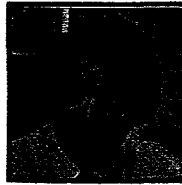


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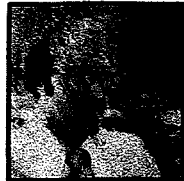
Metropolitan Service District

Rick Gustafson
EXECUTIVE OFFICER



C O U N C I L

Mike Burton
PRESIDING OFFICER
District 12



Jane Rhodes
District 6

Donna Stuhr
VICE-PRESIDING OFFICER
District 1



Betty Schedeen
District 7

Charles Williamson
District 2



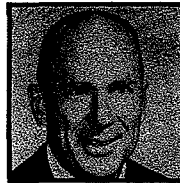
Caroline Miller
District 8

Craig Berkman
District 3



Cindy Banzer
District 9

Corky Kirkpatrick
District 4

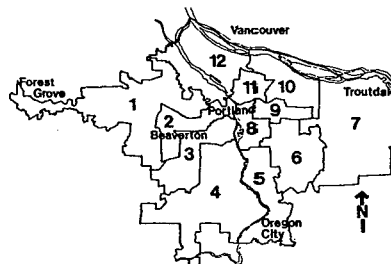


Gene Peterson
District 10

Jack Deines
District 5



Marge Kafoury
District 11





METROPOLITAN SERVICE DISTRICT

January, 1980

527 S.W. Hall Street
Portland, Oregon 97201
503/221-1646

Dear Friends,

Just one year ago on New Year's Day, 1979, the first Metro Council and Executive Officer took office, marking the beginning of the first directly elected regional government in the United States. Our charge was to create and guide a government that would provide needed regional services to the people within the Metropolitan Service District.

After 12 short months, Metro has a lot to feel good about. We believe our accomplishments of the last year bring to light the purpose and value of a regional body — to address specific regional issues and work cooperatively with local governments to reach solutions.

Metro has proven itself as a regional leader: formulating plans to solve Johnson Creek flooding with a Local Improvement District (LID); developing five alternatives for further study to ease Westside traffic congestion; and gaining LCDC approval for an Urban Growth Boundary.

Metro has also provided significant services to local governments: implementing a regional solid waste program which emphasizes waste reduction; developing a Housing Opportunity Plan to more fairly allocate assisted housing throughout the region; providing over \$1 million in Criminal Justice Improvement Funds; and gaining the necessary support for passage of a comprehensive legislative package.

We also managed to combine two existing agencies (CRAG and the former MSD) into one new government, developing our first budget with no increase in taxes, assessments or fees.

These achievements, as well as others, are covered more fully in this year-end report. We believe our achievements show the ability of a regional government to provide valuable and needed services to citizens in this metropolitan area.

It has been a busy and hectic year. We are proud of Metro's accomplishments, but there is not much time to reflect on our successes. We have a number of major issues facing us in 1980:

- finalizing negotiations for a resource recovery facility
- preliminary engineering on the five Westside Transitway options
- securing a permanent source of funding for Metro and our Zoo
- forming the Johnson Creek LID.

This marks the end of Metro's transition period. We look forward to the challenges of the 80's.

Sincerely,

Rick Gustafson
Executive Officer

Mike Burton
Metro Council Chairman, 1979

Elected Officials Pioneer New Government Concept

Only three days after the January 1, 1979 swearing-in ceremony, the Metro Council was already making significant decisions. The newly-elected Council and Executive had the unique charge of creating a new government, but they also assumed responsibility for two on-going agencies. The Council dedicated many hours to getting organized, but also committed not to delay any important decisions. They did this and more as some of the major accomplishments (particularly the Westside Transitway study and the McLoughlin project) were completed even earlier than expected.

All in all, it has been a successful beginning for the nation's first directly elected regional government.



First Metro Budget Reflects No Increase in Taxes, Assessments or Fees

Putting a budget together was particularly difficult this first year. Metro had to combine two different budgets in January to provide a working operation for the new government, and also had the immediate task of developing a new budget for fiscal 1980.

This task was completed in June and Metro's first budget — totaling \$24.5 million — was approved

by the Council. It provided for continuing services to local governments with *no increase* in taxes, assessments or fees.

The budget also reflected the necessary changes involved in shifting from two regional *agencies* to one regional *government* and addressed the need to serve 13 new elected officials.

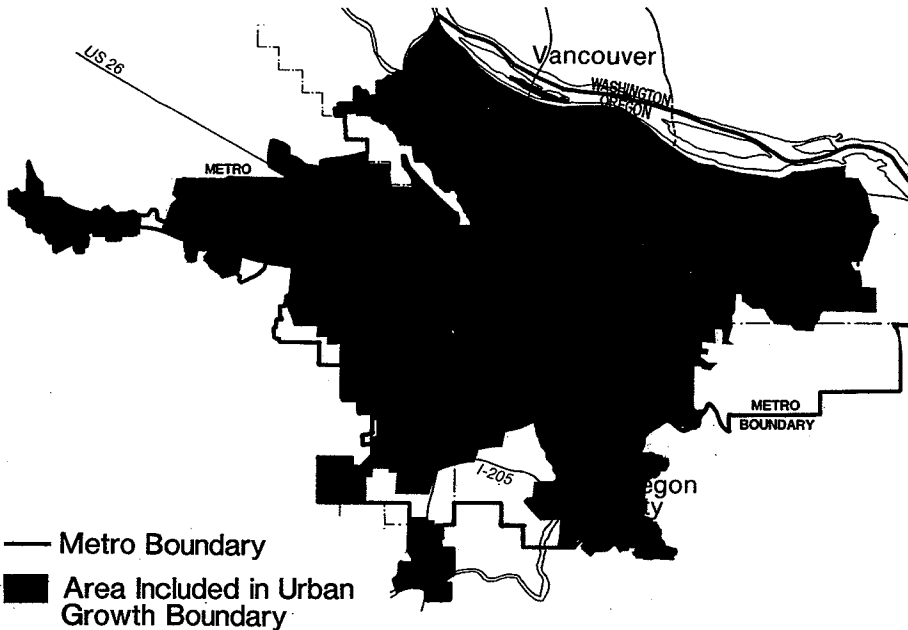
In mid-December, the Land Conservation and Development Commission voted to acknowledge Metro's Urban Growth Boundary, ending a five-year process begun by the Columbia Region Association of Governments (CRAG) to satisfy state land use laws. The urban containment boundary is the first of its type to be put in place anywhere in the United States. It also represents the first regionwide land use decision in the Metro area.

The Boundary is intended to confine urban development to the year 2000 and to preserve and protect rural lands.

The adopted Boundary will now be used as a guidepost for approval of the comprehensive plans submitted to Metro by the 24 cities and 3 counties in the Metropolitan Service District. It will also provide the certainty needed by both developers and planners to guide investment and development decisions.

A set of growth policies for use of urban land has been established. Metro provided the leadership to gain local government support for these policies which will assure that the urban land *within* the Boundary is used efficiently and that rural and farm lands *outside* are preserved.

LCDC Approves Metro's Growth Boundary



Metro received outstanding support from the 1979 Legislature, gaining approval of all bills sponsored by the new government.

HB 2846 gave Metro the authority to franchise landfills and to continue with negotiations for a resource recovery project.

SB 925 established an emergency landfill siting procedure and permitted landfills to be located in farm zones.

HB 3078 clarified Metro's authority to adopt and enforce an Urban Growth Boundary.

HB 2722 permitted candidates for Metro offices to be included in the Voters Pamphlet.

HB 2328 made minor changes in Metro's enabling legislation, allowing the organization to serve as its own contract review board and enabling Clark County to participate in regional issues affecting their area.

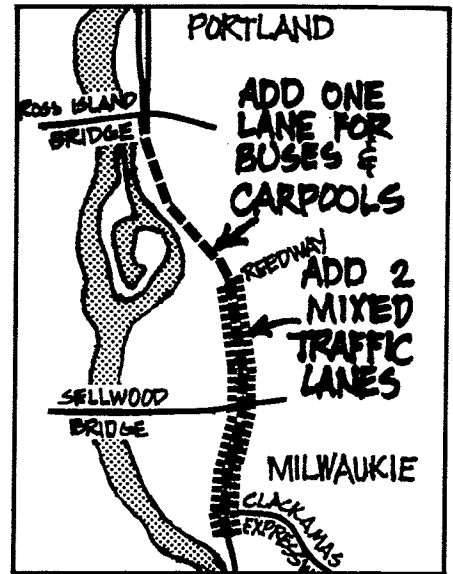
Plans are already being developed for Metro's 1981 legislative package which is expected to include a major emphasis on bills for increased authority to enforce waste reduction programs.

Metro Legislation Gains Approval

Solution Provided For McLoughlin Traffic Woes

In December, Metro identified a workable solution to the serious traffic congestion along McLoughlin Blvd. The proposed project was announced five months ahead of schedule and had the full support of all the affected local governments.

The proposed improvement will extend from the Ross Island Bridge to the city of Milwaukie. It features a reversible lane for carpools and buses plus two additional lanes for mixed traffic. Other improvements for the area from Milwaukie south to Oregon City will be considered in later studies.



Metro's analysis indicates that the proposed project would reduce rush hour traffic congestion, divert some 700 cars per hour off neighborhood streets, encourage transit ridership and carpooling, and could be built without removing the trees along the highway.

The Oregon Department of Transportation will now assume the lead for final design efforts. If approved by citizens and the local governments, construction could start in 1983 with completion expected in 1985.

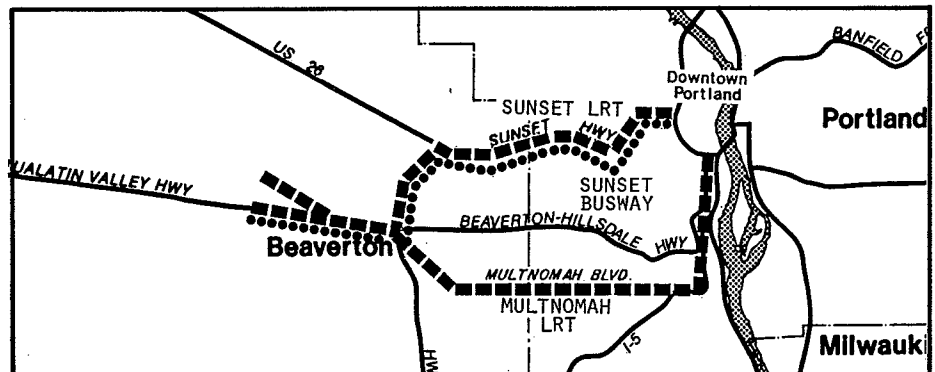
Transit Improvement Planned For Westside

Early in the year, Metro identified the Westside Corridor (from Downtown Portland to Beaverton) as a major regional problem area requiring a significant transit improvement.

Metro is the lead agency (working closely with Tri Met and the Oregon Dept. of Transportation) responsible for identifying a Westside transit project. Early analysis of sixteen possible improvements identified the five most promising alternatives for further study.

These options range from simply adding more buses, to constructing a separated busway or building a second light rail line for the region.

The five alternatives will be studied in detail by affected citizens and reviewed by all local jurisdictions. Preliminary engineering will begin at Metro in January, with a final recommendation on a Westside transit improvement expected in late 1981.



Metro declared Johnson Creek the first issue of regional concern. A task force was formed in March to study solutions for the severe flooding and pollution problems. The task force has made significant progress by:

1) obtaining funds from all jurisdictions in the Johnson Creek Basin to organize a Local Improvement District (LID) for financing of improvements to be made in cooperation with the Corps of Engineers. The LID will include *all* residents of the Basin, since development anywhere in the basin increases the amount of water running into the creek, thereby

contributing to the flooding problems.

2) gaining approval of interim development guidelines to control future development in the basin until the needed improvements funded by the LID have been completed.

3) sponsoring a Johnson Creek Clean Up in August with volunteers all along the creek helping to make it a success.

Work will begin at Metro in January to prepare preliminary plans and engineering estimates with formation of the LID expected in June.

Relief in Sight for Johnson Creek Residents



Soon after Metro's formation in January, newspapers, magazines and organizations throughout the United States were interested in learning more about this unique experiment in regional government.

The New York Times, St. Louis Post-Dispatch, Baltimore Sun, Minneapolis Star and others came to find out about Oregon's pioneering efforts toward a more efficient government structure.

National organizations also wanted to hear the Metro story. Members of regional councils from

around the country were on hand at the yearly convention of the National Association of Regional Councils (NARC) to hear more about Metro and how it functions. Metro's Executive Officer was invited to speak at the National Conference of Mayors, the American Planning Association, the International Public Works Congress and a number of other national meetings to discuss Metro's role in relation to local governments.

Metro also entertained international visitors from Canada, Wales and Scotland.

New Regional Government Sparks National Attention

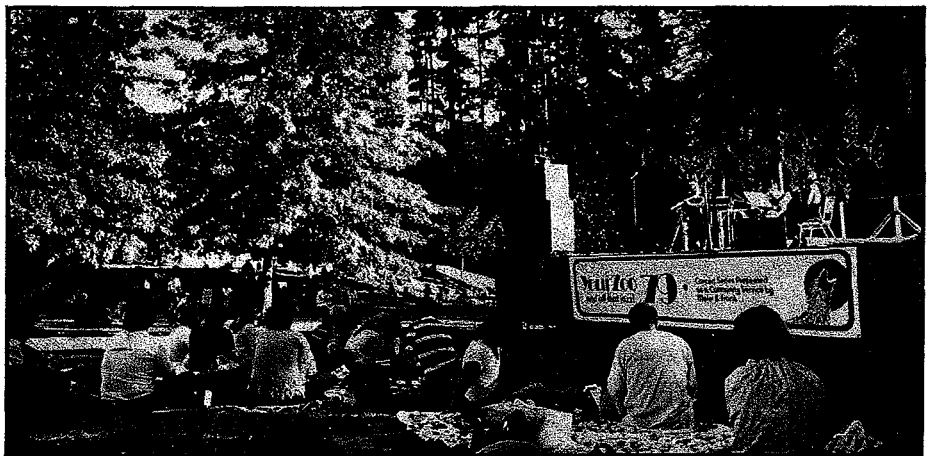
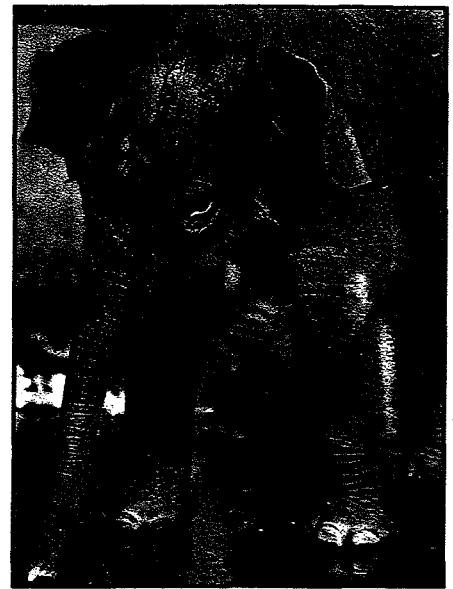
There's a Lot That's New at Your Metro Zoo

Many new improvements have been made at Metro's Washington Park Zoo this year with the help of funds from the five-year serial levy approved by voters in 1976. With the completion of the enlarged elephant quarters and the new primate house in 1980, the Zoo will have fulfilled the commitments made in the 1976 campaign.

One of the most exciting new additions is an innovative exhibit called "Night Country" which features nocturnal felines and other animals whose day is our night. Other improvements include a renovated nursery, a new quarantine facility, and more attractive tiger and leopard enclosures. The entrance plaza and food service has also been updated to make your Zoo visit more pleasant.

This past year has seen a large increase in attendance with over 645,000 people enjoying their Zoo — the largest number of paid admissions since 1964.

To help offset the cost to taxpayers for future Zoo improvements, the Metro Council approved a private development program to seek donations and grants for specific improvements. The program's first effort is the "Zoo Parents" project which helps to defray the cost of feeding the Zoo's 554 animals.



An added feature last summer was a nine-week concert series featuring jazz and classical music performed by local musicians. The concerts attracted

over 12,000 extra visitors to the Zoo. Plans are being made for a second series in Summer, 1980, again sponsored by Meier & Frank Company.

Metro is responsible for solid waste disposal for this region — and it is a big responsibility. The residents of the Metro area generate over 800,000 tons of garbage each year.

Metro's solid waste management plan places its major emphasis on *waste reduction* in order to reduce our dependence on landfills. The plan focuses on recycling, resource recovery and finally, landfilling.

In September, the Metro Council approved partial funding for two recycling centers. The centers are scheduled to open in early 1980, with one in Southeast Portland and the other in Beaverton.

The two centers will offer "full-line" recycling, meaning they will accept all types of recyclable materials including glass, newspapers, cardboard, tin cans, motor oil, aluminum and others.

Metro is currently negotiating to construct a resource recovery facility. Such a facility could burn as much as 500,000 tons of garbage per year to produce steam and electricity for industrial use. The amount of power generated could heat and light 35,000 homes per year — that is equal to *all the homes in Beaverton, Hillsboro and Gresham.*

Resource recovery is an extremely complex issue, and a great deal of careful research must be completed before mak-

Metro's efforts to site a new landfill are continuing, because even with the most successful recycling and resource recovery programs, we will always need a landfill for this region.

In December, a joint agreement was signed by Metro and DEQ to better coordinate the long and difficult process of finding an environmentally acceptable landfill.

This investment marks the first time a government in this region has made a financial commitment to full-line recycling and further emphasizes Metro's commitment to focus its solid waste program on waste reduction.

If this effort proves successful, Metro will assist with funding for other recycling operations throughout the region.

ing a public investment of this magnitude. Metro has made significant progress this first year, having recently secured \$380,000 in federal funds for a number of studies on the proposed project, including a study of waste quantities and characteristics, analysis of the energy potential from burning garbage, and evaluation of source separation in the region.

These investigations are bringing Metro closer to obtaining the answers needed to make a wise decision on the project.

Metro Works to Solve Regional Garbage Problems

Metro to Open Two Recycling Centers

Resource Recovery: A Viable Alternative

Additional Achievements For Metro's First Year

Adoption of the Housing Opportunity Plan (HOP): The HOP, developed by Metro's housing staff, is intended to allocate assisted housing throughout the region on a "fair share" basis. Although it was quite controversial in some suburban communities, the HOP was approved by local governments representing 96 percent of the region's population.

Funding of Oregon City By-Pass: In May, the Metro Council approved funding for the Oregon City By-Pass, a project which had long been listed as a major priority transportation project for the region.

Criminal Justice Funding: Metro is responsible for distribution of all criminal justice funds for this region. In that capacity, the Council approved grants totaling \$1.4 million for projects throughout the Metro area. Projects for funding are recommended to the Council by its Criminal Justice Advisory Committee.

Allocation of Transportation Funds: Over \$260 million in federal funds were approved by the Metro Council for transportation projects throughout the region. Some of the projects included were the I-205 Freeway; Tri-Met operating assistance; the Basin Avenue/Going Street interchange; the Allen Blvd./Highway 217 interchange; and improvements to the Sellwood Bridge, Union Avenue, Greenburg Road and 82nd Drive.

Local plan review: In its role as the designated planning coordination authority for the region, Metro completed 26 draft and final reviews of land use plans for local governments. The 24 cities and 3 counties within the Metro boundaries are required by state law to have plans submitted for approval by July, 1980. Metro advises both LCDC and local jurisdictions on plan conformity with statewide planning goals as well as consistency with regional plans.

23 Regional Transportation Priority Improvements: In July, the Metro Council approved a priority list of 23 regional transportation problems, making them eligible for funding from the \$20 million reserve left in the Interstate Freeway Transfer Fund. A substantial portion of the \$20 million will be allocated to specific projects early in 1980 by the Council.

A-95 Review Process: Metro restructured its A-95 review process (review of federal grant applications for all regional programs) to provide for increased Council involvement in applications directly related to Metro responsibilities. In 1979, grants totalling nearly \$139 million were reviewed by Metro.

Local Officials Advisory Committee: Metro created a Local Elected Officials Advisory Committee (LOAC) to provide a structure for communication between the Metro Council and local governments. LOAC holds monthly meetings to review Metro Council agendas. The group also appoints representatives to all Metro committees.

Transportation Corridor Improvement Strategy: In May, Metro released its Regional Transportation Corridor Improvement Strategy, a policy tool for making transit and roadway improvements in the region's major transportation corridors.

Air Quality Improvement Plan: In May, the Council approved Metro's portion of the State Air Quality Implementation Plan (SIP), committing Metro to perform transportation/air quality planning functions for carbon monoxide and ozone to achieve federal clean air standards for the region by 1987.

Sewer funding: Metro Executive Rick Gustafson presented testimony to the Environmental Quality Commission calling for a more equitable distribution of federal funds for sewer projects. This testimony resulted in changes in the 1980 allocation system, providing more money for projects needed in the Metro region.

Finance Task Force: In September, the Council appointed a Task Force to study future funding for Metro. The Task Force finished deliberations in December, recommending that the Council approve a separate levy for the Zoo to be on the primary election ballot in May and a general tax base for the entire Metro operation (including the Zoo) to face voters in November. In early 1980, the Council will make a final decision on which measures it will place on the ballot.

The beginning of this report listed the major issues facing Metro in 1980: finalizing negotiations for a resource recovery facility; detailed analysis of the five Westside Transitway options; securing a permanent source of funding; and formation of the Johnson Creek LID.

Looking Ahead

In addition to these issues, there are a number of others which Metro will be tackling in the next year:

- developing a long-range operational plan;
- working with DEQ to identify potential landfill sites outside the Metro boundaries;
- air quality planning to meet clear air standards;
- developing non-assisted housing allocations;
- continuing comprehensive plan review for cities and counties
- assessing the economic development impacts of the Urban Growth Boundary;
- helping to develop solutions to shortage of funds for waste treatment and other urban services;
- allocating the remaining \$20 million in freeway transfer funds for transportation improvements;
- developing a regional plan for management of urban stormwater runoff;
- completing the elephant house and primate facility at the Zoo;
- developing an emergency solid waste routing plan to alleviate the problems caused by the 1982 closure of the Oregon City landfill;
- finalizing a regional transportation plan.

It is a big list, but with the continued support and cooperation of local governments, Metro will be able to meet the challenges of the '80s and provide the leadership needed to guide the growth and development of this region.

Both the achievements and upcoming challenges noted in this report cover a broad range of issues. However, as diversified as the subjects are, they all have an important point in common: they are *regional* problems, affecting people in more than just one city or county.

That, of course, is the real value of a regional government. And the key to success in handling regional problems is cooperation between the regional body and the local governments. The successes of Metro's first year were only possible because this necessary cooperation has existed.