

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF SUBMITTING TO	)	RESOLUTION NO. 92-1650A
THE VOTERS THE QUESTION OF	)	
WHETHER LEGISLATION SHOULD BE	)	Introduced by Rena Cusma,
ADOPTED TO AUTHORIZE THE VOTERS	)	Executive Officer, and
TO ABOLISH MULTNOMAH, WASHING-	)	Councilor Tanya Collier
TON AND CLACKAMAS COUNTIES, THE	)	
METROPOLITAN SERVICE DISTRICT,	)	
AND TRI-MET, AND CREATE A SINGLE	)	
CONSOLIDATED GOVERNMENT	)	

WHEREAS, In November of 1990 the voters of the state of Oregon, including a majority vote in the counties of Multnomah, Washington, and Clackamas passed Ballot Measure 5 limiting property taxes; and

WHEREAS, The voters of the region have expressed their discontent with the cost of government through passage of Ballot Measure 5; and

WHEREAS, Elected officials, civic leaders, academics, and the print and electronic media have expressed their opinion on government reorganization innumerable times since at least 1924; and

WHEREAS, Locally-elected officials from Washington, Clackamas, and Multnomah counties as well as the City of Portland have written and spoken about government consolidation; and

WHEREAS, There has been no opportunity to hear directly from the voters of the region on their preference for governmental reform; and

WHEREAS, Abolishing Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and their replacement by a single government entity will provide for at least a 10 percent reduction in total operating expenditures; and

WHEREAS, Abolishing Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and their replacement by a single government entity would provide one elected government comprised of no more than nine full-time elected councilors and a separately-elected full-time executive to replace the existing four elected governing bodies and one appointed governing body and elected executives consisting of 33 elected officials<sup>1</sup> and seven appointed officials and, thus, make the new government both more accessible and more accountable to the persons it serves; and

WHEREAS, An advisory vote on abolishing existing governments and creating a consolidated entity would give metropolitan area voters the opportunity to express their views regarding consolidation of governments for the purpose of reducing duplication and expenditures; and

WHEREAS, Pending a vote on this matter, the Council and Executive Officer should jointly prepare implementing legislation for inclusion in the District's recommended legislative agenda for the 1993 General Session of the Oregon Legislature; and

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The elected officials referred to herein are the 13 Metro Councilors, 5 Multnomah County Commissioners, 5 Washington County Commissioners, 3 Clackamas County Commissioners, the Metro Executive Officer, the Multnomah County and Washington County Auditors, and the Clackamas County Clerk, Assessor, Treasurer, and Surveyor.

WHEREAS, The Metro Council pursuant to ORS 268.050 may refer legislation to the voters of the District for their adoption; and

WHEREAS, Upon adoption by the voters the ballot measure attached as Exhibit A would constitute an ordinance of the District which directs District elected officials to comply with and carry out its terms and provisions; now, therefore,

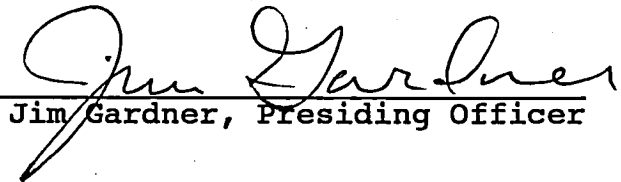
BE IT RESOLVED,

1. That the Council of the Metropolitan Service District hereby submits to the qualified voters of the District the measure set forth in the attached Exhibit A.
2. That the measure shall be placed on the ballot for the General election held on the 3rd day of November, 1992.
3. That the District shall cause this Resolution and the Ballot Title attached as Exhibit A to be submitted to the Elections Officer and the Secretary of State in a timely manner as required by law.
4. That the Executive Officer, pursuant to ORS 251.285 and Metro Code Chapter 2.10, shall transmit this measure, ballot title, an explanatory statement, and arguments for or against, if any, to the Secretary of State for inclusion in the state Voters' Pamphlet.
5. That the Executive Officer, working with the Council Governmental Affairs Committee, shall immediately commence preparation of implementing legislation for review and approval of the full Council to be

transmitted to the 1993 General Session of the Oregon  
Legislature.

6. That if approved by the voters the provisions of  
attached Exhibit A shall have the force and effect of a  
District ordinance and shall be published in the Metro  
Code pursuant to the provisions of Code Section  
1.01.003.

ADOPTED by the Council of the Metropolitan Service District  
this 23rd of day of July, 1992.

  
Jim Gardner, Presiding Officer

gl  
1097A

Exhibit A

Caption: "Should Metro, Tri-Met, and Multnomah, Washington, Clackamas Counties be Abolished"

Question: "Should Voters be Authorized to Abolish Metro, Tri-Met, Multnomah, Washington, Clackamas Counties, and Create County with Ten Percent Less Expenditures?"

Summary Statement: "Directs elected officials of region to obtain legislation to directly authorize voters to abolish Metro, Tri-Met, Multnomah, Washington, Clackamas Counties and create metropolitan county. Vote to be held before January 1994. Operating expenditures for county in first fiscal year must be reduced ten percent from previous fiscal year. County to have broad governmental powers with no more than nine legislators elected from districts and a separately-elected executive. All governments to continue to exist until new full-time officers elected. Courts may remain separate."



# CLACKAMAS COUNTY

Department of Assessment and Taxation

RAY ERLAND  
COUNTY ASSESSOR

TO: Metro Counselors

FROM: Ray Erland, Clackamas County Assessor *Ray*

DATE: July 23, 1992

RE: Analysis of Impact - Proposed Tri-County Consolidation

Attached is a fiscal analysis of the impact of the proposed tri-county consolidation. This was prepared for Judie Hammerstad, Clackamas County Board of County Commissioners Chair.

If you have any questions, please call me at 655-8302.

Attachments

RE:rc



# CLACKAMAS COUNTY

Board of Commissioners

JUDIE HAMMERSTAD  
CHAIR

DARLENE HOOLEY  
COMMISSIONER

ED LINDQUIST  
COMMISSIONER

MICHAEL F. SWANSON  
CHIEF EXECUTIVE OFFICER

MEMO

TO: Metro Councilors  
FROM: Clackamas County Commissioners  
DATE: July 22, 1992  
RE: Proposed Tri-County Consolidation

Attached is information from the Clackamas County Assessors Office regarding the tax implications in Clackamas County of the consolidation of the three counties and Metro. We hope that you will have time to review this information prior to your decision on Thursday evening. Ray Erland, the Clackamas County Assessor will be present at your meeting to give testimony and answer questions. We look forward to continuing to work with you on the many challenges we will all be facing in the coming years.



# CLACKAMAS COUNTY

Department of Assessment and Taxation

RAY ERLAND  
COUNTY ASSESSOR

TO: Judie Hammerstad, Chair  
Board of County Commissioners

FROM: Ray Erland, County Assessor *Ray*

DATE: July 22, 1992

RE: Analysis of Impact - Proposed Tri-County Consolidation

In accordance with your request, we have analyzed the impact of the proposed Tri-County Consolidation on Clackamas property owners using 1991-92 property tax data. Tri-County consolidation would abolish Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and replace them with a single government entity. Our findings were:

1. Clackamas County Government tax rates are significantly below Multnomah County (\$2.03 less) and slightly less than Washington County (\$0.41), and there would definitely be a tax shift with consolidation to Clackamas County residents. This tax shift would also occur in Washington County, but to a lesser extent.
2. The amount of the tax shift (increase) for Clackamas County residents would be \$12,336,005.00. However, if all consolidated agencies cut their property tax levies 10 percent, the tax shift (increase) would be \$8,440,417.00.
3. The typical tax increase for a \$100,000 home would be: \$104.11 inside of Metro's boundaries, and \$115.85 outside of Metro because Metro will now encompass all of Clackamas County.

If levies were reduced 10%, the typical tax increase for a \$100,000 home would be \$67.88 inside of Metro's boundaries and \$79.62 outside of Metro.

4. The increase in tax rate would throw the cities of Estacada, Gladstone, Milwaukie, and Oregon City above the Measure 5 \$10.00 cap and cause Sandy, Molalla and the portion of Portland in Clackamas County to go further above the \$10.00 limit. This actually reduces revenues for "existing" Clackamas County local governments within these seven cities. For example, fire districts, city governments, park districts, the Port of Portland, and cemetery districts would fall below existing funding levels.

If levies were reduced 10%, the increase in tax rate would not throw the cities of Estacada and Gladstone above the \$10.00 cap.



CLERK OF BOARD OF COUNTY COMMISSIONERS  
JULY 22, 1992  
Page 2

5. A by-product of the consolidation would be more revenue for taxing districts in the City of Portland in Multnomah County. Their county government tax rate would be lower by about \$1.00 or \$1.35 (10% reduction scenario). For example, the City of Portland would gain considerable revenue because their consolidated tax rate of \$11.86 (1991-92 actual) would fall, and they would receive a bigger share of the \$10.00 Measure 5 pie.

*McLeod Avenue 6/11/92*

Attachments

RE:rc

## TRI-COUNTY CONSOLIDATION

<u>1991 CERTIFIED LEVIES</u> (1991-92 Tax Year)	<u>SCHOOL</u>	<u>GOVERNMENT</u>	<u>NON-LIMITED</u>	<u>TOTAL</u>
Washington		42,681,221.00	911,372.00	43,592,593.00
Clackamas		29,646,113.00		29,646,113.00
Multnomah		104,802,930.00		104,802,930.00
Metro		5,406,000.00	5,639,400.00	11,045,400.00
Tri-Met		0.00		0.00
<b>TOTAL LEVIES</b>	0.00	182,536,264.00	6,550,772.00	189,087,036.00
Washington		385,704.57	8,208.02	393,912.59
Clackamas		19,382.78	0.00	19,382.78
Multnomah		52,341.61	0.00	52,341.61
Metro		11,990.51	12,508.20	24,498.71
Tri-Met		0.00		0.00
<b>TOTAL OFFSETS</b>	0.00	469,419.47	20,716.22	490,135.69
<b>NET LEVIES</b>	0.00	182,066,844.53	6,530,055.78	188,596,900.31
<i>other \$0 - advance tax</i>				
<b>TAX RATES</b> (Per \$1,000 of Assessed Value)	0.0000	3.6147	0.1296	3.7443
<b>ASSESSED VALUE</b>				
CLACKAMAS COUNTY		12,026,985,980		
MULTNOMAH COUNTY		23,326,062,673		
WASHINGTON COUNTY		15,014,277,579		
<b>TOTAL ASSESSED VALUE FOR RATE CALCULATION</b>		50,367,326,232		

**TRI-COUNTY CONSOLIDATION cont.**

**1991 CERTIFIED LEVIES**

<u>COUNTY</u>		<u>OLD RATE</u>	<u>NEW RATE</u>	<u>DIFFERENCE</u>
Clackamas	Government	2.5807	3.6147	1.0340
	Non-Limited	<u>0.1225</u>	<u>0.1296</u>	<u>0.0071</u>
		2.7032	3.7443	1.0411
Washington	Government	2.9343	3.6147	0.6804
	Non-Limited	<u>0.1826</u>	<u>0.1296</u>	<u>-0.0530</u>
		3.1169	3.7443	0.6274
Multnomah	Government	4.6081	3.6147	-0.9934
	Non-Limited	<u>0.1225</u>	<u>0.1296</u>	<u>0.0071</u>
		4.7306	3.7443	-0.9863

For ease of comparison, the old and new rate for "government" includes Metro's levy. Calculations for the "non-limited" category (bonds) assumes all residents of the new county would pay for any prior bonded debt incurred.

Clackamas property currently out of Metro's boundaries.

The increase would be 11.74 cents greater here because of the additional cost of Metro.

$$1.0411 + .1174 = \$1.1585 \text{ Tax Rate Increase}$$

25.32% of Clackamas property is outside of Metro

**Additional amount paid by Clackamas County Residents \$12,336,005.00**

**Additional Payment by \$100,000 Home:**

Inside Metro's Boundaries = \$104.11\*

Outside Metro's Boundaries = \$115.85\*

\*Applies to all County property (84.8%) below the Measure 5 cap of \$10.00. The tax increase on a \$100,000 home for those cities above the M-5 limit is:

Estacada	\$88.45	Molalla	\$ 0.00	Sandy	\$0.00
Gladstone	\$94.16	Oregon City	\$61.41		
Milwaukie	\$46.18	Portland	\$ 0.00		

**TRI-COUNTY CONSOLIDATION cont.**

**PROJECTED TAX RATE FOR GENERAL GOVERNMENT FOR 1991-92**

INCORPORATED CITIES	PREDOMINATE TAX CODE	OLD RATE	NEW RATE	MEASURE 5 LIMIT	TAX INCREASE
Barlow	086-009	4.5097	5.6611		1.1514
Canby	086-002	8.5722	9.7236		1.1514
Estacada	108-002	9.1226	10.2740	10.00	0.8774
Gladstone	115-040	9.0655	10.0995	10.00	0.9345
Happy Valley	012-018	8.2453	9.2793		1.0340
Johnson City	012-130	6.8991	7.9331		1.0340
Lake Oswego	007-021	7.3837	8.4177		1.0340
Milwaukie	012-002	9.5453	10.5793	10.00	0.4547
Molalla	035-002	10.8444	11.9958	10.00	0.0000
Oregon City	062-002	9.3930	10.4270	10.00	0.6070
Portland	012-019	11.5153	12.5493	10.00	0.0000
Rivergrove	007-044	4.7067	5.7407		1.0340
Sandy	046-002	10.6999	11.8513	10.00	0.0000
Tualatin	304-002	7.6549	8.6889		1.0340
West Linn	003-002	6.6187	7.6527		1.0340
Wilsonville	003-023	5.8738	6.9078		1.0340

For those cities above \$10.00, the total revenue loss due to Measure 5 would be \$1,009,606.00. This consolidation throws four more cities above the M-5 limits and causes loss of revenue for all Clackamas County local governments within these cities. The actual M-5 loss (prior to consolidation) for 1991-92 was only \$121,026.66

TRI-COUNTY CONSOLIDATION cont.

UNINCORPORATED AREAS	PREDOMINATE TAX CODE	OLD RATE	NEW RATE	MEASURE 5 LIMIT	TAX INCREASE
North Clackamas	012-047	7.4977	8.5317		1.0340
Welches	013-005	4.9938	6.1452		1.1514
Redland	116-002	5.5354	6.6868		1.1514
Colton	053-006	4.9821	6.1335		1.1514
Sandy	046-013	5.9475	7.0989		1.1514
Beavercreek	062-015	5.0610	6.2124		1.1514
Estacada	108-006	5.3045	6.4559		1.1514
Tualatin	304-001	4.6820	5.7160		1.0340

Increase in tax rate of 1.0340 for areas currently within the Metro boundaries and an increase of 1.1514 for areas not in Metro.

All of the unincorporated areas of Clackamas County are below the Measure 5 cap of \$10.00.

**TRI-COUNTY CONSOLIDATION LESS 10%**

Metro's resolution 92-1650 stated that a 10% reduction in total expenditures would occur in the first fiscal year. Thus, this example reduced current property levies by 10%.

<u>1991 CERTIFIED LEVIES</u>	<u>SCHOOL</u>	<u>GOVERNMENT</u>	<u>NON-LIMITED</u>	<u>TOTAL</u>
Washington		38,413,098.90	911,372.00	39,324,470.90
Clackamas		26,681,501.70		26,681,501.70
Multnomah		94,322,637.00		94,322,637.00
Metro		4,865,400.00	5,639,400.00	10,504,800.00
Tri-Met		0.00		0.00
<b>TOTAL LEVIES</b>	<b>0.00</b>	<b>164,282,637.60</b>	<b>6,550,772.00</b>	<b>170,833,409.60</b>
Washington		385,704.57	8,208.02	393,912.59
Clackamas		19,382.78	0.00	19,382.78
Multnomah		52,341.61	0.00	52,341.61
Metro		11,990.51	12,508.20	24,498.71
Tri-Met		0.00		0.00
<b>TOTAL OFFSETS</b>	<b>0.00</b>	<b>469,419.47</b>	<b>20,716.22</b>	<b>490,135.69</b>
<b>NET LEVIES</b>	<b>0.00</b>	<b>163,813,218.13</b>	<b>6,530,055.78</b>	<b>170,343,273.91</b>

<b>TAX RATES</b> (Per \$1,000 of Assessed Value)	<b>0.0000</b>	<b>3.2524</b>	<b>0.1296</b>	<b>3.3820</b>
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ASSESSED VALUE

CLACKAMAS COUNTY	12,026,985,980
MULTNOMAH COUNTY	23,326,062,673
WASHINGTON COUNTY	15,014,277,579
<b>TOTAL ASSESSED VALUE FOR RATE CALCULATION</b>	<b>50,367,326,232</b>

TRI-COUNTY CONSOLIDATION LESS 10% cont.

1991 CERTIFIED LEVIES

<u>COUNTY</u>		<u>OLD RATE</u>	<u>NEW RATE</u>	<u>DIFFERENCE</u>
Clackamas	Government	2.5807	3.2524	0.6717
	Non-Limited	<u>0.1225</u>	<u>0.1296</u>	<u>0.0071</u>
		2.7032	3.3820	0.6788
Washington	Government	2.9343	3.2524	0.3181
	Non-Limited	<u>0.1826</u>	<u>0.1296</u>	<u>-0.0530</u>
		3.1169	3.3820	0.2651
Multnomah	Government	4.6081	3.2524	-1.3557
	Non-Limited	<u>0.1225</u>	<u>0.1296</u>	<u>0.0071</u>
		4.7306	3.3820	-1.3486

Clackamas property currently out of Metro's boundaries:

The increase would be 11.74 cents greater here because of the additional cost of Metro.

$$0.6788 + .1174 = \$0.7962 \text{ Tax Rate Increase}$$

Additional amount paid by Clackamas County Residents \$8,440,417.00:

Additional payment by \$100,000 home:

Inside of Metro Boundaries = \$67.88\*

Outside of Metro Boundaries = \$79.62\*

\*Applies to all County property (87.4%) below the Measure 5 cap of \$10.00. The tax increase on a \$100,000 home for those cities above the M-5 limit is:

Milwaukie	\$46.18	Molalla	\$0.00	Oregon City	\$61.41
Portland	\$ 0.00	Sandy	\$0.00		

TRI-COUNTY CONSOLIDATION LESS 10% cont.

PROJECTED TAX RATE FOR GENERAL GOVERNMENT FOR 1991-92

INCORPORATED CITIES	PREDOMINATE TAX CODE	OLD RATE	NEW RATE	MEASURE 5 LIMIT	TAX INCREASE
Barlow	086-009	4.5097	5.2988		.7891
Canby	086-002	8.5722	9.3613		.7891
Estacada	108-002	9.1226	9.9117		.7891
Gladstone	115-040	9.0655	9.7372		.6717
Happy Valley	012-018	8.2453	8.9170		.6717
Johnson City	012-130	6.8991	7.5708		.6717
Lake Oswego	007-021	7.3837	8.0554		.6717
Milwaukie	012-002	9.5453	10.2170	10.00	.4547
Molalla	035-002	10.8444	11.6335	10.00	0.0000
Oregon City	062-002	9.3930	10.0647	10.00	.6070
Portland	012-019	11.5153	12.1870	10.00	0.0000
Rivergrove	007-044	4.7067	5.3784		.6717
Sandy	046-002	10.6999	11.4890	10.00	0.0000
Tualatin	304-002	7.6549	8.3266		.6717
West Linn	003-002	6.6187	7.2904		.6717
Wilsonville	003-023	5.8738	6.5455		.6717

For those cities above \$10.00, the total revenue loss due to Measure 5 would be \$401,818.19. This consolidation throws two more cities above the M-5 limits and causes loss of revenue for all Clackamas County local governments within these cities. The actual M-5 loss (prior to consolidation) for 1991-92 was only \$121,026.66



TRI-COUNTY CONSOLIDATION LESS 10% cont.

UNINCORPORATED AREAS	PREDOMINATE TAX CODE	OLD RATE	NEW RATE	MEASURE 5 LIMIT	TAX INCREASE
North Clackamas	012-047	7.4977	8.1694		.6717
Welches	013-005	4.9938	5.7829		.7891
Redland	116-002	5.5354	6.3245		.7891
Colton	053-006	4.9821	5.7712		.7891
Sandy	046-013	5.9475	6.7366		.7891
Beavercreek	062-015	5.0610	5.8501		.7891
Estacada	108-006	5.3045	6.0936		.7891
Tualatin	304-001	4.6820	5.3537		.6717

Increase in tax rate of 0.6717 for areas currently within the Metro boundaries and an increase of 0.7891 for areas not in Metro.

All of the unincorporated areas of Clackamas County are below the Measure 5 cap of \$10.00.

GOVERNMENTAL AFFAIRS COMMITTEE REPORT

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RESOLUTION NO. 92-1650A, SUBMITTING TO THE VOTERS THE QUESTION OF WHETHER LEGISLATION SHOULD BE ADOPTED TO AUTHORIZE THE VOTERS TO ABOLISH MULTNOMAH, WASHINGTON AND CLACKAMAS COUNTIES, THE METROPOLITAN SERVICE DISTRICT, AND TRI-MET, AND CREATE A SINGLE CONSOLIDATED GOVERNMENT

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Date: July 22, 1992

Presented by: Councilor Collier

**COMMITTEE RECOMMENDATION:** At a special meeting on July 21, 1992 the Governmental Affairs Committee voted 3-0 to forward Resolution No. 92-1650A to the Council with no recommendation. Voting were Councilors Collier, Devlin, and Gronke. Councilors Bauer and Wyers were absent.

**COMMITTEE DISCUSSION/ISSUES:** The Governmental Affairs Committee considered Resolution 92-1650 three times, at its regular meetings of July 2 and July 16, and a special meeting on July 21. The committee received public testimony at the July 2 and 16 meetings.

At the July 2 meeting, Executive Officer Rena Cusma introduced the resolution, saying that the issue of local government consolidation has been debated for decades and it is time to put it before the voters. The resolution would call for an advisory vote, which if approved would direct a legislative agenda calling for the Legislature to create a new government and refer that to the affected voters. It would call for a 10% reduction in expenditures, and creation of a separation of powers government with nine full-time Council members elected from districts.

Public testimony began with Marilyn Wall, vice-president of government affairs of the North Clackamas County Chamber of Commerce, who submitted written comments from Robert Carnahan, president of the Chamber. Ms. Wall said the issue of consolidation deserves study and determination by Metro with other governments in the region. It should be voted on by all who are affected, not just those within the Metro boundary. As the resolution is worded, the result wouldn't indicate whether people were voting no to Metro, no to Tri-Met, no to Clackamas County, or something else. She said Metro should engage a task force to develop a real plan with specifics, and foster its responsibility to the region instead of abrogate it. She said Measure 5 was not about limiting government spending, but was about people saying they didn't want property taxes to pay for education and they don't want inefficiency in government. (A transcript of Ms. Wall's testimony is in the record and is included in the Council's July 23 agenda packet.)

Councilor McFarland asked Ms. Wall if anything would be gained by

clarifying or simplifying the various jurisdictional boundaries. Ms. Wall said there were issues of people not getting services they are paying for. Councilor McFarland asked Ms. Wall if she thought the Tri-Met board should be elected. Ms. Wall said yes, they should be elected, but that elected board should not be the County Commission nor the Metro Council. Councilor Devlin asked whether the current County boundaries should be included within a Metro boundary. Ms. Wall said the people who live in the three counties but outside Metro shouldn't feel imposed upon by a government that doesn't represent them because they don't live within the Urban Growth Boundary; if they are inside such a jurisdiction and pay its taxes, they should receive the services (such as Tri-Met transit services). Councilor Hansen referred to Ms. Wall's comment that this is the right time but not the right method to address this issue, and asked how she justified calling for a task force if this is the right time. Ms. Wall said she meant it is time to review the question; it has been since 1974 that any vote was held on any large scale consolidation, and it's time to prepare a proposal. She said the question in the resolution was deceptive and unclear in the requirement that a 10% expenditure reduction did not stipulate its effect on services, and it would be difficult to interpret what the results of the vote meant.

Diane Quick introduced herself as a resident of Happy Valley in Clackamas County, and as past president of the Happy Valley City Council as well as past president of citizen involvement for Clackamas County. She spoke to Councilor Gardner's comments at a recent Charter Committee hearing. She said she was angry when he proposed a charter on behalf of the Council, after the Committee had spent months working on a charter. She was insulted when he said he didn't know what was going to be said at the Executive Officer's press conference the next day, even though he spoke at that press conference. She thinks the proposal in the resolution is asinine, it jeopardizes the work of the Charter Committee, is an insult to the cities and counties, and will work against Metro programs such as Greenspaces. She asked that the measure not be put before the voters.

Gresham Mayor Gussie McRobert said she has been on record for merging the three counties, because the boundaries were drawn long ago and don't make sense anymore. She asked a series of questions. What does it mean if Multnomah County residents vote yes and Washington and Clackamas County residents vote no. Executive Officer Cusma said the advisory vote was district-wide, and a majority vote would drive a legislative agenda calling for the Legislature to draft the government and refer it back to the affected area. The boundaries would be determined in that process. Councilor Collier clarified that there would be two votes: one to determine whether voters were interested in the consolidation idea; and another (if the first were successful) on the structure of a new government as proposed by the Legislature.

Councilor Devlin said individual legislators and the Legislature as a whole would interpret the results of the vote as they saw fit. Mayor McRobert asked what effect this matter would have on the Governor's Task Force on local government and on the Charter Committee process. She asked if this was an end run around the Charter Committee, and if so, she would oppose the consolidation measure. Councilor Collier said that was not the case - it is not an effort to undermine the charter - though individual Councilors probably oppose the charter as it's currently drafted. Executive Officer Cusma said this issue supplants the need for a charter: if the consolidation issue passes, the charter becomes a moot issue. Mayor McRobert disagreed, saying she thinks the charter would be a way to implement the consolidation.

Frank Josselson, a member of the Metro Charter Committee, presented a statement from Mary Tobias. Ms. Tobias had been a Charter Committee member through June 30. Ms. Tobias' statement was strongly opposed to the proposed advisory vote, saying that Metro is acting in bad faith in proposing it. (The text of Ms. Tobias' statement is included in the Council's agenda packet.) Chair Collier said Resolution 92-1650 was not an issue of the Charter Committee, but was one of referring an advisory vote to the public. Mr. Josselson said that Executive Officer Cusma had said the Charter Committee had outlived its usefulness, and he inferred that committee members had wasted their time. He said Metro should have brought its consolidation proposal to the Charter Committee months ago, and taking it to the voters was subterfuge in an effort to sabotage the charter.

Larry Derr introduced himself as a Charter Committee member. He urged the Governmental Affairs Committee to leave the proposal in committee, and certainly not refer it to the voters. He agreed with Ms. Wall, saying the issue is too complex to get a meaningful response from the voters. He said the proposal either showed naivete, or if not naivete, an ulterior motive. He thinks that ulterior motive is to undermine the charter process. He said the testimony the Charter Committee has received has generally not been supportive of expanded authority for Metro. He expects that if the measure before the Council goes on the ballot, people will ask their County Commissioners to put something on the ballot asking if Metro should be abolished. (A transcript of Mr. Derr's remarks is included in the agenda packet.)

Clackamas County Commissioners Judie Hammerstad, Darlene Hooley, and Ed Lindquist appeared jointly. Commissioner Hammerstad spoke as Chair of the Commission, saying they were not there to oppose the measure but to ask questions. She cited instances of cooperation between Metro and local governments. She was concerned about the timing of the proposal, and said she wants Metro to be an efficient manager of regional issues. She said all affected jurisdictions should be included in planning a

consolidation measure, and added that 91,000 people in Clackamas County would not be able to vote on this measure because they live outside the Metro boundary. Because of this, she thinks the Commission will have to put something on the ballot. She said the reasons cited for the measure are less government, discussion between governments, and a 10% reduction in expenditures. She questioned the first two, and added that it was not clear how expenditures were to be reduced and for whom. She cited differences in property tax rates in the three counties. She encouraged cooperation among affected entities, referring to Neil Goldschmidt's July 1 memo to Ms. Cusma. She said we need better information on costs, taxes, the effect on merging services and the effect on people living outside Metro. Councilor McFarland asked Commissioner Hammerstad if the basic concept would be acceptable to her if done in a different way, at a different time, and involving all affected parties. Commissioner Hammerstad replied that she and Commissioner Lindquist had served on the Legislature's Task Force on Regional Government, a product of which was the Charter Committee. She said the urban parts of the counties should be examined to see if there were problems to solve regionally or savings to be made through consolidation; the rural parts of the counties should not be involved because they have different issues. Clackamas County would like to participate in developing any proposals that affect the urban areas.

Commissioner Lindquist cited his past association with Metro and regional issues. He said the main thing Metro should be good at is bringing governments together to solve the problems of the region; he cited JPACT as a good example. He thinks the current proposal and its timing would serve to re-establish barriers that have been torn down. He said the public expects its elected officials to work together to resolve problems and bring answers to them via proposals on the ballot. Putting this measure on at the same time as the charter would confuse the voters, and work against public support of government. He suggested taking this proposed resolution to the Charter Committee as a possible approach to the Metro of the future, but he urged the committee not to put this resolution on the November ballot. He encouraged Metro to work with the counties - after the Charter proposal was out - to figure out how to involve their residents who live outside the Metro boundaries. He said the challenge in government today is to work together to resolve problems; that is not happening in Salem, and this proposal does not make it happen here.

Councilor McFarland asked if the Legislature could address the issues involved here without an advisory vote. Commissioner Lindquist said the Legislature can do just about anything it wants, and could certainly address these issues without an advisory vote. He questioned the timing of the advisory vote, being concurrent with the Charter, saying it had the appearance

of being an underhanded effort. He doesn't believe it is, but it has that appearance. He said if the request to the Legislature came from the elected officials in the region that it would have the same effect as an advisory vote.

Councilor Collier said that candidates had often heard in the recent campaign season that consolidation is the answer, but that turf issues are always involved. Local governments have talked about it in the abstract, but the people haven't had a chance to speak to it. Without hearing from the people, elected officials won't be able to determine how to make it happen. She asked Commissioner Lindquist if he is interested in knowing what the voters of Clackamas County think about this issue. He responded that he would like to know, though he thinks the opinion hasn't changed: Clackamas County voters voted against the creation of Metro, and they probably still don't support it because it looks like it's a downtown agency making decisions for them. The other problem he sees is that this measure implies that the three counties, Metro, and Tri-Met are the inefficient governments in the region, but it doesn't address cities, special districts, and school districts. Would disbanding those be more efficient? Councilor Collier said this measure is not trying to "say" anything, it's meant to "ask." Commissioner Lindquist said maybe we should ask which governments should be dissolved or consolidated.

Commissioner Hooley said she was bothered by the process through which this measure was raised. She is also concerned about the 10% reduction in expenditures the resolution calls for. She said this raises a credibility problem, making promises that can't be kept. She asked what the 10% savings meant, and spoke to the complexities in government spending. She believes there is a certain size that is most efficient for the provision of services, which varies by the service. She asked where is the best place to provide each service, and how should it be provided. She suggested having Portland State University look at these issues. Councilor Gronke asked all three commissioners if it were fair to say they support the concept, but they'd like it approached in a different manner. Commissioner Hooley said yes, she thinks we should have this kind of a ballot measure after a proper process. Commissioner Hammerstad said this is an issue for the people, and if they are to make this kind of decision they need more information. There needs to be solid justification for the actions being taken.

Mayor Bob Liddell of West Linn discussed "Cityspeak," a survey of 2000 people in West Linn, which showed support of City government. He discussed cooperative agreements West Linn has with other governments in Clackamas County. He referred to a downsizing at his company, Portland General Electric, in which 400 jobs were eliminated but only after careful study of the company's goals. He encouraged greater Metro participation in

FOCUS (Forum on Cooperative Urban Services). He said city government is efficient, but what they get from Metro is pass-throughs on garbage rate increases. He said to let the Charter Committee work, and let the smoke clear before bringing a proposed solution.

Oregon City Mayor Dan Fowler said bigger government is not necessarily better. He thinks the proposal is not asking people whether they want to consolidate, but whether they want to spend less money. The question as it is worded focuses on spending, but is not so simple. Mayor Fowler asked questions regarding process and notification. He said the charter process should continue and be taken to the people. He thinks the resolution under consideration is confusing and doesn't give the opportunity to get good information. He suggested having the Institute for Urban Studies at Portland State look at the relevant issues. He urged the committee not to put the measure on the ballot. Councilor Devlin referred to Mayor Fowler's comment that bigger is not necessarily better, and asked him if he agreed with Commissioner Hooley's point that different services have different sizes for more efficiency. Mayor Fowler agreed, saying that certain functions such as regional planning have more efficiency when regionally driven. Elected officials have the responsibility to examine those issues and determine which services are more efficient when provided regionally.

Wilsonville Mayor Jerry Krummel said he was disturbed that this proposal was being put forward at this time, and that the Council and Executive Officer were running scared because the Charter Committee might put out a product they don't like, but which the public would accept. He criticized the process of introducing the measure. He said the measure would subjugate the charter process, and was in poor taste. He cited the resolution's staff report which called for better cooperation, and said the Charter Committee was charged with finding a way to achieve that and should be allowed to finish its job. He questioned whether a bigger government would be more accountable, as cited in one of the Whereas clauses. He said local government officials, especially those in small cities, are very accountable. He was concerned that Wilsonville would lose the access and attention it now has with Clackamas County if a bigger county government were created. He said that if Metro initiated the charter process, it should see it through, and he urged the committee not to pass the resolution on to the Council.

Multnomah County Commissioner Gary Hansen spoke about local control. He said the best local control dealing with regional issues would be to have directly elected officials charged with addressing those issues. We don't have that now because of the layering of local governments: city and county elected officials are making decisions on regional issues that affect people who didn't elect them. The proposed measure would improve this

situation. This proposal would also move control from the State to the local region on issues such as probation and parole, Adult & Family Services, and others. It would also provide greater local control over Tri-Met. Also, merging the governments would bring the most talented people from the five jurisdictions together to provide leadership to the whole region.

Jim Nicolai is a Washington County resident who has been following the Charter Committee process. He thought the announcement of the proposed ballot measure was a slap in the face to the Charter Committee, and was an embarrassment to Metro. He said the larger government that would be created might be better for some things, but would make it harder for citizens to do some things such as get permits. His experience tells him that the larger the jurisdiction, the harder it is to access. The proposal should have addressed specific areas, and not everything. He feared the loss of community identity through this proposal, and would be received differently by people in Washington County than Multnomah County. People want consolidation of services where money can be saved, but they don't want consolidation of governments because they want to retain local identity. He encouraged the committee to let the charter go on the ballot, and not put this measure on the ballot. Councilor Hansen asked Mr. Nicolai if he would be more comfortable with this proposal if no charter were forthcoming. Mr. Nicolai said he thinks this proposal will be dead with or without a charter. Councilor Devlin asked Mr. Nicolai if he saw anything wrong with Metro taking a position on the charter. Mr. Nicolai said no, that Metro's elected officials have a responsibility to state their views.

Councilor Van Bergen said he asked for Ms. Wall's and Mr. Derr's testimony to be transcribed because he thought they zeroed in on the issues very clearly. He believes the people in Clackamas County are not dissatisfied with their government, and there's a different perspective on government in the suburbs than in the large city. He referred to a consolidation of school districts 25 years ago, which resulted not in fewer employees, but more.

#### July 16 Hearing

Dan Saltzman, candidate for Multnomah County Commissioner, spoke in support of the resolution. He said it was consistent with his own priorities, to eliminate duplication of services, provide high-quality human services, and protect prime natural resources. He said it is bold and forward-looking and should be supported. (Mr. Saltzman's complete prepared statement is included in the packet.)

Tom Simpson, a Lake Oswego resident, said he is concerned about the future of the region. Metro has enabled the region to avoid many problems other areas have. He has an MPA and his thesis was



on regional government in the Portland area. The consensus among policy-makers he interviewed for his thesis was that consolidation of governments is necessary, though there weren't specific suggestions for what services should be consolidated. He said there are two questions that need to be addressed. First, should we ask the people what they think of this? Of course we should. Second, what should we ask them? Should we ask them specific questions about size and form of government? He is not sure of the right answer, but he counseled patience. We need stronger regional government, which is adaptable to change. He thinks it is prudent to wait for the Charter Committee to finish its work before issuing this ballot measure, but it should be issued shortly thereafter.

Jacqueline Thomas, Chair of Clackamas County's Committee for Citizen Involvement, said she is concerned about this measure. It goes beyond the Metro area into areas that are not metropolitan. She wants to keep farm lands as farm lands, and establishing a metropolitan county will make those lands available for development. A government centered in downtown Portland is too far removed from rural Clackamas County. It would increase costs for people in terms of time and access. She said it is easier to do business in Clackamas County than Multnomah, and this proposal will cause turmoil with little or no benefit. She said as a "swallowee" she does not want to be swallowed, but she won't be able to vote on this measure because she lives outside the Metro boundary. She finds her County Commissioners accessible, and opposes this attempt to make a bigger county.

Robert Stochosky, President of Firwood Neighbors Planning Association in Sandy, said he opposes the resolution. He raised four issues: 1. Measure 5 doesn't say people are opposed to local government, but that they are opposed to the high property taxes to pay for local schools; 2. The 10% expenditure reduction only guarantees reductions in the first fiscal year, and doesn't guarantee reduction in property taxes; 3. Reduction of elected and appointed governing officials will not make government more accessible, but will give more authority to bureaucrats; 4. Not all residents of the three counties will get to vote. He suggested expanding the measure to include all of the counties, and weigh the vote to account for land area. Councilor Hansen said such a weighted vote contradicts the principle of one person/one vote. Mr. Stochosky said that just relying on a vote within the Metro area would make his area a developers' playground.

Chuck Stoudt, Clackamas County resident and Ph.D student at Portland State, spoke in favor of the resolution. He said the sponsors of the measure show political courage and vision, while some representatives of Clackamas and Washington counties portray politics as usual and cling to unwarranted fears motivated by

personal political ambition at the expense of the taxpayer. The motivation for consolidation efforts since the 1920's is to obtain economic efficiency and enhance accountability; this measure would accomplish that. Change is difficult because it causes fear. We must find new solutions, which was one of the messages of Measure 5. The need for regional solutions transcends the antiquated and artificial boundaries established over 100 years ago, and which drive costs up. The voters are intelligent enough to decide, and we should let them.

Councilor Gronke asked Mr. Stoudt why this measure is the best way at the best time to effect the needed change. Mr. Stoudt said government needs public support to have credibility. Metro was created with a majority vote in Multnomah and Washington counties, but not in Clackamas, and this would give the opportunity to achieve credibility in Clackamas County. Councilor Gronke said this measure will go to the voters at the same time as many other things, and he asked what a "yes" and a "no" vote would mean. Mr. Stoudt said a "no" vote would mean local governments must find solutions within the existing structure, which means reducing services. That means doing business as usual, only less. A "yes" vote would mean that service provision wouldn't have to stop because of an old boundary, and services and facilities could be better planned and delivered: it would be implementing Measure 5.

Frank Gearhart said that proposed amendments are indicative of citizens having the rules changed. He said "consolidation" is a misnomer. He said when we abolished CRAG, we'd have a new structure that would take us into the 21st century, and now we have a new proposal. This whole thing has been railroaded with little public input. There will be many uninformed people voting on this in November. He suggested waiting until the Charter Committee is finished - what's the rush? Another six months won't hurt. The 10% savings is just a trial balloon because nobody can put a number on it. He is opposed to the measure at this time.

Bob Robinson, active in many organizations, said you just don't get the message. People want change but not necessarily this kind of change. He said the only thing he agrees with is the part that says "Abolish Metro." He referred to Multnomah County Commissioner Dan Mosee, who had the right idea about Metro and running government. He said this measure is just a power grab. Metro is just causing problems and wasting money.

Easton Cross testified in favor of the resolution. He said it is a great opportunity for officials of Metro and other local governments to ask the people of the region what they think of tri-county consolidation. A lot of people have talked about this, but nobody has directly asked the voters what they think. This would give all elected officials the chance to learn where

support and opposition to the idea lies. His only criticism of the proposal is that it's too specific. It should just ask the voters whether the legislature should put before them the question of abolishing the five governments, and leave it at that. Experience tells us that can't happen if you bring all the players to the table, because there are too many vested interests. Over the years, it's been the officials of small jurisdictions who resist the idea of people getting a chance to vote on this.

Councilor Buchanan asked Mr. Cross if he meant to eliminate the requirement of a 10% expenditure reduction and the proposed construction of a 9-member Council. Mr. Cross said that would be his preference, though a charter for this entity could include a reduction in property tax. Councilor Gronke asked the same question he asked Mr. Stoudt - why is this the best way to do this? Mr. Cross said the Legislature's process of appointing the Charter Committee doesn't work: you can't form a logical government by barter, and it would be better to get a few good people without vested interests to write a charter. Councilor Gronke asked if he thought the Legislature would address the issue without an advisory vote. Mr. Cross said he didn't think the Legislature would do so. Councilor Gronke asked Mr. Cross if he thought the Legislature would interpret a "yes" vote on the advisory measure as a strong enough advisory vote to force them to go ahead. Mr. Cross said it depended on how the vote came in. If it were strong yes in the central city but no in the rural areas, the Legislature would probably choose to delay. He addressed concerns of people interested in preserving farm land, saying the only thing preserving those lands was the Urban Growth Boundary, not County Commissioners. Councilor Van Bergen asked why the initiative process was not selected to put this measure on the ballot. Mr. Cross said the money was not available to do that.

Hardy Myers, Chair of the Metro Charter Committee, spoke on behalf of the Charter Committee to request the measure be delayed until the Council knew whether a charter was going to be proposed to the voters and if so, what its provisions were going to be. He said the fundamental basis of that request is that this proposal will excite a lot of controversy, especially in Clackamas and Washington counties. If this proposal and a charter are side-by-side on the ballot, they will be bracketed politically and become common targets for forces against regional government. The charter might even be considered part of the same referendum. He said it was too early to know whether the charter will be one the Council and Executive will want to actively oppose, because the Charter Committee is working through the entire draft charter based on the public hearings. His request does not address the merits of the proposed resolution, but only the question of how the Council ought to judge it in the context of the charter. The charter is a relevant factor in

determining whether this proposal goes forward and what it should look like.

Councilor Gardner referred to Dan Cooper's July 16 memorandum which said July 23 is the last regular Council meeting at which the Council could put this measure on the ballot and include it in the Voter's Pamphlet. Councilor Gardner asked if the Charter Committee could be done by July 23. Mr. Myers said it was possible, if they could resolve substantive issues at their meetings of July 16 and 18. Councilor Collier said the drafters of the resolution did not have in mind any interrelation between it and the charter. Mr. Myers said the public would likely see the two items as related, which would exert additional drag on the charter. Councilor Buchanan asked Mr. Myers his opinion of delaying the measure to the next available election date (in March 1993). Mr. Myers said it would resolve the problem he raised. Councilor Collier said it would be her intention to ask the counties to place the measure on countywide ballots if the Council approves it, which argues for a Council decision on July 23.

Washington County Commissioner Steve Larrance said this advisory vote would pose potential damage to the ability to forge regional solutions in the future. He said the region asked for the charter process, and now near its end Metro is saying they want to dissolve it. He said the two issues are related. He said the process undermines credibility of regional government. Metro's regional partners should be consulted in putting together a consolidation proposal. Commissioner Larrance discussed financial issues that are included in his written statement, which is included in the record. He projected a \$10 million tax increase in Washington County, a \$12 million increase in Clackamas County, and increases in revenue for the City of Portland. It would take a 20% decrease in taxes to eliminate the increase in Washington County, which would have great implications on services.

In response to a question from Councilor Gronke, Commissioner Larrance said he would prefer a vote on a consolidation measure on a separate ballot that wasn't full of other state and national issues. Councilor Gronke asked if he was opposed to consolidation in principle. Commissioner Larrance said there are a lot of questions to be answered before he could make a decision. Councilor McLain referred to Commissioner Larrance's comments that Washington County includes considerable citizen involvement before making significant policy decisions. She asked if he thought this ballot measure wasn't an effort to go to the people and get that citizen involvement. He answered that people won't be informed on the issue - no analysis has been done and people need that analysis to make informed decisions. Councilor McLain asked if the analysis is done and it says more services can be provided with fewer governments, is he opposed to that in

concept. He said he is not opposed to that, if you can deliver. Councilor McLain cited her experience with school districts in Hillsboro, and said that people fear change.

Beaverton City Councilor Leslie Like read a statement, which is part of the record. She said the City of Beaverton has adopted a resolution opposing this measure. The Charter Committee should be allowed to finish its work. Passage of this measure would put the drafting of a regional charter in the Legislature at a time when they're concerned with tax reform. The City of Beaverton would like to assist in preparing a proposal.

Richard Brownstein spoke as a member of the committee that wrote the 1986 Portland City Club report on Regional Government in the Portland Metropolitan Area. He discussed the process in preparing the report, which took some two years. There was agreement among interviewees that the way the region is being governed is inadequate, and something should be done to consolidate activities. The ultimate recommendation was that the three counties should be consolidated, absorb Metro, and control Tri-Met at the outset and perhaps absorb it later. The Port of Portland would not be merged. Mr. Brownstein believes the actual economies to be achieved would not be as significant as the more effective government that would be provided. There could be significant economies in certain areas, but not in others. Their main concern is that this is one region, and this should be acknowledged in its government structure.

Councilor Wyers asked if we were way off in projecting the amount of savings the measure would produce. Mr. Brownstein said yes, if there is no analysis of how you get there. One can't assume that you have economy just because you have consolidation. It's conceivable that government could be more expensive. It was not the conclusion of those on the committee that economy follows consolidation as night follows day. Councilor Wyers asked if we were on the right track in talking about a county as opposed to some other entity - would the City Club committee have recommended this as a county, organizationally? Mr. Brownstein said they examined the issue in the context of government at that time, including options of Portland expanding through annexation or Metro expanding. The former was considered not to be politically feasible, and the latter was ruled out because Metro did not have an adequate tax base. The arguments for a county structure were that counties are familiar, they have tax bases, and we'd be eliminating one level of government but maintaining another, which would lessen the shock of change. Councilor Wyers asked if the group would be comfortable having the entity designed through the political process, with the Legislature doing that. Mr. Brownstein said the Legislature would have to be involved because Clackamas County is a general law county. There would probably be many other issues the Legislature would have to address.

Councilor Buchanan referred to his experience with different governments and their efforts at consolidation. He said they never save any money, though they may run better. He asked if this was what Mr. Brownstein meant in talking about the expense factor. Mr. Brownstein said yes, that incremental savings are not significant. If you have more efficient services, then you've done something. Councilor Gronke asked Mr. Brownstein how he felt about the measure as proposed - should we do it or not, and why? Mr. Brownstein said he had no opinion. It's a tough call, as the issues had been addressed in the hearing, especially dealing with the charter.

Alan James, a candidate for Clackamas County Commissioner, said he is opposed to massive consolidation of the five agencies, but he supports putting this measure on the ballot. He cited consolidation efforts elsewhere in the country, some of which worked and some didn't. He agrees the timing is poor for this measure as related to the charter. He supports voting on this because it's a good way to start the process of engaging the voters on the issue. We could start by sharing certain assets of the different agencies. He believes the citizens of Clackamas County would defeat the measure, which would lead to further definition of what we're trying to do and where the savings would be.

Councilor McLain asked Mr. James if he thought this is an educational measure, and if so, is that positive? Mr. James said yes, if it doesn't threaten the individual's ability to make choices. Putting this on the ballot gets people thinking about it. Councilor Gronke asked Mr. James if he wanted this on the ballot, even though he's convinced it will be defeated. He said yes, and he will vote against it. We've been talking about it for many years, and this will get us moving on it. If it's resoundingly defeated, we can focus on other things, but he doesn't think it will be "resoundingly" defeated.

Sherry Patterson, of the Rosewood Action Group, a Community Planning Organization in Clackamas County. We all want to decrease the cost of government, but this package reflects a lack of thorough analysis. What will it mean to Clackamas County residents? The Charter Committee should be given the courtesy of being allowed to finish their work. She thinks this measure will damage the Greenspaces effort. Her concern is this measure has no definition, no substance, and other governments haven't been consulted. This is a politically correct effort, but without definition.

Muriel "Sam" Tamura is a member of the City Club. She said the relevant City Club committee will research this measure if it appears on the ballot.

## July 21 Meeting

General Counsel Dan Cooper summarized four amendments to Resolution No. 92-1650 that he had prepared. The first corrects an error in the number of elected officials in the three counties and Metro, and lists those officials. There are 33 elected officials, not 29; four general law elected positions in Clackamas County were added.

Amendment #2 adds to Whereas clauses, citing state law and Metro Code, to say the intent of the resolution is to ask the District's voters to establish whether this government consolidation proposal should become a policy of the District, to attempt to carry out. It does not change the advisory nature of the vote, because the District does not have the power to carry out the intent. It would require subsequent legislative action and a subsequent vote. The District would seek this result, but it would not make it happen. This amendment would also make a determination, in conformance with statute, that this measure should be included in the Voter's Pamphlet.

Amendment #3 clarifies that the 10% reduction in expenditures is intended to be a reduction in operating expenditures, and makes wording changes to keep the explanation within the 85-word limit required by statute.

Amendment #4 changes Whereas clauses dealing with historical background for the introduction of this resolution and its placement on the ballot. (All amendments were requested by Councilor Collier and Executive Officer Cusma, except the last, which was requested by Councilor Collier.)

Councilor Van Bergen asked why the sentence saying the courts may remain separate is included. Mr. Cooper said that was to clarify to the Legislature that this measure would not be a mandate to consolidate the court systems. The court system is really a state system, not a set of individual county systems. In response to a further question from Councilor Van Bergen, Executive Officer Cusma said the reference to courts was included at the direction from her and Councilor Collier, in order to eliminate potential confusion; they recognize this is a state system and would not be affected by this measure.

At the request of Councilors Gronke and Collier, Mr. Cooper summarized timing questions regarding placement of this measure on the ballot. The deadline for placing a measure on the ballot is the 61st day before the election (September 3); the deadline for including a measure in the Voter's Pamphlet, including an explanatory statement and arguments, is the 75th day before the election (August 20). Seven business days are allowed for a possible challenge to a ballot title, which makes August 10 the last possible day to file the measure. If a ballot title

challenge is unresolved by the 75th day, nothing goes in the Voter's Pamphlet.

Councilor Collier asked Ken Gervais to explain the proposed amendment #3, concerning the 10% savings issue. He said if you exclude internal transfers, capital expenditures, and debt service, the actual operating expenditures for 1990-91 for the five governments was \$652 million. He summarized the total expenditures for each jurisdiction. Councilor Collier asked Mr. Gervais if he had worked out approaches to lead to the 10% reduction. He said he had looked at it, but said the governing body of the new government (if enacted) would make the decisions. He said there is a total of some \$72 million in administrative expenses, and there would be savings in this area. It would not be unreasonable to find savings of 1/3 in this area - some \$24 million. The counties provide some \$195 million in municipal services, some of which are directly paid by the people receiving those services. The new governing body would have to look at the provision of these municipal services in unincorporated areas, and might make some changes. In addition, the state may reduce its payments to county governments, which is now in the \$200 million range. If that occurs, the expenditure reductions would already be achieved; it would be up to the governing body to determine where to make the service cuts.

Councilor Devlin said if the county cut municipal services, wouldn't that just be a reallocation of service responsibility? Somebody else would have to provide the service, and there wouldn't be a real cut. Mr. Gervais agreed, saying that some of the cuts would be real cuts, but some would be in the way of reworking the way government does business. It should not be interpreted to mean a 10% reduction in the size of this government is a 10% reduction in services.

Councilor Buchanan said he's been involved in government reorganizations, and they haven't saved money. He asked if it would be better policy to say we'd try to save money, but not promise a figure. Mr. Gervais deferred to Councilor Collier and Executive Officer Cusma on the 10% figure, but gave his opinion that if the new government came into being with existing funds and no mandate to reduce its size, you'd have business as usual. He said 10% might not be the right number, but without some number, there is no incentive to change. Councilor Buchanan asked if the 10% figure should be a goal rather than a requirement. Mr. Gervais said it would be up to the Legislature to decide the actual requirement. Councilor Buchanan said he thinks that any savings from this measure will be a result of Measure 5, not this proposal. Councilor Collier said this proposal takes Measure 5 seriously: the Governor is saying \$200 million from the state to local governments is in real jeopardy. This has to do with the reality of Measure 5, and with attempting to ask voters whether this is an appropriate time to actually



pursue consolidation. Executive Cusma added that we should ask the voters this question even without Measure 5, but sometimes it takes a crisis to precipitate action.

Councilor Devlin cited the different millage rates in the three counties, and the difference in services provided. He asked Mr. Gervais how we present the issue of savings to the voters. Mr. Gervais said the resolution doesn't say "cost savings." It says "reduced expenditures." Costs may increase for some people, in order to absorb additional costs that accrue to the urban area because people in need of services often migrate to the urban county. He argued this could be considered a regional responsibility. Councilor Devlin said he wants to be assured this measure is in the best public interest, if he is to be ultimately responsible for carrying it out.

Councilor Gronke asked what's the process to carry this out, if approved. Mr. Gervais said the Legislature will consider issues of government efficiency, and there will be pressure to have the metropolitan area absorb the deficit caused by Measure 5. The Legislature will pay heed to this measure, if approved. If the Legislature is going to take money from urban governments, they may give the area a freer hand to design its governance. Councilor Gronke asked Mr. Gervais his interpretation of what the Legislature would pass out - would it mandate a 10% reduction, and how would they do that? Mr. Gervais said he wasn't sure, but expected the Legislature to draft a charter for this government. Councilor Collier said this is only an advisory vote. The Legislature may do something different, but it would tell them the people in this area want to consolidate.

Councilor Buchanan reiterated his concern about the specific 10% reduction, asking why we don't just say we will save some money. Executive Officer Cusma said there has to be a cap that the Legislature refers to voters. Without that, there will be business as usual; with it, the government will learn how to live with it. Councilor Buchanan said it's his opinion that this won't save any money, but it will cost more. Because of that, we should be less specific about the savings. Executive Officer Cusma agreed that will happen without the requirement that less be spent.

Councilor Devlin said he has concerns about this resolution that can't be resolved in this committee meeting, but this is a matter the entire Council should address. He moved the resolution to the full Council with no recommendation.

EXHIBIT A

Recommended Bond Measure

Caption: "Bonds to Save Green Spaces and Fund Parks System"

Question: "Shall Metro sell two hundred million dollars of general obligation bonds for green-ways, parks, open space and recreation facilities. If the bonds are approved, they will be payable from taxes on property or property ownership that are not subject to the limits of section 11b, Article XI of the Oregon Constitution."

Explanation Summary Statement: "Bond will permit Metro to acquire, save, and improve green spaces, parks, and recreation assets. Bonds will mature in thirty years. At least Seventy-Five percent of bond funds will go to buy, and restore nature parks, trails, and green-ways. Up to twenty-five percent of bond funds may be used to help parks departments to buy and improve local parks. Bond funds will not be used for parks maintenance costs. Estimate of mean yearly cost of bonds is 19 1/2 cents per one thousand dollars of assessed value."



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

**DATE:** July 23, 1992

**TO:** Metro Council  
Executive Officer  
Interested Persons

**FROM:** Paulette Allen, Clerk of the Council *PA*

**RE:** RESOLUTION NO. 92-1650A

Attached is Resolution No. 92-1650A, Councilor Buchanan's proposed amendments and earlier memo, and letters/data received after the Council agenda was printed.

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF SUBMITTING TO	)	RESOLUTION NO. 92-1650A
THE VOTERS THE QUESTION OF	)	
WHETHER LEGISLATION SHOULD BE	)	Introduced by Rena Cusma,
ADOPTED TO AUTHORIZE THE VOTERS	)	Executive Officer, and
TO ABOLISH MULTNOMAH, WASHING-	)	Councilor Tanya Collier
TON AND CLACKAMAS COUNTIES, THE	)	
METROPOLITAN SERVICE DISTRICT,	)	
AND TRI-MET, AND CREATE A SINGLE	)	
CONSOLIDATED GOVERNMENT	)	

WHEREAS, In November of 1990 the voters of the state of Oregon, including a majority vote in the counties of Multnomah, Washington, and Clackamas, passed Ballot Measure 5 limiting property taxes; and

WHEREAS, The voters of the region have expressed their discontent with the cost of government through passage of Ballot Measure 5; and

~~WHEREAS, Throughout 1991 and 1992, the print and electronic media have all editorialized about the need for government consolidation; and~~

WHEREAS, Politicians, academics, and civic leaders ~~academics, and the print and electronic media~~ Elected officials, civic leaders, have expressed their opinion on government reorganization innumerable times since at least 1924; and

WHEREAS, Locally-elected commissioners officials from Washington, Clackamas, and Multnomah counties and as well as the City of Portland have written and spoken about government consolidation; and

WHEREAS, There has been no opportunity to hear directly from the voters of the region on their preference for metropolitan government form ~~governmental reform~~; and

WHEREAS, Abolishing Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and their replacement by a single government entity will provide for at least a 10 percent reduction in total ~~operating~~ expenditures; and

WHEREAS, Abolishing Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and their replacement by a single government entity would provide one elected government comprised of no more than nine full-time elected councilors and a separately-elected full-time executive to replace the existing four elected ~~governing~~ bodies and one appointed governing body ~~and elected executives~~ consisting of 29 ~~33~~ elected ~~officials~~<sup>1</sup> and seven appointed officials and, thus, make the new government both more accessible and more accountable to the persons it serves; and

WHEREAS, An advisory vote on abolishing existing governments and creating a consolidated entity would give metropolitan area voters the opportunity to express their views ~~on the issues regarding consolidation of governments for the purpose of reducing duplication and expenditures~~; and

WHEREAS, Pending a vote on this matter, the Council and Executive Officer should jointly prepare implementing legislation for inclusion in the District's recommended legislative agenda for the 1993 General Session of the Oregon Legislature; ~~and~~

---

1

The elected officials referred to herein are the 13 Metro Councilors, 5 Multnomah County Commissioners, 5 Washington County Commissioners, 3 Clackamas County Commissioners, the Metro Executive Officer, the Multnomah County and Washington County Auditors, and the Clackamas County Clerk, Assessor, Treasurer, and Surveyor.

WHEREAS, The Metro Council pursuant to ORS 268.050 may refer legislation to the voters of the District for their adoption; and

WHEREAS, Upon adoption by the voters the ballot measure attached as Exhibit A would constitute an ordinance of the District which directs District elected officials to comply with and carry out its terms and provisions; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District hereby submits to the qualified voters of the District the question ~~question~~ **measure** set forth in the attached Exhibit A.
2. That the measure shall be placed on the ballot for the General election held on the 3rd day of November, 1992.
3. That the District shall cause this Resolution and the Ballot Title attached as Exhibit A to be submitted to the Elections Officer and the Secretary of State in a timely manner as required by law.
4. That the Executive Officer, pursuant to ORS 251.285 and Metro Code Chapter 2.10, shall transmit this measure, ballot title, an explanatory statement, and arguments for or against, if any, to the Secretary of State for inclusion in the state Voters' Pamphlet.
- 4.5. That the Executive Officer, working with the Council Governmental Affairs Committee, shall immediately commence preparation of implementing legislation for review and approval of the full Council to be transmitted to the 1993 General Session of the Oregon Legislature.

6. That if approved by the voters the provisions of attached Exhibit A shall have the force and effect of a District ordinance and shall be published in the Metro Code pursuant to the provisions of Code Section 1.01.003.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_\_  
day of \_\_\_\_\_, 1992.

\_\_\_\_\_  
Jim Gardner, Presiding Officer

gl  
1097A

## Exhibit A

**Caption:** "Should Metro, Tri-Met, and Multnomah, Washington, Clackamas Counties be Abolished"

**Question:** "Should Voters be Authorized to Abolish Metro, Tri-Met, Multnomah, Washington, Clackamas Counties, and Create New County with ~~10 Ten~~ Percent Less Expenditures?"

**Summary Statement:** "Directs elected officials of region to obtain legislation to directly authorize voters to abolish Metro, Tri-Met, Multnomah, Washington, Clackamas Counties and create ~~single county government~~ metropolitan county. Vote to be held before January ~~1,~~ 1994. ~~Total Operating~~ expenditures for ~~new body~~ ~~county in first fiscal year~~ must be ~~reduced~~ ~~10 ten~~ percent less than existing in first ~~from previous~~ fiscal year. County to have broad governmental powers with no more than nine legislators elected from districts and a separately-elected executive. All governments to continue to exist until new full-time officers elected. Courts may remain separate."





**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

**DATE:** July 18, 1992

**TO:** Metro Council  
Interested Parties

**FROM:** Susan Lee, <sup>gl</sup> Committee Clerk

**RE:** Resolution No. 92-1650

Attached are proposed amendments to Resolution No. 92-1650 that Councilor Roger Buchanan has prepared. He asked me to distribute copies to each of you for your consideration.

If you have any questions, please contact me at extension 288 or contact Councilor Buchanan directly.

WHEREAS, There has been no opportunity to hear directly from the voters of the region on their preference for metropolitan government form; and

WHEREAS, Abolishing Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and their replacement by a single government entity [~~will~~] may provide for [~~at least~~] a [~~10 percent~~] reduction in total expenditures; and

WHEREAS, Abolishing Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and their replacement by a single government entity would provide one elected government comprised of no more than nine full-time elected councilors and a separately-elected full-time executive to replace the existing four elected bodies and one appointed governing body consisting of 29 elected and seven appointed officials and, thus, make the new government both more accessible and more accountable to the persons it serves; and

WHEREAS, An advisory vote on abolishing existing governments and creating a consolidated entity would give metropolitan area voters the opportunity to express their views on the issues; and

WHEREAS, Pending a vote on this matter, the Council and Executive Officer should jointly prepare implementing legislation for inclusion in the District's recommended legislative agenda for the 1993 General Session of the Oregon Legislature; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District hereby submits to the qualified voters of the District the question set forth in the attached Exhibit A.
2. That the measure shall be placed on the ballot for the General election held on the 3rd day of November, 1992.

Exhibit A

Caption: "Should Metro, Tri-Met, and Multnomah, Washington, Clackamas Counties be Abolished"

Question: "Should Voters be Authorized to Abolish Metro, Tri-Met, Multnomah, Washington, Clackamas Counties, and Create New County [~~with 10 Percent Less Expenditures~~]?"

Summary Statement: "Directs elected officials of region to obtain legislation to directly authorize voters to abolish Metro, Tri-Met, Multnomah, Washington, Clackamas Counties and create single county government. Vote to be held before January 1, 1994. [~~Total expenditures for new body must be 10 percent less than existing in first fiseal year.~~] County to have broad governmental powers with no more than nine legislators elected from districts and a separately-elected executive. All governments to continue to exist until new full-time officers elected. Courts may remain separate."

H:\GA\BUCH1/SUSAN

WHEREAS, There has been no opportunity to hear directly from the voters of the region on their preference for metropolitan government form; and

WHEREAS, Abolishing Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and their replacement by a single government entity will provide for at least a 10 percent reduction in total expenditures; and

WHEREAS, Abolishing Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and their replacement by a single government entity [~~would provide one elected government comprised of no more than nine full-time elected councilors and a separately-elected full-time executive~~] to replace the existing four elected bodies and one appointed governing body consisting of 29 elected and seven appointed officials and, thus, make the new government both more accessible and more accountable to the persons it serves; and

WHEREAS, An advisory vote on abolishing existing governments and creating a consolidated entity would give metropolitan area voters the opportunity to express their views on the issues; and

WHEREAS, Pending a vote on this matter, the Council and Executive Officer should jointly prepare implementing legislation for inclusion in the District's recommended legislative agenda for the 1993 General Session of the Oregon Legislature; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District hereby submits to the qualified voters of the District the question set forth in the attached Exhibit A.
2. That the measure shall be placed on the ballot for the General election held on the 3rd day of November, 1992.

Exhibit A

Caption: "Should Metro, Tri-Met, and Multnomah, Washington, Clackamas Counties be Abolished"

Question: "Should Voters be Authorized to Abolish Metro, Tri-Met, Multnomah, Washington, Clackamas Counties, and Create New County with 10 Percent Less Expenditures?"

Summary Statement: "Directs elected officials of region to obtain legislation to directly authorize voters to abolish Metro, Tri-Met, Multnomah, Washington, Clackamas Counties and create single county government. Vote to be held before January 1, 1994. Total expenditures for new body must be 10 percent less than existing in first fiscal year. [~~County to have broad governmental powers with no more than nine legislators elected from districts and a separately elected executive.~~] All governments to continue to exist until new full-time officers elected. Courts may remain separate."

H:\GA\BUCH2/SUSAN

WHEREAS, There has been no opportunity to hear directly from the voters of the region on their preference for metropolitan government form; and

WHEREAS, Abolishing Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and their replacement by a single government entity will provide for at least a 10 percent reduction in total expenditures; and

WHEREAS, Abolishing Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and their replacement by a single government entity would provide one elected government comprised of no more than nine full-time elected councilors and a separately-elected full-time executive to replace the existing four elected bodies and one appointed governing body consisting of 29 elected and seven appointed officials and, thus, make the new government both more accessible and more accountable to the persons it serves; and

WHEREAS, An advisory vote on abolishing existing governments and creating a consolidated entity would give metropolitan area voters the opportunity to express their views on the issues; and

WHEREAS, Pending a vote on this matter, the Council and Executive Officer should jointly prepare implementing legislation for inclusion in the District's recommended legislative agenda for the 1993 General Session of the Oregon Legislature; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District hereby submits to the qualified voters of the District the question set forth in the attached Exhibit A.
2. That the measure shall be placed on the ballot for [~~the General~~] a special election to be held on the [~~3rd day of November~~] fourth Tuesday of March, 199[2]3.




**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

To: Councillor Tanya Collier, Chair  
Government Affairs Committee

From: Councillor Roger Buchanan 

Date: July 14, 1992

Re: Proposed Governmental Consolidation Ballot Measure

It is my understanding that the Government Affairs Committee has scheduled a public hearing related to Executive Officer Cusma's proposed ballot measure that would replace the three counties, Metro and Tri-Met with a single regional government. While I understand that the final proposal is still being refined, I believe that it important that the many significant policy questions relating to such a consolidation begin to be addressed as soon as possible.

I have identified several questions relating to the proposal that I believe your committee and the full Council should address prior to placing the measure on the ballot. These include:

1) It is anticipated that, if the advisory question receives an affirmative vote, the Legislative Assembly would place a measure on the ballot to implement the intent of the vote. Is it anticipated that Metro would draft a proposed implementing measure for legislative consideration by itself, in consultation with the other affected governments, or through some type of citizen involvement process? Or will Metro rely on individual legislators or the Assembly in general to prepare an implementing measure? If the Assembly fails to place a measure on the ballot, how would implementation of the advisory vote proceed?

2) Cities and special districts constitute the vast majority of local government jurisdictions in the tri-county region. The proposed consolidation does not appear to affect these jurisdictions. Would the consolidation have any significant impact on the current role and function of cities and special districts?

3) Some concern has been expressed that the new regional government would be headquartered in Portland. Thus, those with governmental business who live in Clackamas and Washington Counties would face significant travel time to reach an appropriate government office. How will these issues of geographic proximity of government services be addressed?

4) It is anticipated that the legislative body of the new regional government would include nine full-time members. How will the

initial election of these members be addressed? Will they be elected countywide? Elected from single member districts? Elected all at once or in staggered terms? In addition, the terms of office of many of the officeholders (Metro Councilors, County Commissioners) that will be replaced will overlap the election of the new governing body members? Will the terms of office of these current officials automatically end?

5) The creation of an entirely new unit of government will require the development and implementation of a new political infrastructure within the tri-county region. The political cost of this process will need to be weighed against any budgetary savings resulting from the consolidation. How will the political costs and benefits of the consolidation process be identified and assessed?

6) It appears that the consolidation may be linked to a projected percentage of budgetary savings to be achieved. Is it anticipated that the reductions that will be made to reach this goal will be "across the board" or will selected areas be targetted for reduction?

Governmental reorganizations and consolidations are frequently promoted as a means of cutting costs. But often "up-front" costs reduce or eliminate such savings. For example, collective bargaining agreements for employee groups in the various affected governments may result in salary or benefit adjustments that may increase the cost of consolidation. Other examples of potential consolidation costs could include such diverse areas as: 1) dealing with non-compatible data processing and computer systems, 2) retirement of outstanding bonded indebtedness, or 3) repainting a single fleet of police squad cars. How can a consolidation proposal be developed to insure that projected savings will occur? How will actual savings be measured to determine if they meet projected goals?

7) When a merger between Metro and Tri-Met has been proposed in the past, numerous statutory, fiscal and administrative roadblocks have been identified by those opposed to such a merger. Would many of these issues still need to be addressed if Tri-Met were abolished and its functions performed by the new regional government? How would Tri-Met be administered by the new government?

8) What are the projected election costs for the proposed advisory vote and the source of funding to pay these costs?



## STAFF REPORT

FOR THE PURPOSE OF ADOPTING RESOLUTION NO. 92-1650 FOR THE PURPOSE OF SUBMITTING TO THE VOTERS THE QUESTIONS OF WHETHER LEGISLATION SHOULD BE ADOPTED TO AUTHORIZE THE VOTERS TO ABOLISH MULTNOMAH, WASHINGTON AND CLACKAMAS COUNTIES, THE METROPOLITAN SERVICE DISTRICT, AND TRI-MET, AND CREATE A SINGLE CONSOLIDATED GOVERNMENT

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### INTRODUCTION AND BACKGROUND

The Executive Officer and Councilor Tanya Collier are presenting for your approval a resolution which would place before the voters of the region the question whether the governments of Metro, Tri-Met, and Multnomah, Washington and Clackamas Counties should be combined into a new, single government.

The reasons supporting such an advisory vote are many. Ideas and proposals to consolidate local governments and otherwise implement efficiencies and economies in the delivery of services have been debated over the last several decades. No consensus of elected officials has been sufficient to place any one of them on the ballot since the measure to consolidate Portland and Multnomah County in 1974. It is time the citizens of the region were directly asked how they feel about the consolidation of local governments.

A growing sense of urgency surrounds our ability to resolve urban problems related to rapid population growth. Measure 5 threatens to drastically reduce government services, but our citizens either do not yet believe the consequences of those phased property tax reductions or want government spending reduced at any price. Support for term limitation of state legislators, and all elected officials, is growing. The Governor wants to place her tax restructuring measure in the hands of the voters with a September mail-in ballot. She has also promised to withhold state funds from local jurisdictions that do not appear to be serious about reducing local government costs. And yes, the Metro charter committee continues to wrestle with the form and structure of Metro. Given the number and urgency of these and many related issues one could add to the list, we believe we are all well served by going to the voters and asking the basic question; do you or do you not favor the creation of a new, single government to replace Metro, Tri-Met and the three urban counties.

The resolution does not attempt to detail what such a new government should look like except to say that the legislative side shall consist of 9 full-time elected positions representing districts plus a chief executive officer elected at large. That structure would replace the 29 elected and 7 appointed officials now involved in the governments to be replaced.

If approved by the voters in principle, through an advisory vote, the legislature would prepare the final measure for referral to the voters of the region. The result is either a new beginning under a mandate from the voters or the certain knowledge that consolidation of local governments is not attractive to our citizens, even in these times, and that other forms of coordination, cooperation and regional government that really do work must be found.

The proposed resolution would be submitted to the ballot asking whether legislation should be adopted to authorize the voters to abolish Multnomah, Washington and Clackamas Counties, the Metropolitan Service District, and Tri-Met. It would propose creating a single consolidated government for the region. Upon approval by the Metro Council, it would be submitted to the voters at the November general election.

If approved by the voters, legislation would be drafted by the Council and Executive Officer for submission to the 1993 Oregon legislature implementing the proposed consolidation.

The resolution which would approve the ballot measure, proposes that the new governmental entity would effect a ten percent reduction of the combined budgets of the consolidated units.

It is further proposed that the new entity would provide for an elected government comprised of no more than nine full-time elected councilors and a separately elected full-time executive. This would replace the existing four elected and one appointed governing bodies which consist of 29 elected and seven appointed officials.

EXECUTIVE OFFICER RECOMMENDATION:

It is recommended that the Council approve Resolution No. 92-1650

**CAROL PINEGAR**  
2535 NE 13th, Portland, OR 97212

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July 21, 1992

Ed Washington, Councilor  
METRO Council, District 11  
METRO  
2000 SW First Ave.  
Portland, OR 97201

RE: METRO Greenspaces Resolutions

Dear Mr. Washington,

I am writing to ask the METRO Council to approve the Metropolitan Greenspaces Master Plan, the resolution to utilize excise tax monies for maintenance, and to submit a \$200 million G.O. bond measure for Greenspaces to a vote of the people in November, 1992. The METRO Greenspaces Plan and its implementation provide protection of the Portland metro region's quality of life by ensuring survival of its natural landscape, a prime contributor to our sense of place and emotional well-being.

I have studied, taught and played in many of our region's natural areas. As a student, I have studied Red-Legged Frogs in Beaverton, and inventoried the flora and fauna of a private wetland on Pete's Mountain and at Beggars Tick Marsh.

As a middle school science teacher, I have used natural areas as an outdoor classroom. I shall never forget our field trip to the Columbia South Shore area. Enroute our final destination, we travelled by van from our school in inner Northeast Portland along Goertz Road. The expressions on my students' faces and their sense of awe as they saw Canada Geese feed and a Great Blue Heron take wing stands out in my mind. It was a moment that teachers pray for; it spoke more to my students than any classroom lesson could ever hope for.

There are a couple specifics I hope you resolve in approving the Greenspaces resolutions. The first is that the ballot measure question should include a reference to wildlife habitat, so that voters understand the legislation is not intended primarily for more parks for active sports, such as soccer fields. In addition, it is important that METRO's on-going maintenance responsibilities include a strong interpretive program to provide the needed public education regarding stewardship of the green spaces.

The East Bay Regional Park District in the San Francisco Bay Area attributes much of their success in maintaining their regional green spaces to their interpretive program. Some 36-38 parks interpreters work year-round to guide the public on educational walks, and in the schools and senior centers to explain life cycles and the need for stewardship. This keeps maintenance costs down and builds a foundation for the future by educating children as to how to care for these spaces. This cannot be left solely to the schools and non-profit organizations as they simply don't have the resources to do a thorough job.

A good example of the need for education is the problems at Beggar's Tick Marsh, Multnomah County's first official wildlife reserve. This 20-acre wetland is a neighbor to auto wrecking yards. Its upland meadow area has been degraded by early attempts to fill the Marsh. Oil slicks from trespassing dirt bikes cover some of Beggar's Tick and its margins are littered with trash from illegal dumping. For me, it provides an escape from the pressures of urban life. However, its survival is endangered by the problems I have mentioned. A little education would go a long way in resolving these problems.

The METRO service area has grown by 500,000 residents in the past 40 years. It is projected that it will take only another 20 years to add the next 500,000 residents. Green spaces are at the heart of what makes the Portland area "home" for me and many others like me. They are a prime attraction to tourists, and a part of the attraction that brings and keeps business here, and will encourage our children to stay here as adults. Time is of the essence — the area where my students and I watched the Canada Geese and the Great Blue Heron is being developed. Please seize this opportunity to let the citizenry of our region decide to allocate 10¢ per day to save space for wildlife and enjoying nature. Preserve our quality of life now and in the future by voting your approval of the Greenspaces Master Plan and the resolutions to finance it.

Very truly yours,

  
Carol Pinegar



## City of Beaverton

20 July 1991

Richard Devlin  
8264 SW Seminole Trail  
Tualatin, Oregon 97062

Re: Exhibit A to Resolution No. 92-1650A

Dear Rich:

Thanks for taking time to talk with me about the proposed vote on consolidation last week.

I enclose a proposal for amending the ballot caption, question and summary statement. These are city staff proposals; the Beaverton City Council has not had an opportunity to review or approve of them.

I do not have a good sense for how the resolution may be changed by the Governmental Affairs Committee or the Metro Council. If it is changed, the suggestions in the proposal may or may not apply.

We have tried not to change the intent expressed in the ballot measure, at least as we read it. Even if the amendments were adopted, the city would continue to oppose the ballot measure. All that the amendments try to do is clarify what city staff takes to be the intent of the proponents. If we were writing a proposal that we thought would work for the people of the region, it would surely be different from the one in Exhibit A.

Most important, the amendments do not address the concerns expressed by you and Ed Gronke that we would not know what the results of the vote mean.

The major change in the 'summary statement' is in the sentence concerning reduction of expenditures. Very little money can be saved by consolidation, if any. Much of the savings from the promised 10% reduction in operating expenditures must necessarily come from reductions in service levels (and those will not be spread across the board, incidentally -- they will primarily come from programs supported by the general fund of each entity, such as law enforcement, libraries, parks, and planning). The referenced sentence therefore includes that idea, based on our belief that it should be made clear to voters that if they vote for a reduction in expenditures of that magnitude they will be voting for reduced service levels as well. The other changes are made either to meet the word limit for the summary statement (85 words) or for additional clarity.

The phrasing of the 'question' is also changed to refer to the necessary reduction in service levels.

The phrasing of the 'caption' is changed to meet statutory and case law standards, and to incorporate creation of a new county. Our city attorney is convinced that the caption is legally insufficient if that idea is not included. And if the caption is legally insufficient, the ballot title is legally insufficient.

4755 S.W. Griffith Drive, P.O. Box 4755, Beaverton, OR 97076, General Information: (503) 526-2222

On a somewhat different note, we would appreciate it if the Executive Officer and Metro Councilors would cease referring to the ballot measure as "an advisory vote". As we realized after Councilor Like's testimony was printed, the ballot measure directs Metro officials to obtain legislation authorizing the described type of consolidation only. Metro officials would be in violation of the ballot measure if they asked the legislature to authorize another type of consolidation, even if they came to believe that another type would work better or be more acceptable to tri-county residents. In fact, Metro officials would be in violation of the ordinance if they did not oppose any type of consolidation that was different from the ballot measure.

In addition, Metro officials are directed by the ballot measure to develop a consolidation under which total operating expenditures must be reduced by 10%. That 10% reduction must be built into the consolidation plan. Otherwise, there would be no guarantee that it would be implemented.

Neither of these directives is optional for Metro officials. The proposed vote will not even rise to the level of an advisory vote for the legislature, since it is not a statewide vote, but Metro officials will have no choice as to a general course of action on either directive.

Dan Cooper's clarifying amendments, set forth in Amendment No. 2, recognize the mandatory effect of the ballot measure on Metro officials. Under his new whereas clause, the ballot measure constitutes an ordinance of Metro "which directs District elected officials to comply with and carry out its terms and provisions". The new section 5 of the resolution parallels the whereas clause and provides that the provisions of the ballot measure "shall have the force and effect of a District ordinance". The ballot measure would presumably be as enforceable in court as any other ordinance of Metro.

It thus seems to us that Metro officials would be more accurate about the impact of the ballot measure on them if the phrase "advisory vote" did not occur in their statements about the ballot measure.

Finally, we are puzzled by section 4 of the resolution, which directs Metro officials to immediately commence preparing implementing legislation. This will be a huge task, and it will take significant resources. It seems odd that the Metro Council would commit resources to that task until it knows whether its voters want it to do so, especially in a year in which Metro does not have the money to do the regional planning which it says is necessary.

I am available to explain our views further at your convenience. My direct dial number is 526-2488.

Very truly yours,



Eric Carlson, Program Manager  
Mayor's Office

c: Larry Bauer  
Susan McLain  
Ed Gronke

consol16

City of Beaverton  
16 July 1992  
Proposal for accuracy in Exhibit A, revised

as attached to Metro Council Resolution No. 92-1650A.  
Assumes the resolution is adopted as presented.  
Engrossed version; clean version on reverse side.

Caption: "[Should] Consolidation of Metro, Tri-Met, and [Multnomah; Washington; -Clackamas] metropolitan counties [be-abolished?] into new county."

Question: "Should [voters-be-authorized] legislature authorize voters to abolish Metro, Tri-Met, [Multnomah; -Washington; -Clackamas] metropolitan counties and create successor county [with-ten-percent-less-expenditures] mandated to reduce services and expenditures?"

Summary statement: "Directs elected officials of [region] Metro to [obtain] request legislation [to-directly-authorize] authorizing voters to abolish Metro, Tri-Met, Multnomah, Washington, Clackamas counties and create metropolitan county. Vote [to] would be held [before-January-1,-1994] during 1993. [Operating-expenditures-for-county-in-first-fiscal-year-must-be reduced-ten-percent-from-previous-fiscal-year.] New county must combine staffs and reduce services so that operating expenditures in first fiscal year are 10% less than total for abolished governments in prior year. County would have broad [governmental] powers, [with] no more than nine full-time legislators elected from districts, [and-a-separately-elected executive] and separate executive elected at-large. [All] Abolished governments [to] continue to exist until new [full-time] officers elected. [Courts-may-remain-separate.]

City of Beaverton  
16 July 1992  
Proposal for accuracy in Exhibit A, revised

as attached to Metro Council Resolution No. 92-1650A.  
Assumes the resolution is adopted as presented.  
Clean version; engrossed version on reverse side.

Caption: "Consolidation of Metro, Tri-Met, and metropolitan counties into new county."

Question: "Should legislature authorize voters to abolish Metro, Tri-Met, metropolitan counties and create successor county mandated to reduce services and expenditures?"

Summary statement: "Directs elected officials of Metro to request legislation authorizing voters to abolish Metro, Tri-Met, Multnomah, Washington, Clackamas counties and create metropolitan county. Vote would be held during 1993. New county must combine staffs and reduce services so that operating expenditures in first fiscal year are 10% less than total for abolished governments in prior year. County would have broad powers, no more than nine full-time legislators elected from districts, and separate executive elected at-large. Abolished governments continue to exist until new officers elected."





July 16, 1992

Councilor Jim Gardner  
Presiding Officer  
METRO  
2000 SW First Avenue  
Portland, Oregon 97201

Mayor  
Jerry Edwards

City Council  
Judy Fessler  
Valerie Johnson  
Joe Kasten  
John Schwartz

RE: Resolution 92-1650

The Tigard City Council is opposed, to Resolution 92-1650. The proposal is premature until the METRO Charter Committee completes its work.

Resolution 92-1650 states that there has been no opportunity to hear directly from the voters of the region on their preference for metropolitan government form. In November 1990, the voters passed Ballot Measure No. 1, approving home rule for the METRO Service District. Oregon State Senate Bill No. 298 created the Charter Committee. The voters will have the opportunity to vote on the proposed charter probably in November.

The City Council urges the members of the METRO Council to vote against Resolution 92-1650. The voters of the region should be allowed to clarify their preference for metropolitan government form through a vote on the METRO charter.

Sincerely,

A handwritten signature in cursive script, appearing to read "G. Edwards", is written over the typed name.

Gerald R. Edwards  
Mayor

cc Councilor Richard Devlin

July 10, 1992

Jim Gardner, Presiding Officer  
2930 SW Second Avenue  
Portland, OR 97201

Dear Jim:

I am writing in support of Resolution 92-650 which refers to the voters of the region, for an advisory vote, the matter of regional consolidation of Metro, Tri-Met and the three urban counties. Consolidation, in many different forms, has been advocated during the 30 years that I have lived in this region. During that time, to my recollection, very few if any of these concepts have been referred to the voters. Yet, many citizens of the region have been outspoken in urging more government efficiency and cost savings.

This resolution proposes a simple, understandable option; and because it is an advisory vote, it provides an opportunity for the voters to express an opinion -- giving them a chance to directly engage in the discussions and debates about how they want to be governed.

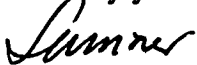
I could argue both sides of the issue. There are obvious advantages and disadvantages inherent in such a proposal. Long-standing issues such as governmental efficiency versus accountability are inherent in such an idea.

However the current array of local and regional governments results in a three-tier system which is increasingly complex and results in stalemates on region-wide issues. Increasingly, many "local" issues are recognized as being interrelated, with both local and regional implications. The two-tier system proposed by this resolution is an alternative worthy of public discussion.

The opportunity for expression of public agreement or disagreement is meritorious -- it gives the citizens of the region a chance to vote for a change in how the public's business is conducted. All too often, ballot measures have been opportunities to express dissatisfaction; and implicit in these votes has been the message that the way we do things is not acceptable.

Although there have been and undoubtedly will be criticisms of the resolution, I hope that referral of this matter will result in public debate and an expression of public sentiment on a new approach to local and regional governance. I urge the Metro Council to refer this matter to the voters of the region.

Sincerely yours,



Sumner Sharpe  
1108 NE Going Street  
Portland, OR 97211



# Consolidation plan merits close look

A new plan to consolidate the operations of Clackamas, Washington and Multnomah counties along with Tri-Met and the Metropolitan Service District is taking shape. And the usual political battle lines are being drawn.

This latest plan, unveiled last week by Metro Executive Rena Cusma and Metro Council President Jim Gardner, who represents the Dunthorpe-Riverdale area, would be an advisory vote only. Their plan to abolish all five local governments and place their operations under a new single "super" county is headed for the Nov. 3 general election ballot.

The proposal comes in the middle of debate on a new home rule charter for Metro. It is all a bit confusing, but we think voters can figure it out.

The reaction by some local politicians seems to be to swing reflexively to the defensive. Label it a power grab by Metro. Or call the timing terrible because it puts too many options before the voters. And gripe about circumventing other local government bodies.

If there is a strong and serious case to be made against the measure, then let's make it. But those arguments, by themselves, are not persuasive.

Serious questions for Clackamas County residents to examine include the impact of the plan on their tax bill. Would the combination mean a shift of tax burden from Multnomah County to Clackamas and Washington county taxpayers?

But thoughtful voters also will find plenty of improvements possible through the proposed local government merger. At all levels, we are asking governments to find ways to do more with less. This kind of consolidation may be the catalyst for spending reforms to reign in government spending in productive ways.

Start by asking what these local governments do now and where they overlap. Where the combination can merge agencies and programs, this idea should improve efficiency and service. Finding and eliminating overlap should work better under a single form of government.

A plus for consolidation is this. It offers real opportunities to preserve the positions of government service providers and programs while reducing administrative overhead. Eliminating layers of management while keeping essential services flowing is what the goal should be here.

A fair question to ask is how accountability to the public will be enhanced by consolidation. Won't a bigger government be less accountable to the public, some ask. The opposite can be true, depending on the management structure in place. A single government body, with clean lines of authority and communication, can bring about improved public service. It does require stable management and strong political leadership.

Vehement opposition to this consolidation plan comes as no surprise. But all the wrangling among local politicians shouldn't do a whole lot to influence voters. Instead, look at what the consolidation can accomplish in keeping government costs down while preserving essential services. Those are the marks voters should be judging in this debate.

TESTIMONY BEFORE METRO COUNCIL  
PROPOSED BALLOT MEASURE TO MERGE COUNTIES

JULY 23, 1992

I. INTRODUCE SELF

MY NAME IS STEPHEN HERRELL. I AM APPEARING THIS EVENING AT THE INVITATION OF COUNCIL MEMBER TANYA COLLIER.

I HAVE SERVED AS A CIRCUIT COURT JUDGE IN MULTNOMAH COUNTY SINCE 1981.

I HAVE BEEN A MEMBER OF THE CITY CLUB OF PORTLAND SINCE 1966, SERVING AS AN OFFICER, MEMBER OF THE BOARD OF GOVERNORS AND ON NUMEROUS BOARDS AND COMMITTEES.

II. CITY CLUB OF PORTLAND

I AM SURE ALL OF YOU ARE VERY WELL FAMILIAR WITH THE CITY CLUB OF PORTLAND. SOME OF YOU ARE NO DOUBT MEMBERS.

AS YOU ARE AWARE, THE CLUB IS WELL KNOWN FOR THE QUALITY OF ITS RESEARCH PROJECTS AND REPORTS, WHICH HAVE OFTEN PROVEN TO HAVE CONSIDERABLE INFLUENCE ON POLITICAL AND SOCIAL INSTITUTIONS IN THE COMMUNITY.

AT LEAST SOONER OR LATER.

ALSO I THINK YOU KNOW THAT THE CLUB HAS DONE A GREAT MANY STUDIES ON CONSOLIDATION AND REGIONAL GOVERNMENT, AND HAS BEEN A STRONG SUPPORTER OF EFFECTIVE REGIONAL GOVERNMENT AND OF METRO.

III. THE STUDY

IN 1984 THE CITY CLUB APPOINTED A COMMITTEE TO STUDY AND REPORT ON THE LONG TERM FUTURE OF REGIONAL GOVERNMENT IN THE METROPOLITAN AREA.

I WAS APPOINTED CHAIR OF THAT COMMITTEE.

I ASSUME THE REASON I WAS APPOINTED TO CHAIR THIS COMMITTEE WAS MY PREVIOUS EXPERIENCE WITH REGIONAL GOVERNMENT ISSUES.

I HAD PREVIOUSLY SERVED ON SEVERAL CITY CLUB COMMITTEES IN THIS AREA, INCLUDING THE ONE THAT STUDIED THE ORIGINAL BALLOT MEASURE THAT RESULTED IN THE CREATION OF METRO BACK IN THE LATE 1960's.

I HAD ALSO SERVED ON THE TRI-COUNTY LOCAL GOVERNMENT COMMISSION IN THE 1970's THAT MADE THE RECOMMENDATIONS THAT RESULTED IN THE MODERN VERSION OF METRO, INCLUDING THIS COUNCIL.

WE WERE ASKED TO FOCUS ON FOUR ISSUES:

THE NEED FOR REGIONAL GOVERNMENT;

THE OPTIMUM FORM OF GOVERNMENT FOR PROVIDING REGIONAL SERVICES;

THE DESIRABILITY OF ELIMINATING OR CONSOLIDATING UNITS OF GOVERNMENT; AND

CHANGES TO BE MADE IN METRO AND OTHER REGIONAL GOVERNMENTS IN ORDER TO ACHIEVE THE GOALS WE IDENTIFIED.

IN OTHER WORDS, THE VERY ISSUES THAT THIS COUNCIL IS CONFRONTING TODAY!!!

LET ME TELL YOU WHAT WE DID NOT DO:

WE DID NOT STUDY WHICH SERVICES SHOULD BE PROVIDED REGIONALLY AND WHICH LOCALLY.

OR WHETHER LOCAL GOVERNMENT SHOULD BE RESTRUCTURED.

OR HOW THE REGIONAL GOVERNMENT AGENCY SHOULD BE RESTRUCTURED.

OR DO ANY COST ANALYSIS AS TO WHAT FORM OF REGIONAL GOVERNMENT WOULD SAVER THE MOST MONEY.

THE STUDY THAT BEGAN IN 1984 TOOK ABOUT TWO YEARS.

OUR REPORT WAS ISSUED IN MARCH OF 1986.

AS ALL OF YOU ARE AWARE, THE PRIMARY RECOMMENDATION WAS THAT REGIONAL GOVERNMENT IN THIS COMMUNITY WOULD BE BEST SERVED BY CONSOLIDATING THE THREE METROPOLITAN COUNTIES INTO ONE COUNTY (WHICH WE GRATUITOUSLY NAMED "WILLAMETTE COUNTY").

IT WAS OUR RECOMMENDATION THAT WILLAMETTE COUNTY ASSUME ALL OF THE FUNCTIONS NOW PERFORMED BY METRO, TRI-MET AND THE BOUNDARY COMMISSION.

THE REPORT WAS HAILED BY A NUMBER OF PEOPLE AS QUITE VISIONARY AT THE TIME, AND A NUMBER OF PEOPLE GOT KIND OF EXCITED ABOUT IT.

WHEN I REREAD THE REPORT THIS WEEK FOR THE FIRST TIME IN A NUMBER OF YEARS, I MUST SAY (THROWING ALL MODESTY TO THE WINDS) THAT WE REALLY DID A PRETTY REMARKABLE JOB.

EXCEPT FOR SOME MINOR THINGS THAT HAVE CHANGED, THE REPORT AND RECOMMENDATIONS ARE STILL VALID AND TIMELY.

THE REPORT STILL GETS REFERRED TO FREQUENTLY, INCLUDING A COUPLE OF RECENT EDITORIALS IN THE OREGONIAN.

I WON'T GO THROUGH THE WHOLE REPORT NOW, AND I WILL ASSUME THAT THOSE WHO ARE INTERESTED WILL WANT TO READ IT FOR THEMSELVES.

BUT LET ME JUST BRIEFLY SUMMARIZE FOR YOU WHAT OUR THINKING WAS, AND WHAT THE RECOMMENDATIONS WERE.

THEN I WOULD BE GLAD TO ANSWER ANY QUESTIONS YOU MAY HAVE.

#### IV. THE FINDINGS

LET ME SAY UP FIRST OF ALL THAT, WE WERE NOT THE FIRST PEOPLE TO THINK UP THE IDEA OF MERGING THE THREE COUNTIES.

THIS IDEA HAD BEEN FLOATED BEFORE BY PEOPLE LIKE RICK GUSTAFSON, MIKE RAGSDALE, DON CLARK AND SEVERAL OTHERS THAT REALLY KNOW WHAT THEY ARE TALKING ABOUT WHEN IT COMES TO REGIONAL GOVERNMENT.

WE STARTED ASKING PEOPLE ABOUT A MERGER OF COUNTIES AS JUST ONE OF A NUMBER OF DIFFERENT SCENARIOS THAT HAD BEEN PUT FORTH.

WHAT WE WERE STRUCK WITH EARLY ON WAS:

- (1) THE SURPRISINGLY SIMPLE LOGIC OF IT ALL, AND
- (2) THE REMARKABLE ACCEPTANCE OF THE CONCEPT BY SO MANY PEOPLE WHO REALLY UNDERSTAND HOW LOCAL AND REGIONAL GOVERNMENT WORKS.

NOT SURPRISINGLY, NOT EVERYONE WANTED TO BE QUOTED AS THINKING IT WAS A GOOD IDEA, EITHER:

- (1) BECAUSE THEY DIDN'T WANT TO SAY ANYTHING THAT WOULD HARM METRO, OR
- (2) BECAUSE THEY WERE CONCERNED ABOUT WHETHER IT WOULD BE BAD POLITICS WITH THEIR OWN INDIVIDUAL CONSTITUENTS.

ALSO YOU HAVE TO REMEMBER THAT METRO WAS KIND OF STRUGGLING AT THE TIME, AND PEOPLE WERE WORRIED THAT WE WERE GOING TO COME OUT WITH SOMETHING THAT WOULD CAUSE IT FURTHER PROBLEMS.

BASICALLY, THE RATIONALE GOES LIKE THIS:

WE AGREED WITH THE IDEA THAT THE SO-CALLED TWO TIERED GOVERNMENT MODEL WORKS THE BEST:

A REGIONAL ENTITY TO DEAL WITH REGIONAL ISSUES,

CITIES TO PROVIDE LOCAL OR MUNICIPAL SERVICES.

BUT WE HAVE THREE TIERS, TWO OF THEM REGIONAL: METRO AND THE COUNTIES.

AND ONE OF THE TIERS, COUNTY GOVERNMENT, IS DIVIDED INTO THREE DIFFERENT AND DISTINCT PARTS WHICH HAVE LITTLE OR NOTHING TO DO WITH ONE ANOTHER.

IT ALSO SEEMED TO US THAT REGIONAL GOVERNMENT DIDN'T REALLY HAVE TO BE INVENTED, OR RE-INVENTED. IT HAS BEEN WITH US ALL ALONG. IT IS COUNTY GOVERNMENT.

THAT'S WHAT COUNTIES ARE - GENERAL PURPOSE REGIONAL GOVERNMENTS. THAT IS WHY THEY WERE INVENTED IN THE FIRST PLACE - TO PROVIDE REGIONAL SERVICES WITHIN A DEFINED REGION OF THE STATE.

NO WONDER METRO WAS STRUGGLING TO FIND ITS IDENTITY AND ITS PLACE IN THE COMMUNITY.

IT WAS BASICALLY A SECOND LAYER OF REGIONAL GOVERNMENT, BUT ONE THAT LACKED A POLITICAL CONSTITUENCY.



FURTHERMORE, IT WAS ALWAYS IN COMPETITION WITH THE OTHER FORM OF REGIONAL GOVERNMENT, THE COUNTIES. AND IT PROBABLY ALWAYS WILL BE.

THE ONLY APPARENT REASON FOR METRO'S EXISTENCE WAS THAT IT WAS THE ONLY REGIONAL ENTITY WHOSE POLITICAL BOUNDARIES ENCOMPASSED THE ENTIRE REGION.

IT WOULDN'T NEED TO EXIST BUT FOR THE FACT THAT WE HAVE THREE COUNTIES!!!!

IT LOOKED LIKE TO US THAT ONE SUCH ENTITY WOULD DO.

IF SO, (AND YOU COULD GET OVER THE POLITICAL HURDLES), YOU COULD POSSIBLY ELIMINATE NO LESS THAN FIVE MAJOR UNITS OF GOVERNMENT:

TWO COUNTIES, METRO, TRI-MET AND THE BOUNDARY COMMISSION.

WE ALSO REACHED ANOTHER RATHER OBVIOUS CONCLUSION:

THE DAYS WHEN CLACKAMAS, MULTNOMAH AND WASHINGTON COUNTIES REALLY WERE DIFFERENT COMMUNITIES ARE PRETTY WELL GONE.

HARD AS IT IS TO ADMIT, WE ARE NOW REALLY ONE URBAN AND SUBURBAN METROPOLITAN COMMUNITY.

NO LONGER IS PORTLAND THE HOME OF ALL THE URBAN ENVIRONMENT. IN FACT IT NOW ACCOUNTS FOR LESS THAN ONE-THIRD OF THE POPULATION OF THE REGION.

AND NO LONGER ARE CLACKAMAS AND WASHINGTON COUNTIES PRIMARILY BUCOLIC SEMI-RURAL PLACES AS THEY ONCE WERE.

ALL YOU HAVE TO DO IS JUST DRIVE AROUND HERE.

IT IS ALL BUT IMPOSSIBLE TO DISTINGUISH MUCH OF WASHINGTON AND CLACKAMAS COUNTIES FROM MULTNOMAH OR FROM EACH OTHER. THEY ARE MORE AND MORE URBAN OR SUBURBAN.

YET THE FAR EASTERN REACHES OF MULTNOMAH COUNTY ARE FORESTED AND RURAL.

THE OLD COUNTY BOUNDARIES FRANKLY DO NOT MAKE MUCH SENSE IN THE REAL WORLD TODAY.

IT ALSO NO LONGER MAKES SENSE TO DO EVERYTHING IN TRIPPLICATE IN THIS COMMUNITY, AND AT THE SAME TIME OVERLAY OTHER REGIONAL ENTITIES SUCH AS METRO AND TRI-MET THAT THE AVERAGE CITIZEN DOES NOT REALLY IDENTIFY WITH.

ON THE OTHER HAND, COUNTY GOVERNMENT WORKS. PEOPLE UNDERSTAND IT. THEY KNOW HOW TO DEAL WITH IT. IN GENERAL THEY SUPPORT IT.

WHY NOT TAKE WHAT THE FORM OF GOVERNMENT THAT WE ALREADY HAVE AND THAT HAS WORKED FOR US IN HANDLING REGIONAL PROBLEMS FOR THE LAST HUNDRED PLUS YEARS, AND ADAPT IT TO THE REALITY OF THIS COMMUNITY TODAY?

WHY DO WE NEED TO ADD NEW LAYERS OF GOVERNMENT TO DEAL WITH REGIONAL ISSUES?

WE THOUGHT IT LOGICAL, WORKABLE, AND ALMOST CERTAINLY ECONOMIC TO SIMPLY MERGE ALL OF THE REGIONAL SERVICES INTO ONE COUNTY GOVERNMENT.

ALSO, THE END RESULT WILL BE, OR SHOULD, BE TO ULTIMATELY GET THE COUNTIES OUT OF THE BUSINESS OF PROVIDING STRICTLY LOCAL OR MUNICIPAL SERVICES WHICH WOULD BEST BE DONE BY CITIES OR OTHER LOCAL MUNICIPAL CORPORATIONS.

**V. CAN METRO FULFILL THE FUNCTION OF A GENERAL PURPOSE REGIONAL GOVERNMENT?**

NOT IN OUR OPINION, AT LEAST SO LONG AS IT REMAINS IN COMPETITION WITH THE COUNTIES.

IT WON'T BE ABLE TO GET THE NECESSARY TAX BASE.

THE CITIZENS OF THIS COMMUNITY JUST DON'T THINK OF THEMSELVES AS CITIZENS OF METRO.

METRO WILL ALWAYS BE IN COMPETITION WITH THE CITIES AND COUNTIES FOR FUNDING AND WITH REGARD TO PROVISION OF SERVICES.

**VI. IMPLEMENTATION COMMITTEE**

ONE OF THE RECOMMENDATIONS OF OUR COMMITTEE WAS THAT THE CITY CLUB APPOINT A COMMITTEE THAT WOULD SURVIVE OURS WHICH WOULD ATTEMPT TO IMPLEMENT OUR RECOMMENDATIONS.

THIS WAS DONE, AND THAT COMMITTEE WORKED FOR SEVERAL YEARS.

IT MET WITH PEOPLE IN METRO, THE COUNTIES, CLUBS AND GROUPS, ETC.

IN FACT I RECALL TESTIFYING HERE IN THIS ROOM BEFORE THIS BODY AT THE REQUEST OF THE IMPLEMENTATION COMMITTEE.

THE COMMITTEE WAS FINALLY DISBANDED AFTER IT CONCLUDED THAT IT HAD DONE ALL THAT IT COULD DO FOR NOW.

**VII. WHERE DO WE GO FROM HERE?**

AS POINTED OUT IN OUR REPORT, WE NEVER EXPECTED THAT WILLAMETTE COUNTY WOULD BE IMMEDIATELY EMBRACED BY EVERYONE, BE PUT TO A VOTE, PASS, AND WE WOULD ALL LIVE HAPPILY EVER AFTER.

WE FULLY RECOGNIZED THE ENORMOUS POLITICAL OBSTACLES, BUT WANTED TO SET A GOAL; POINT UP A NEW DIRECTION.

THERE IS A LOT OF TURF THAT WILL BE FURIOUSLY DEFENDED.

THERE WILL BE A PERCEPTION BY SOME THAT THERE WILL BE A LOSS OF LOCAL CONTROL.

(I DON'T AGREE. IN FACT THE OPPOSITE SHOULD BE TRUE AS TO LOCAL SERVICES)

SOME PEOPLE WILL DISTRUST ANYTHING THAT LOOKS BIG, OR FEEL THAT THEY ARE HAVING TO GIVE UP SOMETHING.

ETC. YOU KNOW THE POLITICAL CLIMATE BETTER THAN I DO.

NEVERTHELESS, SOMETIMES I THINK PEOPLE ARE SMARTER AND MORE PERCEPTIVE THAN WE ELECTED OFFICIALS.

MAYBE IT IS TIME TO SEE WHAT THEY THINK.

IT WOULD BE GREAT TO FIND OUT WHAT THEY THINK ESPECIALLY IF THEY PERCEIVE THAT IT WILL SAVE THEM MONEY.

I DON'T KNOW WHETHER ANYONE HAS TAKEN ANY POLLS.

THE BALLOT MEASURE THAT IS BEING PROPOSED HERE IS THE ULTIMATE POLL.

I CERTAINLY SUPPORT THE CONCEPT OF MOVING FORWARD ON THIS.

I HAVE A COUPLE OF CONCERNS, THOUGH:

(1) BEFORE IT GOES TO ELECTION, SOMEONE NEEDS TO REALLY COME UP WITH SOME HARD DATA AS TO WHETHER AND HOW MUCH MONEY WILL BE SAVED.

(2) THEN THE WORD NEEDS TO GET OUT TO THE PEOPLE, SO THEY WILL BE VOTING WITH A FULL SET OF FACTS AS TO WHAT THEY ARE BEING ASKED TO APPROVE.

(3) THE SAME NEEDS TO BE DONE AS TO WHAT THE IMPLEMENTATION ISSUES ARE AS TO HOW ONE GOES ABOUT MERGING COUNTIES, TAX BASES ETC.

(4) I AM CONCERNED THAT IF THIS IS PUT OUT THERE WITHOUT FULL INFORMATION, PEOPLE WILL JUST VOTE "NO" BECAUSE THEY DON'T HAVE THE FACTS.

(5) IF THAT HAPPENS, IT MAY DOOM ANY FURTHER DISCUSSION OF THE ISSUE ON ITS MERITS BECAUSE IT WILL BE CONSIDERED AN UNPOPULAR ISSUE, AND FOR THE WRONG REASONS.

IF YOU ARE INCLINED TO GO AHEAD WITH THIS, I URGE YOU TO GIVE CAREFUL THOUGHT AS TO HOW YOU ARE GOING TO MAKE THE CASE FOR IT AND WHETHER NOVEMBER, 1992 ALLOWS ENOUGH TIME TO DO THE RESEARCH AND GET THE MESSAGE OUT.

IT ALSO SEEMS TO ME THAT A LOT OF MISSIONARY WORK NEEDS TO BE DONE WITH LOCAL GOVERNMENT OFFICIALS TO GET AS MUCH LOCAL SUPPORT AS POSSIBLE.

OBVIOUSLY THESE FOLKS CAN DO A LOT TO HURT THE CHANCES OF THE MEASURE EVEN GETTING A FAIR HEARING.

## VIII. CONCLUSION

I AM PLEASED TO SEE THAT METRO, ESPECIALLY, IS TALKING ABOUT THIS CONCEPT.

I WOULD LIKE TO SEE THE ISSUE GO FORWARD, AND TO ASSIST IN ANY WAY POSSIBLE.

AT THIS TIME I WOULD BE GLAD TO RESPOND TO YOUR QUESTIONS.

SHARRON KELLEY  
Multnomah County Commissioner  
District 4



606 County Courthouse  
Portland, Oregon 97204  
(503) 248-5213

M E M O R A N D U M

TO: Interested Parties  
FROM: Commissioner Sharron Kelley  
RE: Update about County Demographics  
DATE: July 14, 1992

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This memo is an introductory examination of the demographics and service burdens of the three counties in the Portland metropolitan area.

1. 1989 Percentage of County Residents in Households with Incomes below the Poverty Line:

Multnomah County - 13.1%  
Clackamas County - 6.9%  
Washington County - 6.6%

Source: 1990 U.S. Census

2. Percentage of County Households with Incomes less than \$10,000:

Multnomah (1989): 15.9%  
Clackamas (1989): 9.2%  
Washington (1989): 8.2%

Source: 1990 U.S. Census

3. Percentage of County Households with Incomes less than \$15,000:

Multnomah (1989): 25.9%  
Clackamas (1989): 16.0%  
Washington (1989): 14.7%

Source: 1990 U.S. Census

4. Transfer Income (Social Security/Welfare) as a Percentage of County Income:

Multnomah County (1990) - 17.3%  
Clackamas County (1990) - 10.2%  
Washington County (1990) - 8.8%

Source: Oregon Employment Division, 1992

5. Reported Crimes in 1990 per 1000 Residents

Multnomah: 106,103/583,887 = 182  
Clackamas: 25,966/278,850 = 93  
Washington: 27,459/311,554 = 88

Source: Report of Criminal Offenses and Arrests, State Law Enforcement Data System [reported crimes]; U.S. Census, April 1, 1990 [population]

[These statistics suggest that Multnomah County human, aging and justice service budgets need to remain substantially higher than neighboring counties to meet the same levels of service needs and crime protection.]

6. Comparison of County Property Tax Bases Per Capita:

Washington County: \$46,131 (\$15.154093 billion\*/328,500 residents\*\*)  
Clackamas County: \$43,054 (\$12.429965 billion\*/288,700 residents\*\*)  
Multnomah County: \$38,876 (\$23.326063 billion\*/600,000 residents\*\*)

Sources: \* = FY 1991-1992 from county assessors; \*\* = Oregon State Data Center estimate for July 1, 1991 from newsletter dated Spring 1992

Without considering other revenue sources, this statistic suggests that Multnomah County property tax rates would need to be 19 percent higher than Washington County and 11 percent higher than Clackamas County if, hypothetically, the needs for services were equal. This statistic increases the need for higher tax rates in Multnomah County even further beyond the difference caused by the increased service burden.



7. Location of High Paying Jobs/Location of Residents with High Incomes:

Average income of Washington County jobs (1990): \$24,199  
Average income of Multnomah County jobs (1990): \$23,959  
Average income of Clackamas County jobs (1990): \$21,107

Source: Oregon Employment Division, Research and Statistics

Per capita income/Clackamas County residents (1989): \$16,360  
Per capita income/Washington County residents (1989): \$16,351  
Per capita income/Multnomah County residents (1989): \$14,462

Source: 1990 U.S. Census

Median household income - Washington County (1989): \$35,554  
Median household income - Clackamas County (1989): \$35,419  
Median household income - Multnomah County (1989): \$26,928

Source: 1990 U.S. Census

8. Percentage of County Households with Incomes of \$50,000 or greater:

Clackamas (1989): 29.9%  
Washington (1989): 29.7%  
Multnomah (1989): 18.4%

Source: 1990 U.S. Census

Percentage of County Households with Incomes of \$75,000 or greater:

Clackamas (1989): 11.3%  
Washington (1989): 10.4%  
Multnomah (1989): 6.4%

Source: 1990 U.S. Census

9. Percentage of County Workforce whose Jobs are located in Multnomah County:

Multnomah - 77.0%  
Clackamas - 37.0%  
Washington - 31.5%  
Clark - 24.6%

Source: Oregon Employment Division from 1980 U.S. Census

Conclusion: Although Multnomah County is the location of

high paying jobs, its residents have lower incomes than those of Washington and Clackamas County. Multnomah County is providing high paying jobs for many residents of Clackamas and Washington counties. While Multnomah County has measurably greater needs per capita for human services and public safety than Washington and Clackamas counties, it does not receive tax revenue commensurate with its employment base.

1566L - 75

RESOLUTION NO. 997

A RESOLUTION OPPOSING AN ADVISORY VOTE ON THE  
CONSOLIDATION OF THE THREE METRO COUNTIES, METRO,  
AND TRI-MET FOR THE NOVEMBER 1992 GENERAL ELECTION

WHEREAS, the Executive Officer of the Metropolitan Service District has proposed in Resolution 92-1650 that an advisory vote be held at the November general election on the issue of whether Clackamas, Multnomah and Washington counties, Metro, and Tri-Met should be abolished and a new county created; and

WHEREAS, the City Council has reviewed the proposed resolution and accompanying staff report; and

WHEREAS, the City of Cornelius has a number of agreements with its neighbors which reduce duplication and reduce costs, and will continue its efforts to provide quality services while conserving taxpayer dollars; and

WHEREAS, the Metro Charter Committee has not finished its work, and many people, both on and off the Committee, have invested time and energy in the charter process, and the Charter Committee should complete its work and present it to metro voters for their decision before other efforts are begun, and

WHEREAS, the proposed consolidation would have significant impacts on the citizens of Cornelius, and those impacts have not been examined; and

WHEREAS, the advisory vote would put the drafting of a Metro charter back into the hands of the state legislature, and would do so during a session in which legislators must cope with the effects of Measure 5.

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF CORNELIUS, OREGON, THAT:

Section 1. The City Council is opposed to the submission of an advisory vote as proposed by the Metro Executive Officer at the November 1992 election.

Section 2. The City Council supports and will continue to participate in efforts to make local government more efficient and effective while maintaining its accountability to its citizens.

INTRODUCED AND ADOPTED this 21st day of July, 1992.

CITY OF CORNELIUS, OREGON

By s/s Joyce Swanson  
Mayor

ATTEST

By s/s Mildred Otto  
Recorder

The Metropolitan Service District and  
Regional Service Delivery in the  
Portland Metropolitan Area

A White Paper

County Administrative Office  
Washington County, Oregon

June, 1992

## The Metropolitan Service District And Regional Service Delivery in the Portland Metropolitan Area

### INTRODUCTION

The Metropolitan Service District (Metro) Charter Committee is in the process of considering which government services might best be provided by Metro. In our view, the answer to this question is, in part, a combination of the answers to two related questions: What services ought to be provided regionally, and what is the appropriate role for Metro in regional service delivery?

Given the complexities involved, this paper does not attempt to provide definitive answers to these questions. To develop such answers would, we believe, require extensive research and analysis, and we have neither the time or resources to perform that analysis. It is our hope, however, that by putting these questions in the appropriate context, this paper can help provide an analytical framework for addressing the relevant issues.

### HISTORICAL BACKGROUND: REGIONAL GOVERNANCE AND REGIONAL GOVERNMENT

#### The Conventional Wisdom and Its Critics:

From the turn of the century through the 1970's, the conventional wisdom among urban planners and municipal reformers was that the solution to many of the problems of the nation's large metropolitan areas lay in the consolidation of all local governments in a metropolitan area into a single, large, general purpose regional government. Advocates of consolidation decried local government "fragmentation," because of what they perceived to be its inefficiency, lack of accountability, and inability to provide a coordinated response to the metropolitan area's problems.<sup>1</sup>

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<sup>1</sup> This, and much of what follows, is derived from reports prepared by the U.S. Advisory Commission on Intergovernmental Relations (ACIR). See, for example, ACIR, The Organization of Local Public Economies (Washington D.C.: ACIR, December, 1987); and ACIR, Interjurisdictional Tax and Policy Competition: Good or Bad for the Federal System (Washington D.C.: ACIR, April 1991). The ACIR provides a brief survey of the history of metropolitan governance issues in ACIR, Metropolitan Organization: The St. Louis Case (Washington D.C.: ACIR, September 1988) pp 1-6. In the late 1960's and early 1970's, some advocates of the conventional wisdom modified their position somewhat and called for a "two-tiered" system of local government - one large regional government and smaller local (almost neighborhood) governments, but no intermediate sized governments or special districts. However, according to many scholars, much of the same criticism applied to complete centralization of government applies to the two-tier system as well. See, for example, Robert C. Bish and Vincent Ostrom, Understanding Urban Government: Metropolitan Reform Reconsidered (Washington D.C.: American Enterprise Institute for Public Policy Research, December 1973) pp 12-15.

Despite its widespread acceptance among municipal reformers, however, a key feature of the conventional wisdom was that its premises were generally not supported by empirical evidence. As the U.S. Advisory Commission on Intergovernmental Relations (ACIR) noted in a recent report, one difficulty with the conventional wisdom ". . . derives from a primary emphasis on reform and action rather than inquiry and analysis. Little systematic evidence has been collected that supports the reform view." <sup>2</sup>

In part because of the lack of empirical support for the benefits of consolidation, by the 1980's the conventional wisdom came under increasing scholarly criticism. A number of studies that examined the impact of local government consolidation found that no cost savings were achieved. Other studies demonstrated that, while there could be significant economies of scale in the production of certain capital-intensive goods and services (such as sewers and mass transit), any economies of scale were exhausted very quickly when it came to most labor-intensive goods and services (such as police, public health and social services), and then diseconomies of scale set in. The existence of these diseconomies of scale meant that the larger the organization, the more costly it became to deliver these services. <sup>3</sup>

Research was also conducted on the cost-impact of "fragmentation" itself. Here the results were mixed, with some studies suggesting that fragmentation led to higher costs, and other studies suggesting just the opposite. Questions have been raised about the methodologies used in these studies, however, and, at this point, it appears that this is still an open issue. <sup>4</sup>

Another aspect of the conventional wisdom addressed by scholars was the notion that a single big government was more responsive and accountable to its citizens than multiple smaller governments. Much of the work in this area lent empirical and theoretical support to the intuitive and

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<sup>2</sup> ACIR, Metropolitan Organization: The St. Louis Case, p.2.

<sup>3</sup> For the fiscal impact of local government consolidation, see for example, ACIR, The Organization of Local Public Economics pp 32-33; J. Edwin Benton and Darwin Gamale, "City/County Consolidation and Economics of Scale: Evidence from a Time Series Analysis In Jacksonville, Florida" Social Sciences Quarterly 65 (March 1984) pp 190-98; and Bish, Ostrom, pp 85-87. For public sector economies of scale, see, for example, ACIR, The Organization of Local Public Economics, pp 10-11; ACIR, Metropolitan Organization: The St. Louis Case pp 121-122, and 161-162; Werner Z. Hirsch, Urban Economics Analysis (New York: McGraw Hill, 1973) pp231-234; Bish and Ostrom, pp 75-77; and Roger B. Parks and Ronald J. Oakerson, "Metropolitan Organization and Governance: A Local Public Economy Approach," Urban Affairs Quarterly, 25, (September, 1989), p. 19.

<sup>4</sup> See for example, ACIR, The Organization of Local Public Economics, pp 27-28; ACIR, Metropolitan Organization: The St. Louis Case, p. 3-4; Bish and Ostrom, pp 77-78; Drew A. Dolan, "Local Government Fragmentation: Does it Drive up the Cost of Government," Urban Affairs Quarterly, 26 (September, 1990), pp 28-45; and Parks and Oakerson, pp 20-21.

existential insights of those neighborhood and community groups that, beginning in the 1960's, had challenged that notion.<sup>5</sup>

Finally, work by revisionist scholars called into question the conventional wisdom that "fragmented" government is necessarily uncoordinated. Studies by the ACIR and others, that looked at how local governments actually functioned, demonstrated that a considerable amount of intergovernmental coordination, both formal and informal, goes on in most metropolitan areas.<sup>6</sup>

Driven by these findings, as well as by other considerations, various scholars and organizations, such as the ACIR, came to see the governments in a metropolitan area as being organized in a "local public economy."

#### The Organization of Local Public Economies:

In contrast to the views held by advocates of the conventional wisdom, supporters of the concept of a local public economy argued that an examination of how metropolitan areas actually function reveals that

. . . a multiplicity of general purpose and special purpose governments in a metropolitan area is not an obstacle to good government or to metropolitan governance. On the contrary, a diversity of local governments can promote key values of democratic government - namely, efficiency, equity, responsiveness, accountability, and self-governance. A multiplicity of differentiated governments does not necessarily imply fragmentation; instead, such governments, interactively linked through a variety of arrangements, can constitute a coherent local public economy.<sup>7</sup>

For those who hold this view, then, not only is "fragmentation," or as they would say diversity, in local government service delivery not a bad thing, it can be an essential element in maximizing responsiveness, accountability and efficiency in delivering those local government services.

Local public economy proponents use two key concepts to explain why this is the case: the distinction between the "provision" and "production" of services, and the difference between local government and local governance.<sup>8</sup>

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<sup>5</sup> See, for example, ACIR, Metropolitan Organization: The St. Louis Case pp 3-4.

<sup>6</sup> See, for example, Metropolitan Organization: The St. Louis Case, especially pp 154-161.

<sup>7</sup> ACIR, The Organization of Local Public Economies, p. 1.

<sup>8</sup> See, for example, ACIR, The Organization of Local Public Economies, especially pp 5-14; and ACIR, Metropolitan Organization: The St. Louis Case, especially pp 10-11.

As used in this context, "provision" refers to the act of choosing the quality, quantity and mix of services to be delivered (i.e., the tax, spend and regulatory decisions that governments make). "Production," on the other hand, refers to the way in which services are delivered (e.g., in-house production, contracting with the private sector, intergovernmental agreement).

The important point here is that provision and production are separable activities that can be linked in a variety of ways, thus permitting the use of different criteria for establishing provision and production unit boundaries or assigning specific provision and production responsibilities to particular public agencies.

According to local public economy theorists, provision unit criteria should be concerned with how best to satisfy the preferences of citizens. Thus, the primary consideration in establishing the boundaries of, or assigning service delivery responsibilities to, provision units (cities, counties, special districts) should be a community of interest with regard to whatever services are being provided by that particular unit of government. This is because, to the extent multiple communities of interest are included in the boundaries of a provision unit, a greater number of people will be dissatisfied with the services they receive (or taxes they pay). Other considerations should include fiscal equivalency (i.e., do those who pay receive the benefits), transaction costs (i.e., the marginal cost of operating each additional government unit) and the need to internalize any externalities that may be associated with a particular service.<sup>9</sup>

On the production side, on the other hand, the primary organizational criterion should be what configuration produces the good or service at least cost. In the case of production units, citizen preference or community of interest is not an issue, since these units do not necessarily make tax, spend or regulatory decisions. Instead, production units essentially contract to provide goods or services in accordance with the specifications laid out by the provision unit.

This act of contracting, as well as other intergovernmental coordination activities in a metropolitan area take place within a certain context, which scholars refer to as regional or metropolitan "governance." This metropolitan "governance," they argue, ". . . does not depend on the establishment of 'metropolitan government' that has provision and production responsibilities." Instead, regional governance consists in the choice of rules ". . . establishing an institutional framework within which patterns of provision and production emerge from the choices of local citizens and officials. The governance process includes the resolution of conflict among participants, as well as the maintenance of agreeable and equitable arrangements."<sup>10</sup>

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<sup>9</sup> See, for example, ACIR, The Organization of Local Public Economies, p. 1.

<sup>10</sup> ACIR, The Organization of Local Public Economies, p. 5; ACIR, Metropolitan Organization in the St. Louis Case.



Elements of metropolitan governance include such things as consortia for providing certain services, agreed upon spheres of influence for purposes of service delivery and annexation, intergovernmental contracting for services, joint planning efforts through councils of governments and other mechanisms, revenue sharing among jurisdictions to alleviate fiscal inequities, the role of the federal and state governments in equalizing inequities through various transfer payments, and the operation of organizations like Metro Managers.

Scholars have defined efficiency in local government service delivery as the optimal " . . . quantity and mix of government services, and the use of the least costly input mix and technology to produce that mix of government services." For local public economy advocates, a diverse array of cities, counties and special districts, with overlapping boundaries, operating within the context of a framework of regional governance is, thus, essential if a metropolitan area is to maximize efficiency in service delivery. By offering different service delivery and tax options to citizens in a region, a variety of provision units helps the region satisfy one side of the efficiency equation: delivering the optimal quantity and mix of government services. The fact that these provision units can - and do - arrange for the production of services in many different ways allows them to satisfy the second side of the efficiency equation: least cost production.<sup>11</sup>

#### Conclusion:

Most scholars agree that considerable research still needs to be done on how metropolitan areas function. There is a need to further examine such issues as economies of scale in local government service delivery, and the cost impact of "fragmentation." The local public economy model has by no means been accepted as accurate by all scholars and experts.

Nevertheless, whether or not one accepts all of the premises and conclusions incorporated in the theory of local public economies, it is evident that the situation is far more complex than is often recognized. Simplistic arguments, for example, that equate local government "fragmentation" with inefficiency need to be closely scrutinized. So, too, do claims that economies of scale - and thus cost savings - can be achieved if specific services, particularly labor intensive services, are provided by larger units of government.

The available evidence also suggests that skepticism is warranted when claims are made that regional coordination and cooperation require a regional government that provides or produces services. Certainly, the work of local public economy proponents have raised questions about the conventional wisdom's emphasis on neatness or uniformity in service delivery, often times at the expense of satisfying citizens preferences.

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<sup>11</sup> ACIR, Interjurisdictional Tax & Policy Competition: Good or Bad for the Federal System, p. 58.

On the other hand, it may well make sense to provide or produce certain services on a regional basis. There may be services for which there is a regional community of interest. Or, the cost of producing certain services may be less if they are produced regionally (even if the provision decisions are made by smaller units of government). In those cases, the local public economy model provides a useful structure for evaluating what services ought to be delivered regionally.

Finally, separate and apart from the issue of regional service provision and production, there may be a need for a regional planning and coordination agency to enhance the metropolitan area's governance process.

#### RECOMMENDATIONS

Based on the above, we would make the following recommendations related to Metro's Charter:

1. Metropolitan areas function in very complex ways. There are no easy solutions to achieving effective, efficient and responsive service delivery. What is needed in Metro's Charter is not a decision about what services should be provided regionally, but a mechanism for making those decisions.
2. Any such decision-making mechanism should provide that decisions will be made only after careful and impartial research and analysis concerning how local governments actually operate in the Portland region, and what the potential impact of changing the local governance structure would be in terms of effectiveness, efficiency and accountability. Evaluation of the potential impact of changing the regional governance structure should be based, in part, on such things as academically defensible studies of the impact of local government consolidations that have occurred elsewhere, scholarly research on economies of scale in local government service delivery, and consideration of communities of interest and public preferences (through such mechanisms as opinion surveys and elections).
3. There may well be a need in the Portland region for a regional planning/coordinating agency (like a COG) to help facilitate the regional governance process (including making decisions about service delivery responsibilities). If that is the case, Metro could either be the regional planning/coordinating agency or it could be a direct provider of certain regional services, but it should not be both. The agency fulfilling the COG role should both be, and appear to be, impartial and unbiased in its relations with other local governments. That impartiality will not exist if the regional planning/coordinating agency is also competing for service delivery responsibilities.

Portland Future Focus  
1120 S.W. Fifth Avenue  
Portland, OR 97204

July 23, 1992

Metro Council  
2000 S.W. First Avenue  
Portland, OR 97201

Reference: Agenda Item 6.4 -- Consolidation

Dear Councilors:

This letter is written on behalf of the Portland Future Focus Managing Regional Growth Committee. Portland Future Focus is a strategic plan to maintain livability in the Portland metropolitan region through an integrated planning process which protects the natural environment and open spaces, strengthens cultural programs and enhances neighborhoods. Of the four strategies for the Regional Growth Action Plan, Strategy 3 seeks to consolidate programs and services at the most appropriate level of government for taxation and delivery purposes. Specifically, Action Item 3.2 provides:

"In consultation with other governments in the region, consolidate services now delivered by Metro and the three Metropolitan counties under a single governmental unit and allocate urban functions and revenue between this unit and other local governments."

Agenda Item 6.4 seeks to provide an opportunity for citizens of the region to vote on the very issue the Portland Future Focus Growth Management Plan favors.

In considering this measure, it appears that the relevant question is not whether or not the counties, Metro and Tri-Met should be consolidated, but rather whether it is appropriate to place on the ballot at this time an advisory measure for consolidation. One of the factors involved is the effect on the Charter Review Committee, which at this time at least still has not reported out. A review of the June draft of the proposed Charter Review Committee indicates that it is a rather timid document which does not seem to take into account the fundamental dissatisfaction voters feel toward government at all levels and the extreme impacts of Ballot Measure 5 on revenue generation to staff and maintain all the levels of government we presently have.

Metro Council  
July 23, 1992 - Page 2

Recognizing that the legislature would have to deal with the consolidation question, it seems appropriate to place an advisory measure on the ballot at this time.

It appears to us advantageous at this time to place the matter on the ballot.

Yours very truly,

A handwritten signature in black ink, appearing to read "S. R. Schell". The signature is written in a cursive style with a prominent initial "S".

Steven R. Schell, Chair  
Growth Management Committee

SRS:jh  
SRS\srs40

DICK SPRINGER  
MULTNOMAH COUNTY  
DISTRICT 6

REPLY TO ADDRESS INDICATED:

- Senate Chamber  
Salem, OR 97310  
 7624 SE 13th Avenue  
Portland, OR 97202



OREGON STATE SENATE  
SALEM, OREGON  
97310

23 July 92

Metro Council  
2000 SW First Ave  
Portland, Oregon

RE: Res. 92-1650

Dear Council members:

Please support the above resolution which would ask voters to express their opinion regarding the abolition and consolidation of several existing local governments. Though there may be some dispute about cost savings and other benefits of the proposal, it's clear that our existing multi-layered structure of governments can and should be streamlined.

~~The county boundaries created over 100 years ago have no functional or logical relationship to the problems our region now faces -- transportation, land use, water, law enforcement, for example. Turf battles and small-minded parochialism consume far too much of our limited time, energy, resources, and public patience.~~

~~Access and accountability are essential, but mean little to most citizens who try to track down a different governing body if they need help for water or sewers or parks or libraries or fire/police protection. Bigger is not always better, of course, but do we really need over one hundred different jurisdictions and districts to provide services in the Metro area? I think not.~~

Please let the voters consider this issue, and let me know how I can help.

Sincerely,

Dick Springer  
State Senator



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

**DATE:** July 16, 1992

**TO:** Governmental Affairs Committee  
Interested Persons

**FROM:** Paulette Allen, Clerk of the Council *PA*

**RE:** TESTIMONY ON RESOLUTION NO. 92-1650

Mr. Don Fritz, citizen, contacted the Council Department today to express his support for Resolution No. 92-1650 because he believed in the consolidation of governmental services and improved communications between entities. He said, entering the 21st century, things could not continue to be done as if we still in the 19th century. He said police and 911 services should be consolidated.

Mr. Fritz said he hoped Tri-Met was being considered for consolidation also and expressed concern about pollution from buses fueled by diesel.

Mr. Fritz said he heard the counties were opposed to Resolution No. 92-1650, but said he believed the current system was no longer economically feasible.



# CLACKAMAS COUNTY

## Board of Commissioners

TESTIMONY ON METRO RESOLUTION 92-1650  
BY CLACKAMAS COUNTY COMMISSIONER ED LINDQUIST  
BEFORE THE METRO COUNCIL  
JULY 23, 1992

JUDIE HAMMERSTAD  
CHAIR

DARLENE HOOLEY  
COMMISSIONER

ED LINDQUIST  
COMMISSIONER

MICHAEL F. SWANSON  
CHIEF EXECUTIVE OFFICER

I am here this evening on behalf of the Clackamas County Board of Commissioners to inform you of our concerns about Resolution 92-1650 .

Public trust and honesty with the public is fundamental to any government effort. Each of us as elected officials have a legal, moral, and ethical obligation to do everything possible to maintain and to enhance the public trust. At Metro's request, the public has shown their trust by allowing the development of a charter for regional government.

Resolution 92-1650 could be considered an attempt to subvert the efforts of the charter committee. It also could be viewed as an effort to second guess the results of the Goldschmidt task force examining government duplication.

Honesty with the public requires, at the least, a change in the explanatory statement on this measure. Metro has shown no basis for the claim that a 10% reduction in operating costs will occur. It has been stated that this 10% is only a target, but the important question is how does it benefit the taxpayer?

Page 2.

Testimony - Ed Lindquist, Clackamas County

Many county sources of funding, such as the gas tax, are dedicated to a specific purpose. If we do not use them, we lose them. Failure to use these dollars does not benefit our citizens because they do not come from the property tax.

It must be emphasized also that this reduction, if it can be found, is projected for the first year only with no guarantees for the future.

Additionally, honesty with the voters requires that we state that any reduction in operating costs does not lead necessarily to a reduction in taxes. In Clackamas County, we project that for many areas, consolidation, as proposed, will increase the tax burden on our citizens. To maintain the public trust, we must inform our citizens of these facts, clearly and directly.

This issue is particularly important when we consider that the projected impact is greatest on our citizens who will not be included in the November vote because they currently live outside the MSD boundaries. These 90,000 citizens represent 1/3 of our total population. Many of them live in our hardest hit, timber dependent communities with declining property values and tax rates already at the \$10 limit.



Page 3.

Testimony - Ed Lindquist, Clackamas County

Two of our cities currently are over the limit. This proposal will push four more cities over that limit at a time when they already face declining revenues and services. Our assessor, Ray Erland, is here tonight and will present the detailed information on the tax shift that will occur under this proposal.

The timing of this proposal could not be worse. We firmly believe that the voters must be allowed to review and approve the efforts of the Charter Committee before facing a vote on consolidation. We are concerned that the addition of this measure to the November ballot will jeopardize both the Charter and the Greenspaces measure, which we have supported.

The Clackamas County Board of Commissioners would like to participate in a regional effort that truly represents the desires of the voters in the tri-county area. We want to stress that we do not object to this measure coming before the voters. Our objections are to the closed and exclusionary process by which this proposal was developed, the poor timing, the misleading ballot title, and the lack of honesty and clarity of the explanatory statement.

Page 4.

Testimony - Ed Lindquist, Clackamas County

If you remain convinced that the consolidation of government in the region is beneficial to our citizens, then we strongly suggest that a more open process involving citizens and elected officials from each county, both within and outside the MSD boundaries, is the appropriate approach.

An advisory vote at a later date, countywide, following an intensely public process and the research and development of factual, detailed information with which the voters can make an educated and informed decision would have our support. As it stands, we urge you to vote no tonight.



Above  
the  
Crowd!®

bob hennessy, CRS

July 16, 1992

Board of Commissioners  
Judie Hammerstad, Chair  
Darlene Hooley  
Ed Lindquist

Dear Commissioners:

I am unable to attend the meeting of the Governmental Affairs Committee today at 4:00 p.m. due to a previous engagement.

Therefore, I will briefly express my chagrin and concern over the attempt by Rena Duma, Lanya Collier and Metro to remove what little control we as a county have over our destiny.

County government is and I hope will remain the last bastion of sound government that is accountable and responsive to its citizens. Though it has its problems like any other organization or governmental agency, I have found over the past 12 years that I've been involved, the citizens do have the ability and skills to make changes.

My fear is that the estimates of savings are nothing more than "blue sky" predictions by someone who's real interest is to form a new "mega-regional" government that will serve her future political aspirations.

Additionally, the voters have not unanimously said to consolidate. They have said do better with less money, and until that has been shown to the taxpayer first, even talk about consolidation is irresponsible.

Further, I do not believe the citizens in Molalla, Canby, Wemme and Beavercreek want to be represented by only one or two out of nine elected councilors. History has shown that the "Power" in the Portland Metro area is controlled by the few, and Clackamas County has usually come in tied for last place.



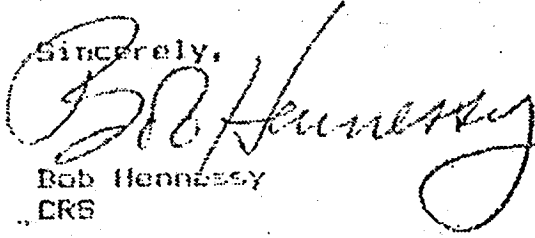
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each office independently owned and operated

Page 2

July 15, 1992

I hope this will not continue, but it most certainly will if this consolidation issue passes.

Sincerely,

A large, stylized handwritten signature in cursive script, appearing to read "Bob Hennessy". The signature is written in dark ink and is positioned to the right of the typed name.

Bob Hennessy

CRS

bh/cg

ADVISORY VOTE ON CONSOLIDATION OF METRO, TRI-MET  
AND CLACKAMAS, MULTNOMAH AND WASHINGTON COUNTIES  
METRO RESOLUTION NO. 92-1650

TESTIMONY OF COUNCILOR LESLIE LIKE,  
CITY OF BEAVERTON

16 JULY 1992

---

I AM LESLIE LIKE, CITY COUNCILOR FROM BEAVERTON. MY ADDRESS  
IS 4755 S.W. GRIFFITH DRIVE, BEAVERTON 97076.

I APPRECIATE THE OPPORTUNITY TO TESTIFY, THOUGH IN ALL  
HONESTY I WISH IT WERE NOT NECESSARY.

THE BEAVERTON CITY COUNCIL HAS ADOPTED A RESOLUTION OPPOSING  
THE PROPOSED ADVISORY VOTE. I HAVE GIVEN COPIES TO THE COMMITTEE  
CLERK, ALONG WITH COPIES OF A LETTER SIGNED BY THE MAYOR AND ALL  
MEMBERS OF THE COUNCIL. IN SUMMARY, OUR MAIN POINTS ARE THESE:

1. THE CHARTER COMMITTEE HAS NOT FINISHED ITS WORK. THE  
COMMITTEE WAS ESTABLISHED BY THE EFFORTS OF METRO AND ITS VOTERS.

IN FAIRNESS TO COMMITTEE MEMBERS, TO PARTICIPANTS IN THE  
PROCESS, AND TO VOTERS, THE METRO COUNCIL SHOULD ALLOW THE  
COMMITTEE TO FINISH ITS WORK, AND SHOULD ALLOW VOTERS TO JUDGE  
ITS PRODUCT, WITHOUT THE DISTRACTIONS AND COMPLICATIONS OF A  
COMPETING MEASURE.

IF THAT CHARTER EFFORT FAILS, EITHER IN COMMITTEE OR AT THE  
POLLS, THE METRO COUNCIL, IN COOPERATION WITH RESIDENTS AND OTHER  
LOCAL GOVERNMENTS, CAN PROCEED AS APPROPRIATE.

2. THE PURPOSE OF THE CONSTITUTIONAL AMENDMENT WHICH CREATED THE CHARTER COMMITTEE WAS TO PUT NOT ONLY THE APPROVAL OF A CHARTER TO THE RESIDENTS OF THE REGION, BUT ALSO ITS DRAFTING. THE PROPOSAL BEFORE YOU TODAY WILL PUT THE DRAFTING OF A CHARTER BACK INTO THE HANDS OF THE LEGISLATURE, AND WILL DO SO DURING A SESSION IN WHICH LEGISLATORS MUST COPE WITH THE EFFECTS OF MEASURE 5.

3. THE EFFECTS OF THE PROPOSED CONSOLIDATION HAVE NOT BEEN ANALYZED. THE EFFECTS OF A PROPOSAL SHOULD BE ANALYZED BEFORE A MEASURE IS PLACED ON THE BALLOT, NOT AFTER. BECAUSE THE EFFECTS ARE NOT KNOWN, THE METRO COUNCIL WILL BE ASKING VOTERS A QUESTION WITH NO FOCUS. ANSWERS TO SUCH A QUESTION USUALLY HAVE NO MEANING.

4. SOME CONSOLIDATIONS ARE APPROPRIATE. HOWEVER, IF THIS PROPOSAL IS DEFEATED BY A LARGE MARGIN, AS SEEMS LIKELY AT THIS POINT, IT WILL BE VERY DIFFICULT TO CONVINCe VOTERS TO TAKE FUTURE CONSOLIDATION PROPOSALS SERIOUSLY. SUCH PROPOSALS WILL BECOME LIKE PROPOSALS FOR A SALES TAX. BECAUSE THOSE HAVE BEEN DEFEATED REGULARLY BY LARGE MARGINS, THEY ARE NOT TAKEN SERIOUSLY, REGARDLESS OF THE SPECIFIC PROVISIONS IN THEM. WE DO NOT WANT GOOD CONSOLIDATION PROPOSALS TO BE DOOMED TO CONTINUAL FAILURE BECAUSE THIS ONE WAS NOT WELL DEVELOPED AND PRESENTED.

THERE ARE OTHER PROPOSALS OF REGIONAL SIGNIFICANCE WHICH ARE LIKELY TO BE AFFECTED BY THE FAILURE OF THIS CONSOLIDATION PROPOSAL. THIS POINT WAS MADE BY NEIL GOLDSCHMIDT IN HIS MEMO TO RENA CUSMA OF JULY 1. NOTING THE POSSIBILITY THAT THE MEASURE COULD BE DEFEATED, GOVERNOR GOLDSCHMIDT SAID, QUOTE, "THERE IS POTENTIAL DAMAGE TO MANY INITIATIVES OF FUTURE IMPORTANCE IF THIS HAPPENS." CLOSE QUOTE. ONE MEASURE WHICH COULD BE AFFECTED IMMEDIATELY IS THE BOND MEASURE FOR METRO GREENSPACES WHICH WILL PROBABLY BE ON THE NOVEMBER BALLOT. IT WOULD BE A GREAT SHAME IF THAT MEASURE WERE DEFEATED BECAUSE OF THE FALLOUT FROM A CAMPAIGN OVER CONSOLIDATION.

IN HIS MEMO, GOVERNOR GOLDSCHMIDT ALSO URGED MS. CUSMA TO DESIGN A PROCESS FOR HEARINGS AROUND THE REGION BEFORE PUTTING ANYTHING ON THE BALLOT. HE SAID, "IF METRO HANDLES THE MEASURE IN A COOPERATIVE, GENEROUS FASHION, THE CHANCES IT WILL PASS WILL GO UP, AND IF IT FAILS, THE DAMAGING FALLOUT WILL BE MINIMIZED." IT IS TOO BAD THAT MS. CUSMA DID NOT IMPLEMENT HIS SUGGESTION. THE METRO COUNCIL STILL HAS AN OPPORTUNITY TO DO SO.

THE CITY OF BEAVERTON STANDS READY TO ASSIST METRO WITH A "COOPERATIVE, GENEROUS" PROCESS TO PLACE WORKABLE CONSOLIDATION PROPOSALS BEFORE THE VOTERS. OUR STANDARDS FOR SUCH PROPOSALS ARE THAT THE RESULTING GOVERNMENTAL UNITS BE ABLE TO:

PROVIDE QUALITY SERVICES,  
CONSERVE TAXPAYER DOLLARS, AND  
MAINTAIN ACCOUNTABILITY TO VOTERS.

IN BEAVERTON, ACCOUNTABILITY IS AS IMPORTANT AS THE QUALITY AND COST OF SERVICES.

I HOPE WE HAVE MADE IT CLEAR: THE ISSUE IS NOT WHETHER SOME CONSOLIDATIONS MIGHT WORK BETTER FOR RESIDENTS OF THE REGION. AFTER CAREFUL ANALYSIS, IT IS LIKELY THAT SOME WILL.

THE ISSUE IS NOT WHETHER METRO RESIDENTS SHOULD VOTE ON THEIR FUTURE. THEY SHOULD -- BUT ON CAREFULLY CONSTRUCTED MEASURES.

THE ISSUE BEFORE YOU TODAY IS WHETHER THIS PROPOSAL, AT THIS TIME, WOULD BE CONSTRUCTIVE. THE BEAVERTON CITY COUNCIL BELIEVES IT WOULD NOT BE, AND WE ASK YOU TO VOTE AGAINST IT.

THANK YOU FOR YOUR ATTENTION. I WILL TRY TO ANSWER ANY QUESTIONS YOU MAY HAVE.





# City of Beaverton

13 July 1992

Governmental Affairs Committee  
Metro Council  
2000 S.W. First Avenue  
Portland, Oregon 97204

Re: Resolution No. 92-1650

Dear Councilors:

We have reviewed Resolution No. 92-1650 and the accompanying staff report. We request that the Governmental Affairs Committee not approve that resolution.

Beaverton has a number of agreements with its neighbors which reduce duplication and help keep down government costs. We are working with the Governor's Task Force on Local Government Services. We will continue our efforts to provide quality services and maintain accountability while conserving taxpayer dollars. We do not oppose consolidations which accomplish those objectives.

We do oppose Resolution No. 92-1650, and any similar proposal. Our reasons for this opposition are set forth in our Resolution No. 3170, a copy of which is attached. In addition, we would note the following:

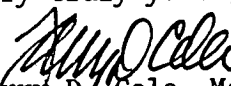
1. We do not understand the source of the promised 10 percent savings. There appears to be no data, no analysis, no experience from other parts of the country which support it. Consolidation by itself will save very little money, perhaps none.


As a result, most, if not all, of the promised savings must come from reduced service levels. That is not made clear in the proposed ballot measure. That may be an appropriate goal, but it is certainly not what is being sold in the proposal submitted by the Metro Executive Officer.

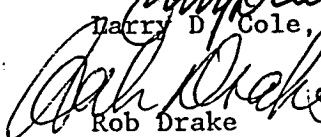
2. We believe that some kinds of consolidation are appropriate. However, if this proposal is defeated by a large margin, as seems likely at this point, it will be very difficult to convince voters to take future consolidation proposals seriously. We do not want good proposals to be doomed to continual failure because the first proposal was not well developed and presented.


Again, the issue is not whether some consolidations might work better for residents of the region. It is not whether metro residents should vote on their future. The issue is whether this proposal, at this time, would be constructive. We believe it would not be, and we ask you to vote against it.

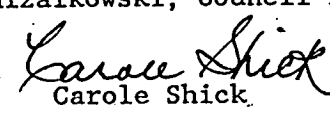
Very truly yours,

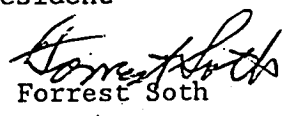
  
 Harry D. Cole, Mayor

  
 Jim Mizalkowski, Council President

  
 Rob Drake

  
 Leslie Like

  
 Carole Shick

  
 Forrest Soth

consol05

4755 S.W. Griffith Drive, P.O. Box 4755, Beaverton, OR 97076, General Information: (503) 526-2222

RESOLUTION NO. 3170

A RESOLUTION OPPOSING AN ADVISORY VOTE ON THE CONSOLIDATION OF THE THREE METRO COUNTIES, METRO, AND TRI-MET FOR THE NOVEMBER 1992 GENERAL ELECTION.

WHEREAS, the Executive Officer of the Metropolitan Service District has proposed in Resolution 92-1650 that an advisory vote be held at the November general election on the issue of whether Clackamas, Multnomah and Washington counties, Metro, and Tri-Met should be abolished and a new county created; and

WHEREAS, the City Council has reviewed the proposed resolution and accompanying staff report; and

WHEREAS, the City of Beaverton has a number of agreements with its neighbors which reduce duplication and reduce costs, and will continue its efforts to provide quality services while conserving taxpayer dollars; and

WHEREAS, the Metro Charter Committee has not finished its work, and many people, both on and off the Committee, have invested time and energy in the charter process, and the Charter Committee should complete its work and present it to metro voters for their decision before other efforts are begun, and

WHEREAS, the Metro Executive Officer did not consult with many people who would be affected by the proposed consolidation, including citizens of Beaverton and the elected and appointed officials who work on their behalf; and

WHEREAS, the proposed consolidation would have significant impacts on the citizens of Beaverton, and those impacts have not been examined; and

WHEREAS, the advisory vote would put the drafting of a Metro charter back into the hands of the state legislature, and would do so during a session in which legislators must cope with the effects of Measure 5; now, therefore

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF BEAVERTON, OREGON:

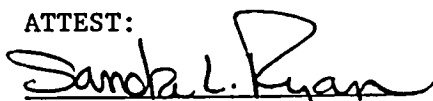
Section 1. The Council is opposed to the submission of an advisory vote as proposed by the Metro Executive Officer at the November 1992 election.

Section 2. The Council supports consolidations which are appropriate for the citizens of Beaverton, and will continue to participate in efforts to make local government more efficient and effective while maintaining its accountability to its citizens.

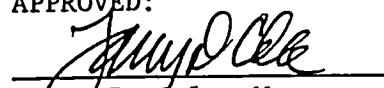
Adopted by the Council on 13 ~~June~~<sup>July</sup> 1992.

Approved by the Mayor on 14th ~~June~~<sup>July</sup> 1992.

ATTEST:

  
Sandra L. Ryan, Acting City Recorder

APPROVED:

  
Larry D. Cole, Mayor

RESOLUTION NO. 3170

consol04

# Dan Saltzman



## County Commissioner

**Statement of Dan Saltzman in Support of Metro Resolution 92-1650  
to Ask Voters to Abolish Multnomah, Washington and Clackamas Counties, Metro and  
Tri-Met, and Create a Single Consolidated Government**

July 16, 1992

As a candidate for Multnomah County Commissioner, my priorities are to reduce the cost of government by eliminating duplication of services; to fund human services in a consistent, high quality manner; and to protect prime natural resources and fulfill the vision of a greenway and a wildlife corridor from Forest Park to the coast. I believe that Resolution 92-1650, and the proposed ballot measure, are a solid step towards achieving these goals.

I also support this proposed initiative because it is simple, but bold.

It is bold in asking the bottom-line question : Shall we replace Metro, Multnomah County, Washington County, Clackamas County, and Tri-Met with one governing body that is likely to reduce the cost of government by at least 10 percent?

It is simple in its design to seek voter direction at the broadest level of policy about whether local governments should change the way we do business. If enacted, it would give momentum and direction to all the players who must come to the table and make it work.

This resolution is an attempt to truly structure a regional government to serve the current and future needs and demands of some 1.1 million people and growing; people who face the same problems wherever they live. Most metropolitan area residents care less about who delivers a service, and more that those who provide the service are accountable and cost-conscious.

In addition, the proposed ballot measure preserves the domain of cities and their neighborhoods to respond to local circumstances. The problems we all share -- water supply, transportation, corrections -- should be the responsibility of the regional body this measure seeks.

At the present time, there are task forces, commissions, and a citizens' convention all aimed at finding ways to reduce the cost of local government. My concern is that these bodies may become bogged down in the baggage of the past; looking at what's been tried before, what went wrong; or how other areas have dealt with these problems -- without finding solutions that are a suitable face lift to our region.

This initiative should be supported because it does not attempt to dust off old studies, point fingers or find blame for why past efforts have failed. It is a forward-looking step that is greatly needed.

Dana Anderson  
Marcia Atkinson  
Robert L. Bailey  
Michael Barkley  
Fay & Phil Blank  
Karen Blauer  
Phil Bogue  
Lenny Borer  
Milt Carl  
Gale Castillo  
Joe Cimino  
Gerald Cogan  
Jim & Lois Davis  
Tom Deering  
Sebastian Degens  
Lynn Dingler  
Nancy Goss Duran  
Jim Durkheimer  
Judy Erdman  
Jeffrey Farber  
Anne Kelly Feeney  
John Frewing  
David Fuks  
Norma Jean Germond  
Ted Gilbert  
Harry Glickman  
Muriel Goldman  
Paul Hathaway  
Bobby Heagerty  
Kris Heiberg  
Clifford Hockley  
Sheila Holden  
Michael C. Houck  
Kris Hudson  
Al Jubitz  
Judy Keane  
David Knowles  
Ursula K. Le Guin  
Mike Lindberg  
Ellen Lippman  
Nancy Locke  
Susan McAnulty  
Chris McClave  
Sandra McDonough  
Paddy McGuire  
Bill Naito  
Sam Naito  
Gerry Newhall  
Ann Porter  
Steve Rosenberg  
Eve Rosenfeld  
Vic Rosenfeld  
Warren Rosenfeld  
Larry Sanchez  
Lou Savage  
Susan Schreiber  
Paul Schuback  
Mildred Schwab  
Charlotte Schwartz  
Bill Scott  
Howard Shapiro  
Bing Sheldon  
Arden Shenker  
John Sherman  
Michael Sievers  
Keith Skelton  
Thelma Skelton  
Catherine Sohm  
Carl Talton  
Shirley & Hershail Tanzer  
Rena & Marv Tonkin  
George Tsongas  
Harold C. Williams  
Marty Zell  
Ron Wyden

Authorized and Paid for by Friends of Dan Saltzman

P.O. Box 80182, Portland, OR 97280 • Phone 225-9060 • 293-0414

Printed on Recycled Paper

July 16, 1992

Robert G. Stochosky  
47811 S.E. Dowling Road  
Sandy, Oregon  
President of Firwood Neighbors Citizens Planning  
Organization

I am the elected president of Firwood Neighbors CPO. and as is the case with similar organizations in Clackamas County, we work closely with the county commissioners and staff members; advising them of community concerns and providing input, when the occasion requires, on land use and planning issues. We believe that we have a good working relationship with our elected officials. The land area of our CPO is seventy one {71} square miles. The land use zones are for the most part forest and agriculture, with some limited commercial and rural residential uses.

We do not look favorably upon resolution 92-1650.  
review of this resolution generates the following comments from our Board of Directors:

1.] Ref. page 1, resolution; Passage of ballot measure 5 was an expression of voters outrage at high property taxes and should not be viewed exclusively as discontent with local government, don't overlook the fact that the largest portion of those property taxes go to support schools.

2.] Ref. page 2, resolution; The wording "will provide for at least a 10% reduction in total expenditures" is clarified in Exhibit A Summary Statement. The total expenditure reduction is now limited to the first fiscal year. Sorry folks , but this looks like smoke and mirrors to us.

3.] Ref. page 2, resolution; In our oppinion the elimination of 29 elected and 7 appointed officials and replacing them with 10 elected officials will certainly not make government more accessible and accountable. From our view this proposed resolution will increase the size and power of the beaurocracies, adding additional frustration to volunteer groups such as ours, and serve to insulate those ten elected officials from the public at large. Big government guarantees the greater empowerment and expansion of the beaurocries. Beaurocrats whose positions are usually secured by civil service rules tend to be less sensitive to the desires of local citizens.

4.] Ref. page 2, resolution; When the resolution states that this is to be submitted to the "qualified voters of the ditrict". Are we to conclude that this resolution will be subject to vote only within the MSD ? Large portions of Clackamas, Washington, and Multnomah Counties lie outside the MSD boundaries. Are the people who live in these areas to have no voice or vote on this issue ? We would suggest to you, that for any vote, advisory or otherwise, to be valid it should be a vote of all the people and all of the property within the area. Such a vote could be formulated along the lines of an LID so that more equal weight would be granted to the less densely populated areas.

Thank you for you for your time and patience



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

DATE: July 16, 1992

TO: Dick Engstrom, Deputy Executive Officer

FROM: Jennifer Sims, <sup>13</sup>Director of Finance and Management Information

RE: Election Costs

You have inquired as to the costs of adding the consolidation proposal to the November 1992 ballot. Attached is a memo, dated July 1; which describes the methodology for determining election costs. As indicated in the memo, the total cost of the election is divided by the number of voters in each jurisdiction to determine its allocable share. As long as Metro has at least one district-wide ballot measure, an additional district-wide measure would not result in significant additional costs.

JS:kc  
Attachment

c:\wp51\karen\js-memos\engstrom.js



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

DATE: July 1, 1992

TO: Jennifer Sims, Director of Finance and Management Information

FROM: Christopher Scherer, Financial Planning Manager

RE: ELECTION COST

The billing of election costs is regulated by Oregon Administrative Rules, Chapter 165, Division 20 -- Election Divisions. The methodology for determination of election cost is as follows:

1. Total County election expense is divided by total County registered voters to determine Cost per Registered Voter.
2. Cost per Registered Voter is multiplied times the number of registered voters in each Metro district that is undergoing an election to determine the district's allocable share.
3. Each district's allocable share is added together to determine Metro's election cost by County.
4. Costs are also allocated to each City but the City's costs are absorbed by the County unless such election is a special election. The costs of statewide ballot measures are borne by the State.

Questions have been asked regarding the much higher costs in Multnomah County. Apparently Multnomah County's apparatus and process result in these higher costs.

Karen Feher is preparing a complete review and analysis of this spring's election costs and the bases for Metro's allocated portion.

cc: Karen Feher



CITY OF  
**PORTLAND, OREGON**

OFFICE OF THE MAYOR

Office of  
J.E. Bud Clark, Mayor  
1220 S.W. 5th  
Portland, Oregon 97204  
(503) 823-4120

July 14, 1992

Mr. Donald E. Clark  
Chair - Public Safety Committee  
c/o METRO  
2000 S.W. First Avenue  
Portland, OR 97201

Dear Don:

I appreciate your offer to have me testify before your committee on public safety and law enforcement issues. Unfortunately your July 15 meeting is scheduled the same time as a City Council session; and Friday, July 17, I will be in Bend speaking to the Chamber of Commerce.

I did, however, want the opportunity to place the City Council's position on law enforcement and public safety on the record.

I've read with interest the comments of Chief Potter and Sheriff Skipper regarding reorganization of law enforcement functions. However, I don't believe they are the proper step at this time.

Long term, I agree with the "Willamette County" concept and believe we should push the governments in our region toward that form. The majority of the Council supports that concept, although certainly the details need to be refined.

The reorganization of general purpose governments in the region should be the driving force to reorganize law enforcement. Until the larger reorganization takes place, we would create greater inefficiencies and less accountability by spinning off police under some new elected or appointed board.

The City Council is firmly on record from our deliberations with the County last fall, that Portland and Gresham should assume all the patrolling operations in the County and the Sheriff should operate the jails and provide other specialized public safety services. This direction we believe follows Resolution A adopted by the City and the County in the mid-1980's.

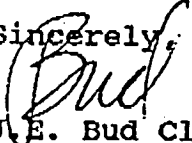
We are convinced implementation of Resolution A for law enforcement would save the taxpayers up to \$2 million per year and give us more efficient service.



Mr. Donald E. Clark  
July 14, 1992  
Page 2

Again, thank you for the opportunity to be part of your deliberations. Let me know if I can provide further information for you.

Sincerely,

  
J.E. Bud Clark  
Mayor

JEBC:dt

cc: Portland City Council  
Multnomah County Board of Commissioners  
Mayor, City of Troutdale  
Mayor, City of Wood Village  
Mayor, City of Fairview

**Charles A. Stoudt**  
**2171A SE Moores**  
**Milwaukie, Or 97222-7351**  
**(503) 654-8577**

Comments before Metro's Governmental Affairs Committee.  
July 16th, 1992.

My name is Chuck Stoudt. I am a resident of Clackamas County. I am a Doctoral student in public administration and policy in the school of Urban and Public Affairs at Portland State. My previous undergraduate and graduate education is in political science. I teach American Government and am an advisor on political campaigns. I have had a long standing interest in intergovernmental relations, particularly regional government.

I wish to make a few points. First, however, I wish to commend the Chair of this committee, the executive officer and members who are supportive of this resolution. You demonstrate a rare quality for public servants, political courage and vision. The representatives from Clackamas County and some from Washington County, by contrast, portray politics as usual playing on unwarranted fears and motivated by their own political ambition at the expense of the taxpayer.

The first point, as I am sure is clear, is that this resolution merely provides the citizens of the area with the opportunity to express their will. The question of consolidation has been bandied about since the turn of the century. The motivation then as now has been twofold: obtain economic efficiency and enhancing accountability. The resolution before you would achieve those goals.

The second point is that change is difficult. Change causes anxiety and fear. Because of the diminishing resources available to local government, both because of Measure #5 and reductions in transfer payments from federal and state sources, it is imperative that new solutions be found. Now is the time to demonstrate political courage and vision. The message of Measure #5 was not a blanket criticism of all services of all governments. It was simply an expression of a desire to reevaluate where we are, and give serious consideration to the priorities as they have incrementally developed. Again, the resolution before you is an acknowledgment of the people's will.

The final points are that elements of consolidation are in practice today and the need for regional solutions transcends the artificial and antiquated boundaries established more than a hundred years ago that only serve drive the cost of government up and suffocate rational decision making. There is a need to look to the future. Seldom in people's lives are they provided with the exciting opportunity to reconstruct their government in order to meet the needs that exist now and those that can reasonably be anticipated. Examples are: preserve the regions green spaces, replace the decrepit juvenile correctional facilities, establish a real law enforcement system with the capacity to incarcerate those convicted, anticipate and provide for the long term health needs of an aging population, develop methods of financing maintenance and repair of the region's roads, and decaying bridges, give the civil servants pride in their work by being part of a coordinated regional mission instead of isolated local jurisdictions and most importantly give citizens a chance to determine the form of government they wish while eliminating the meaningless patchwork of overlapping jurisdictions. I am confident that the savings sought exist. The present structure, as evidenced by the resistance of some elected officials, will not provide that hope for the future. While tight financial conditions often lead to greater conflict, it is time to set aside private political agenda's and look to what is best for the community as a whole.

The resolution before you presents that opportunity to the voter's. They are, I assure you, intelligent enough to decide. Let them.

CITY OF GRESHAM  
OFFICE OF THE MAYOR & CITY COUNCIL

Gussie McRobert, Mayor

Bernie Giusto, Council President

Jack Gallagher, Councilor, Position 1  
Jo Haverkamp, Councilor, Position 4

Barbara Wiggin, Councilor, Position 2  
Bernie Giusto, Councilor, Position 5

Joel Malone, Councilor, Position 3  
Jack Adams, Councilor, Position 6

July 15, 1992

Tanya Collier  
Presiding Officer  
Metropolitan Service District  
Metro Center  
2000 SW First Ave.  
Portland, Oregon 97201-5398

Dear Ms. Collier & Council Members:

The Gresham City Council has considered the proposed Metropolitan Service District Resolution No. 92-1650, which proposes an advisory vote on whether Clackamas, Multnomah and Washington Counties, Metro and Tri-Met should be abolished and a new county created. It is our position that this matter is too important an issue to rush into quickly. That the interests of the people of the Portland Region would be better served if more time is taken to evaluate this idea, as well as to educate the public about the issues involved. This is particularly pertinent given the status of the nearly completed draft Metro Charter.

Therefore, we recommend that Resolution No. 92-1650 be tabled until after July 30th in order that the Metro Charter Committee may complete its assigned task. This would allow the public an opportunity to compare both proposals, while the added time will provide a needed opening for the Region's residents to become better acquainted with the provisions of the proposed resolution.

Sincerely,



GUSSIE MCROBERT  
Mayor

C: Members of Council  
Mike Casey, Gresham City Manager  
Liberty Lane, Assistant to Gresham City Manager  
John Andersen, Office of Strategic Planning  
Marleen Sperr, Mayor and Council office

8604 S. E. 72nd Ave  
Portland, OR 97206-9411

July 13, 1992

To

Metro Council, concerning  
Consolidation Plan, NO. 92-1650

(I live in Clackamas County)  
(though Portland is in my address)  
I'm very violently opposed  
to your plan to abolish  
three counties - including  
Clackamas - to make one  
big county.

I have lived in this  
county since 1941 and don't  
want it to be abolished!!  
I want it to retain the  
county government we have  
now.

Metro has always been  
against the people. You  
are always trying to get

- more money out of us,  
trying to get more powers  
and spending money like  
water (where you don't  
have a limit on water.) You  
spent a lot to get your  
luxurious offices - I  
know you're not in there  
yet.

This is another scheme to  
get more money. Clackamas  
County and Washington  
County taxpayers would  
shoulder the cost burden!!!

If you want to abolish  
Mets, Tri-Met, Washington  
and Multnomah Counties -  
if they want to go along  
with you, fine!

But, PLEASE, leave  
Clackamas County alone! I

(3)

want us to have our own  
Clackamas County government.

In my opinion, you  
were entirely "out of line"  
when you planned all  
this without even  
consulting our Clackamas  
County government.

So, PLEASE leave Clackamas  
County out of your plan  
for Metro, Tri-Met, Washing-  
ton and Multnomah Counties.

PLEASE Clackamas County  
alone, with our own local  
County government.

Respectfully,

Leatha D. Perkins

I'm not able to come to the meetings.

Phone 774-2284

# City of GLADSTONE



July 8, 1992

Metropolitan Service District  
Governmental Affairs Committee  
2000 S. W. First Avenue  
Portland, OR 97201-5398

RE: Metropolitan Service District Resolution No. 92-1650

The Gladstone City Council has carefully evaluated Resolution No. 92-1650 introduced by Rena Cusma, Executive Officer, and Councilor Tanya Collier of the Metropolitan Service District. As you know, the resolution calls for "submitting to the voters the question of whether legislation should be adopted to authorize the voters to abolish Multnomah, Washington, and Clackamas Counties, the Metropolitan Service District, and Tri-Met, and create a single consolidated government."

Please note that the city of Gladstone's efficiency depends in part on providing services through extensive intergovernmental cooperation with Clackamas County. Consolidation of county government could significantly affect the city's ability to efficiently deliver services.

Only in response to our request did the city of Gladstone receive a copy of the resolution and a report nine days prior to this matter being considered by the Governmental Affairs Committee on July 16, 1992. Evidently this proposal was intended not to be widely distributed and subject to comment prior to its consideration by the Metro Council.

The resolution and brief report attempts to justify the proposal based generally on unsubstantiated comments regarding government consolidation. This proposal does not reflect substantive, objective and professional analysis. Such analysis may conclude that the public could benefit from consolidated government. However, the analysis could easily conclude that "bigger is not better" since smaller governmental units are closer to their constituents and therefore more capable of resolving discontent expressed through voter approval of Ballot Measure 5.

**City Hall**  
525 Portland Avenue  
Gladstone, OR 97027  
(503) 656-5223

**Municipal Court**  
525 Portland Avenue  
Gladstone, OR 97027  
(503) 656-5224

**Police Department**  
535 Portland Avenue  
Gladstone, OR 97027  
(503) 656-4253

**Fire Department**  
525 Portland Avenue  
Gladstone, OR 97027  
(503) 656-4253

**Public Library**  
135 E. Dartmouth  
Gladstone, OR 97027  
(503) 656-2411

**Senior Center**  
1050 Portland Avenue  
Gladstone, OR 97027  
(503) 655-7701

**City Shop**  
18595 Portland Avenue  
Gladstone, OR 97027  
(503) 656-7957

Metropolitan Service District  
Governmental Affairs Committee  
July 8, 1992  
Page Two . . . . .

Voters depend on their elected officials to properly evaluate all public policy issues through an open democratic process. The Gladstone City Council is seriously concerned that this proposal may reflect political and financial interests of a few individuals rather than the public interest. This is an excellent example of why Metro's Chief Executive Officer should be subject to appointment and dismissal by the Metro Council.

The Gladstone City Council is very disappointed with this poorly conceived proposal introduced by Rena Cusma and Tanya Collier and strongly recommends that it be rejected.

CITY OF GLADSTONE



Wade Byers  
Mayor



GA 7/2/92

TESTIMONY GIVEN BEFORE THE  
METROPOLITAN SERVICE DISTRICT  
on  
METROPOLITAN SERVICE DISTRICT RESOLUTION NO. 92-1650

TESTIMONY GIVEN BY: Robert D. Carnahan  
18490 S. Holly Lane  
Oregon City, OR 97045  
655-8536  
Field Section Chief, Clackamas County Fire  
District; President, North Clackamas County  
Chamber of Commerce

R.D.C.

As a citizen of Clackamas County, an employee of a unit of local government and the President of 600 member Chamber of Commerce I address you. The resolution being considered at this time is important. Efficient, cost effective governmental operations are important, however not more important than citizen involvement and participation in the governing process.

No one is in favor of wasteful governmental practices. The most cost effective and responsive form of government should be sought in any region. However a mega-county will be neither more cost-effective nor more responsive to its constituency than what Clackamas County currently has. The ballot measure has merit in that it clearly gives the voter the opportunity to say no to such a poorly fashioned attempt at social planning and governmental control. This ballot measure has more dominate appearances of political control issues than of concern for the fiscal trappings it is wrapped in. I encourage the placing of this ballot measure before the electorate. I feel that the results of such an election will show that Clackamas County voters support their county government and not the formation of a mega-county.

This measure should be defeated at the ballot box. All voters within Clackamas County should have an opportunity to participate in the election. Further, only a majority vote of any one County should result in its inclusion in a mega-county.

Clackamas County is involved in many joint ventures with other jurisdictions both within the County and region. Cost savings are being realized while at the same time responsive elected officials are providing feedback to their constituency. Perhaps it is not the most effective way to govern but citizens have more meaningful input into the governing process than would be afforded in the proposed mega-county. We are proud of our County's accomplishments and will work toward it having a meaningful future in this region.

Yes, place the measure on the ballot. Stipulate that a majority of the voters in any County must vote in the affirmative before their County would be included in a mega-county. Require that all of voters in the affected counties have a vote on this issue. Finally, applaud the voters of the region as they support their local governments in the upcoming election.

Post-It™ brand fax transmittal memo 7671		# of pages ▶ 2
To Marilyn Wall	From Rob Carnahan	
Co. For Make	Co.	
Dept Accounting	Phone #	
Fax #	Fax #	

COMMENTS

Mary Tobias  
June 30, 1992  
Lake Oswego Public Hearing

Mary Tobias said that I am not going to be here on Thursday night. I am sorry that more of our Committee is not here. I am officially resigning from the Committee, regretfully and reluctantly. It is not something that I really want to do, but it's real hard to attend meetings when I am in Eastern Europe. And I postponed that trip deliberately thinking that we would beat the July deadline. So, I don't know how much time I will have tomorrow to write a speech, so I am going to take a little bit more of your time if you will oblige me and, give to you, who are here, some of my impressions. I think I will go back in time, to July of last year, when the Timothy Lake for Washington County was held and the topic of the conference was the Metro Charter. Actually, it was not really the topic of the conference, but it became the topic of the conference by default. As you know, the participants of the conference are local, elected officials from all over cities and counties and I was invited as the head of the county's economic development agency--sort of an unofficial agency. I have participated and have been at the conference when I was the mayor of Sherwood. The cities and the counties were apprehensive at best about the Metro charter and there was a lot of conversation about what can happen and will happen and can we see that it does not happen. I think there has been a lot of lack of candor in this process. I am going to be really quite frank with you. There were turf issues. There was concern. There was apprehension. There was a very strong feeling, in my opinion, that this is another massive Metro take over--another one where it is going to come at us sideways. And believe me, after four years of experience with this agency, and a strong commitment to regional government and to Metro as the regional agency, I will tell you that what you heard from RGC tonight is true. You can doubt it, you can shake your head, you can scratch your head, but it is the truth. Things do not come to the regional table in a direct line from that agency. I feel that I had a great deal of impact at Timothy Lake last year convincing Washington County's cities and county that there was more to be gained by being part of the process--being active, being supportive, being a partner--that they had more as a county to gain than they had to lose. And that, through time, through the process, and by being there as a participant, and not waiting until the end to come in and bash and destroy and to be anti, would be in the best interest of the county and the cities and the region and the state of Oregon. And my cities bought off on that. And I think that Mike McKeever is absolutely right. They have acted in good faith. Not only did Washington County say that it is not good enough for Washington County to be pro-active, it has to be regional. It has to be the cities and county of Clackamas and the cities and county of Multnomah. It has to be everybody working together to shape the future. As you know, or some of you know, last Thursday I went to Metro to plead with the Metro council to be active, and not reactive, to be part of the process, because of the time to be part of the process is almost gone. It has almost run its course. I have talked with Rena, telling her that I am concerned about what happens to this. I think, if there is melt-down on this process, and we are not successful as a committee on shaping a document to go to the ballot at some time, the ramifications for this region, and everybody knows they'll be great, and for Metro, they will be the greatest. In my opinion, Metro has everything to lose and, in my opinion, the thing that they have the most to lose is their existence and I think that will happen to them. I have talked to the cities in my county, I did not talk to RGC, and expressed my concerns. I talked to Hardy at length to express my concern. I asked over and over again for Metro and RGC to sit down together at the same table, where they have never been through this whole process, to talk about those things that still need to be resolved to get to a document. As you know, I was quoted in the paper as saying that perhaps we are not ready for a November ballot. I am not nearly so unhopeful now as I was two weeks ago. I think that you have heard some very compelling testimony and I think that you can reach a final document. I think it would be a grave mistake not to

put something on the ballot, because it would be a big error. I urge you not to do that. Tom Walsh said tonight said to you that he's optimistic about cooperation between Metro and Tri-Met. I am not optimistic. I am furious. I am absolutely livid. I have been furious since three o'clock this afternoon when I got a call from the Portland Chamber of Commerce telling me that Rena Cusma is holding a press conference tomorrow morning to propose a three county merger and a Tri-Met/Metro merger. I have been played for a fool. I have been lied to, I have been manipulated, and I have been mistreated and abused by this government. And I am furious. And every one of you at this table ought to feel that way too. It is inappropriate, it is back-handed, it is sneaky, it is slimy. And there is not one of you here who should stand for that kind of treatment and there is not one of you here that should any longer believe that Metro is interested in a partnership. When a presiding officer of that government comes in and tells you that local government and Metro are working together and presents you with a charter that does nothing that sanctifies status quo, with one exception, I think expanding taxing authority, you have to ask yourselves what kind of partnership is this. And, what kind of government is this? That draft has been in the works, we were told, for three to six months. If that is true, that draft ought to have been before this body. You have been played for fools. I do not know about the rest of you, but I do not play games and I think you know that. I have not played games running around in little circles behind your backs. I have not been parts of little cliques. I have been at this table publicly with my position on every issue that we have addressed. I have fought fairly and cleanly for the things that I believe in. I have conceded those things where I have been in the minority and I have not tried to stab one of you in the back. How anyone could think that it is in the best interest of this region to sanctify that government and that structure that allows an executive officer to propose an entire change in the government structure of this region without even discussing with the presiding officer of that council, and then tell us that nothing is broken? That is absolutely insane. They are so enmeshed in projecting themselves from anything that might change the next meeting of the Metro council, that they are totally blind, totally blind, to the shortcomings of government or their own organization. And yet the government of our cities and our counties have come in here and said to you constantly there are things that can be done better, there are better ways to do it, we know there are, we know we have things to give up, but we believe there is a bigger purpose. And they have given up a lot. They have given up power. They have given up turf. They have given up authority. They have a process, a process mind you, that will bring people in this region to the table, and they get slapped down. Well, my friends, you have an enormous chore in front of you. It is an enormous undertaking, because Metro will fight tooth and nail to defeat you no matter what you do. They have set you up to fail. And I am truly, I am truly feed-up because I believed that they were right, and they are not.

Governmental Affairs Committee  
July 2, 1992

Testimony Transcript

Marilyn Wall  
500 NE Multnomah Ste 700  
Portland, OR 97232

Good afternoon, my name is Marilyn Wall. I live at 3385 SE Aldercrest Road in Milwaukie, Oregon. I am here in an individual capacity and as Vice President of Governmental Affairs of the North Clackamas County Chamber of Commerce. I have submitted to the clerk, who I believe has distributed to you, the written testimony of Robert D. Carnahan, who is Section Fire Chief of Clackamas County Fire District No. 1, as well as President of the Chamber.

Mr. Carnahan has authorized me to speak on behalf of the Chamber here today. The Chamber's position would be essentially that yes, this is an important issue. This is an issue that merits study and determination by the regional government in partnership with the local governments that are affected. Yes, this is an issue that should be voted on. It should be voted on by the electors of not only the region, but all of the affected areas. In our county the area that Metro serves is not co-terminus with the boundaries of the county. Tri-Met and Metro and the County are not the same. There are many different constituencies therefore, that are, or would be affected by this ordinance. The way that this ordinance is proposed, you will not know if people are voting, no they don't want any more Metro, no they don't want anymore Clackamas County, or no they don't want anymore Tri-Met. In that way alone, it is defective if your intent is to give them an option to determine that. This is not the appropriate ordinance to submit to the people on this issue.

We would recommend that this government which has planning authority and which we pay dollars to you for planning services either do one of the following or a combination of them:

You engage a task force which will do a study of it and come up with a real plan that gives us as voters the options, the dates, the costs, and what will actually come out of it. It is well intentioned, but do not throw something that is well intentioned but meaningless at the public at this time. The regional government needs to foster its responsibility, not abrogate by throwing things of this nature to the voters. Second of all, when we were looking to put a regional parks district in our county, the process that was followed proved to be beneficial and it ultimately allowed passage of that type of special district, which if any of you are familiar with Clackamas County will know passing a special district could be somewhat difficult. What they did was they first of all, talked to the people, the people who were going to be affected by this. The people who were going to pay. They called people, they said, "do you want a parks district," not, "do you

want a park or parks district," because such a simple question cannot be answered correctly. They had a list of questions and they went through it with the electors. They said, "if you want one, what are you willing to pay for it, how do want it structured, what features do you want? If you don't want one, why don't you want one and what can we do to make you want one?" They took that information, they accumulated it and they presented a ballot measure that passed. They got tax dollars for it which in itself is incredible. So, I think you have to look at using the proper method of doing this.

Don't be put-off by the Ballot Measure 5 argument. Constitutional amendment 11-11 is not about necessarily limiting government spending. What the people said is they don't want their property taxes paying for education and they don't want inefficiencies in government. This proposal will not deal with the inefficiencies of government and it will not encourage confidence in the regional government. The regional government needs to have efficiency, professionalism, and proficiency in dealing with these problems. To throw a measure that is this abbreviated at the voters is not as responsible as regional government can be with the planning abilities that it has.

To just simply say we are going to reduce expenditures 10%, what is that? We are going to reduce services 10% because those are expenditures? Are we going to reduce overhead 10% and for how long are we going to do that? That is what the flaw is in putting a question out of this nature.

I would ask that this subcommittee consider appointing a task force or doing some other studies in order to put before the voters an appropriate measure relative to this. The time is now, the Executive is correct, the time for reconsideration of consolidation of governments is here, but this is not the mechanism for doing it.

Questions followed.

Larry Derr  
2300 US Bancorp Tower  
Portland, Oregon

My name is Larry Derr. I also have been serving on the Charter Committee. The relevance of that to my remarks is the things that I have heard and some thoughts that I have formed during that year's process that I want to share with you.

I want to, well let me make it clear at the outset, I am here to urge you to leave this proposal where it belongs on the table in your committee and not out to the Council, let alone put it on the ballot. The proposal that you have before you, if you feel that it is a real proposal then you're naive. I don't think the reasons for that can be stated any more clearly than they were by Ms. Wall, your first speaker. I had no idea what she was here to say or what she was going to say but I found myself saying, yes that is

absolutely right. You can not take an issue this large and this complicated and reduce it to the measure that is described in this resolution and expect any kind of a meaningful response. Interestingly, I am perfectly convinced that the response you will get will be a resounding no. And yet, I say that you will not get a meaningful response even knowing that's the response you will get. I think you might find that if you did the homework, did come up with a proposal that told people what they were going to get if they said yes, that you might get a different answer. But you are not going to get it from this kind of a measure.

So what are the options that I see before you? To take the label of being naive if you choose to put this out to a vote, thinking that it's going to tell you anything or tell the legislature anything. Or if you're not naive then there has got to be an ulterior motive. You have heard what that ulterior motive might be. I share a concern that might be the case as well. I'm not prejudging because it's not this committee that has brought the proposal forward. You have the opportunity to decide what to do with it. But I will judge based upon what you do with this proposal.

Finally, I want to share with you the tenor of the testimony that we have heard about the role of Metro in the region and its role in the future. It covers the spectrum, there's no question about that. We have heard people who are supportive of the present role of Metro. We have heard a few, Don Clark was one of them, who sees a need for an expanded regional government in place of the counties and perhaps some of the other regional governments within the region. I'd have to say that that testimony was definitely not in the majority. We've heard a lot of testimony from people who have said, coming from a variety of directions, and a variety of backgrounds, "we don't want anymore government, get rid of Metro for us please and we will be quite happy with the result that you come out with with this Charter operation." The Charter Committee has not come up with that kind of proposal and I'm not going to debate that with you although I guess some of you don't share that view.

I want to impress upon you if you haven't been talking to people, not necessarily from Portland and Multnomah County, but from Washington and Clackamas County and particularly from a bit outside of the urban areas of those counties, that not only are they totally opposed to this kind of an idea, but they are emotionally committed, vigorously committed to it. Some of those people are ones, and we heard from a few of them, had a major role in Ballot Measure 5. They are the kind of people who have the time and the energy and the conviction to get out and do something about it at the ballot box. Frankly, what I would expect to see happen if this came out of that Committee is that those kind of people would be going to their County Commissioners. They would be saying, "now wait a minute, this is a vote that is only for those people within Metro's Districts and yet a substantial number of the voters within Washington and Clackamas Counties would be disenfranchised by this

advisory measure because they would not have a chance to vote for it." So they would say to those commissioners, "we've got to have a chance, put something on the ballot from the county," which the counties have the authority to do, and in a general election as I understand it, it isn't all that expensive. Frankly, I suspect that the measure they would like to see on the ballot would be. "Do you agree that Metro should be abolished?" Whatever the measure is, it is going to be one that is probably going to get the same kind of a negative result because it is going to be a gut reaction type of an issue, one that doesn't involve any substance.

For all of those reasons again, I would urge you, this is not the way to go about this issue.

Questions followed.





VIA FACSIMILE, 273-5552

TO: Rena Cusma  
Metro

FROM: Neil Goldschmidt

DATE: July 1, 1992

---

Given events as they have progressed since I saw you, I thought I'd follow up with a note. Since I have not consulted the members of the Task Force, these opinions are only my own. In order to feel good about how this referral will be taken, I think the following tests need to be met:

1. The metro-county measure needs to complement, not negatively impact, the Governor's refinancing efforts for schools and other public services (tax measure).
2. In order to achieve this goal, every effort must be made to avoid squabbling between your government and the counties, Tri-Met, etc.
3. As you design a hearings process, I would again urge you to invite the governments you propose would merge in the new government to sit with you in hearings around the region before Metro votes to place anything on the ballot. The hearings might indeed produce some good ideas and perspective.
4. The Task Force's charge, as I understood it from Governor Roberts, was to seek efficiencies in local government services. The task force life is short (45-90 days). We are focused on sources for near-term savings and efficiencies, and do not have either the time or resources to also study the "Willamette County" idea.
5. The presence of the "Willamette County" measure on the ballot is not an excuse for any government not to work to implement any savings we can identify. Personally, I do not see that the ballot measure would disrupt or deter our work, and therefore, I have no reason to discourage it.

6. Because it has been given little "run-up" visibility to our citizens, there is some possibility that it could be defeated on the November ballot. There is potential damage to many initiatives of future importance if this happens. If Metro handles the measure in a cooperative, generous fashion, the chances it will pass will go up, and if it fails, the damaging fallout will be minimized.

## Views

### Metro is necessary

Whether your address is Oregon City, Milwaukie, Gladstone or anywhere else in north Clackamas County, like it or not, you live in the Portland metropolitan area.

Livability issues such as traffic, pollution, water quality and quantity, affordable housing and jobs cross city boundaries.

Factors that affect these issues in Multnomah and Washington counties have a similar effect in our neck of the woods. This is especially true in unincorporated areas of Clackamas County.

A lack of housing in surrounding areas will force people into Clackamas County to find shelter. Air that is polluted in Multnomah County often drifts toward us. Heavy traffic in neighboring counties means more congestion on our streets.

We're all in this together. And we all need to come to grips with this reality in order to properly manage the awesome growth that is expected in our region.

That's why the concept of a regional government like Metro makes sense for this area.

We realize small communities like local control. And we understand Metro appears to threaten that control.

But many of the issues our local city councils, commissions and planning departments deal with today are really regional issues. These issues need to be dealt with on a regional basis, with each area having representation.

Clackamas County is represented on the Metro board. And if Metro's power in our region increases, we would expect that our representation will increase accordingly.

From a public relations standpoint, Metro has two strikes against it.

First, it is a "larger" form of government that threatens to gobble up smaller, more popular governing bodies.

Second, it's a new form of government, the likes of which this nation hasn't seen before. That doesn't play well in an age in which government is plagued by an image of being inefficient and untrustworthy.

Metro adds another layer of government to our tax rolls and must avoid duplicating services in order to be accepted. It's a unique entity and needs to have a unique function.

Other major cities in this nation such as Seattle and Los Angeles didn't have a regional government.

Now, we have people moving into our region to escape the lousy conditions, overcrowding, gridlock and lack of open space that have robbed those once desirable places of their livability.

The status quo didn't work in other metropolitan regions and it won't work here.

We need to cut new ground and a regional government is a good way to do that.

Together we can make Metro work and keep it in check at the same time.

# Consolidation plan merits close look

A new plan to consolidate the operations of Clackamas, Washington and Multnomah counties along with Tri-Met and the Metropolitan Service District is taking shape. And the usual political battle lines are being drawn.

This latest plan, unveiled last week by Metro Executive Rena Cusma and Metro Council President Jim Gardner, who represents the Dunthorpe-Riverdale area, would be an advisory vote only. Their plan to abolish all five local governments and place their operations under a new single "super" county is headed for the Nov. 3 general election ballot.

The proposal comes in the middle of debate on a new home rule charter for Metro. It is all a bit confusing, but we think voters can figure it out.

The reaction by some local politicians seems to be to swing reflexively to the defensive. Label it a power grab by Metro. Or call the timing terrible because it puts too many options before the voters. And gripe about circumventing other local government bodies.

If there is a strong and serious case to be made against the measure, then let's make it. But those arguments, by themselves, are not persuasive.

Serious questions for Clackamas County residents to examine include the impact of the plan on their tax bill. Would the combination mean a shift of tax burden from Multnomah County to Clackamas and Washington county taxpayers?

But thoughtful voters also will find plenty of improvements possible through the proposed local government merger. At all levels, we are asking governments to find ways to do more with less. This kind of consolidation may be the catalyst for spending reforms to reign in government spending in productive ways.

Start by asking what these local governments do now and where they overlap. Where the combination can merge agencies and programs, this idea should improve efficiency and service. Finding and eliminating overlap should work better under a single form of government.

A plus for consolidation is this. It offers real opportunities to preserve the positions of government service providers and programs while reducing administrative overhead. Eliminating layers of management while keeping essential services flowing is what the goal should be here.

A fair question to ask is how accountability to the public will be enhanced by consolidation. Won't a bigger government be less accountable to the public, some ask. The opposite can be true, depending on the management structure in place. A single government body, with clean lines of authority and communication, can bring about improved public service. It does require stable management and strong political leadership.

Veheement opposition to this consolidation plan comes as no surprise. But all the wrangling among local politicians shouldn't do a whole lot to influence voters. Instead, look at what the consolidation can accomplish in keeping government costs down while preserving essential services. Those are the marks voters should be judging in this debate.



# METRO

2000 SW First Avenue  
Portland, OR 97201-5398  
(503) 221-1646  
Fax 241-7417

HAND DELIVERED

July 24, 1992

Ms. Vicki K. Ervin  
Elections Director  
Multnomah County Elections  
1040 S.E. Morrison Street  
Portland, OR 97214

Executive Officer  
Rena Cusma

Metro Council

Jim Gardner  
Presiding Officer  
District 3

Judy Wyers  
Deputy Presiding  
Officer  
District 8

Susan McLain  
District 1

Lawrence Bauer  
District 2

Richard Devlin  
District 4

Edward P. Gronke  
District 5

George Van Bergen  
District 6

Ruth McFarland  
District 7

Tanya Collier  
District 9

Roger Buchanan  
District 10

Ed Washington  
District 11

Sandi Hansen  
District 12

Dear Ms. Ervin:

Re: Government Structure Ballot Measure Explanatory Statement  
(Resolution No. 92-1650A)

Enclosed please find an explanatory statement for the state Voters' Pamphlet that has been prepared by Metro's General Counsel pursuant to ORS 251.285 and Metro Code Chapter 2.10. A copy of the Code section is attached (see 2.10.050(b)).

Please cause a notice of the filing of this statement to be published on a joint basis with the required notice of filing of the ballot title. Please send the bill to this Office.

Please provide this Office with a copy of the certificate of publication.

Yours very truly,

Richard Engstrom,  
Deputy Executive Officer

dr  
1466

Enclosures



# METRO

2000 SW First Avenue  
Portland, OR 97201-5398  
(503) 221-1646  
Fax 241-7417

RECEIVED  
JUL 24 1992  
METRO SERVICE DISTRICT  
EXECUTIVE OFFICER

July 23, 1992

Executive Officer  
Rena Cusma

**Metro Council**

Jim Gardner  
Presiding Officer  
District 3

Judy Wyers  
Deputy Presiding  
Officer  
District 8

Susan McLain  
District 1

Lawrence Bauer  
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Ruth McFarland  
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Tanya Collier  
District 9

Roger Buchanan  
District 10

Ed Washington  
District 11

Sandi Hansen  
District 12

The Honorable Rena Cusma  
Executive Officer  
Metropolitan Service District  
2000 S.W. First Avenue  
Portland, OR 97201-5398


The Honorable Jim Gardner  
Presiding Officer  
Metropolitan Service District  
2000 S.W. First Avenue  
Portland, OR 97201-5398

Dear Executive Officer and Presiding Officer:

Re: Explanatory Statement for Measure Referred to Voters  
Pursuant to Resolution No. 92-1650A (New Government Structure)

Enclosed for filing pursuant to Metro Code Section 2.10.050 is an Explanatory Statement for publication in the state Voters' Pamphlet for the above-referenced measure.

Yours very truly,

  
Daniel B. Cooper,  
General Counsel

gl  
1594

Enclosure

## State Voters' Pamphlet Statement

This Ballot Measure directs the elected officials of the region to obtain legislation to put before the voters the question of whether Multnomah, Clackamas, and Washington counties, Metro, and Tri-Met should be abolished. A new replacement government would be created to take their place.

Voter approval of this measure would direct the elected officers of Metro to ask the Legislature to adopt laws which allow the people to give final approval to the replacement government through another election.

The measure sets forth standards for the replacement government. The replacement government must have a spending limit in its first year that is 10 percent less than the combined operating costs for Metro, Tri-Met, and the three counties in the year prior to the creation of the replacement government. Approval of the measure would not mandate any new taxes. Operating costs are any costs except capital items (construction, etc.), internal transfers, and payments of debt service. In fiscal year 1990-91, this amount was approximately \$650 million. The replacement government would not be able to spend more than 90 percent of the comparable amount. How to achieve the reduction in the replacement government would be the responsibility of both the Legislature and the elected officers of the replacement government.

The replacement government would have a council with no more than nine full-time councilors and a full-time executive who is not a member of the council. The councilors would be elected from districts with substantially equal population. The executive would be elected at large. The councilors and executive would replace the current 33 elected officials of four of the governments, and the seven members appointed by the Governor to the Tri-Met Board. The 33 elected officials who would be replaced are 13 Metro Councilors, 5 Multnomah County Commissioners, 5 Washington County Commissioners, 3 Clackamas County Commissioners, the Metro Executive Officer, the Multnomah County and Washington County Auditors, and the Clackamas County Clerk, Assessor, Treasurer, and Surveyor.

The replacement government would be a metropolitan county. It would not be like any other county in Oregon. The measure requires that the Legislature and voters do more than just combine the five existing governments. The replacement government must be "different" in order to achieve the result set forth in this measure.

The measure is a direction for legislation to be approved by the 1993 Legislature and subsequently voted on by the people sometime in 1993. If the legislation is approved by the Legislature and the people, the replacement government would not take on the functions of the old governments until after elections were held for the replacement government's officers. These elections would be held in 1994. The replacement government if approved would begin to function in 1995.

The measure does not address the present court systems of the three counties, including district attorneys and sheriffs. There is no required change in the court system unless the Legislature decides that there are reasons to make changes.



# METRO

2000 SW First Avenue  
Portland, OR 97201-5398  
(503) 221-1646  
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HAND DELIVERED

July 24, 1992

Ms. Vicki K. Ervin  
Elections Director  
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1040 S.E. Morrison Street  
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Ruth McFarland  
District 7

Tanya Collier  
District 9

Roger Buchanan  
District 10

Ed Washington  
District 11

Sandi Hansen  
District 12

Dear Ms. Ervin:

Re: Government Structure Ballot Measure  
Resolution No. 92-1650A

Enclosed please find the following documents necessary to file a measure for the  
General Election on November 3, 1992:

1. Metropolitan Service District Resolution No. 92-1650A adopted by  
the Metro Council on July 23, 1992, which establishes the ballot title  
for the measure election; and
2. Exhibit "A" to the above Resolution.

If you have any questions, please call me or Don Carlson, Council Administrator.

Yours very truly,

Paulette Allen,  
Clerk of the Council

dr  
1468

Enclosures



BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF SUBMITTING TO	)	RESOLUTION NO. 92-1650
THE VOTERS THE QUESTION OF	)	
WHETHER LEGISLATION SHOULD BE	)	Introduced by Rena Cusma,
ADOPTED TO AUTHORIZE THE VOTERS	)	Executive Officer, and
TO ABOLISH MULTNOMAH, WASHING-	)	Councilor Tanya Collier
TON AND CLACKAMAS COUNTIES, THE	)	
METROPOLITAN SERVICE DISTRICT,	)	
AND TRI-MET, AND CREATE A SINGLE	)	
CONSOLIDATED GOVERNMENT	)	

WHEREAS, In November of 1990 the voters of the state of Oregon, including a majority vote in the counties of Multnomah, Washington, and Clackamas, passed Ballot Measure 5 limiting property taxes; and

WHEREAS, Throughout 1991 and 1992, the print and electronic media have all editorialized about the need for government consolidation; and

WHEREAS, Locally-elected commissioners from Washington and Multnomah counties and the City of Portland have written and spoken about government consolidation; and

WHEREAS, The voters of the region have expressed their discontent with the cost of government through passage of Ballot Measure 5; and

WHEREAS, Politicians, academics, and civic leaders have expressed their opinion on government organization innumerable times; and

////

WHEREAS, There has been no opportunity to hear directly from the voters of the region on their preference for metropolitan government form; and

WHEREAS, Abolishing Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and their replacement by a single government entity will provide for at least a 10 percent reduction in total expenditures; and

WHEREAS, Abolishing Metro, Tri-Met, Multnomah, Washington, and Clackamas counties and their replacement by a single government entity would provide one elected government comprised of no more than nine full-time elected councilors and a separately-elected full-time executive to replace the existing four elected bodies and one appointed governing body consisting of 29 elected and seven appointed officials and, thus, make the new government both more accessible and more accountable to the persons it serves; and

WHEREAS, An advisory vote on abolishing existing governments and creating a consolidated entity would give metropolitan area voters the opportunity to express their views on the issues; and

WHEREAS, Pending a vote on this matter, the Council and Executive Officer should jointly prepare implementing legislation for inclusion in the District's recommended legislative agenda for the 1993 General Session of the Oregon Legislature; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District hereby submits to the qualified voters of the District the question set forth in the attached Exhibit A.
2. That the measure shall be placed on the ballot for the General election held on the 3rd day of November, 1992.

3. That the District shall cause this Resolution and the Ballot Title attached as Exhibit A to be submitted to the Elections Officer and the Secretary of State in a timely manner as required by law.
4. That the Executive Officer, working with the Council Governmental Affairs Committee, shall immediately commence preparation of implementing legislation for review and approval of the full Council to be transmitted to the 1993 General Session of the Oregon Legislature.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_\_  
day of \_\_\_\_\_, 1992.

\_\_\_\_\_  
Jim Gardner, Presiding Officer

dr  
1093

## Exhibit A

Caption: "Should Metro, Tri-Met, and Multnomah, Washington, Clackamas Counties be Abolished"

Question: "Should Voters be Authorized to Abolish Metro, Tri-Met, Multnomah, Washington, Clackamas Counties, and Create New County with 10 Percent Less Expenditures?"

Summary Statement: "Directs elected officials of region to obtain legislation to directly authorize voters to abolish Metro, Tri-Met, Multnomah, Washington, Clackamas Counties and create single county government. Vote to be held before January 1, 1994. Total expenditures for new body must be 10 percent less than existing in first fiscal year. County to have broad governmental powers with no more than nine legislators elected from districts and a separately-elected executive. All governments to continue to exist until new full-time officers elected. Courts may remain separate."

EXHIBIT A

Bond Measure for Resolution No. 92-1639A

Caption: Bonds to Save Green Spaces and Fund Parks System

Question: Shall Metro acquire green ways, parks, open space, wildlife habitat by issuing two hundred million dollars of general obligation bonds? If the bonds are approved, they will be payable from taxes on property or property ownership that are not subject to the limits of section 11b, Article XI of the Oregon Constitution.

Explanation: Permits Metro to acquire, develop, maintain and operate a regional system of parks, open space and recreation assets. Bonds will mature in 30 years. At least seventy-five percent of bond funds will buy and restore nature parks, trails and green ways. Up to twenty-five percent of bond funds may be used to help parks departments buy and improve local parks. Bond funds will not be used for parks care costs. Estimate of average yearly cost of bonds is 19 1/2 cents per one thousand dollars assessed value.

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FRED A. STICKEL, President and Publisher

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PATRICK L. MARLTON, Circulation Director

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## Abolish three counties?

*Metro executive proposes a ballot measure that would test voters' determination for change*

**D**o residents of the Portland metropolitan area really want government to quit doing business as usual?

Gov. Barbara Roberts believes so and has called upon a panel headed by former Gov. Neil Goldschmidt to recommend various changes to make government more efficient and save taxpayer dollars.

Metro Executive Rena Cusma, however, suggests that voters may want more than a few changes: They may want to change dramatically county and regional government as it exists today.

Hers would be a bold leap perhaps beyond where residents of the region want to go. Nevertheless, Measure 5's revenue restraints open a window to exactly the streamlining of metropolitan-area government Cusma and the governor are talking about.

Cusma wants the Metro Council to ask voters at the November general election if they would be willing to abolish all three counties — Multnomah, Washington and Clackamas — and Metro and Tri-Met, and replace their 29 elected and appointed policymaking officials with a nine-member elected board and executive.

A weakness of her proposal is that the ballot measure would be advisory; but that's because Metro alone cannot make the changes the measure would call for.

A risk she is willing to take is that voter-rejection could fuel opposition to Metro. On the other hand, support of the measure would only give those willing to consider a single metropol-

itan county government a statement of public sentiment to take to the Legislature.

If the Legislature were to shape a charter for the first new Oregon county created in generations, it surely would give tri-county voters the final say about their governance.

Cusma hopes that voters will look at the duplication among the five governments and see the 10 percent savings potential from consolidation that she sees. The combined budgets of the governments is nearly \$1 billion, so her projected savings would be about \$100 million. "I think consolidation can reap substantially more than that," she adds.

Real savings rarely match projected savings from government consolidations. However, more service often is delivered for the dollars spent. Taxpayers should be almost as skeptical of Cusma's figures as are the county officials who would lose their jobs if the change took place.

Cusma isn't trying to answer all the questions about replacing five governments with one. Those involving tax equity and reinforcing local control, at city or possibly neighborhood levels, for example, would be hammered out after voters determined whether they wanted to move in the direction she proposes.

Regional public-service delivery has been evolving in the Portland area for many years. Cusma's measure would ask voters if they are willing to step up that measured pace with her alternative. Measure 5's budget belt-tightening makes the answer particularly pertinent now.

concept. He said he is not opposed to that, if you can deliver. Councilor McLain cited her experience with school districts in Hillsboro, and said that people fear change.

Beaverton City Councilor Leslie Like read a statement, which is part of the record. She said the City of Beaverton has adopted a resolution opposing this measure. The Charter Committee should be allowed to finish its work. Passage of this measure would put the drafting of a regional charter in the Legislature at a time when they're concerned with tax reform. The City of Beaverton would like to assist in preparing a proposal.

Richard Brownstein spoke as a member of the committee that wrote the 1986 Portland City Club report on Regional Government in the Portland Metropolitan Area.