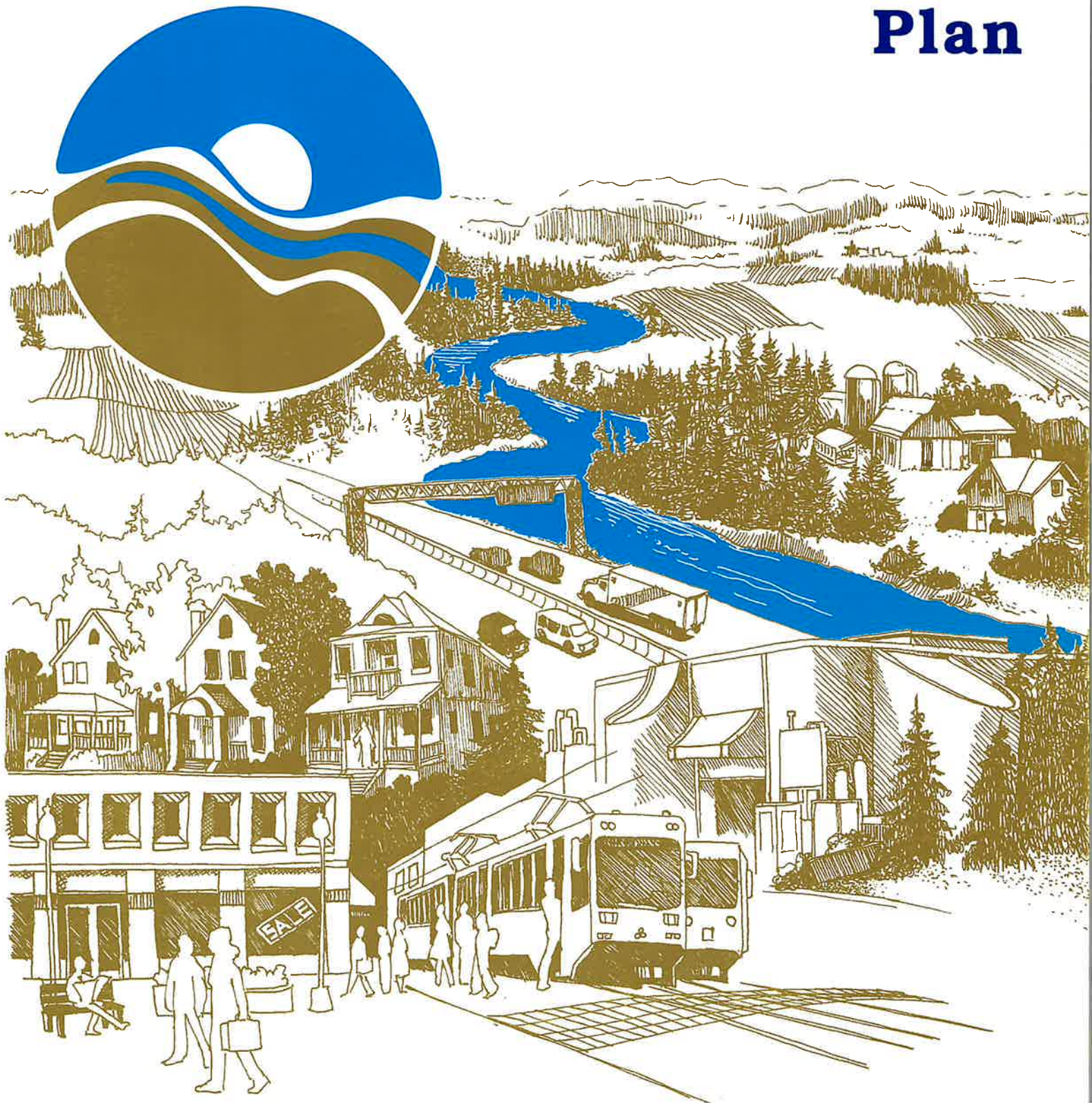


# County 2000 Strategic Plan





**WASHINGTON COUNTY,  
OREGON**

**COUNTY 2000 STRATEGIC PLAN**

**BOARD OF COMMISSIONERS**

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In 1970, Washington County had approximately 158,000 residents. In 1990, that number grew to nearly 312,000. By the year 2010, Washington County is projected to be the home of nearly 440,000 people.

Rapid population growth, both in cities and in the urban unincorporated area has led to an increase in demand for all County services and no change in this trend is in sight. In fact, it is more likely that demand for County services over the coming years will increase even more. At the same time, as the County meets its commitment to the voters to implement Measure 5, it is evident that limited and even diminishing resources will be available to meet these demands.

**Herein lies the County organization's greatest challenge: to meet the growing demand for services from a burgeoning population within our limited resources while maintaining a focus on the ideals inherent in our vision for the future of the Washington County community, and while fulfilling our mission of providing County services in a professional and efficient manner.**

In the face of this challenge, Washington County has continued to evolve its strategies and philosophies based on community priorities, changing demographics, available resources, and service needs. The original County 2000 Plan, adopted in 1986, and updated in 1990, serves as the foundation for the County's service strategies and provides the basis and direction for all County operations, from broad-based policy setting to the specifics of daily decision making.

Recognizing the impacts on public resources and services that have been brought about by the advent of Measure 5, the Washington County Board of Commissioners determined, in 1991, that another update of this strategic plan was necessary.

This update, which is outlined below for your convenience, is the result of an extensive and comprehensive two-year-long review process that included:

- Close review, analysis and updating of the Plan by the County organization, including its division managers, department heads, Administrative Office and Board of Commissioners.

- Written comments and survey responses from Mayors, City Managers, City Council members, Citizen Participation Organization leaders, advisory group members and community leaders who have read and analyzed the Plan.
- Four public hearings held in October and November 1992.
- Two focus group meetings held in January and December 1992.

While the underlying principles of service delivery remain consistent with the original Plan and the first update, this document reflects a number of significant changes and additions, including:

- More clearly articulated statements of vision, mission and guiding principles.
- Specific service strategies — in keeping with the organization's vision and mission — for all of the roles the County plays, including General Government, Public Safety and Justice, Land Use, Housing and Transportation, Health and Human Services, and Culture, Education and Recreation.
- New strategies not documented in the County's traditional array of services, including citizen participation, livability and the environment, economic development, annexation and internal organizational development.
- An updated, comprehensive Finance Plan, consistent with County 2000 priorities, that will guide the County's fiscal decisions through the 1996-97 fiscal year.

Perhaps most significant in the Plan, however, is a section entitled, "Three Levels of Service Delivery" (page 4). This section, which defines the County's fundamental philosophy for determining how services will be delivered and what the County's role will be in the delivery of those services, is key to understanding the strategies and priorities set forth in this document.

*"It is our intent that this document be a vehicle for developing a better understanding of the role and mission of the Washington County organization."*



It is our intent that this document be a vehicle for developing a better understanding of the role and mission of the Washington County organization. Whether you are a public official, business person, community leader or concerned citizen, this Plan will describe the philosophies, principles and strategies that define this organization. If you are a County employee, this Plan will serve as a foundation and guide for the development and evaluation of your goals and approach to providing County services.

On behalf of all County management, we urge you to provide us with your suggestions and ideas as to how this continually-evolving document can be made more useful to you as a member of our Washington County community. Thank you for your assistance.

BONNIE L. HAYS,

**Chairman, Washington County Board of Commissioners**

CHARLES D. CAMERON,

**Washington County Administrator**

*The County 2000 Strategic Plan was adopted by the Washington County Board of Commissioners on January 25, 1994.*



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### THE ORIGINAL COUNTY 2000 PLAN

In 1983, the Board of Commissioners recognized that our Washington County government was facing a serious challenge. That challenge was to preserve and build the rewards of living in Washington County while absorbing phenomenal population growth and increasing demands on County services.

Rapid population growth, both in cities and in the urban unincorporated area, had led to an accelerated demand for all County services. At the same time, it was evident that limited resources would be available to our local governments to meet this increased demand. Further, as the demand for city-type services in the substantial unincorporated area increased, County government was facing the prospect of requiring city taxpayers to further subsidize the provision of those services.

In response to the above challenges, the Board adopted the County 2000 Plan in 1986. The original Plan identified the County's fundamental principles and priorities for service delivery, and was designed to be a blueprint for the development and implementation of County policies, programs and operations through the year 2000.

### THE FIRST COUNTY 2000 REVISION AND UPDATE (1990)

Recognizing that ongoing evaluation and adjustments are necessary elements of any major planning and implementation process, the County Board of Commissioners determined that the County 2000 Plan should be updated and refined on a regular basis. The first of these revisions took place in 1990, and included the following significant changes:

- **The elevation of the Health and Human Services from an area designated to receive *declining* funds to an area that would receive a *stable* supply of funding.**
- **The addition of a plan for ongoing internal organizational development.** Examples of this plan have included a Classification and Compensation Study, a New Employee Orientation Program, a Supervisory Training Program and an Employee Assistance Program.
- **A commitment to County involvement in long range economic development planning.** This commitment

*“Rapid population growth, both in cities and in the urban unincorporated area had led to an accelerated demand for all County services.”*

requires the County to focus on its traditional role of providing the most basic and fundamental services — including transportation, public safety, health and human services, etc. — that are the necessary structural elements of establishing and maintaining economic vitality.

### THE CURRENT COUNTY 2000 UPDATE PROCESS (1993)

In light of the changing service demands and dramatic shifts in the financing of public services brought about by the advent of Ballot Measure 5, the Board determined that another update and evaluation of the Plan was necessary. A first draft of this update was written in 1991. Second and third drafts were written in 1992 and incorporated the review of the Plan by all County departments and a preliminary round of review by the Board of Commissioners.

The completed update, which you are now reading (draft four), is the result of a comprehensive, year-long public review process during which the County gathered extensive and detailed public feedback, suggestions and evaluations based on the third draft of the Plan. Those responses, which were received from Mayors, City Managers, City Council members, Citizen Participation Organization leaders, advisory group members, community leaders and concerned citizens, are incorporated in this final draft. *(Please refer to Appendix B for details of the current County 2000 update process.)*

It is important to note that while this Plan has a number of significant revisions and updates, it is not a new Plan. It is, simply, an expansion and adjustment of the policy direction which was implemented with the development of the original Plan in 1986. However, like every successful and worthwhile strategic plan — it is a working document that will continue to evolve and change with community priorities, changing demographics, available resources and service needs. Highlights of this 1991-1993 revision include:

- **An updated finance plan that articulates a strategy for resource allocation and a plan for reducing the scope of County services should Measure 5 force further funding reductions.**

As part of the Finance Plan update, Health and Human Services are elevated to the same level as Public Safety

and Justice in terms of priority status for allocation of available County general funds.

■ **An expanded focus on the County's vision and mission statements.**

■ **Further development of the County's guiding principles.**

■ **Updated service strategies for all of the roles the County plays,** including General Government, Public Safety and Justice, Land Use, Housing and Transportation, Health and Human Services, and Culture, Education and Recreation.

■ **Articulation of several new strategies not documented in the County's traditional array of services,** including citizen participation<sup>1</sup>, livability and the environment, economic development, annexation and internal organizational development.

*"This County 2000 update is the result of a comprehensive, year-long public review process."*

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<sup>1</sup>*The County's strategy for Citizen Participation is still undergoing review and development.*

*“One theme in the Plan has been, and will remain, constant: Washington County government cannot be all things to all people.”*

Although much has changed since the original County 2000 Plan was adopted in 1986, one theme in the Plan has been, and will remain, constant: **Washington County government cannot be all things to all people.** Nor can it be a government of last resort that, in addition to providing the traditional array of County services such as Public Safety and Justice, Land Use and Transportation, Health and Human Services and Culture, Education and Recreation Services, attempts to provide all the services that no one else can or will provide.

The County recognizes that its role is to provide services that offer countywide benefit as opposed to those that only benefit specific geographic areas or districts. Although the County plays a significant role in the spectrum of federal, state and local government services, it must rely on the participation of other government organizations, as well as nonprofit business, community and religious organizations, and families, to provide the range of services required in a civilized community.

Finally, for those services that the County does provide, it will do so on a prioritized basis, in accordance with the criteria set forth in the County’s Finance Plan (*page 40*), the Board-adopted criteria for funding of major regional, inter-jurisdictional partnerships, programs or projects, and the Board-adopted Program Evaluation Criteria (*Appendix A*).

Based on the underlying philosophy that the County cannot be all things to all people, and recognizing that the County can not “go it alone” in serving the public and in fulfilling our vision of the prototypical community of the twenty-first century, Washington County has established three levels of service delivery. These levels essentially represent the degree to which the County will be involved — as a community member — in attempting to meet the wide range of community needs. These levels are described in detail below.

### THREE LEVELS OF SERVICE DELIVERY

The County adheres to the principles and priorities set forth in this Plan to determine the level of service delivery that is established in a given situation. Broadly defined, the levels include:

- **Direct Service**, in which the County is directly involved in the provision of countywide services.

■ **Partnerships**, in which the County works in partnership and collaboration with other organizations or agencies to provide services to the community.

■ **Supporting the Agenda**, in which the County supports activities that lead to the development of services to the community.

More specifically, the levels are defined as follows:

#### **Direct Service**

Certain countywide programs and services are determined to be most appropriately provided by the Washington County organization or by contractors who provide those services via standards established by the County Board of Commissioners. Specific Program Evaluation Criteria (*Appendix A*) is used to determine whether the service is best provided by the County and whom within the County organization will provide the service.

#### **Partnership**

Certain key functions, while not found to be core functions of the organization, may — by virtue of their proximity to the mission of the organization — be performed in partnership with other organizations. Washington County's collaborative role would be performed via financial support, technical assistance, coordination, or the creation of new organizations. Two criteria that would be applied in the decision to provide support are:

- 1) the effort would complement Washington County's mission, and
- 2) there would be a significant rate of return on the investment to the target group.

*An example of such a partnership is the County's "Healthy Start" program, which is composed of a variety of community health care organizations that provide maternal health care services to those who have nowhere else to turn.*

Other partnerships that are of major regional or inter-jurisdictional significance, but not as closely aligned with County priorities, will be evaluated by Board-adopted criteria. *(Please refer to section entitled "Finance Plan, Resource Allocation Strategy" on page 40.)*

### Supporting the Agenda

Absent the assumption of either a direct service or partnership role, a major function that Washington County can perform is that of supporting activities consistent with the development of the County's statements of vision and mission.

As the Board of Commissioners is the only general purpose political body with geographic perspective over the entirety of Washington County, it has addressed, and will continue to elevate, critical issues that require resolution before the County's vision can be achieved. This role does not assume that Washington County has the final word in setting a community-wide agenda. However, the organization, via its broad perspective, does have the capacity to assist in that effort.

Through needs assessment, public discussion, and voluntary effort on the part of the Board and staff, critical needs, although not central to the core functions of the organization, can be addressed or, at a minimum, highlighted.

*Examples include working with others to highlight support of elementary, secondary or higher education needs, and volunteering in support of cultural activities, religious, charitable or family activities.*

### COUNTYWIDE VS. MUNICIPAL SERVICES

As Washington County has recognized its financial limits and, in accordance with this Plan's theme that the County cannot be all things to all people, redefined its role and mission in the provision of services, the County 2000 Finance Plan makes a distinction regarding the financing of traditional services that are of countywide benefit versus municipal-type services that benefit specific geographical areas. These services are more specifically defined as follows:

- **Countywide services** are defined as services that are of countywide benefit, i.e., those services that are utilized by

*"The County recognizes that its role is to provide services that offer countywide benefit as opposed to those that only benefit specific geographic areas or districts."*

the broad spectrum of County residents. These services are typically funded by countywide property taxes, other general purpose revenues, or other special revenues dedicated to those services.

*Examples include the County's appraisal function, certain public safety programs, land use and transportation planning, and certain health and human services programs, etc.*

■ **Municipal services** benefit only specific sub-areas and groups within the County. These services are typically funded by cities, geographically limited special districts, or user fees.

*An example of a municipal-type service is the Enhanced Sheriff Patrol District, which specifically serves and is funded by the urban unincorporated areas of Washington County.*

County 2000 dictates that countywide property tax dollars will be expended on those services that are of countywide benefit and, furthermore, that those services are to be provided on a prioritized basis, according to the priorities of the community. *At the time the Plan was first developed in 1986, for example, community priorities dictated that Public Safety and Justice was to be the primary area of focus for County funding. (Please refer to the section entitled "Finance Plan" on page 40 for an elaboration of current County funding priorities.)*

In cases where municipal levels of service are desired, the Plan dictates that the level of service may be adjusted at local option and funded at local option. Financial support for such programs might include incorporation into cities (annexation), special local assessments, service districts or specific user fees.

#### **BALANCING SERVICES AND PROGRAMS WITH COMMUNITY LIVABILITY AND THE ENVIRONMENT**

In keeping with the above mentioned theme that Washington County cannot be all things to all people, the County recognizes that — like most every public and private organization — it faces a significant challenge in maintaining the delicate balance between the services and programs it provides



*“This organization  
is committed, both  
philosophically and  
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environment.”*

and the community livability and environmental health to which it is committed.

Within the realm of those services that Washington County provides, this organization is committed, both philosophically and pragmatically, to providing those services with sensitivity toward the natural environment. As an organization, Washington County will strive to assume a leadership position in environmental innovation in its conduct of business.

Likewise, the County will attempt to eliminate or mitigate the impact of its government services on the environment. It will commit additional financial resources, when cost/benefit and fiscal resource analysis have been conducted, to further the County's environmental agenda. *(Please refer to section entitled “Livability and the Environment” on page 28.)*

Washington County now possesses the attributes of a balanced, vital twenty-first century community. Graced with a family oriented, work ethic population, natural beauty, vibrant future-oriented commerce, and poised strategically on the Pacific Rim, the community has the potential to provide a sustained quality of life for its residents while occupying a position of influence in the world economy.

The community's future, ironically, is based upon the strength of its history. A deeply held pioneering spirit, a sense of community cohesion, an emphasis on family, religious and education values, a burgeoning asset of ethnic diversity, all combined with the strong foundation of the past, will allow this community to meet the challenges of the future.

Unlike communities burdened with crumbling urban, social and physical landscapes typical of many eastern portions of the United States, Washington County is relatively unencumbered with the thorny problems of yesterday. This affords the community the opportunity to address developing future challenges.

*Washington County recognizes that Vision statements are general and idealistic by design. While the Washington County government cannot, and does not, aspire to achieve this vision alone, we recognize that a common goal for all institutions and individuals is of real and lasting value. Hence, the following vision statement is what we strive for in building the prototypical American community. We hope others share this optimistic view.*

#### **VISION: THE WASHINGTON COUNTY COMMUNITY**

##### **"For the Generations"**

*Our vision is to be a prototype community  
for 21st Century America,  
reflecting the best  
of our community's achievements, diversity, values  
and its pioneering spirit.*

In the year 2000, Washington County will be home to approximately 400,000 people who reside in a variety of living environments ranging from single family neighborhoods to emerging mixed-use activity centers. Our business community

*“Unlike communities burdened with crumbling urban, social and physical landscapes typical of many eastern portions of the United States, Washington County is relatively unencumbered with the thorny problems of yesterday.”*

will employ some 181,000 people, with a significant portion involved in the continually robust high technology industries. Increasingly, employment opportunities will be located in multi-story office buildings and well designed industrial parks. Westside Light Rail Transit and enhanced local bus service will provide not only a valuable connection to the entire region but also a valuable local mobility alternative. Our vibrant urban communities will continue to be clearly demarcated from valuable farm and forest resources by the Urban Growth Boundary.

We envision a community that complements other communities of the metropolitan region, the State of Oregon, the West, our nation, the Pacific Rim and the world. Our “complementary community” concept recognizes we are unique, but part of something bigger. “Complementary community” means that we have a role to play in concert with others and that our governments will work in harmony, each dedicated to the needs of citizens and the principles of the United States Constitution.

■ **The diversity** of our citizenry will be celebrated. The livability of Washington County and the success of our future is strengthened by the many diverse backgrounds and life experiences we share. Those who bring with them the experience of cultural differences, or physical or mental challenges will find a community in which they can flourish and achieve their full potential, unencumbered by intolerance or injustice, and valued as fully contributing members of our community.

■ **Our shelter** will be safe, comfortable, and diverse, spanning the spectrum of affordability, effectively exploiting the benefits of proximity to work, school, commercial/service and transportation systems.

■ **Our educational systems** will be models for the world with a consistent level of excellence from preschool to graduate-level higher education. Educational institutions will enjoy the wide support of all sectors of the community, recognizing the gifts presented to us must, in turn, be passed on to future generations.

■ **Our nonprofit institutions** will be known for their strength and dedication to the needs of their publics,

working in full concert with governmental and corporate partners.

■ Our community will be safe and our **justice system** will be coordinated, efficient and responsive, responding to the challenges of the community and respecting the rights of both the victims and the accused.

■ Our **abundant natural resources** will be nurtured for their inherent beauty, and their contribution to the health and well being of our citizenry now, and for the generations to come. Our agricultural heritage will remain a vital contributor to the nutritional, aesthetic, and wood product needs of our community.

■ Our **environment and livability** will be maintained, enhanced and balanced with our community's growth and development.

■ Our **economy** will be known for its diversity, its future orientation, its commitment to community, and its vitality.

Above all, the Washington County community will be known for its caring, success, and its ability to foster the full potential of each of its citizens, celebrating a way of life that complements the needs of others. We will be held as a prototypical community of the twenty-first century.

#### **THE WASHINGTON COUNTY ORGANIZATION: OUR GUIDING PRINCIPLES AS WE MOVE TOWARD THE VISION**

As a public service organization, Washington County recognizes that our principles, policies and programs must reflect the Constitution of the United States and the tenets of democracy. We recognize that our American form of government requires that we must continually balance the rights of the majority with the rights of individuals. In our daily activities we must move forward within that delicate balance, respecting fully that the manner in which we conduct ourselves either supports or detracts from the fragile bond that ties our democracy.

Another challenge is that of financial resources. This organization realizes that the residents of Washington County do not have an infinite capacity to fund every program required to fulfill an admittedly ambitious community vision. This

*"Above all, the Washington County community will be known for its caring, success, and its ability to foster the full potential of each of its citizens."*

*“We recognize that our American form of government requires that we must continually balance the rights of the majority with the rights of individuals.”*

recognition requires precision in the definition of County responsibilities and a continuing prioritization of some programs over other worthy programs. The vision simply cannot be realized by one organization, nor can it be achieved overnight.

Also, much has been inherited by Washington County, either through the generosity of nature or the toil of its residents. We recognize our task is not for ourselves alone but for future generations of Washington County residents. We must balance our legitimate short-term demands with a responsibility to those that follow. Through our sacrifice, we will transfer to the future a community as, or more, abundant than the community we inherited. The responsibility is not only to our constructed facilities and operating programs, but to our natural environment and fiscal resources as well.

With the commitment that our efforts will respect and incorporate these fundamental challenges of public service, Washington County has established the following guiding principles:

#### **Our Guiding Principles**

- **Dedicated to honesty, flexibility and fairness, we respect the rights and responsibilities of our fellow residents and the role and contributions of each fellow member of our organization.**
- **We recognize the limits of our resources and promote the use of sound practices to provide services in an efficient and cost-effective manner in meeting the priority needs of our residents.**
- **Using our individual creative abilities for innovation and employing technology as a resource, we commit ourselves to improvements in the quality of our services.**
- **We believe in our responsibility to future generations of Washington County residents and promise stewardship over the public trust and the community's assets—those that have been constructed and those that have been inherited.**
- **We have chosen to serve in roles of public service to our community. We believe in the honor and value of**

**public service as a calling. Because of the unique responsibilities entrusted in us, we commit ourselves to the highest standards of ethical conduct and we accept full accountability for our actions.**

**■ We believe our government represents a partnership of individuals, other governments, community organizations and businesses, working together to realize the community vision.**

The mission of Washington County is to provide specific County government services within the bounds of resources in a professional, efficient manner. We will demonstrate a level of sensitivity that supports the Constitution of the United States and reflects favorably upon the profession of public service and the American form of democratic government. Washington County will:

1. Conduct a General Government function that honors and builds the public trust in democracy through effective financial administration, fair and accurate assessment and taxation, and the conduct of elections. Provide political, legal and administrative leadership services that support the breadth of our wide array of life and livelihood supporting functions.
2. Administer a Public Safety and Justice System that operates in a swift and efficient manner, and is predictable enough to deter crime, strong enough to punish, adequate enough to incarcerate, and sensitive enough to recognize those who can be changed and assist them in that change. Respect the rights of victims and provide services that will address their unique needs.
3. Build a coordinated, balanced Transportation system that promotes and develops alternatives to automobile use, including mass transit, light rail, carpooling, bicycling and walking. Develop a safe and effective system of freeways, highways, boulevards, local streets, bike paths and pedestrian walkways.
4. Operate a Land Use system that recognizes and strives for that delicate balance between the rights of the individual to control his or her land with the broader interests of the community for a high level of livability.
5. Perform a Construction Review program that assures all structures are safe from collapse, fire, and other peril, and guarantees a standard of quality for the consumer.



6. Develop a Health and Human Services system that emphasizes prevention and works in concert with others to assist the unborn, the young, the elderly, and the mentally, emotionally and physically challenged toward health and vitality.

7. Assure a foundation of clean, healthful community living through Communicable Disease Prevention and control, and strict adherence to health standards in our food establishments and other public facilities.

8. Work with a variety of public and private organizations to provide adequate Shelter for those who would not otherwise be able to attain it. Provide for the transition into independence for those who can achieve that goal in regard to their own housing.

9. Manage with others, the efforts to Reduce, Reuse, and Recycle valuable resources to reduce the need for solid waste disposal facilities. Assure that waste is ultimately disposed of in a manner that protects the health of current and future generations and preserves our nation's resources and our community's environment.

10. In a limited capacity, support current and future Cultural, Recreational, and Educational programs to serve the varied interests of our community.

The following service strategies are not intended to provide a comprehensive picture of all County services and responsibilities. They are, instead, designed to emphasize specific and updated strategies that pertain directly to the philosophies, principles and priorities set forth in this document. For detailed information on departmental responsibilities or specific programs and services, please refer to the annual Washington County Budget document or consult the appropriate department.

In this section, you will find service strategies for the five areas of government administered by Washington County. They include General Government, Public Safety and Justice, Land Use, Transportation and Housing, Health and Human Services, and Culture, Education and Recreation.

### **GENERAL GOVERNMENT**

*(Assessment & Taxation; Elections; Support Services; Auditor; County Administrative Office; County Counsel; Board of Commissioners)*

- In the functioning of general government, the County 2000 strategy calls for employing new technologies and efficiencies whenever and wherever possible to improve the overall effectiveness of County services.
- In general, service levels in this area will be proportional to the size of the organization and will be determined by the County's various internal services needs and/or accountability requirements.
- In order to optimize citizen input in the development of County policy, Washington County is committed to developing a welcoming, accessible and effective citizen participation process that includes established, predictable and timely communications methods. *(Please refer to section entitled "Citizen Participation" on page 26 for a broader amplification of this policy.)*
- In order to assure credibility and citizen confidence in government, Washington County remains committed to the implementation of prudent financial practices, taxation and accountability mechanisms that will ensure that the

County operates within available resources in the coming years. (Please refer to section entitled "Finance Plan" on page 40.)

- Recognizing that growth in population necessarily creates a dynamic real estate market, as well as increases in the number of properties, assessment and taxation functions will strive to maintain accurate and uniform property assessments in compliance with all Oregon laws and Administrative Rules.

- Finally, the County 2000 service strategy for general government calls for continuing refinement of the County's systems of information, finance, human resources, transportation, contracting, property maintenance, and purchasing.

#### **PUBLIC SAFETY AND JUSTICE**

(Public Safety; District Attorney; Juvenile; Jail; Community Corrections; Restitution Center; Tigard Justice Court; Law Library; Emergency Medical Services; Emergency Communications; Victim/Witness Assistance; Search and Rescue)

- Secure and maintain adequate countywide resources to support a balanced, base-level of countywide public safety and criminal justice services. Such services are those which are equally available to all residents no matter where they live, including:

- Law Enforcement services, including base (rural) level sheriff patrol, narcotics investigation, computerized crime analysis, records and offender/suspect identification, major crime investigative services, civil process, marine patrol, motor carrier enforcement, emergency management and other specialized services.

- District Attorney

- Juvenile

*"The priority for investment in public safety and justice systems is to remedy any imbalances in services that impact the public's safety and welfare, and the justice system's ability to respond at the necessary level."*

- Community Corrections<sup>2</sup> (Probation, Parole, Resident Restitution Services)
- Jail and Other Incarceration Services
- Justice Court Services
- Law Library Services
- State District and Circuit Court Services  
(providing adequate space for the court system)
- Emergency Medical Services

■ Those services which are not of countywide benefit in nature should be funded by other mechanisms and not by a uniform countywide property tax. In public safety, for example, such a service is police patrol in urban unincorporated areas above the countywide base (rural) level. An interim alternative funding mechanism (such as a Special Service District) should be provided for the urban unincorporated areas to support an enhanced level of sheriff patrol in those areas. A Special Service District funding mechanism should be an interim measure until annexation or incorporation occurs. *(Please refer to sections entitled "Finance Plan" on page 40 and "Annexation" on page 35.)*

■ To the extent that additional General Fund resources are available, the priority for investment in public safety and justice systems is to remedy any imbalances in services that impact the public's safety and welfare, and the justice system's ability to respond at the necessary level.<sup>3</sup> ("Imbalances" refer to the inability of any of the areas of the system—including law enforcement, district attorney, juvenile, courts, corrections, jail—to function at the necessary level due to the lack of capability from another area. For example, if a criminal is arrested and convicted, but the necessary corrections services and jail facilities

<sup>2</sup>*Community Corrections is a service for which the State has primary funding responsibility.*

<sup>3</sup>*At the present time, it appears that such an imbalance may exist in the area of corrections. The determination as to where imbalances may exist will be made through the County's Criminal Justice Planning Process.*

are not available to manage that criminal, then the system breaks down at that juncture.)

- The County will continue to plan and implement a coordinated and balanced approach to criminal justice service delivery through the ongoing development of the County's Criminal Justice Planning Process.

- Funding for new and rehabilitated capital systems/services which provide a benefit to all County residents (such as additional jail or restitution center capacity and/or rehabilitation of existing jail/correctional facilities) should be provided by countywide capital financing mechanisms.

- Funding for capital systems/services which do not provide countywide benefit should be funded through a dedicated funding source (serial levy, fees, etc.).

- Where found to be cost-effective, the development and use of a continuum of community sanctions (i.e., penalties or removal of privileges) and services to supervise juvenile and adult offenders should be maximized in the County and throughout the State. This will insure that limited and costly jail, detention, and prison resources are available where they are needed most.

- In an effort to limit the number of persons entering the criminal justice system, the public safety and justice system should promote, support and encourage the development and implementation of a broad range of crime prevention measures, including the implementation of a community policing approach, public information and education efforts, and development of youth and community centers. (In many cases, these activities are municipal-level services, and the County's role will be to provide leadership and to facilitate countywide cooperative efforts.) *(Please refer to the section entitled Supporting the Agenda on page 5.)*

- To ensure efficiency and effectiveness, service delivery should be provided in a collaborative and cooperative effort with other County departments, and with other criminal justice and community service agencies in the County and the region.

## LAND USE AND TRANSPORTATION AND HOUSING

*(Planning; Surveyor; Road Operations & Maintenance; Engineering; Land Development; Capital Improvement Programs; Housing)*

### Land Use

*“Washington County is committed to balancing individual property rights with neighborhood livability and the needs of the community as a whole.”*

■ Given the sustained level of rapid growth in both unincorporated and municipal (incorporated cities) areas, careful land use and transportation planning inside the Urban Growth Boundary (UGB) is critical.

■ Washington County’s Development Philosophy states that development inside the UGB must be accompanied with a full range of urban level services in order for the County to approve an application.<sup>4</sup> In addition, the development must provide for design and environmental standards that enhance the quality of development. *(Please refer to section entitled “Livability and the Environment” on page 28.)*

■ With regard to land use planning, growth and development, Washington County is committed to balancing individual property rights with neighborhood livability and the needs of the community as a whole.

■ Absent other responsible agencies, the County will be required to provide planning services at a municipal (city) level. This is true for both current and long range land development planning services.

■ Current planning services related to land development and building programs are to be self-sufficient with fees adequate to fund actual costs of the programs. Limited countywide resources are directed toward code enforcement<sup>5</sup> and public assistance services.

<sup>4</sup>Urban services are defined by the code as including public sanitary and storm sewers, public water, roads, transit, police, fire and schools.

<sup>5</sup>Additional staff assigned to code enforcement programs in mid-1993 allowed the County to increase its capacity to enforce development and land use codes.

■ Focus of long-range planning efforts will be redirected from performing regular updates of community plans toward maintaining and participating in various regional and state planning efforts and rules to manage growth and maintain quality of life. These rules and studies will require new planning initiatives by all local governments in the Portland Metropolitan area.

■ The interaction of land use and transportation planning is being increasingly emphasized by regional, state, and federal governments. This has resulted in new planning mandates in the form of the Regional Urban Growth Goals and Objectives (RUGGO's), the new State Transportation Rule, mandated station area planning for the light rail project, and the new Federal Clean Air Act. Due to the importance of these planning efforts to Washington County's continued quality of life and environment, the County shall assume a leadership and coordination role for land use and transportation planning to assure the various federal, state, regional and local mandates are met.

### Housing

■ One of the basic needs of all people is the provision of adequate shelter. The challenge for Housing Services is to respond to countywide housing needs by providing services appropriate to the needs and resources available. Implicit in this statement is the awareness that there is a wide range of housing needs within Washington County and that responsible action will require partnerships with community groups as well as the private and public sectors; and that financing for these programs will come primarily from the creative packaging of federal, state, and local non-General Fund sources. The County's immediate goal is to reassess program priorities given documented community needs, and to provide appropriate program responses.

■ In pursuing housing goals for the community, the County acknowledges the relationship between housing and economic development. Washington County has



developed rapidly, with thriving business centers and desirable residential communities. Likewise, the cost of housing has risen and become increasingly unaffordable. The County recognizes that continued economic prosperity depends upon the preservation of a diversified work force who live and work within our County. These individuals are our workers, consumers and adult children wishing to remain in Washington County. For these reasons, the County supports modestly priced rental and first-time ownership housing opportunities. The County believes that these opportunities can be best provided in partnership with cities, and the private and nonprofit sectors. The primary role of the County is to be a coordinator in facilitating these partnerships through the use of tax exempt financing, expedited development review and approvals, monitoring and certifying levels of affordability where required by state and federal laws and regulations, securing other state and local resources as appropriate, and providing technical assistance.

■ Further, consistent with County disposition policies, surplus County-owned property may be made available for the development of affordable housing opportunities in partnership or as part of the public housing program of the County.<sup>6</sup>

■ The County also recognizes that in order to address the full range of housing needs, provisions must be made for the elderly and individuals with disabilities (including those requiring supported housing options) and homeless families. Housing for these individuals will depend primarily upon the formation of successful partnerships with nonprofit housing providers, the ability to secure state and federal funding sources, and the preservation of the public housing stock. The County's goal, in all instances, will be to advance persons to greater self-sufficiency whenever possible.

■ The County is committed to working toward the development of innovative solutions to provide housing which is safe, affordable, available and accessible for the

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<sup>6</sup>*Including tax-foreclosed property, after consultation with affected jurisdictions.*

full range of housing needs. To this end, the County Board of Commissioners has appointed an Affordable Housing Task Force to develop a comprehensive housing affordability strategy for the County.

## Transportation

### *Capital Projects*

■ Transportation services will continue to be sharply focused on countywide transportation issues and projects which benefit all citizens of the County, region, and state. *(Please refer to section entitled "Livability and the Environment" on page 28.)* The major focus of transportation planning, development, construction, and operations includes:

- Continued improvements to the adopted countywide road system.
- Development and analysis of solutions to the County's north-south traffic problems in the Tualatin-Hillsboro Corridor.
- Extension of the Light Rail transit from downtown Portland to Beaverton and Hillsboro.
- Promoting and developing increased intra-county transit service.
- Fostering energy-neutral modes of transportation through ongoing development of alternatives to automobile use. This includes efforts that would allow for or enhance mass transit, light rail, carpooling, bicycling and walking.
- Balancing transportation systems planning so that it addresses the growth and transportation requirements of the community, while at the same time, addressing the issues of community livability and the environment.
- Increases in transportation funding and public/private partnerships will be necessary if the major multi-modal

*"Washington County is committed to fostering energy-neutral modes of transportation through ongoing development of alternatives to automobile use."*

construction projects identified in the adopted regional and County Transportation Plans are to be met.

■ The County will regularly update and continue to develop its Transportation Plan, which addresses the type and scope of transportation and road systems required to serve future growth in a balanced manner. *(For more information about the County's Transportation Plan, please refer to the section entitled "Livability and the Environment" on page 28.)*

■ Implementation of a regional vehicle registration fee to fund necessary arterial improvements and new sources of revenue for local transit service should be considered. Additionally, the successes of the first two Major Streets Transportation Improvement Programs (MSTIP) will have to be sustained into the future via subsequent initiatives.

#### **Road Maintenance**

■ In light of limited road maintenance dollars, the County created a set of priorities for the allocation of scarce road fund dollars. First, the money is to be spent on state mandated (signing, striping, etc.) road work, emergency repair and hazard elimination for roads over which the County has jurisdiction. Second, the money is to be allocated on general maintenance of the highly traveled County major road system which includes rural resource roads. Finally, remaining funds are allocated towards reconstruction of this major road system.

■ In relation to the above described road maintenance priority structure, residents desiring a municipal (city-type) level of service on local roads will need to consider County service districts or other alternative forms of funding to maintain that level of service.

■ In regard to the unfunded local road maintenance district, a dilemma presents itself. Two fee offerings, presented to voters in 1988 and 1993, were defeated. This issue is especially critical, because the growing backlog of unfunded road repair requirements will come due at a potentially much higher cost if deterioration continues to go unchecked.

- Privatization and "least-cost" analysis in many land use and transportation service areas will be continued and enhanced to assure the public that the County is managing its funding properly.

## HEALTH AND HUMAN SERVICES

*(Mental Health; Public Health; Children and Youth Services Commission; Aging Services; Dog Control; Veteran's Services)*

- In order to protect the economic viability and livability of our community, the County needs to invest in, and strive for, enhancement of our citizens' capacity to contribute to the work and life of the community. To this end, the County's health and human services programs will emphasize the **prevention** of those conditions that inhibit our citizens' ability to be contributing community members. Such programs include public education and information and treatment programs on such issues as:

- Drug and alcohol abuse prevention.
- Parenting and prenatal care.
- Child abuse prevention.
- AIDS and communicable disease prevention education.
- Mental and emotional disturbances.
- Developmental disabilities.
- Services for the elderly, children, battered women, veterans, and the disabled.

- In addition, consistent with its mission statement pertaining to agenda building, the County will encourage visibility of health and human services issues, including services within and beyond the scope of the County's service continuum.

- Continuing rapid population growth within Washington County will result in increased demand for health and human services. Concurrently, the uncertainty of state

*"Recognizing that County government has a role to play in addressing the social needs of its most vulnerable members, including children, the County will focus services on individuals and families in greatest need."*

and federal funds to address these increasing needs will continue. Therefore, to the extent that additional General Fund resources become available, the County will increase its investment in health and human services in a careful and strategic manner. *(Please refer to section entitled "Finance Plan" on page 40 for an amplification of this policy.)*

■ The County's key role will remain one of assessing the health and human service needs of our community. In light of the limited resources available to meet these needs, the departments within this area will prioritize, plan and coordinate services to maximize resources. Recognizing that County government has a role to play in addressing the social needs of its most vulnerable members, including children, the County will focus services on individuals and families in greatest need.

■ The County will act as a catalyst to develop innovative services through partnerships with the private sector, nonprofit organizations and other government units. Within the parameters of the strategic investment strategy noted above, the County will collaborate with these agencies and other departments to address the overwhelming demands brought forth by our changing family and societal structure.

■ The County will continue to refine its role as a direct service provider. Every effort will be made to purchase those services which can be more effectively provided by the private sector or other community organizations through contractual agreements or grants to these providers. Regardless of the service provider, the County will strive for quality, efficiency and effectiveness.

■ Continued growth in demand for existing services or new services will be met through increased reliance on user fees that support the level of service provided *with consideration made for people who have limited capacity to pay for service*. The County will supplement service funding through strategic County investments and assertive application for funding from outside sources such as federal and charitable grants.

■ Given the strong presence of federal and state governments in the local health and human services scheme, the County will continue to advocate for stability in the stream of shared revenues as well as further advocate for equity in the distribution of those funds.

■ Continued population growth in Washington County will result in a corresponding increase in the County's pet population. Public demand for services to control problems associated with this increase will continue to be funded by fees assessed to pet owners. A new animal shelter is planned as part of the strategic plan to cope with the expanding animal population. Funding for this capital project will be borne by fees levied on pet owners and private contributions.

#### **CULTURE, EDUCATION AND RECREATION**

*(Agricultural Activities; Library; Parks; Fairplex; Watermaster)*

■ There is significant and continuing demand for increased cultural, educational and recreational programs and facilities. However, given the priority assigned to other County services, there is a lack of resources to meet these demands. These services will need to be funded through increased reliance on fees or other non-general fund sources for operation of culture, education and recreational services.

■ Although Washington County is not traditionally in the parks business, the one major park/recreational site operated by the County is Hagg Lake and Scoggins Valley Park. Washington County has developed a master plan that will guide the management and the future development of the park. Any future improvements will be accomplished in a manner that strikes a balance between making this treasure more accessible to County citizens (and the region) while remaining sensitive to environmental concerns. Furthermore, future improvement costs will be funded by dedicated sources other than general fund discretionary revenues. *(Please refer to the section entitled "Livability and the Environment" on page 28.)*

■ Continual emphasis on coordination with cities, special districts, Metro, other counties, and state government will be necessary to assure collective goals are accomplished as effectively and efficiently as possible.

■ The primary role of the Cooperative Library Services will be to coordinate service through contracts with cities and nonprofit associations, to provide support services to local libraries and to provide direct service to special populations. In the future, the County will be considering plans and governance options for those libraries currently administered by the County.

■ As agriculture assumes a prominent role in the history of Washington County and remains an integral influence in this region's economy and culture, the County acknowledges its role in advocating and if appropriate and possible, funding agriculture-related education and research services, as provided by the Oregon State Extension Service. The County, in concert with Oregon State Extension Service, will strive to maximize the application of limited resources in promoting the continued vitality of the Washington County agricultural community.

■ The Washington County Fairplex, with direction set forth by its formally adopted Master Plan, has transformed the fairgrounds into a multi-purpose, year-round event and conference facility. This evolution has been, and will continue to be, funded by fair and event revenues, as well as miscellaneous grants. The County is supportive of the ongoing program development and capital investments that are methodically transforming the Fairplex into a highly visible and utilized public facility; while remaining true to the traditional objective of showcasing local agricultural and livestock events.

■ The education of elementary, high school and college students is not a direct service responsibility of Washington County. While the County does provide educational services in a variety of programs, the County is not in the education business. However, this organization firmly believes that ever-improving acquired skill is a most fundamental measure of civilization. It is also realized



that if the Washington County community is to fulfill the vision of becoming the "prototypical American community of the 21st Century", that quest begins with an educated population. Accordingly, the Washington County organization commits, through advocacy coordination and technical assistance, to further the level of educational excellence in Washington County.

- This commitment has resulted in the County taking a lead role to assure that all the school districts in Washington County have the latest demographic information related to growth, population, and employment data, age distributions, types of development, and other historical trends.

- The County is involved in a joint project with the Beaverton School District and the City of Beaverton to help the District become more effective in the review and impact analysis of individual development applications. We are also working together to examine the potential of state grant funds to examine the impacts of growth on the School District and how new development code provisions and financial plans may be developed to address the needs for new schools. Washington County will become involved in similar projects with other districts upon request.

*"This organization commits, through advocacy coordination and technical assistance, to further the level of educational excellence in Washington County."*

The strategies defined in this section are separate from the strategies included in the County's traditional array of services, but are included in this Plan because Washington County believes they are of critical importance as the County strives to achieve its overall vision and mission. Included in this section are strategies pertaining to Citizen Participation, Livability and the Environment, Economic Development, Annexation, and Internal Organizational Development.

### **CITIZEN PARTICIPATION**

Washington County's commitment to citizen involvement is reflected in the Board's philosophy that our citizens are the greatest resource in our community. Washington County recognizes and appreciates that citizen involvement enhances decision making and generates information and ideas. Likewise, it recognizes that citizen involvement requires a commitment from citizens to examine the issues, share information and knowledge, and assume responsibility for taking part in "government by the people."

It is the challenge of a democratic government to balance the rights of the majority with the rights of the minority. As elected representatives, the Board has established a variety of mechanisms to provide input, recognize differing views, and to forward pertinent information to the community. It is also acknowledged, however, that demands for the attention of the Board by the County's residents are acute.

**Acknowledging the County's responsibility to thoughtful and innovative public policy, and recognizing the depth and diversity of the community's skills, perspectives, initiative and commitment, Washington County is currently conducting a comprehensive review of countywide citizen involvement needs.**

**Based on that effort, which will include representatives from the Committee for Citizen Involvement, Citizen Participation Organizations, advisory committees, lay citizens and the County Board of Commissioners and staff, the County will draft an analysis and recommendation for a comprehensive strategy on citizen involvement in Washington County.**

Currently, The Board of Commissioners supports citizen involvement in public policy formation and implementation through a variety of public involvement mechanisms. These mechanisms, which are either community-based, citizen-based, or media/information-based, include:

#### **Community-Based Mechanisms**

- Direct access to elected and appointed officials.
- Regularly scheduled, open Board of Commissioner meetings.
- Public Hearings.
- Public Opinion Polling.
- Elections.

#### **Citizen-Based Mechanisms**

- Citizen Participation Organizations and the Committee for Citizen Involvement.
- Neighborhood Associations.
- Commissions and Advisory Boards.
- Task Forces.
- Focus Groups.

#### **Media/Information-Based Mechanisms**

- Cable television government access programming.
- Various written publications, newsletters, flyers, and status reports.
- Newspaper articles and press releases.
- Published County documents, including the Annual Budget Document and the County 2000 Strategic Plan Document.

*“Washington County is committed to developing a welcoming, accessible and effective citizen participation process that includes established, predictable and timely communication methods.”*

### LIVABILITY AND THE ENVIRONMENT

As Washington County strives to create the prototypical community for 21st Century America, it must recognize and adopt its community's values regarding protection of the County's valuable natural resources. The following sections highlight current County efforts and policy positions that reflect the Board's support for, and investment in, securing a viable balance between economic growth and protection of our natural resources. They include statements regarding:

- The County Commission's long-standing support of the **Urban Growth Boundary**.
- The County's aspiration to achieve a **balanced transportation system**.
- Investment in future **greenspace acquisition and preservation**.
- Long-range **solid waste management** planning.
- Enhancement of **water quality**.

#### Urban Growth Boundary

Statewide planning goals adopted in 1973 require each metropolitan area in Oregon to have an urban growth boundary. The urban growth boundary (UGB) is used as a tool to help manage and guide urban growth. A specific boundary for the Portland metro area was proposed in 1977 and adopted in 1980. The UGB is more than 200 miles long and encompasses approximately 223,000 acres or more than 350 square miles.

How to guide urban growth was one of the principal questions discussed by Washington County and other Portland metro area communities during the framing of a regional planning program in the late 1960s and early 1970s. The conclusion of these planning efforts was that urban growth should be contained, both to ensure that public services such as roads, sewer and water systems could be provided efficiently and economically, and to preserve existing farm and forest land for future generations. Washington County supports the notion that establishment of urban growth boundaries is an important mechanism for achieving these goals.

Stringent expansion criteria and development controls outside the UGB have been instrumental in helping contain urban development. Specifically, the County's Development Philosophy states that development inside the UGB must be accompanied with a full range of urban level services in order for the County to approve an application. (Urban services are defined by the code as including public sanitary and storm sewers, public water, roads, transit, police, fire and schools.) In addition, the development must provide for design and environmental standards that enhance the quality of development. However, rapid growth and development activities in the 1990's will continue to place pressures upon the present UGB.

County 2000 policy continues to support planned urban growth that concurrently enables efficient services delivery. To this end, Washington County will continue to strive to ensure that the integrity of the UGB, as a tool for managing urban growth, is maintained.

This firm commitment is not without its costs. Population density within the Urban Growth Boundary will measurably increase. The 15% of the County's land located within the current urban growth boundary is scheduled to accommodate some 440,000 people by 2010, compared to 282,000 in 1990. As population increases, the value of land, housing and business property will also continue to escalate.

Recognizing these significant gross impacts, and also recognizing that these particular impacts could be mitigated by allowing urban sprawl, the County nonetheless firmly commits to the urban growth boundary concept. It is also the County's position that significant expansion of the urban growth boundary before its required thresholds are met would be unequivocally opposed by the County.

#### Transportation

As the County continues to experience rapid growth and expansion, areas within the urban growth boundary will become more urban in character, which means that transportation systems will continue to play an ever-increasing key role in the overall livability of the County. This, in turn, will require the supporting transportation system to have more urban characteristics and to be a more sophisticated system offering a greater variety of travel modes.

*"Washington County will continue to strive to ensure that the integrity of the Urban Growth Boundary, as a tool for managing urban growth, is maintained."*

Washington County's Transportation Plan, adopted in October, 1988, addresses the type of transportation system required to serve future growth in a balanced manner. The Plan identifies elements of this balanced system and describes how these elements should be developed to serve County travel needs through the year 2005.

The Plan anticipates that the automobile will continue to be the primary mode of transportation during the next twenty years. It also anticipates that traffic congestion and other growth-related forces will cause auto travel to become increasingly difficult in the future. The Plan calls for strong transit, demand management, and for bicycle and pedestrian elements to complement, and, in some cases, substitute for improvements to the roadway system.

The County's Transportation Plan also addresses one of the principal challenges of providing a balanced transportation system, which is managing system transition. The Plan seeks to achieve an equitable balance between system use and system funding in describing how the system should develop to meet projected travel demands.

Finally, consistent with County 2000 policies, the Plan outlines city, County, region and state system service responsibilities/roles and how the Plan is to be coordinated with the plans of other jurisdictions in the region through the regional transportation planning process.

#### **Land Trust Planning/Acquisition**

Consistent with the desire to protect and/or acquire natural areas and future park sites, the Board has taken the position that the County's inventory of land should be reviewed for potential greenways and park sites. (This position was incorporated into the County's 1983 Board-adopted Comprehensive Framework Plan for the Urban Area.) Some of the land that the County owns or acquires through tax foreclosures and other means will be protected and saved in a land trust for ultimate use as natural areas and park sites. Even though County 2000 does not provide for the County's being in the park expansion business, these lands can be placed in trust until (1), the most appropriate public or nonprofit agency can accept responsibility for the property, or (2), a future generation of the

Washington County organization can develop and operate such facilities.

In addition to the County's local land-banking initiatives, the Board of Commissioners has taken positions on two issues that will inevitably affect the environment and quality of life in Washington County. The Board, in 1991, approved a Resolution and Order that supports regional cooperation in addressing parks and natural area issues (Metro Greenspaces Planning). In conjunction with METRO and other local governments in the Portland Metropolitan area, and with the intent of acquiring a regional natural area system, the County Department of Land Use and Transportation is participating in the inventory of natural areas, and is analyzing natural areas that may be in potential conflict with development patterns. It is also reviewing funding strategies for acquiring and managing natural areas.

#### **Solid Waste**

Washington County will continue the development of a solid waste management program that provides recycling and collection services in an efficient, affordable and environmentally sound manner. The County will strive for a management program that integrates a variety of educational and promotional activities; collection, processing and disposal services and facilities; and planning, enforcement and administrative responsibilities.

This management plan will focus on:

- Proactive involvement in providing technical assistance to the County, the metropolitan region and the state on solid waste management issues.
- Sharing responsibilities and working cooperatively with other governments in the County to provide consistent and effective recycling and waste management services countywide.
- Providing a decentralized system of facilities in terms of geographic location and types of services offered.
- Fostering a least cost private/public sector approach to ownership and operation of solid waste collection/recycling facilities.

- The purchase and use of recycled or recyclable products and participation in programs that reduce, reuse and recycle wastes generated by the County and its agents.

This solid waste management program is one of several elements in a countywide framework that will help move the County into the forefront of environmentally sensitive and innovative organizations. Current solid waste practices will hopefully propel County residents toward the state-mandated and County-adopted goal of a 50% reduction in the solid waste stream by the year 2000.

### **Water Quality**

Although water quality issues are governed and administered under the purview of a separate governmental body—the Unified Sewerage Agency (USA)—the Board’s water quality policies are nonetheless included in this document. Given that the Board of Commissioners also serves as the Board of Directors for USA, the Board’s environmental agenda would not be complete without the following policy highlights.

Since 1970, the Board has been charged with safeguarding public health and protecting the environment in the County. The original focus of wastewater treatment was protection of public health. Today, the preeminent water quality concern is environmental protection. Accordingly, protection of the Tualatin River is part of USA’s mission. More than 90 percent of Washington County water drains eastward through the Tualatin—the County’s only river and the only water body to receive treated wastewater (effluent).

Wastewater discharged into the Tualatin River meets strict water-quality standards established by state and federal regulatory agencies. As part of an interconnected network of wetlands, the river provides a vital corridor, a riparian and aquatic habitat for plants, fish, and wildlife, as well as recreational opportunities and irrigation.

In 1990, the Board reaffirmed its commitment to protecting and enhancing the environment by placing a major emphasis on the use of “natural” processes for pollution control. Demonstration wetlands, stream cleanups and maintenance of riparian areas typify the innovative programs designed to pre-



serve the beauty of our surroundings while improving water quality in the Tualatin River.

Other non-structural environmental programs such as irrigating with recycled water, erosion control, and a regional ban on phosphate laundry detergents are aimed at stopping pollution at its source, before it enters the treatment system or the river. (Over a two-year period, USA monitoring has indicated a 20 percent overall reduction in phosphates coming into Washington County treatment facilities at a savings of \$350,000 per year in chemical costs.)

USA is committed to the increased level of environmental protection that the public wants and expects, and is dedicated to protecting the ratepayer's current and future investments. Through participation in a variety of national, state and regional committees, programs, and organizations, Agency staff is providing input to lawmakers, and monitoring the development of new regulations and laws.

#### **USA Facilities Plan**

The Wastewater Facilities Plan was adopted by the Board and approved by the Environmental Quality Commission in 1990. Now, near fully-implemented, it has demanded a tremendous commitment of human resources as well as a major expenditure of funds towards the goal of a cleaner Tualatin River.

The Plan is a comprehensive approach to protecting water quality in the Tualatin River Basin. It includes the evaluation of technical solutions, incorporates public values, and identifies programs for USA that are needed for long-term success.

The Plan's key elements include:

- Controls to reduce the amount of pollutants users discharge into the wastewater system.
- Planned growth to ensure that water quality considerations are incorporated in planning decisions.
- Reduced rainwater infiltration and inflow into wastewater plants.
- Creation of wetlands to "polish" effluent while providing wildlife habitat such as Jackson Bottom Wildlife Refuge.

- Protection of sensitive riverbanks for wildlife habitat.
- Advanced wastewater treatment.
- Expansion of the existing Barney Reservoir to ensure adequate river flows in summer months.
- Public education to build awareness of problems and solutions to water quality issues.
- Encouraging the reuse of water in order to conserve drinking water.

### **Surface Water Management**

The Board adopted the Urban Area Surface Water Management Plan in 1990 after two years of study and public participation. Today's Plan outlines management of surface and stormwater to protect people, their property, and the general environment from rainfall-related impacts. Highlights of the Plan aim for:

- Prevention of pollutants from entering the system.
- Removal of pollutants at or as near the source as practical.
- Reduction of negligent discharge of harmful substances to the surface water system through public education and enforcement.
- Providing for the removal of pollutants from the system through maintenance and passive treatment (such as biofiltration).
- Preventing the exposure of soils to erosion from wind or rainfall.

The primary focus of the Surface Water Management Plan is aimed at properties within the Urban Growth Boundaries. The County and USA have recognized that there are areas of urban level development in the rural areas of the County. Examples are areas like Cherry Grove, Buxton, Manning, and Gales Creek. The Plan's rules will need to be extended to these areas and the County and/or USA will be responsible for their enforcement. This will likely require new intergovernmental

agreements and funding from these specific geographic areas.

Further, as part of the implementation of the Surface Water Management program, individual plans for each drainage basin are being developed. It is likely that the adoption of these plans will be a land use decision. The roles and responsibilities of the County, its cities, and USA will need to be clarified to minimize duplication and conflicts.

Likewise, a Tualatin Valley Water Quality Endowment Foundation has been established for the purpose of awarding grants for water quality projects within the Tualatin River basin. The fund is being managed by the Oregon Community Foundation.

Finally, in addition to the programs of USA, Washington County will be addressing new regulations such as the requirement for stormwater permits for certain County activities.

#### **ECONOMIC DEVELOPMENT**

A growing, progressive and diversified economy is essential if a community is to continue to provide family wage jobs for its residents. And the Washington County organization has an important role to play in creating a climate that fosters economic growth and diversification in our community. The County also recognizes that many other organizations — public, nonprofit, and private — have equally important roles to play in creating such a climate.

In terms of direct services, the County's role is limited to providing the basic governmental services described elsewhere in this document (i.e., transportation planning, road construction, building inspection, environmental health, etc.). These services constitute part of the "infrastructure" that makes economic development possible.

In addition to its direct service role, the County will also work in partnership with other organizations to provide such services as economic development coordination, marketing, business recruitment, and business retention. Although, for the most part, funding for these efforts will need to come from organizations other than the County, the County may provide limited financial support to countywide or regional economic development agencies or programs. Such financial support, if any, will be provided in accordance with the policy on contribu-

*"In addition to its direct service role, the County will also work in partnership with other organizations to provide such services as economic development coordination, marketing, business recruitment, and business retention."*

tions to outside organizations described elsewhere in this document.

Finally, the County will take the lead in facilitating the development of a coordinated economic development plan for the County as a whole. This planning process will involve cities and other relevant local governments, economic development organizations and citizens.

### ANNEXATION

Washington County is in a unique position regarding the issue of annexation in that, currently, some 48 percent of the County's total population is classified as unincorporated. Indeed, if those residents located inside the urban growth boundary and outside cities were to incorporate into a new city, that city would be the second largest in the state.

This circumstance distinguishes Washington County, and the jurisdictions located within the County, from others in the state, in as much as the County organization is a provider of both traditional (countywide) services and municipal (city-type) services. *(Please refer to the section entitled Countywide vs. Municipal Services on page 6.)*

As set forth in original County 2000 policy, cities are recognized as the ultimate municipal service provider, and the County focuses its energies on those countywide services that are available to all residents regardless of where their home is located. The County would provide services that other traditional counties provide across the United States, and any municipal services provided by the County (i.e., local road maintenance, sheriff's patrol) would be regarded as temporary, awaiting annexation or incorporation of urban areas by cities.

In light of this policy and recognizing the inequity of incorporated (city) residents shouldering a significant portion of the financial burden of these municipal services that are received by unincorporated residents, the County created two interim service and funding strategies for countywide and municipal services. Essentially, these strategies state that countywide services are to be funded by a broad-based revenue structure such as countywide property taxes while municipal services are to be funded by cities, geographically limited special districts, or user fees. *(Please refer to the section entitled "Finance Plan - Resource Allocation Strategy" on page 40.)* An

example of a municipal-type service managed by the County, but funded by a special district, is the Enhanced Sheriff Patrol District.

Beyond these interim strategies is the more complex question of if, when, and how annexation would occur. To date, surveys of the County's urban unincorporated residents indicate little interest, and in many cases, strong opposition, to annexation.

Therefore, as opposed to stating a specific deadline for the withdrawal of municipal services and forcing the solution, the County determined that when annexation and/or incorporation occurred, practicality and resident interest would drive the timeline.

Recognizing that resident interest is a key element to annexation, the County has taken a policy position of "aggressive neutrality" with regard to annexation. The policy states:

*"As long as affected residents are afforded opportunity to vote, either formally through the elections process or via double majority method<sup>7</sup>, the decision remains local and personal. The factors that contribute to that decision are only competently made by the individual resident. These factors include:*

- *Does the resident regard himself or herself as an urbanite or suburbanite?*
- *What level of high visibility services is important to the resident, i.e., police, fire, parks?*
- *What kind of representation do the variety of providers offer?*
- *What are the perceived needs for infrastructure? In the opinion of the resident, who best provides these services, i.e., water, sewer, roads?*
- *What is the quality/stability of political leadership of the current service providers vis-à-vis the proposing provider?*
- *What are the economic implications of a change?*

*Residents who are requested to annex shall continue to enjoy the opportunity to vote on annexation pursuant to their*

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<sup>7</sup>*Under the Double Majority method, a petition for annexation would require the support of both a majority of affected property owners and affected registered voters.*

*statutory rights. The exception (double majority) accomplishes the same end for typically small scale annexations or unoccupied property by requiring written approval by over 59 percent of registered voters and 50 percent of property owners.*

*County staff will continue to be available for annexation discussions. The County will continue to provide written annexation information. County staff will continue to work with annexing jurisdictions to assure adequacy and accuracy of information provided unincorporated residents."*

As long as state policy continues to favor full service cities as the providers of municipal or urban services, Washington County expects to maintain this neutral stance. Therefore, with respect to future annexations, the Board of Commissioners will attempt to assure that, in general:

- All municipal service studies reflect a rational, new boundary.
- Existing communities or neighborhoods are addressed as a whole in order to maximize community identity.
- Direct or indirect impacts to existing associated local governments (special service districts, schools, etc.) are considered.
- Annexing jurisdictions have identified the level of urban-type service to be provided and can demonstrate the financial capacity to provide them.

With the advent of Ballot Measure 5, the present policy of neutrality regarding annexations will be maintained with one exception. **Notwithstanding the aforementioned criteria, annexations that pose a threat of significant financial impact on Washington County's capacity to fund and maintain current service levels may be opposed by the County.**

It is important to note that while the County maintains the neutral stance of "let the resident decide", the lack of annexation may, in the long term, significantly impact the infrastructure of the affected communities. The lack of services which are typically provided by cities in urban areas, but are not

currently being provided by the County<sup>8</sup>, coupled with population growth and development density, and the inevitable aging of structures, could potentially result in a lesser quality of life for all concerned.

Therefore, it is important to consider the potential concerns our community may face if voters continue to reject annexation/incorporation while, at the same time, choosing not to fund — through special districts or user fees — some necessary city-type services.

In light of this concern, the County is committed to providing information to the public about annexation and incorporation. Moreover, it will maintain the following service strategies until annexation/incorporation takes place or the state changes its laws and requirements regarding annexation:

- Continue the Enhanced Sheriff Patrol District in the foreseeable future.
- Strive to fund the Urban Road Maintenance District.
- Continue a minimum funding of land use planning services.

*Detailed information regarding the County's policies on annexation, the potential impacts of the state legislature on current annexation laws, and a wide range of demographics are available in a document entitled, "Municipal Services White Paper", published in March, 1993 by the Washington County Administrative Office.*

*Additionally, at the time of the printing of this document, the County was still analyzing the impacts of, and its response to, Senate Bill 122, which requires additional coordination regarding annexation/incorporation issues among municipal service providers. That coordination, which is to be facilitated by counties, will result, next year, in a formal Urban Services Plan.*

<sup>8</sup> These types of services include more than base levels of code enforcement and land use planning, as well as local street maintenance, parks and recreation, community and neighborhood events, sidewalk/bikepath construction and maintenance, and neighborhood beautification.

*"Recognizing that resident interest is a key element to annexation, the County has taken a policy position of 'aggressive neutrality' with regard to annexation."*

*“The Plan creates the foundation for the County to develop and reward quality leadership at all levels of the organization, as well as top-level customer and employee relations.”*

### INTERNAL ORGANIZATIONAL DEVELOPMENT

Since the adoption of the original County 2000 Plan in 1986, the County has made significant strides in the area of internal organizational development. Based upon its philosophy that a fully-supported and empowered work force will dramatically impact the County’s ability to achieve its vision and mission, the County has developed a comprehensive strategic plan for organizational development.

The Plan implements the County’s strong belief that the talent, creativity, sensitivity and professionalism of its employees is the key to developing an efficient, effective, and responsive organization. Furthermore, the Plan emphasizes Washington County’s commitment to celebrating and developing the diverse backgrounds, life experiences and special abilities that employees bring to the work place.

To that end, the Plan provides a foundation and a framework for the County as it continues to build on and strengthen systems, programs and educational efforts to develop employee empowerment, innovation, teamwork and risk-taking. Likewise, the Plan creates the foundation for the County to develop and reward quality leadership at all levels of the organization, as well as top-level customer and employee relations.

Perhaps, most significantly, the Plan speaks to the honor and value of public service as a profession. The employees who work for Washington County choose to do so because this community and its citizens are important to them. This Plan for organizational development enables the County’s employees to understand and reach the levels of professionalism, competency, and commitment that must be in place as Washington County carries out the responsibilities entrusted to it, not only by the residents who live in our community today, but by the future generations to come.

The County’s organizational development strategy is composed of three main sections, including Leadership, Human Resources Management Planning and Management Practices:

#### Leadership

- The Leadership section focuses on the organization’s values and mission, as well as identification of its goals



and objectives. It addresses the value and responsibility of public service as a profession and the ethical standards that accompany those responsibilities.

#### **Human Resources Management Plan**

■ The Human Resources Management Plan focuses on supporting and empowering the individual employee and the organization through a wide range of systems and supports to improve the work environment, promote staff development, and ensure fair and equitable treatment.

#### **Management Practices**

■ Management Practices focus on policy development and communication, organizational structure, goal setting and performance evaluation. This section also emphasizes developing ethical and responsive customer service approaches.

Within these three areas, the County has completed or is developing a wide range of systems and programs, including:

- A Classification and Compensation Study.
- A New Employee Orientation Program.
- A Supervisor Training Program.
- An Employee Assistance Program.
- A Comprehensive Employee Training and Education Program.
- Cultural Diversity Training.
- Implementation of Programs and Strategies pertaining to the Americans with Disabilities Act (ADA).
- A new Performance Evaluation System.
- An Employee Relations Committee.
- Wellness and Safety Programs.
- A Dependent Care Assistance Plan.

- An Employee Recognition Program.
- Specific Strategies for Internal Communications, including an employee newsletter, department newsletters, and other information dissemination tools.

**FISCAL YEARS 1992-93 THROUGH 1996-97**

The finance plan described below represents two key funding elements of the County 2000 Plan.

First, in accordance with County 2000 policies, the **Resource Allocation Strategy** essentially describes the method used to determine how the various types of County services are to be prioritized, and subsequently, how they are to be funded.

As a result of the passage of Measure 5, and in the event that reductions in County services are necessary, the second key element of the County 2000 Finance Plan is the **Resource Reduction Strategy**. The Strategy, should its use become necessary, establishes a well-planned, orderly approach to the reduction in services.

**An important underlying principle inherent in the philosophy of the Resource Reduction Strategy is that specific plans for reducing services and expenditures will be addressed and implemented before additional revenue sources are sought.**

**Resource Allocation Strategy**

The County 2000 Plan has established a service delivery philosophy that distinguishes between municipal services (benefiting specific sub-areas and groups within the County) and services of countywide benefit (i.e., those services utilized by the broad spectrum of County residents). According to County 2000, services of countywide benefit are to be funded by a broad based revenue structure, such as countywide property taxes and other general purpose revenues. Municipal (city-type) services are to be funded by cities, geographically limited special districts, or user fees.

With regard to the funding of services of countywide benefit, further distinctions are made. The first is a differentiation between those countywide services that are to be funded primarily by the General Fund and those countywide services that are to be funded primarily by special revenue funds (i.e., State-shared revenue, user fees, taxes) or other funding mechanisms. The following lists identify the countywide services that fall into these two categories:

*“According to County 2000, services of countywide benefit are to be funded by a broad based revenue structure, such as countywide property taxes and other general purpose revenues. Municipal (city-type) services are to be funded by cities, geographical-ly limited special districts and user fees.”*

**(A) General Fund**

- Public Safety (Sheriff, District Attorney, Juvenile, Base Patrol, Jail)
- Support Services (Finance, Personnel, Assessment and Taxation, etc.)
- Some Health and Human Services (Public Health, Veterans Services, etc.)
- Non Operating (Insurance Funds, Contingency, Capital Projects, etc.)
- Land Use and Transportation (Planning, Survey, etc.)
- Culture, Education, and Recreation (Parks, Museum, Agriculture, etc.)
- General Government (Board of Commissioners, County Administrator, Auditor, County Counsel, etc.)

**(B) Special Fund**

- Community Corrections
- Land Use, Housing, and Transportation (includes Land Development, Roads, Maintenance and New Construction, Transportation Planning, Engineering, Community Development, Housing Services, etc.)
- Mental Health, Children and Youth Services
- Aging Services
- Dog Control
- Cooperative Library Services
- Fairplex

Secondly, a distinction is made between those General Fund supported countywide services (category A) that, to the extent additional resources are available, are slated for growth in General Fund (i.e., the base and discretionary revenue) support, and those that will receive constant or decreasing General Fund support.

For the first five years of the Plan (Fiscal Year (FY) 1986-87 through FY 1991-92), public safety and justice programs (excluding Sheriff's patrol) were slated — due to community sentiment and the public's health, safety and welfare — to receive additional General Fund support. For the second five year period (FY 1992-93 through FY 1996-97), if any additional General Fund dollars are available, priority will be given to:

- a) funding Health and Human Services programs, and
- b) strategic investments in the Public Safety and Justice system to remedy any imbalances in that system.

The remaining countywide services will receive steady or decreasing General Fund support. Most of these latter services (principally certain surveying and planning programs, and certain educational and recreational programs) will continue to be funded primarily by dedicated revenue sources. The County will not be the provider of last resort for these services. *(Please refer to the section entitled "Fundamental Principles and Priorities for Service Delivery" on page 4.)*

Funding for service level commitments for the first five years of County 2000 was the new tax base approved by voters in 1986. As a consequence of the passage of Measure 5, the 1986 tax base had to be stretched to cover the 1992-93 and 1993-94 fiscal years and will continue to have to be stretched for future fiscal years, or possibly, until a new state and local government financing mechanism is put into place in Oregon.

Depending on what changes are made in Oregon's state and local government financing systems in Fiscal Year 1994-95, the County may need to seek a new tax base.

Further, if no changes are made in Oregon's state and local financing systems, the County will likely experience serious resource reductions, even if a new tax base is obtained.

In the event of a reduction in resources, the County will be guided by the resource reduction strategy that follows.

### **Resource Reduction Strategy**

The potential components of any resource reduction strategy are essentially the same for all local governments. The differences come in how these components are structured in any particular jurisdiction (i.e., what happens first, what programs, if any, are exempt from reductions, etc.). These components include:

- Distinguishing between high priority and lower priority programs.
- Incremental expenditure cuts.
- Major program cuts.
- Across-the-board cuts in funding.
- Implementation of new revenue sources.

The County's approach to structuring the components of a resource reduction strategy is set forth below.

### **1. General Philosophy**

To the extent possible, across-the-board reductions in expenditures will be avoided. Reductions will be made on a case-by-case basis, focusing particularly (though not exclusively) on each individual program or service. Maintaining a highly professional and efficient service delivery system is of foremost importance to the County. Thus, if it becomes necessary to make significant service level reductions, the goal will be to reduce the quantity of a service provided rather than the quality of service (i.e., limit the number of recipients of a service, rather than the quality of service provided to the remaining recipients). As an example of the latter goal, the County might limit the types of offenders supervised by Parole and Probation Officers, rather than dilute the level of supervision provided all offender categories.

Also, it does not necessarily make sense to fund current operations at the expense of long-term capital or planning programs. Consequently, every effort will be made to continue capital and planning programs geared to meeting the County's long-term needs.

### **2. Resource Reduction Priorities**

Generally, the County will respond to major resource reductions in accordance with the priorities set forth below. In implementing the actions set forth in these priority categories, the County will proceed as follows: First, the actions described in Category 1 will be implemented. If that proves sufficient to deal with the revenue shortfall, then no further action will be taken. If that proves insufficient, then the County will proceed to Category 2. Only if those actions prove insufficient to deal with the problem will the County proceed to Category 3, and so on to each succeeding priority category.

Category PriorityDescription*Initial Actions*

1

Elimination of General Fund "block grant" support for outside agencies that are not funded by a dedicated revenue source and not controlled by the Board of Commissioners will be proposed by the Budget Officer (County Administrator).<sup>9</sup> This refers to funding of outside agencies whose programs the County has determined would not be provided directly by the County, if the outside agency currently providing the program did not exist. If it is decided that this service would be provided directly by the County, then the County will undertake its normal evaluation process to determine whether this service would be most efficiently carried out in-house or contracted out, and, if contracting is deemed most appropriate, a contract will be established for services. For those programs that fall into this latter category, their treatment under any expenditure reduction scenario will be in accordance with where they fall in terms of general County 2000 priorities (i.e., Public Safety and Justice, Health and Human Services, etc.).

2

Moderate service level reductions will be proposed on a case-by-case basis. These service level reductions will focus first on reducing the additional general fund support provided to the different areas of County government (i.e., Public Safety and Justice, Health and Human Services, General Government, etc.) since the in-

*"If no changes are made in Oregon's state and local financing systems, the County will likely experience serious resource reductions, even if a new tax base is obtained."*

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<sup>9</sup>See attached Program Evaluation Criteria (Appendix A)

*“If it becomes necessary to make significant service level reductions, the goal will be to reduce the quantity of service provided rather than the quality of service.”*

ception of County 2000. However, this does not mean that the exact positions or programs added since 1986 will be eliminated, nor does it mean that each Department in an area will receive a reduction proportional to their prior increases. Instead, reductions will be made in such a way as to attempt to ensure balanced service delivery systems in those areas.

***Intermediate Actions (to be considered only if initial actions prove insufficient)***

- 3 Major new sources of discretionary revenue will be proposed (such as a County sales tax or business occupation tax) and/or dedicated revenue sources that the County has the authority to undedicate will be proposed for reallocation (such as Hotel/Motel tax). This process will be conducted with extensive public participation.
- 4 Major program reductions will be proposed in general accordance with County 2000 priorities.<sup>10</sup> These reductions will fall into two general categories:

First, are program reductions that will be proposed in response to a reduction in County discretionary revenue. In this case, program reductions will be made by service area in the following order:

<sup>10</sup>Generally, the use of discretionary revenues to back-fill the loss of State-shared revenues for those programs for which the state has primary responsibility will not be proposed. Exceptions may be made on a case-by-case basis, focusing primarily on those programs that are part of a service delivery system for which the County has primary responsibility.



a) Culture, Education and Recreation, base level of Sheriff's Patrol, and certain Planning and Survey programs.

b) Health and Human Services and Public Safety and Justice (excluding base level sheriff patrol).

Second, there are program reductions that will be made in response to significant reductions in State-shared revenues<sup>11</sup> for programs that are primarily the State's responsibility. In this case, the County will consider returning responsibility to the State for operating those programs. In determining which programs will be returned to State control, first priority will be given to those programs that are part of a service delivery system for which the State has primary responsibility (such as Aging Services). In the case of those State-funded programs which are part of service delivery systems for which the County has primary responsibility (i.e., Community Corrections), the County will evaluate the impact on the rest of that service delivery system of returning responsibility to the State.

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<sup>11</sup>State-shared revenues are funds that come to the County from the State, either as dedicated funding for specific programs or as discretionary revenues from miscellaneous state taxes (i.e., liquor and cigarette taxes).

***Extreme Actions (to be considered only  
as a last resort)***

- 5 A reduced County work week will be proposed to achieve salary cost savings.
- 6 Failing sufficient combined revenue and expenditure changes to balance the budget and maintain an adequate service level for State-mandated programs, the County will need to take the necessary steps leading to obtaining protection from debt and obligations through authorized restructuring.

## PROGRAM EVALUATION CRITERIA

### Assumptions

Property tax revenues should be considered a last resort funding alternative. Given limited resources, including but not limited to property tax revenues, programs will be necessarily prioritized. Specific formulas, however, are not appropriate as they are too complex and too easily outdated.

#### I. Philosophy

A. A public need exists if it is an issue of one of the following:

1. Community safety, health, or welfare.
2. Public information and/or coordination.
3. Quality of life, i.e., those services which appear to be in need although the need may not be quantified.

B. Service is appropriately provided by County government if one of the following conditions can be met:

1. Not duplicated by other public or private providers.
2. Strongly mandated.
3. Requires countywide coordination.
4. Is indeed controllable by the County.
5. County is the most cost-effective provider.

C. There must be a direct relationship between who benefits and who pays, i.e., it is not necessary for services to be equally available, however, those benefited by a special service should pay for it. When there is no direct relationship between who benefits and who pays, there must be an overriding issue of community health, safety, or welfare.

## II. Administration

All programs passed to this level of analysis are subject to agreement by the Board of Commissioners on the following conditions:

A. The Board of Commissioners determines service level and conditions. The Board will determine how to provide those services.

B. The program must be adaptable to the following evaluation criteria:

### 1. Control

- a. Program boards, commissions, committees, etc. will be appointed by the Board of Commissioners.
- b. Policies for programs will be established by the Board of Commissioners.
- c. Employees (for boards, commissions, committees, etc.) will be subject to the same appointment process as all other County employees.
- d. The Board of Commissioners must have the ability to determine service levels.

### 2. Funding

- a. Available funding must be identified prior to program implementation.
- b. Programs reliant upon "outside" funding must have a stable funding commitment or identified completion date.

### 3. Measurability

- a. Programs will include an evaluation component to include measure of accountability, efficiency, and effectiveness.

## WASHINGTON COUNTY PROGRAM EVALUATION

## Service to be Evaluated

## I. Criteria

## A. Public need exists.

1. Does a public need exist?
2. If so, under what criteria does this service qualify?
  - a. Community safety, health, welfare.
  - b. Public information/coordination.
  - c. Quality of life.

*(If a public need exists, proceed to Section B.)*

## B. Service is most appropriately provided by County government.

1. Is this service duplicated by other public/private providers?
2. If yes, who potentially could provide this service?
3. Please evaluate each of these organizations' ability, interest, and potential to provide this service.
4. Based upon the evaluation in number three above, which providers other than the County are serious potential providers?
5. Please explain why other potential providers identified in number three should not be considered at this point.
6. Is the service strongly mandated?
7. Does the service require countywide coordination such that the County is the only logical agency to provide the service? If yes, please explain.
8. Is the service indeed controllable by the County and is this an overriding reason for the County to provide the service?

9. Is the County the most cost-effective provider? Please explain and discuss the cost comparison with any providers identified as having serious potential in number five above.

10. The County is considered the most appropriate provider if no other provider has serious potential to provide the service or if one of the other questions in this section is answered affirmatively. Based upon this guideline, is the County the most appropriate provider, or should other options be explored?

C. Direct relationship between who benefits and who pays.

1. Is there a direct relationship between who benefits and who pays for this service? Please explain.

2. What steps could be taken to develop a direct relationship (i.e., change service population, establish user fees, reorganize)?

3. If there is no direct relationship between who benefits and who pays, is there any overriding issue of community health, safety, or welfare? If yes, please explain.

## **II. Summary**

A. Does a public need exist?

B. Is the service most appropriately provided by County government?

C. Is there a direct relationship between who benefits and who pays?

D. Are there other options to be considered?

**COUNTY 2000 EVOLUTIONARY MILESTONES**

- 1986: Adoption of Initial County 2000 Plan
  - Functional Area Strategies
  - Executive Summary
  - First Finance Plan
- July, 1990: First County 2000 Update
- July, 1991: Beginning of Second Update
- Fall, 1991: First Draft of Updated Plan
- Winter, 1991: Workshop with Departmental Leadership (Second Draft Written)
- January, 1992: First Focus Group Meeting
- January, 1992: Planning Session with Board of Commissioners and Strategic Planning Consultant
- Spring, 1992: Third Draft Written
- Summer, 1992: Plan for Extensive Citizen Involvement
- Fall, 1992: 400 Draft Documents and Surveys Sent to Public
- Fall, 1992: Four Public Hearings Held
- January, 1993: Summary of Public Input Submitted to Board
- February, 1993: Board Direction to Write Final Draft
- August, 1993: Final Draft to Board for Final Review
- November, 1993: Final Draft Completed
- January, 1994: Final Draft Adopted by the Board of Commissioners





# County Organization Chart

