

W O R K S E S S I O N

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METRO

MEETING: METRO COUNCIL WORK SESSION
DATE: April 25, 1995
DAY: Tuesday
TIME: 2:00 PM
PLACE: Oregon Convention Center King Board Room

******PLEASE NOTE CHANGE IN MEETING PLACE******

2:00 PM **CALL TO ORDER AND ROLL CALL**

2:15 PM 1. Discussion of Metro Council's Mission, Goals, and Process Hertzberg
(3 hours)

 2. **COUNCILOR COMMUNICATIONS**

5:00 PM **ADJOURN**

Items scheduled at the work session may be continued for further discussion or action at the regular Thursday Council meeting.

For assistance/Services per the Americans with Disabilities Act (ADA), dial TDD 797-1804 or 797-1540 (Council Office)

* All times listed on the agenda are approximate; items may not be considered in the exact order listed.



METROPOLITAN EXPOSITION-RECREATION COMMISSION

March 8, 1995

TO: **MERC Commissioners**
 Baruti Artharee Ben Middleton
 Gary Conkling Alice Norris
 Bernie Foster Mitzi Scott

FROM: Clifford Carlsen, Chair

RE: Assignments of Liaison Commissioners and Procedures

After careful review and consideration with you, staff, and legal counsel, I have made these Liaison assignments:

1. Assignments:

1. **Stadium**
 Lead, Ben Middleton
 Bernie Foster
 Gary Conkling (Advertising)
2. **Performing Arts Center**
 Lead, Alice Norris
 Baruti Artharee
3. **Convention & Expo Center**
 Lead, Mitzi Scott
 Gary Conkling
4. **Executive**
 Lead, Clifford Carlsen
 Gary Conkling
 Alice Norris

Councilors,
 For your information
 +/or use if it appears
 this pertains in any
 way to our discussion.
 Conkling Ruth

5. **Budget & Finance**
Lead, Alice Norris
Ben Middleton
Gary Conkling

6. **Portland Metro Sports Authority**
Gary Conkling

It may be necessary to make other special assignments from time to time as special projects and issues come up.

2. **Procedure:**

Liaison Commissioners are appointed to certain facilities or special projects, or they have other assignments. Liaison Commissioners consult with staff, keep current with issues concerning their facilities or projects, and may attend meetings with other Commissioners along with staff or on their own. In sessions at which the "public" is not present, they should refrain from making any joint recommendation as Commissioners. At subsequent commission meetings at which the relevant issues are discussed, they can and should express their own individual opinions.

If Commissioners are charged with making a committee recommendation such as on ticketing or concessions, or if, as liaison Commissioners, they wish to consider making a joint recommendation as two members of the MERC, then they should consider themselves a committee and arrange with staff for a publicly "noticed" meeting at which they may freely discuss their views and deliberate toward a recommendation to take to the MERC.

It is this latter type of meeting, leading to a decision, that requires that public notices be sent.

3. **Communication with Staff:**

As a general rule, Commissioners can, and should, contact Facility Directors at any time and request information or discuss an issue relating to their responsibility. If there is any need for focused discussion of an issue, it should be done with the Facility Director, the General Manager, the Chair, or other Commissioners.

The MERC Commissioners should not, as a general rule, "direct" staff to any significant action. Management of the staff direction and time is the role of the General Manager, as modified by the Commission and Commissioners on special issues.

The MERC Liaison Commissioners work closely with the appropriate Facility Director as well as with the General Manager with respect to the specific business for their interest area, and as a group, they may make decisions and set direction within the overall context as set for them by the Commission.

Commissioners should not attend staff meetings unless:

- (1) the meeting concerns facilities for which they are Liaisons; and
- (2) they have a role to play; and
- (3) the Facility Director or General Manager is aware of their attendance in advance and has helped to define their respective/roles.

MERC Commissioners may be in attendance at other public meetings or at other agency meetings where they have a role to play. They need to be sensitive at all times to their role as Commissioners so as to prevent any confusion in the broader community.

This comes from longstanding discussions on the appropriate role of Commissioners, and I thought it was worth putting on paper, especially in view of the increasing level of activity at MERC.

-- REVISED DRAFT --

A DISCUSSION OF METRO'S FUTURE

**Presented By Executive Officer Mike Burton
April 17, 1995**

A DISCUSSION OF METRO'S FUTURE
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This discussion paper presents an initial evaluation of the Executive Officer's view of Metro's Mission and role in the future. It will be used by the Executive Officer during an interim period to direct the work efforts of staff and to guide his decisions and recommendations on a variety of short-term issues which have significant long-term implications. It is anticipated that this paper will be used as the basis for broad discussion and, with refinement, will become Metro's action plan.

Background

- ◆ Metro is faced with a number of finance and governance questions which must be answered in the short-term.
- ◆ The Executive Officer and the Metro Council have not agreed on a clear statement of Metro's roles, responsibilities, and strategies for the future; both, however, have expressed a strong desire to develop one now.
- ◆ There is not sufficient time to go through a full vision, mission, and action planning process before a number of major decisions with long-term implications must be made.
- ◆ Many of these decisions have already been deferred over an extended period and cannot be practically deferred any longer.
- ◆ A preliminary plan (which has not been widely discussed) to guide current decisions is preferable to failing to make essential decisions or to making them with no plan.
- ◆ An immediate and concise effort is required to provide a preliminary framework for answering long-range questions now.

Desired Products

- ◆ A preliminary vision/mission and statement of roles for Metro in the future.
- ◆ A long-range framework for short-term decisions.
- ◆ An action planning process which will involve all of the key stockholders.

General Approach

- ◆ Examine ORS and the Metro Charter to determine what Metro's roles *could* be.
- ◆ Determine what Metro's roles *should* be.
- ◆ Assess needs to make the transition from what Metro *is* to what it *should* be.
- ◆ Create a preliminary financial strategy which answers essential short-term questions and creates a process for answering the remaining questions in a timely manner.

What Roles *Must* Metro Assume?

The Metro Charter includes language which *requires* Metro to do only one activity: **Regional Planning**. Specifically, it requires Metro to:

1. adopt a Future Vision between Jan. 15 and July 1, 1995;

2. adopt a Regional Framework Plan by December 31, 1997;
3. require each City and County within the region to make their land use decisions and comprehensive plans conform with the Regional Framework Plan.

What Roles Could Metro Assume?

Except for certain mandates relating to land use planning and solid waste, State Law permits but does not require Metro to assume a number of roles. Metro has exercised some of the authority granted by State Law. The Metro Charter permits but does not require Metro to do certain activities without any further approval of the voters. These include the acquisition, development, maintenance and operation of:

- ◆ a metropolitan zoo;
- ◆ cultural, trade, convention, exhibition, sports, entertainment, & spectator facilities;
- ◆ facilities for the disposal of solid wastes;
- ◆ disposal of solid wastes;
- ◆ a system of parks, open spaces and recreational facilities of metropolitan concern;
- ◆ metropolitan aspects of natural disaster planning and response coordination;
- ◆ development and marketing of data;
- ◆ assuming the duties, functions, powers and operations of a mass transit district; and
- ◆ other functions that are matters of metropolitan concern.

In addition to those activities already authorized by the Metro Charter, State Law permits a number of other activities. These include:

- metropolitan aspects of sewers (interceptors, trunks, outfall sewers; pumping stations and treatment facilities);
- controlling the flow, and providing for the drainage, of surface water;
- providing public transportation and terminal facilities;
- providing planning for criminal and juvenile justice;
- acquiring, developing, constructing, maintaining, and operating metropolitan aspects of water supply and distribution systems;
- planning, coordinating and evaluating the providing of human services, including but not limited to, programs for the aging, health care, manpower, mental health and children and youth;
- providing facilities for criminal and juvenile detention and programs;
- providing metropolitan aspects of library activities; and
- assumption of the Boundary Commission function.

The Metro Charter empowers Metro to assume any function authorized but not mandated by the State, subject to procedural requirements set forth in the Charter. However, assumption of the Boundary Commission function is an action that requires voter approval under current law.

METRO VISION / MISSION / VALUES

VISION

Metro ensures a livable, sustainable future for citizens of the region.

MISSION

Metro provides regional leadership by managing growth, and providing services and facilities which must be addressed regionally to be most effective, cost efficient, and equitably financed.

VALUES

- It is imperative to lead.
- It is essential to care; excellence is a natural consequence.
- The process is important, but the results really do matter.
- We are committed to the worth and dignity of each individual.
- Our work is principle-driven and reflects our integrity.
- Teamwork is critical to our mission.
- Diversity is essential for balance.
- We meet life's challenges through discovery, exploration, and sharing.
- Fun is basic.
- We take initiative to accomplish our goals, creatively and enthusiastically.

DEPARTMENT VISION / MISSION / GOALS

Planning Department

Mission

To develop a plan for and seek implementation of a model land use and transportation program to address the needs of the Portland region due to growth and protect its livability.

Goals

1. Develop and seek adoption by the Metro Council of a Future Vision by July 1995.
2. Develop amendments to the Regional Urban Growth Goals and Objectives to incorporate the Region 2040 policy direction and seek adoption by the Metro Council by July 1995.
3. Develop a Regional Framework Plan and seek adoption by the Metro Council by December 1997 to address at a minimum the following issues:
 - a. Urban Growth Boundary
 - b. Urban Reserves
 - c. Transportation
 - d. Open Space and Recreation
 - e. Water Supply
 - f. Housing Densities
 - g. Urban Design
 - h. Coordination with Clark County
 - i. Water Quality
4. Seek necessary changes in local comprehensive plans to implement the Regional Framework Plan by December 1999.
5. Manage the Urban Growth Boundary.
6. Ensure the transportation element of the Framework Plan meets the Oregon Transportation Plan Rule and federal MPO requirements.
7. Approve federal funds for transportation projects.
8. Implement federally required management systems on congestion, public transit, bridge, pavement condition, safety and intermodal connections.
9. Secure state and federal approval and funding for South/North Light Rail Transit.
10. Maintain historical data and forecasts on land use, employment, population and demographics.
11. Maintain historical data and forecasts on travel patterns, volumes, trends and behavior.
12. Seek adequate funding to implement the Regional Transportation Plan.
13. Implement the Council-adopted work program for water quality.
14. Evaluate earthquake hazards and develop mitigation and response plans.
15. Provide technical services on a reimbursement basis to local governments and the public.

Solid Waste Department

Mission

The Department will contribute to the preservation and wise use of local and global resources by providing integrated waste management services.

Goals

- Developing and maintaining a regional waste management system that is efficient, economical and environmentally responsible.
- Reducing the amount of waste disposed through waste prevention and recycling practices.
- Operating Metro solid waste facilities in an environmentally sound, safe, and economically efficient manner.

Parks and Greenspaces Department

Vision

Ensure a vital green heritage within our regional community where people and nature can live in harmony

Mission and Goals

Establish and maintain a regional system of interconnected natural areas, parks, trails and greenways for wildlife and people that:

- Contributes to the region's quality of life and economic prosperity.
- Balances human use with the need to protect habitat diversity.
- Is managed in a manner that sustains natural systems over time.
- Provides educational opportunities that inspire wise stewardship of natural resources.
- Provides recreational opportunities integrating natural and cultural resources
- Is accessible and responsive to diverse human and wildlife populations.
- Is assembled and managed through a cooperative process that involves citizens, governments, and private interests.
- Is maintained and operated in a manner that is fiscally responsible
- Reflects leadership in regional protection of natural systems.

Metro Washington Park Zoo

Mission

Metro Washington Park Zoo provides leadership in global and local wildlife conservation and earth-friendly operations. We contribute in a major way to the livability of the region by delighting diverse audiences aesthetically, intellectually and spiritually.

Goals

We aspire to be a zoo that:

- Carries a clear and urgent conservation message to visitors and the community.
- Plays a leadership role in global conservation through breeding and research.
- Delights visitors aesthetically, intellectually and spiritually.
- Touches millions of people and reaches out to diverse audiences.
- Listens to and serves the needs of visitors.
- Provides the very best care for its animals.
- Sets a sterling example of "earth-friendly" operations.
- Capitalizes on the passion and energy of staff and volunteers.
- Is a major contributor to the livability and economy of the community.
- Is enthusiastically supported by the community.

Metro Exposition-Recreation Commission

Mission

The mission of the Metropolitan Exposition-Recreation Commission (MERC) is to promote, develop and manage the region's public assembly and convention facilities in a manner that maximizes cost effectiveness while meeting the diverse interests and needs of both local and visitor audiences.

Goals

- Provide the highest quality events and services in order to ensure community support and pride.
- Meet or exceed clientele expectations.
- Maximize the opportunity for financial return to the community.
- Contribute significantly to the quality of life in the Portland metropolitan area and the State of Oregon.

Finance and Management Information Department

Mission

The Finance and Management Information Department's mission is to:

- Serve as leader in planning, implementing, managing and supporting Metro's financial, information systems, risk and accounting needs.
- Ensure services provided satisfy the customer and provide a good value for the cost.
- Provide timely, accurate and useful management information.
- Ensure District compliance with finance, accounting and risk management related laws and regulations.
- Safeguard the District's assets.

General Services Department

Mission

We care for Metro. We strive to be a streamlined team providing vital, innovative, professional services in support of Metro.

Office of Public and Government Relations

Mission

To increase Metro's visibility and strengthen its position as the regional government that performs services crucial for maintaining livability in the metropolitan area. To assist Metro elected officials and staff in building partnerships with local governments and promoting broader public participation in Metro's decision-making process.

Goals

- Develop a clear identification for Metro.
- Increase local government participation in Metro decision-making.
- Increase citizen understanding of Metro's role and its importance.
- Improve communication and cooperation between the Office of Public and Government Relations and other Metro departments.

Office of General Counsel

Goal

To provide legal services in a cost-effective, responsive and proactive manner, including vigorous litigation when appropriate, that supports Metro in carrying out its mission.

In carrying out its Goal, the Office commits to:

- Provide clear and concise legal advice to policy-makers in making informed decisions in the public interest.
- Ensure to the maximum extent possible that the District's written documents are clear and precise statements in order to avoid misunderstandings and possible litigation.
- Represent the District both formally and informally consistent with the goals of the District and in a manner that is perceived by the citizens of the region as being a responsible contribution to the administration of the courts and justice system.
- Fully comply with the highest professional and ethical standards of the Oregon State Bar, the Oregon Supreme Court, and the legal profession.

Personnel Department

Mission

We contribute to Metro's success through responsive, resourceful and professional service. We promote a diverse and healthy work environment which values employees.

Goals

- To provide leadership and oversight in human resource activities and functions, including job classification and compensation, recruitment and selection, benefits administration, employee and labor relations, collective bargaining, training, and personnel record processing and maintenance.
- To promote a diverse and healthy work environment which values employees.
- To encourage initiative and creativity.
- To develop and implement consistent and ethical personnel policies and processes.
- To ensure services provided satisfy required state and federal laws, Metro Code, MetroERC Personnel Policies, Executive Orders, and collective bargaining agreements.
- To provide cost effective customer service that keeps the public trust.
- To maintain harmonious relationships with employees, the public, and the unions.

What Should Metro's Roles Be?

Principles

- ⇒ Metro is in the business of solving problems and filling needs which cannot be effectively addressed at any other level; Metro should assume those responsibilities which it is uniquely or best qualified to perform.
- ⇒ Metro's involvement should be at the least intensive level which can effectively meet the need (e.g., regional funding or coordination may be appropriate alternatives to Metro ownership or operation).
- ⇒ Metro's long-term vision should not be limited by current capacity or circumstances; it should reflect a very long-term view (e.g., 20 to 50 years).
- ⇒ Implementation strategies, however, should carefully consider and reflect these facts and plot a realistic course for working toward the vision in the near term (e.g., during the next five years).

Is It Regional?

As a first step in determining what Metro's roles should be, the Charter requires that the Council must determine that the role in question is a matter "*of metropolitan concern.*" Consistent criteria should be applied to make this determination. Meeting any one or more of these criteria would define an activity/function as regional. The following criteria are used in this evaluation:

- Benefits are consumed by the citizens of the region rather than one jurisdiction
- Impacts or outcomes are not, or cannot be, addressed on a more local level
- Actions of one jurisdiction impact another jurisdiction
- Required by State or Federal legislation, rules, or regulations
- Needed for setting standards or providing uniformity for the region
- The majority of jurisdictions in the region support Metro's role.
- Has an inter-regional nature (i.e., crosses State or Metro boundaries)

Using these criteria, it is clear that **all of Metro's permitted activities are matters of metropolitan concern.** (NOTE: As each permitted activity is considered in more detail in the discussion below, it may be appropriate to consider whether specific programs and activities within the larger general activities also meet this test.)

Should Metro Assume Responsibility?

Having determined that Metro could assume responsibility for these activities, the next step is to determine if it *should* assume responsibility. In addition, the Charter also requires that the Council "*...shall specify by ordinance the extent to which Metro exercises jurisdiction over matters of metropolitan concern.*" In other words, it is not enough to say that Metro should be involved or responsible, it is also necessary to define the nature of our involvement. Again, consistent criteria should be applied to make this determination. The questions listed below are used in this evaluation. An answer of "yes" to any one question does not necessarily mean that Metro should assume responsibility. A more subjective evaluation, considering all of the answers to these questions, is required to determine if Metro should be responsible and, if so, in what manner.

Refinement of Roles

In addition to determining if Metro should assume responsibility for an activity, it is also necessary to determine what role it should assume. The following list provides examples of some of the types of roles that Metro might assume for those functions where a regional role has been determined. The list is organized in a spectrum from least intense with the least amount of involvement to the more involved and with greater impact. Potentially, Metro could be involved at any level, and could have any one or several of the roles described.

- * **Information Gathering**--One of the best examples of this currently at Metro is the Data Resource Center. This work group collects population employment data, and records on the Geographic Information System ("GIS") a range of information related to land features and usage. Because of the wide geographic coverage of Metro, information gathering at the regional level lends consistency and uniformity to the data and, particularly because there are many variations in the size of jurisdictions, supplements the technical capacity of smaller jurisdictions. It also provides economies of scale in this role.
- * **Dissemination of Information**--There is information which is of interest to people throughout the region and best distributed by one entity in print or electronically. An example of this would be The Regional Directory.
- * **Convener**--Metro could serve as a facilitator to bring issues forward, and to bring together parties needing to address a specific issue. This could either be at Metro's initiative where there appear to be conflicts between jurisdictions and a broader forum would be useful, or it could be at the request of local governments where a broader perspective or broader involvement was being sought.
- * **Coordination**--This is a more intense level of involvement than Convener in that this role implies seeking mutual consensus to resolve a problem or to provide a service. Convener does not assume that there is an outcome that involves Metro or has a policy conclusion.
- * **Planning**--Metro's mission, as stated in the Charter, is to perform regional planning and, more specifically, to prepare a Regional Framework Plan. There are many elements to this Plan, giving Metro a planning role in many functions. Planning involves establishing goals and setting policies for the long term. A Plan adopted at the regional level also has elements of information gathering, convening and coordinating. The primary difference is in an outcome that sets forth the future.
- * **Funding**--One potential role is for Metro to serve as a conduit for funding, though not providing direct service. This would provide a broad funding base to fund identified regional needs. In funding, there are three potential sub-roles: conduit, direct funding, and providing grants aimed at serving as incentives toward regional goals.
- * **Direct Service**--Metro could, as it is now, be involved directly in managing facilities and providing services. Direct Service could also involve running programs, such as Waste Reduction. And finally, it could include education services. Metro has education functions in Solid Waste, Waste Reduction, Parks, and the Zoo.

- * **Regulatory**—Metro could assume a regulatory role, which would be the most intrusive. This would involve in establishing laws and engaging in enforcement of those laws for a specific role. It would be unlikely that Metro would assume a regulatory role unless it were providing a direct service. One example of a current regulatory role is in Solid Waste, where Metro is enforcing its flow control authority through the use of law enforcement officers.

Evaluation

The following pages examine each of the potential functions (from the charter and statute) in which Metro could play a role (become involved). The criteria listed below are a reference point, and provide a process for consideration.

The same list has been provided on page 40; turn to it now and unfold it for reference as you proceed through this report.

- ◆ Is the function consistent with Metro's mission?
- ◆ Is Metro's involvement required to qualify for outside funding?
- ◆ Is regional funding required to support the activity?
- ◆ Will economies of scale result from Metro's assumption of the function?
- ◆ Is Metro's involvement required for allocating or protecting scarce resources?
- ◆ Is the function an integral part of other Metro programs, plans and policies?
- ◆ Is Metro's involvement necessary to resolve conflicts between jurisdictions (regarding, for example, authority, objectives, timing, phasing, and/or sequencing)?
- ◆ Are the legal, administrative, technological and technical capacities required to perform the function consistent with the Metro organization?
- ◆ Are other jurisdictions within the region asking Metro to assume responsibility?
- ◆ Is Metro the only agency which could perform the function effectively?
- ◆ Does Metro's involvement provide the best opportunity for public accountability?

For each function, the Executive Officer has recommended a role for Metro. Also, some action plan elements are essential to carrying out the role described. Key issues and points needing further analyses are listed.

Regional Planning

Background

The Charter identifies nine matters which must be addressed within this function:

1. regional transportation and mass transit systems
2. management and amendment of the urban growth boundary (UGB)
3. protection of lands outside the UGB for natural resource, future urban or other uses
4. housing densities
5. urban design and settlement patterns
6. parks, open spaces and recreational facilities
7. water sources and storage
8. coordination of Metro growth management & land use planning policies with Clark County
9. planning responsibilities mandated by State law

State law also delineates specific planning responsibilities, which include the following:

1. Adopt land use planning goals and objectives;
2. Review the comprehensive city and county plans to assure that they conform to the district's metropolitan area goals and objectives and the statewide goals;
3. Coordinate the land use planning activities of that portion of the cities and counties; and
4. Coordinate Metro activities and the cities' and counties' related activities with the land use planning development activities of the Federal Government and other local governments.

Federal law requires the following:

- Adoption of a transportation plan that addresses transportation needs, is fiscally constrained and conforms with air quality standards.
- Implementation of management systems addressing congestion, pavement conditions, bridges, public transit, safety and intermodal connections.
- Approval of federal funds.

Metro's Planning Department is addressing all of these matters. Evaluation against the criteria outlined at the right does not raise any major questions about either functions that Metro may have assumed unnecessarily or functions that it should, but has not, assumed.

Executive Officer Recommended Role

This is a mandated function which meets all of the criteria as a function that should be performed by Metro. Metro should meet all of its planning mandates and take a proactive role in growth management, implementing all aspects of the framework plan, and monitoring its success.

Council Determination:**Assumptions**

- Metro will retain its federal designations such as MPO (Metro Planning Organization) etc.
- Metro will continue to receive substantial grant funding for transportation.
- That the primary funding need is in the area of growth management and maintenance of the Regional Framework Plan.
- That Metro would have a continuing and active role in the implementation of the Regional Framework Plan.
- Metro will continue to maintain and upgrade the land use database embodied in the GIS system.
- The planning function is currently adequately funded, but the source of funding may not be the most appropriate.
- Current staffing levels are adequate for future needs.

Funding

- Assuming that the planning function is adequately funded, the key issue is finding replacement funding and defining what needs to be replaced.
- To replace current discretionary excise tax funding, a \$3.4M source is needed.

Staffing

- Continue current staffing level (FY 1995-96 proposed 80.9 FTE).

Approvals Required

- Under current charter authority, Metro has all the necessary approvals to carryout this function.
- Council and/or voter approval would be needed to implement a new funding source.

Issues

- How can Metro best facilitate implementation of the Regional Framework Plan? Special concerns include:
 - financing non-traditional housing
 - consolidation of land parcels
 - involvement in implementation of transit-oriented development projects
 - farm tax deferral
 - Regional Centers
 - definition of continuing role after 1997
- How to achieve the goals of the Transportation Rule?
- Should Metro play an "advocacy" role in bicycle, pedestrian and freight issues?
- Are some Tri-Met mass transit planning activities better provided by Metro?
- Is it appropriate to continue supporting separate parks and open space planning staffs in both the Planning and the Parks Departments?

Further Analysis Needed

- The primary issue relative to this role for Metro is in the appropriate role in implementation. This needs further deliberation and consideration.
- Role of Metro Planning Department in providing planning function for other departments, e.g., Parks, Solid Waste, etc.
- Which services can be provided in-house, and which are to be contracted? How should services be coordinated with other governments?

Data Development and Marketing

Background

Metro developed and has maintained a sophisticated and extensive database in a GIS format. Clearly, data development is an essential element of Metro's regional planning function. Once this data is developed, its consistent use in the development of local plans will improve the effectiveness of the Regional Framework Plan. Finally, the sale of this data to other jurisdictions helps to offset the cost of developing data that is required anyway.

In addition to data development, Metro has produced the Regional Directory, a directory of all jurisdictions in the region, elected officials, meeting times, and other practical information. The directory also includes state and federal officials and agencies as well as those from Clark County, Washington. Jurisdictions, agencies and elected officials listed in the directory have received free copies of the publication. Additional copies are sold to jurisdictions and the public. In the last two years, the Institute of Metropolitan Studies at Portland State University and representatives of some of the jurisdictions in the region have also suggested that Metro develop a regional electronic bulletin board.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should be responsible for data development and marketing. The data function is an integral part of Metro's planning responsibilities and internal management. The production of the Regional Directory continues Metro's leadership role in developing and maintaining partnerships in the region.

Council Determination:

Assumptions

- This function is, and will continue to be, essential as a support to Metro's planning role.
- This function serves many outside clients.
- That this function will continue as a stand-alone section of the Planning Department.
- That Metro will continue to support keeping the data current and expanding its usefulness through updating and using current technology.
- The publication of the Regional Directory is a service to local governments and also assists Metro and other governments in building partnerships in the region and at the state and federal levels.
- Metro will continue to copyright both planning data and the Regional Directory.

Funding

- Discretionary Metro funds are used to support this activity. The current funding source is excise tax and data sales. An alternative to use of the excise tax would alleviate the impact of excise tax on other functions.

Staffing

- Current staffing level is adequate.
- Technology changes and expanded interconnections with local governments may have positive or negative staffing impacts depending on demand for information and cost of administering keeping it current.
- If an electronic bulletin board were expanded to include information from other jurisdictions, additional staff would be required to gather or receive information and maintain the bulletin board.

Approvals Required

- Allocation of discretionary funding and priority ranking relative to other needs.

Further Analysis Needed

- Outlook for market opportunities for data.
- Long-term strategy for data development.

Metro Washington Park Zoo

Background

The Zoo was originally developed, owned, and operated by the City of Portland. Ownership and responsibility was transferred to Metro in order to provide regional funding and accountability for the facility. While the City might still be capable of supporting the facility at least for an interim period, that is basically a moot question given the decisions which have already been made.

Metro now operates this facility as an independent function and because it is unique within the region, there are currently relatively few opportunities for economies of scale or linkage to other Metro programs. The operation may have some of the same characteristics and requirements as the functions managed by MERC and the Parks Department.

Executive Officer Recommended Role

Given both past commitments and evaluation against the criteria at the right, the Zoo is a function for which Metro should continue to be responsible.

Council Determination:

Assumptions

- That the Zoo continues to operate at the present location.
- That limited undeveloped space is available for new exhibits while many current exhibits require significant upgrading.
- That the property tax base will continue in its current form without legislative or voter restrictions.
- That the compression experienced under Ballot Measure 5 will end in 1996.
- That for the current exhibits and programs, the existing staffing level is adequate.

Funding

- Stabilize operating fund. Current fund balance projected to reach critical low in FY 2001.
- Fund capital projects with combination of voter approved bonds and donations and other voluntary contributions.
- Need to establish renewal and replacement account for Zoo facilities.
- This is the only Metro function that is tax base funded.

Staffing

- Assess staff reduction opportunities to improve operating fund balance.
- Carefully evaluate and plan staffing needs for new and/or expanded facilities.

Approvals Required

- Master Plan update including conditional use permit approval from the City of Portland.
- Voter approval for bond measures and/or property tax increase.

Key Issues

- How should remaining available land and outdated exhibits be developed?
- Should Metro purchase or change the lease relationship with the City for the land under the parking lot?
- Are economies of scale possible if MERC or the Metro Parks Department was assigned responsibility for the Zoo?

Further Analysis Needed

- Update projection of fund balance and options for reducing fund balance drain. Consider the following options: further reduce spending; enhance enterprise revenues; eliminate or reduce excise tax; seek voter approval for increased tax base.
- Continue evaluation of zoo operations to ensure they are appropriate and cost effective.
- Review options for zoo governance to achieve greater financial benefit to the zoo and Metro.
- Review role of Friends of the Zoo ("FOZ") and determine appropriate relationship between Metro and FOZ.
- Review options for service delivery and location of education functions.
- Alternatives for management (e.g., consolidation with other facilities or privatization) of service functions (such as security, food and gift, catering, custodial and maintenance) need further analysis.
- Opportunities for creating a more autonomous management structure. Possibly consider combining with Parks.
- What are the long-term opportunities in the relationship with OMSI and the World Forestry Center?

**Cultural, Trade, Convention, Exhibition,
Sports, Entertainment, & Spectator Facilities**

Background

MERC was originally created to manage the Oregon Convention Center. On an interim basis, the PCPA and the Civic Stadium were subsequently transferred from the City of Portland and the Expo Center from Multnomah County for management by MERC. Control and responsibility were transferred to Metro (MERC) in order to provide regional funding and accountability for these facilities. During the balance of this calendar year, Metro will be required to decide if it is willing to assume permanent ownership and/or responsibility for these functions, and, if so, under what circumstances.

By operating these facilities under common management, Metro is able to achieve both economies of scale and greater marketing and operational effectiveness. With Metro management, it is also possible to provide regional funding for both capital and operating needs. As current and continuing Metro functions, it is clearly consistent with Metro's capabilities.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should be responsible for appropriate regional public cultural, trade, convention, exhibition, sports, entertainment, and spectator facilities.

Council Determination:

Assumptions

- Metro will pursue the operation of a system of facilities. The facilities would be jointly managed under an arms-length type commission or other entity providing some degree of independence.
- Assume that the current staffing level and pattern are adequate.
- PCPA, the Civic Stadium and Expo Center have major deferred capital needs.

Funding

- For the current system of facilities, additional operating revenues of about \$1,500,000 per year are needed to support the Portland Center for Performing Arts and Civic Stadium.
- The hotel/motel tax dedicated to support the operations of the Convention Center by Multnomah County should be converted to a regional tax.
- Renewal and replacement accounts should be established for all facilities.
- A capital improvements plan should be prepared for all facilities.
- Expansions and major improvements should be paid from voter approved bonds and donations to the extent those are available and doable.

- Operations should be funded from enhanced enterprise revenues and a regional hotel/motel tax.

Staffing

- No changes proposed at this time.

Approvals Required

- Voter approvals of funding measures.
- Multnomah County participation and approval of change in funding support for OCC.
- Conditional use permit approvals for capital improvements, preferably under a master plan process.

Key Issues

- Is the current governance structure between Metro and MERC appropriate? (More specifically, would it be appropriate to consider either a more independent, entrepreneurial structure or, conversely, conversion to a more typical Metro departmental structure?)
- Should other related facilities be added to MERC's responsibilities?
- Are there less intensive options (e.g. private contracted management) to direct Metro ownership and management of these facilities which could still achieve desired objectives?
- Who should be responsible for managing the PCPA and Civic Stadium over the long term? Who should own them? How should they be funded?
- Who should be responsible for managing the Expo Center over the long term? Who should own it? How should it be funded?
- Should OCC be expanded and, if so, when?
- What action, if any, should be taken on the recommendations of the Cultural Funding Task Force?
- What role, if any, should MERC/Metro play in ensuring a healthy arts community?

Further Analysis Needed

- In-house vs. contracted security and catering service options.
- Capital improvement plan update for all facilities.
- The cost/benefit of marketing for the facilities.
- Demand and need for an outdoor athletic facility such as the stadium.
- Further analysis of the opportunities for development and alternative uses at the current Civic Stadium site.
- Options for managing stagehands, ushers and other part-time staff to reduce overhead costs and liability.

Solid Waste Management

(including the acquisition, development, maintenance, and operation of related facilities)

Background

Metro is responsible for the region's solid waste management. This includes not only the development and management of a plan and system, but also active work in recycling and waste reduction. Metro operates two solid waste transfer facilities as part of a larger system of waste facilities which serve the entire region. State law mandates that Metro implement a waste reduction program and operate two permanent household hazardous waste facilities. There are Federal mandates that affect the closure and maintenance of St. Johns Landfill.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should be responsible for regional solid waste management.

Council Determination:

Assumptions

- The solid waste system will continue to change. There is a need for Metro to lead this change to accomplish our regional policy objectives.
- There will continue to be increased recycling, reducing the percentage of generated waste that goes into the landfill.
- That the current staffing levels for the solid waste disposal system are adequate.
- The system is currently adequately funded assuming there is no major loss of flow control authority or challenge to the fee system.

Funding

- The immediate solid waste funding issue is equity among customers who pay our fees. Some classes of customers are concerned that services received are not in proportion to the fees paid.

Staffing

- No changes proposed at this time.

Approvals Required

- Depending on the structure and definition of alternative funding source(s) chosen, voter approval may be required.

Key Issues

- A Regional Solid Waste Management Plan needs to be adopted that sets the general direction for the region solid waste system during the next ten years, including the expected need for additional transfer stations and future waste reduction practices (Summer 1995).

Further Analysis Needed

- Options for other ways to provide services and conduct operations, which might include contracting and divesting of facilities should be explored.
- Opportunities to move fixed costs off of disposal fees should be pursued so that Metro's fees are more in line with market prices. There are a number of options available.
- The FY 1995-96 budget proposes further study of alternative funding structures. The goal is to identify a more equitable funding structure that correlates more closely to those who benefit pay.
- Is there any overlap in the roles of the separate planning staffs in the Planning and the Solid Waste Departments?
- Are there other cost-effective options for providing recycling and waste reduction education and information which would not require Metro to provide these services directly? (There are really two issues to be addressed here: are education and information services consistent with Metro's mission; and, is the direct provision of these services the most cost effective way of delivering them?)

Metropolitan Parks Facilities, Open Spaces, Recreational Services

Background

A continuum of potential levels of leadership and involvement that Metro could assume over the long-term in this public service area is described in Attachment A. Metro has been progressively moving along this continuum from the role of facilitator/coordinator toward regional provider of metropolitan park facilities, open spaces and recreational services since the inception of the Greenspaces Program.

Between 1988 and 1990 Metro provided inventorying, mapping, and interjurisdictional coordination services as they relate to parks, open spaces and recreational services. In 1990 attraction of funds through the US Fish and Wildlife Service enabled Metro to become the lead agency for development of a regional greenspaces master plan, and a regional funding agency for restoration and environmental education projects and programs, including development of stewardship-oriented public information publications and recreational opportunities.

Also in 1990 the Port of Portland, the City of Portland and Metro cooperatively developed the Smith and Bybee Lakes Natural Resources Management Plan. With joint adoption of that plan, Metro assumed responsibility for implementing the plan and managing the 2,000-acre Smith and Bybee Lakes natural area.

In July 1992 the Metropolitan Greenspaces Master Plan was adopted by the Metro Council as the policy guide for this service area. Developed cooperatively with local governments and parks districts in the metropolitan area, state and federal resource agencies, non-profit conservation organizations and citizens, it calls for Metro to lead cooperative efforts to assemble, improve for public use, operate and maintain an interconnected system of parks, natural areas, open space, trails and greenways in the greater metropolitan area. While not necessarily directing Metro to become the exclusive provider in the region, the master plan anticipates Metro assuming a larger role as a provider of regional parks, open spaces and associated services.

In November 1992 Metro's home-rule charter was approved by the region's voters, explicitly authorizing a potential full-service role for Metro.

In 1994 the consolidation with Multnomah County's Parks Services Division brought an experienced parks operations unit to Metro and led to the creation of the Regional Parks and Greenspaces Department. The primary purpose of the department is to implement the Greenspaces Master Plan.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should be responsible for regional parks and open space services. The long-term roles that Metro should plan along the attached continuum of potential roles should, however, be the subject of a thorough and open policy discussion.

Metro is currently a full services parks provider and has been approached by public and private entities interested in Metro assuming a larger role in developing management plans and, ultimately, assuming responsibility for landholdings with natural resources and associated regional values. Should measure 26-26 be approved by voters in May 1995, significant expansion of Metro's current responsibilities is anticipated.

Council Determination:

Assumptions

- Voters approve the open spaces, parks and streams bond measure.
- Metro negotiates ownership of most of the parks and open spaces-related facilities in Phase II negotiations with Multnomah County.
- Staffing levels are not adequate for existing functions.
- Major capital requirements have been deferred, although several would be addressed by approval of the open spaces, parks and streams bond.
- Expo earnings are diverted, at least for the short term, toward health and safety improvements at Expo.

Funding

- Augmented funding is needed for existing operations and maintenance activities.
- Replacement funding is needed for existing grant-funded greenspaces programs and positions.
- Replacement funding is needed for existing "Expo" supported programs and positions if these funds are redirected.
- "Landbanking" funding is needed for new acquisitions facilitated by the open spaces, parks and streams bond.
- Capital funding will be needed for expansion of existing facilities and significant public use improvements at new facilities assembled through the open spaces, parks, and streams bond.
- A renewal and replacement funding program is needed for all existing and new facilities.

Staffing

- An analysis of staffing levels should be done once a decision as to Metro's long-term role in providing regional parks, open space and associated recreational services is made.

Approvals Required

- The Council will need to approve the terms of any intergovernmental agreement negotiated through Phase II of the consolidation discussions with Multnomah County.

- The Council will need to approve agreements with other public and private entities that wish to transfer parks, open space, and recreational lands, facilities and/or services to Metro for operation and management.
- The Council will need to approve any funding strategy to meet parks and greenspaces program needs. Some funding options may require voter approval.

Key Issues

- Define Metro's long-term and potential roles in this public service area.
- Develop and aggressively pursue a funding strategy to carry out the long-term responsibilities.
- Articulate policy regarding Metro assumption of new responsibilities in the regional parks and open space service area when Metro is approached by private and public entities to assume responsibility for landholdings with natural resources and associated recreational values.
- Articulate the process through which local governments, private organizations, Metro and other interests may engage in a thorough and open discussion of issues relating to Metro's evolution in this service area.
- Some key considerations include cost equity, geographic equity in the region-wide distribution of facilities, existing service voids, cost-effectiveness and user friendliness of management options, and management consistency among the components of the regional parks and greenspaces system.

Further Analysis Needed

- The above-mentioned staffing needs.
- Appropriate management structure.
- Opportunities for outsourcing or modifying involvement in education and recreation programs.
- A more detailed study of ongoing maintenance and support costs for open spaces and trails purchased with bond funds.

Natural Disaster Planning and Response Coordination

Background

Natural disaster planning and response coordination is probably only effective at a regional (or higher) level. It is not directly responsive to the mission but neither is it in conflict. It is a small program which utilizes a substantial amount of information (planning data, facilities information, etc.) generated by Metro. In addition, Metro's role in solid waste and transportation planning could be critical in the region's recovery from a natural disaster.

Executive Officer Recommended Role

Metro should continue to be involved in natural disaster planning and response coordination in cooperation with the Regional Emergency Management Group given its importance to the region, and because it is a natural outgrowth of current planning and coordination activities at Metro.

Council Determination:

Assumptions

- The Executive Officer and Metro Council have important regional emergency management policy roles for actions related to natural disaster response, mitigation, preparedness and recovery.
- Local governments and the State of Oregon want Metro to participate as a partner in the emergency management system that is responsible for natural disaster planning, response, recovery and mitigation.
- Metro is particularly well suited to offer leadership in performing key administrative and technical tasks for the Regional Emergency Management Group — the evolving regional component of the national emergency management system.
- The Planning Department is the logical location for staff assigned to perform regional emergency management activities, and to coordinate plans for providing services to local governments and the people following a regional disaster.
- The Risk Manager is responsible for the internal crisis management plan describing how Metro managers and staff will respond to and recover from a major emergency. Specific recovery planning describing how Metro facilities and services will be restored is the responsibility of department heads and facility managers in coordination with the Risk Manager.
- Earthquake preparedness has become an issue in corporate siting decisions faced by OEDD and PDC.

Funding

- Funding for Metro's Emergency Planning Program is currently provided by Federal Emergency Management Agency grants.
- A stable source of local or state funding will be required to provide consistent levels of support to the regional emergency management process. In the absence of an external funding source, maintenance level funding from Metro discretionary funds will need to be determined.
- Funding for the internal crisis management program is provided through the Risk Management Fund. Funding for facility and service recovery planning is part of the cost of doing business for all Metro departments and facilities.
- A bill has been introduced to tax insurance premiums for earthquake preparedness planning and implementation..

Staffing

- Current staffing is adequate to provide existing levels of service. As Metro's regional emergency management role evolves, additional staff support may be required. If the internal crisis management program expands beyond the proposed nominal status for fiscal year 1995-96, additional Risk Management staff may be required.

Approvals Required

- The use of Metro discretionary funding for the regional or internal program would require Council approval and assessment relative to other priorities.
- Receipt of local or state funds for emergency management purposes would likely require contracts between Metro and funding parties.

Key Issues

- Intergovernmental and private sector responsibilities for responding to natural disasters.
- Affect of increasing regulations on property owners.
- Affect of Regional Framework Plan regarding where to develop.
- Metro role in coordination, planning, response (State law assigns this to Counties and, at their option, Cities)
- Funding
- Multnomah County is re-evaluating County emergency planning roles and responsibilities.

Further Analysis Needed

- Alternatives to FEMA grant funding for the regional component of the emergency planning program should be identified and a work plan to obtain funding should be pursued.
- Pending emergency plan exercises will identify revisions that will be required in the draft Metro Emergency Operations Plan. Analysis of the plan should include the proposed reduction of resources available to Risk Management to administer the internal crisis management effort.

- Local governments want Metro to have a coordinating and planning role that this function continues to be a part of the Planning Department.
- That this function continues to be heavily funded through federal grants.
- Metro's role in emergency response.
- Should Metro participate in implementing a regional emergency operation center?
- Should Metro assist in developing a regional emergency response resources inventory?

Water Supply and Distribution System Management

Background

Clearly, this is a function that is consistent with Metro's mission and an integral part of Metro's planning function. While Metro is participating in regional discussions, it is not serving as the regional manager or convener. Typically, standards are set at the Federal and State levels and policies and facilities are developed at a local level with the support of direct user fees.

Current strategies seem to be effective and it is unlikely that Metro management would add significant value. In addition, the affected local jurisdictions are not asking for Metro to assume a new, larger role.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should not be responsible for water supply and distribution system management. However, further discussions with water supply agencies is needed to determine if Metro should have a role in implementing a regional water supply plan.

Council Determination:

Key Issues

- Metro should incorporate aspects of Water Supply Plan affecting Growth Management into the Regional Framework Plan.
- Do water supply jurisdictions need Metro to adopt an enforceable water supply master plan to ensure interjurisdictional responsibilities are implemented? Does Metro want this role?

Further Analysis Needed

Cooperate with Regional Water Supply Study to determine institutional responsibilities, including Metro's.

Operate A Mass Transit District

Background

In evaluating this activity, it probably best to consider its two primary sub-activities (mass transit planning and operations) separately. Mass transit planning is an essential element of Metro's transportation planning activities. Tri-Met has its own planning function which works closely with Metro transportation planners. On the other hand, transit operations are managed exclusively by Tri-Met and entail expertise and capabilities that Metro does not currently possess. Since Tri-Met is also regional in nature and has its own tax source, there seems to be little advantage or need, at least in the short-term, for Metro to get involved in transit operations.

Notwithstanding the above comments, Metro--with an elected Executive Officer and Council--would provide a better opportunity for public accountability than Tri-Met which has a Board appointed by the Governor.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should not be responsible for operating the mass transit district.

Council Determination:

Based on the Executive Officer's recommendation, no further work is proposed toward developing or carrying out a Metro role for this function.

Key Issues

- Would it be more efficient and effective for Metro to provide mass transit planning services *in lieu* of those currently provided by Tri-Met?

Surface Water Management

Background

Clearly, this is a function that is consistent with Metro's mission and an integral part of Metro's planning function. Metro is not serving as the regional manager or convener. Typically, standards are set at the Federal and State levels and policies and facilities are developed at a local level with the support of direct user fees.

Current strategies seem to be effective and it is unlikely that Metro management would add significant value. In addition, the affected local jurisdictions are not asking for Metro to assume a new, larger role. The Metro Council has adopted a work program involving coordinating water quality planning in water sheds needing Metro involvement, and in demonstrating new methods of storm water management.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should not be responsible for surface water management.

Council Determination:

Based on the Executive Officer's recommendation, no further work is proposed toward developing or carrying out a Metro role for this function.

Sewers

Background

Current strategies seem to be effective and it is unlikely that Metro management would add significant value. In addition, the affected local jurisdictions are not asking for Metro to assume a new, larger role.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should not be responsible for surface water management.

Council Determination:

Based on the Executive Officer's recommendation, no further work is proposed toward developing or carrying out a Metro role for this function.

Boundary Commission

Background

Since _____, the Boundary Commission has been responsible for reviewing and approving local government boundary changes in the tri-county area. Until _____, the Commission was appointed by the Governor. Recently, appointments have been made by the Executive Officer subject to Council confirmation. The Metro Charter requires a study of the Boundary Commission to be completed by September 1, 1995.

Executive Officer Recommended Role

The Executive Officer withholds recommendations pending the outcome of the required study.

Council Determination:

Transportation and Terminal Facilities

Background

While management of regional transportation and terminal facilities could be consistent with Metro's mission, it is unlikely that Metro management would add any significant value. In fact, Metro management could create additional complications. These facilities are now managed at the local, State, and Federal level using complex and unique funding sources.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should not be responsible for transportation and terminal facilities.

Council Determination:

Based on the Executive Officer's recommendation, no further work is proposed toward developing or carrying out a Metro role for this function.

Criminal and Juvenile Justice Planning

Background

While management of criminal and juvenile justice planning could be consistent with Metro's mission, it is unlikely that Metro management would add any significant value. Metro is not currently involved in this field and has little expertise or capability to address the related issues. These services are now managed at the county, State, and Federal levels using complex and unique funding sources.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should not be responsible for criminal and juvenile justice planning.

Council Determination:

Based on the Executive Officer's recommendation, no further work is proposed toward developing or carrying out a Metro role for this function.

Human Services Planning and Coordination

Background

While management of human services planning and coordination could be consistent with Metro's mission, it is unlikely that Metro management would add any significant value. Metro is not currently involved in this field and has little expertise or capability to address the related issues. These services are now managed at the county, State, and Federal levels using complex and unique funding sources.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should not be responsible for human services planning and coordination.

Council Determination:

Based on the Executive Officer's recommendation, no further work is proposed toward developing or carrying out a Metro role for this function.

Criminal and Juvenile Detention and Programs

Background

While management of criminal and juvenile detention and programs could be consistent with Metro's mission, it is unlikely that Metro management would add any significant value. Metro is not currently involved in this field and has little expertise or capability to address the related issues. These services are now managed at the county, State, and Federal levels using complex and unique funding sources.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should not be responsible for criminal and juvenile detention and programs.

Council Determination:

Based on the Executive Officer's recommendation, no further work is proposed toward developing or carrying out a Metro role for this function.

Metropolitan Library Activities

Background

While management of metropolitan library activities could be consistent with Metro's mission, it is unlikely that Metro management would add any significant value. Metro is not currently involved in this field and has little expertise or capability to address the related issues. These services are now managed at the county level using unique funding sources.

Executive Officer Recommended Role

Evaluation against the criteria at the right indicates that Metro should not be responsible fo metropolitan library activities.

Council Determination:

Based on the Executive Officer's recommendation, no further work is proposed toward developing or carrying out a Metro role for this function.

EVALUATION CRITERIA

Yes No

		Consistent with Metro's mission?
		Involvement required to qualify for outside funding?
		Is regional funding required for equity/feasibility?
		Will economies of scale result?
		Required for allocating or protecting scarce resources?
		Integral part of other Metro programs, plans and policies?
		Necessary to resolve conflicts between jurisdictions?
		Legal, administrative, technological & technical capacities fit Metro?
		Other jurisdictions asking Metro to assume responsibility?
		Is Metro the only agency which could perform the function effectively?
		Metro's involvement provide best opportunity for public accountability?

Excise taxes could be considered a stable existing source that is adequately serving current needs. However, it is also recognized that their use is a direct reduction of revenues to the operating departments whose goods and services are taxed.

The report titled Long Range Funding Update, dated March 17, 1995, provides current and comprehensive information on Metro's funding needs.

Funding Assumptions

- ◆ Funding sources will be appropriately matched to what is being funded.
- ◆ Appropriate funding levels shall include:
 - ◇ Renewal and replacement funding;
 - ◇ Adequate revenues to cover projected operating costs for at least ten years into the future; and
 - ◇ All foreseen costs.
- ◆ Operations that are threatened by fund balance declines should be addressed as a priority over capital needs or capital expansion.
- ◆ Metro funding authority will be used on a priority basis to fund existing operations and Metro facilities' needs over needs of non-Metro facilities and other regional requirements.
- ◆ Metro's charter and statutory authority will be the same as today and will be maintained in the future.
- ◆ There will not be significant changes to the structure of Oregon taxes or limitations on taxes imposed by the legislature or voters.
- ◆ Metro will use prudent financial management, effective operating practices, and cost effective process management to ensure effective use of existing resources.
- ◆ Any tax source should be levied to match revenues to needs to prevent over or under collections.
- ◆ All functions assumed by Metro will pay their fair share of general overhead costs and Excise Tax, if levied.
- ◆ Metro will only pursue use of additional property tax (other than for voter approved General Obligation bonds and the existing Zoo levy) when either:
 1. The region is no longer subject to compression under Measure 5, or
 2. The use is coordinated with and supported by the other jurisdictions which are experiencing compression.

Key Issues

- ◆ To what extent, if any, should the Metro excise tax be continued as a discretionary revenue source? Options include:
 - ◇ Continuing the excise tax to fund "general government" functions and replacing other needs from a different source.
 - ◇ Reducing the excise tax to a specific lower level and making up the difference with another source.
 - ◇ Eliminating the excise tax and seeking a broad-based funding source or variety of funding sources for the different functions now dependent on excise tax.

Preliminary Metro Funding Strategy

What Is Our Preliminary Financial Strategy?

Metro is faced with a large number of potential funding requirements that far exceed its current and projected resources. At the same time, a number of major decisions must be made in the short-term before it is possible to fully address all of these funding requirements. A framework is therefore needed to guide decisions until all of the long-term questions are answered.

Goal

To identify appropriate and adequate and equitable funding sources for Metro's operating and capital needs. To determine realistic time frames and methods for securing the funding.

The Starting Points

- ◆ People pay taxes.
- ◆ The previous discussion identified specific activities for which Metro should be responsible; by definition, these responsibilities cannot be assumed by any other agencies as effectively.
- ◆ Therefore, if Metro determines that it does not have the financial capacity or opportunity to assume responsibility for a recommended activity, it is not freed of responsibility for it.
- ◆ It must either look to a later implementation date or commit itself to a process for finding the necessary capacity.
- ◆ Likewise, if voter approval is required as part of an identified strategy but the voters fail to support it, Metro must still be responsible for helping to find a solution.

Defining The Problem

For the short-term, it is assumed that **Tipping Fees** are not a problem. They are:

- ◆ already in place;
- ◆ generating adequate revenues for their current purposes; and
- ◆ reasonably stable for the foreseeable future.

While there is a consensus that these revenues are not well structured, they will work for an interim period until there is time to develop a plan for improving or supplanting them, assuming there is no major loss of flow control authority or challenge to rate structure based on Charter limits, or fees based on cost of service. The time frame for making a change is likely to get pushed well into the future in order to focus on more critical funding issues.

It is also assumed that funding for potential future **RV Parks** (at Expo and/or Blue Lake) and for the **Washington Park Parking Lot** are not a problem. Since these projects would be funded with revenue bonds, they are, in essence, self-funding and do not compete with any other needs Metro might identify.

Excise taxes could be considered a stable existing source that is adequately serving current needs. However, it is also recognized that their use is a direct reduction of revenues to the operating departments whose goods and services are taxed.

The report titled Long Range Funding Update, dated March 17, 1995, provides current and comprehensive information on Metro's funding needs.

Funding Assumptions

- ◆ Funding sources will be appropriately matched to what is being funded.
- ◆ Appropriate funding levels shall include:
 - ◇ Renewal and replacement funding;
 - ◇ Adequate revenues to cover projected operating costs for at least ten years into the future; and
 - ◇ All foreseen costs.
- ◆ Operations that are threatened by fund balance declines should be addressed as a priority over capital needs or capital expansion.
- ◆ Metro funding authority will be used on a priority basis to fund existing operations and Metro facilities' needs over needs of non-Metro facilities and other regional requirements.
- ◆ Metro's charter and statutory authority will be the same as today and will be maintained in the future.
- ◆ There will not be significant changes to the structure of Oregon taxes or limitations on taxes imposed by the legislature or voters.
- ◆ Metro will use prudent financial management, effective operating practices, and cost effective process management to ensure effective use of existing resources.
- ◆ Any tax source should be levied to match revenues to needs to prevent over or under collections.
- ◆ All functions assumed by Metro will pay their fair share of general overhead costs and Excise Tax, if levied.
- ◆ Metro will only pursue use of additional property tax (other than for voter approved General Obligation bonds and the existing Zoo levy) when either:
 1. The region is no longer subject to compression under Measure 5, or
 2. The use is coordinated with and supported by the other jurisdictions which are experiencing compression.

Key Issues

- ◆ To what extent, if any, should the Metro excise tax be continued as a discretionary revenue source? Options include:
 - ◇ Continuing the excise tax to fund "general government" functions and replacing other needs from a different source.
 - ◇ Reducing the excise tax to a specific lower level and making up the difference with another source.
 - ◇ Eliminating the excise tax and seeking a broad-based funding source or variety of funding sources for the different functions now dependent on excise tax.

◊ Continuing the excise tax.

- ◆ Should Metro fund operations from one broad-based funding source, a package of niche taxes correlated to the specific functions to be funded, or a mix of both broad-based and niche taxes?
- ◆ If a broad-based funding source were to be sought, for which functions and at what level of funding should be included?
- ◆ If niche taxes were to be sought, which functions and what level of funding?
- ◆ To what extent should Metro assist in funding non-profit groups ancillary to Metro functions? For example, the Cultural Funding Task Force recommended Metro lend its regional funding base to support arts groups to facilitate a healthy arts community for MERC facilities.
- ◆ If niche taxes are utilized or funding sources that are not required to be referred for a vote, should they be referred as a matter of policy?
- ◆ Should Metro lend its funding authority to serve as a conduit for funding identified regional needs, particularly infrastructure requirements?
- ◆ Should Metro dedicate general or non-specific revenues to a particular function?

Guiding Principles for selecting the appropriate type of revenue source (broad-based, niche or mix)

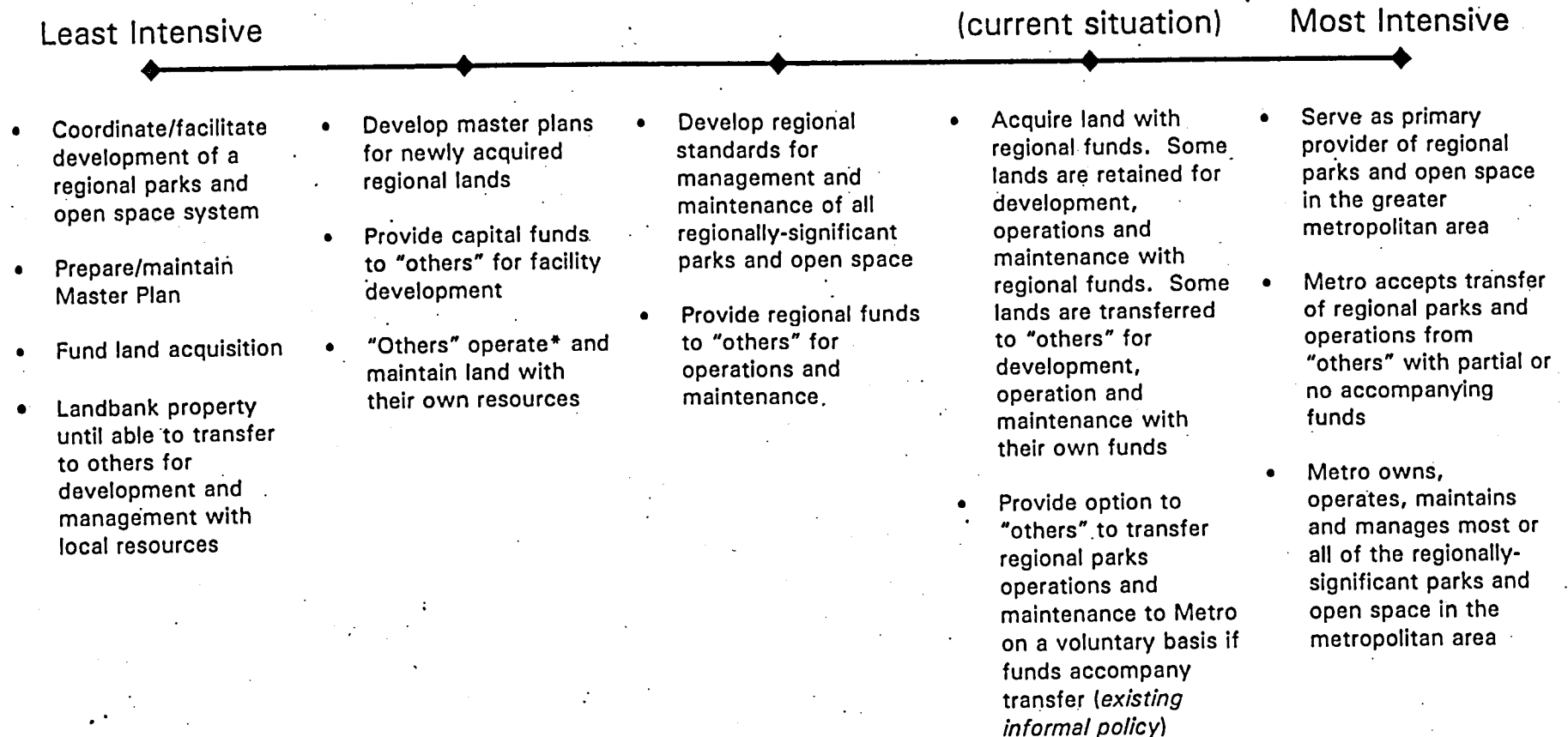
- ◆ Those who benefit should pay.
- ◆ Functions of general benefit to the citizens of Metro will be supported by a general revenue source; functions of specific benefit will be supported by a related (niche) revenue source.
- ◆ Metro will develop and maintain diversified revenue streams for all funds to protect from short-run fluctuations in any one source and to avoid over-burdening any one class of payers.

Criteria for selecting appropriate specific revenue sources.

- ◆ Capacity of the revenue stream - ability to generate adequate revenues.
- ◆ Correlation of revenue growth to need.
- ◆ Equity.
- ◆ Stability/predictability.
- ◆ Voter acceptance.
- ◆ Ease and cost of administration in relation to revenues gained.
- ◆ Competition for the source.

Attachment A

Potential Metro Roles in Parks, Open Space and Recreational Services



**Operations include customer service, special events, recreation and education programs.*

METRO COUNCIL WORK SESSION
APRIL 25, 1995

■ **MISSION AND VALUES**

■ **ROLES OF METRO COUNCIL AND EXECUTIVE**

- Council functions
- Executive functions
- Shared functions
- Relationship between Council and Executive staff
- Relationship between Council staff and Executive staff
- Relationship with MERC and Zoo

■ **COUNCIL PROCESSES AND PROCEDURES**

- Shared responsibilities and prerogatives
- Individual responsibilities and prerogatives
- Process for making policy decisions
 - Identifying issues
 - Drafting ordinances and resolutions
 - Setting timelines for decision
 - Making decisions
 - Sticking to decisions
- Role of the Presiding Officer
- Communication among councilors
- Utilization of staff
- Effective work sessions

DRAFT

METRO MISSION AND VALUES Based on Discussions of Metro Councilors March 10 & April 18, 1995

MISSION

**Metro provides innovative leadership
based on
a regional perspective,
a long term, planning orientation,
and a focus on issues which cross local boundaries and require
collaborative solutions.**

VALUES

- **Think regionally, act regionally**
- **Promote economic, social, and environmental quality**
- **Be proactive, flexible, and innovative**
- **Anticipate emerging issues with information and planning**
- **Use incentives whenever possible**
- **Hold jurisdictions to the standards they set**
- **Do not cling to ideas, plans, or programs**
- **Deal fairly and equitably with all**

RAW MATERIALS FOR MISSION AND VALUES

MARCH 10

- Metro provides a regional perspective and regional leadership, combining and transcending local perspectives.
 - Metro anticipates changes that will affect the region, and provides information and plans to confront emerging issues.
 - Metro is the region's central planning agency, sharing planning functions with other jurisdictions.
- Metro is the convenor of local jurisdictions to address regional issues that cut across local boundaries.
 - Metro demonstrates connections among cities, counties, and special districts to eliminate redundancy and help provide the best possible services at the lowest possible cost.
 - Metro facilitates, coordinates, or provides services that local governments cannot do effectively or efficiently on their own.
 - Metro acts at the request of local governments to help them do better. (ESD model.)
 - For the most part, Metro uses incentives and positive reinforcement to win the cooperation of local governments.
 - When disputes arise among local jurisdictions, Metro may play the role of mediator.
 - Sometimes the buck must stop at Metro; it must make the hard decisions and hold local governments to the standards they set.
- Metro solves problems and moves on to new ones.
 - Metro is flexible and innovative; it encourages other jurisdictions to be flexible and innovative.
 - Metro builds public-private partnerships and turns responsibilities over to others in the private or public sector once its own role is complete.

APRIL 18

- Leadership--facilitator, convenor, consensus (6)
- Planning (4)
- Regional (3)
- Interjurisdictional--locals cannot do on their own (3)
- Proactive, innovative (2)

- Balance economic, social, and environmental quality (1)
- Big picture, linkages, perspective (1)
- Emerging issues, maturing issues, time certain (1)
- Fairness, equity (1)

METRO ROLES

Councilors began by commenting on the roles suggested by the Executive, then added two others.

- INFORMATION GATHERING. Always.
- DISSEMINATION OF INFORMATION. Often, except when it is more appropriate for others.
- CONVENER. Often, when regional perspective is useful.
- COORDINATION. Essential, when mandated. Often, when regional perspective is useful. (Requires greater commitment of Metro resources than other strategies. Must be based on Council priority.)
- PLANNING. Always.
- FUNDING. Essential to fund Metro's core programs. Sometimes, based on (1) Metro as passthru agent, (2) grants in service of regional goals, (3) priority allocation of scarce resources
- DIRECT SERVICE. Essential, when mandated. Sometimes, based on questions such as: Is it efficient and cost-effective for Metro to provide? Does it help to achieve a regional goal? Are our regional partners requesting Metro to do it? Is there a reasonable chance of success?
- REGULATORY. Sometimes, when required to make 2040 or other priorities work. (Especially solid waste and planning.)
- LEADERSHIP. Always: Incredibly important, Metro's unique regional role and responsibility. All of the other roles are tools of leadership. This role is frightening to people inside and outside of Metro. Examples of leadership values: Promote social, economic, and environmental quality. Innovate for better government. ADDED BY COUNCIL.
- QUASI-JUDICIAL. Essential, when required by statute (e.g., Boundary Commission, UGB). ADDED BY COUNCIL.