600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736

METRO

\*\*\*SPECIAL MEETING

DATE:

August 25, 1993\*

MEETING:

Metro Council Wednesday\*

DAY: TIME:

3:30 p.m.\*

PLACE:

Metro Council Chamber

Approx.

Time\*

Presented

By

CALL TO ORDER/ROLL CALL

1. NON-REFERRED RESOLUTIONS

3:30 (15 min.)

1.1 Resolution No. 93-1841, A Resolution Amending Metro Resolution No. 93-1794 and Determining Certain Matters with Respect to the Issuance of Metro Waste Disposal System Refunding Revenue Bonds (Metro Central Transfer Station Project), 1993 Series A (Action Requested: Motion to Adopt the Resolution)

Mr. Cooper/ Mr. Prosser

3:45

**ADJOURN** 

<sup>\*</sup> All times listed on this agenda are approximate; items may not be considered in the exact order listed.

#### **STAFF REPORT**

CONSIDERATION OF RESOLUTION NO. 93-1841 AMENDING RESOLUTION NO. 93-1794 AND DETERMINING CERTAIN MATTERS WITH RESPECT TO THE ISSUANCE OF METRO WASTE DISPOSAL SYSTEM REFUNDING REVENUE BONDS (METRO CENTRAL TRANSFER STATION PROJECT), 1993 SERIES A.

Date: August 24, 1993 Presented by: Craig Prosser and Dan Cooper

#### FACTUAL BACKGROUND AND ANALYSIS

On August 18, 1993, Metro entered into a contract with PaineWebber Incorporated, to sell \$12,895,000 of bonds to refund a portion of Metro's outstanding Waste Disposal System Revenue Bonds (Metro East Transfer Station Project), 1990 Series A. The terms of the sale produce total gross savings to Metro over the life of the new bonds in excess of \$1.1 million, and net present value savings of approximately \$665,000. The savings ratio of 5.15% is well above the state's legally required minimum of 3% and above Finance and Management Information Department's goal of 4%.

The terms of this sale were structured to take full advantage of the conditions that existed in the market last week. To complete this sale, two of the terms established in the initial authorizing Resolution (93-1794) need to be amended to reflect the current structure. The proposed amendment to Resolution 93-1794 implements this new structure.

First, Resolution 93-1794 established that the dated date of the bonds be the first day of the month in which the bonds are issued. Bonds will be delivered on September 2, 1993; therefore, under the terms of Resolution 93-1794, the bonds should be dated September 1,1993. Unfortunately, there are a significant number of institutional and retail investors who will not purchase bonds that are not accruing interest on the date they are offered for sale (in this case, August 18, 1993). If the Resolution is not amended to move the dated date of the bonds to August 15, 1993, Metro may lose some of the bond sales which produced the savings from this issue and, therefore, may end up paying a higher interest rate on the bonds.

Second, Resolution 93-1794 established that the final maturity date of the bonds would be no later than January 1, 2011. This provision was drafted at a time when the financing team assumed that the new bond issue would have the same general structure as the old bond issue. The old bond issue has semi-annual maturities of principal, with the final maturity on January 1, 2011. At the time of pricing of the bonds, the underwriter advised Metro that semi-annual maturities created bonds too small to generate good investor interest. The structure was therefore altered to include annual principal payments, maturing on July 1. Setting the final maturity date at July 1, 2011, also creates a more uniform savings pattern for Metro. This structure results in annual savings of \$80,000 to \$85,000.

Staff Report - Resolution No. 93-1841 Page 2

## **EXECUTIVE OFFICER'S RECOMMENDATION**

The Executive Officer recommends approval of Resolution No. 93-1841.

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# **METRO**

## RESOLUTION NO. 93-1841 OF THE METRO COUNCIL

A Resolution amending Metro Resolution No. 93-1794 and determining certain matters with respect to the issuance of Metro Waste Disposal System Refunding Revenue Bonds (Metro Central Transfer Station Project), 1993 Series A.

Adopted by the Metro Council on August 25, 1993 Effective on August 25, 1993

## RESOLUTION NO. 93-1841

A Resolution amending Metro Resolution No. 93-1794 and determining certain matters with respect to the issuance of Metro Waste Disposal System Refunding Revenue Bonds (Metro Central Transfer Station Project), 1993 Series A.

#### BE IT RESOLVED BY THE METRO COUNCIL AS FOLLOWS:

Section A. Findings. The Metro Council hereby finds and determines the matters set forth below in this Section A.

- (1) Political Subdivision. Metro is a metropolitan service district and political subdivision organized and existing under and pursuant to the laws of the State of Oregon and the Charter of Metro (the "Charter").
- (2) The 1990 Bonds. Pursuant to the Metro Ordinance No. 89-319, enacted on November 21, 1989 (the "1989 Master Ordinance"), and Metro Ordinance No. 90-321, enacted on February 22, 1990, Metro issued its Waste Disposal System Revenue Bonds (Metro East Transfer Station Project), 1990 Series A in an original aggregate principal amount of \$28,500,000 (the "1990 Bonds"), such bonds having been issued for the purpose of financing the acquisition, construction and installation of the facility now known as the Metro Central Transfer Station. There remain outstanding 1990 Bonds in the aggregate principal amount of \$26,765,000 maturing or being subject to mandatory sinking fund redemption on January 1 and July 1 of each year, 1992 through 2011 (inclusive), with the 1990 Bonds maturing on or after July 1, 2000 (other than the 1990 Bonds maturing on January 1, 2002 through July 1, 2007) being subject to redemption prior to maturity at the option of Metro on January 1, 2000 at a redemption price equal to the principal amount of the 1990 Bonds to be redeemed plus accrued and unpaid interest thereon to the date of redemption plus a premium equal to 2% of the principal amount to be redeemed.
- (3) The 1993 Bonds. Pursuant to the Authority granted to Metro by Title VIII of the Metro Code, and 1989 Master Ordinance as modified, supplemented and amended by Metro Ordinance No. 93-495 enacted on April 22, 1993 (the 1989 Master Ordinance, as so modified, supplemented and modified being referred to herein as the "Ordinance"), the Council adopted Resolution No. 93-1794 (the "1993 Bonds Authorizing Action") on May 13, 1993, authorizing the issuance of Metro's Waste Disposal System Refunding Revenue Bonds (Metro Central Transfer Station Project), 1993 Series A (the "1993 Bonds").

- (4) Certain Provisions of the Authorizing Action. In the 1993 Bonds Authorizing Action, the Council declared that the 1993 Bonds should be dated as of the first date of the month in which they were to be issued and that the final maturity for the 1993 Bonds should be no later than January 1, 2011.
- (5) Scheduled Date of Issuance of 1993 Bonds. The 1993 Bonds are scheduled to be issued and delivered on September 2, 1993.
- (6) Savings to be Obtained by Changing Certain Provisions of the Authorizing Action. Public Financial Management, Inc., Metro's financial advisor for the 1993 Bonds, has advised the Council that due to current markets conditions the savings available to Metro will be maximized by setting the dated date for the 1993 Bonds on August 15, 1993, to allow the 1993 Bonds to be issued with accrued interest and by extending the final maturity date for the 1993 Bonds from January 1, 2011 to July 1, 2011.
- (7) Authority to Amend Resolution No. 93-1794. Pursuant to Title VIII of the Metro Code and the Ordinance, this resolution shall constitute an Authorizing Action and an amendment to the 1993 Bonds Authorizing Action.

Section 101. Amendment of 1993 Bonds Authorizing Action. The 1993 Bonds Authorizing Action is hereby amended and modified as follows:

1. Section 202 of the 1993 Bonds Authorizing Action is amended to read as follows:

Section 202. Interest Rates, Maturity Dates, Serial Bonds, Term Bonds and Mandatory Redemption Schedules for the 1993 Refunding Bonds. The 1993 Refunding Bonds shall bear interest at such rate or rates and mature on such dates and in such principal amounts as shall be established and determined by the Executive Officer upon the sale thereof as provided in and pursuant to Section 401 hereof; provided that in no event shall the final maturity date of the 1993 Refunding Bonds be later than July 1, 2011. The aggregate principal amounts of the 1993 Refunding Bonds to be issued as Term Bonds and Serial Bonds and the Mandatory Redemption Schedule for the 1993 Refunding Bonds issued as Term Bonds shall be established and determined by the Executive Officer upon the sale of the 1993 Refunding Bonds as provided in and pursuant to Section 401 hereof.

- 2. Section 203 (a) of the 1993 Bonds Authorizing Action is amended to read as follows:
- (a) Denominations, Numbering and Dating. The 1993 Refunding Bonds shall be issued in Authorized Denominations. Each 1993 Refunding Bond shall be dated August 15, 1993. Each 1993 Refunding Bond also shall bear its date of authentication as noted thereon by the Master Trustee and shall be numbered consecutively in the order in which it is authenticated by the Master Trustee.
- Section 2. Governing Law. This Authorizing Action shall be interpreted governed by and construed under the laws of the State of Oregon, including the Act, as if executed and to be performed wholly within the State of Oregon.
- Section 3. Headings Not Binding. The headings in this Authorizing Action are for convenience only and in no way define, limit or describe the scope or intent of any provisions or sections of this Authorizing Action.
- Section 4. Effectiveness of This Authorizing Action. This Authorizing Action shall, except as otherwise provided by law, become effective immediately upon adoption.

## Certification of Resolution

the Metro Council and the duly appointed, qu foregoing is a true and complete copy of Resolu	ition No. 93-1841 as adopted by the Met	ro Council at a
meeting duly called and held in accordance with of the Council voted in favor of said Resolution:		lowing members
		·
the following members of the Council voted again	inst said Resolution:	
and the following member of the Council abstair	ued from evoting on said Pecolutions	
——————————————————————————————————————		
In witness whereof, the undersigned h August, 1993.	ave hereunto set their hands as of this	day of
	Attest:	
Roger Buchanan,	Paulette Allen,	
Roger Buchanan,  Metro Council Deputy Presiding Officer	Paulette Allen, Clerk of the Metro Counc	il

#### STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 93-1841 AMENDING RESOLUTION NO. 93-1794 AND DETERMINING CERTAIN MATTERS WITH RESPECT TO THE ISSUANCE OF METRO WASTE DISPOSAL SYSTEM REFUNDING REVENUE BONDS (METRO CENTRAL TRANSFER STATION PROJECT), 1993 SERIES A.

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The terms of this sale were structured to take full advantage of the conditions that existed in the market last week. To complete this sale, two of the terms established in the initial authorizing Resolution (93-1794) need to be amended to reflect the current structure. The proposed amendment to Resolution 93-1794 implements this new structure.

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Staff Report - Resolution No. 93-1841 Page 2

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Adopted by the Metro Council on August 25, 1993 Effective on August 25, 1993

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- Section 203 (a) of the 1993 Bonds Authorizing Action is amended to read as follows:
- (a) **Denominations, Numbering and Dating.** The 1993 Refunding Bonds shall be issued in Authorized Denominations. Each 1993 Refunding Bond shall be dated **August 15, 1993**. Each 1993 Refunding Bond also shall bear its date of authentication as noted thereon by the Master Trustee and shall be numbered consecutively in the order in which it is authenticated by the Master Trustee.
- Section 2. Governing Law. This Authorizing Action shall be interpreted governed by and construed under the laws of the State of Oregon, including the Act, as if executed and to be performed wholly within the State of Oregon.
- Section 3. Headings Not Binding. The headings in this Authorizing Action are for convenience only and in no way define, limit or describe the scope or intent of any provisions or sections of this Authorizing Action.
- Section 4. Effectiveness of This Authorizing Action. This Authorizing Action shall, except as otherwise provided by law, become effective immediately upon adoption.

## Certification of Resolution

the Metro Council and the duly appointed, que foregoing is a true and complete copy of Resolu	are the duly elected and acting Deputy Presiding Officer of valified and acting Clerk of the Metro Council; that the ution No. 93-1841 as adopted by the Metro Council at a law on August 25, 1993; and that the following members
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the following members of the Council voted again	inst said Resolution:
and the following member of the Council abstain	ned from voting on said Resolution:
In witness whereof, the undersigned h August, 1993.	ave hereunto set their hands as of this day of
	Attest:
Roger Buchanan, Metro Council Deputy Presiding Officer	Paulette Allen, Clerk of the Metro Council
Date:	Date:

Council 8/12/93 3·1

Memo To: Metro Council From: Legislative staff Date: 13 August 1993

The following summary covers several of the major issues dealt with during the 1993 session of the Oregon Legislature. This report is preliminary only, as enrolled bills and the final legislative calendar are not yet available. We will provide a final report in greater detail to the Council in late August or early September as the final information becomes available.

#### **OREGON SALES TAX**

Three pieces of legislation comprise the Oregon Sales Tax Package. HJR10 is a constitutional amendment containing provisions that limit the sales tax. This is the actual measure that will be presented to voters. HB 2500 spells out the details of the tax proposal and HB 3677, outlines the details of the November 9, 1993 election at which Oregonians will decide the fate of the sales tax package..

### HJR10, asks voters to approve:

(a) a <u>limitation</u> on any future state general retail sales and complementary use tax of five percent. (The people will vote on "limits" surrounding the tax, not the actual tax itself.)

(b) exemptions from such a tax, to the extent defined in HB 2500, for food for home consumption, housing, water, light, heat, power, prescription medicine, motor fuel, essential services and farm animals, feed, seed and fertilizer. (Water purchased from other agencies and sales of water by both public and private water providers, will be exempt from the tax.)

- (c) a <u>preemption</u> on any county, city or other unit of local government imposing a general retail sales or complimentary use tax. (Metro now has the authority to impose a general retail sales tax. If a statewide sales tax is approved in November, the only way Metro will be able to reclaim its authority is through an additional change in the Constitution which will require a statewide vote.)
- (d) <u>dedication</u> of sales tax moneys for public education programs up to and including community colleges.
- (e) abolition of property taxes for the public school system on owner-occupied principal residences. (School districts would not be able to levy the \$5.00 per \$1,000 RMV proposed under Ballot Measure 5. Taxes for bonded debt would continue to be levied. Ballot Measure 5's limits, as they apply to other classes of property, will be advanced by one year i.e. The \$5.00 cap will apply in 1994-95, rather than a year later.)
- (f) allocation of one-half of the lottery proceeds to education and the needs of Oregon's children. (Ports and other districts that now rely on the lottery for funding capital improvement projects to promote economic development activities around the state will be affected by this change.)
- (f) <u>re-authorization</u> of the key provisions of the proposal again in November 1998 if the tax is to continue beyond June 30 1999.

HB 2500, imposes a 5% retail sales and complementary use tax, lowers property taxes on owner occupied principal residences, provides an increased earned income credit for low income Oregonians and increases corporate income taxes

#### Sales Tax

The bill imposes a 5% tax on the privilege of selling <u>tangible personal property at retail</u>, or the privilege of using, in this state, tangible personal property purchased from a retailer for use in this state.

#### "Tax" excludes:

- (a) real property sales and rentals
- (b) intangibles e.g. stocks, bonds, notes etc.
- (c) services
- (d) sales for subsequent resale its a retail sales tax.

#### "Use" means both:

- (a) the leasing or renting of tangible personal property, and
- (b) tangible personal property used in Oregon, which was purchased out of state and not taxed by the state where purchased.

#### Water Sales Exempted

At Section 202, the bill says "the sales and use taxes <u>do not apply</u> to the gross receipts from the sale of, or to the use in this state of water, notwithstanding the use for which the water is sold or purchased. As used in this section water does not include ice (water frozen solid) or bottled water." (Water purveyors, both public and private, will not have to collect the sales tax on their water sales.)

#### Purchases by Government Agencies

At Section 215, the bill says that, if a unit of government provides a sales tax exemption certificate, the sales and use tax does not apply to articles purchased or used by a government in the conduct of its governmental functions. (Most articles purchased or used by most government agencies will not be subject to the sales and use tax.)

#### However the exemption from sales and use taxes does not extend to

(a) the purchase or use of any article used in the conduct of activities that are usually accounted for by using an "enterprise", or self-supporting fund, other than water utilities, transportation systems, electric or gas utilities, refuse, sewer or waste disposal utilities. (An agency that performs activities funded primarily by fees or charges and accounted for as a separate enterprise fund, may be required to pay a sales tax on all purchases made to carry out that activity, unless it is one of the enterprise types specifically excluded.)

- (b) materials that are components of an improvement on or to real property as part of a construction contract to erect, construct, alter or repair any building or other structure, project, development or other improvement on or to real property. (Materials e.g. inventory, fixtures etc., an agency buys for installation by its own work force will not be subject to sales tax. Materials that are part of any construction contract your agency enters into will be subject to sales tax. If your agency purchases materials under its tax-exempt status, and provides those materials to a contractor for installation, then the contractor's "use" of those materials is likely to be taxed. Section 116a.)
- (c) the purchase of vehicles, boats or aircraft. (Vehicles purchased or leased by <u>all</u> types of government agencies will be subject to sales and/or use taxes. This includes not only sedans and pickup trucks but also fire apparatus and other specialized vehicles, in fact anything that is registered to operate on public roads.)
- (d) all purchases made by a municipally operated electric light and power system under ORS 225.210.
- (e) all purchases made by a people's utility district, as defined in ORS 261.010 (PGE does not look kindly on the idea of the Rockwood People's Utility District, currently a water service provider, showing interest in taking over PGE's electric service in the area. As written, the bill imposes a sales and use tax on all people's utility district functions, not just those with electric-related functions. Water service customers in the Rockwood and Brookings-Harbor service areas will be unfairly treated under this proposal.)

### Sales by Government Agencies

Retail sales of tangible personal property by a unit of local government will usually incur a sales tax e.g. sales of vehicles; sales of tangible personal property becoming part of a real property improvement; retail sales of tangible personal property by non-excluded enterprise activities. Sales which can be construed as "casual or isolated" events may avoid the tax. Purchases from, or sales to, another government agency are not subject to the tax.

#### **Hospitals**

Section 216a exempts hospitals from the sales and use tax for articles essential to the diagnosis, cure, mitigation, treatment or prevention of disease or injury. (Hospitals will pay a sales or use tax on the purchase of vehicles, office or records equipment, office or records supplies, office furniture, communications equipment and other similar items.)

### Preemption on local general retail sales tax

Section 410 says that a general retail sales and complementary use tax upon the sale or use of tangible personal property shall not be imposed by any county, city, district or other municipal corporation or political subdivision of this state.

Impact on quasi-government activities

Section 419 makes it clear that sports and convention facilities commissions (ORS 263.290); mass transit financing authorities (ORS 391.600); authorities created to provide hospital facilities (ORS 441.580); housing authorities (ORS 456.225) and district improvement companies - including private water companies, (ORS 554.320) will have to pay general retail sales or complementary use taxes if they purchase tangible personal property at retail. (As indicated earlier, private water companies do not have to collect a sales tax on the sale of water to their customers.)

### **Property Taxes**

Section 474a eliminates, after June 30, 1993, the \$5.00 per \$1,000 Real Market Value (RMV) that school districts could raise locally, on owner occupied principal residences (homesteads) - with the exception of taxes to repay bonded indebtedness. For commercial property, second homes and other property, Ballot Measure 5 limits on school property taxes will be accelerated so that the cap of \$5.00 per \$1,000 (RMV) will apply for the 1994-1995 fiscal year and thereafter.

(Depending on your point of view, these property tax provisions create either a "homestead exemption", whereby homesteads will be effectively taxed at a lower rate than all other property, or a "split roll", which voters clearly rejected in November 1992, with the support of business interests who characterize this approach as unfair to other classes of property.

#### **Income Taxes**

Corporate income tax rates are increased by 1% to seven and six-tenths percent. Earned income tax credits are increased to provide additional relief for low income tax filers..

#### Other

General operative date for sales and use tax is May 1, 1994, provided HJR10, the constitutional limitation, is approved by the voters in November 1993.

If voters, in November 1998, do not authorize the continuance of the sales and use tax, then the major provisions of this bill are repealed as of June 30, 1999.

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HB 3677 suspends the regular November 2 election date, which would usually be a mail ballot, and establishes a special election date of November 9, 1993 to hold a "walk-in" vote on the sales tax. \$1.3 million has been appropriated to prepare a voter's pamphlet and conduct the election. Other governments with issues to place before their voters in November are also required to use the November 9 date.

#### REAL ESTATE TRANSFER TAXES

Pre-emption on local use of Real Estate Transfer Taxes continued until Jan 1, 1996 HB 2883, a bill submitted by the Oregon Realtors Association to continue an existing moratorium on the imposition of local real estate transfer taxes, was approved by the Legislature and is awaiting signature by the Governor. The Legislature created the moratorium in 1991, as part of a bill that established a statewide document recording fee to fund a higher level of performance in county assessor's offices throughout the state in the wake of Ballot Measure 5. Local governments have requested the Governor to veto HB 2833 on the grounds that it is special interest legislation and deprives localities of an appropriate source of revenue to fund local planning and growth management activities.

#### **OTHER "NICHE" TAXES**

Legislature does not pre-empt other "niche" revenue sources.

Mid-session proposals to pre-empt local government's ability to impose a broad range of "niche" taxes e.g. food & beverage, hotel/motel, packaged foods etc., and require restraint in submitting local financing issues to the voters did not materialize in bill form.

#### TAX COORDINATION

Current tax coordination planning extended

SB 59, which was one of the few Goldschmidt Committee bills to make through the Legislature, continues the practice of requiring all taxing agencies in a county to meet annually and assemble a tax coordination plan for the ensuing fiscal year.

The bill also directs the local government boundary commission in the Portland metropolitan area to encourage and facilitate mergers and consolidations among water providers located within a single river basin or other region and directs the 1995 Legislature to review regional planning efforts by metropolitan area water providers and see that efforts to merge and consolidate are proceeding.

#### INCREASED REVENUES FOR COUNTY PARK & RECREATION SITES

RV fees increased. Division of funds between state and county parks modified.

HB 3260 increases registration fees for travel trailers, campers and motor homes and increases the amount transferred for the maintenance, care and use of county park and recreation sites.

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#### **TRANSPORTATION**

One of the disappointments of the 1993 legislative session was the failure of the financing package for the Oregon Transportation Plan (OTP). This package, developed by a coalition of public and private agencies after the Oregon Transportation Commission adopted the OTP in September 1992, would have provided funding for the first phases of the minimum levels of inter modal service established by the plan. At the center of the financing package were a gas tax increase, an increase in vehicle registration fees, changes in aircraft fuel taxes and a request for lottery revenues. Bills in the package were introduced as HB 2415 through HB 2430 and HJR 7, a proposed constitutional amendment to allow the registration fee increase to be used more flexibly. Eventually, the proposals that appeared to have support were combined into HB 2871 which failed on the House floor on a vote of 24-36 on July 28.

Failure of the package is estimated to result in a \$400 million shortfall in funds to implement the OTP. Many a post-mortem will take place before the Transportation Commission and the coalition decide what, if anything, to present to the 1995 Legislature. Other interim activity includes an effort led by the Oregon Association of Rail Passengers to place on the ballot by initiative the contents of SJR 2 (which failed on the Senate floor in late April). SJR 2, which was supported by the Metro Council, would allow existing motor vehicle fees (both fuel tax and registration) to be used for alternative modes that reduce the traffic burden or pollution. Signature gathering has begun already.

#### **GENERAL GOVERNMENT**

Public Records. Neither bill introduced as a result of an interim study by the Public Records Advisory Council passed this legislative session and no other major changes to the public records law were made. SB 499, which revised confidentiality statutes for professional licensing boards, passed the Senate handily but was left in Committee on the House side. SB 500, which proposed a whole new policy framework for disclosure of public records, was the subject of extensive discussion and negotiation during the session as well as the interim. It was in this bill that Metro sought a general exemption for the Regional Land Information System (RLIS). Several times the Advisory Council had viewed the exemption favorably, but somehow, their decision never quite made it into bill language. When the bill died, in late May, a large number of private groups such as the Oregon Medical Association, were trying, and failing, to negotiate acceptable language on their own issues. There has been no indication that the issues will be re-visited this interim, but it is certainly possible that the Secretary of State's office, which chaired the Advisory Council, will want to try again next session.

<u>Elections</u>. Only minimal changes were made to the elections laws this session, of most significance to local governments, the June date for local elections was eliminated. SB 1072 which requires county voter pamphlets to include local candidates, including Metro, was passed. Under the new policy, the state voters' pamphlet will include only state candidates.

44 27

<u>Public Contracting</u>. Although a large number or public contracting bills were introduced, no changes to the public contracting law were made this session. House leadership determined midsession that public contracting issues should be the subject of interim discussion and the bills were never heard.

#### LAND USE ISSUES

#### Metro "RUGGO" Bill

At Metro's request, SB 392 was introduced which provided for LCDC acknowledgment of Metro regional goals and functional plans. The bill insures that Metro plans and policies are consistent with statewide goals and guidelines of LCDC, and thus uniformly enforceable through city and county comprehensive plans. The measure was signed by the Governor on July 27.

#### Omnibus Land Use Bill

The land use issue gaining most public attention during the session was HB 3661, which was introduced by Speaker Larry Campbell about halfway through the session. Early in the session, Representatives Ray Baum and Bob Repine began work on a comprehensive bill that would have made significant changes to LCDC policy and how the commission operated. This effort however, was short-circuited by Campbell, who introduced a bill drafted mainly by Dale Riddle, an attorney friend of Campbell's from Eugene.

The Campbell bill was passed by the House after several hearings, and went to the Senate committee chaired by Senator Ron Cease of Portland. Cease held several hearings and worked with representatives from the Governor's office, LCDC, local governments and others to craft a compromise measure. As the session neared an end, the budget of LCDC and the passage of HB 3661 became linked, as the House refused to pass a budget for the agency without passage of HB 3661. In the end, a compromise bill was passed, and the budget for the agency was passed with relatively few cuts.

In summary, HB 3661 does the following:

- --Allows counties to designate lots for single-family dwellings if the lot was owned by the current owner (or the owners deceased relatives and passed on to the current owner) prior to January 1, 1985 subject to several conditions. Conditions include that the land is not on "high value" farmland, not in game habitat area, consistent with local planning regulations and is less than 21 acres in size and bordered by tracts of similar size. Many other conditions are included that effectively make the provisions applicable to mainly tracts located east of the Cascade mountains and to very limited areas in size.
- --Allows dwellings on parcels of forest lands on tracts of 240 acres east of the Cascades and at least 160 acres west of the Cascades, subject to very specific growth standards. Again, the standards effectively limit the use of the law to lands east of the Cascades, and additional standards are required for rural fire protection and water storage.
- --Adds the replacement of existing dwellings to uses allowed in Exclusive Farm Use Zones.
  - -- Adds crushing and storage of aggregate to uses allowed in Exclusive Farm Use Zones.
- --Allows dwellings for non-farm related use in the Willamette Valley only if the dwelling will not significantly increase costs or change uses in surrounding farm or forest lands and if the

lot is on lands composed predominately of Class IV through Class VIII soils and the lot was created legally before January 1, 1993. Note: this standard makes it more difficult to create a non-farm dwelling in the Valley.

- -- Continues current statutes on marginal lands.
- --Adds a "right to farm" section to the statutes that limits private actions and local government actions to declare farm or forest practices to be nuisances or trespass. Includes the use of pesticides if the application of the pesticides is done in a reasonable and prudent manner. Applies to farm or forest lands outside of urban growth boundaries.
- --Requires Land Use Board of Appeals (LUBA) to affirm local government land use decisions interpreting the local government's plans and ordinances unless LUBA finds that the decision is inconsistent with express language in the plans and ordinances or policies and purposes of the ordinances or is contrary to state statute or land use goal or rule.
- --Overturns the LUBA decisions in the Smith and Von Lubken cases which dealt with approval of developments under unacknowledged comprehensive plans.
- --Establishes state policy that alternate dispute resolution techniques should be used whenever possible for resolving disputes arising over periodic review, comprehensive plan regulations and local interpretation issues.
- --Requires that at least one member of the LCDC shall be or "have been" an elected city official and that at least one member shall be an elected county official at the time of appointment.
- --Requires LCDC to review decisions of the Court of Appeals or Supreme Court affecting land use within 120 days of the decision to determine if changes in LCDC goals or polices are required.

Overall, it is not expected that HB 3661, which was signed by the Governor this week, will result in major changes to the Oregon land use program. It many cases the bill simply puts into statute common practice, and clarifies court cases.

#### **Developer Agreements**

At the request of the Home Builders Association of Metro Portland, a measure was introduced which established the option of "development agreements" for cities and counties to adopt with developers. The idea is to allow cities and counties to adopt binding agreements which will obligate the parties to a particular development type and pattern in exchange to giving the developer certainty that he or she may develop the land over a period of time without major changes.

At our request, the bill was amended in the Senate to provide that changes in federal, state and regional polices would require the agreement to be amended if the federal, state or regional polices, "render compliance with the agreement impossible, unlawful or inconsistent with such laws rules or policy."

### **Coordination Agreements**

The second major land use legislation piece adopted by the Legislature was SB 122, which was introduced by the Governor and the LCDC. The bill was developed over 15 months in the interim by a committee of broad interests. In summary, the measure provides that:

- --Statewide, "cooperative agreements" are to be adopted by cities, counties and special districts to coordinate their land use activities that involve urban service provision.
- --Requires "urban service agreements" within urban growth boundaries between cities, counties and special districts for sewer, water. parks, fire, open spaces, streets and mass transit.
  - --Requires agreements to be adopted as part of the periodic review process.
- --Requires counties to notify parties, including Metro, when such agreements will be required, and to convene a meeting of the affected parties to coordinate the adoption of the agreements.
- --Allows cities, counties and special districts to place a master annexation plan on the ballot when urban service agreements are cooperatively adopted by all the parties. Upon voter approval, annexations can occur in an expedited fashion without usual "block by block" voter approval or double majority annexation methods. This process is allowed in addition to existing annexation methods.
- --Makes the adoption of urban reserve areas mandatory only in the Metro area, and in other Metropolitan Planning Areas, which are Salem, Eugene and Medford.
  - --Gives LCDC enhanced enforcement order powers over special districts.

In summary, the bill clarifies the role of special districts, cities and counties in coordinating service provision, and allows Metro to participate in the development of service agreements at its own option. Metro's ability to enforce regional polices and plans should be enhanced as now all service providers are required to have consistent urban service plans and agreements.

#### SOLID WASTE / ENVIRONMENTAL ISSUES

## Metro Fees

A major issue consuming a large part of Metro's legislative effort was the successful defeat of SB 1004, which was introduced by Regional Disposal Corporation. The measure was initially introduced to require Metro to charge equal fees to all processors and disposal sites for petroleum contaminated soils. The effect of the bill would have been to require Metro to charge recyclers of soils the same fees charged to contaminated soil disposal sites such as landfills.

As the bill developed, it became a vehicle for several parties who wanted exempted from various Metro fees. Two hearings were held on the bill in the Senate Agriculture Committee chaired by Senator Cease. In addition, several meetings were held between Metro staff and the various parties in an attempt to resolve some of the issues without legislation. The basic Metro position was that the Metro Charter should control how and when Metro adopts fees, and not the state Legislature, that granted Metro home rule authority in the first place to avoid becoming involved in Metro issues.

In the end, the bill died in the Senate, but there were several attempts to put the bills language in other bills before adjournment, but these attempts also were defeated.

#### **Motor Vehicle Testing**

This measure allows the DEQ to implement more rigorous motor vehicle testing procedures within the boundaries of Metro. This bill was necessary for DEQ to be able to submit an approvable air quality plan for the Metro area to EPA, and for EPA to designate the area as an

attainment area removing any federal regulations that would limit industrial growth under the Clean Air Act.

The measure had several hearings, but did not move until the very last days of the session. Provisions include:

- -- A more rigorous vehicle testing program to be established by EQC.
- --Elimination of the exception for 1974 and later vehicles to emission testing.
- --Requiring DEQ to use its existing authority to implement California or EPA emission standards for new lawn and garden equipment sold in the Metro area.
- --Implementation of LCDC transportation planning rules for transportation-efficient land use.
- --Programs for parking space construction limitations at commercial and employment locations and for trip reductions.
  - -- Promotion of the use of alternate fuels.
- --Use of additional gas taxes or vehicle registration fees for pollution reduction (no fees were authorized).

Further, the DEQ is required to conduct a study to identify alternatives for collection of new motor vehicle fees or taxes established by the Legislature or by a local government. The study shall be in coordination with affected organizations, including Metro, and shall be presented to the Legislature on or before November 1, 1994.

As of this date, the bill has not yet been signed by the Governor, but she is expected to sign the bill.

## **Housing Impact Reports**

Introduced by the Oregon State Homebuilders Association, this measure would have require the adoption of Housing Impact Reports before a local government, including Metro, could adopt any policy, rule or ordinance that affected the cost of housing. This measure was introduced in 1991, and defeated, and reintroduced in 1993. The bill passed the House, but was in the Senate Labor and Government Operations Committee upon adjournment. The bill was opposed by ourselves and local government.

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Council 8/12/97

DATE:

August 11, 1993

TO:

Metro Council

FROM:

Councilor Sandi Hansen, District 12

RE:

**COUNCIL OFFICE STANDARDS - DRAFT** 

Attached is a draft of the Council Office Standards prepared by the Council Staff to implement the requests that were developed in our work with Gale and Mike Brand. Please review this document, and direct any questions or comments you may have to Don Carlson.

## **COUNCIL OFFICE STANDARDS**

## WORK COUNCIL **MUST HAVE**

## **COUNCIL DIRECTION**

## **COUNCIL STAFF IMPLEMENTATION**

## 1. Minutes

- meetings.
- b. Minutes will be available before next meeting. meeting.
- c. Minutes will be accurate and concise.

## a. Given to Councilors in time for thought.

- b. If reports are not available for agenda mailing, they will not be presented at meeting. Chair will pull that item.
- c. Will be mailed to or picked up by Councilors.

a. Any changes will be made in public Minutes will be available for distribution to the Council no later than 24 hrs. before next regular Minutes will be prepared to meet requirements of Public Record Laws (ORS 192). This schedule may be altered due to unforeseen circumstances.

> Legislation (Ordinances or Resolutions) must be filed with Clerk of the Council by 5 p.m. on the 8th calendar day prior to the appropriate Council or Committee meeting.

> Committee Agenda Packets will be ready for distribution no later than 5 p.m. on the 5th calendar day prior to the meeting. If applicable Council Analyst's initial written analysis or communications will be available for distribution no later than 2 days prior to meeting. Committee Reports will be available for distribution no later than 3 days after Committee meeting. For legislation to be introduced by a Committee, the draft legislation and staff report shall be included in the Committee agenda packet unless otherwise directed by the Chair.

> Council Agenda Packets will be ready for distribution no later than 5 p.m. on the Friday before the Council meeting.

## 2. Reports

## 3. Communications

- a. Phones will be answered by a person.
- b. A person will be at front desk work area.
- c. Constituents will receive appropriate written response.

**Phones:** Councilors and Council Staff are responsible for answering their own phones. If party is unavailable, caller will have option of using Voice Mail or transferring to Council Receptionist. During events occupying all Council Staff, the phones will be forwarded to an assigned receptionist.

Front Desk: During normal operation, a staff person will be at the front desk work area. In case of necessary absences, a bell and a sign is located at front desk that indicates - "If I'm away from my desk, please ring bell for service." An assigned person will respond to the bell.

Constituent Response: (See Attachment A)

## 4. Information Retrieval

- a. Councilors will have access to all reports developed by or for the agency.
- b. Within a reasonable time.

All formal published written reports submitted to Council Office in the context of regular business will be available in the Council Lounge for a two week period, and will be subsequently filed in a Council records storage area for a reasonable period of time.

- 5. Councilor help with constituents or special concerns
- a. Councilors decide what is the appropriate response to constituent.
- b. Councilors may use staff help, but will allow staff appropriate time.
- c. Written responses by staff will have low priority.

(See Attachment A)

- 6. Councilor Outreach
- a. Outreach must be directly related to Metro work.

Council Staff will work to provide assistance to Council and Councilors only on Metro related business.

- 7. Secretarial help
- a. Staff will keep Councilors informed as to how and through whom work is assigned.

(See Attachment A)

## ATTACHMENT A

## STAFF CONTACTS FOR COUNCILOR REQUESTS -

The following information is organized by subject matter, in alphabetical order:

Subject:	Page Number:
Council Outreach/Citizen Response	1
Council Procedures & Process for Legislation	1 · 2
Finance	. 3
Governmental Affairs	4
Internal Financial Records - Including Counc	ilor Expense Accounts 5
Metro Committee for Citizen Involvement	5
Planning	6
Regional Facilities	7
Solid Waste	8
Special Projects	9
Support Services	. 9

## **COUNCIL OUTREACH/CITIZEN RESPONSE**

Questions and/or information regarding:

Subject Areas: Policies & programs relating to Council outreach, citizen response, citizen involvement groups, networks or newsletters.

- Methods for informing citizens about roles and responsibilities of the Council, its Committees, Metro functions and activities through the preparation and distribution of written material.
- Identification, coordination, and assistance with preparation for Council civic outreach opportunities through speaking engagement and panel participation.
- Assistance for Councilors in responding to citizen requests for substantive information about adopted policies, procedures, and actions.
- Review and recommendations to the Council on the Metro Committee for Citizen Involvement's (MCCI's) work with the development, implementation and evaluation of Metro's citizen involvement program and advice the MCCI might offer in ways to best involve citizens in regional planning activities. The MCCI's work is to focus on involving citizens in the "process" of Metro decision making.
- Media relations \*.

### Group Interactions:

- Act as liaison with committees and staff to coordinate Council appointments to various committees.
- Act as liaison with MCCI, Public Involvement staff and local citizen involvement staff to promote Councilor outreach and involvement in neighborhood and other community organizations.

#### **Budget Areas:**

• Information on the budget impacts of the committees and departments regarding issues of citizen involvement in the budget process.

## Other Areas:

• Review and recommendations to the Council on other matters referred to the Committee by the Presiding Officer.

## CONTACT THE FOLLOWING:

Associate Council Analyst: Judy Shioshi

Associate Public Affairs Specialist: Lisa Creel \*

Secretary: Cheri Arthur

## **COUNCIL PROCEDURES & PROCESS FOR LEGISLATION**

Questions and/or information regarding:

Subject Areas: Policies & programs relating to the procedures and processes for legislation.

- Filing of Resolutions & Ordinances,
- Maintaining Council Records,
- Council agenda matters,
- General Metro history.

## Group Interactions:

• Work with department staff and the Executive Officer to file and process legislation.

## **Budget Areas:**

• Agency records and archival material.

#### Other Areas:

• As appropriate.

#### **CONTACT THE FOLLOWING:**

Clerk of the Council: Paulette Allen Council Administrator: Don Carlson

## **FINANCE**

Questions and/or information regarding:

Subject Areas: Policies & programs as they relate to budget and finance.

- Review and approval process for budget & finance issues.
- Proposed annual budget.
- Amendments to adopted budget & appropriations schedule.
- Annual financial audit.
- Investment policies.
- Credit policies and practices.
- Revenue proposals of Metro including property tax measures, excise tax measures, other tax measures, bond issue measures, service charges & fees, etc.,
- · Long-range financial plans & policies of Metro & its various functions,

## Group Interactions:

• Monitors the work of the following: Finance & Management Information Department & those programs of the Regional Facilities Department to ensure that adopted policies and program goals & objectives are carried out or met.

## **Budget Areas:**

• Provides budgetary analysis and oversight as listed in Subject Areas section above.

#### Other Areas:

- The review and recommendations to the Council on confirmation of Executive Officer appointments to appropriate positions and committees relating to the purpose of this committee; and
- Review and recommendations to the Council on other matters referred to the Committee by the Presiding Officer.

## CONTACT THE FOLLOWING:

Council Administrator: Don Carlson

Committee Recorder: Marilyn Geary-Symons

## **GOVERNMENTAL AFFAIRS**

Questions and/or information regarding:

Subject Areas: Council organization & procedures; General Metro organization & procedures; State Legislature; Activities of other local governments (general); Activities of other local government groups, particularly Forum on Cooperative Urban Services (FOCUS); Bi-State Commission; Activities of Metro Committee for Citizen Involvement (MCCI) as they relate to the Council; Oversight of the following Metro departments for legislative purposes: Council, Executive Management, Personnel, Public Affairs, Office of General Counsel, Office of Government Relations.

### Group Interactions:

MCCI; FOCUS; Bi-State Commission; State Legislature.

Budget Areas: Council and Executive Management Departments, Office of Government Relations (General Fund); Personnel and Public Affairs Departments, Office of General Counsel (Support Services Fund).

#### Other Areas:

- Oversight of Performance Audit contract.
- Coordination of the nominations to the Portland Metropolitan Area Local Government Boundary Commission members by Metro Councilors

## CONTACT THE FOLLOWING:

Analyst: Casey Short

Committee Recorder: Marilyn Geary-Symons

## INTERNAL FINANCIAL RECORDS - INCLUDING COUNCILOR EXPENSE ACCOUNTS

#### General Areas:

Responsible for answering questions and providing information on:

- Maintenance of Council department fiscal records (General Account).
- Councilor expense accounts.
- Office equipment & furniture.
- Arrangements for meetings, conference, travel planning and arrangements.
- Maintenance and facilitation of all Council contracts.

#### CONTACT THE FOLLOWING:

Administrative Secretary: Lindsey Ray Council Administrator: Don Carlson

## METRO COMMITTEE FOR CITIZEN INVOLVEMENT (MCCI)

Questions and/or information regarding:

Subject Areas: The MCCI has as its focus, the process of citizen involvement at Metro.

- Review and recommendations to the Council on policies and programs relating to the Metro Committee for Citizen Involvement.
- Review and recommendations to the Council on the MCCI's work with the development, implementation and evaluation of Metro's citizen involvement program and advice the MCCI might offer in ways to best involve citizens in regional planning activities. The MCCI's work is to focus on involving citizens in the "process" of Metro decision making.

## Group Interactions:

- · Review and recommendations to the Council on confirmation of appointments to the MCCI.
- · Act as liaison with committees and staff to publicize Council appointments to various committees.
- Act as a liaison with the committees and departments regarding issues of citizen involvement.

#### Budget Areas:

• Act as a liaison with the committees and departments regarding issues of citizen involvement in the budget process.

#### Other Areas:

· Review and recommendations to the Council on other matters referred to the Committee by the Presiding Officer.

#### CONTACT THE FOLLOWING:

Associate Council Analyst: Judy Shioshi

Committee Recorder: Susan Lee

## **PLANNING:**

Questions and/or information regarding:

Subject Areas: Policies & programs relating to growth management and transportation issue areas.

- Growth management issues presently include: Region 2040; Future Vision; Urban Reserves; Urban Growth Boundary (UGB)
  Administration; Local Government Coordination and Administration; Regional Urban Growth Goals and Objectives (RUGGO)
  implementation; Transit Station Area Planning; Water Resources Planning, including the Smith and Bybee Lakes Project; Metropolitan
  Greenspaces Program; and Emergency Planning.
- Transportation issues presently include: High Capacity Transit, including the Hillsboro, South/North and Westside corridors; Regional Transportation Plan (RTP), including financial analysis plan; Transportation Demand Management; Air Quality; Willamette River Bridge Crossing Study; Transportation Improvement Program; Urban Arterial Fund; Public Transit Management System; Intermodal Management System Plan; Congestion Management System Plan; Travel Forecasting; Western Bypass; LUTRAQ Project; and Regional Land Information System (RLIS) Management.

### **Group Interactions:**

• Monitors the work of the following committees: Region 2040 Management Team (member); Metro Policy Advisory Committee (MPAC), formerly the Regional Policy Advisory Committee (RPAC); Metro Technical Advisory Committee (MTAC), formerly the Regional Technical Advisory Committee (RTAC); Future Vision Commission; Metropolitan Greenspaces Policy Advisory Committee (GPAC); Metropolitan Greenspaces Technical Advisory Committee (GTAC); Smith and Bybee Lakes Management Committee; Water Resources Policy Advisory Committee (WRPAC); Joint Policy Advisory Committee on Transportation (JPACT); JPACT Finance Committee; Transportation Policy Alternatives Committee (TPAC); Southwest Washington Regional Transportation Council; Tri-Met Committee on Accessible Transportation (CAT); and the Westside Corridor Project Steering Group.

## **Budget Areas:**

• Provides budgetary analysis for the following funds: Planning Fund; Smith and Bybee Lakes Trust Fund; and Greenspaces Fund.

#### Other Areas:

- The review and recommendations to the Council on confirmation of Executive Officer appointments to appropriate positions and committees relating to the purpose of this committee; and
- Oversight of the work of the Planning Department to ensure that adopted policies and program goals and objectives are carried out or met; and
- Review and recommendations to the Council on other matters referred to the Committee by the Presiding Officer.

## CONTACT THE FOLLOWING:

Analyst: Gail Ryder

Committee Recorder: Susan Lee

## **REGIONAL FACILITIES**

Questions and/or information regarding:

Subject Areas: Activities of Metropolitan Exposition-Recreation Commission (MERC); Activities of Metro Washington Park Zoo; Construction activities relating to Metro Regional Center; Activities of Facilities Planning program in Regional Facilities Department; Activities concerning development of the End of the Oregon Trail project; Metropolitan Sports Authority.

## Group Interactions:

MERC; Friends of the Zoo; Metropolitan Sports Authority; PCPA Advisory Committee; Funding Task Force for Arts and Cultural Facilities and Programs, Oregon Tourism Alliance, Metropolitan Arts Commission.

## **Budget Areas:**

- <u>MERC</u> (including Spectator Facilities Fund, Convention Center Operating Fund, Convention Center Renewal & Replacement Fund, Convention Center Capital Fund, Convention Center Debt Service Fund)
- <u>Zoo</u> (Operating and Capital Funds), Regional Facilities Department (General Revenue Bond Fund, and General Fund support for Facilities Planning Program).

Other Areas: Review and recommendation to Council on Executive Officer appointments to MERC, Funding Task Force, Oregon Tourism Alliance.

#### CONTACT THE FOLLOWING:

Analyst: Casey Short

Committee Recorder: Susan Lee

## **SOLID WASTE**

Questions and/or information regarding:

## Subject Areas:

Solid Waste Department programs including those related to flow control; contract review, evaluation and management; franchises, facility operation and management; household hazardous waste facilities and programs; recycling, waste reduction and reuse programs; 1% for Recycling Program; facility development, planning and construction; rate setting; tonnage estimation and modelling; solid waste-related education and public information programs; the Recycling Information Center and actions related to the Regional Solid Waste Management Plan (RSWMP)

#### Group Interactions:

Solid Waste Advisory Committee, Rate Review Committee, Various Facility Enhancement Committees, 1% for Recycling Committee, Washington County Steering Committee, various informal contract and program evaluation committees.

## **Budget Areas:**

Solid Waste Revenue Fund, Rehabilitation and Enhancement Fund

#### Other Areas:

- Review and recommendations to the Council on confirmation of Executive Officer appointments to committees and appropriate positions relating to Metro's solid waste responsibilities
- Review and recommendations to the Council on other matters referred to the Committee by the Presiding Officer.

#### CONTACT THE FOLLOWING:

Analyst: John Houser

Committee Recorder: Marilyn Geary-Symons

## **SPECIAL PROJECTS**

Questions and/or information regarding:

• Occasional special projects which may require staff involvement.

### CONTACT THE FOLLOWING:

Don Carlson, Council Administrator

## **SUPPORT SERVICES**

## Office Management:

Questions and/or information regarding:

• Prioritization of support staff assignments

## CONTACT THE FOLLOWING:

Clerk of the Council: Paulette Allen

## Assistance to the Presiding Officer:

Questions and/or information regarding:

• Requests for administrative support to Presiding Officer.

## CONTACT THE FOLLOWING:

Administrative Secretary: Lindsey Ray

#### Office Assistance:

Questions and/or information regarding:

- Requests for office supplies,
- Reserving Council meeting rooms & car,
- Agenda distribution and responsible for databases to other governmental agencies.

## CONTACT THE FOLLOWING:

Secretary: Cheri Arthur