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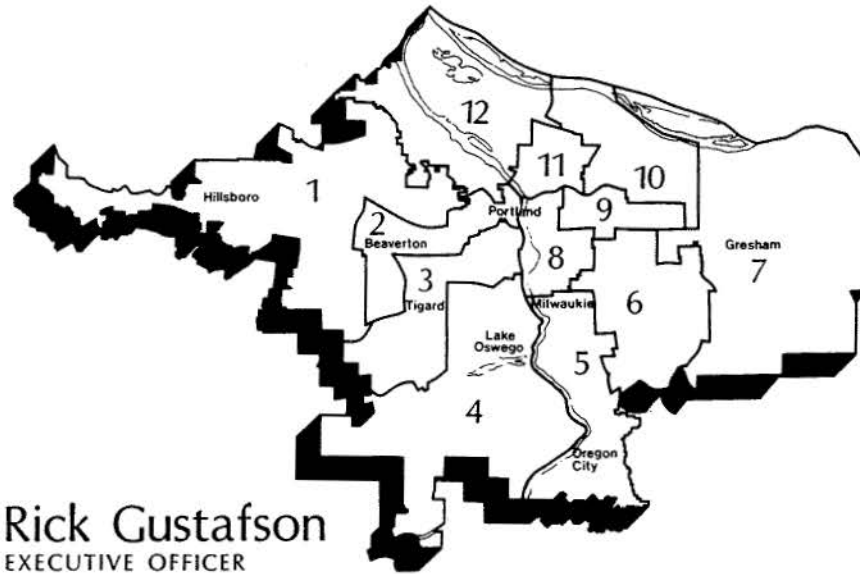
**SUMMARY of  
THE  
NEXT  
FIVE  
YEARS  
OPERATIONAL  
PLAN**



**METRO**  
OCTOBER 1980

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# METROPOLITAN SERVICE DISTRICT



**Rick Gustafson**  
EXECUTIVE OFFICER

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PRESIDING OFFICER  
DISTRICT 11

**Jack Deines**  
VICE-PRESIDING OFFICER  
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DISTRICT 10

**Jane Rhodes**  
DISTRICT 6

**Mike Burton**  
DISTRICT 12

**SUMMARY of  
THE  
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OPERATIONAL  
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# The Next Five Years

## SUMMARY

### Introduction

The Five Year Operational Plan is intended to guide Metro's course for the next five years. It contains general policies as well as specific recommendations for responsibilities Metro should assume or maintain.

The plan establishes a general mission for Metro, sets priorities and recommends a funding strategy. It then addresses 20 separate issue areas one at a time, and outlines a specific role for Metro in each. Citizens will find this useful in understanding what Metro is now doing and what it intends to do in areas of regional responsibility ranging from air quality to the Washington Park Zoo.

The Five Year Operational Plan, as a blueprint for future operations, represents a highly unusual undertaking for a local government. But Metro itself is highly unusual. It is the first directly elected regional government in the country. Metro was created under a directly elected Council and Executive Officer to address problems that cross over city and county boundaries.

As a regional government, Metro could get involved in a wide variety of issues, from sewage treatment to operation of cultural facilities. The Five Year Operational Plan is intended to give the new government some direction: to focus Metro's energies on the key concerns of citizens in this region.

### Mission

Metro will set policies on issues that affect the region's growth and development, and seek the most efficient and effective use of regional resources. In keeping with its direct responsibility to citizens of the region, Metro will aim toward preserving and enhancing the quality of life for the 900,000 people it serves.

### General Policies

Metro's general role will be to work closely with local governments and constituent groups to develop a regional perspective on key issues. Metro will bring as much federal money as possible to the region, though not limit its activities to federal grant programs.

For the next five years, Metro will concentrate on providing high quality work in areas it is already involved in, rather than in new areas. It will give top priority to continuing its planning and projects for solid waste disposal, transportation, land use, Washington Park Zoo, environmental concerns (energy, air and water quality) and capital improvements where needed.

As new activities are considered that require tax base support, Metro will give top priority to those involving:

Land Use  
Drainage  
Sewers  
Goals and Objectives  
Energy

Economic Development  
Housing  
Plan Review  
Public Transportation  
Boundary Review

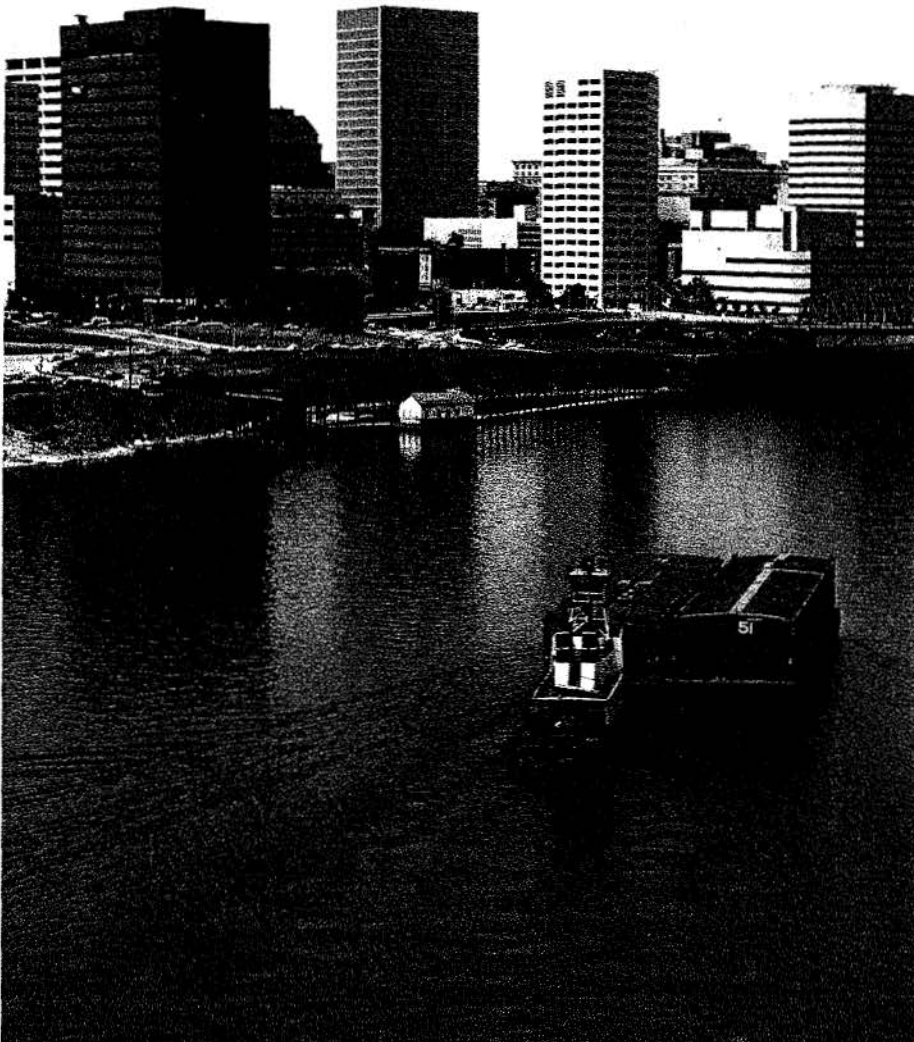
Metro has developed criteria to guide its involvement in new activities. The first set of criteria determines the extent to which an issue is regional. The second determines whether it is appropriate for Metro to be involved.

## **Metro Involvement**

A function will be considered regional if it affects citizens of the entire region rather than just one jurisdiction; if the State or federal government requires it to be regional; if it would offer economies of scale to the region; if regional involvement is needed to set standards, provide uniformity or resolve conflicts between jurisdictions; if an areawide, long-range perspective is needed; or if the legal, administrative, technical or financial capacities of a regional agency are needed.

An activity will be considered appropriate for Metro involvement if it is regional in nature and within the scope of Metro's authority; if it requires Metro's fiscal capacity; if other jurisdictions cannot address the problem; if Metro has or can obtain funding for it; if it mainly affects the Metro region; if it is part of other Metro plans or programs; if Metro can practically take on the activity, and it is in keeping with Metro's mission and goals; and if Metro involvement will improve accountability or increase opportunities for public involvement.

Clearly an activity cannot meet all criteria simultaneously. The Metro Council will have to determine the relative weights and values of each criterion and determine tradeoffs.



## Sewers

**Currently:** Metro reviews and coordinates local plans, and is implementing an adopted waste treatment management plan for the entire region.

**Next 5 years:** Metro will continue with present activities, and seek funding for local projects. It will incorporate Metro policies into a regional capital improvements program.

## Public Involvement Local Government Services

**Currently:** Metro offers citizens an opportunity to participate in decision-making through Metro committees, task forces, public hearings and planning workshops. It offers a wide variety of services to local governments, including planning and technical assistance, and is designated an A-95 Review Clearinghouse for federal funds.

**Next 5 years:** Metro will provide full opportunities for public involvement in all programs, and continue its A-95 Review designation. It will continue to provide assistance on federal development projects, environmental impact statements, annexation proposals and requests for service extension. Metro will provide grants assistance to small cities, and implement a State liaison program.

**(The following 11 categories are areas where Metro is authorized, but not mandated, to assume responsibilities.)**

## Economic Development

**Currently:** Metro has appointed a committee to monitor the effects of the UGB on land availability and prices. Metro is analyzing the economic impacts of public investment decisions such as light rail. It is also identifying roles for public agencies in economic development.

**Next 5 years:** Metro will adopt a Commercial/Industrial Land Demand plan and identify and assist with development projects.

## Housing

**Currently:** Metro has adopted a Housing Opportunity Plan, and allocates public housing funds throughout the region. It has also adopted regional housing goals and objectives.

**Next 5 years:** Metro will continue to set policies on regional housing issues. It will focus efforts on technical assistance to local governments, and help sponsor projects showing construction techniques that are energy efficient and economical. Metro will study the need for a regional housing finance program.



**Currently:** Metro distributes funds from the Law Enforcement Assistance Administration (LEAA) to local jurisdictions, and assists agencies in determining the regional impacts of their plans, projects and budgets.

**Next 5 years:** Metro will continue existing activities, and provide planning assistance, coordination and some research and analysis for multi-agency and regional issues. It will support legislative changes to improve the performance and responsiveness of public safety and justice agencies, and review land use plans to see that they facilitate the provision of public safety and criminal justice services.

**Currently:** Metro is conducting studies with federal and local agencies to identify major problems and solutions; preparing a regional plan to manage stormwater, limit erosion, and improve water quality; and establishing local improvement districts in major drainage basins to secure funds for solving specific problems.

**Next 5 years:** Metro will adopt a regional drainage and stormwater plan, coordinate basinwide drainage management between local governments, and establish funding mechanisms to construct and operate drainage facilities throughout the region. It will also develop a regional capital improvements program including drainage.



**Currently:** Metro reviews and comments on requests to the Boundary Commission for formation of water districts and boundary changes, and is gathering information about water supply problems and needs. It is involved in local plan review through A-95 Review and LCDC goal compliance processes.

**Next 5 years:** Metro will adopt a regional water supply plan; coordinate local and regional plans; review and comment on boundary change requests; and compile data on water supply problems and needs. It will not construct or operate water supply facilities.

**Currently:** Metro now evaluates the energy impacts of regional policies in transportation, land use, air quality and housing. It coordinates and reviews local plans.

**Next 5 years:** Metro will continue its present work, and adopt a regional energy plan. It will provide technical assistance to local governments on energy matters, and educate the public regarding conservation.

## Criminal Justice

## Drainage

## Water Supply

## Energy

## Solid Waste

**Currently:** Metro is implementing a Solid Waste Management Plan; siting recycling centers and public drop centers to encourage recycling; developing a resource recovery plant to convert garbage into energy; siting sanitary landfills; and siting transfer stations to receive waste from commercial haulers and the public and transport it to disposal facilities.

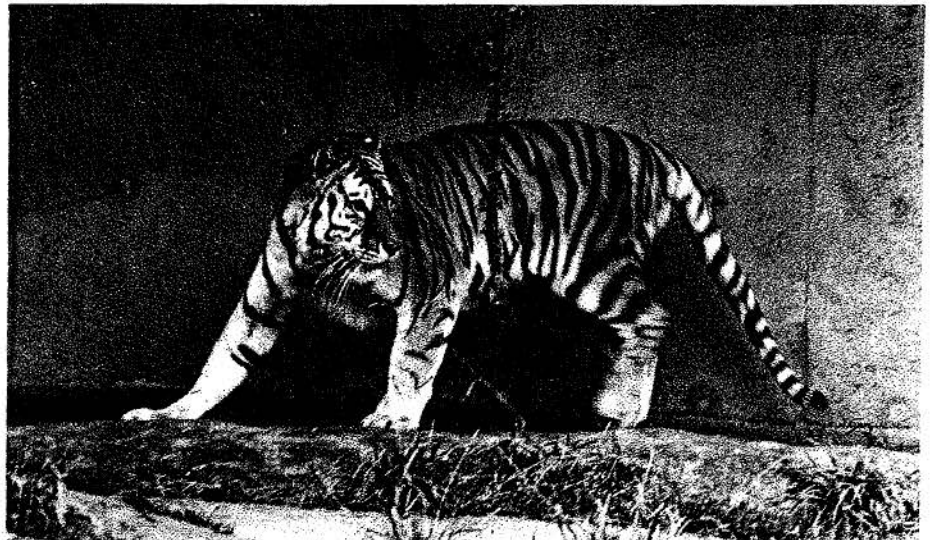
**Next 5 years:** Metro will complete its present projects; promote source separation and recycling; operate waste disposal facilities, such as landfills; adopt a Waste Reduction plan; franchise disposal and consider franchising waste collection. It will continue to site sanitary landfills as necessary.



## Washington Park Zoo

**Currently:** Metro owns and operates the Zoo. It has been improving and upgrading Zoo facilities, and offering new programs to increase public use.

**Next 5 years:** Metro will continue to improve and upgrade the Zoo and encourage more public use of the Zoo.



## Parks, Open Space and Recreation

**Currently:** Metro reviews and coordinates plans of local jurisdictions.

**Next 5 years:** Metro will continue present activities; integrate park-needs with a regional capital improvements program; develop policies on parks, open space and recreation as part of the Metropolitan Development Plan; and fully integrate these policies with housing, economic development and land use policies. Metro will not become involved in operating parks or conducting recreation programs.



**Currently:** Metro reviews and comments on proposed boundary changes for cities, counties and special districts. The Portland Metropolitan Area Boundary Commission reviews and approves boundary changes and certain service extensions for the metropolitan area.

**Next 5 years:** Metro should study its role regarding functions of the Boundary Commission under the assumption that such functions should be continued on a regional basis.

**Currently:** Metro has the authority to finance, build, operate and maintain sports, convention, cultural, exhibition and entertainment facilities, with voter approval of a tax base.

**Next 5 years:** Metro will study the needs and problems of existing facilities, and define its role following voter approval of a tax base.

**(The following areas represent new responsibilities for Metro and require legislative changes.)**

**Next 5 years:** Metro will support legislative changes requiring 911, review implementation plans for the region, and continue its coordination activities.

**Next 5 years:** Metro will seek legislative changes to require local planning and coordination for disaster preparedness. Additional changes will be sought establishing Metro as the plan review and coordination agency on disaster preparedness for the region.

**(The following functions and activities were considered for Metro involvement, but have not been included as areas of responsibility for the next 5 years):**

Aging	Libraries
Children and Youth Services	Marine Trades/Airports
Human Services	Human Rights
Health Care	Arts
Manpower	Cable TV
Mental Health	Data Processing
Historic Preservation	Purchasing

The Operational Plan is a working document, for Metro to use year-by-year in determining activities and budgets. It will be reviewed and open for amendment during the budget process each year.

Before each year's budget is adopted, a public hearing will be held on proposals to amend the Operational Plan. Any proposed amendment that would add new responsibilities would have to identify the specific activity requested, potential funding sources, estimated costs, timing and population to be served. If the amendment would decrease involvement, it would have to identify the specific activity to be decreased, estimate cost savings, and offer alternatives for carrying out that function.

Amendments to the plan will be considered when there is a change in the availability of funding for Metro, a change in regional needs, or a change in regional priorities.

## Boundaries

## Spectator Facilities

## 911

## Disaster Preparedness

## Plan Use

**METROPOLITAN SERVICE DISTRICT**  
**OPERATIONAL PLAN SUMMARY OF METRO'S EXISTING AND POTENTIAL AREAS OF INVOLVEMENT**

	<b>NOW DOING</b>		<b>PROPOSED NEW ACTIVITIES</b>		<b>NOT IN THE NEXT FIVE YEARS</b>
	<b>REQUIRED BY STATUTE</b>	<b>FY 81 BUDGET AND WORK PROGRAM</b>	<b>NOW AUTHORIZED BY STATUTES</b>	<b>LEGISLATIVE CHANGE REQUIRED</b>	<b>WITHDRAWN FROM CONSIDERATION</b>
AIR QUALITY	Plan	Planning, adopt control measures	Develop program. Technical assist.		
TRANSPORTATION	Plan	Program & project. planning, distribute funding, technical assistance, adopt plan	Fund projects. Study Tri-Met merger		
GOALS & OBJECTIVES	Adopt	Develop approach.	Monitor compliance		
PLAN REVIEW/COORD.	Review/coordination	Review/coordination			
LAND USE	Urban Growth Boundary	Planning, monitoring			
SEWERS (WATER QUAL.)	Plan	Planning, capital improvements program	Fund projects		
PUBLIC INVOLVEMENT	Program	Program			
ECONOMIC DEVELOPMENT		Planning	Develop projects. Tech. assistance		
HOUSING		Planning, adopt goals & policies	Develop projects. Tech. assistance	Finance program	
CRIMINAL JUSTICE		Planning, distribute funding		Review plans	Conduct programs Construct, operate facilities
DRAINAGE		Establish funding mechanism, planning, construction, operations, capital improvements program	Fund projects		
WATER SUPPLY		Planning, capital improvements program			Construct, operate facilities
ENERGY		Planning	Tech. assistance		
SOLID WASTE		Planning, construction operations, regulation			Collection franchise regulation
ZOO		Planning, operations, construction			
PARKS & RECREATION			Plan		Conduct programs, construct, operate facilities
BOUNDARIES			Regulate*		
CULTURAL/ENTERTAINMENT FACILITIES			Study Involvement		
911 SYSTEM		Coordination		Coordinate and review plans	Operations
DISASTER PREPAREDNESS				Coordinate & review plans	Deliver services
AGING					Plan, coordinate programs
CHILDREN/YOUTH SVS.					Plan, coordinate programs
HUMAN SERVICES					Plan, coordinate programs
HEALTH CARE					Plan, coordinate programs
MANPOWER					Plan, coordinate programs
MENTAL HEALTH					Plan, coordinate programs
HISTORIC PRESERVATION					Plan, conduct programs
LIBRARIES					Acquisitions, technical assistance, construct/operate facilities
MARINE TRADES					Construct/operate facilities
HUMAN RIGHTS					Plan, coordinate programs
AIRPORTS					Plan, construct/operate facilities
ARTS					Plan, conduct programs
CABLE TV					Plan, franchise
DATA PROCESSING					Service delivery
PURCHASING					Service delivery

\*Voter approval required

The Operational Plan represents a culmination of effort by Metro and constituent groups to establish a framework for the future of Metro, a unique and still young form of government.

## Background

Metro began serving the tri-county area on January 1, 1979. It was authorized by the State Legislature in 1977, and approved by voters in May, 1978, as a consolidation of the Columbia Region Association of Governments (CRAG) and the Metropolitan Service District (MSD).

Metro assumed CRAG's planning functions and MSD's service responsibilities. But it was the first regional government organized under a directly elected Council and Executive Officer. Metro's 12 Councilors are elected from districts of about 70,000 population each. Its Executive Officer is elected at large.

During its first year and a half, Metro concentrated on developing projects involving solid waste resource recovery, recycling, drainage management (e.g., Johnson Creek) and transportation (e.g., Banfield Light Rail Transit (LRT) and Westside Transitway Corridor). Metro gained State approval for its UGB for the entire region, and improved its Washington Park Zoo by adding new programs and better exhibits.



## **Background (Cont.)**

For funding, Metro has relied on State and federal grants, user fees, local government dues, and Zoo serial levies: all short-term sources of funding.

In the fall of 1979, the Metro Council formed a Finance Task Force to consider possibilities for long-term funding. The Task Force, which included State legislators, citizen leaders and local government officials, made its recommendations to the Metro Council in January, 1980. The Council then adopted those financing recommendations, which called for:

- An election in May, 1980, on two serial levies for the Washington Park Zoo, one for operating and one for capital costs. These would replace the existing levies to expire in July, 1981.
- An election in November, 1980, on a proposed tax base, to provide a permanent source of funding for Metro; and
- Preparation of a work plan (which became the Five Year Operational Plan) to set Metro's direction before the tax base election.

Metro staff then began developing the Five Year Operational Plan. In May, 1980, they conducted a two-part survey on the future of Metro. About 400 people participated, including local officials, interested citizens, business persons and planning professionals. The respondents indicated the issues Metro should address, how it should address them, when it should get involved in those issues, and how each Metro activity should be funded.

Results of the survey were used to draft the Five Year Operational Plan, "The Next Five Years." The document establishes a blueprint for Metro operations over the next 5 years, and will be amended and updated each year as conditions change and Metro's regional role is further defined.