

Date: July 3, 1991
To: Metro Council, Executive, Staff, Interested Parties
From: Betsy Bergstein *JB*
Regarding: Charter Committee - Public Hearing #1

The Charter Committee held its first meeting Tuesday July 2 at Smith Center on the campus of Portland State University.

The full committee attended. Councilor Buchanan, Don Carlson, Dan Cooper and Betsy Bergstein attended from Metro. Mayor Bud Clark, Mayor Hohnbaum from the City of Sherwood, Teace Adams, representing the League of Women Voters and Bob Goldstein all testified.

Tom Walsh from Tri-Met, Blanche Schroeder from the Portland Chamber and various candidates for the Committee Administrator position also attended.

I'd estimate that there were approximately 25 people in the audience; I did not see any press. The meeting lasted roughly an hour and one-half.

Key points of the testimony are as follows:

- o Mayor Hohnbaum (copy of testimony attached) stated that he didn't see a need for "another layer of government."
- o Acknowledged that some public services could be provided by a regional government but that the trend nation-wide was towards smaller city-states.
- o Stated that Metro did not have a "purpose" and "need" that it was filling.
- o Proposed to disband Metro and form a regional government made up of local jurisdictions.
- o Isaac Regenstreif asked him to identify what services he felt needed a regional perspective.
- o He stated "natural resource services", eg. water.
- o Charlie Hale stated that he used "fear" in his opening remarks and ask how can we make Metro less threatening?
- o Mayor Hohnbaum responded by placing limitations on "their expansive capability" -- "how far Metro can be self-expansive."
- o He asked for structural limitations in the Charter.
- o Structural, rather than financial? Hales asked.

- o Limitations on other service areas Metro can expand into, Hornbaum responded.
- o Jon Egge asked whether he made a distinction between service delivery and policy?
- o Hornbaum responded by saying that transportation needed a regional plan and financing.
- o In response to Ned Looks query about facilities, he said "any facility where it takes one of" eg. one convention center, one memorial coliseum, etc.
- o Ron Cease stated that maybe Mayor Hornbaum was more of a regionalist than he admitted and the Mayor acknowledged he was a former student of Rep. Cease.

- o Teace Adams from the League gave a short overview (attached) and presented the Committee with the recently completed work by the League on regional government.

- o Because the League had not yet reached "consensus" on the report - they had not reviewed it, she did not want to comment.
- o The report was criticized by Ray Phelps for not having enough elected official input.

- o Mayor Clark acknowledged that the Committee had a difficult task. Stated he was for regional government but that there should only be one county serving the cities within the U.G.B.
- o The rural areas should be spun off to other counties outside of Multnomah.
- o Not a question of less government, but of more efficient government stated Mayor Clark. We have more citizen participation here than any other area in the country.
- o "The best managed cities elect the best people and it has nothing to do with the structure of government."
- o Metro needs vision, consensus, follow-thru.
- o Business community constantly tells the Mayor that it is the "cumulative effect of all the governments that hurt them."
- o Must prepare to compete in a global economy.
- o Frank Josselson asked the Mayor what can the Committee do to make a charter that would allow water, for example, to be handled regionally?
- o State what is best for the area and then try to get consensus, replied the Mayor.

**Materials following this page represent
Public Testimony**

Mr. Hardy Myers, members of the Metro Charter Commission, staff and fellow citizens; I would like to take this opportunity to share some concerns, some fears, some very partial biases as well as some hopes which are realized on my behalf as the charter committee responds to its call to perform its legislative edict. I share from the perspective of a small but rapidly developing community, and as a mayor. I do not speak for my council for I am only one of five, nor do I speak for my community as I am only one of 3,045. I do not carry any past "baggage" as to the role of metro as I have only lived within the Metro area for the past two years. My perspective which I offer, deals only with the future for our region. There are some very basic principles with which I shall begin with.

1. We (I) do not need another layer of government beyond the existing city, county, state and federal levels. The argument in the public arena that government is always increasing in size and levels of complexity does not need the added support which a super metropolitan governmental organization would provide.
2. Some public services could be more efficiently provided by a larger regional oriented organization. This does not mean that all public services can be more efficiently provided by a larger regional oriented organization. Nor does this mean that it can be assumed that any particular regional organization is capable of providing a regional oriented public service.
3. While it has always been a debated issue that larger does not necessarily mean better, there is a current trend by community planners that support the concept of small city/states which are interconnected, providing a better and healthier living environment than a "super county" with many subdivisions. It is better to be a member of a small organization which is a part of a larger organization than it is to be a subpart of a large organization.
4. If the governmental units within our region did communicate and work together on a multitude of issues related to being public services providers, there would be a more positive public perception towards all governmental units of the region. In order for this to happen the governmental units of the region have to recognize this need. This will not happen through a process of a legislative edict, to a charter committee, through a regional organization stating to the governmental units "You shall talk to one another and you will work together whether you like it or not."

Focusing on the projected role and responsibilities of Metro would be a most difficult and challenging task. At a recent Metro growth conference, the small group of which I was a member of could not even develop a definitive definition of what Metro is or does or even suppose to do. What we have here is an organization for which you and the charter committee are to develop a need or purpose for their existence. While a zoo and a urban growth boundary may provide enough reason for an organization to exist in the public perception, I surely wouldn't want to defend the current budget based on these two purposes. One could argue that in order for an organization to exist that there has to be a purpose and need. This purpose and need could be goals, a simple statement of purpose or in most public sector bodies it is referred to as a charter. This purpose and need, or charter, has to be established in concrete written form before an organization is created to address those needs. Since Metro seems to be lacking a charter, I would encourage the charter committee to disband Metro and thus provide motivation and encouragement for the cities and counties to form a regional working relationship.

This option would;

1. Eliminate the possibility of another layer of government.
2. Provide a forum for a regional dialogue as to what services self-governing units would like to share responsibilities for.
3. Maintain the smaller self-governing units of organizations.
4. Create the process of regional governing from a local level perspective in an upward moving direction rather than having "higher" authority dictate the regional governing process.

I do appreciate this opportunity to share, though I do not have all the answers or even any. The perspective I offer is all which I have to share. Thank you for your patience and I along with many others will be observing your progress as you proceed forward.



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3 July 1991

Christina Scarzello
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Chairman and Committee Members:

I am a part-time student in the Master of Urban Planning program at PSU and a neophyte at following and understanding the issues that local governments grapple with. I have participated in several public forums sponsored by Metro, including the recent Growth Conference held in the new Convention Center. I was also present at the hearing your group held last night at PSU. Like Mayor Clark, I am interested in the process you have begun and plan to participate in every way that I can.

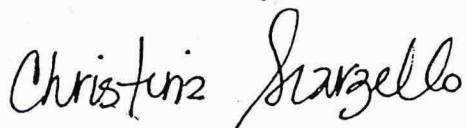
I have one comment that I'd like to pass on. Before Mayor Clark gave his testimony, I was beginning to despair about the lack of vision that our elected officials have been exhibiting. At the growth conference, we had a round table discussion as part of the afternoon session, and a predominance of Washington County officials sat at my table. Present also was a councilwoman from Gresham, a developer from Washington County and a realtor from Clackamas Co. Betsy (from Metro) and John Kelly (from LCDC) were the facilitators. After a morning of invigorating ideas presented by several premier urban planners, I suffered a dose of reality at that round table: ALL of the elected officials expressed nothing but fear and resistance to the suggestion of change, just like the mayor of Sherwood in his testimony before you. And just like your careful questioning of the mayor, these officials conceded that there were some issues best handled by a regional entity. Yet they persist in maintaining that 'we don't need another layer of government'.

I can understand the fear of change – but when the citizens of a region vote for something that makes sense ('home rule', regional government), how many times do our elected officials have to hear from us before they act?

I would like to see my elected officials put aside their fear and help this region grow and prosper in a healthy way.

I urge you to take Mayor Bud Clark's testimony to heart – it was great to hear my mayor say the only positive words I've yet heard from an elected official. My thanks to him.

Good luck! Sincerely,



Christina Scarzello

cc: Mayor Bud Clark

Distributed by Mayor Bud Clark

CHAPTER XVIII.

1851—1910.

The City Government—The Charters—The Succession of Mayors— The Present Organization—The Public Utilities—Development of the City.

The city of Portland was incorporated in the year 1851, with a charter providing a city government composed of a mayor, recorder, treasurer and marshal, and a council of nine members. But for the years 1851 and 1852, there were only five councilmen elected.

The first officers of the city were: Mayor, Hugh D. O'Bryant; recorder, W. S. Caldwell; councilmen, Robert Thompson, Shubrick Norris, George A. Barnes, Thomas G. Robinson and L. B. Hastings.

In November, 1852, a new election was held at which S. B. Marye was elected mayor, C. B. Pillow recorder, with Councilmen Shubrick Norris, Thomas Pritchard, Josiah Failing, P. A. Marquam and A. P. Dennison.

And not until the election in 1853 were all the offices filled, and the city government fully organized. In that year Josiah Failing was elected mayor; A. C. Bonnell recorder, S. S. Slater assessor, W. H. Barnhart treasurer, William Grooms, marshal; with Robert Thompson, W. S. Ladd, John H. Couch, W. P. Abrams, R. N. McLaren, R. N. Field, Charles B. Pillow, H. W. Davis and Jonas Williams for councilmen.

The mayors of the city after that were: W. S. Ladd, 1854; George W. Vaughn, 1855; James O'Neill, 1856 and 1857; L. M. Starr, 1858; S. J. McCormick, 1859; George C. Robbins, 1860; J. M. Breck, 1861; W. H. Farrar, 1862 and 1863, David Logan, for 1863 and 4, Henry Failing for 1864 and 5, and 1865 and 6, Thos. J. Holmes, for 1866 and 7, Dr. J. A. Chapman, for 1867 and 8, Hamilton Boyd for 1868 and 9, Bernard Goldsmith for 1869 and 70, and for 1870 and 71, Philip Wasserman for 1871, 72 and 3, Henry Failing for 1873 and 4, and 5, Dr. J. A. Chapman for 1875 and 6 and for 1876 and 7, W. S. Newberry for 1877 and 8, and for 1878 and 9, D. P. Thompson for 1879 and 80, and for 1880 and 81, and 1881 and 82; Dr. J. A. Chapman for 1882 and 3 and 1883 and 4, and for 1884 and 5; John Gates for 1885 and 6 and for 1886 and 7, and for 1887 and 8, and died in office; Van B. De Lashmutt 1888 and 9, W. S. Mason, 1889 and 90, George P. Frank, 1894 first mayor in new city hall. Sylvester Pennoyer, 1896, W. S. Mason, 1898 and died in office, and W. A. Story, a member of the council, was elected to fill out Mason's term, and for 1900 Harry S. Rowe was elected mayor, George H. Williams for 1902, Dr. Hary Lane for 1902 to 1905, Joseph Simon the present incumbent elected in 1909.

Since the city was first incorporated, the charter has been amended nearly every session of the legislature since 1860, and no less than five entirely new

charters enacted and put in operation. Under existing laws, ordinances can be proposed by the electors of the city, and if adopted by a majority of the voters at the city election they become an integral part of the ordinances of the city to be enforced as much as if passed by the city council.

Following, or rather yielding, to the inseparable self-interest of party government, the civil service of Portland, and of all cities has become a complex affair. That which should be a straight business proposition of securing to the city as much as practicable in faithful service for the contributions of the taxpayers, has been elaborated into an unwieldy machine, that wastes time, labor and money in endless proceedings which accomplish little for the welfare of the city. To combat the endless combination of selfish interests, and protect the public treasury from the speculations of the dishonest purveyors to public service and public improvements, official responsibility has been unwisely distributed through so many independent if not antagonistic representatives of municipal authority and action, that it has become exceedingly difficult to place the blame of neglect or wrong doing upon any agent of the city.

The city of Portland manifests its life, growth and government through an elective council of fifteen members; one from each of the ten separate wards of the city, and five from the city at large. This council is presided over by the mayor of the city, who segregates the council into twelve separate committees.

The executive arm of the city is represented by the mayor and seventy-two subordinate officers, of which the auditor, treasurer and city attorney are principal, and have a limited jurisdiction independent of the mayor. The city engineer in charge of the development work of streets, sewers, bridges and other constructions, is an appointee of the mayor, but must discharge his duties in accordance with limitations and obligations of the charter and ordinances and the acts and directions of the council and committee on streets and sewers.

The executive is farther aided, advised or restrained, as the case may be, by the executive board, which is an additional contrivance of the last adopted charter added to the government of the city to keep the council from going wrong. This executive board composed of ten citizens appointed by the mayor, and over whose deliberations the mayor acts as chairman, divided up into ten committees and to which any business of the council and acts of the council may be directly or indirectly referred for approval and execution.

In addition to these legislative and executive bodies, there is a board of health composed of three physicians and the chief of police; a park board of four citizens; a water board of three citizens; and a civil service commission; and of these additional boards, all appointed by the mayor, the mayor himself acts as a member and presiding officer.

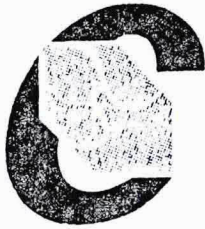
In practical operation, it results in inattention to business, or such careless attention to the city business that it is a hit or miss affair, if the right thing is ordered in any particular case. The councilmen are generally chosen on account of their local popularity in the ward to which they belong without the slightest consideration for their qualifications for the business in hand. And even if qualified and desirous of promoting the public welfare, they are all engaged in their own private business and give only an incidental and very inconsiderable attention to the public business. And being the creatures of local prejudices or favoritism, they give ear to every wind of criticism or opposition in order to please the electorate that conferred the "honor" upon them. There is, therefore, no such careful attention to the business of the city, or independent action in office as could be secured by an independent commission devoting its whole time to the city business and carefully considering every proposition from the same standpoint of the best interests of the city as would be taken by the manager of a railroad, bank, or factory seeking to promote the interests of the stockholders.

There is, therefore, in the city government a very much divided responsibility, so that it is a matter of great difficulty in locating the blame for unsatisfactory service in the administration of the city business. If the mayor was as-

sisted by a board of five men, each in charge of a separate department of the city service, similar to the organization of a railroad company or large mercantile or manufacturing company, and each held responsible for the conduct of the business of his own department, then responsibility could be attached to the person rightly subject to praise or blame.

It has long been the most agreeable delusion of the American people that "the people rule." Happily unconscious that instead of ruling "they are ruled." In the town meetings of the colonies before the American revolution, the people did rule very much in their local affairs, and for a hundred years afterward. In Oregon the provisional government was the perfect manifestation of the rule of the people; and which was largely maintained in the same spirit to the letter of the law down to the period when office holding came to be a remunerative industry. Then commenced that scheming of selfish politicians which has destroyed all political parties and made public plunder the sole object of factional rule.

To check or abolish this unpatriotic use of political power, and protect taxpayers and property holders from the corrupt schemes of contractors and office holders, the commission form of government for municipalities has been devised, and has been adopted at Galveston, Texas, Des Moines, Iowa, and other places, and is now, for the first time in Oregon, adopted by the people of Baker City, in Baker county. The experiment at Baker City will be watched with great interest.



CRRILO

**Columbia River Region Inter-League Organization
of the
LEAGUE OF WOMEN VOTERS**

MY NAME IS TEACE ADAMS REPRESENTING THE COLUMBIA RIVER REGION ORGANIZATION OF THE LEAGUE OF WOMEN VOTERS, AND APPEARING WITH ME IS OUR PRESIDENT, ADELE NEWTON . SHE IS GIVING TO EACH OF YOU A COPY OF OUR NEWLY PUBLISHED STUDY OF METRO. FOR NUMEROUS YEARS WE HAVE OBSERVED METRO AND FOR THE PAST YEAR OR SO WE HAVE BEEN ENGAGED IN A STUDY. THIS STUDY WILL BE PRESENTED TO OUR SIX LOCAL LEAGUES WHICH MAKE UP CRILLO AND CONSENSUS WILL BE REACHED BEGINNING NEXT FALL, FINALLY CONSENSUS WILL BE PREPARED BY EARLY 1992. UNTIL THAT TIME, WE CANNOT RESPOND TO YOUR REQUEST FOR COMMENT. WE ARE, HOWEVER, GIVING YOU A COPY OF OUR STUDY AND A COPY OF OUR CONSENSUS QUESTIONS WHICH WE WILL BE DISCUSSING THIS FALL. WE ASK THAT YOU READ THIS CAREFULLY BEARING IN MIND THE LEAGUE'S REPUTATION FOR PREPARING UNBIASED MATERIAL. WE HOPE THAT WE WILL HAVE AN OPPORTUNITY TO ADDRESS YOU AFTER WE HAVE REACHED CONSENSUS. THANK YOU VERY MUCH.

JULY 2, 1991