  
1000 Friends of Oregon  
Linda Beauchamp, Grants Pass  
Towne Center Association  
Paul Benoit, City of Astoria  
Sara Bently,  
*Salem Statesman Journal*  
Ed Bergeron and Andy Vobora,  
Lane Transit District  
Diane Bishop, City of Eugene  
Bill Blosser, Land Conservation  
and Development Commission  
Board of Directors, Oregon  
Advocates for the Arts  
Mike Bowick and Doug Pilant,  
Rogue Valley Transit District  
Lane Brown, Architect/Planner  
Larry Campbell,  
Speaker of the House  
Maggie Collins,  
City of Milwaukie  
Catherine Comer, Gresham  
Downtown Development Assoc.  
Nancy Connolly,  
Assoc. for Portland Progress  
Joe Cortright, Legislative Comm.  
on Trade and Economic Dev.

Sharon Dixon, Milwaukie  
Downtown Development Assoc.  
Nancy Earl, Tri-Met  
Robert Evenson, AIA  
Mark Ford, Ed Schoaps, Bob  
Sherman and Eric East, Oregon  
Department of Transportation  
Caren Jackson,  
Salem Downtown Association  
Jill Henderson,  
Albany Downtown Association  
Carl Hostica, State Representative  
Mike Houck, Audubon Society  
Ed Jensen, U.S. Bancorp  
John Kelly, Oregon Dept. of Land  
Conservation and Development  
Charles Kupper, Association of  
Oregon Redevelopment Agencies  
Malcolm Johnstone, McMinnville  
Downtown Association  
George Lavirus,  
City of Cottage Grove  
Jocelyn Luciano and  
John Michelet, Genesis Inc.  
Robin McArthur-Phillips, Oregon  
Department of Transportation  
Laurel MacDonald, MacDonald  
Environmental Planning  
Jim Marshall  
Dave Mazza, The Sierra Club  
Greg Mottau,  
Mottau & Company, Inc.

Bill Naito, H. Naito Properties  
Mary Nixon, La Grande  
Downtown Association  
Tom O'Conner, Oregon  
Municipal Utilities Association  
John Olsen, Standard Insurance  
Molly O'Reilly, Sensible  
Transportation Options for People  
C.K. Patterson, The East  
Oregonian Publishing Company  
Cynthia Pappas,  
City of Springfield  
John Savage and Kathy King,  
Oregon Department of Energy  
Lynn Schoessler, Oregon Dept. of  
Housing and Community Services  
Bill Scott, Pacific Development  
Sally Sederstrom, City of Salem  
Ethan Seltzer,  
Metropolitan Service District  
Mike Shadboldt, Oregon  
Economic Development Dept.  
Lee Shoemaker,  
Lane Council of Governments  
Larry Walsh, Oregon Rural  
Electric Cooperative Association  
Diane White,  
Oregon P.U.D. Association  
Bill Wyatt,  
Oregon Business Council  
Duncan Wyse,  
Oregon Progress Board



METRO COUNCIL PRESENTATION ADDRESS

THURSDAY, JULY 23  
5:30 PM  
METRO COUNCIL CHAMBERS  
2000 SW 1ST  
PORTLAND

221-1646

(OFFICE LOCATED ON THE CORNER OF 1ST AND LINCOLN. COMPLETE SPEAKER'S CARD UPON ENTERING CHAMBERS TO INDICATE AN INTEREST TO SPEAK. THE ISSUE IS SCHEDULED TO BE HEARD BETWEEN 5:30 AND 6:00)

Good Evening, my name is Barbara Wiggin, city councilor for the City of Gresham. Tonight I represent the City of Gresham in support of the Metropolitan Greenspace Master Plan and Bond Issue Referral. We appreciate the opportunity to address the Council tonight regarding an issue that is of highest priority to our community.

The citizens of Gresham recognize the importance of preserving open space and natural areas, as evidenced by their approval of a \$10 million dollar bond issue in November, 1990 specifically directed towards the acquisition of hundreds of acres of sensitive natural areas in the city. Gresham voters chose to vote **YES** on additional taxes to save open space at the same time that the Measure 5 tax cutting initiative was approved by the state-wide voters. This clear direction given by our populace to save our dwindling local and regional natural areas cannot be ignored. Our citizens understand the urgency of preserving, enhancing and protecting our riparian waterways, wetlands, deciduous and evergreen forests, mountain-top vistas and greenways, and they are willing to pay for it. \* We cannot afford to wait, as we hear of the projections for additional 500,000 people moving to our combined communities in the next 15 years.

The City of Gresham have joined with 21 other cities, counties, special districts, numerous citizen groups, conservancy organizations, the university community and interested citizens to develop an exhaustive master plan, financial strategy, and inventory maps of strategic open space and natural areas in our region over the past 2 years. This aggressive plan has been developed with hundreds of hours of public meetings, agency reviews, and field investigations to complete the plan to its final stage. The initial implementation of the regional master plan recommendations is dependent upon tonight's approval of the master plan and bond referral by the Metro Council.

We commend Metro for its leadership in the Metropolitan Greenspace Program planning efforts of the past 2 years and we strongly encourage you to grant final approval of the plan and bond referral tonight and to continue to support all efforts to preserve our precious open space and natural areas.

Thank you.

3:00 Tues  
7/28  
gwg

Council  
#23/92  
6.1



# MULTNOMAH COUNTY OREGON

Council  
7/23/92 6.1

DEPARTMENT OF ENVIRONMENTAL SERVICES  
PARKS SERVICES DIVISION  
1620 S.E. 190TH AVE.  
PORTLAND, OREGON 97233  
(503) 248-5050

BOARD OF COUNTY COMMISSIONERS  
GLADYS McCOY • CHAIR OF THE BOARD  
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER  
GARY HANSEN • DISTRICT 2 COMMISSIONER  
RICK BAUMAN • DISTRICT 3 COMMISSIONER  
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

July 23, 1992

Metro Council  
2000 SW First Ave.  
Portland, OR 97201-5398

RE: Testimony Favoring Adoption of the "Metropolitan Greenspaces Master Plan"

Dear Councilors:

Thank you for this opportunity to present testimony regarding the Greenspaces Master Plan. On behalf of Multnomah County, I am pleased to convey our whole-hearted support.

As you know, the document before you is the product of nearly three years of work involving many of the jurisdictions within your district boundaries as well as a substantial number of state and federal agencies, nonprofit organizations, natural resource professionals, and concerned citizens.

Involvement of numerous stakeholders has contributed to the development of a plan which is comprehensive in nature, scientifically sound and responsive to the needs and desires of our regional community.

During the last twenty years, the population of the tri-county area increased by approximately 34%. Each of us has witnessed the impacts of this growth on open space, fish, wildlife and recreational resources. Few, if any, would argue that the impacts have been beneficial for the resources or our quality of life.

Without question, population will continue to grow, probably at a rate more vigorous than the last twenty years. The choice we face is simple: act now to acquire and protect natural areas or sacrifice a major element in the formula that makes this region a unique and attractive place to live, work and recreate--the opportunity for daily contact with nature.

Like most jurisdictions in the region, Multnomah County has been preoccupied with reacting to the problems associated with growth such as law enforcement, transportation, and social services. This preoccupation, coupled with growing financial constraints, has limited our ability to be proactive in the area of open space acquisition and protection. Consequently, we have looked to Metro to address this important need. The Greenspaces Plan is a meaningful first step.

It is our hope that you will enthusiastically endorse this plan tonight and then embark on an aggressive effort to educate the citizens of the region about the benefits and costs associated with implementation.

As was the case with the formulation of the Greenspaces Master Plan, Metro can count on Multnomah County's full cooperation, support and assistance in transforming plan concepts into reality.

Again, thank you for the opportunity to share our views.

Sincerely,



Sharron Kelley  
Commissioner



Charles Ciecko, Director  
Parks Services Division

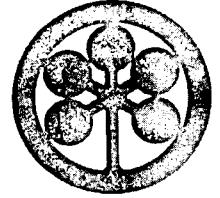
CC:emg

4919p



CITY OF PORTLAND  
BUREAU OF PARKS AND RECREATION

1120 S.W. 5TH, ROOM 1302  
PORTLAND, OREGON 97204-1933  
(503) 796-5193



MIKE LINDBERG, Commissioner

CHARLES JORDAN, Director

July 23, 1992

*Council*  
*7/23/92*  
*6.1*

TO: Rena Cusma, Metro Executive Officer, and  
Members of the Metro Council

FROM: Charles Jordan, Director  
City of Portland  
Bureau of Parks and Recreation

RE: Metro Greenspaces

The planning is complete, it's time to act. The Metropolitan Greenspaces Master Plan provides the region with an inspiring vision of the region's future. With its comprehensive program for protecting greenspaces in the Portland-Vancouver region, the Master Plan responds to the frightening reality that an additional 500,000 people will join us in the next 30 years.

You have our support as you adopt the Master Plan. I am proud to say that we have been a partner with you in its development. The Master Plan is comparable to the Olmsted report of 1903, for like the Olmsted report, it is forward thinking. It is the blueprint that now challenges us to live up to the potential offered by our beautiful landscape. It is our chance to earn the thanks of those people who follow us and live in this region 30, 50 and 100 years from now.

You also have our support for the proposed \$200,000,000 greenspaces bond measure. We recognize that this is a major investment to ask our citizens to make. But we believe that the citizens of our region will respond with their approval. They know that now is the time to ensure the future of greenspaces. We are comfortable with the local share formula. We pledge to be an active partner with Metro Greenspaces and intend to use the majority of this amount to meet local greenspace needs.

Thanks to Metro and to all the local jurisdictions who have worked cooperatively on this Plan. Over the course of the last two years we have worked well together. We have gotten

to know one another and we have had candid discussions about the direction we should take. We have even begun to think as a region, considering what is best for all of us, not just our individual agencies.

Thanks to the citizens who have participated in the process. We have learned that our citizens have passionate feelings about their open spaces and natural landscapes. And through the site nomination process, we have discovered greenspaces large and small that enrich the lives of people as well as provide habitat for fish and wildlife.

We look forward to continuing our work as a partner within the Metro Greenspaces Program. We must succeed in this effort and we congratulate you for your leadership.



---

**METRO**

Planning Department  
2000 S.W. First Avenue  
Portland, OR 97201-5398  
(503) 221-1646

# Greenspaces

*Council*  
*7/23/92*  
*6.1*

---

**DATE:** July 23, 1992

**TO:** Metro Executive Officer and Council

**FROM:** Greenspaces Planning Team

**SUB:** Letters of Comment on the Greenspaces Master Plan and Bond Measure Referral

Attached are written comments received from:

1. U.S. Fish and Wildlife Service
2. Oregon Parks and Recreation Department
3. Oregon Department of Fish and Wildlife
4. Clackamas County
5. North Clackamas Parks & Recreation District
6. City of Lake Oswego
7. Wilsonville City Councilor
8. Friends of Goal 5
9. Jack Broome, The Wetlands Conservancy
10. Leeanne MacColl

Attachments

H:July 23,92.mh



# United States Department of the Interior

## FISH AND WILDLIFE SERVICE

Portland Field Station  
2600 S.E. 98th Avenue, Suite 100  
Portland, Oregon 97266

July 22, 1992

METRO Council  
2000 S.W. First Avenue  
Portland, Oregon 97201

Dear Councilors:

Participating with Metro staff in the development of the Metropolitan Greenspaces Master Plan has been a privilege as well as an exciting opportunity for the U.S. Fish and Wildlife Service. The Metropolitan Greenspaces Plan illustrates a sensitivity to local development concerns as well as a commitment to biological diversity through habitat protection and restoration. The Service fully endorses adoption of the Master Plan!

Metro and participating local governments have a unique opportunity to manage natural systems from an ecosystems perspective and create a model for stewardship. By adopting a metropolitan-wide protection plan you can simplify the development process. By acquiring remnant greenspaces you can insure a sustained quality of life for area residents. By implementing environmentally sensitive and biologically sound growth and development standards, you actively participate in the maintenance of native plant and animal communities.

The Portland metropolitan region provides the setting and the opportunity to preserve habitat values for a diverse assemblage of species which depend on wetlands, riparian corridors, agricultural "edges", and Douglas fir forests. Site-specific consideration of unique habitats areas, such as the Heron Lakes and Ross Island rookeries, will insure the continued presence of a "visible" species that gives Portland its unique identity and "sense of place" for residents and visitors.

The Service recognizes the efforts taken by Metro staff to integrate ecological and economic considerations into the local development process. We commend project participants for developing an exceptional visionary document that integrates ecological, economic, and social considerations for the management of remaining natural areas within the region.

The Fish and Wildlife Service fully supports jurisdictional corroboration in protection and restoration of natural areas throughout Oregon. To achieve a national net gain in fish and wildlife populations and retain the functions of the systems which support them, a cooperative and coordinated effort by local, State, and Federal agencies, private landowners, and non-governmental organizations will be required. The Service encourages the Metro Council to adopt the Metropolitan Greenspaces Plan and to support the interim protection

of natural habitat sites until they are acquired or until specific development standards are adopted to adequately protect those which will inevitably be developed.

Sincerely,

A handwritten signature in cursive script, appearing to read "Russell D. Peterson". The signature is written in dark ink and is positioned above the typed name.

Russell D. Peterson  
Field Supervisor

PW:jc/metropln

July 21, 1992

---

DEPARTMENT OF  
FISH AND  
WILDLIFE

---



Richard Devlin, Chair  
Metropolitan Service District  
2000 SW 1st Ave.  
Portland, Oregon 97201

Dear Mr. Devlin:

The Department of Fish & Wildlife would like to offer its' support for Metro's Master Planning effort and the Greenspaces program. We have just begun a program called **Naturescaping** which compliments the goals set forth in Greenspaces. Basically, **Naturescaping** means landscaping property to attract wildlife. Through classes offered by department volunteers, we will encourage people to preserve, enhance and create wildlife habitat in their backyards. It is designed to educate and inform citizens about the consequences of habitat loss, and give them an opportunity to create their own wildlife oasis - to help rewilderness the city.

Goals for Greenspaces and Naturescaping are very closely aligned. They are both for wildlife and people, instill a daily sense of stewardship, occur within our living and working spaces, enhance habitat that remains, incorporate native plants, identify backyards that provide a link to the larger system, involve restoration efforts in neighborhoods that have been intensely urbanized, and promote and encourage citizen awareness and involvement in active habitat stewardship.

We look forward to coordinating with your efforts and making Greenspaces information and programs available to all participants in our Naturescaping program.

Yours truly,

A handwritten signature in cursive script that reads "Barbara Hutchison".

Barbara Hutchison  
Public Affairs, Director



---

2501 SW First Avenue  
PO Box 59  
Portland, OR 97207  
(503) 229-5400

DATE: July 10, 1992

TO: Ann Squier  
Senior Policy Advisor

FROM: Marguerite Nabeta  
Outdoor Recreation Planner

SUBJECT: Metropolitan Greenspaces Program  
Master Plan Adoption

After several years of incredible citizen participation and hard work, METRO staff has completed the draft master plan for this program. Doug Cottam, Oregon Department of Fish and Wildlife and I have been participating as members of the policy advisory committee for the program. Other state agency participants on additional committees include: Jack Wiles, Region 1 parks supervisor and Pete Bond, state Trails Coordinator.

The final hearing for adoption of the plan is July 23, 1992. Mel Huie from METRO staff and I feel that it would be very beneficial to either have you or another representative testify or provide a letter of support for the program from the Governor's office at that hearing. Please contact Mel at 220-1186 to arrange for a time certain to present at the hearing or make other suitable arrangements.

This is a tremendous project that has the potential to assist the jurisdictions in the METRO area to meet the need for an adequate resource base of Greenspaces in the future. It has been a challenge for METRO to bring so many jurisdictions together for this common cause.

Call me at 378-6378 if you have any questions.

c: Steve Brutscher  
Mel Huie





BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF CLACKAMAS COUNTY, STATE OF OREGON

In the Matter of Approving  
the Metropolitan Greenspaces  
Master Plan

RESOLUTION NO.: 92 -  
Page 1 of 1

WHEREAS, it is recognized that greenspaces contribute to the livability of Clackamas County, as the County and Portland Metropolitan Region grow existing greenspaces are increasingly threatened with development, and protection of greenspaces would enhance the quality of life for existing and future residents of Clackamas County and the Portland Metropolitan Region; and

WHEREAS, County Commissioners and staff, Metro, local service providers, community organizations and the public have for approximately three years jointly sought to develop a plan to protect greenspaces to help ensure the future livability of our community; and

WHEREAS the Technical Advisory Committee and Political Advisory Committee, both made up of representatives from various sectors of the community, as well as other advisory committees, have advised Metro staff on an ongoing basis with regard to the contents of the plan and have recommended a master plan which provides a vision shared by many and provides an appropriate planning context; and

WHEREAS a draft of this master plan has been presented to all cooperating jurisdictions, a number of property owners, businesses, and community organizations, and their comments and concerns have been incorporated as appropriate;

NOW, THEREFORE IT IS HEREBY RESOLVED AND ORDERED that Clackamas County Board of Commissioners accepts and approves the Metropolitan Greenspaces Master Plan as a guide for further policy action, and recommends it, together with the public review record, to the Metro Council for their approval and further action.

DATED this 17th day of July, 1992

BOARD OF COUNTY COMMISSIONERS

Judie Hammerstad  
Judie Hammerstad, Chairperson

Darlene Hooley  
Darlene Hooley, Commissioner

Ed Lindquist  
Ed Lindquist, Commissioner



# CLACKAMAS COUNTY

Board of Commissioners

July 17, 1992

The Honorable Jim Gardner  
Presiding Officer of the Metro Council  
METRO  
2000 SW First Avenue  
Portland, OR 97201-5398

JUDIE HAMMERSTAD  
CHAIR

DARLENE HOOLEY  
COMMISSIONER

ED LINDQUIST  
COMMISSIONER

MICHAEL F. SWANSON  
CHIEF EXECUTIVE OFFICER

Dear Councilor Gardner:

The "Metropolitan Greenspaces Master Plan" presents an exciting vision for the future of the region. We encourage the Metro Council to approve the "Metropolitan Greenspaces Master Plan" at their meeting on July 23, 1992. The protection of greenspaces is vital to the livability of our community.

We are pleased to have assisted in the development of such a worthwhile plan and look forward to continued participation in the Greenspaces Program. We share the enthusiasm of the cities in the County regarding both the regional plan and the method for distribution of funds to local service providers. We look forward to working together with Metro and other cooperators to implement the Greenspaces vision to help ensure a healthy and livable community of which we are proud.


Commendation is deserved for all who have participated in development of the plan, including Metro staff, local jurisdictions and the public. The revised plan, recommended by the Greenspaces Political Advisory Committee on July 18th, reflects the foresight, stewardship and cooperation of all involved in the process of developing the plan.

We will share the plan with the public in Clackamas County and encourage citizens to be informed of the contents of the plan and vote in November.

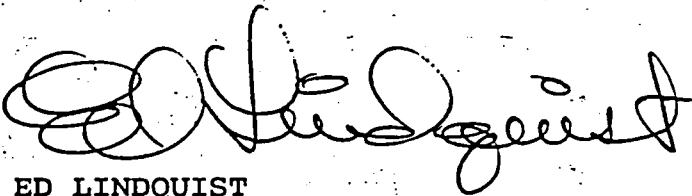
Sincerely,



JUDIE HAMMERSTAD  
Chairperson, Clackamas County Board of Commissioners  
Board of Directors, North Clackamas Parks and Recreation District



DARLENE HOOLEY  
Clackamas County Board of Commissioners  
Board of Directors, North Clackamas Parks and Recreation District



ED LINDQUIST  
Clackamas County Board of Commissioners  
Board of Directors, North Clackamas Parks and Recreation District

c: Richard Devlin, Metro  
Pat Lee, Metro  
Mel Huie, Metro  
Roger Brown, North Clackamas Parks and Recreation District  
Dan Zinzer, Clackamas County Parks

grnsp/support17/92



**NORTH  
CLACKAMAS  
PARKS & RECREATION  
DISTRICT**

July 23, 1992

Mr. Mel Huie  
METRO  
2000 SW First Avenue  
Portland, OR 97201-5398

Dear Mel:

Since I will be unable to be in attendance at the METRO council meeting on July 23, I want to go on record for the Regional Parks Advisory Board of the North Clackamas Parks and Recreation District our full support for the Greenspaces Program.

The Board believes that this is a unique opportunity to make a substantial commitment toward continuing and enhancing the quality of life for the people who live in the METRO area. If we are successful in this effort, we will assure our citizens that our community will continue to be a desirable place in which to live and work.

It has been a pleasure to work with you and the staff of METRO in the development of the Greenspaces Program. You can count on our Park District for support as we work cooperatively with Clackamas County Parks and the cities within Clackamas County in the provision of information that will enable voters to make an informed choice for the protection of green spaces and enhancement of our quality of life in the November election.

Sincerely,

Roger K. Brown  
Director

RKB:js

cc: Dan Zinzer, Clackamas County Parks  
Board of County Commissioners, Clackamas County



---

DEPARTMENT OF PLANNING AND DEVELOPMENT

---

July 9, 1992

Mel Huie  
METRO Greenspaces Program  
2000 SW First Avenue  
Portland, OR 97201-5398

Dear Mel:

RE: City of Lake Oswego's Participation in Allocation of Local Share of Greenspaces Bond Revenue

Please find enclosed a signed and notarized copy of Resolution 92-30 that affirms the City's participation as per the formula worked out with Clackamas County and the other County jurisdictions.

If you have any questions or if I can be of further service, please do not hesitate to call me at 697-7421.

Best Regards,

Ron Bunch, AICP  
Senior Planner

pc: Dan Zinzer, Clackamas County Parks Administrator  
file

RESOLUTION 92-30

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LAKE OSWEGO SUPPORTING THE PROPOSED DISTRIBUTION OF LOCAL GREENSPACES FUNDS IF THE METRO BOND MEASURE IS SUCCESSFUL IN NOVEMBER, 1992.

WHEREAS, the City of Lake Oswego and Clackamas County and other Clackamas County cities are desirous of obtaining funding for open space acquisition; and

WHEREAS, it is necessary for the City and Clackamas County and other Clackamas County cities to agree on a distribution formula;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Lake Oswego that:

Section 1. The City of Lake Oswego supports the proposed distribution of local greenspaces funds as outlined in Attachment A, attached hereto as Exhibit "A" and incorporated herein by reference.

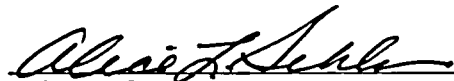
Considered and enacted by the City Council of the City of Lake Oswego at a regular meeting held on the 7th day of July, 1992.

AYES: M. ANDERSON, HOLSTEIN, MARCOTTE, SCHLENKER, D. ANDERSON, PUSKAS

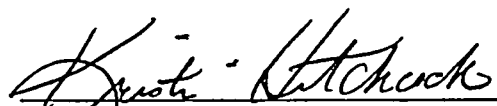
NOES: NONE

EXCUSED: CHRISMAN...

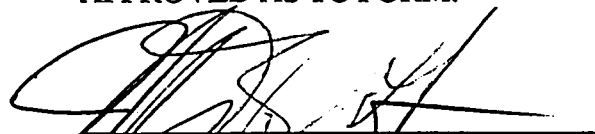
ABSTAIN: NONE

  
\_\_\_\_\_  
Alice L. Schlenker  
Mayor

ATTEST:

  
\_\_\_\_\_  
Kristi Hitchcock  
City Recorder

APPROVED AS TO FORM:

  
\_\_\_\_\_  
Jeffrey G. Condit  
City Attorney

I, Kristi Hitchcock, recorder of the City of Lake Oswego do hereby certify that the foregoing is a true and correct copy of the original thereof in the files of the recorder's office of the City of Lake Oswego.

  
\_\_\_\_\_  
Kristi Hitchcock  
City Recorder



# CLACKAMAS COUNTY

Department of Transportation & Development

## ATTACHMENT "A"

WINSTON KURTH  
EXECUTIVE DIRECTOR

RICHARD DOPP  
DIRECTOR  
OPERATIONS & ADMINISTRATION

TOM VANDERZANDEN  
DIRECTOR  
PLANNING & DEVELOPMENT

## MEMORANDUM

**TO:** Ron Bunch, City of Lake Oswego  
Ron Parch, City of Gladstone  
Ken Worcester, City West Linn  
Don Robertson, City of Milwaukie  
Roger Brown, North Clackamas Park & Recreation District  
Verne Scholtz, City of Happy Valley  
Kate Daschell, City of Oregon City  
Pam Emmons, City of Wilsonville

**FROM:** Dan Zinzer, Park Administrator  
Clackamas County Parks

**DATE:** June 24, 1992

**SUBJECT:** Distribution agreements from June 24, 1992 Meeting

In our meeting of June 24, 1992, it was agreed that we would recommend the following positions to our respective elected officials.

1. Participating Cities and the County should develop the formula for local distribution of Greenspaces funds if the bond measure is successful in November 1992.
2. Population and assessed value should be considered equally in the distribution formula.
3. The County's population and assessed value distribution will not include the areas served by participating cities or the North Clackamas Park and Recreation District.
4. The most recent figures from the 1991-92 assessment rolls, and the 1991 P.S.U. population count will be a fair basis for determining the distribution.
5. Distribution for those Cities included in more than one county will be based on the population and assessed value that lies within Clackamas County.

I have attached a spread sheet based on these conclusions. Please share this information with the appropriate parties. We need to contact Metro with our local distribution formula by July 6, 1992. Written resolutions can follow later in July.

Thank you all for the cooperative spirit in our discussions. I feel this distribution formula not only shows that we are able to work together but truly represents a fair distribution for all of the citizens who will be participating in the Greenspaces Program.



POPULATION BASED ON 1991 P.S.U. CERTIFIED POPULATION ESTIMATES  
 ASSESSED VALUE IS ACTUAL FOR CURRENT TAX YEAR  
 TOTAL COUNTY ALLOCATION OF \$10,851,500.00 (1)

JURISDICTION	POPULATION	PERCENT DISTRIBUTION POP. 50%	ASSESSED VALUE	PERCENT DISTRIBUTION A.V. 50%	TOTAL	PERCENT
*****	*****	*****	*****	*****	*****	*****
CPRD	57,197	21.29%	\$1,155,106	20.07%	\$1,089,060	\$2,244,166 20.68%
LADSTONE	10,420	3.88%	\$210,434	2.35%	\$127,506	\$337,940 3.11%
APPY VALLEY	1,650	0.61%	\$33,322	0.78%	\$42,146	\$75,468 0.70%
LAKE OSWEGO	29,254	10.89%	\$590,791	16.76%	\$909,334	\$1,500,125 13.82%
CLWALKIE	19,450	7.24%	\$392,797	6.59%	\$357,607	\$750,404 6.92%
REGON CITY	16,760	6.24%	\$338,472	4.39%	\$238,315	\$576,787 5.32%
EVERGROVE	267	0.10%	\$5,392	0.10%	\$5,444	\$10,836 0.10%
EAST LINN	17,160	6.39%	\$346,550	6.83%	\$370,755	\$717,305 6.61%
ELSONVILLE	8,755	3.26%	\$176,809	5.39%	\$292,338	\$469,147 4.32%
JALATIN	2,025	0.75%	\$40,895	1.05%	\$56,769	\$97,664 0.90%
ORTLAND	710	0.26%	\$14,339	0.37%	\$20,268	\$34,606 0.32%
CLACKAMAS COUNTY	105,017 (2)	39.09%	\$2,120,842	35.32%	\$1,916,208	\$4,037,050 37.20%
TOTAL	268,665 (3)	100.00%	\$5,425,750	100.00%	\$5,425,750	\$10,851,500 100.00%

- (1) \$10,851,500.00 is an estimated allocation based on a region distribution using 50% population and 50% assessed value for the urban portion of Clackamas County
- (2) Does not include any incorporated Cities
- (3) Actual total population including Cities outside the U.G.B. is 288,700



**FOG5**

**FRIENDS OF GOAL FIVE**

*"Protecting Wilsonville's Natural Areas"*

DATE: JULY 23, 1992

TO: THE METRO COUNCIL




FROM: CHARLOTTE LEHAN  
WILSONVILLE CITY COUNCILOR

RE: METRO GREENSPACES PROGRAM

My name is Charlotte Lehan. I reside at 29786 SW Lehan Court in Wilsonville. I am a City Councilor with the City of Wilsonville and I am one of the founders of an advocacy group called Friends of Goal Five. LCDC Goal #5 is the statewide land use planning goal protecting natural areas and open spaces. Since I cannot attend the hearing tonight to testify, I am writing to enter my support of the Metro Greenspaces program and to stress the importance of a regional cooperative approach to open space planning.

As a member of Friends of Goal Five, I am well aware of the environmental benefits of a regional plan. Sensitive habitats, especially streams and watersheds don't always stay neatly within political boundaries. The functioning of a whole habitat system may depend on critical areas which lie in a different jurisdiction. In addition, a system of wildlife corridors is important to allow daily and seasonal movement of everything from deer to salamanders. Without a regional plan to protect these corridors, wildlife are forced into isolated pockets which can result in decreased genetic diversity and increased vulnerability.

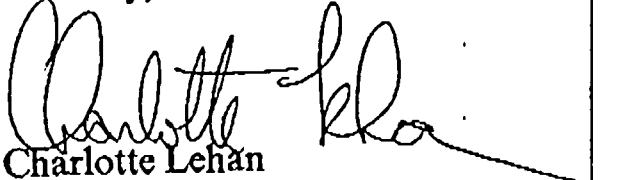
As a City Councilor, I am also aware of the political realities which make a regional Greenspaces program important. Smaller communities, don't always have the expertise to identify and manage particular habitats which may have truly unique features important to the whole region. Secondly, important natural areas are not evenly distributed. One city may have a large percentage of land with significant wetlands, for instance, where another city may have relatively little. Thus, the burden of acquisition and protection may be too great for some smaller jurisdictions, even though the benefit may be region wide.

P.O. Box 128  Wilsonville, Oregon 97070  Phone 503/682-0620  Fax 503/638-1702

Finally, there is the "Quality of Life" issue which we as Cities, Counties, the tourist industry, and the business community promote in the interest of economic development. The standard Chamber of Commerce promotional video rarely advertises convenient streets, strip malls, and parking lots. Instead it shows parks, open space, viewpoints, trees, natural features, and people enjoying them. Unfortunately, once the "Quality of Life" video is produced we are often less than vigilant in protecting those very features which we base much of our regional pride, reputation, and economy upon. Without that vigilance now, most of our opportunities for greenspace protection may disappear by the turn of the century.

Last year the Wilsonville City Council passed Resolution #830 in unanimous support of a regional Greenspaces program. I encourage Metro to continue to play a leading role in support of a Greenspaces program the whole region can be proud of - now, and for the many generations who follow.

Sincerely,



Charlotte Lehan



**FOG5 FRIENDS OF GOAL FIVE**  
"Protecting Wilsonville's Natural Areas"

P.O. Box 128 Wilsonville, Oregon 97070

To: Metro Council

July 23, 1992

Regarding: Metro Greenspaces

Metro Greenspace's program to protect open spaces is on the right track. If accomplished it will add a dimension to the Metro area that will insure for generations to come wild and beautiful lands. These areas will be accessible for people to enjoy nature in our own "backyard".

Protection of habitat is great for all animals and plants but it is also great for Portland. Please help us build on our environmental reputation by supporting Metro Greenspaces.

Sincerely,

Steven C. Benson, Chairman

The **Wetlands** Conservancy

July 17, 1992

Mr. Richard Devlin  
METRO Councilor  
2000 SW. First Avenue  
Portland, OR 97201-5398

Dear Richard,

SUBJECT: GREENSPACES PROGRAM

In my July 14, 1992, testimony before the Transportation Committee, I stressed that the Greenspaces Program was not a "taking" situation, and that we sought to deal only with willing sellers. I, unfortunately, made this point very strongly because that is the way I feel, but I was wrong since the Master Plan does say that condemnation might be used as a last resort (Tim Ramis' testimony that followed mine).

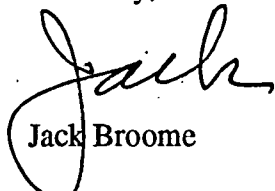
I voted with the others unanimously at the last Policy Advisory Committee (PAC) meeting approving the Master Plan, but I have always felt that condemnation or any absolute regulatory control of potential greenspaces purchases that might incite a "takings" claim should not be part of this program.

We need to move the Greenspaces Program forward with an absolute minimum of contention or opposition. Even a perceived "taking" of someone's land or the apparent use of the condemnation process, can be just enough of a detraction to the process and basic purpose of the plan, to cause it to loose favor in the eyes of enough voters to cause a loss in November.

We cannot take this chance. I urge you and the METRO Council and legal staff to find some way to purge the condemnation process from the Master Plan. I am truly sorry that I did not make more of this issue with the PAC. I did bring it up at one time, but then seemed to drop it. Too bad, because I firmly believe that we should only be dealing with willing sellers if we are going to have and retain region-wide support.

I hope some changes can be made.

Sincerely,



Jack Broome

JBroome:bl



Leanne Y. MacCall  
2620 S.W. Georgian Place  
Portland, Ore. 97201

To The Metro Council  
Re. Metropolitan Greenspace Bond Measure

I would like to lend my voice of support to the many others who have expressed their desire to see the remaining large areas of open space acquired and protected for the hopefully many generations to follow.

As Tony Hiss pointed out so well in his book The Experience of Place, "The health of individual people is dependent on their environment... and our health and well being are affected by what we can experience in place."

Part of what makes our metropolitan area so attractive and so livable are the areas of green open space, the proximity of walking trails, the opportunities for families to share a day in the park, and to just get away from the noises of the city. Or as Tony Hiss might say - to restore our stressed-out psyches.

We have the chance now to protect this lifestyle - and we must look down the road and try to visualize what the metropolitan area will look like if we don't do this now.

Returning a portion of the bond proceeds to the local park and recreation systems is a good idea and will help lend support from other jurisdictions.

It's a bold idea and will take a great deal of convincing the average voter that the extra tax burden will return rewards far in excess of the cost. Oregon leads the nation in so many areas such as environmental protection, housing and energy conservation. Why not protection of our irreplaceable natural areas?



CITY OF  
**PORTLAND, OREGON**  
OFFICE OF PUBLIC AFFAIRS

Mike Lindberg, Commissioner  
1220 S.W. Fifth Ave.  
Portland, OR 97204  
(503) 823-4145

July 23, 1992

METRO Councilors  
2000 S.W. First Avenue  
Portland, Oregon 97201

*Council*  
*7/23/92*  
*6.1*

Dear Councilors:

As the Portland City Commissioner in charge of the Bureau of Parks and Recreation, and as one involved and active in the development of the Metropolitan Greenspaces program since its inception, I request your support for the following:

- . adoption of the Greenspaces Masterplan;
- . referral of the General Obligation Bond to the voters in the fall; and
- . continuing efforts to identify operation and maintenance funds for this Greenspaces program.

The Portland City Council has repeatedly expressed its support for the Greenspaces program. In May 1990, the Council passed a resolution supporting the Greenspaces planning effort and its regional approach. This spring, the Council conducted an informal review of the draft masterplan and, again, enthusiastically endorsed the effort and the need to take steps now to preserve our remaining natural area systems. The City has also demonstrated its support by providing staffing and financial resources to the Greenspaces program for the past three years.

Under METRO's guidance, we have succeeded as a region in working cooperatively in identifying our valuable natural area systems. And even more importantly, we have crafted a plan and strategy to protect and preserve these systems.

This has been an exemplary process where jurisdictions throughout the region have come together along with citizens, friends groups, and resource agencies. You have before you a consensus document which deserves your serious attention. I honestly believe that we will not have another chance to save the Greenspaces which we have come to rely on and take for granted.

Many people refer to the stewardship and the legacy left to us by the 1903 Portland Park Board in adopting the Olmsted Brothers Report. It outlined a system of parkways, boulevards, and parks for the City. Their foresight has given us Forest Park, Terwilliger Blvd., Mt. Tabor, Powell Butte, etc.

METRO Councilors  
July 23, 1992  
Page Two

I myself like to refer back to the cultural wisdom of our Native American people who hold a deep respect for this earth and its interrelationships. Their wisdom and stewardship lies in not concentrating on themselves or their generation, but in thinking of the continuing generations of their families, their grandchildren, and those yet to be born.

We must do the same. Please adopt this Greenspaces Masterplan and refer the General Obligation Bond measure to the voters.

Sincerely,

A handwritten signature in black ink that reads "Mike Lindberg". The signature is written in a cursive, flowing style with a prominent underline at the end.

MIKE LINDBERG  
Commissioner  
Office of Public Affairs

MDL:lmd



**Audubon Society of Portland**

5151 N.W. Cornell Road  
Portland, Oregon 97210  
503-292-6855



**Testimony by Michael Carlson  
Urban Conservationist  
on Greenspaces Master Plan  
at Metro Council Hearing ✓  
7/23/92 ✓**

Dear Metro Council:

I am here on behalf of the Portland Audubon Society with its 7000+ local members and 90 years of community service in the Portland Metro Area. We congratulate Metro staff for their leadership in development of the Greenspaces Master Plan and fully support its adoption and implementation including the ballot measure and the excise tax for funding.

The Portland Metro area is a wonderful place for both wildlife and humans to coexist. Our natural areas provide wildlife habitat and solitude for people amid the hum of urbanization. As your staff has reported, over 90% of the Metropolitan region's remaining natural areas are in private ownership. Therefore, less than 10% of the natural areas we all enjoy are fully protected from development, and much of that is Forest Park. If half a million people expect to move here in the next 20 years, there will be tremendous development pressure on natural areas.

In recognition of these pressures, the community has garnered broad-based support for Metro Greenspaces among local jurisdictions, businesses, advocacy groups and citizens. In the last three years, Metro has developed the Plan with extensive input and advice from the public. The plan reflects the expert guidance of the region's finest planners, scientists and natural area advocates. The Greenspaces Master Plan is a vital step to preserve our natural heritage.

In order to implement the plan, the bond measure needs to be forwarded and approved. Portland Audubon hopes the \$200 million will be managed to leverage 2 or 3 times its face value for Greenspaces. It is also important for community support that 25% of the money raised will return to local park programs. These two messages will be important to the voting public.

Although this plan will help ensure protection of some natural areas, it's authorization is not a reason for local governments to become complacent about land use regulations or for citizens to relax because our Greenspaces will be "safe". The land use planning and regulatory process will continue to play an

important role in protecting natural areas. Land acquisition and regulatory control are essential components of the Greenspaces vision.

We should not look to Metro to do all the work. Each one of us must take a personal responsibility for better understanding and protection of natural areas. To be effective, this plan requires the support of a majority of Metro Area residents. This is an investment in our future. As the City of Portland invested in Forest Park, so should we all invest in a coordinated regional greenspaces system that will be a natural legacy for centuries to come.

Its time to get rolling; lets move forward with all three elements of the Greenspaces plan. The Plan, the bond measure and the excise tax are all important to the future of our region. PAS lends it's fullest support to Metro Greenspaces. Thank you for your consideration.

6.1

Portland Future Focus  
1120 S.W. Fifth Avenue  
Portland, OR 97204

July 23, 1992

Metro Council  
2000 S.W. First Avenue  
Portland, OR 97201

Reference: Metro Greenspaces, Agenda Items 6.1, 6.2  
and 6.3 (Resolution Nos. 92-1637, 92-1638A  
and 92-1639A)

---

Dear Councilors:

This letter is written on behalf of the Portland Future Focus Growth Management Committee. Portland Future Focus is a community wide strategic planning effort to address a broad range of quality of life issues, including growth management. The Future Focus growth management efforts seeks to maintain livability in the Portland metropolitan region through an integrated planning process which protects the natural environment and open spaces, strengthens cultural programs and enhances neighborhoods.

We think that a key part of the strategic plan is a system of linked natural areas, open spaced trails and greenways. Specifically, Future Focus had adopted the following Action Item:

"Create a regional system of linked natural areas, open space, trails and greenways integrated with landscaped features, natural areas, wildlife refuges, rivers, streams and croplands."

We believe that the Greenspaces Master Plan is the key to fulfilling this action item. We look to Metro to provide the main impetus in moving this plan forward. Thus, we urge your support of the Greenspaces Master Plan.

The resolutions regarding funding assist in accomplishing the Future Focus Action Item. As significant milestones in bringing about the greenspaces acquisition and maintenance programs, we see the following:

1. Improvement of water quality and quantity;
2. Preservation of natural habitat and biodiversity;
3. Expansion of pedestrian access;

4. Providing an environmental education program;
5. Providing a watershed management program;
6. Institution of a multi objective management program of urban streams and rivers; and
7. Amendment of all local comprehensive plans to integrate into them the linked natural spaces programs.

Based on strong support that Future Focus has given to this idea, we urge you to do the following:

1. Adopt Resolution 92-1637 and the Metropolitan Greenspaces Master Plan;
2. Submit to the voters the question of contracting a general obligation bond indebtedness in the amount of \$200 million and authorize proceeding with the financing acquisition development operations and maintenance of a regional system of greenspaces;
3. Adopt Resolution 92-1638A to allocate excise taxes toward operation and maintenance of a Metro-managed greenspaces until other funds are available.

Several specific points are favorable about this set of proposals.

1. We think a 30-year payoff on the bonds is sufficient;
2. That 75 percent of the monies will go to buy and restore parks, trails and greenways is a good situation;
3. We are also pleased that 25 percent of the bonds will go for buying and improving local parks. We have heard testimony that most local parks programs are under funded in our area.

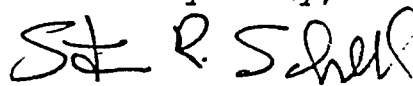
While the \$200 million will not be used for maintenance, we see the wisdom of reallocating excise taxes toward maintenance of regional parks.

Metro Council  
July 23, 1992 - Page 3

With regard to allocation of excise taxes toward operations and maintenance, we do not believe that \$4,000 in the first year, \$29,000 in the second year and \$99,000 in the third year is unreasonable for managing the resources development of \$200 million program.

We urge your support of these resolution.

Yours very truly,

A handwritten signature in dark ink, appearing to read "S. R. Schell". The signature is written in a cursive style with a large initial "S" and a distinct "R".

Steven R. Schell, Chair  
Growth Management Committee

SRS:jh  
SRS\srs39



Portland General Electric Company

Council  
7/23/92  
6.1

July 21, 1992

Jim Gardner, Councilor  
Metropolitan Service District  
2000 S.W. 1st Avenue  
Portland, OR 97201

Dear Mr. Gardner:

Portland General Electric Company encourages Metro Council approval and implementation of the "Metropolitan Greenspaces Master Plan." Urban natural areas play an important part in defining the region's quality of life which in turn contributes to a healthy economy. The Master Plan provides a sound, comprehensive approach to regional greenspace acquisition and management.

I would only point out two areas of concern. First, the proposed west side trail designated as "Powerline Trail" will be difficult to establish. Public use of transmission corridors pose several significant issues including safety, health, liability, and adjacent property trespass concerns. In addition, many powerline corridors are not owned by the utility, but are established by a limited-use easement with private landowners.

Second, in the event Metro considers acquisition of a greenspace through condemnation procedures, the process should be conducted in the context of other land use processes. That is, the Greenspaces Master Plan should not be implemented independent of other land use plans, but coordinated with them.

Metro is to be commended for its leadership in this unprecedented, cooperative effort to establish a "...regional system of natural areas, open space, trails, and greenways, for wildlife and people." Approval of the master plan will help bring the region closer to a liveable future.

Sincerely

Ron Klein  
PGE Environmental Affairs Coordinator

c: ✓ Richard Devlin





**MAX CHRIS MASS - DESIGNER**

JULY 15, 1992

RICHARD DEVLIN  
TO: MIKE HUCK  
METRE

RE: GREEN SPACES —

AM CURIOUS TO KNOW IF THIS INCLUDES PGE  
RIGHT OF WAY PROPERTY NO. OF SELWOOD BRIDGE  
ALONG THE RIVER AND JUST BELOW OAKS PARK (DIRECTLY  
N. OF SELWOOD RIVERFRONT PARK)? PGE APPEARS TO  
HAVE NO INTEREST IN IT AND IT HAS BECOME A  
HAVEN FOR DEBELTS, DRUNKS, AND HOMELESS  
CAMPS, INSTEAD OF ~~THE~~ ONE OF THE LAST  
CLOSE TO U.S. REVERIES IT COULD BE. BECAUSE IS  
CONSTANTLY LITTERED W/ EMPTY BEER CANS AND OTHER  
WASTE, MAKING IT LESS THAN CONDUCIVE TO DRG -  
WALKING, SUBSTITUTES IN HEAVY WATCHING -  
WE KNOW SELWOOD IS THE "PARK RELEVANCE" OF  
THIS CITY, BUT WE HAVE HOPES...

Max/Chris/Mass

1503 SE. UMATILLA, PORTLAND, OR 97204  
503...232...8834

July 14, 1992

Eric Engstrom  
1747 SE 47th  
Portland, OR. 97215

Richard Devlin, Chair  
Metro Transportation & Planning Committee  
Metro  
2000 SW First Ave.  
Portland, OR. 97201

Dear Mr. Devlin,

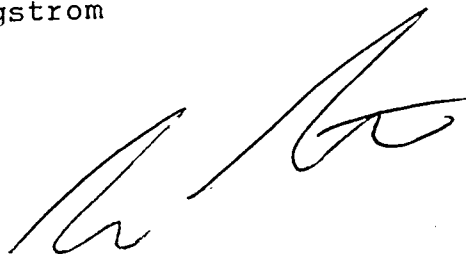
As a resident of Southeast Portland, and a member of the Audubon society, I would like to record my support for the Greenspaces Master Plan. Projected growth in the Portland area demands a region-wide effort to preserve some open spaces and natural areas before they are all gone. Such action is critical if our quality of life in Portland is to be maintained.

The many local governments in the region cannot coordinate such a plan with out Metro's region-wide perspective. Metro's role in the Greenspaces Program should be coordinated with Metro's other efforts in Transportation and planning for the urban growth boundary. Good regional inter-disciplinary planning and coordinated action will result in more efficient government services.

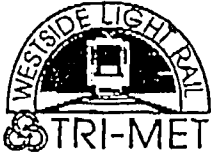
As someone who uses public transit as my major mode of transportation, I am especially concerned that adequate natural areas are protected within the Metro area. I would like to note that if getting more people to use public transportation is a Metro goal, then Metro must help insure that potential recreational areas within the Metro region (and thus accessible by bus) don't all get turned into housing developments.

Sincerely,

Eric Engstrom



Council  
7/23/92  
6.1



WESTSIDE LIGHT RAIL PROJECT  
710 N.E. HOLLADAY STREET  
PORTLAND, OREGON 97232  
(503) 239-2100  
FAX (503) 239-2280

July 23 1992

The Honorable Jim Gardner, Presiding Officer  
Councilors of the Metropolitan Service District  
2000 SW First Avenue  
Portland, OR 97201

COPY

Dear Councilors:

As chairman of the Westside Corridor Project Citizens Advisory Committee, I am writing to convey concerns voiced by a number of members about the Metropolitan Greenspaces plan.

Some information on the plan was presented to our committee Tuesday night, July 14. Members in attendance were interested in the potential effect of designating a Greenspace adjacent to the Westside MAX Sunset Transit Center.

The Sunset Transit Center will be located on land Tri-Met owns in the northwest quadrant of the Sunset Highway/Highway 217 interchange. This site was part of the Peterkort property and was selected for a transit station because of the transit-supportive commercial/residential development planned for that property.

We are concerned about the potential conflict between creating a natural area reserve and the goal of developing the Peterkort property in a way that generates substantial transit ridership. We believe a nature reserve cannot generate the same ridership as shops, offices and townhouses. The listing of property as regionally significant and including it in the inventory of remaining natural areas could very well discourage potential developers from these sites.

Since Metro is a partner in the Westside project, you also favor encouraging transit supportive uses at the Sunset Transit Center. To deter any possible unintended consequences, perhaps you could amend the Greenspaces plan with language specifically stating that no land will be acquired for Greenspaces if this use is in conflict with ridership goals for the Westside light rail system.

We look forward to additional presentations on this subject and to being contacted about any specific plans for establishing a nature reserve adjacent to the Sunset Transit Center.

Sincerely,

Howard Hubbard  
Chairman, Westside Corridor Project Citizens Advisory Committee




O'DONNELL, RAMIS, CREW & CORRIGAN

ATTORNEYS AT LAW  
BALLOW & WRIGHT BUILDING  
1727 N.W. Hoyt Street  
Portland, Oregon 97209

TELEPHONE: (503) 222-4402  
FAX: (503) 243-2944

DATE: July 23, 1992

TO: The Honorable Jim Gardner, Presiding Officer  
Counselors of the Metropolitan Service District

FROM: James M. Coleman 

RE: Suggested Amendments to Greenspaces Masterplan

I represent the Peterkort family who own the land on which the Westside Light Rail Sunset Transit Center is located. On behalf of the Peterkorts, I provide the following suggested amendments which will address the concerns the Peterkorts have expressed consistently through their past participation in this process, and the request made by Howard Hubbard, Chairman of the Westside Corridor Project Citizens Advisory Committee, in his January 23 letter.

1. On page 26, add a new policy 1.14 to read:

"Avoid the acquisition of land that is in conflict with ridership goals of the West Side Light Rail System."

2. On page 28, add a new policy 1.29 to read:

"Agree, prior to acquisition, on the selection of sites which if purchased would negatively impact the implementation of the cooperators' public facilities plans and programs."

3. On page 41, amend policy 2.5 to read:

"Determine the importance and time in acquisition and protection of regionally significant Greenspaces case-by-case, weighing human and wildlife needs, as well as such factors as immediacy of potential loss of sight, cost, availability, financing options, impact on public facilities' plans, etc. A low priority will be given to a site

Memo re:  
July 23, 1992  
Page 2

considered necessary for the successful implementation of a public improvement project by the agency responsible for the project. Criteria to be used in prioritizing site selections include:

JMC:bjd  
jmc\orcc\memo\greensp.mel



WESTSIDE LIGHT RAIL PROJECT  
710 N.E. HOLLADAY STREET  
PORTLAND, OREGON 97232  
(503) 239-2100  
FAX (503) 239-2280

Council  
7/23/92  
6.1

July 23 1992

The Honorable Jim Gardner, Presiding Officer  
Councilors of the Metropolitan Service District  
2000 SW First Avenue  
Portland, OR 97201

Dear Councilors:

As chairman of the Westside Corridor Project Citizens Advisory Committee, I am writing to convey concerns voiced by a number of members about the Metropolitan Greenspaces plan.

Some information on the plan was presented to our committee Tuesday night, July 14. Members in attendance were interested in the potential effect of designating a Greenspace adjacent to the Westside MAX Sunset Transit Center.

The Sunset Transit Center will be located on land Tri-Met owns in the northwest quadrant of the Sunset Highway/Highway 217 interchange. This site was part of the Peterkort property and was selected for a transit station because of the transit-supportive commercial/residential development planned for that property.

We are concerned about the potential conflict between creating a natural area reserve and the goal of developing the Peterkort property in a way that generates substantial transit ridership. We believe a nature reserve cannot generate the same ridership as shops, offices and townhouses. The listing of property as regionally significant and including it in the inventory of remaining natural areas could very well discourage potential developers from these sites.

Since Metro is a partner in the Westside project, you also favor encouraging transit supportive uses at the Sunset Transit Center. To deter any possible unintended consequences, perhaps you could amend the Greenspaces plan with language specifically stating that no land will be acquired for Greenspaces if this use is in conflict with ridership goals for the Westside light rail system.

We look forward to additional presentations on this subject and to being contacted about any specific plans for establishing a nature reserve adjacent to the Sunset Transit Center.

Sincerely,

Howard Hubbard  
Chairman, Westside Corridor Project Citizens Advisory Committee



6.4

Testimony of Nohad Toulan  
Metro Council Meeting  
July 23, 1992

My name is Nohad Toulan. I'm the Dean of the School of Urban and Public Affairs at Portland State University, however I'm only introducing myself this way to make a disclaimer. I'm not here to represent Portland State University, nor am I here in my capacity as a Dean of the School of Urban and Public Affairs.

I'm here in my capacity as a person who has lived in this community for the last twenty years, has been very actively engaged in the dialogue (microphone problems).

I'm not going to try to repeat what I have heard in this room and I have sat here since the beginning of the testimony, so I'm going to save you time on this. I'm not going to tell you why you should send to the voters a ballot measure that will ask them whether they want a regional government established in this area or not. I will ask you not to think of what good about it today, but I would want to bring to your attention some things that haven't been mentioned so far and that's, "is it a good form of government for the future?" I have heard reasons why it is a good government for the problems the we have today. I have heard why it has been an experiment that we have been trying to get on board for the last twenty years. Actually, we have been talking about government consolidation since the 1850's in this country. I should remind you that the city of Philadelphia and its county were consolidated into one city back in the 1860's.

(change tape) ...conform with the changing needs in our communities. The Congress recognized this fact in the 1920's actually as urban areas began growing and the first measure they established was the Bureau of Standards basically was established to work on establishing enabling legislations that would be uniform to address problems on a much larger regional scale than what local governments were able to do. I would like to take you back to the nineteenth century and remind you that actually the form of government that we have today is no different from many other institutions, including those of mine and higher education, that were established in the nineteenth century. They became cut in stone and we don't want to change them, even though in the nineteenth century they were much easier to change. The people who put these governments never perceived of them as going to be permanent with us. They perceived of them as forms of government that would be developed to meet the needs, the needs of the nineteenth century, primarily agricultural. We were an agricultural society. As we began moving in industrial, as our metropolitan



NOHAD TOULAN  
METRO COUNCIL  
July 23, 1992

areas began to be dominant, many of the forms of government are no longer sensitive to the needs that we have.

In essence, I'm here just basically trying to tell you, send this ballot measure to the voters, let us hear from them, let us engage them in the dialogue. I'm hoping that in that dialogue, we will be able to address some of the things that do not appear in the justification in this ballot measure. That is, what good's going to do to us in the future. I have heard remarks about transfer of money from Clackamas County and Washington County to Multnomah County. I have heard Commissioner Kelley complaining about the inability of Multnomah County to take care of the needs of the poor in that county while the sources may be available in Clackamas and Washington. I believe these are not the issues. I think we should be concerned about the inability of Clackamas County twenty years from now, thirty years from now, when they have the homeless and they have the poor, of not being able to meet those needs. It is quite possible that Clackamas County will be actually in the reverse situation twenty years from now. The issue really is not which county is losing today, and which county is gaining today, the issue is which county is going to be losing in the future when we double our population and believe me with the kind of form of government we have now, the losers are going to be all of us in the metropolitan area and not only one county or another. Thank you.

Councilor Van Bergen - You speak about dialogue and this first hit public notice July 1 with a press conference. This is July 23. Now at what time do you feel we should have this dialogue, between now and November, or after, or should dialogue be before we have this possible vote on it? I think dialogue is important. I believe a lot of what Mr. Clark said is important but at this point I don't see the dialogue having been done, other than tonight.

Toulan - I believe that it may be true that this ballot measure made it on July 1, but we have been talking about these concepts for the last twenty years. We have been talking actually longer than twenty years. And for the last two or three years, you will be surprised, I have done very little, I'm saying here now in my capacity at the University, very little other than to meet with people who are interested in looking for a different form of government that would be more efficient, that would be more productive, than what we have. The question is, do we know what kind of form of government? People basically are asking the questions and they want

NOHAD TOULAN  
METRO COUNCIL  
July 23, 1992

somebody to provide them with an answer. I believe that we have already the evidence, that we have been talking about the subject. This ballot measure whether it is voted on in November or whether it is voted on in March is likely to put in front of the public the justifications, the reasons to actually get engaged in a more serious style dialogue on the subject matter. But Councilor, we have been talking about that issue for the last several years.

Councilor Gronke - Mr. Toulan, I agree with your points, I think they are very well made. I just have two questions I would like to ask. Number one, do you agree with the wording of the ballot measure, and number two, do you agree with its timing?

Toulan - I think the timing is overdue. We have been talking about changing the form of our regional government for very long. And I believe that the public is just getting fed up from talking and they want to see something in front of them. The reason I'm saying that the dialogue is useful in the next four or five months is that we know that we don't talk seriously about issues until we have to vote on them. So in essence, that's when we start confronting the reality. So in essence, on the question of the timing, I believe the timing is right.

As a person who is working in this state, I have been living in the repercussions of Ballot Measure Five for the last year and a half and believe me if there is anything more timely than talking about nothing other than this one which by all likelihood will face us to confront the question of efficiency. I have to be honest with you, I don't know whether you can save ten percent or not. It's conceivable you may be able to save ten percent with a ballot measure like this, or, consolidation like this. But for me the issue is really not the ten percent savings. I believe that the issue is going to be are we going to be saving down the line when our problems multiply and multiply and multiply? Believe me, I think one single government is likely.

There is one point I did not address, incidentally which was touched on by Don Clark. I rarely disagree with Don Clark, however I must disagree with him on the question of abolishing local government. I'm not sure that abolishing local government is a good idea, as a matter of fact I will venture to say that I believe that one of the strengths of this proposal is that by all likelihood it will result in the

NOHAD TOULAN  
METRO COUNCIL  
July 23, 1992

strengthening of local government rather than in the weakening of local government. I think the problem that you will face is likely to be with the unincorporated areas, what you are going to do with them. And any final proposal has to address the unincorporated areas, otherwise it will face the same fate as the 1974 City-County consolidation.

Councilor Gronke - Speaking as a former mayor, you just won me over. The wording, the other part of the question I asked, what do you think of the wording of the measure.

Toulan - You mean the wording, the fact that it is an advisory?

Councilor Gronke - Just the way it's worded.

Toulan - I don't agree with everything in it. I believe that if it is approved the concept is approved-then it goes in front of the legislature and comes back. I don't know the process exactly, but I believe that this will be fine tuned. Generally speaking, I don't have any problem with the concept as itself it is being presented. I would hate to see us, however quarrelling on specific words here and there at this point in time, because I am more concerned that the concept be presented to the public.

Councilor Buchanan - Dr. Toulan, we've been dialoguing on the question of timing on this and something that occurs to me that's extremely acute is the, I think what we all recognize is the immense complexity of what we are into. A quick example is we have two counties that are home rule counties, one which is not. That's just sort of an opener on it. That would lead me to believe that the issues and details on this are many and varied. It would occur to me that we might well be pushing too fast to try to have an exposition of the ideas that the public, to be presented properly to the public by November. I would think maybe we would be better off putting it off until the following special election time which would be the first week in May of '93. What are your feelings on this?

Toulan - Well, I heard March earlier, if it goes now to May, my only concern about delaying a vote is that you are not going to make it to the legislature in time for getting anything out of it and that will be a major concern for me, because if you don't make to the legislature then you are going to be waiting for another two years before you can get something.

Councilor Buchanan - I'm not sure that's true, because if we

NOHAD TOULAN  
METRO COUNCIL  
July 23, 1992

had a March 4th vote which I believe the date would be, that the legislature would still be in session another four to five months after that. And there would be plenty of time for legislative consideration.

Toulan - I'm sorry, I thought I heard you saying May.

Councilor Buchanan - No, I'm sorry, I said March.

Toulan - If you said March, well, if you can make it to March, and you can send it to the legislature, I would have no problem with that. My only concern will be to get it to them in time so that you can get something out. However, I will just remind you also that the longer time you allow on the local scene here, the lesser time you allow to the legislature to come up with something. In essence you have to balance the pros and the cons of delay.

Councilor Buchanan - My concern is the public getting a fair chance at understanding the issues.

Toulan - I think that as long as it can make it to the legislature, I personally would not object to a March election.

Councilor Buchanan - Thank you.

Presiding Officer Gardner - Thank you Dean Toulan.

Transcribed and submitted by,

Susan Lee  
Committee Clerk

SHARRON KELLEY  
Multnomah County Commissioner  
District 4



*Council*  
*7/23/92*  
606 County Courthouse  
Portland, Oregon 97204  
(503) 248-5213  
*6.4*

M E M O R A N D U M

TO: Interested Parties  
FROM: Commissioner Sharron Kelley  
RE: Update about County Demographics  
DATE: July 14, 1992

-----

This memo is an introductory examination of the demographics and service burdens of the three counties in the Portland metropolitan area.

1. 1989 Percentage of County Residents in Households with Incomes below the Poverty Line:

Multnomah County - 13.1%  
Clackamas County - 6.9%  
Washington County - 6.6%

Source: 1990 U.S. Census

2. Percentage of County Households with Incomes less than \$10,000:

Multnomah (1989): 15.9%  
Clackamas (1989): 9.2%  
Washington (1989): 8.2%

Source: 1990 U.S. Census

3. Percentage of County Households with Incomes less than \$15,000:

Multnomah (1989): 25.9%  
Clackamas (1989): 16.0%  
Washington (1989): 14.7%

Source: 1990 U.S. Census

4. Transfer Income (Social Security/Welfare) as a Percentage of County Income:

Multnomah County (1990) - 17.3%  
Clackamas County (1990) - 10.2%  
Washington County (1990) - 8.8%

Source: Oregon Employment Division, 1992

5. Reported Crimes in 1990 per 1000 Residents

Multnomah: 106,103/583,887 = 182  
Clackamas: 25,966/278,850 = 93  
Washington: 27,459/311,554 = 88

Source: Report of Criminal Offenses and Arrests, State Law Enforcement Data System [reported crimes]; U.S. Census, April 1, 1990 [population]

[These statistics suggest that Multnomah County human, aging and justice service budgets need to remain substantially higher than neighboring counties to meet the same levels of service needs and crime protection.]

6. Comparison of County Property Tax Bases Per Capita:

Washington County: \$46,131 (\$15.154093 billion\*/328,500 residents\*\*)  
Clackamas County: \$43,054 (\$12.429965 billion\*/288,700 residents\*\*)  
Multnomah County: \$38,876 (\$23.326063 billion\*/600,000 residents\*\*)

Sources: \* = FY 1991-1992 from county assessors; \*\* = Oregon State Data Center estimate for July 1, 1991 from newsletter dated Spring 1992

Without considering other revenue sources, this statistic suggests that Multnomah County property tax rates would need to be 19 percent higher than Washington County and 11 percent higher than Clackamas County if, hypothetically, the needs for services were equal. This statistic increases the need for higher tax rates in Multnomah County even further beyond the difference caused by the increased service burden.

7. Location of High Paying Jobs/Location of Residents with High Incomes:

Average income of Washington County jobs (1990): \$24,199  
Average income of Multnomah County jobs (1990): \$23,959  
Average income of Clackamas County jobs (1990): \$21,107

Source: Oregon Employment Division, Research and Statistics

Per capita income/Clackamas County residents (1989): \$16,360  
Per capita income/Washington County residents (1989): \$16,351  
Per capita income/Multnomah County residents (1989): \$14,462

Source: 1990 U.S. Census

Median household income - Washington County (1989): \$35,554  
Median household income - Clackamas County (1989): \$35,419  
Median household income - Multnomah County (1989): \$26,928

Source: 1990 U.S. Census

8. Percentage of County Households with Incomes of \$50,000 or greater:

Clackamas (1989): 29.9%  
Washington (1989): 29.7%  
Multnomah (1989): 18.4%

Source: 1990 U.S. Census

Percentage of County Households with Incomes of \$75,000 or greater:

Clackamas (1989): 11.3%  
Washington (1989): 10.4%  
Multnomah (1989): 6.4%

Source: 1990 U.S. Census

9. Percentage of County Workforce whose Jobs are located in Multnomah County:

Multnomah - 77.0%  
Clackamas - 37.0%  
Washington - 31.5%  
Clark - 24.6%

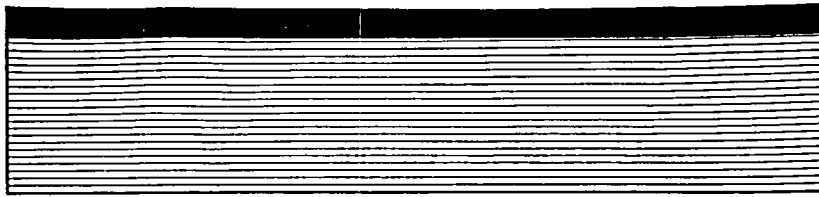
Source: Oregon Employment Division from 1980 U.S. Census

Conclusion: Although Multnomah County is the location of

high paying jobs, its residents have lower incomes than those of Washington and Clackamas County. Multnomah County is providing high paying jobs for many residents of Clackamas and Washington counties. While Multnomah County has measurably greater needs per capita for human services and public safety than Washington and Clackamas counties, it does not receive tax revenue commensurate with its employment base.

1566L - 75





Council  
7/23/92  
6x4

# Consolidation plan merits close look

A new plan to consolidate the operations of Clackamas, Washington and Multnomah counties along with Tri-Met and the Metropolitan Service District is taking shape. And the usual political battle lines are being drawn.

This latest plan, unveiled last week by Metro Executive Rena Cusma and Metro Council President Jim Gardner, who represents the Dunthorpe-Riverdale area, would be an advisory vote only. Their plan to abolish all five local governments and place their operations under a new single "super" county is headed for the Nov. 3 general election ballot.

The proposal comes in the middle of debate on a new home rule charter for Metro. It is all a bit confusing, but we think voters can figure it out.

The reaction by some local politicians seems to be to swing reflexively to the defensive. Label it a power grab by Metro. Or call the timing terrible because it puts too many options before the voters. And gripe about circumventing other local government bodies.

If there is a strong and serious case to be made against the measure, then let's make it. But those arguments, by themselves, are not persuasive.

Serious questions for Clackamas County residents to examine include the impact of the plan on their tax bill. Would the combination mean a shift of tax burden from Multnomah County to Clackamas and Washington county taxpayers?

But thoughtful voters also will find plenty of improvements possible through the proposed local government merger. At all levels, we are asking governments to find ways to do more with less. This kind of consolidation may be the catalyst for spending reforms to reign in government spending in productive ways.

Start by asking what these local governments do now and where they overlap. Where the combination can merge agencies and programs, this idea should improve efficiency and service. Finding and eliminating overlap should work better under a single form of government.

A plus for consolidation is this. It offers real opportunities to preserve the positions of government service providers and programs while reducing administrative overhead. Eliminating layers of management while keeping essential services flowing is what the goal should be here.

A fair question to ask is how accountability to the public will be enhanced by consolidation. Won't a bigger government be less accountable to the public, some ask. The opposite can be true, depending on the management structure in place. A single government body, with clean lines of authority and communication, can bring about improved public service. It does require stable management and strong political leadership.

Vehement opposition to this consolidation plan comes as no surprise. But all the wrangling among local politicians shouldn't do a whole lot to influence voters. Instead, look at what the consolidation can accomplish in keeping government costs down while preserving essential services. Those are the marks voters should be judging in this debate.

6.4

Statement at the July 23, 1992 Council Meeting  
Regarding Resolution No. 92-1650A

DRAFT

Councilor Van Bergen:

In the last three weeks I've had the privilege of having three to six grandkids around our house. I'm sick to death of them. I've isolated myself to a room that has cable. In front of that, I've been able to watch British Parliament and the Australian Parliament, I mean the Canadian Parliament, which are both rather clever, but the Australian Parliament, they had to call in the police the other night. The relevance of that to this is that I am proud to be part of this group, but while there may be a division of thought we haven't got around to calling each other liars and calling in the gendarmes.

I do disagree though with what I think is a well considered and truthful position of those that favor this program. And I feel the same way about myself, I feel that I honestly disfavor what you have in mind here. It is a very complex thing, that's one issue that I had exception with. In while it is bold, it is also reckless. The recklessness with this has been described with Greenspace and the Charter.

The result of all that then is that this is what I would call a public debacle, because we have danger written all over the map with this. It's a debacle compared to the Johnson Creek thing that we had when I first came on this board. And because we just didn't get out there and visit with the people involved, we didn't have the dialogue. This thing has it's genesis as far as this consideration is concerned with the July 1, press release and today's date. I've taken the time to attend all three meetings and try to be informed.

The perception out there is that this is heavy handed on the part of the proponents. The testimony is we, they. Those that favor have their genesis in Multnomah County folks. Look at the personalities involved. The people opposed to it have been the Clackamas and Washington County people and the cities and organizations in that community. My people that I visit with are concerned about an increased tax, there's no question about that. They are concerned that this a run around the Charter Committee proposal to be on the ballot. Whether I agree with what they are coming up with or not is not the issue. We went to Salem, we requested that this be done, the legislature did it, the Committee, the Charter Committee is working and they could be as wrong as anything, but I think we have to give good faith to that process.

Another thing that I think my people are concerned about is the perception that they cannot get through the several doors that are going to be created by this to visit with the nine or ten or whatever number of people that are going to be, to find a solution to problems in the community. I can do that now. I can do that with my City. The mayor just lives three doors from me. I call him all kinds of dirty names and he does me also. I can get to the County Commissioners and they respond to my calls. I don't think that I or my friends in Dicky Prairie are going to be able to get through the doors to see these nine people. These nine people are

going to talk to the press, they are going to talk to the television people, and they are going to talk to some City officials, but for me to visit with them is going to be an impossibility. Now to put out this as an advisory vote without the dialogue of what it all means, is a bit like separating the blood from a body. You take one, you're going to kill the other.

So the result, the real result of this abolishment consolidation thing has to be included along with the advisory aspect of it. It can not stand (tape muffle). Now Judge Harrell is here, that report by the City Club is faulty. It is faulty because they just didn't think it through. It worked from a higher level of what they thought was going to be a great idea, going to be sliced bread, but they didn't get down to what really is going to happen.

The question I ask is what about jurisdiction venue? That's a problem that is unique to me because if I'm a collection agency in Oregon City, do I file my collections in Oregon City? Do I file my collections in Willamette County office in Hillsboro so I can defeat the ability of the defendant to really respond? Where do I file my title to my house, which is now Clackamas County? Where is the Willamette County land recording offices going to be? This sort of thing goes on and on and on and there has just been no dialogue for that sort of thing.

So I'm saying to you, that I cannot vote to submit something to the people that I will later work against passage. I truly feel that if I do this, that I will be politically hypocritical. I shall vote no for this.

Council  
7/23/92  
64

The Metropolitan Service District and  
Regional Service Delivery in the  
Portland Metropolitan Area

A White Paper

County Administrative Office  
Washington County, Oregon

June, 1992

The Metropolitan Service District And  
Regional Service Delivery in the Portland Metropolitan Area

INTRODUCTION

The Metropolitan Service District (Metro) Charter Committee is in the process of considering which government services might best be provided by Metro. In our view, the answer to this question is, in part, a combination of the answers to two related questions: What services ought to be provided regionally, and what is the appropriate role for Metro in regional service delivery?

Given the complexities involved, this paper does not attempt to provide definitive answers to these questions. To develop such answers would, we believe, require extensive research and analysis, and we have neither the time or resources to perform that analysis. It is our hope, however, that by putting these questions in the appropriate context, this paper can help provide an analytical framework for addressing the relevant issues.

HISTORICAL BACKGROUND: REGIONAL GOVERNANCE AND REGIONAL GOVERNMENT

The Conventional Wisdom and Its Critics:

From the turn of the century through the 1970's, the conventional wisdom among urban planners and municipal reformers was that the solution to many of the problems of the nation's large metropolitan areas lay in the consolidation of all local governments in a metropolitan area into a single, large, general purpose regional government. Advocates of consolidation decried local government "fragmentation," because of what they perceived to be its inefficiency, lack of accountability, and inability to provide a coordinated response to the metropolitan area's problems.<sup>1</sup>

---

<sup>1</sup> This, and much of what follows, is derived from reports prepared by the U.S. Advisory Commission on Intergovernmental Relations (ACIR). See, for example, ACIR, The Organization of Local Public Economies (Washington D.C.: ACIR, December, 1987); and ACIR, Interjurisdictional Tax and Policy Competition: Good or Bad for the Federal System (Washington D.C.: ACIR, April 1991). The ACIR provides a brief survey of the history of metropolitan governance issues in ACIR, Metropolitan Organization: The St. Louis Case (Washington D.C.: ACIR, September 1988) pp 1-6. In the late 1960's and early 1970's, some advocates of the conventional wisdom modified their position somewhat and called for a "two-tiered" system of local government - one large regional government and smaller local (almost neighborhood) governments, but no intermediate sized governments or special districts. However, according to many scholars, much of the same criticism applied to complete centralization of government applies to the two-tier system as well. See, for example, Robert C. Bish and Vincent Ostrom, Understanding Urban Government: Metropolitan Reform Reconsidered (Washington D.C.: American Enterprise Institute for Public Policy Research, December 1973) pp 12-15.



Despite its widespread acceptance among municipal reformers, however, a key feature of the conventional wisdom was that its premises were generally not supported by empirical evidence. As the U.S. Advisory Commission on Intergovernmental Relations (ACIR) noted in a recent report, one difficulty with the conventional wisdom " . . . derives from a primary emphasis on reform and action rather than inquiry and analysis. Little systematic evidence has been collected that supports the reform view." <sup>2</sup>

In part because of the lack of empirical support for the benefits of consolidation, by the 1980's the conventional wisdom came under increasing scholarly criticism. A number of studies that examined the impact of local government consolidation found that no cost savings were achieved. Other studies demonstrated that, while there could be significant economies of scale in the production of certain capital-intensive goods and services (such as sewers and mass transit), any economies of scale were exhausted very quickly when it came to most labor-intensive goods and services (such as police, public health and social services), and then diseconomies of scale set in. The existence of these diseconomies of scale meant that the larger the organization, the more costly it became to deliver these services.<sup>3</sup>

Research was also conducted on the cost-impact of "fragmentation" itself. Here the results were mixed, with some studies suggesting that fragmentation led to higher costs, and other studies suggesting just the opposite. Questions have been raised about the methodologies used in these studies, however, and, at this point, it appears that this is still an open issue.<sup>4</sup>

Another aspect of the conventional wisdom addressed by scholars was the notion that a single big government was more responsive and accountable to its citizens than multiple smaller governments. Much of the work in this area lent empirical and theoretical support to the intuitive and

---

<sup>2</sup> ACIR, Metropolitan Organization: The St. Louis Case, p.2.

<sup>3</sup> For the fiscal impact of local government consolidation, see for example, ACIR, The Organization of Local Public Economics pp 32-33; J. Edwin Benton and Darwin Gamale, "City/County Consolidation and Economics of Scale: Evidence from a Time Series Analysis In Jacksonville, Florida" Social Sciences Quarterly 65 (March 1984) pp 190-98; and Bish, Ostrom, pp 85-87. For public sector economies of scale, see, for example, ACIR, The Organization of Local Public Economics, pp 10-11; ACIR, Metropolitan Organization: The St. Louis Case pp 121-122, and 161-162; Werner Z. Hirsch, Urban Economics Analysis (New York: McGraw Hill, 1973) pp231-234; Bish and Ostrom, pp 75-77; and Roger B. Parks and Ronald J. Oakerson, "Metropolitan Organization and Governance: A Local Public Economy Approach," Urban Affairs Quarterly, 25, (September, 1989), p. 19.

<sup>4</sup> See for example, ACIR, The Organization of Local Public Economics, pp 27-28; ACIR, Metropolitan Organization: The St. Louis Case, p. 3-4; Bish and Ostrom, pp 77-78; Drew A. Dolan, "Local Government Fragmentation: Does it Drive up the Cost of Government," Urban Affairs Quarterly, 26 (September, 1990), pp 28-45; and Parks and Oakerson, pp 20-21.

existential insights of those neighborhood and community groups that, beginning in the 1960's, had challenged that notion.<sup>5</sup>

Finally, work by revisionist scholars called into question the conventional wisdom that "fragmented" government is necessarily uncoordinated. Studies by the ACIR and others, that looked at how local governments actually functioned, demonstrated that a considerable amount of intergovernmental coordination, both formal and informal, goes on in most metropolitan areas.<sup>6</sup>

Driven by these findings, as well as by other considerations, various scholars and organizations, such as the ACIR, came to see the governments in a metropolitan area as being organized in a "local public economy."

#### The Organization of Local Public Economies:

In contrast to the views held by advocates of the conventional wisdom, supporters of the concept of a local public economy argued that an examination of how metropolitan areas actually function reveals that

. . . a multiplicity of general purpose and special purpose governments in a metropolitan area is not an obstacle to good government or to metropolitan governance. On the contrary, a diversity of local governments can promote key values of democratic government - namely, efficiency, equity, responsiveness, accountability, and self-governance. A multiplicity of differentiated governments does not necessarily imply fragmentation; instead, such governments, interactively linked through a variety of arrangements, can constitute a coherent local public economy.<sup>7</sup>

For those who hold this view, then, not only is "fragmentation," or as they would say diversity, in local government service delivery not a bad thing, it can be an essential element in maximizing responsiveness, accountability and efficiency in delivering those local government services.

Local public economy proponents use two key concepts to explain why this is the case: the distinction between the "provision" and "production" of services, and the difference between local government and local governance.<sup>8</sup>

---

<sup>5</sup> See, for example, ACIR, Metropolitan Organization: The St. Louis Case pp 3-4.

<sup>6</sup> See, for example, Metropolitan Organization: The St. Louis Case, especially pp 154-161.

<sup>7</sup> ACIR, The Organization of Local Public Economies, p. 1.

<sup>8</sup> See, for example, ACIR, The Organization of Local Public Economies, especially pp 5-14; and ACIR, Metropolitan Organization: The St. Louis Case, especially pp 10-11.

As used in this context, "provision" refers to the act of choosing the quality, quantity and mix of services to be delivered (i.e., the tax, spend and regulatory decisions that governments make). "Production," on the other hand, refers to the way in which services are delivered (e.g., in-house production, contracting with the private sector, intergovernmental agreement).

The important point here is that provision and production are separable activities that can be linked in a variety of ways, thus permitting the use of different criteria for establishing provision and production unit boundaries or assigning specific provision and production responsibilities to particular public agencies.

According to local public economy theorists, provision unit criteria should be concerned with how best to satisfy the preferences of citizens. Thus, the primary consideration in establishing the boundaries of, or assigning service delivery responsibilities to, provision units (cities, counties, special districts) should be a community of interest with regard to whatever services are being provided by that particular unit of government. This is because, to the extent multiple communities of interest are included in the boundaries of a provision unit, a greater number of people will be dissatisfied with the services they receive (or taxes they pay). Other considerations should include fiscal equivalency (i.e., do those who pay receive the benefits), transaction costs (i.e., the marginal cost of operating each additional government unit) and the need to internalize any externalities that may be associated with a particular service.<sup>9</sup>

On the production side, on the other hand, the primary organizational criterion should be what configuration produces the good or service at least cost. In the case of production units, citizen preference or community of interest is not an issue, since these units do not necessarily make tax, spend or regulatory decisions. Instead, production units essentially contract to provide goods or services in accordance with the specifications laid out by the provision unit.

This act of contracting, as well as other intergovernmental coordination activities in a metropolitan area take place within a certain context, which scholars refer to as regional or metropolitan "governance." This metropolitan "governance," they argue, ". . . does not depend on the establishment of 'metropolitan government' that has provision and production responsibilities." Instead, regional governance consists in the choice of rules ". . . establishing an institutional framework within which patterns of provision and production emerge from the choices of local citizens and officials. The governance process includes the resolution of conflict among participants, as well as the maintenance of agreeable and equitable arrangements."<sup>10</sup>

---

<sup>9</sup> See, for example, ACIR, The Organization of Local Public Economies, p. 1.

<sup>10</sup> ACIR, The Organization of Local Public Economies, p. 5; ACIR, Metropolitan Organization in the St. Louis Case.



Elements of metropolitan governance include such things as consortia for providing certain services, agreed upon spheres of influence for purposes of service delivery and annexation, intergovernmental contracting for services, joint planning efforts through councils of governments and other mechanisms, revenue sharing among jurisdictions to alleviate fiscal inequities, the role of the federal and state governments in equalizing inequities through various transfer payments, and the operation of organizations like Metro Managers.

Scholars have defined efficiency in local government service delivery as the optimal " . . . quantity and mix of government services, and the use of the least costly input mix and technology to produce that mix of government services." For local public economy advocates, a diverse array of cities, counties and special districts, with overlapping boundaries, operating within the context of a framework of regional governance is, thus, essential if a metropolitan area is to maximize efficiency in service delivery. By offering different service delivery and tax options to citizens in a region, a variety of provision units helps the region satisfy one side of the efficiency equation: delivering the optimal quantity and mix of government services. The fact that these provision units can - and do - arrange for the production of services in many different ways allows them to satisfy the second side of the efficiency equation: least cost production.<sup>11</sup>

#### Conclusion:

Most scholars agree that considerable research still needs to be done on how metropolitan areas function. There is a need to further examine such issues as economies of scale in local government service delivery, and the cost impact of "fragmentation." The local public economy model has by no means been accepted as accurate by all scholars and experts.

Nevertheless, whether or not one accepts all of the premises and conclusions incorporated in the theory of local public economies, it is evident that the situation is far more complex than is often recognized. Simplistic arguments, for example, that equate local government "fragmentation" with inefficiency need to be closely scrutinized. So, too, do claims that economies of scale - and thus cost savings - can be achieved if specific services, particularly labor intensive services, are provided by larger units of government.

The available evidence also suggests that skepticism is warranted when claims are made that regional coordination and cooperation require a regional government that provides or produces services. Certainly, the work of local public economy proponents have raised questions about the conventional wisdom's emphasis on neatness or uniformity in service delivery, often times at the expense of satisfying citizens preferences.

---

<sup>11</sup> ACIR, Interjurisdictional Tax & Policy Competition: Good or Bad for the Federal System, p. 58.

On the other hand, it may well make sense to provide or produce certain services on a regional basis. There may be services for which there is a regional community of interest. Or, the cost of producing certain services may be less if they are produced regionally (even if the provision decisions are made by smaller units of government). In those cases, the local public economy model provides a useful structure for evaluating what services ought to be delivered regionally.

Finally, separate and apart from the issue of regional service provision and production, there may be a need for a regional planning and coordination agency to enhance the metropolitan area's governance process.

#### RECOMMENDATIONS

Based on the above, we would make the following recommendations related to Metro's Charter:

1. Metropolitan areas function in very complex ways. There are no easy solutions to achieving effective, efficient and responsive service delivery. What is needed in Metro's Charter is not a decision about what services should be provided regionally, but a mechanism for making those decisions.
2. Any such decision-making mechanism should provide that decisions will be made only after careful and impartial research and analysis concerning how local governments actually operate in the Portland region, and what the potential impact of changing the local governance structure would be in terms of effectiveness, efficiency and accountability. Evaluation of the potential impact of changing the regional governance structure should be based, in part, on such things as academically defensible studies of the impact of local government consolidations that have occurred elsewhere, scholarly research on economies of scale in local government service delivery, and consideration of communities of interest and public preferences (through such mechanisms as opinion surveys and elections).
3. There may well be a need in the Portland region for a regional planning/coordinating agency (like a COG) to help facilitate the regional governance process (including making decisions about service delivery responsibilities). If that is the case, Metro could either be the regional planning/coordinating agency or it could be a direct provider of certain regional services, but it should not be both. The agency fulfilling the COG role should both be, and appear to be, impartial and unbiased in its relations with other local governments. That impartiality will not exist if the regional planning/coordinating agency is also competing for service delivery responsibilities.

DICK SPRINGER  
MULTNOMAH COUNTY  
DISTRICT 6

REPLY TO ADDRESS INDICATED:

- Senate Chamber  
Salem, OR 97310  
 7624 SE 13th Avenue  
Portland, OR 97202



OREGON STATE SENATE  
SALEM, OREGON  
97310

*Council*  
*7/23/92*  
*6.4*

23 July 92

Metro Council  
2000 SW First Ave  
Portland, Oregon

RE: Res. 92-1650

Dear Council members:

Please support the above resolution which would ask voters to express their opinion regarding the abolition and consolidation of several existing local governments. Though there may be some dispute about cost savings and other benefits of the proposal, it's clear that our existing multi-layered structure of governments can and should be streamlined.

The county boundaries created over 100 years ago have no functional or logical relationship to the problems our region now faces -- transportation, land use, water, law enforcement, for example. Turf battles and small-minded parochialism consume far too much of our limited time, energy, resources, and public patience.

Access and accountability are essential, but mean little to most citizens who try to track down a different governing body if they need help for water or sewers or parks or libraries or fire/police protection. Bigger is not always better, of course, but do we really need over one hundred different jurisdictions and districts to provide services in the Metro area? I think not.

Please let the voters consider this issue, and let me know how I can help.

Sincerely,

*Dick Springer*

Dick Springer  
State Senator

Council  
7/23/92

Portland Future Focus  
1120 S.W. Fifth Avenue  
Portland, OR 97204

6.4

July 23, 1992

Metro Council  
2000 S.W. First Avenue  
Portland, OR 97201

Reference: Agenda Item 6.4 -- Consolidation

Dear Councilors:

This letter is written on behalf of the Portland Future Focus Managing Regional Growth Committee. Portland Future Focus is a strategic plan to maintain livability in the Portland metropolitan region through an integrated planning process which protects the natural environment and open spaces, strengthens cultural programs and enhances neighborhoods. Of the four strategies for the Regional Growth Action Plan, Strategy 3 seeks to consolidate programs and services at the most appropriate level of government for taxation and delivery purposes. Specifically, Action Item 3.2 provides:

"In consultation with other governments in the region, consolidate services now delivered by Metro and the three Metropolitan counties under a single governmental unit and allocate urban functions and revenue between this unit and other local governments."

Agenda Item 6.4 seeks to provide an opportunity for citizens of the region to vote on the very issue the Portland Future Focus Growth Management Plan favors.

In considering this measure, it appears that the relevant question is not whether or not the counties, Metro and Tri-Met should be consolidated, but rather whether it is appropriate to place on the ballot at this time an advisory measure for consolidation. One of the factors involved is the effect on the Charter Review Committee, which at this time at least still has not reported out. A review of the June draft of the proposed Charter Review Committee indicates that it is a rather timid document which does not seem to take into account the fundamental dissatisfaction voters feel toward government at all levels and the extreme impacts of Ballot Measure 5 on revenue generation to staff and maintain all the levels of government we presently have.

Metro Council  
July 23, 1992 - Page 2

Recognizing that the legislature would have to deal with the consolidation question, it seems appropriate to place an advisory measure on the ballot at this time.

It appears to us advantageous at this time to place the matter on the ballot.

Yours very truly,

A handwritten signature in black ink, appearing to read "S. R. Schell". The signature is written in a cursive style with a large initial "S" and a distinct "R".

Steven R. Schell, Chair  
Growth Management Committee

SRS:jh  
SRS\srs40

Council  
7/23/92  
6.4

RESOLUTION NO. 997

A RESOLUTION OPPOSING AN ADVISORY VOTE ON THE CONSOLIDATION OF THE THREE METRO COUNTIES, METRO, AND TRI-MET FOR THE NOVEMBER 1992 GENERAL ELECTION

WHEREAS, the Executive Officer of the Metropolitan Service District has proposed in Resolution 92-1650 that an advisory vote be held at the November general election on the issue of whether Clackamas, Multnomah and Washington counties, Metro, and Tri-Met should be abolished and a new county created; and

WHEREAS, the City Council has reviewed the proposed resolution and accompanying staff report; and

WHEREAS, the City of Cornelius has a number of agreements with its neighbors which reduce duplication and reduce costs, and will continue its efforts to provide quality services while conserving taxpayer dollars; and

WHEREAS, the Metro Charter Committee has not finished its work, and many people, both on and off the Committee, have invested time and energy in the charter process, and the Charter Committee should complete its work and present it to metro voters for their decision before other efforts are begun, and

WHEREAS, the proposed consolidation would have significant impacts on the citizens of Cornelius, and those impacts have not been examined; and

WHEREAS, the advisory vote would put the drafting of a Metro charter back into the hands of the state legislature, and would do so during a session in which legislators must cope with the effects of Measure 5.

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF CORNELIUS, OREGON, THAT:

Section 1. The City Council is opposed to the submission of an advisory vote as proposed by the Metro Executive Officer at the November 1992 election.

Section 2. The City Council supports and will continue to participate in efforts to make local government more efficient and effective while maintaining its accountability to its citizens.

INTRODUCED AND ADOPTED this 21st day of July, 1992.

CITY OF CORNELIUS, OREGON

By s/s Joyce Swanson  
Mayor

ATTEST

By s/s Mildred Otto  
Recorder

GOVERNMENTAL AFFAIRS COMMITTEE REPORT

Council  
7/23/92  
6.4

RESOLUTION NO. 92-1650A, SUBMITTING TO THE VOTERS THE QUESTION OF WHETHER LEGISLATION SHOULD BE ADOPTED TO AUTHORIZE THE VOTERS TO ABOLISH MULTNOMAH, WASHINGTON AND CLACKAMAS COUNTIES, THE METROPOLITAN SERVICE DISTRICT, AND TRI-MET, AND CREATE A SINGLE CONSOLIDATED GOVERNMENT

Date: July 22, 1992

Presented by: Councilor Collier

**COMMITTEE RECOMMENDATION:** At a special meeting on July 21, 1992 the Governmental Affairs Committee voted 3-0 to forward Resolution No. 92-1650A to the Council with no recommendation. Voting were Councilors Collier, Devlin, and Gronke. Councilors Bauer and Wyers were absent.

**COMMITTEE DISCUSSION/ISSUES:** The Governmental Affairs Committee considered Resolution 92-1650 three times, at its regular meetings of July 2 and July 16, and a special meeting on July 21. The committee received public testimony at the July 2 and 16 meetings.

At the July 2 meeting, Executive Officer Rena Cusma introduced the resolution, saying that the issue of local government consolidation has been debated for decades and it is time to put it before the voters. The resolution would call for an advisory vote, which if approved would direct a legislative agenda calling for the Legislature to create a new government and refer that to the affected voters. It would call for a 10% reduction in expenditures, and creation of a separation of powers government with nine full-time Council members elected from districts.

Public testimony began with Marilyn Wall, vice-president of government affairs of the North Clackamas County Chamber of Commerce, who submitted written comments from Robert Carnahan, president of the Chamber. Ms. Wall said the issue of consolidation deserves study and determination by Metro with other governments in the region. It should be voted on by all who are affected, not just those within the Metro boundary. As the resolution is worded, the result wouldn't indicate whether people were voting no to Metro, no to Tri-Met, no to Clackamas County, or something else. She said Metro should engage a task force to develop a real plan with specifics, and foster its responsibility to the region instead of abrogate it. She said Measure 5 was not about limiting government spending, but was about people saying they didn't want property taxes to pay for education and they don't want inefficiency in government. (A transcript of Ms. Wall's testimony is in the record and is included in the Council's July 23 agenda packet.)

Councilor McFarland asked Ms. Wall if anything would be gained by

clarifying or simplifying the various jurisdictional boundaries. Ms. Wall said there were issues of people not getting services they are paying for. Councilor McFarland asked Ms. Wall if she thought the Tri-Met board should be elected. Ms. Wall said yes, they should be elected, but that elected board should not be the County Commission nor the Metro Council. Councilor Devlin asked whether the current County boundaries should be included within a Metro boundary. Ms. Wall said the people who live in the three counties but outside Metro shouldn't feel imposed upon by a government that doesn't represent them because they don't live within the Urban Growth Boundary; if they are inside such a jurisdiction and pay its taxes, they should receive the services (such as Tri-Met transit services). Councilor Hansen referred to Ms. Wall's comment that this is the right time but not the right method to address this issue, and asked how she justified calling for a task force if this is the right time. Ms. Wall said she meant it is time to review the question; it has been since 1974 that any vote was held on any large scale consolidation, and it's time to prepare a proposal. She said the question in the resolution was deceptive and unclear in the requirement that a 10% expenditure reduction did not stipulate its effect on services, and it would be difficult to interpret what the results of the vote meant.

Diane Quick introduced herself as a resident of Happy Valley in Clackamas County, and as past president of the Happy Valley City Council as well as past president of citizen involvement for Clackamas County. She spoke to Councilor Gardner's comments at a recent Charter Committee hearing. She said she was angry when he proposed a charter on behalf of the Council, after the Committee had spent months working on a charter. She was insulted when he said he didn't know what was going to be said at the Executive Officer's press conference the next day, even though he spoke at that press conference. She thinks the proposal in the resolution is asinine, it jeopardizes the work of the Charter Committee, is an insult to the cities and counties, and will work against Metro programs such as Greenspaces. She asked that the measure not be put before the voters.

Gresham Mayor Gussie McRobert said she has been on record for merging the three counties, because the boundaries were drawn long ago and don't make sense anymore. She asked a series of questions. What does it mean if Multnomah County residents vote yes and Washington and Clackamas County residents vote no. Executive Officer Cusma said the advisory vote was district-wide, and a majority vote would drive a legislative agenda calling for the Legislature to draft the government and refer it back to the affected area. The boundaries would be determined in that process. Councilor Collier clarified that there would be two votes: one to determine whether voters were interested in the consolidation idea; and another (if the first were successful) on the structure of a new government as proposed by the Legislature.



Councilor Devlin said individual legislators and the Legislature as a whole would interpret the results of the vote as they saw fit. Mayor McRobert asked what effect this matter would have on the Governor's Task Force on local government and on the Charter Committee process. She asked if this was an end run around the Charter Committee, and if so, she would oppose the consolidation measure. Councilor Collier said that was not the case - it is not an effort to undermine the charter - though individual Councilors probably oppose the charter as it's currently drafted. Executive Officer Cusma said this issue supplants the need for a charter: if the consolidation issue passes, the charter becomes a moot issue. Mayor McRobert disagreed, saying she thinks the charter would be a way to implement the consolidation.

Frank Josselson, a member of the Metro Charter Committee, presented a statement from Mary Tobias. Ms. Tobias had been a Charter Committee member through June 30. Ms. Tobias' statement was strongly opposed to the proposed advisory vote, saying that Metro is acting in bad faith in proposing it. (The text of Ms. Tobias' statement is included in the Council's agenda packet.) Chair Collier said Resolution 92-1650 was not an issue of the Charter Committee, but was one of referring an advisory vote to the public. Mr. Josselson said that Executive Officer Cusma had said the Charter Committee had outlived its usefulness, and he inferred that committee members had wasted their time. He said Metro should have brought its consolidation proposal to the Charter Committee months ago, and taking it to the voters was subterfuge in an effort to sabotage the charter.

Larry Derr introduced himself as a Charter Committee member. He urged the Governmental Affairs Committee to leave the proposal in committee, and certainly not refer it to the voters. He agreed with Ms. Wall, saying the issue is too complex to get a meaningful response from the voters. He said the proposal either showed naivete, or if not naivete, an ulterior motive. He thinks that ulterior motive is to undermine the charter process. He said the testimony the Charter Committee has received has generally not been supportive of expanded authority for Metro. He expects that if the measure before the Council goes on the ballot, people will ask their County Commissioners to put something on the ballot asking if Metro should be abolished. (A transcript of Mr. Derr's remarks is included in the agenda packet.)

Clackamas County Commissioners Judie Hammerstad, Darlene Hooley, and Ed Lindquist appeared jointly. Commissioner Hammerstad spoke as Chair of the Commission, saying they were not there to oppose the measure but to ask questions. She cited instances of cooperation between Metro and local governments. She was concerned about the timing of the proposal, and said she wants Metro to be an efficient manager of regional issues. She said all affected jurisdictions should be included in planning a

consolidation measure, and added that 91,000 people in Clackamas County would not be able to vote on this measure because they live outside the Metro boundary. Because of this, she thinks the Commission will have to put something on the ballot. She said the reasons cited for the measure are less government, discussion between governments, and a 10% reduction in expenditures. She questioned the first two, and added that it was not clear how expenditures were to be reduced and for whom. She cited differences in property tax rates in the three counties. She encouraged cooperation among affected entities, referring to Neil Goldschmidt's July 1 memo to Ms. Cusma. She said we need better information on costs, taxes, the effect on merging services and the effect on people living outside Metro. Councilor McFarland asked Commissioner Hammerstad if the basic concept would be acceptable to her if done in a different way, at a different time, and involving all affected parties. Commissioner Hammerstad replied that she and Commissioner Lindquist had served on the Legislature's Task Force on Regional Government, a product of which was the Charter Committee. She said the urban parts of the counties should be examined to see if there were problems to solve regionally or savings to be made through consolidation; the rural parts of the counties should not be involved because they have different issues. Clackamas County would like to participate in developing any proposals that affect the urban areas.

Commissioner Lindquist cited his past association with Metro and regional issues. He said the main thing Metro should be good at is bringing governments together to solve the problems of the region; he cited JPACT as a good example. He thinks the current proposal and its timing would serve to re-establish barriers that have been torn down. He said the public expects its elected officials to work together to resolve problems and bring answers to them via proposals on the ballot. Putting this measure on at the same time as the charter would confuse the voters, and work against public support of government. He suggested taking this proposed resolution to the Charter Committee as a possible approach to the Metro of the future, but he urged the committee not to put this resolution on the November ballot. He encouraged Metro to work with the counties - after the Charter proposal was out - to figure out how to involve their residents who live outside the Metro boundaries. He said the challenge in government today is to work together to resolve problems; that is not happening in Salem, and this proposal does not make it happen here.

Councilor McFarland asked if the Legislature could address the issues involved here without an advisory vote. Commissioner Lindquist said the Legislature can do just about anything it wants, and could certainly address these issues without an advisory vote. He questioned the timing of the advisory vote, being concurrent with the Charter, saying it had the appearance

of being an underhanded effort. He doesn't believe it is, but it has that appearance. He said if the request to the Legislature came from the elected officials in the region that it would have the same effect as an advisory vote.

Councilor Collier said that candidates had often heard in the recent campaign season that consolidation is the answer, but that turf issues are always involved. Local governments have talked about it in the abstract, but the people haven't had a chance to speak to it. Without hearing from the people, elected officials won't be able to determine how to make it happen. She asked Commissioner Lindquist if he is interested in knowing what the voters of Clackamas County think about this issue. He responded that he would like to know, though he thinks the opinion hasn't changed: Clackamas County voters voted against the creation of Metro, and they probably still don't support it because it looks like it's a downtown agency making decisions for them. The other problem he sees is that this measure implies that the three counties, Metro, and Tri-Met are the inefficient governments in the region, but it doesn't address cities, special districts, and school districts. Would disbanding those be more efficient? Councilor Collier said this measure is not trying to "say" anything, it's meant to "ask." Commissioner Lindquist said maybe we should ask which governments should be dissolved or consolidated.

Commissioner Hooley said she was bothered by the process through which this measure was raised. She is also concerned about the 10% reduction in expenditures the resolution calls for. She said this raises a credibility problem, making promises that can't be kept. She asked what the 10% savings meant, and spoke to the complexities in government spending. She believes there is a certain size that is most efficient for the provision of services, which varies by the service. She asked where is the best place to provide each service, and how should it be provided. She suggested having Portland State University look at these issues. Councilor Gronke asked all three commissioners if it were fair to say they support the concept, but they'd like it approached in a different manner. Commissioner Hooley said yes, she thinks we should have this kind of a ballot measure after a proper process. Commissioner Hammerstad said this is an issue for the people, and if they are to make this kind of decision they need more information. There needs to be solid justification for the actions being taken.

Mayor Bob Liddell of West Linn discussed "Cityspeak," a survey of 2000 people in West Linn, which showed support of City government. He discussed cooperative agreements West Linn has with other governments in Clackamas County. He referred to a downsizing at his company, Portland General Electric, in which 400 jobs were eliminated but only after careful study of the company's goals. He encouraged greater Metro participation in

FOCUS (Forum on Cooperative Urban Services). He said city government is efficient, but what they get from Metro is pass-throughs on garbage rate increases. He said to let the Charter Committee work, and let the smoke clear before bringing a proposed solution.

Oregon City Mayor Dan Fowler said bigger government is not necessarily better. He thinks the proposal is not asking people whether they want to consolidate, but whether they want to spend less money. The question as it is worded focuses on spending, but is not so simple. Mayor Fowler asked questions regarding process and notification. He said the charter process should continue and be taken to the people. He thinks the resolution under consideration is confusing and doesn't give the opportunity to get good information. He suggested having the Institute for Urban Studies at Portland State look at the relevant issues. He urged the committee not to put the measure on the ballot. Councilor Devlin referred to Mayor Fowler's comment that bigger is not necessarily better, and asked him if he agreed with Commissioner Hooley's point that different services have different sizes for more efficiency. Mayor Fowler agreed, saying that certain functions such as regional planning have more efficiency when regionally driven. Elected officials have the responsibility to examine those issues and determine which services are more efficient when provided regionally.

Wilsonville Mayor Jerry Krummel said he was disturbed that this proposal was being put forward at this time, and that the Council and Executive Officer were running scared because the Charter Committee might put out a product they don't like, but which the public would accept. He criticized the process of introducing the measure. He said the measure would subjugate the charter process, and was in poor taste. He cited the resolution's staff report which called for better cooperation, and said the Charter Committee was charged with finding a way to achieve that and should be allowed to finish its job. He questioned whether a bigger government would be more accountable, as cited in one of the Whereas clauses. He said local government officials, especially those in small cities, are very accountable. He was concerned that Wilsonville would lose the access and attention it now has with Clackamas County if a bigger county government were created. He said that if Metro initiated the charter process, it should see it through, and he urged the committee not to pass the resolution on to the Council.

Multnomah County Commissioner Gary Hansen spoke about local control. He said the best local control dealing with regional issues would be to have directly elected officials charged with addressing those issues. We don't have that now because of the layering of local governments: city and county elected officials are making decisions on regional issues that affect people who didn't elect them. The proposed measure would improve this

situation. This proposal would also move control from the State to the local region on issues such as probation and parole, Adult & Family Services, and others. It would also provide greater local control over Tri-Met. Also, merging the governments would bring the most talented people from the five jurisdictions together to provide leadership to the whole region.

Jim Nicolai is a Washington County resident who has been following the Charter Committee process. He thought the announcement of the proposed ballot measure was a slap in the face to the Charter Committee, and was an embarrassment to Metro. He said the larger government that would be created might be better for some things, but would make it harder for citizens to do some things such as get permits. His experience tells him that the larger the jurisdiction, the harder it is to access. The proposal should have addressed specific areas, and not everything. He feared the loss of community identity through this proposal, and would be received differently by people in Washington County than Multnomah County. People want consolidation of services where money can be saved, but they don't want consolidation of governments because they want to retain local identity. He encouraged the committee to let the charter go on the ballot, and not put this measure on the ballot. Councilor Hansen asked Mr. Nicolai if he would be more comfortable with this proposal if no charter were forthcoming. Mr. Nicolai said he thinks this proposal will be dead with or without a charter. Councilor Devlin asked Mr. Nicolai if he saw anything wrong with Metro taking a position on the charter. Mr. Nicolai said no, that Metro's elected officials have a responsibility to state their views.

Councilor Van Bergen said he asked for Ms. Wall's and Mr. Derr's testimony to be transcribed because he thought they zeroed in on the issues very clearly. He believes the people in Clackamas County are not dissatisfied with their government, and there's a different perspective on government in the suburbs than in the large city. He referred to a consolidation of school districts 25 years ago, which resulted not in fewer employees, but more.

### July 16 Hearing

Dan Saltzman, candidate for Multnomah County Commissioner, spoke in support of the resolution. He said it was consistent with his own priorities, to eliminate duplication of services, provide high-quality human services, and protect prime natural resources. He said it is bold and forward-looking and should be supported. (Mr. Saltzman's complete prepared statement is included in the packet.)

Tom Simpson, a Lake Oswego resident, said he is concerned about the future of the region. Metro has enabled the region to avoid many problems other areas have. He has an MPA and his thesis was

on regional government in the Portland area. The consensus among policy-makers he interviewed for his thesis was that consolidation of governments is necessary, though there weren't specific suggestions for what services should be consolidated. He said there are two questions that need to be addressed. First, should we ask the people what they think of this? Of course we should. Second, what should we ask them? Should we ask them specific questions about size and form of government? He is not sure of the right answer, but he counseled patience. We need stronger regional government, which is adaptable to change. He thinks it is prudent to wait for the Charter Committee to finish its work before issuing this ballot measure, but it should be issued shortly thereafter.

Jacqueline Thomas, Chair of Clackamas County's Committee for Citizen Involvement, said she is concerned about this measure. It goes beyond the Metro area into areas that are not metropolitan. She wants to keep farm lands as farm lands, and establishing a metropolitan county will make those lands available for development. A government centered in downtown Portland is too far removed from rural Clackamas County. It would increase costs for people in terms of time and access. She said it is easier to do business in Clackamas County than Multnomah, and this proposal will cause turmoil with little or no benefit. She said as a "swallowee" she does not want to be swallowed, but she won't be able to vote on this measure because she lives outside the Metro boundary. She finds her County Commissioners accessible, and opposes this attempt to make a bigger county.

Robert Stochosky, President of Firwood Neighbors Planning Association in Sandy, said he opposes the resolution. He raised four issues: 1. Measure 5 doesn't say people are opposed to local government, but that they are opposed to the high property taxes to pay for local schools; 2. The 10% expenditure reduction only guarantees reductions in the first fiscal year, and doesn't guarantee reduction in property taxes; 3. Reduction of elected and appointed governing officials will not make government more accessible, but will give more authority to bureaucrats; 4. Not all residents of the three counties will get to vote. He suggested expanding the measure to include all of the counties, and weigh the vote to account for land area. Councilor Hansen said such a weighted vote contradicts the principle of one person/one vote. Mr. Stochosky said that just relying on a vote within the Metro area would make his area a developers' playground.

Chuck Stoudt, Clackamas County resident and Ph.D student at Portland State, spoke in favor of the resolution. He said the sponsors of the measure show political courage and vision, while some representatives of Clackamas and Washington counties portray politics as usual and cling to unwarranted fears motivated by

personal political ambition at the expense of the taxpayer. The motivation for consolidation efforts since the 1920's is to obtain economic efficiency and enhance accountability; this measure would accomplish that. Change is difficult because it causes fear. We must find new solutions, which was one of the messages of Measure 5. The need for regional solutions transcends the antiquated and artificial boundaries established over 100 years ago, and which drive costs up. The voters are intelligent enough to decide, and we should let them.

Councilor Gronke asked Mr. Stoudt why this measure is the best way at the best time to effect the needed change. Mr. Stoudt said government needs public support to have credibility. Metro was created with a majority vote in Multnomah and Washington counties, but not in Clackamas, and this would give the opportunity to achieve credibility in Clackamas County. Councilor Gronke said this measure will go to the voters at the same time as many other things, and he asked what a "yes" and a "no" vote would mean. Mr. Stoudt said a "no" vote would mean local governments must find solutions within the existing structure, which means reducing services. That means doing business as usual, only less. A "yes" vote would mean that service provision wouldn't have to stop because of an old boundary, and services and facilities could be better planned and delivered: it would be implementing Measure 5.

Frank Gearhart said that proposed amendments are indicative of citizens having the rules changed. He said "consolidation" is a misnomer. He said when we abolished CRAG, we'd have a new structure that would take us into the 21st century, and now we have a new proposal. This whole thing has been railroaded with little public input. There will be many uninformed people voting on this in November. He suggested waiting until the Charter Committee is finished - what's the rush? Another six months won't hurt. The 10% savings is just a trial balloon because nobody can put a number on it. He is opposed to the measure at this time.

Bob Robinson, active in many organizations, said you just don't get the message. People want change but not necessarily this kind of change. He said the only thing he agrees with is the part that says "Abolish Metro." He referred to Multnomah County Commissioner Dan Mosee, who had the right idea about Metro and running government. He said this measure is just a power grab. Metro is just causing problems and wasting money.

Easton Cross testified in favor of the resolution. He said it is a great opportunity for officials of Metro and other local governments to ask the people of the region what they think of tri-county consolidation. A lot of people have talked about this, but nobody has directly asked the voters what they think. This would give all elected officials the chance to learn where

support and opposition to the idea lies. His only criticism of the proposal is that it's too specific. It should just ask the voters whether the legislature should put before them the question of abolishing the five governments, and leave it at that. Experience tells us that can't happen if you bring all the players to the table, because there are too many vested interests. Over the years, it's been the officials of small jurisdictions who resist the idea of people getting a chance to vote on this.

Councilor Buchanan asked Mr. Cross if he meant to eliminate the requirement of a 10% expenditure reduction and the proposed construction of a 9-member Council. Mr. Cross said that would be his preference, though a charter for this entity could include a reduction in property tax. Councilor Gronke asked the same question he asked Mr. Stoudt - why is this the best way to do this? Mr. Cross said the Legislature's process of appointing the Charter Committee doesn't work: you can't form a logical government by barter, and it would be better to get a few good people without vested interests to write a charter. Councilor Gronke asked if he thought the Legislature would address the issue without an advisory vote. Mr. Cross said he didn't think the Legislature would do so. Councilor Gronke asked Mr. Cross if he thought the Legislature would interpret a "yes" vote on the advisory measure as a strong enough advisory vote to force them to go ahead. Mr. Cross said it depended on how the vote came in. If it were strong yes in the central city but no in the rural areas, the Legislature would probably choose to delay. He addressed concerns of people interested in preserving farm land, saying the only thing preserving those lands was the Urban Growth Boundary, not County Commissioners. Councilor Van Bergen asked why the initiative process was not selected to put this measure on the ballot. Mr. Cross said the money was not available to do that.

Hardy Myers, Chair of the Metro Charter Committee, spoke on behalf of the Charter Committee to request the measure be delayed until the Council knew whether a charter was going to be proposed to the voters and if so, what its provisions were going to be. He said the fundamental basis of that request is that this proposal will excite a lot of controversy, especially in Clackamas and Washington counties. If this proposal and a charter are side-by-side on the ballot, they will be bracketed politically and become common targets for forces against regional government. The charter might even be considered part of the same referendum. He said it was too early to know whether the charter will be one the Council and Executive will want to actively oppose, because the Charter Committee is working through the entire draft charter based on the public hearings. His request does not address the merits of the proposed resolution, but only the question of how the Council ought to judge it in the context of the charter. The charter is a relevant factor in



determining whether this proposal goes forward and what it should look like.

Councilor Gardner referred to Dan Cooper's July 16 memorandum which said July 23 is the last regular Council meeting at which the Council could put this measure on the ballot and include it in the Voter's Pamphlet. Councilor Gardner asked if the Charter Committee could be done by July 23. Mr. Myers said it was possible, if they could resolve substantive issues at their meetings of July 16 and 18. Councilor Collier said the drafters of the resolution did not have in mind any interrelation between it and the charter. Mr. Myers said the public would likely see the two items as related, which would exert additional drag on the charter. Councilor Buchanan asked Mr. Myers his opinion of delaying the measure to the next available election date (in March 1993). Mr. Myers said it would resolve the problem he raised. Councilor Collier said it would be her intention to ask the counties to place the measure on countywide ballots if the Council approves it, which argues for a Council decision on July 23.

Washington County Commissioner Steve Larrance said this advisory vote would pose potential damage to the ability to forge regional solutions in the future. He said the region asked for the charter process, and now near its end Metro is saying they want to dissolve it. He said the two issues are related. He said the process undermines credibility of regional government. Metro's regional partners should be consulted in putting together a consolidation proposal. Commissioner Larrance discussed financial issues that are included in his written statement, which is included in the record. He projected a \$10 million tax increase in Washington County, a \$12 million increase in Clackamas County, and increases in revenue for the City of Portland. It would take a 20% decrease in taxes to eliminate the increase in Washington County, which would have great implications on services.

In response to a question from Councilor Gronke, Commissioner Larrance said he would prefer a vote on a consolidation measure on a separate ballot that wasn't full of other state and national issues. Councilor Gronke asked if he was opposed to consolidation in principle. Commissioner Larrance said there are a lot of questions to be answered before he could make a decision. Councilor McLain referred to Commissioner Larrance's comments that Washington County includes considerable citizen involvement before making significant policy decisions. She asked if he thought this ballot measure wasn't an effort to go to the people and get that citizen involvement. He answered that people won't be informed on the issue - no analysis has been done and people need that analysis to make informed decisions. Councilor McLain asked if the analysis is done and it says more services can be provided with fewer governments, is he opposed to that in

concept. He said he is not opposed to that, if you can deliver. Councilor McLain cited her experience with school districts in Hillsboro, and said that people fear change.

Beaverton City Councilor Leslie Like read a statement, which is part of the record. She said the City of Beaverton has adopted a resolution opposing this measure. The Charter Committee should be allowed to finish its work. Passage of this measure would put the drafting of a regional charter in the Legislature at a time when they're concerned with tax reform. The City of Beaverton would like to assist in preparing a proposal.

Richard Brownstein spoke as a member of the committee that wrote the 1986 Portland City Club report on Regional Government in the Portland Metropolitan Area.

concept. He said he is not opposed to that, if you can deliver. Councilor McLain cited her experience with school districts in Hillsboro, and said that people fear change.

Beaverton City Councilor Leslie Like read a statement, which is part of the record. She said the City of Beaverton has adopted a resolution opposing this measure. The Charter Committee should be allowed to finish its work. Passage of this measure would put the drafting of a regional charter in the Legislature at a time when they're concerned with tax reform. The City of Beaverton would like to assist in preparing a proposal.

Richard Brownstein spoke as a member of the committee that wrote the 1986 Portland City Club report on Regional Government in the Portland Metropolitan Area. He discussed the process in preparing the report, which took some two years. There was agreement among interviewees that the way the region is being governed is inadequate, and something should be done to consolidate activities. The ultimate recommendation was that the three counties should be consolidated, absorb Metro, and control Tri-Met at the outset and perhaps absorb it later. The Port of Portland would not be merged. Mr. Brownstein believes the actual economies to be achieved would not be as significant as the more effective government that would be provided. There could be significant economies in certain areas, but not in others. Their main concern is that this is one region, and this should be acknowledged in its government structure.

Councilor Wyers asked if we were way off in projecting the amount of savings the measure would produce. Mr. Brownstein said yes, if there is no analysis of how you get there. One can't assume that you have economy just because you have consolidation. It's conceivable that government could be more expensive. It was not the conclusion of those on the committee that economy follows consolidation as night follows day. Councilor Wyers asked if we were on the right track in talking about a county as opposed to some other entity - would the City Club committee have recommended this as a county, organizationally? Mr. Brownstein said they examined the issue in the context of government at that time, including options of Portland expanding through annexation or Metro expanding. The former was considered not to be politically feasible, and the latter was ruled out because Metro did not have an adequate tax base. The arguments for a county structure were that counties are familiar, they have tax bases, and we'd be eliminating one level of government but maintaining another, which would lessen the shock of change. Councilor Wyers asked if the group would be comfortable having the entity designed through the political process, with the Legislature doing that. Mr. Brownstein said the Legislature would have to be involved because Clackamas County is a general law county. There would probably be many other issues the Legislature would have to address.

Councilor Buchanan referred to his experience with different governments and their efforts at consolidation. He said they never save any money, though they may run better. He asked if this was what Mr. Brownstein meant in talking about the expense factor. Mr. Brownstein said yes, that incremental savings are not significant. If you have more efficient services, then you've done something. Councilor Gronke asked Mr. Brownstein how he felt about the measure as proposed - should we do it or not, and why? Mr. Brownstein said he had no opinion. It's a tough call, as the issues had been addressed in the hearing, especially dealing with the charter.

Alan James, a candidate for Clackamas County Commissioner, said he is opposed to massive consolidation of the five agencies, but he supports putting this measure on the ballot. He cited consolidation efforts elsewhere in the country, some of which worked and some didn't. He agrees the timing is poor for this measure as related to the charter. He supports voting on this because it's a good way to start the process of engaging the voters on the issue. We could start by sharing certain assets of the different agencies. He believes the citizens of Clackamas County would defeat the measure, which would lead to further definition of what we're trying to do and where the savings would be.

Councilor McLain asked Mr. James if he thought this is an educational measure, and if so, is that positive? Mr. James said yes, if it doesn't threaten the individual's ability to make choices. Putting this on the ballot gets people thinking about it. Councilor Gronke asked Mr. James if he wanted this on the ballot, even though he's convinced it will be defeated. He said yes, and he will vote against it. We've been talking about it for many years, and this will get us moving on it. If it's resoundingly defeated, we can focus on other things, but he doesn't think it will be "resoundingly" defeated.

Sherry Patterson, of the Rosewood Action Group, a Community Planning Organization in Clackamas County. We all want to decrease the cost of government, but this package reflects a lack of thorough analysis. What will it mean to Clackamas County residents? The Charter Committee should be given the courtesy of being allowed to finish their work. She thinks this measure will damage the Greenspaces effort. Her concern is this measure has no definition, no substance, and other governments haven't been consulted. This is a politically correct effort, but without definition.

Muriel "Sam" Tamura is a member of the City Club. She said the relevant City Club committee will research this measure if it appears on the ballot.

## July 21 Meeting

General Counsel Dan Cooper summarized four amendments to Resolution No. 92-1650 that he had prepared. The first corrects an error in the number of elected officials in the three counties and Metro, and lists those officials. There are 33 elected officials, not 29; four general law elected positions in Clackamas County were added.

Amendment #2 adds to Whereas clauses, citing state law and Metro Code, to say the intent of the resolution is to ask the District's voters to establish whether this government consolidation proposal should become a policy of the District, to attempt to carry out. It does not change the advisory nature of the vote, because the District does not have the power to carry out the intent. It would require subsequent legislative action and a subsequent vote. The District would seek this result, but it would not make it happen. This amendment would also make a determination, in conformance with statute, that this measure should be included in the Voter's Pamphlet.

Amendment #3 clarifies that the 10% reduction in expenditures is intended to be a reduction in operating expenditures, and makes wording changes to keep the explanation within the 85-word limit required by statute.

Amendment #4 changes Whereas clauses dealing with historical background for the introduction of this resolution and its placement on the ballot. (All amendments were requested by Councilor Collier and Executive Officer Cusma, except the last, which was requested by Councilor Collier.)

Councilor Van Bergen asked why the sentence saying the courts may remain separate is included. Mr. Cooper said that was to clarify to the Legislature that this measure would not be a mandate to consolidate the court systems. The court system is really a state system, not a set of individual county systems. In response to a further question from Councilor Van Bergen, Executive Officer Cusma said the reference to courts was included at the direction from her and Councilor Collier, in order to eliminate potential confusion; they recognize this is a state system and would not be affected by this measure.

At the request of Councilors Gronke and Collier, Mr. Cooper summarized timing questions regarding placement of this measure on the ballot. The deadline for placing a measure on the ballot is the 61st day before the election (September 3); the deadline for including a measure in the Voter's Pamphlet, including an explanatory statement and arguments, is the 75th day before the election (August 20). Seven business days are allowed for a possible challenge to a ballot title, which makes August 10 the last possible day to file the measure. If a ballot title

challenge is unresolved by the 75th day, nothing goes in the Voter's Pamphlet.

Councilor Collier asked Ken Gervais to explain the proposed amendment #3, concerning the 10% savings issue. He said if you exclude internal transfers, capital expenditures, and debt service, the actual operating expenditures for 1990-91 for the five governments was \$652 million. He summarized the total expenditures for each jurisdiction. Councilor Collier asked Mr. Gervais if he had worked out approaches to lead to the 10% reduction. He said he had looked at it, but said the governing body of the new government (if enacted) would make the decisions. He said there is a total of some \$72 million in administrative expenses, and there would be savings in this area. It would not be unreasonable to find savings of 1/3 in this area - some \$24 million. The counties provide some \$195 million in municipal services, some of which are directly paid by the people receiving those services. The new governing body would have to look at the provision of these municipal services in unincorporated areas, and might make some changes. In addition, the state may reduce its payments to county governments, which is now in the \$200 million range. If that occurs, the expenditure reductions would already be achieved; it would be up to the governing body to determine where to make the service cuts.

Councilor Devlin said if the county cut municipal services, wouldn't that just be a reallocation of service responsibility? Somebody else would have to provide the service, and there wouldn't be a real cut. Mr. Gervais agreed, saying that some of the cuts would be real cuts, but some would be in the way of reworking the way government does business. It should not be interpreted to mean a 10% reduction in the size of this government is a 10% reduction in services.

Councilor Buchanan said he's been involved in government reorganizations, and they haven't saved money. He asked if it would be better policy to say we'd try to save money, but not promise a figure. Mr. Gervais deferred to Councilor Collier and Executive Officer Cusma on the 10% figure, but gave his opinion that if the new government came into being with existing funds and no mandate to reduce its size, you'd have business as usual. He said 10% might not be the right number, but without some number, there is no incentive to change. Councilor Buchanan asked if the 10% figure should be a goal rather than a requirement. Mr. Gervais said it would be up to the Legislature to decide the actual requirement. Councilor Buchanan said he thinks that any savings from this measure will be a result of Measure 5, not this proposal. Councilor Collier said this proposal takes Measure 5 seriously: the Governor is saying \$200 million from the state to local governments is in real jeopardy. This has to do with the reality of Measure 5, and with attempting to ask voters whether this is an appropriate time to actually

pursue consolidation. Executive Cusma added that we should ask the voters this question even without Measure 5, but sometimes it takes a crisis to precipitate action.

Councilor Devlin cited the different millage rates in the three counties, and the difference in services provided. He asked Mr. Gervais how we present the issue of savings to the voters. Mr. Gervais said the resolution doesn't say "cost savings." It says "reduced expenditures." Costs may increase for some people, in order to absorb additional costs that accrue to the urban area because people in need of services often migrate to the urban county. He argued this could be considered a regional responsibility. Councilor Devlin said he wants to be assured this measure is in the best public interest, if he is to be ultimately responsible for carrying it out.

Councilor Gronke asked what's the process to carry this out, if approved. Mr. Gervais said the Legislature will consider issues of government efficiency, and there will be pressure to have the metropolitan area absorb the deficit caused by Measure 5. The Legislature will pay heed to this measure, if approved. If the Legislature is going to take money from urban governments, they may give the area a freer hand to design its governance. Councilor Gronke asked Mr. Gervais his interpretation of what the Legislature would pass out - would it mandate a 10% reduction, and how would they do that? Mr. Gervais said he wasn't sure, but expected the Legislature to draft a charter for this government. Councilor Collier said this is only an advisory vote. The Legislature may do something different, but it would tell them the people in this area want to consolidate.

Councilor Buchanan reiterated his concern about the specific 10% reduction, asking why we don't just say we will save some money. Executive Officer Cusma said there has to be a cap that the Legislature refers to voters. Without that, there will be business as usual; with it, the government will learn how to live with it. Councilor Buchanan said it's his opinion that this won't save any money, but it will cost more. Because of that, we should be less specific about the savings. Executive Officer Cusma agreed that will happen without the requirement that less be spent.

Councilor Devlin said he has concerns about this resolution that can't be resolved in this committee meeting, but this is a matter the entire Council should address. He moved the resolution to the full Council with no recommendation.



# CLACKAMAS COUNTY

Council  
7/23/92  
6.4

Board of Commissioners

TESTIMONY ON METRO RESOLUTION 92-1650  
BY CLACKAMAS COUNTY COMMISSIONER ED LINDQUIST  
BEFORE THE METRO COUNCIL  
JULY 23, 1992

JUDIE HAMMERSTAD  
CHAIR

DARLENE HOOLEY  
COMMISSIONER

ED LINDQUIST  
COMMISSIONER

MICHAEL F. SWANSON  
CHIEF EXECUTIVE OFFICER

I am here this evening on behalf of the Clackamas County Board of Commissioners to inform you of our concerns about Resolution 92-1650 .

Public trust and honesty with the public is fundamental to any government effort. Each of us as elected officials have a legal, moral, and ethical obligation to do everything possible to maintain and to enhance the public trust. At Metro's request, the public has shown their trust by allowing the development of a charter for regional government.

Resolution 92-1650 could be considered an attempt to subvert the efforts of the charter committee. It also could be viewed as an effort to second guess the results of the Goldschmidt task force examining government duplication.

Honesty with the public requires, at the least, a change in the explanatory statement on this measure. Metro has shown no basis for the claim that a 10% reduction in operating costs will occur. It has been stated that this 10% is only a target, but the important question is how does it benefit the taxpayer?



Page 2.

Testimony - Ed Lindquist, Clackamas County

Many county sources of funding, such as the gas tax, are dedicated to a specific purpose. If we do not use them, we lose them. Failure to use these dollars does not benefit our citizens because they do not come from the property tax.

It must be emphasized also that this reduction, if it can be found, is projected for the first year only with no guarantees for the future.

Additionally, honesty with the voters requires that we state that any reduction in operating costs does not lead necessarily to a reduction in taxes. In Clackamas County, we project that for many areas, consolidation, as proposed, will increase the tax burden on our citizens. To maintain the public trust, we must inform our citizens of these facts, clearly and directly.

This issue is particularly important when we consider that the projected impact is greatest on our citizens who will not be included in the November vote because they currently live outside the MSD boundaries. These 90,000 citizens represent 1/3 of our total population. Many of them live in our hardest hit, timber dependent communities with declining property values and tax rates already at the \$10 limit.

Page 3.

Testimony - Ed Lindquist, Clackamas County

Two of our cities currently are over the limit. This proposal will push four more cities over that limit at a time when they already face declining revenues and services. Our assessor, Ray Erland, is here tonight and will present the detailed information on the tax shift that will occur under this proposal.

The timing of this proposal could not be worse. We firmly believe that the voters must be allowed to review and approve the efforts of the Charter Committee before facing a vote on consolidation. We are concerned that the addition of this measure to the November ballot will jeopardize both the Charter and the Greenspaces measure, which we have supported.

The Clackamas County Board of Commissioners would like to participate in a regional effort that truly represents the desires of the voters in the tri-county area. We want to stress that we do not object to this measure coming before the voters. Our objections are to the closed and exclusionary process by which this proposal was developed, the poor timing, the misleading ballot title, and the lack of honesty and clarity of the explanatory statement.

Page 4.

Testimony - Ed Lindquist, Clackamas County

If you remain convinced that the consolidation of government in the region is beneficial to our citizens, then we strongly suggest that a more open process involving citizens and elected officials from each county, both within and outside the MSD boundaries, is the appropriate approach.

An advisory vote at a later date, countywide, following an intensely public process and the research and development of factual, detailed information with which the voters can make an educated and informed decision would have our support. As it stands, we urge you to vote no tonight.



# CLACKAMAS COUNTY

*Council*  
*7/23/92*  
*6.4*

Department of Assessment and Taxation

RAY ERLAND  
COUNTY ASSESSOR

TO: Metro Counselors  
FROM: Ray Erland, Clackamas County Assessor *Ray*  
DATE: July 23, 1992  
RE: Analysis of Impact - Proposed Tri-County Consolidation

Attached is a fiscal analysis of the impact of the proposed tri-county consolidation. This was prepared for Judie Hammerstad, Clackamas County Board of County Commissioners Chair.

If you have any questions, please call me at 655-8302.

Attachments

RE:rc



# CLACKAMAS COUNTY

Department of Assessment and Taxation

RAY ERLAND  
COUNTY ASSESSOR

TO: Judie Hammerstad, Chair  
Board of County Commissioners

FROM: Ray Erland, County Assessor *Ray*

DATE: July 22, 1992

RE: Analysis of Impact - Proposed Tri-County Consolidation

In accordance with your request, we have analyzed the impact of the proposed Tri-County Consolidation on Clackamas property owners using 1991-92 property tax data. Tri-County consolidation would abolish Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and replace them with a single government entity. Our findings were:

1. Clackamas County Government tax rates are significantly below Multnomah County (\$2.03 less) and slightly less than Washington County (\$0.41), and there would definitely be a tax shift with consolidation to Clackamas County residents. This tax shift would also occur in Washington County, but to a lesser extent.
2. The amount of the tax shift (increase) for Clackamas County residents would be \$12,336,005.00. However, if all consolidated agencies cut their property tax levies 10 percent, the tax shift (increase) would be \$8,440,417.00.
3. The typical tax increase for a \$100,000 home would be: \$104.11 inside of Metro's boundaries, and \$115.85 outside of Metro because Metro will now encompass all of Clackamas County.

If levies were reduced 10%, the typical tax increase for a \$100,000 home would be \$67.88 inside of Metro's boundaries and \$79.62 outside of Metro.

4. The increase in tax rate would throw the cities of Estacada, Gladstone, Milwaukie, and Oregon City above the Measure 5 \$10.00 cap and cause Sandy, Molalla and the portion of Portland in Clackamas County to go further above the \$10.00 limit. This actually reduces revenues for "existing" Clackamas County local governments within these seven cities. For example, fire districts, city governments, park districts, the Port of Portland, and cemetery districts would fall below existing funding levels.

If levies were reduced 10%, the increase in tax rate would not throw the cities of Estacada and Gladstone above the \$10.00 cap.

Judie Hammerstad, Chair

July 22, 1992

Page 2

5. A by-product of the consolidation would be more revenue for taxing districts in the City of Portland in Multnomah County. Their county government tax rate would be lower by about \$1.00 or \$1.35 (10% reduction scenario). For example, the City of Portland would gain considerable revenue because their consolidated tax rate of \$11.86 (1991-92 actual) would fall, and they would receive a bigger share of the \$10.00 Measure 5 pie.

Attachments

RE:rc

**TRI-COUNTY CONSOLIDATION**

<u>1991 CERTIFIED LEVIES</u> (1991-92 Tax Year)	<u>SCHOOL</u>	<u>GOVERNMENT</u>	<u>NON-LIMITED</u>	<u>TOTAL</u>
Washington		42,681,221.00	911,372.00	43,592,593.00
Clackamas		29,646,113.00		29,646,113.00
Multnomah		104,802,930.00		104,802,930.00
Metro		5,406,000.00	5,639,400.00	11,045,400.00
Tri-Met		0.00		0.00
<b>TOTAL LEVIES</b>	<b>0.00</b>	<b>182,536,264.00</b>	<b>6,550,772.00</b>	<b>189,087,036.00</b>
Washington		385,704.57	8,208.02	393,912.59
Clackamas		19,382.78	0.00	19,382.78
Multnomah		52,341.61	0.00	52,341.61
Metro		11,990.51	12,508.20	24,498.71
Tri-Met		0.00		0.00
<b>TOTAL OFFSETS</b>	<b>0.00</b>	<b>469,419.47</b>	<b>20,716.22</b>	<b>490,135.69</b>
<b>NET LEVIES</b>	<b>0.00</b>	<b>182,066,844.53</b>	<b>6,530,055.78</b>	<b>188,596,900.31</b>
<b>TAX RATES</b> (Per \$1,000 of Assessed Value)	<b>0.0000</b>	<b>3.6147</b>	<b>0.1296</b>	<b>3.7443</b>
<u>ASSESSED VALUE</u>				
CLACKAMAS COUNTY		12,026,985,980		
MULTNOMAH COUNTY		23,326,062,673		
WASHINGTON COUNTY		15,014,277,579		
<b>TOTAL ASSESSED VALUE</b> <b>FOR RATE CALCULATION</b>		<b>50,367,326,232</b>		

**TRI-COUNTY CONSOLIDATION cont.**

**1991 CERTIFIED LEVIES**

<u>COUNTY</u>		<u>OLD RATE</u>	<u>NEW RATE</u>	<u>DIFFERENCE</u>
Clackamas	Government	2.5807	3.6147	1.0340
	Non-Limited	<u>0.1225</u>	<u>0.1296</u>	<u>0.0071</u>
		2.7032	3.7443	1.0411
Washington	Government	2.9343	3.6147	0.6804
	Non-Limited	<u>0.1826</u>	<u>0.1296</u>	<u>-0.0530</u>
		3.1169	3.7443	0.6274
Multnomah	Government	4.6081	3.6147	-0.9934
	Non-Limited	<u>0.1225</u>	<u>0.1296</u>	<u>0.0071</u>
		4.7306	3.7443	-0.9863

For ease of comparison, the old and new rate for "government" includes Metro's levy. Calculations for the "non-limited" category (bonds) assumes all residents of the new county would pay for any prior bonded debt incurred.

Clackamas property currently out of Metro's boundaries.

The increase would be 11.74 cents greater here because of the additional cost of Metro.

$$1.0411 + .1174 = \$1.1585 \text{ Tax Rate Increase}$$

25.32% of Clackamas property is outside of Metro

**Additional amount paid by Clackamas County Residents \$12,336,005.00**

**Additional Payment by \$100,000 Home:**

Inside Metro's Boundaries = \$104.11\*

Outside Metro's Boundaries = \$115.85\*

\*Applies to all County property (84.8%) below the Measure 5 cap of \$10.00. The tax increase on a \$100,000 home for those cities above the M-5 limit is:

Estacada	\$88.45	Molalla	\$ 0.00	Sandy	\$0.00
Gladstone	\$94.16	Oregon City	\$61.41		
Milwaukie	\$46.18	Portland	\$ 0.00		



TRI-COUNTY CONSOLIDATION cont.

PROJECTED TAX RATE FOR GENERAL GOVERNMENT FOR 1991-92

INCORPORATED CITIES	PREDOMINATE TAX CODE	OLD RATE	NEW RATE	MEASURE 5 LIMIT	TAX INCREASE
Barlow	086-009	4.5097	5.6611		1.1514
Canby	086-002	8.5722	9.7236		1.1514
Estacada	108-002	9.1226	10.2740	10.00	0.8774
Gladstone	115-040	9.0655	10.0995	10.00	0.9345
Happy Valley	012-018	8.2453	9.2793		1.0340
Johnson City	012-130	6.8991	7.9331		1.0340
Lake Oswego	007-021	7.3837	8.4177		1.0340
Milwaukie	012-002	9.5453	10.5793	10.00	0.4547
Molalla	035-002	10.8444	11.9958	10.00	0.0000
Oregon City	062-002	9.3930	10.4270	10.00	0.6070
Portland	012-019	11.5153	12.5493	10.00	0.0000
Rivergrove	007-044	4.7067	5.7407		1.0340
Sandy	046-002	10.6999	11.8513	10.00	0.0000
Tualatin	304-002	7.6549	8.6889		1.0340
West Linn	003-002	6.6187	7.6527		1.0340
Wilsonville	003-023	5.8738	6.9078		1.0340

For those cities above \$10.00, the total revenue loss due to Measure 5 would be \$1,009,606.00. This consolidation throws four more cities above the M-5 limits and causes loss of revenue for all Clackamas County local governments within these cities. The actual M-5 loss (prior to consolidation) for 1991-92 was only \$121,026.66

TRI-COUNTY CONSOLIDATION cont.

UNINCORPORATED AREAS	PREDOMINATE TAX CODE	OLD RATE	NEW RATE	MEASURE 5 LIMIT	TAX INCREASE
North Clackamas	012-047	7.4977	8.5317		1.0340
Welches	013-005	4.9938	6.1452		1.1514
Redland	116-002	5.5354	6.6868		1.1514
Colton	053-006	4.9821	6.1335		1.1514
Sandy	046-013	5.9475	7.0989		1.1514
Beavercreek	062-015	5.0610	6.2124		1.1514
Estacada	108-006	5.3045	6.4559		1.1514
Tualatin	304-001	4.6820	5.7160		1.0340

Increase in tax rate of 1.0340 for areas currently within the Metro boundaries and an increase of 1.1514 for areas not in Metro.

All of the unincorporated areas of Clackamas County are below the Measure 5 cap of \$10.00.

**TRI-COUNTY CONSOLIDATION LESS 10%**

Metro's resolution 92-1650 stated that a 10% reduction in total expenditures would occur in the first fiscal year. Thus, this example reduced current property levies by 10%.

<u>1991 CERTIFIED LEVIES</u>	<u>SCHOOL</u>	<u>GOVERNMENT</u>	<u>NON-LIMITED</u>	<u>TOTAL</u>
Washington		38,413,098.90	911,372.00	39,324,470.90
Clackamas		26,681,501.70		26,681,501.70
Multnomah		94,322,637.00		94,322,637.00
Metro		4,865,400.00	5,639,400.00	10,504,800.00
Tri-Met		0.00		0.00
<b>TOTAL LEVIES</b>	0.00	164,282,637.60	6,550,772.00	170,833,409.60
Washington		385,704.57	8,208.02	393,912.59
Clackamas		19,382.78	0.00	19,382.78
Multnomah		52,341.61	0.00	52,341.61
Metro		11,990.51	12,508.20	24,498.71
Tri-Met		0.00		0.00
<b>TOTAL OFFSETS</b>	0.00	469,419.47	20,716.22	490,135.69
<b>NET LEVIES</b>	0.00	163,813,218.13	6,530,055.78	170,343,273.91
<b>TAX RATES</b> (Per \$1,000 of Assessed Value)	0.0000	3.2524	0.1296	3.3820

ASSESSED VALUE

CLACKAMAS COUNTY	12,026,985,980
MULTNOMAH COUNTY	23,326,062,673
WASHINGTON COUNTY	15,014,277,579
<b>TOTAL ASSESSED VALUE FOR RATE CALCULATION</b>	<b>50,367,326,232</b>

TRI-COUNTY CONSOLIDATION LESS 10% cont.

1991 CERTIFIED LEVIES

<u>COUNTY</u>		<u>OLD RATE</u>	<u>NEW RATE</u>	<u>DIFFERENCE</u>
Clackamas	Government	2.5807	3.2524	0.6717
	Non-Limited	0.1225	0.1296	0.0071
		<u>2.7032</u>	<u>3.3820</u>	<u>0.6788</u>
Washington	Government	2.9343	3.2524	0.3181
	Non-Limited	0.1826	0.1296	-0.0530
		<u>3.1169</u>	<u>3.3820</u>	<u>0.2651</u>
Multnomah	Government	4.6081	3.2524	-1.3557
	Non-Limited	0.1225	0.1296	0.0071
		<u>4.7306</u>	<u>3.3820</u>	<u>-1.3486</u>

Clackamas property currently out of Metro's boundaries:

The increase would be 11.74 cents greater here because of the additional cost of Metro.

$$0.6788 + .1174 = \$0.7962 \text{ Tax Rate Increase}$$

Additional amount paid by Clackamas County Residents \$8,440,417.00:

Additional payment by \$100,000 home:

Inside of Metro Boundaries = \$67.88\*

Outside of Metro Boundaries = \$79.62\*

\*Applies to all County property (87.4%) below the Measure 5 cap of \$10.00. The tax increase on a \$100,000 home for those cities above the M-5 limit is:

Milwaukie	\$46.18	Molalla	\$0.00	Oregon City	\$61.41
Portland	\$ 0.00	Sandy	\$0.00		

TRI-COUNTY CONSOLIDATION LESS 10% cont.

PROJECTED TAX RATE FOR GENERAL GOVERNMENT FOR 1991-92

INCORPORATED CITIES	PREDOMINATE TAX CODE	OLD RATE	NEW RATE	MEASURE 5 LIMIT	TAX INCREASE
Barlow	086-009	4.5097	5.2988		.7891
Canby	086-002	8.5722	9.3613		.7891
Estacada	108-002	9.1226	9.9117		.7891
Gladstone	115-040	9.0655	9.7372		.6717
Happy Valley	012-018	8.2453	8.9170		.6717
Johnson City	012-130	6.8991	7.5708		.6717
Lake Oswego	007-021	7.3837	8.0554		.6717
Milwaukie	012-002	9.5453	10.2170	10.00	.4547
Molalla	035-002	10.8444	11.6335	10.00	0.0000
Oregon City	062-002	9.3930	10.0647	10.00	.6070
Portland	012-019	11.5153	12.1870	10.00	0.0000
Rivergrove	007-044	4.7067	5.3784		.6717
Sandy	046-002	10.6999	11.4890	10.00	0.0000
Tualatin	304-002	7.6549	8.3266		.6717
West Linn	003-002	6.6187	7.2904		.6717
Wilsonville	003-023	5.8738	6.5455		.6717

For those cities above \$10.00, the total revenue loss due to Measure 5 would be \$401,818.19. This consolidation throws two more cities above the M-5 limits and causes loss of revenue for all Clackamas County local governments within these cities. The actual M-5 loss (prior to consolidation) for 1991-92 was only \$121,026.66

TRI-COUNTY CONSOLIDATION LESS 10% cont.

UNINCORPORATED AREAS	PREDOMINATE TAX CODE	OLD RATE	NEW RATE	MEASURE 5 LIMIT	TAX INCREASE
North Clackamas	012-047	7.4977	8.1694		.6717
Welches	013-005	4.9938	5.7829		.7891
Redland	116-002	5.5354	6.3245		.7891
Colton	053-006	4.9821	5.7712		.7891
Sandy	046-013	5.9475	6.7366		.7891
Beavercreek	062-015	5.0610	5.8501		.7891
Estacada	108-006	5.3045	6.0936		.7891
Tualatin	304-001	4.6820	5.3537		.6717

Increase in tax rate of 0.6717 for areas currently within the Metro boundaries and an increase of 0.7891 for areas not in Metro.

All of the unincorporated areas of Clackamas County are below the Measure 5 cap of \$10.00.

SOLID WASTE COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 92-1654, FOR THE PURPOSE OF MAKING AREAS OUTSIDE THE METRO BOUNDARY ELIGIBLE TO RECEIVE "METRO CHALLENGE" GRANTS

-----  
Date: July 22, 1992

Presented by: Councilor Hansen

Committee Recommendation: At the July 21 meeting, the Committee voted 4-0 to recommend Council adoption of Resolution No. 92-1654. Voting in favor: Councilors Buchanan, Hansen, McFarland and Van Bergen. Councilor Wyers was excused.

Committee Issues/Discussion: Debbie Gorham and Steve Kraten, Solid Waste Reduction Staff, explained that the principal issue addressed in the resolution is the question of equitable access to the "Metro Challenge" grant program. For the current physical year the program has \$500,000 in funding. These funds are used to assist local governments in funding recycling and waste reduction programs. The funds are divided based on the population of the jurisdiction, but the program is presently limited to the population of jurisdictions within Metro's boundaries.

The resolution would permit jurisdictions outside of Metro's boundaries to have access to the program, provided that their garbage is processed through a Metro disposal facility. The principal areas affected by the resolution are portions of rural Clackamas County, including the city of Sandy. Applications for grant funding for these areas may come from Clackamas County for the unincorporated areas or from affected cities.

Two other issues that were addressed in the staff report, but not in the resolution, also were discussed by the committee. These issues were the proration of grants and the compliance review process. Historically, the solid waste staff has prorated grants when a jurisdiction has been late in submitting information required for approval of their local programs, though staff has exercised some flexibility depending on the reason for the delay. (For example, Washington County must obtain approval of its program by 11 cities.)

Kraten explained that, in order to receive grant funding, each city and county must submit its annual recycling and waste reduction program for Metro approval. These programs must meet the requirements of Metro's annual local government waste reduction program which is approved by the Council and the new mandates of 1991 state recycling legislation. In past years, these programs have been reviewed by Kraten and Gorham who have made recommendations to the department director. The director has made the final decision concerning local program approval.

Councilors McFarland and Van Bergen expressed concern about the "looseness" of the review criteria and process. Kraten explained that it is the department's intention to form a committee to review local programs that would include department staff and a representative of DEQ. Several councilors suggested that the council be represented on this committee, either by a councilor or by council staff. Bob Martin and Ms. Gorham had no objection.

Councilor Hansen noted that the review process has become more difficult as the scope of recycling and waste reduction programs has become more complex. She suggested that staff may want to include local government representatives on the review committee. Kraten expressed concern that local governments should not be in a position to approve their own programs. Councilor Hansen suggested that the department may want to consider the same process used to form the permanent enhancement committees to structure the program review committee.



Council  
7/23/92  
6.8

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF DETERMINING	)	RESOLUTION NO. 92-1660
THAT THE CHARTER PROPOSED BY THE	)	
METRO CHARTER COMMITTEE BE	)	Introduced by the
INCLUDED IN THE STATE VOTERS'	)	Governmental Affairs Committee
PAMPHLET	)	

WHEREAS, ORS 251.285 requires that the determination to include any district measure, ballot title, an explanatory statement, and arguments in the state Voters' Pamphlet for any district measure other than a measure referred or initiated by the voters shall be made by the Council of the Metropolitan Service District; and

WHEREAS, The Metro Charter Committee intends to place a district measure on the November 3, 1992, ballot; and

WHEREAS, The Chair of the Committee has requested that the measure, ballot title, an explanatory statement, and arguments be included in the state Voters' Pamphlet; now, therefore,

BE IT RESOLVED,

1. That the Metro Council determines that the measure, ballot title, an explanatory statement, and arguments regarding a charter placed on the November 3, 1992, ballot by the Metro Charter Committee should be included in the state Voters' Pamphlet.

2. That the Executive Officer and General Counsel shall take all actions required by Metro Code Chapter 2.10 and ORS 251.285 to ensure that the purpose of this Resolution is accomplished.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_ day of July, 1992.

---

Jim Gardner, Presiding Officer

g1  
1099

GOVERNMENTAL AFFAIRS COMMITTEE REPORT

---

RESOLUTION NO. 92-1660, DETERMINING THAT THE CHARTER PROPOSED BY THE METRO CHARTER COMMITTEE BE INCLUDED IN THE STATE VOTERS' PAMPHLET

---

Date: July 22, 1992

Presented by: Councilor Devlin

**COMMITTEE RECOMMENDATION:** At its July 21, 1992 meeting the Governmental Affairs Committee voted 3-0 to recommend Council adoption of Resolution No. 92-1660. Voting were Councilors Collier, Devlin, and Gronke. Councilors Bauer and Wyers were absent.

**COMMITTEE DISCUSSION/ISSUES:** General Counsel Dan Cooper distributed copies of Resolution 92-1660. Chair Collier summarized the resolution as she understood it, saying that it came to the committee at the request of the Charter Committee. The Charter Committee's deadlines for having the Charter - and arguments for and against it - included in the Voter's Pamphlet require Council approval of the resolution at the July 23 Council meeting. Chair Collier asked whether the Governmental Affairs Committee was empowered to consider the resolution and pass it to the Council without referral from the Presiding Officer. Mr. Cooper said the committee could do so under the Council's rules, provided it was introduced by the committee rather than by a single Councilor or the Executive Officer. The Presiding Officer then has the discretion to determine when the matter would be placed on a Council agenda.

Councilor Devlin asked Mr. Cooper to explain what was meant by the term "arguments" in the first point under "Be It Resolved." Mr. Cooper replied that this refers to statements in support or opposition to the measure which may be included in the Voter's Pamphlet, following payment of the prescribed fee and in accordance with the Secretary of State's procedures for filing such statements; any statement which conforms with the procedures is included in the Voter's Pamphlet without any change. There is no circumstance in which either the explanatory statement or arguments could be included in the Voter's Pamphlet without providing for inclusion of the other.

Councilor Devlin asked if it was the responsibility of the Charter Committee to provide the explanatory statement. Mr. Cooper replied that it is not the Charter Committee's responsibility to do so. It is the responsibility of Metro's General Counsel to provide an explanatory statement for all District measures. Councilor Devlin asked who will approve the statement Mr. Cooper writes. Mr. Cooper said the Metro Code procedures require his office to prepare the statement and file it with the Executive Officer, who then publishes notice. If nobody objects, the statement stands as written; if someone objects, the Multnomah County Circuit Court decides the final language.

Councilor Van Bergen asked if the legislature, in creating the Charter Committee, mandated that Metro be the vehicle for ensuring the Charter measure be included in the Voter's Pamphlet. Mr. Cooper said the legislature mandated the Charter measure be a measure of the Metropolitan Service District, and that there is no provision in state law for it to get into the Voter's Pamphlet other than through the method prescribed in Resolution 92-1660.

Council Analyst Casey Short asked whether the committee was authorized to take action without having provided public notice that the resolution was to be considered. Mr. Cooper said that Oregon's public meeting law specifically allows for a public body to consider at a meeting for which legal notice has been given, any matter that is not on the agenda.

COUNCIL DEPARTMENT STAFF REPORT

RESOLUTION NO. 92-1658, FOR THE PURPOSE OF ACCEPTING THE  
CORRECTED MAY 19, 1992, PRIMARY ELECTION ABSTRACT OF VOTES  
FOR METROPOLITAN SERVICE DISTRICT COUNCIL DISTRICT 4

Date: July 20, 1992

Presented by: Councilor Jim Gardner

FACTUAL BACKGROUND AND ANALYSIS:

A primary election was held on May 19, 1992, for Council District positions 2, 3, 4, 5, 9, 10, 11 and 13 and Resolution No. 92-1635, For the Purpose of Accepting the May 19, 1992, Primary Election Abstract of Votes of the Metropolitan Service District was adopted on June 25, 1992.

A subsequent recount of the vote requested by Councilor Richard Devlin revealed a data entry error in one precinct in Councilor Devlin's favor. A complete recount of District 4 precinct votes meant Councilor Devlin was re-elected to a four-year term as that district's representative.

The Multnomah County Elections Division has since sent the District a corrected abstract of the vote and Resolution No. 92-1658 accepts the corrected abstract and corrects previously adopted Resolution No. 92-1635.

VICKI K. ERVIN  
Director of Elections



1040 S.E. Morrison St.  
Portland, Oregon 97214-2495  
(503)248-3720  
(503)248-3719 FAX  
(503)248-3729 TDD

July 16, 1992

Rena Cusma, Executive Officer  
Metropolitan Service District  
2000 SW First Ave  
Portland, OR 97201

RECEIVED  
JUL 20 1992  
METRO SERVICE DISTRICT  
EXECUTIVE MANAGEMENT

Dear Ms. Cusma:

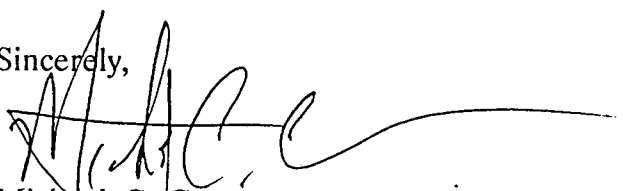
On June 8, 1992, Multnomah County Elections Division certified to the Metropolitan Service District the Election Results for those Councilor positions that appeared on the May Primary Election. Following your Canvass of Votes we mailed Certificates of Election for those Councilors elected, which included Audrey Castile as Councilor, District 4.

On June 23rd a Demand of Recount was filed with the Secretary of State Elections Division for a partial recount of the precincts within District 4. This was followed by a second Demand of Recount for another partial recount of the precincts within District 4, followed by a final Demand of Recount for the remaining precincts within District 4.

During the Recount process an error in the rotation of candidates was revealed in precinct 1546, Multnomah County. The original abstract showed Audrey Castile with 192 votes and Richard Devlin with 121 votes. In precinct 1546, the ballot was printed correctly with Richard Devlin as the first candidate and Audrey Castile as the second candidate. This is rotation 2 which is correct for precinct 1546; however, the vote tally system was programmed to count rotation 1 which would be Audrey Castile as the first candidate and Richard Devlin as the second candidate. This data entry error caused the vote count to be reversed in precinct 1546. Therefore, after the recount, in precinct 1546, Audrey Castile received 121 votes (for a loss of 71 votes) and Richard Devlin received 192 votes (for a gain of 71 votes).

Enclosed you will find copies of the Abstract of Recount for Clackamas, Multnomah and Washington Counties. Following any recount of all the precincts within a district, the Abstract of Recount is certified as the Official Election Results for the office recounted. We have included the Certificate of Election for Richard Devlin, Councilor District 4, Metropolitan Service District.

Sincerely,

  
Michael C. Cox  
Assistant Director

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ACCEPTING ) RESOLUTION NO. 92-1658  
THE CORRECTED MAY 19, 1992, )  
PRIMARY ELECTION ABSTRACT OF ) Introduced by Presiding  
VOTES FOR METROPOLITAN SERVICE ) Officer Jim Gardner  
DISTRICT COUNCIL DISTRICT 4 )

WHEREAS, A Primary election was held in the Metropolitan Service District on May 19, 1992; and

WHEREAS, The position of a Metro Councilor representing District 4, as well as the positions of Metro Councilors representing Districts 2, 3, 5, 9, 10, 11 and 13, appeared on the Primary election ballot; and

WHEREAS, The ballots for District 4 were incorrectly tabulated declaring Audrey Castile the elected Councilor for District 4; and

WHEREAS, The Multnomah County Elections Division has notified the District of the correct vote declaring incumbent Councilor Richard Devlin the winner in District 4; and

WHEREAS, ORS 255.295 requires that Metro shall determine the result of the election upon receipt of the Abstract of Votes; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District has received the corrected Abstract of Votes of the May 19, 1992, Primary election attached hereto as Exhibit A.

2. That the results declared in Resolution No. 92-1635, For the Purpose of Accepting the May 19, 1992, Primary Election Abstract of Votes of the Metropolitan Service District, are corrected to reflect the results as stated in Exhibit A.

3. That the voters of District 4 have elected Richard Devlin to the position of Metro Councilor for a four-year term.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_ day of \_\_\_\_\_, 1992.

Jim Gardner, Presiding Officer



VOTE SUMMARY COMPARISON SHEET

<u>May Primary</u>	AUDREY CASTILE	RICHARD DEVLIN	UNDERVOTES	OVERVOTES
Clackamas	2,422	2,952	4,578	19
Multnomah	479	465	635	0
Washington	4,383	3,796	4,401	18
<hr/>				
TOTALS:	7,284	7,213	9,614	37
<u>Recount</u>				
Clackamas	2,424	2,952	4,568	19
Multnomah	406	540	633	0
Washington	4,379	3,798	4,409	11
<hr/>				
TOTALS:	7,209	7,290	9,610	30
VOTE CHANGE:	-75	+77	-4	-7