



The current Zoo levy funds only the Zoo . . .



and as a 3-year serial levy does not totally fit the State Property Tax Relief Program.



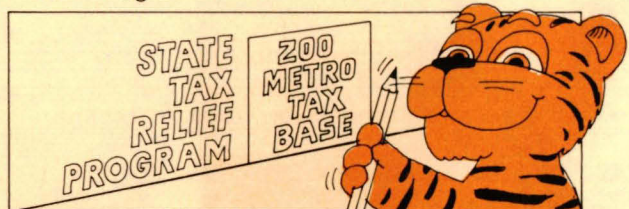
By converting it to a permanent tax base . . .



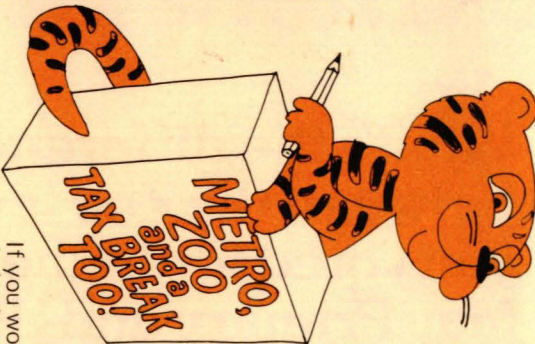
and adding only \$247,000 . . .



it is 100% eligible for the State Property Tax Relief Program.

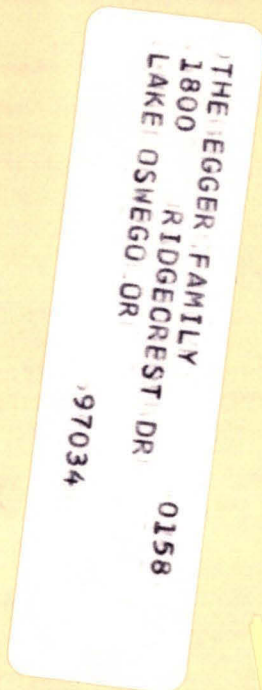


Now it funds Metro and the Zoo and lowers homeowner property taxes.



VOTE YES ON BALLOT MEASURE 26-12
The Zoo-Metro Tax Base

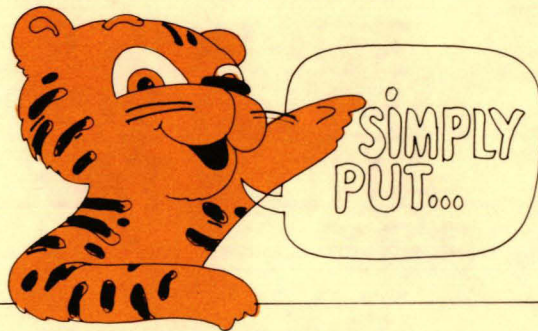
If you would like more information or want to help the campaign to permanently fund the Zoo and Metro, write or call us: **FRIENDS OF METRO**
 P.O. Box 1348 / 4th Floor Hamilton Building / 529 S.W. Third
 Portland, Oregon 97207 / Telephone: 227-5130



SUPPORT METRO, ZOO AND A TAX BREAK TOO.



VOTE YES ON BALLOT MEASURE 26-12



Simply put, Ballot Measure 26-12 replaces the Zoo's 3-year serial levies with a permanent tax base making the entire amount eligible for the State Property Tax Relief program. This eligibility makes it possible to raise enough funds to operate the Zoo and Metro...and to lower homeowner property taxes.

VOTE YES ON 26-12

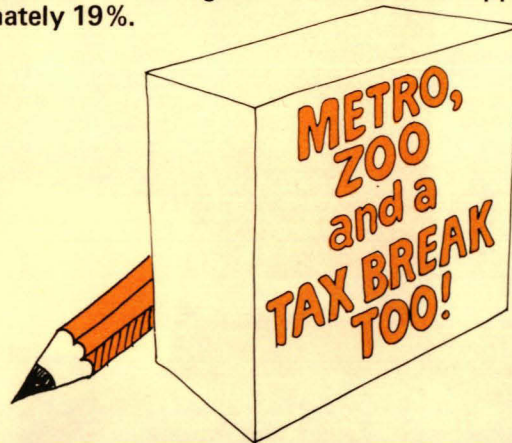
What's the difference between the Zoo levies you voted for in the May Primary and the Zoo-Metro Tax Base?

26-12 provides permanent funding for both the Zoo and Metro

The Zoo levies passed in May support the Zoo for only three years. By establishing a Zoo-Metro tax base, the Zoo receives **permanent** funding and Metro receives \$700,000 per year in support of its activities.

26-12 gives you a tax break

Only \$1.46 million of the \$5 million Zoo serial levies approved in May were eligible for the State Tax Relief Program. By converting the levies to the proposed Zoo-Metro tax base, the amount of money eligible for tax relief is increased an additional \$3.8 million. That reduces property taxes on a \$50,000 home from the \$9.05 which will have been assessed the first year of the Zoo levies approved in May to \$7.28 for the first year of the combined Zoo-Metro tax base. **This amounts to a savings for homeowners of approximately 19%.**



Compare the difference

3-YEAR ZOO LEVY PASSED IN MAY		
Zoo Funding \$5.0 Million	Eligible for State Tax Relief* \$1.46 Million	Metro Funding \$0
MEASURE 26-12 PERMANENT TAX BASE		
Zoo Funding \$4.55** Million	Eligible for State Tax Relief \$5.25 Million	Metro Funding \$700,000

* All taxpayers in the state help pay for the property tax relief program through income taxes.

** Permanent tax base permits spreading the Zoo costs over a longer period of time. This reduces the annual amount which was required by the 3-year levy approved in the May primary.

What does continued Metro funding do for you?

The \$700,000 which the permanent tax base will provide Metro is matched by \$2.1 million in federal grants. This means Metro will continue to handle the tough regional issues which stretch beyond the city and county boundaries, and can proceed with positive action on these vital issues:

- Solving regional garbage problems
 - Relieving increased traffic congestion
 - Managing and completing Zoo projects
 - Providing regional drainage solutions
 - Dispersing transportation funds throughout the region
 - Guiding development in regional growth
- Plus many other regional issues

ENVIRONMENTAL AND TECHNICAL SERVICES

METRO is responsible for the regional aspects of drainage and flood control, air and water quality, and public facilities planning.

• **Johnson Creek** — In June, 1980, the METRO Council approved formation of a Local Improvement District (LID) to solve the long-standing flooding and pollution problems of Johnson Creek. METRO worked with the citizens in the basin to develop the plan and secured federal funds through the US Army Corps of Engineers to pay for nearly half of the improvement costs.

• **Air Quality** — METRO is responsible for planning transportation functions to achieve federal clean air standards for the region by 1987.

• **Sewer Extensions** — METRO is working with local governments to plan for the most efficient use of limited federal money for sewer projects in the region. Currently, much of the land available for new housing cannot be developed because local governments cannot afford to provide the necessary sewer facilities.

ASSISTANCE TO LOCAL GOVERNMENTS

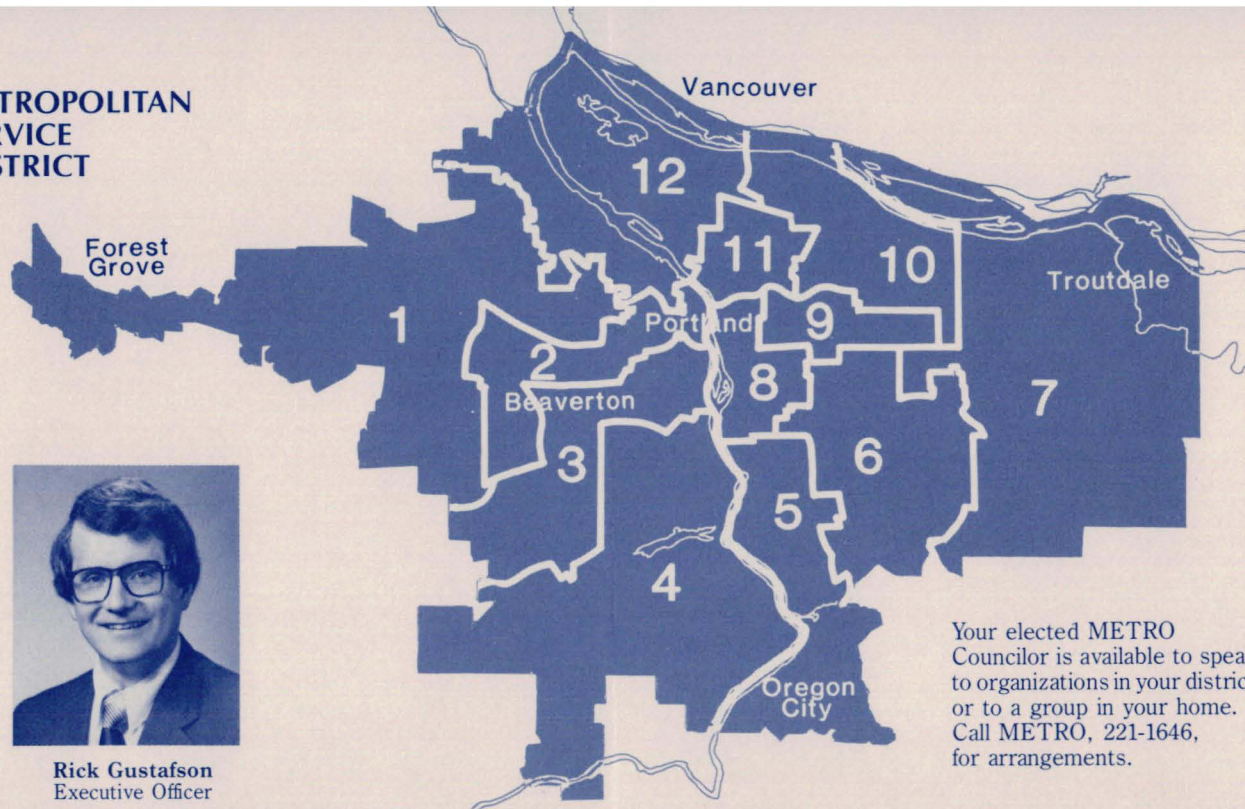
METRO's major responsibility to local governments is to keep the 24 cities and 3 counties within the region fully informed of its activities and to gain the involvement and support of those local governments in all METRO programs. In addition, METRO provides a number of direct services to local governments, such as assistance in the preparation of land use plans to comply with state law, information on grants programs, data gathering, and review of federal grant applications. Each year, METRO publishes a regional directory of elected officials and key staff for all jurisdictions in the region.

If you would like to learn more about METRO's role in your community or get more information about any of METRO's programs, call METRO at **221-1646**.



METROPOLITAN SERVICE DISTRICT
527 S.W. Hall Portland, Oregon 97201

METROPOLITAN SERVICE DISTRICT



Rick Gustafson
Executive Officer

Your elected METRO Councilor is available to speak to organizations in your district or to a group in your home. Call METRO, 221-1646, for arrangements.



DISTRICT 1
Donna Stuhr



DISTRICT 2
Charlie Williamson



DISTRICT 3
Craig Berkman



DISTRICT 4
Corky Kirkpatrick



DISTRICT 5
Jack Deines



DISTRICT 6
Jane Rhodes



DISTRICT 7
Betty Schedeen



DISTRICT 8
Ernie Bonner



DISTRICT 9
Cindy Banzer



DISTRICT 10
Gene Peterson



DISTRICT 11
Marge Kafoury



DISTRICT 12
Michael Burton

METRO
Your Regional
Government
In Action



“Problems extend beyond traditional government boundaries”

METRO was created to address problems of **regional significance**.

METRO — the Metropolitan Service District — was established by the voters in the Portland-Metro region in May, 1978. The District has 900,000 residents and includes the urbanized portions of Clackamas, Washington and Multnomah Counties. There are 24 cities within the METRO boundary.

A growing urban area presents a number of problems that extend beyond traditional local government boundaries.

Cities and counties provide most of the basic services we need — police and fire protection, street repairs, water service, schools and libraries.

But there are problems . . . like planning a balanced transportation system to serve the needs of mass transit **and** the private auto. And providing enough land to handle the growth and development we expect over the next 20 years, while still protecting the surrounding farm lands.

Or developing alternatives to landfilling the 850,000 tons of garbage we generate each year. And solving the flooding and pollution problems of a creek that flows through six separate jurisdictions.

METRO is another Oregon “first” — it is the first directly elected regional government in the United States. That means the citizens of this region have elected representatives — 12 Councilors elected from districts and an Executive Officer elected regionwide — who are elected solely to handle regional issues.

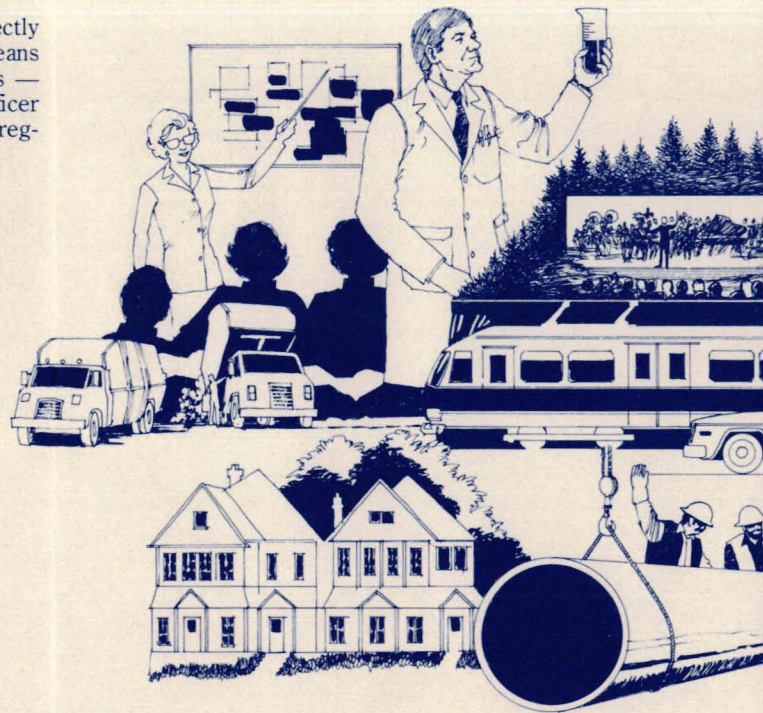
The first METRO Council and Executive Officer took office in January, 1979 with authority in five major areas of responsibility: transportation, land use, solid waste, environmental and technical services, and management of the Washington Park Zoo.

In the short time since its creation, METRO has made significant contributions in each of its areas of responsibility.

TRANSPORTATION

The METRO Council allocates federal funds for transportation projects throughout this region. METRO is responsible for developing and funding a balanced transportation system for this region — projects that balance the growing demand for mass transit with the ongoing needs of the private auto.

• **Westside Corridor** — METRO’s Westside Corridor Project Team is studying five alternatives to solve the increasing traffic congestion between Beaverton and Downtown Portland. Possible solutions include a second light rail line and a separated busway. A final recommendation will be made to the METRO Council in late 1981.



“METRO was created to address problems of regional significance”

• **McLoughlin Boulevard** — METRO worked with the local governments and neighborhood groups along McLoughlin Boulevard to develop a solution for that area’s serious traffic congestion. The proposed project will add two traffic lanes between the Ross Island Bridge and Milwaukie and will also improve bus service. Other improvements south to Oregon City will be added later. Plans will be completed by late 1981.

• **Regional Transportation Plan** — METRO is working to adopt a transportation plan for the region to meet travel needs to the year 2000, particularly in the face of higher cost energy. Key elements of the plan include programs to reduce vehicle travel, development of carpool and vanpool programs, implementation of land use policies to decrease the need for travel and support transit, and protecting options for future light rail routes. Metro Council will adopt the plan in late 1981.

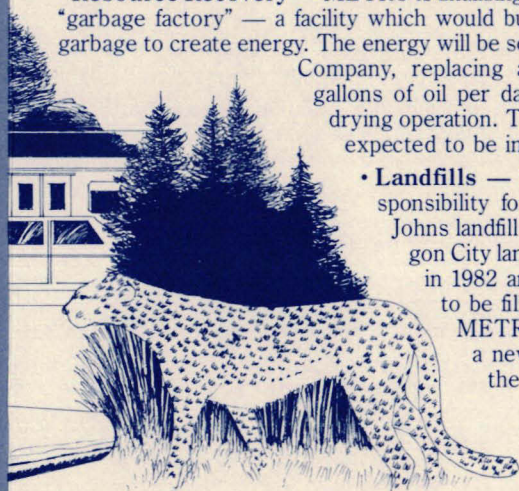
SOLID WASTE

METRO is responsible for disposal of this region’s garbage — about 850,000 tons a year, or enough to fill the Memorial Coliseum each month. The major emphasis of METRO’s solid waste program is **waste reduction** — working to reduce the amount of garbage which must go into a landfill.

• **Recycling** — METRO is providing funding for new full-line recycling centers to serve residents of the region. The first is scheduled to open in Beaverton in the fall of 1980, with a second center to be established in Southeast Portland.

• **Resource Recovery** — METRO is finalizing negotiations to build a “garbage factory” — a facility which would burn about one-half our garbage to create energy. The energy will be sold to Publishers Paper Company, replacing approximately 24,000 gallons of oil per day used in their paper drying operation. The “garbage factory” is expected to be in service by 1984.

• **Landfills** — METRO assumed responsibility for operation of the St. Johns landfill in June. With the Oregon City landfill scheduled to close in 1982 and St. Johns expected to be filled by the mid-1980’s, METRO is also searching for a new landfill site to serve the region.



LAND USE

METRO has numerous responsibilities for guiding the future growth and development of this region — in land use planning, housing and economic development.

• **Urban Growth Boundary** — In December, 1979, METRO gained state approval for an Urban Growth Boundary — the first of its kind to be approved in the United States. The boundary is intended to define areas for urban growth and development to the year 2000 and to preserve rural and farm lands.

METRO staff offers support to local governments as it reviews comprehensive plans of the 24 cities and three counties within the region to assure compliance with state land use laws.

• **Housing** — METRO is developing housing policies intended to assure an adequate supply of all types of housing throughout the region.

• **Economic Development** — METRO is working to ensure that appropriate development occurs around the 27 transit stations along the Banfield Light Rail Line. This program will assist private developers and local governments in determining what type of housing, office and commercial development can be supported around the stations.

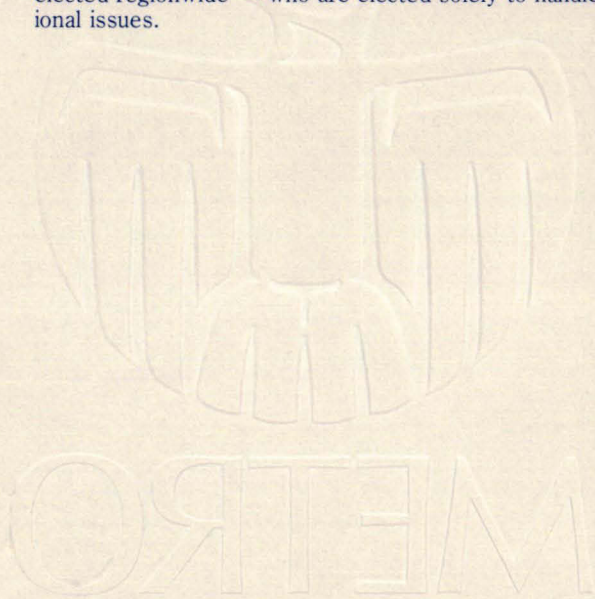
WASHINGTON PARK ZOO

METRO owns and operates the Washington Park Zoo. Under the first year of METRO’s operation, the Zoo had the highest paid attendance since 1964 — over 527,000 visitors.

• **New Features** — Numerous new and improved exhibits have been completed this past year at your Zoo — the exciting and innovative Night Country, an enlarged elephant facility, an updated entrance plaza and food service, and more attractive tiger and leopard enclosures. The new primate house is expected to be completed by May, 1981.

• **Private Fund-Raising** — To help offset the cost to taxpayers for future Zoo improvements, the METRO Council created a private development program. The first effort of the program is the very successful “Zoo Parents” project which is expected to raise over \$90,000 in its first year to help defray the cost of feeding the Zoo’s 554 animals.

• **Summer Concerts** — A new feature since 1979 is the nine-week summer concert series sponsored by Meier & Frank Company featuring jazz and classical music performed by local musicians. The first concert series attracted 12,000 visitors to the concerts, which are free with regular Zoo admission.



Provided By Marg Kautory

GENERAL PUBLIC INVOLVEMENT PLAN

Purpose: A Metro general plan for citizen involvement would work
have the
toward achieving the following objectives:

- to provide ongoing, indepth and responsible information to the various publics on ~~regional~~ ^{METRO} government in general and Metro projects, specifically;
- to build a growing public awareness and understanding regarding regional planning and problem solving;
- to provide opportunities for citizens to be involved in regional planning which are satisfactory to them and can affect problem solving;
- to develop an informed and supportive constituency for regional policy and programs;
- to work cooperatively with local jurisdictions in reaching the public affected by regional planning, policies and projects;
- to clarify for the public the interrelations between: the diverse levels of government; and the programs they are responsible for.

Analysis: Public involvement in America has a long history with many forms. Metro, Portland's regional government, is just over one year old and is still in the process of defining its form. Because many of Metro's responsibilities are conceptual, and involve multiple variables and jurisdictions, they remain fluid throughout their duration.

In addition, practical constraints of resources, time, staff and finances will not allow an extensive public involvement program for each project and issue.

Therefore, it is the staff's recommendation that a flexible and fluid public involvement plan be adopted.

A flexible plan would provide for changes during the development of a project and would also complement the diversity of regional issues/projects as they were identified and addressed. A more conventional plan, similar to single jurisdictions, would not meet the multiple needs and, therefore, not be an optimum process for public involvement.

The idea is not novel; management studies confirm that organizations with a high rate of uncertainty operate best within organic systems. Consequently, a relatively new government, refining its own form, should examine the design and implementation of a public involvement process in relation to individual projects, issues and available resources. The results should provide the maximum ^{opportunity} to

develop: a general public involvement plan for the agency;
and individual involvement components for specific projects and programs.

Elements of General Plan

- a glossary will be compiled which separates the departments and explains in detail technical ~~issues~~ ^{vocabulary} commonly used within each area;
- a Metro ~~presentation~~ ^{field trip} will be designed as ~~a field trip~~ so that community groups, schools, special interest and public groups can learn more about Metro's responsibilities to the metropolitan area, i.e., Johnson Creek, recycling, etc.;
- a communication system will be established and refined which responds to individual inquiries regarding Metro
- issues/projects; its components would include:
 - a feedback mechanism between the public and the policy-makers;
 - a consistent briefing process for those responsible for public call/inquiries;
 - a process for quantifying and analyzing calls and attitudes;
 - a process for utilizing the results of the calls.
- Policy Advisory Committee meetings will be established at regular times and be announced in public papers/media to encourage greater public participation (of consideration may be the inviting of committees' applicants to attend PAC meetings);
- a sophisticated mailing list will be compiled and computed which responds to general and specific needs of the agency and can be activated rapidly. PAC applicants will be added to this

list and receive general mailings as well as specific areas they are interested in; i.e., air quality, resource recovery, etc.;

- a quarterly newsletter will be instituted to provide and sustain an ongoing communication process to the public; diverse groups/individuals who have expressed interest in Metro or are targeted as potential constituents will receive copies; calendar and meeting agendas will be included;

mini surveys/~~address~~ updates will be used within this product;

- a Metro article will be regularly written and submitted to the city and county newsletters/~~and~~ publications which go to citizens and special interest groups;
- a central location will be established in Metro for regional plans, background papers, and informational material so that they are readily accessible to the general public;
- a speakers' bureau will be developed which includes Council members and key staff and is available to speak to community, civic, neighborhood and school groups;
- regular briefings^{w/} be designed and incorporated for identified public (citizen PA members, applicants, special interest groups) and open to the general public;

- Metro will work fully with the affected local jurisdictions as their geographic areas are involved, ~~in securing~~ appropriate mailing lists, citizen groups, ~~etc.~~, neighborhood groups, CPOs *will be obtained from specific public representatives.*

Threshold for Metro Projects

All Metro projects will have as a minimum the following public involvement activities:-

- ongoing reviews by the appropriate Metro Policy Advisory Committee;
- public notice of PAC time and agendas;
- cooperation of affected local jurisdictions;
- contact with appropriate legislators, local officials;
- current information in Metro central library;
- graphic and narrative article in Metro newsletters.

Specialized Plan for Public Involvement

The Public Involvement Coordinator will serve as an in-house consultant to the project manager and/or appropriate staff; she will design working models for specific projects which are tailored to:

- the project's uniqueness: special objectives and impacts;

- the practical constraints: time, staff and finances;
- the funding source requirements.

The product will be a viable work plan and time line which can be implemented with available staff and resources. It will contain a process for review, modification and evaluation.

Elements of Specialized Plans

Review possible strategies and activities for developing optimum public involvement.

Evaluate advantages and disadvantages of options within the perimeters established for the program: time, staff, and fiscal resources.

Prepare a flexible model given the current knowns and unknowns of the specific projects.

Document the above graphically for review by the project manager, staff, and PAC members.

The public involvement coordinator will be involved in the initial stages of the project; she will attend staff and Policy Advisory Committee (PAC) meetings and then meet with the project manager and appropriate staff to design and develop the public involvement component of the project.

Task 1: Identify and analyze potential "publics" for relations to specific project.

Objective: Provide the broadest opportunity for contact and communication with the widest range of publics who may be interested, be affected, or affect a specific project: civic, business, commercial, governmental, neighborhood groups/individuals and general public

Publics: Local governments;
Directly affected citizens;
Special interest groups;
News media;
Advocates;
Indirectly affected citizens;
Potentially interested groups/citizens;
School education, youth, university;
Adversaries.

This list will be updated throughout the entire project and be available for mailings, personal contacts, notification of public meetings, hearings, etc.

Task 2: Design, develop and implement activities which best respond to the specific needs of the given project/program.

2.1 Evaluate the variety of public activities which are available for reaching and involving the public; this can include:

Task Forces

Advisory Committees

Briefings for the diverse publics

Hot Line

Seminars, Workshops, Forums

Field Trips

Project Library

Public Meetings

Public Hearings

Panel Discussions

Student Project, Contests

2.2 Extrapolate those activities which are most effective for personal and targeted communication with the various publics.

Task 3: Design, develop, utilize and/or distribute educational material and tools regarding the specific project.

Objectives: Develop written and graphic products which will assist the identified publics in understanding and participating in securing alternatives and/or solutions for specific regional problems.

3.1 Evaluate current Metro products for utilization as well as those of cooperative jurisdictions and agencies. Whenever possible, existing materials will be utilized if ^{they do} ~~it~~ does not ^{modify} ~~forfeit~~ the primary priorities.

3.2 Identify and create the appropriate products necessary for appropriate educational/participation programs; these may include:

Newsletters

Fact Sheets

Brochures

Slide Shows

Surveys

Demonstration Project, i.e., model for classroom,
technical model developed by OMSI

Films

Video Tapes

Speakers' Bureau

Information Packets

Technical Summaries

- 3.3 Edit all material so that it is understandable for lay people
- and/or includes appropriate glossary;
- 3.4 Prepare graphics that realistically and positively represent
the activities proposed by the specific project being addressed.

Task 4: Select and design appropriate mass media plan for raising
consciousness and awareness of public on specific issues.

4.1 Evaluate and identify members of the press affected or critical
to the project.

4.2 Identify media tools, strategies and time line appropriate to
the project:

Press Releases

Press Conferences/Briefings

Public Notices/Agendas

Public Service Announcements

Public Opinion Surveys

Radio and Television Talk Shows

Public Affairs Programs

T.V. Production (documentary)

T.V. News Shows

Public Speeches/Field Trips

Editorial Support

Purchased Advertising

4.3 Schedule media events/activities in appropriate time line for
optimum results.

4.4 Write separate announcements for broadest and print media
whenever possible.

4.5 provide local angle when contacting specific community or

neighborhood media ; ~~operate within knowledge that broadcast media serves regional market while print serves local.~~

- 4.6. Provide updated background information regarding new information: costs, schedule, human interest stories.

Task 5: Develop maximum opportunities for local governments to be aware, understand and participate in public involvement program for specific project:

- brief legislators in individual and group meetings;
- prepare information packets for affected local jurisdictions;
- encourage local jurisdictions to sponsor and participate in public meetings in their geographic areas;
- utilize appropriate Metro Councilors, legislators when having public events in their particular geographic areas.

BD:bk

7938/125

staff of Metro engaged in P.R.

by project -
citizen involvement

at least 10 people do nothing
- but P.R.

Contract with Cogan
" Barney

Tax Base Fall Election

includes 300 fund - + replace head tax (\$100,000)
loose head ^{tax} by June 30 - '82 3 1/2 million

involves

Friends of 300
Citizens Com.

Johnson Creek

Phase I get plan from Coy of Engrs. all same

" II Const., diversion based on cost-benefit ratio

III maintenance

LID -

Role of Metro in Land Use Planning

Council
wants to keep projects few & doing them well -
Res. Rec; transit on westside, Banfield, John Cr.,
(how to review land use plans of sep. jurisd. then
add them up & see where we are - - will have to be
refined - that is up to METRO - "helping local jurisd make
their plans work"

next mtg - Ragodate, Otto-

make specific July 1 - ^{7/1/82}

MSD adopts operation plan

By MICHAEL ALESKO
of The Oregonian staff

The Metropolitan Service District council Thursday adopted a five-year operational plan for the district with one councilor calling it an exercise in futility.

The plan was drawn up in conjunction with a November ballot measure in which the service district will seek its first permanent tax base — \$5.2 million — from voters in the tri-county area.

Mike Burton was the only one of 11 council members present Thursday to vote against the plan.

"It is an exercise in futility, in government bureaucracy," he said of his opposition. With the tax base not voted upon or passed yet, "we don't even know if this plan can be implemented," Burton said.

The plan envisions the district for the next five years concentrating on its current work areas of solid waste disposal, transportation, land use, the Washington Park Zoo and environmental concerns such as energy and air and water quality.

As new activities are considered that require tax base support, the district will give top priority to those involving land use, drainage, sewers, goals and objectives, energy, economic development, housing, plan review, public transportation and boundary review, the plan states.

The five-year plan also includes a finance strategy that limits the district's planning efforts to their current level. The general support services, planning and coordination work would be financed by state and federal grants, the tax base and service fees for specific services. Local governments would be expected to pay for direct services they receive from the service district in areas such as land-use planning and comprehensive plan review.

In other action, the council allocated \$4.6 million of federal transportation funds reserved for the Portland area to a number of improvements on Southeast McLoughlin Boulevard. The projects will be on the boulevard stretch between Milwaukie and Oregon City, except for \$405,000 in construction of neighborhood traffic diverters in the Sellwood area.

Another \$22 million worth of improvements will be made to the McLoughlin stretch between Milwaukie and the Ross Island Bridge.

Projects approved Thursday include a regular transit station in Milwaukie, engineering for another, a more permanent Milwaukie station to be developed with parking and shops, a transit station in Oregon City, intersection improvements on the boulevard south of Highway 224, engineering for transit improvements, siting of an Oregon City park-and-ride area, and an analysis of using the Portland Traction Co. bridge over the Clackamas River for buses.

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The Sup
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Oregonian

4/16/81

Restore CRAG?

Opposition to continuing local government dues for the regionally elected Metropolitan Service District is surprising when the alternatives are considered: virtually no regional planning or revival of something like the Columbia Region Association of Governments — CRAG.

Citizens felt CRAG was unresponsive, but still recognized the value of regional coordination. So, with the blessing of the 1977 Legislature, they voted to drop CRAG and establish an elected regional commission.

Failure to continue the supporting fund would be a step backward for regional planning and for elected government.

It is not surprising that only seven local governments have supported dues for the regional body. CRAG, most people will recall, was made up of representatives appointed by local council and commissions and reflecting those parochial viewpoints. Little has changed in local government.

Washington County's commission, a major opponent of the service district, has had its toe stepped on by the regional body time and again in the county's continual effort to circumvent state land use planning goals. Residents north west of Portland oppose the district's plan to establish a landfill in their area, and are trying to lever their views by opposing extension of the district's dues.

Persons who would have been included in the controversial Johnson Creek improvement district also noisily object to continuing the dues for the district.

But the need for land use planning, another land landfill for urban waste and resolving Johnson Creek's and other severe urban-area drainage problems aren't illusions of a power-grabbing regional agency, as some local government would like the public to believe.

Rejecting Senate Bill 852, which would continue the regional district's dues from local governments through June 30, 1985, won't make those problems disappear. In fact, they would be aggravated by further delays, further local foot dragging and underfunded and inadequate planning. Most important, defeat of SB852 would suggest legislative endorsement of the continued failure of some governments and some citizens to recognize that one neighbor's solution to a problem has an impact on another neighbor.

Approving continued dues will not mean immediate resolution of all regional problems, but it at least would continue efforts of this nation's only elected regional metropolitan-area government to deal with them.

oreg
9/25/90

Service district official says tax base needed

By MICHAEL ALESKO
of The Oregonian staff

The Metropolitan Service District was created to take on some of the "most difficult and controversial issues" in the Portland area, but it needs permanent financing like its proposed \$5.2 million tax base to resolve them, the agency's executive officer told the City Club of Portland Friday.

The service district, which encompasses most of the tri-county area, is seeking voter approval of the tax base in the November general election. It would be the district's first permanent source of financing.

Its general fund activities have been financed primarily by assessments against city and county governments in the Portland area. The Washington Park Zoo, also under district control, has been financed with serial levies that require periodic voter renewal.

The new tax base would be used to operate the zoo as well as pay for the district's general fund activities.

"A tax base is not critical to (the service district's) survival," said Executive Officer Rick Gustafson. "We are here to stay, with or without a tax base . . . but approval of our tax base is critical if Metro is to become the solid, effective regional government it was meant to be."

"The issue facing you in November . . . is an issue of timing," Gustafson said. "When do you want to take the next logical step and give this new regional government its own source of funding to tackle the tough regional issues ahead?"

"Some may argue it (the tax base) is too soon, or not the right amount, or should not include the zoo," Gustafson added. "I am certain if you look hard enough, everyone can find something

they do not like."

He urged his audience not to lose sight of what he considers the overriding issue in the election.

"Three times the voters of this region have supported the concept of regional government, but when faced with the next step, the actual implementation of these reforms, they have rejected the opportunity," Gustafson said. He referred to the 1970 defeat of a tax base for the original Metropolitan Service District and to the 1974 defeat of measures to implement city-county consolidation.

Gustafson assured City Club members that if the tax base were passed, the funds it provided would be allocated on an orderly basis under a five-year operating plan that the service district council adopted this week. The plan gives highest priority to continuing existing areas of district involvement for the next five years.

"We will complete the work we have started on a resource recovery facility to burn garbage and create energy," Gustafson pledged. "We will find a new landfill site to serve the region. And we will continue working to develop a Westside Transitway Project to relieve traffic congestion between Beaverton and downtown Portland. We will approach new activities carefully."

The zoo would receive \$4.5 million of the \$5.2 million tax base. The remaining \$700,000 would go to the service district's general fund for planning and coordination activities, Gustafson said. If the tax base were passed, it would replace two serial levies voters approved for the zoo in May.

Gustafson said passage in November of Ballot Measure 6, the 1 percent property tax limitation measure, would be "devastating" to the service district.

pr

Oreg. 8/24

Planners urge specific MSD goals

By PAUL PINTARICH
of The Oregonian staff

Planners concerned about the local impact of the Metropolitan Service District's proposed Housing Goals and Objectives document agreed at a meeting last week that the proposal needs to be more specific.

The planners recommended that the service district add a "preamble" to the goals and objectives clearly spelling out the district's intent. They also asked that the goals document include specific information to help cities understand housing needs in the tri-county area and what they need to do to meet the goals.

"We want to be assured Metro will not come screaming down the pike in two years and ask all kinds of changes to our housing plans," said Wink Brooks, Tualatin director of community development. "We want to be included in the discussions."

Led by Brooks, the planners from cities and counties in the region discussed the potential impact of the proposed district policy, which some described as "excessive and potentially expensive."

At the meeting Thursday, they also expressed concern that the district might not have done its homework re-

garding realities of the housing marketplace, and questioned whether the district could actually "dictate" housing needs and demands to local governments.

Scheduled for approval by the service district council Aug. 28, the housing goals proposal was formed in response to statewide goals as determined by the Oregon Land Conservation and Development Commission.

It calls for an inventory of housing needs within the service district's tri-county area and inside its designated urban growth boundary. The document's 22 goals would also establish housing density and are aimed at guaranteeing adequate housing for everyone at a fair price, with flexibility of type and location.

The goals and objectives are also designed to be compatible with local comprehensive planning efforts, specifically as communities form "second-generation" plans within the next few years.

Though the document has been developed over the past 18 months, with numerous committees and public hearings nibbling it into its present form, Brooks charged that planners, who were busy preparing their mandatory

comprehensive plans, haven't had a chance to adequately comment on the plan.

Robert Baldwin, Multnomah County acting planning director, said he would be more comfortable if the district's policy was based on more research. Brooks said a major problem was that the goals and objectives were not tied directly to implementation.

There was also much discussion of whether the service district needed so many documents to simply state their housing policy. "Why not just ask 'Where are we going? And how will this affect local jurisdictions?'" Brooks suggested.

Jim Sitzman, the district's director of metropolitan development, defended the district's Housing Policy Alternatives Committee, which formulated the document, and said the district was not trying to dictate but working to benefit the public, local governments and the housing industry in developing better housing alternatives.

Sitzman reminded that all local governments would be involved in reviewing policies. He said planners would be more closely involved in the future, and would be asked to participate in other district planning efforts as well.

... said. OREG. 4/25

Although Jordan announced plans

No objections heard on MSD job-slash plan

By MICHAEL ALESKO
of The Oregonian staff

Executive officer Rick Gustafson's plan to eliminate 19 of 93 general fund positions from the Metropolitan Service District raised no opposition from the district council Thursday as it began deliberations

on the district's 1981-82 budget.

The council took no votes on the proposed \$37.6 million budget, but members informally indicated agreement with the document as proposed by Gustafson and as slightly modified by the council's coordinating committee.

Gustafson has suggested eliminating the 19 jobs because of impending cuts in federal grants that finance much of the service district's work. Included in the cuts are some of the senior staff members, including Denton U. Kent, the district's chief administrative officer and highest paid employee at \$52,000 per year.

Despite the staff cuts, the overall budget is about \$11.5 million larger than this year's. The increase reflects new solid waste disposal projects that are financed outside the general fund through grants, loans from the state or self-generating revenues.

Another hearing will be held on the budget June 4, with final adoption scheduled for June 25. Only one person showed up to comment on the budget Thursday.

In what should be good news to budget-conscious back-yard gardeners, the council Thursday granted Gustafson the authority to waive disposal fees at the St. Johns Landfill for people dumping "woody waste" such as tree branches.

Gustafson said he probably would exercise the option only for non-profit organizations on debris cleanup drives. He said he generally planned to follow his staff's recommendation to charge reduced rates rather than none for dumping wood waste at the landfill.

The rationale, according to district staff members, is to draw wood debris that can be chipped and sold as fuel. At the same time, the dumping would aid local air quality because the wood would otherwise be burned in many cases, the staff said.

In other action, the council endorsed a study concluding that harried victims of the daily Portland-Vancouver traffic jams on Interstate 5 should give up any dreams of relief from a third Columbia River bridge between the two cities.

Oreg. 7/25/8. Solid Waste
Quit wasting waste (Issue Project)

The City Council's decision to go ahead with a new city plant to dry for use as fuel or fertilizer the 116 million pounds of sewage sludge produced here each year is significant recognition that the age of resource abundance is ending.

This need not mean hardship if people turn to converting, reusing or recycling the enormous amounts of waste in our high-production, high-consumption society. Recycling means looping material back into the process by which it was first formed, as in newsprint and other paper products. Reusing is what Oregon and only a few other states attempt to do with laws requiring deposits on returnable bottles and cans.

Conversion is turning waste into other and different products, such as the City Council's plans to do with the sewage sludge that annually would fill a 4½-story structure built curb-to-curb on a city block. The \$4.8 million system would remove water from the sludge, so it could be moved for use as fertilizer or low-grade fuel.

Cost to a typical household would be about 20 cents a month in higher rates, but the process eventually could lead to a valued product. More important in the short term, it would address the fact that the city has run out of places to dump its sewage sludge.

The Metropolitan Service District's struggle to site new landfills has been publicly described almost weekly for two years. And the problem existed for local governments long before the new regional agency took on the onerous task.

Metro has become a leader in the effort to change urban wastes from pollutants to useful resources. It is developing a program to convert backyard trimmings into marketable mulch and fuel. It is attempting to build a resource-recovery facility in Oregon City that would burn the metropolitan area's garbage to produce energy for a major local industry, Publisher's Paper Co. It is assisting recycling efforts.

The City Council could have delayed for two weeks its decision to go ahead with the sludge-conversion system, as requested by environmental engineer George Ward, who said he had a cheaper proposal. But new proposals have popped up frequently as Portland has studied the problem for more than 10 years. Portland Public Works Commissioner Mike Lindberg was right when he said, "At some point we have to cut off new proposals. . . We have to fish or cut bait."

In other words, the time to quit wasting waste is now.

How Many Friends Does Metro Really Have?

The new government wants a tax base. Getting it means convincing voters it's done a good job. And politics.

By RONALD A. BUEL

IT'S NOT exactly City Hall or the state Capitol. Metro's offices are hidden away above the Portland State Bookstore on SW Hall Street in one of those modernist parking structure-cum-office buildings that features lots of cheap carpeting, cement walls and motel furniture.

The regular Thursday-night meeting of the Metro Council doesn't exactly draw a huge crowd, either. A couple of members of the press, a few citizen opponents of regional government, several local government officials, and a number of the agency's staff didn't come close to filling the smallish conference room on a recent evening.

Indeed, a telephone poll taken by Northwest Affiliated of the Portland area's registered voters last month showed that 1 out of 4 had never even heard of Metro.

It's Metro's anonymity that makes it so hard to get a handle on our new elected regional government—the first of its kind in the nation. But voters are going to be asked to give Metro a stamp of approval anyway. This November election day a tax base for the agency will be voted up or down, a short 22 months after Metro opened its doors.

Metro sprang out of a citizens' study group, voter-approved plan. This group saw a need for a regionwide planning and implementation agency to handle problems that couldn't effectively be handled by local government because they affect different parts of Clackamas, Washington and Multnomah counties differently. So Metro was to take on regionwide planning for land use, housing and transportation, and operations that are better handled on a regional basis, such as flood control or solid waste.

But, perhaps more important, Metro was to be more accountable and independent than its predecessor operations. The Columbia Region Association of Governments, which ran regional planning, and the Metropolitan Service District, which ran the zoo and solid-

Election '80

waste planning, were made up of county commissioners and city council members from the Tri-County area. Their respective local governments appointed them to MSD or CRAG. But Metro was to have an elected executive officer and a 12-person council elected by district. These people would owe their

positions to no one but the voters, and could, therefore, do their job with more fairness, the theory went.

So the vote in November will be something of a referendum on how Metro is meeting these goals. With the election in mind, *Willamette Week* set about trying to develop a scorecard for the new government—talking to Metro's elected officials and staff, citizen interest groups that have followed Metro closely, lobbyists and local government officials.

What we found is that Metro looks like it will pass its ballot measure and get the stamp of approval it seeks. But this isn't because it receives perfect marks. Metro has made a number of

citizens angry—by aggressively but unsuccessfully promoting a local improvement district to tax Southeast Portland-area residents to stop the flooding on Johnson Creek, for instance, or trying to site two recycling centers and an unpopular garbage dump. Similarly, environmentalists haven't liked the way Metro handled the major land-use planning matter it has faced, when Executive Officer Rick Gustafson championed an expansive

Executive Officer Rick Gustafson up on Metro's roof in downtown Portland

urban-growth boundary in Washington County that designates extensive amounts of farmland for urban growth.

But this criticism is offset by a business community that likes what it sees of Metro. "They've done a creditable job," says Carl Halverson, a conservative developer who was involved in the formation of Metro.

Local government officials are often pleased, too. "I think Metro has done very well," offers a local mayor. "The thing I'm most closely associated with is transportation. The staff studies have been good, the board consideration has been excellent. They've provided a really good reception for our local input."

Interest groups that deal closely with Metro's two main operations—the zoo and solid waste—are happy as well. Says John Trout, business agent for Teamsters Local 281 which includes the city's garbagemen, "Metro has made some real progress in solid waste in the last one and a half years. They've taken over the St. Johns Landfill and are getting involved in landfill siting, which local governments just wouldn't do. I think they're close to finding a site. Furthermore, the resource-recovery program at Oregon City seems to be headed in the right direction."

Perhaps the best news for Metro is not this praise, however. It is, instead, the results of a telephone poll taken of 400 registered voters. Asked how they would vote on a ballot measure that "replaces the zoo-Metro levies, reduces homeowner-property taxes and establishes a tax base," 53 per cent of respondents said they would vote yes, 12 per cent no, and 35 per cent said they were unsure.

Since that is close to the language that will actually be on the ballot in
Please turn to page 9

Metro's Friends

Continued from 1

November, ("Shall Metro establish a tax base of \$5,247,000 to replace current zoo-Metro levies and local assessments?") the poll results could be valid while the final ballot title doesn't say so. The tax base would reduce homeowner property taxes. That's because more of the tax base would be subject to state tax relief than is the money collected from zoo levies that voters passed in May.

Gustafson says that the tax-base ballot measure isn't an issue of life or death for Metro. "Our existence is no longer in question," he says confidently. "We'd have to do some really bad things to be killed. The problems are too well articulated in zoo management and in solid waste," he asserts. Instead, "The passage of this tax base can end the uneasiness that's felt about us everywhere. It can give us sort of an ultimate stamp of approval, a credit card so to speak. It's not the \$700,000 in annual funding to replace local dues that's so important, it's essentially our arrival as a government that's at stake."

But, whether Gustafson wins this vote of confidence, or instead finds himself going to the Legislature in 1981 to get operating money from someplace else should depend, say Metro watchers, on the answers to seven basic questions about Metro. Answer these questions positively and the positive public image that Metro needs will definitely follow, they say.

- Can Metro overcome the Johnson Creek fiasco?
- Can Metro pull off a big success with the Resource Recovery Project at Oregon City?
- Can Metro strengthen its relationship with its new constituency—citizens—while maintaining a strong relationship with its old constituency—local governments?
- Can the Metro structure—an executive officer elected regionwide and 12 council members elected by district—work?
- Can the Metro bureaucracy overcome its long-term impotency?
- Can Metro be tough enough in land-use planning?
- Will Metro expand with wisdom to do the jobs it can do?

Johnson Creek

The real greening of Metro has occurred over the issue of a Local Improvement District proposed to stop the flooding at Johnson Creek. It appears as if Metro has learned a real lesson from its mistakes in the matter. Johnson Creek flows through six local government jurisdictions. The drainage basin for the creek covers about 54 square miles. Metro put together an LID to cover much of the drainage basin and its 100,000 residents.

There's no doubt that flooding of the creek does damage, and that other attempts to solve the problem have been unsuccessful. In 1972, flood damage to streets, railroads, bridges and other facilities was over \$8 million.

But Metro's effort didn't work either. Things seemed to be going smoothly in April and May, and Metro planned to go ahead if less than 50 per cent of the property owners remonstrated, the legal requirement for stopping creation of an LID (some 18 per cent did finally remonstrate). But at the public hearing at Marshall High School in June, and at two subsequent hearings, a large, hostile crowd turned out to complain that many people were being taxed without any benefits. After this show of opposition, Clackamas County said it wasn't going to collect its share of the taxes. That put the last nail in the coffin. Metro tabled the matter.

Even now, some of the Metro councillors aren't sure they've done the right thing in tabling the matter. "It is a fair proposal, well done, well presented, with good support from the media, and it is cheap," says Jane Rhodes, who was the council member with Johnson Creek in her district and chairperson of the Johnson Creek task force.

"I think one of the problems we've had with it is that this is an election year," she says. "Some conservative candidates drew on the anger of the conservative population. These are the same people in east county who have organized against progressive attempts to get things done for years." Rhodes referred to legislator Drew Davis (D-Portland), and east county Democratic legislative nominee Lonnie Roberts. Leading the citizens' opposition group was Don McIntire, state senate opponent to Ruth McFarland for Vern Cook's seat in the Gresham area.

Councillor Charlie Williamson doesn't agree. He thinks that some of the hostile feelings toward Metro were legitimate, that people whose property didn't flood naturally didn't want to be taxed. The politicians didn't create these feelings, he says.

Williamson doesn't know what Metro could do differently. "Jane worked her tail off trying to get the word out, holding coffees and meetings and sending out mailings," he says. "The fact of the matter is that you don't get people's attention until you send them a notice of a tax assessment."

But perhaps the most important long-term effect of the Johnson Creek fiasco is the change in attitude it created at Metro. Gustafson, for example, says it changed the whole way that he looks at his job. The Yale-educated economist

says he thought he was being elected to a job with huge administrative demands. Instead, he says he has found "the greatest demands are on the political side." The effect on the whole organization has been somewhat similar, he says. "This organization had always been somewhat invisible, he explains. "It hadn't had to put its political antennas out. It could do a manual about how something worked, prepare a little 'citizen involvement' and so forth, but it never really had to be serious about putting together an implementation plan and getting something done. And, like it or not, that includes politics. People find us far more threatening than our two predecessors. We're going to get some things done."

Resource-recovery project

If Johnson Creek were a "failure," then the Oregon City Resource Recovery Project may become Metro's biggest success. The project involves construction of a plant in Oregon City on the Willamette River that would burn garbage, producing steam which Publishers Paper Co. would purchase to run its plant in Oregon City. Garbage-men would have to pay about half of what they pay now to dispose of their garbage at the St. Johns Landfill (about \$10 a ton) and that price could be fixed over the long term because of a long-term contract with Publishers to buy the steam.

A lot of people have been saying that the project is like other things Metro has been handling—that it is moving more slowly than everyone would like. But a conversation with Gustafson reveals that the project has been on schedule since October of 1979 when Metro got the federal grant and hired Cary Jackson to run the project. Publishers Paper has signed a contract to buy the steam from the plant, no matter who builds, operates or owns the plant. Metro has selected five firms to bid on the design, construction and operation of the project and will go out to formal bids in November with bids due back next February.

The major problem still to be resolved, other than getting air quality and greenway permits for the plant from the state and Oregon City, is who will own the plant. Metro originally thought that it made the most sense for Publishers to own the plant since it will buy the steam. Ownership of the plant involves an equity investment of about \$20 million. Metro is still negotiating with Publishers over the matter. But Gustafson now says, "We have to have this ownership issue resolved within a month. If Publishers isn't interested, then we're prepared to start talking to other people. We've done that informally already, and we may find ourselves going out to bid on the ownership because several large corporations are interested." The reason for the interest—immediate tax credits to the owner totaling almost \$12 million. Included are energy tax credits, investment tax credits and state pollution-control tax credits. "The best company to own this plant is a large Oregon income tax-paying company, and I'm not sure that Publishers can make it work for themselves," Gustafson explains.

Constituencies

A project like Resource Recovery doesn't involve a lot of citizens, and it's the long-term ability to involve area residents as partners in Metro that many people feel will determine Metro's success. "I'm convinced," says current Metro Council Chairperson Marge Kafoury, "that most people in my district have no idea who I am or what I do. I am almost never called upon for help by constituents. I think people are generally unaware I'm an elected official."

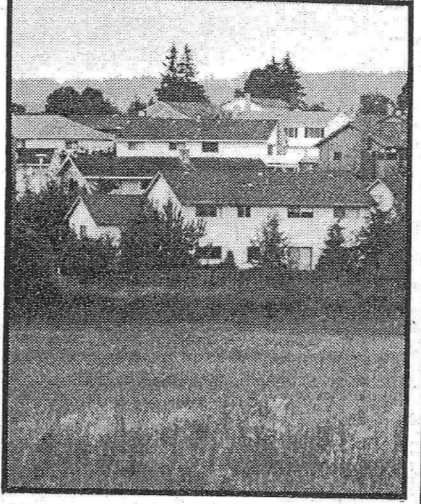
Despite what that seems to indicate, Kafoury represents a relatively politically aware district. Because of this visibility problem, the projects that come into contact with citizens become particularly sensitive at Metro. One such project entails the siting of a land-fill. Although people who live near the Jeep Trail/Wildwood site across from Sauvie Island were eventually given every opportunity to protest, they are not likely to prevent Metro from selecting the site. Gustafson seems to have made up his mind that the \$250,000 Metro has spent on a consulting firm to select that site should not be "wasted. Environmentally, it's simply the best site possible," he declares. (For more on the site-selection process see *Willamette Week* for the week ending Aug. 25, 1980. "And there's no question about the need for a new site," he adds.)

Metro's attempt to locate recycling centers in Southeast Portland and Beaverton has also been delayed because of citizen protest. "We've found a surprising amount of citizen opposition in Southeast neighborhoods," Gustafson says. "And in Beaverton we've been delayed first by design review and then by a fight over who really owns the land that the Beaverton Urban Renewal Agency was going to supply us for the center."

Some members of the Metro Council are disturbed by the ability of citizens to delay needed projects. "We're all anxious to please because we're new and we care about what people think," says Charles Williamson. "Wherever people put together opposition, it slows us down. A lot of times that's right, but sometimes we have to be able to say, 'This is the right thing to do and we're going ahead.'"

Almost as important as working out relations with citizens' groups is Metro's ability to keep relations with local governments on a sound footing. The old CRAG and MSD boards were made

up of local city council members and county commissioners. "The new elected status," says Denton Kent, Gustafson's chief administrative officer and formerly the top official at CRAG, "allows us to enter into discussions with local governments on a much more equal basis. Before Metro, we were expected not to have an independent position from the local officials. All of the time we found that we were fighting



"It's not the annual funding that's so important, it's our arrival as a government."

for standing, having to persuade people. This new status certainly gives us enhanced ability to get things done."

But the new status also provides some problems. It threatens local officials who see some of their decision-making powers being taken away, particularly in the land-use and housing areas where Metro acts as a local arm of the state Land Conservation and Development Commission.

For example, Metro has been struggling over what to do about housing. Recently, a set of housing goals was before the council. Objections last week from Tom Vanderzant, chief planner in Clackamas County, and other local government officials caused the council to delay the matter so that local officials could be heard once again. At the later meeting, Wink Brook, a local official from Tualatin, a small Washington County suburb, said that local governments were afraid that Metro was going to come in and tell them what to do. He said that Metro wasn't yet trusted.

"We still have to consider local governments as our constituents," says Mike Burton, a Metro council member who was at the meeting. "At that recent meeting on housing, the local people were basically nit-picking, trying to make it a weaker plan. But they made some good points, too. I'd say the council has to get a better sense of what the relationship should be."

Land-use planning

There are plenty of people who feel that Metro is too sensitive to local elected officials, and, because of that, it isn't going to do its job of providing regional leadership in the planning field. Two such are Henry Richmond, executive director, and Bob Stacey, lawyer, of 1000 Friends of Oregon. That citizens' group has filed a lawsuit against the urban-growth boundary that Metro accepted for this region. The suit is still in court, although LCDC accepted the Metro-recommended boundary last spring.

Richmond and Stacey feel that Metro, in trying to respond to Washington County officials, became a "champion" for the boundary. "We were disappointed with the absence of Rick's leadership," says Richmond. 1000 Friends was concerned with the amount of farm land in Washington County that was put inside of the urban-growth boundary, where it is allowed to be developed. That boundary was the first to be approved by LCDC and became an important precedent.

Stacey also complains that Metro has failed to adopt a housing allocation policy. He says the region needs a way of figuring how much multi-family housing and how much single-family housing is to be built in each of the 28 different local jurisdictions in the region.

"It makes all the sense in the world for Metro to do this job," he says. "And, in fact, ever since it has been in existence there has been a directive from LCDC to do this allocation. Here we are, 20 months later, and it still hasn't been done. LCDC worked out a joint memorandum with the Metro staff that discussed exactly how to do it. But after a meeting of local planners, some of whom objected, Metro decided not to do it. Now they are still dinking around with the housing goals and objectives."

Metro's structure

Metro, like other governments with a policy-making executive and a policy-making council, has been torn by the jockeying between the two, a struggle that affects the outcome of a number of questions such as land-use planning.

"I'm impressed with the cooperation the council has shown," says Gustafson. "We've had our battles and our personality problems, but there have been more suspicions than problems and we've survived some fairly direct confrontation over the confirmation procedure. I make a given number of mistakes in a month, and the council is reasonably tolerant of those."

Not everyone thought it would work out that way. The first council chairman was Mike Burton, the North

Portland councillor who had served on CRAG, run for the Portland City Council and is generally considered to have a political future of his own. Many people thought he would clash with Gustafson. But, Charlie Williamson, who opposed Burton for that initial chairman's job, says it didn't happen the way he expected. "Mike was a fair chairman," Williamson says. "He ran the council well and did a good job. It's kind of like when the Republicans are in control in the Legislature. They bend over backwards to show you that they aren't just favoring big business. While the Democrats do just the opposite."

Burton basically agrees. "I think that there isn't that much difference in Rick's opinions and mine. He's interested in the same things. This is pretty much true of the whole council. And there has been a good working relationship between the council and Rick."

But Burton does criticize Gustafson's operating style. "Rick has his own drum to march to. I'm not always sure that the council is getting all of the information it should have. He spends time with all 12 of us. But he never closes the door and really talks about what's important. I think he'd basically prefer that the council stay in a passive role."

Another close observer of Metro agrees. "I think Gustafson wants too much control. He's always trying to co-opt citizen groups instead of work with them. On sensitive matters like land use and hiring he is going his own way, period."

Burton gives some examples. "He's been working on this contract with the Friends of the Zoo. There have been some policy differences over the annual passes, discounts in the gift shop and other parts of the contract. He hasn't brought that to the council at all. . . .

When Corky Kirkpatrick [Lake Oswego councillor] asked him at one point during the Johnson Creek matter whether or not it could be postponed and still stay alive, he said no. Then, when it hit the fan, that's exactly what he recommended. Corky felt betrayed."

Administration

But Burton makes it clear that his problems with Gustafson's operating style are mostly petty, not serious matters. And Burton offers praise for Gustafson's administrative abilities, an area which the 33-year-old, two-term legislator had never really been tested before.

Gustafson feels administration has been his own strong point, as well. "I think we've proved that the traditional model in which a chief elected official has an executive assistant who is a political hatchet man is not necessary. I think our decision to keep Denton Kent, who is basically an administrator, as the top official in the organization, has been a real success."

Not everyone has been enamored with Kent's skills. A spokesman for the U.S. Environmental Protection Administration says Metro didn't perform on an air-pollution grant and has earned a reputation as being managed in a mediocre fashion. Kent thinks the problem EPA complains of has been solved.

Gustafson notes that he has already made several top management changes in the agency, and that others are in the works. Top transportation planner Bill Ockert recently left for a job in Miami, for example.

Others note that it was basically Gustafson's management skills that got a number of long-delayed construction projects at the zoo off the drawing boards and into construction. Indeed,

Metro has created a real sense of momentum about Portland's zoo, and staffers there, while they may not feel they are as well paid as some Metro equivalents, nevertheless say that zoo management is better than ever.

The future

Ron Cease, the PSU professor who was chairman of the Tri-County Local Government Commission that got Metro off the ground, says that, "Metro has now become a part of the government woodwork that it never was before. It has visibility and acceptance. But the real question is whether or not it will fulfill the promise that those of us who got it going saw for it."

That promise, for example, included a merger with Tri-Met so that mass-transit planning in this region would be better coordinated and Tri-Met would be accountable to the public through elected officials. It included expanded roles for Metro in land-use planning, in water and waste-water planning, in solid waste, and even in human resources. "The problem is," says Gustafson, "that everyone wants us to do more, but everyone has a different idea of what we should do." In response, Metro recently took a survey and developed a five-year plan that Gustafson and council members alike label as "conservative." "We had to convince people that we aren't going to be this power-grabbing octopus," says Marge Kafoury.

It is on such public perception that Metro's future may lie. How does Cease predict Metro will do? "I think it depends in large part," he says, "on whether or not Metro can learn to take criticism from its friends. You have to be worried about what your image is, all right, but you can't allow that worry to paralyze you."