

**RESOLUTION NO. 884**

**A RESOLUTION AUTHORIZING THE CITY TO PARTICIPATE IN THE FORUM ON COOPERATIVE URBAN SERVICES (FOCUS) AND OTHER MATTERS RELATING THERETO; INCLUDING PAYMENT OF DUES IN AN AMOUNT NOT TO EXCEED \$250.**

WHEREAS, eighty-nine appointed and elected local government officials met in February, 1991 at the first Forum on Cooperative Urban Services, also known as FOCUS; and

WHEREAS, the participants of FOCUS identified the need for an ongoing mechanism to encourage discussion among local government officials in the region regarding ways to cooperate further in the effective delivery of services in the region; and

WHEREAS, the Metro Areas Managers' group developed a proposal to form an association of local governments in the region whose primary purpose is to foster cooperation and communication among local governments in the region; and

WHEREAS, two additional meetings of local officials were held in May and August of 1991 to discuss the proposal; and

WHEREAS, the City of Wilsonville recognizes the need to participate with the other local governments in the region in discussing matters of common concern and in identifying ways to cooperate further in providing urban services.

NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

Section 1. The City of Wilsonville will participate in the formation of the association known as the Forum on Cooperative Urban Services (FOCUS).

Section 2. The City of Wilsonville agrees to pay the membership fee specified in Article VII, Section 1, in an amount not to exceed \$250 for the first year.

Section 3. The City Council hereby appoints Councilor Van Eck and Councilor Chandler and the City Manager, Arlene Loble, to serve as its FOCUS representatives.

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 16th day of December, 1991 and filed with the Wilsonville City Recorder this date.



GERALD A. KRUMMEL, Mayor

ATTEST:



VERA A. ROJAS, CMC, City Recorder

SUMMARY of Votes:

Mayor Krummel	<u>AYE</u>
Councilor Carter	<u>AYE</u>
Councilor Chandler	<u>AYE</u>
Councilor Lehan	<u>AYE</u>
Councilor Van Eck	<u>AYE</u>

To: Metropolitan Area Cities, Counties, and Metro  
FROM: FOCUS Committee of Metro Area Managers Group  
RE: PROPOSAL TO FORM ASSOCIATION OF GOVERNMENTS  
DATE: November 4, 1991

RECEIVED  
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CITY OF  
MEMPHIS, TN

RECOMMENDED ACTION

1. Adopt resolution or otherwise authorize participation in the Forum on Cooperative Urban Services (FOCUS) including payment of dues.
2. Designate official representatives and participate in the organizational meeting of FOCUS on December 4, 1991.

BACKGROUND INFORMATION

History

The Metro Area Managers Group is comprised of the chief administrative officers of local governments in the region. In the fall of 1990, the Metro Area Managers discussed the need for a neutral forum for all local governments in the region to get together and share perspectives and information on the issues of the day. A committee was formed which organized the first Forum on Cooperative Urban Services (FOCUS) which was held February 2, 1991 at the Red Lion-Jantzen Beach.

Eighty-nine local government elected and appointed officials attended the first FOCUS meeting and direction was given to the Metro Area Managers Group to explore an ongoing mechanism to encourage discussion and information sharing between local governments in order to encourage further cooperative efforts. Staff from the Public Administration Program of Lewis and Clark College were enlisted to help a committee of the Metro Area Managers develop the outline of a proposal for an association of governments whose purpose would be to continue the discussions among local governments begun in this process.

A second meeting of elected officials and chief administrative officers called FOCUS II was held in Beaverton on May 14, 1991. About 35 local government officials attended to review the initial work of the committee. Several questions were raised at this meeting centering on the participation of Metro in the association, the potential providers of staff services to the new association, and the relation of this proposal to other proposals for regional cooperative efforts. However, the general concept of the association was supported, and the Metro Area Managers were requested to

gather additional information and bring it back to another "FOCUS-type" meeting.

After the FOCUS II meeting, the proposal was refined into the draft bylaws included in Appendix A. A request for proposals process was undertaken to evaluate potential providers of staff services to the association. Appendix B describes in more detail the results of the RFP process, and the initial staff services needed to get the association operational. The participants of FOCUS II had questioned whether Metro should be invited to be a charter member of the association. Appendix C explains the Metro Area Managers group recommendation that Metro should be included as a charter member of the association.

On September 11, 1991, a FOCUS III meeting was held in West Linn to discuss the more detailed proposal. About 25 local government officials attended and expressed support for the proposal. The recommendations to include Metro as a charter member and to engage the League of Oregon Cities for association staff support were both accepted. The FOCUS III participants also discussed the relation of the Regional Governance Committee to the FOCUS proposal. The Metro Area Managers' recommendation described in Appendix D was accepted to keep the proposals separate.

The direction from the FOCUS III participants was to prepare a package of information and send it to each of the cities, counties, and Metro within the region. A meeting is scheduled for Wednesday, December 4, 1991, 7:30 p.m. - 9:30 p.m., at the Red Lion-Jantzen Beach to begin organizing the association for those jurisdictions willing to participate in the formation of FOCUS.

#### Purpose

The purpose of this proposal is to establish a voluntary association of general purpose governments in the Portland metropolitan area. The Forum on Cooperative Urban Services (FOCUS) will provide its members with a neutral forum to collect and share information and ideas for the common benefit of the residents of member communities.

Membership in FOCUS is open to cities, counties, and the Metropolitan Service District within the Portland Metropolitan Region. The costs of the organization are supported by a sliding scale of dues based on the population served by each jurisdiction.

Staff support for FOCUS will be contracted out and expanded to accommodate the needs of the organization. Initially, this support will be provided by the League of Oregon Cities and will be limited to organizing regularly scheduled meetings, recording and disseminating a record of discussions, and collecting and disseminating information of mutual interest to FOCUS members.

The proposed bylaws in Appendix A provide a more detailed discussion of the various levels of service that FOCUS could provide. Please note that the Metro Area Managers group envisions that only the basic levels of service would be provided initially. The authors of this proposal see FOCUS as an evolving organization based on the degree to which mutual trust is established and needs identified jointly by the member jurisdictions.

### Structure

As described in the proposed bylaws, the governing structure of the proposed association is intended only to guide the practical aspects of the organization and to organize the discussions. Serving as an officer is designed to be a rotating short term responsibility. The general meetings would consist of one elected official and the chief administrative officer of each jurisdiction. However, it is likely that the association would organize one or two meetings annually where all local government officials would be invited to participate.

The question of who can participate in FOCUS meetings was left to the association to determine. However, the authors of the proposal envisioned that all jurisdictions would be invited to participate, but only dues-paying members would have a voice in association affairs and election of officers.

### Dues

A sliding scale of dues is recommended in Article VII, Section 1, of the draft bylaws. In order to cover the \$18,000 expenses of the League of Oregon Cities to provide staff services for the initial year, the base fee would need to be \$175 if most jurisdictions participate in FOCUS. The base fee will be higher if fewer jurisdictions participate, but will not exceed \$250. Jurisdictions are asked to assume that the base fee will be between \$175 and \$250 for purposes of considering cost implications.

"Population served" is the basis for the sliding scale, although the proposal is not for a per-capita assessment. "Population served" is assumed to be a general measure of the size and financial capability of the jurisdiction. Therefore, the dues for a particular jurisdiction will be the base fee or a multiple of the base fee depending on "population served."

The exact amount of the base fee will not be known until it becomes clearer as to how many jurisdictions wish to participate in FOCUS. Jurisdictions wishing to participate are requested to send one-half of their dues using an assumed \$175 base fee with the understanding that a followup billing may include an adjustment to reflect a base fee of up to \$250.

### Relation to other organizations

As explained in Appendix D, FOCUS is intended to be a long term neutral forum in the region for the discussion and sharing of information on regional issues and development of cooperative efforts. The association is unique in that it would be the only forum where all general purpose local governments would be invited to participate. The authors of this proposal see FOCUS as interacting well with the Institute for Portland Metropolitan Studies at Portland State University; in fact, FOCUS could provide a vehicle to give local government input into the research agenda of the Institute.

As discussed in Appendix D, the Regional Governance Committee was developed as a task force to provide input into the Metro Charter Committee process for developing a home rule charter for Metro. Once a draft charter is placed before the voters and approved, the mission of the Regional Governance Committee would be completed. FOCUS is intended as a more general, long-term neutral forum.

The Regional Policy Advisory Committee (RPAC) being developed by Metro is made up in part of representatives from local governments, but for practical reasons not all jurisdictions can be included on the Committee. FOCUS seeks to provide a mechanism that all general purpose local governments and Metro can discuss and share information on issues in a neutral setting.

The participation of special districts and jurisdictions from other counties has been left by the authors of the proposal as a discussion item for the new organization. It was felt that starting with a smaller organization, developing a track record, and then inviting participation from other jurisdictions was a more logical path to follow.

### Timetable

This report is being sent to all cities, counties, and Metro in the tri-county area. An organizational meeting of the association has been scheduled for Wednesday, December 4, 1991 at 7:30 p.m. at the Red Lion-Jantzen Beach. Future timeframes will be discussed at this meeting, but if enough jurisdictions have committed to the association, then future topics and meeting dates will be determined.

PROPOSED BY-LAWS  
OF  
THE FORUM ON COOPERATIVE URBAN SERVICES

I. NAME AND PURPOSE

Section 1. The name of this association shall be the Forum on Cooperative Urban Services (FOCUS).

Section 2. The purpose of FOCUS is to create a neutral forum to facilitate cooperation, mutual collaboration, and common coordinated action on a wide variety of issues impacting the general purpose governments in the Portland metropolitan area. In its initial stages FOCUS will provide secretarial support for regularly scheduled meetings of its members and the exchange of mutually beneficial information. Eventually, and with the approval of its membership, FOCUS may provide a full range of services, including the preparation of position papers, taking stands on issues of common concern, and lobbying. However, in the initial stages of organization FOCUS will limit its activities to the First and Second Levels of Service described below.

Section 3. First Level of Service: Staff support for regular meetings to discuss and exchange information.

Representatives (chief elected/appointed) of FOCUS jurisdictions will meet on a regular basis to exchange information and discuss issues of mutual concern. Organizing these meetings, preparing agendas, keeping minutes, and following through on initiatives taken at the regular meetings is the responsibility of FOCUS staff. The staff will also be responsible for collecting and providing any background information that may be necessary for an adequate and full discussion of the issues that are placed on FOCUS meeting agendas.

Section 4. Second Level of Service

a. Developing, collecting and sharing information of mutual interest.

The FOCUS staff is responsible for developing, collecting, and analyzing available information that may be of common interest to the FOCUS membership. The purpose of FOCUS is to serve as a common information clearing house for metropolitan area issues and jurisdictional practices of mutual interest to its members. A typical project might

be the development of a proposal to share resources to provide a particular service.

- b. Analyzing and assessing external proposals and initiatives that may be of potential interest to FOCUS members.

In addition to serving as a local government clearing house in the Portland metropolitan area, FOCUS will collect and analyze external proposals at the federal, state, and local levels that are likely to have an impact on the mutual interests of FOCUS members. This may include analysis of pending state, federal or local legislation, or it may include an assessment of initiatives for mutual cooperation.

#### Section 5. Third Level of Service

- a. Common action on issues that will promote the interests of FOCUS members.

FOCUS not only discusses and debates issues of common concern, it may on occasion take positions on issues that reflect the mutual interests of its members. This may take the form of voting on proposals, sending common communications, and or making use of other appropriate vehicles for expressing the common voice of the FOCUS membership through FOCUS staff and Steering Committee.

- b. A communication and information linkage to various external state, federal and local agencies whose actions impact the interest of ACG members.

As FOCUS gains greater clarity of purpose, voice and stature, the association is expected to become an increasingly important forum for linking local metropolitan governments with a variety of external federal, state and local governments. It is anticipated FOCUS will be used as an access point for external organizations to discuss initiatives and proposals that are likely to have important consequences for FOCUS members.

#### II. MEMBERSHIP AND VOTING RIGHTS

Section 1. Portland metropolitan area cities, counties, and the Metropolitan Service District are eligible for membership in FOCUS.

Section 2. Other local governments may become members upon approval by a majority vote of the FOCUS membership.



Section 3. Each jurisdictional member shall be entitled to two representatives at FOCUS general membership meetings, one elected official and the Chief Administrative Officer of the jurisdiction.

### III. OFFICERS AND GOVERNING BODY

Section 1. The Officers of FOCUS shall consist of a Chair and Steering Committee.

Section 2. The Steering Committee shall consist of the Chair and one representative from a member government from within each of Multnomah, Washington, and Clackamas Counties.

Section 3. The treasury functions of the organization shall be determined by the Steering Committee.

Section 4. The FOCUS Staff shall be responsible to the Steering Committee.

### IV. NOMINATIONS, ELECTIONS, AND TERMS OF OFFICE

Section 1. The Chair shall be elected by mail ballot for a one year term by a majority vote of the FOCUS membership.

Section 2. Clackamas, Multnomah, and Washington county member governments shall nominate one candidate each for the Steering Committee. This slate of candidates shall be presented to the FOCUS membership for approval in the mail ballot. Each member of the Steering Committee shall serve for a one year term but shall be prohibited from serving more than two consecutive terms.

### V. MEETINGS

Section 1. FOCUS shall hold at least six general meetings per year.

Section 2. FOCUS members shall be given at least 10 working days notice in writing of the time, place and the scheduled business to be considered at all regular meetings.

### VI. COMMITTEES

Section 1. The FOCUS membership may establish committees, task forces, and work groups to carry out the functions of the association. Committee Chairs and members shall be appointed by the FOCUS Chair with the approval of the Steering Committee.

## VII. FEES

Section 1. All member jurisdictions shall be assessed a fee that apportions the annual costs of operation on the basis of each jurisdiction's population as follows:

<u>Member Jurisdiction Population</u>	<u>Fee Category</u>
1 - 1,000	Base
1,001 - 5,000	2 times base
5,001 - 15,000	3 times base
15,001 - 30,000	4 times base
30,001 - 50,000	5 times base
50,001 - 100,000	6 times base
100,001 - 150,000	7 times base
150,001 and over	8 times base

## VIII. AMENDMENTS

Section 1. Amendments to these By-Laws may be proposed by the Steering Committee, such proposed amendments to be submitted to the membership for approval by a two-thirds vote in a mail ballot.

Section 2. Amendments may be proposed by a majority vote of regular members present and voting at a regular scheduled meeting, such proposed amendments to be submitted to the membership for approval by a two-thirds vote in a mail ballot.

ISSUE WHICH SERVICE PROVIDER SHOULD BE ENGAGED TO PROVIDE SERVICES TO THE ASSOCIATION, IF IT IS FORMED?

COMMITTEE RECOMMENDATION:

The League of Oregon Cities should be retained to provide the initial secretariat services and some analytical work for \$18,000 for the first year. However, the Association once formed should continue to explore the analytical capabilities of the Institute of Portland Metropolitan Studies at Portland State University for long term analytical support.

BACKGROUND INFORMATION:

At the May 14 FOCUS II meeting in Beaverton, the working committee was requested to gather some additional information on service providers in order to make a better estimate of the cost for starting an association of cooperative governments. Over the summer, the working committee developed a request for proposals to gain information from the three potential service providers for the organization. Written proposals were received and representatives of the three organizations presented their proposals to the Committee at a meeting in August. The following summarizes the approaches taken by the potential service providers.

Please note that due to the lack of specificity on the activities of the new organization that the cost figures are only estimates by the service providers, and all of the service providers made disclaimers on the figures.

Lewis and Clark College proposed to support the Association through the Public Administration Program of the Graduate School of Professional Studies. This would include .25 FTE faculty for administrative support and coordination and .4 FTE secretarial/graduate research assistance. The proposed cost was \$30,000 to cover the secretariat and analytical functions of the association. The proposal was also conditioned on a commitment from member governments to make available a minimum number of paid internships for qualified graduate students.

Portland State University proposed to support the association through the recently created Institute of Portland Metropolitan Studies. This proposal emphasized the similar missions of the proposed association and the Institute. Secretarial support for the association would be provided free of charge the first year and the association would pay for a half-time secretary the second year. Research capability would be provided by graduate research assistants or a half-time research assistant supervised by the Director of the Institute. The estimated costs in the proposal ranged from \$10,649 to \$21,298 for the secretariat function

(Level 1) and from \$26,519 to \$58,410 for the analytical function (Level 2).

League of Oregon Cities proposed to use the staff member who currently supports another association to provide the secretariat function for the proposed association. League staff associates would be available to provide policy analysis with the Legislative Director acting as the lead person. There was some concern expressed by League staff that the League might be hesitant to commit resources to Portland metropolitan area issues at the expense of statewide issues. The proposed cost of the secretariat function was \$14,750 per year, an additional \$4,000 annually for analytical work, and the actual cost of materials used.

After reviewing and discussing the proposals, the working committee decided to recommend that the League of Oregon Cities be approached to provide the secretariat function for the association. There was considerable discussion that the research being conducted by the Institute for Portland Metropolitan Studies might duplicate the analytical efforts of the association. It was felt that the association should be formed using the League's services, but that consideration should be given in the near future to contracting with the Institute for more detailed analytical work.

The committee also decided to approach the League to further refine the proposal and obtain a more definitive cost figure. The result was a quotation of \$18,000 for the first year to provide the secretariat function, materials, and a significant level of professional staff support for the first year.

ISSUE: SHOULD THE METROPOLITAN SERVICE DISTRICT (METRO) BE INCLUDED AS A CHARTER MEMBER OF THE ASSOCIATION?

COMMITTEE RECOMMENDATION:

The Metropolitan Service District should be invited to be a charter member of the association due to its regional focus on several issues of regional concern.

BACKGROUND INFORMATION:

At the May 14 Focus II meeting, several officials expressed concern that Metro would be invited to participate from the start in the discussions of the association. They expressed that since cities and counties frequently needed to respond to action taken by Metro, that it was not appropriate for Metro to be at the table during these deliberations.

After discussing these concerns, the Metro Managers' group felt that the recommendation should continue to be that Metro be a charter member of the association. The purpose of the organization is to bring people to the table to openly discuss issues of regional concern especially related to coordination of urban services. Regardless of the results of the Metro Charter Committee's work, Metro has a major role in the region. The Metro Managers' group feels that the philosophy of open discussion in a neutral forum that this proposal seeks to create would be compromised if such a major player as Metro was excluded from the outset.

An alternative position discussed, but not recommended, would be to include Metro as a special district and deal with its participation during the new association's discussions of how to involve special districts in the process. Under this alternative, the charter members of the association would be cities and counties (general purpose local governments).

ISSUE: HOW DOES THE "FOCUS" PROPOSAL RELATE TO THE CURRENT EFFORTS TO FORM A REGIONAL GOVERNANCE COMMITTEE?

COMMITTEE RECOMMENDATIONS:

The "FOCUS" proposal is for a longer term organization than the Regional Governance Committee is envisioned to be. The Regional Governance Committee is intended to assist the Metro Charter Committee during its deliberations, where the "FOCUS" association is intended to be a long term neutral forum for discussion of coordinated urban services and other regional issues. Therefore, the Regional Governance Committee proposal should be kept separate from the "FOCUS" proposal, and both proposals should run parallel to one another.

BACKGROUND INFORMATION:

The discussion of forming an association of cooperative governments has been going on since the initial February 2, 1991 FOCUS meeting at Jantzen Beach. A committee of the Metro Managers' group has been working on the proposal and seeking consensus at certain points in the process.

The idea of forming a Regional Governance Committee to provide research and consensus building assistance to the Metro Charter Committee began in July 1991. Because the Metro Charter Committee process is already underway, it has been viewed as urgent to form the Regional Governance Committee as soon as possible in order to provide timely input. The Regional Governance Committee would be made up of representatives of cities, counties and special districts in the region. The Committee's work would be an intense process which would end with the submission of the Metro charter proposal to the voters in November 1992.

The Regional Governance Committee organizers have developed a preliminary budget and have solicited contributions from the potential members of the Committee. Some officials have expressed concern that their efforts might interfere with or jeopardize the "FOCUS" proposal and have suggested that the proposals should somehow be coordinated and merged.

The Metro Managers' Group discussed these concerns and has concluded that its recommendation should be that the two proposals remain separate. Even though a large number of officials will be involved in both groups, the mission embodied in each proposal is different enough that the proposals should not be merged.

The Regional Governance Committee is a one-time, specifically directed organization to assist in the Metro Charter Committee process. It includes special districts, where the initial "FOCUS"

FOCUS III  
9/11/91  
Page 2

proposal does not. The "FOCUS" proposal for an association of cooperative governments includes cities, counties and Metro as initial members. The association is intended to be a neutral forum to discuss regional issues and coordination of urban services. The issues to be discussed by the association are not necessarily time sensitive, and the association is intended to be a long term organization in the region.

Even though both organizations may be requesting funds from member jurisdictions at nearly the same time, the Metro Managers' group felt that the distinctions between the groups were clear enough that arguments could be made to fund both efforts. The Regional Governance Committee contribution could be relatively larger, but it would be for a one-time effort. The "FOCUS" proposal would be for a longer term organization.