
**BALLOT MEASURE 6
GIVES GOVERNMENT
BACK TO THE PEOPLE**

**Citizens Committee for
Efficiency in Local Government
Phillip R. Bogue, Treasurer
3747 N.E. Wasco
Portland, OR 97232**

**BALLOT MEASURE 6
CAN MAKE OUR
SYSTEM
OF LOCAL
GOVERNMENT
LEANER,
MORE EFFICIENT
AND
MORE RESPONSIVE**

**If approved by the voters of
Clackamas, Multnomah and
Washington counties in the
May, 1978 Primary Election**

What We Have NOW

Five Regional Governments

1. Metropolitan Service District (MSD)
2. Columbia Region Association of Governments (CRAG)
3. Tri-Met
4. Boundary Commission
5. Port of Portland

Each plays a special governmental role in the Tri-County area, but there is no single authority requiring these agencies to coordinate individual plans.

LACK OF ACCOUNTABILITY

Not one of these governments is directly accountable to the people it serves. Not one provides for the direct election of its governing officials. Instead, functional specialists and appointed officials, free from broad political control and often times remote from citizens, are conducting the public business.

UNCOORDINATED SERVICES

This proliferation of regional agencies has resulted in duplication of some functions and has undermined comprehensive planning.

SOARING COSTS

This hodgepodge and headless system of regional governments has led to wasted tax-raised funds caused by duplicative services and uncoordinated growth of government. The combined 1975-76 budgets of these agencies totaled \$187,153,206.

What We Will Have WHEN This Ballot Measure is APPROVED

Just Two Regional Governments

1. Metropolitan Service District (MSD).
CRAG would be abolished and its functions transferred to MSD: MSD could assume the functions of Tri-Met by governing board action and the Boundary Commission by voter approval.
2. Port of Portland.

THIS COULD REDUCE THE NUMBER OF REGIONAL GOVERNMENTS FROM FIVE TO TWO WITHOUT CREATING ANY NEW LAYER OF GOVERNMENT.

DIRECT ACCOUNTABILITY

The Metro Service District will be directly responsible to the people it serves through the election of its governing body, a 12-member council from single-member districts. Councilors will be non-partisan, part-time and serve four year terms. The chief administrative officer will also be elected, on a non-partisan, at-large basis, further ensuring responsive and responsible government.

COORDINATED SERVICES

The abolishment of CRAG and the integration of these agencies under an elected governing board will eliminate duplication, promote coordinated planning and increase program effectiveness.

REDUCED COSTS

Costs will be cut by reducing the number of regional governments, improving coordination of services and eliminating duplication.

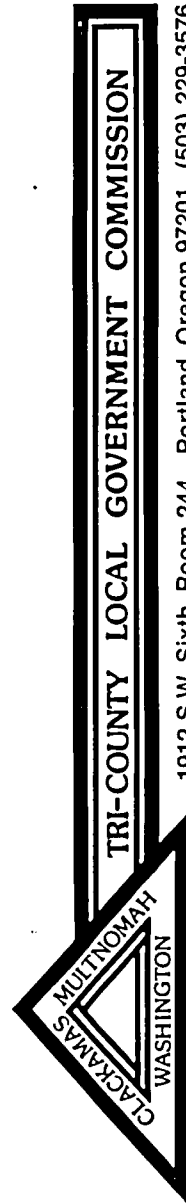
Our country was founded on the principle that government should have to seek regularly the consent of the governed and be directly accountable to them.

That's what democracy is all about!

We elect representatives to direct our city, county, state and federal governments.

Shouldn't we be able to do the same for a general-purpose Tri-County government?

The Tri-County Local Government Commission says YES!



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Democracy for the Tri-County

A Proposal for an Elected Tri-County Government

The Problem

Tri-County government, as it exists now, is a hodgepodge of special-purpose agencies. It includes the Metropolitan Service District, CRAG, Tri-Met, the Port of Portland and the Boundary Commission, with combined 1975-76 budgets totaling \$187,153,206.

Each was created to play a special role in the Tri-County area. Not one is directly accountable to the people it serves. Not one provides for the direct election of its governing officials. Instead, functional specialists and appointed officials, free from broad political control and oftentimes remote from citizens, are conducting the public's business.

To further compound the problem, there is no single authority requiring these agencies to coordinate plans or eliminate duplication. The result is a piecemeal system of regional government which undermines comprehensive planning and leads to uncoordinated growth of government and wasted tax-raised funds.

Putting It Together

The Tri-County Local Government Commission was formed in December, 1975, to study these and other local government problems in Clackamas, Multnomah and Washington counties after winning a nation-wide competition to conduct an 18-month local government reorganization project.

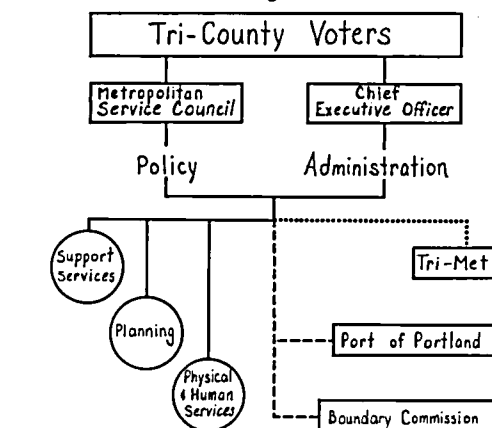
The 65-member Commission of citizens and public officials has put together a Tri-County government reorganization proposal which will be submitted to the 1977 Legislative Assembly for its consideration.

3 phases "Lined Three"
some dissent

What the Reorganization Proposal Would Do

- ★ Make the Metropolitan Service District responsible to the people by electing its policy-making officials.
- ★ Bring CRAG and Tri-Met under this elected authority.
- ★ Provide the citizens with the opportunity to add the Port of Portland and the Boundary Commission to this elected government as well, should they choose.
- ★ Give the people a 15-member Metropolitan Service District Council (MSC) elected from single-member districts in the Tri-County area.
- ★ Make our top administrative officer directly accountable to the people by electing the chief executive officer at-large.
- ★ Separate the legislative and executive powers to make each a check on the other in keeping with the American system of distinguishing between the policy-makers who frame the laws and the head administrator who enforces laws.
- ★ Stop the proliferation of special-purpose regional agencies and allow no new levels of government.
- ★ Save tax dollars by reducing the number of regional agencies, eliminating duplication and improving coordination of Tri-County services.
- ★ Put Tri-County government in a position to make regional decisions rather than having them made for us by Salem and Washington, D.C.
- ★ Facilitate communications, cooperation and coordination among all local governments by establishing an advisory committee of city and county elected officials to work with the MSC.

Tri-County Reorganization Chart



Key

- Integrated Divisions
- To Be Brought Under MSC By Council Action As Soon As Possible
- To Be Brought Under MSC, When Appropriate, If Supported By A Vote of the People

We Need Your Help

The task of reorganizing our regional agencies can't be done by the Commission alone. We need your support during the 1977 Legislative Session.

Putting the political control of our Tri-County community into the hands of the citizens and their elected representatives isn't going to be easy. It raises fears in some circles. It means taking power from some present appointed officials and their agencies. And you can bet that many will fight to protect their turf.

We must overcome inertia and the fear of change.

Legislators will want to know what you think. By lending your weight to this proposal—either as an individual or organization—we can change Tri-County government from the administration of people to the self-direction of citizens.

Don't sit this one out! It's time for an elected Tri-County government. Join in the fight to make democracy work in our Tri-County government!

The Tri-County Local Government Commission

is seeking specific concrete answers to some tough questions about government in Clackamas, Multnomah and Washington counties.

Can the services we require be provided at a price we can afford?

Can we improve our ability to determine which public services the people want?

Can we raise adequate revenues for the services we need and do it equitably?

Can we devise a system of government that is more accountable and responsive to the citizenry?

Can duplication, competition and wastefulness in government be reduced and how?

Can we restructure government to more efficiently address the areawide problems of transportation, land use, air, water and solid waste?

Can we create a system of government that attracts leaders and encourages leadership?



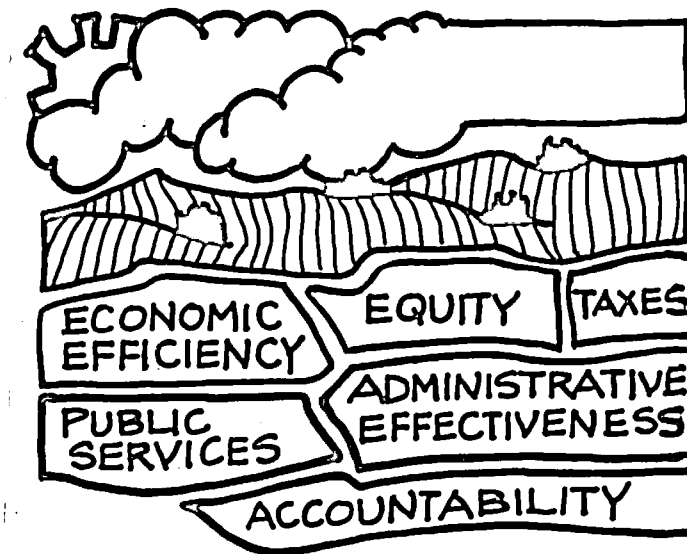
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Let's Put Together



A System of Government That Works

The Puzzle

The complex pattern of local government in the Tri-County area is the product of an evolutionary process over a half-century involving decisions both at the state and local levels. Like most U.S. urban areas, the 232 governmental entities in the Tri-County area have experienced the problems caused by urban sprawl, governmental overlap and public needs and services outstripping revenues.

In a swiftly changing world, we must have a system of government equipped to do more than throw its energies into the tasks of meeting crises. We need a system able to anticipate long-range needs and problems; develop the information and the forecasts necessary to formulate policy alternatives; and then stimulate public debate concerning the alternatives and hard trade-offs.

The fragmented system of government today is simply unequal to the task.

We need to make the system work better.

Working The Puzzle

The Tri-County Local Government Commission was formed in December, 1975, after winning a nationwide competition to become a test center for local government reorganization. The project receives two-thirds of its funding through contract with the U.S. Department of Housing and Urban Development and one-third locally from public and private sources.

The 65-member Commission of citizens and public officials is examining the existing local government in Clackamas, Multnomah and Washington counties with the objective of developing a series of patterned relationships between the neighborhoods, local governments and areawide institutions. The study will include a careful analysis of the fiscal and functional responsibilities of the various units of government in the Tri-County area.

Putting It Together

The current performance of local government—service delivery, taxation and fiscal policy, planning and policy making—will be viewed with four basic criteria in mind:

- 1) responsiveness to the citizen and the community,
- 2) efficiency and economy of performance,
- 3) equity in the financing and delivery of services, and
- 4) effectiveness in achieving public goals and objectives.

The findings of this examination will be the basis for public discussion and citizen involvement in the development of recommendations with regard to services and activities which should be centralized at the areawide level of government, functions which should be decentralized to the local and community level and those which should be shared between the various levels.

The final step will be to design and implement a workable plan.

The Stakes Are High!

Decisions are being made daily that affect the way we live and the community we live in. What use will be made of our lands, what highways will go where, what will be the quality of our social services, education and housing, the air we breathe and the water we drink—all this and much more is in a large part determined in this area by the actions of officials in 232 governmental entities.

Are you satisfied with the job that is being done?

We Need Your Help

The task of rebuilding our governmental institutions from the bottom up can't be done by 65 citizens alone. They can't put together a system of government that best meets the needs of the Tri-County citizenry without your help.

A series of public workshops will be held between May and September to determine the needs and priorities of our community and to seek the answers to the tough questions of government reorganization.

We need your answers at these workshops!

We need to know what kind of government you want and what you want from it.

If you don't help in this task, someone else will make the decisions without the benefit of your concerns and involvement. We can either create a system of government that is accountable to you or a system that is just another "big promise, no results." The choice is your's.

You can help make government work!

No New Taxes

There are no new taxes in Measure 6. Any new taxes to be imposed must first be approved by the voters. Existing revenue sources of MSD and CRAG will be continued. However, the local government dues assessment method currently employed by CRAG will be eliminated by June 30, 1981, thereby freeing the cities and counties of this financial burden. The measure includes authorization for an income tax (not to exceed 1%), but only if it is referred and receives the approval of the voters.

Orderly Transition

If approved by the voters in May, 1978, the MSD/CRAG integration would be effective January 1, 1979. Council and chief executive officer elections would be held in the 1978 general election. All rules of CRAG and MSD now in effect may be superseded or repealed by the elected Council.

Questions Often Asked about Measure 6

Will it create a new layer of government?

No. Measure 6 provides for the streamlining of area-wide government, a level of government already existing. It reduces the number of agencies in operation.

Will it increase taxes?

No. It includes no new taxes. Measure 6 will cut governmental costs by reducing the number of agencies, improving coordination of services and eliminating duplication.

Will the measure erode local control?

No. It has just the opposite effect. Through the ballot box, where control belongs, Measure 6 provides the voters the same direct control over area-wide governmental matters that they now have at every other level. Further, it applies only to activities of an area-wide impact so that current local powers of cities and counties will not be eroded. MSD would be permitted to provide local functions only if local governments wish to contract for service. And, the measure establishes an advisory committee of elected city and county officials to work with the Council.

Who developed the proposal?

The proposal was initially developed by the Tri-County Local Government Commission, a 65-member citizen committee, that was awarded a grant to study local government problems in the Portland metropolitan area. Make-up of the Commission included public officials, civic leaders, and representatives of business, labor and neighborhood organizations.

Prepared and Paid for by
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Ballot Measure 6 Reorganizes Metropolitan Service District, Abolishes CRAG

Government Must Respond to Need... And There Is Need for Measure 6

The case for Measure 6 is a classic case for democracy. Measure 6 is needed to provide the people, through the ballot box, the same control over area-wide governmental matters that they now have at every other level.

Measure 6 is also a classic case for efficiency in government. It would

take the current hodge-podge of area-wide agencies which operate without accountability to the voters and coordinate them under an elected government directly responsible to the people. Measure 6 is needed to help curb the costs of uncoordinated governmental growth.

Area-wide Government Affects Us Daily... Our Lives and Our Property

While too many are unfamiliar with the agencies involved in area-wide government, the policy-makers in that rather invisible arena are making decisions daily that affect the way we live and the community we live in. What use will be made of our lands, what highways will go where, the air we breathe and the water we drink are, in part, determined by non-elected area-wide officials.

Here's what the area-wide agencies do.

MSD (Metropolitan Service District) runs the Zoo and has authority to deal with area-wide aspects of sewers, solid waste disposal, flood control and transportation.

CRAG (Columbia Region Association of Governments) is responsible for area-wide land use planning and coordinates the federal monies involved in major area-wide activities such as transportation and water quality.

Tri-Met provides bus service and is responsible for mass transit planning.

Boundary Commission has authority over all city and special district boundary changes and water and sewage requests for unincorporated areas.

Port of Portland is responsible for air and marine transportation facilities and is involved in commerce and economic development.

AT LAST.... SOMETHING
THAT MAKES SENSE !/



What We Have Now

Each of the area-wide agencies plays a special governmental role in the Tri-County area but there is no single authority coordinating their activities.

Lack of Accountability

Not one of these governments answers directly to the people it serves. None provide for the direct election of its governing officials. Instead, functional specialists and appointed officials, free from broad political control and too often remote from citizens, conduct the public business.

Uncoordinated Services

Proliferation of area-wide agencies has resulted in duplication of some functions and has undermined comprehensive planning.

Soaring Costs

The hodge-podge evolution of area-wide government has led to wasted tax funds caused by duplication and uncoordinated growth of government. The combined 1977-78 budgets of these five agencies totaled \$248,299,927 which is nearly double Multnomah County's current budget of \$131,717,913.

What We Will Have When Measure 6 Is Approved

Local Control over Area-wide Government

Measure 6 provides for local control over area-wide agencies by making the MSD board directly elected by the people -- not appointed.

A 12-member policy-making council will be elected from single-member districts of approximately 60,000 people each. Council offices will be non-partisan and the non-salaried, part-time councilors will serve four-year terms. The Council will elect its presiding officer annually from among its members.

The election process will eliminate the conflicting loyalties officials now have between the area-wide constituency and the local jurisdictions that appoint many of them.



Commenting on the proposed election provisions, the Gresham Outlook (Dec. 27, 1976) declared, "We enthusiastically support the replacement of appointive officials by elective."

And, pointing to the need for a better balance between suburban and urban interests, the Community Press (March 2, 1977) stated, "This proposal does ... provide for more equitable representation outside the City of Portland than does the Columbia Region Association of Governments."

Direct Administrative Control

Measure 6 provides the voters direct control over the administration of area-wide programs.

A chief executive officer will be chosen by all of the voters in the district on a non-partisan basis. The executive officer will neither be a member of the Council nor have veto powers, but will be directly answerable to the voters in executing the Council's policies.

Streamlined Government

Measure 6 streamlines area-wide government by reducing the number of agencies now in operation.

It abolishes CRAG and transfers its planning function to MSD. With MSD and CRAG as the first two related but uncoordinated non-elective agencies combined under elected representation, the non-elected Tri-Met could be added at will by the newly elected Council. Whenever they desire, the voters also could include the non-elected Boundary Commission.

In addition, the area-wide land use planning process will be simplified by eliminating the duplicative, detailed local comprehensive planning function at the area-wide level.

Declared the Oregonian (Feb. 28, 1977), "It is in unifying, not fragmenting, regional planning and operating functions and having elected representatives from local districts ... that citizens are most likely to gain the equity, efficiency and responsiveness they say now are lacking in regional government."

The Oregon Journal's endorsement (June 24, 1977) similarly read, "The metropolitan layer already exists ... The measure is intended to bring all metropolitan aspects of government in the Portland area together under the elected structure."

Urban Boundaries

Measure 6 revises the MSD/CRAG boundaries to include only the urban areas of the three counties so that residents in the rural areas will be excluded.

The Ability to Tackle Future Area-wide Problems

Measure 6 recognizes that area-wide interests in water supply, parks, sports, correctional and cultural facilities and human services might be activities best served at the area-wide level in the future. It increases MSD's authority to include these functions when they are considered from an area-wide aspect. However, Measure 6 stipulates that MSD cannot assume any of these additional functions unless the voters first approve a property tax base or income tax. And, it carefully limits these functions to include only activities of an area-wide impact so that current local powers of cities and counties will not be eroded.

Tighter Controls

Measure 6 eliminates the use of the emergency clause by MSD. And, by reducing the referral and initiative signature requirements to 4% and 6% respectively, Measure 6 provides tight controls for the people over area-wide government.

State Ballot Measures

The League strives to publish unbiased, factual Ballot Measure material and to fairly present both sides of the issue. The League does not testify to the accuracy or validity of any arguments given for or against a measure, although every effort is made to diligently search for responsible statements. League prepared material begins with EXPLANATION.

BALLOT MEASURE NO. 6

BALLOT MEASURE NO. 6

BALLOT TITLE: REORGANIZES METROPOLITAN SERVICE DISTRICT, ABOLISHES CRAG

PURPOSE: (As it will appear on the ballot) Metropolitan Service District reconstituted with subdistrict election of twelve member governing council, elected executive officer, revised boundaries. Abolishes CRAG, transfers regional land use planning functions to district. Authority to assess cities expires 1981. Voters may transfer boundary commission functions to district. If voters approve income tax (1% limit) or tax base, district may assume metropolitan aspects of enumerated (recreational, correctional, library, etc.) services beyond existing functions. Authorizes local service district formation. Effective January 1, 1979.

EXPLANATION: This measure would abolish the Columbia Region Association of Governments (CRAG) and give the present Metropolitan Service District (MSD) additional functions. The new MSD boundaries would be expanded to include the Damascus-Boring and Wilsonville areas of Clackamas County. The areas of Gaston and North Plains in Washington County, and Sauvie Island and the unincorporated area of the extreme northwest corner of Multnomah County would be removed from the MSD.

FUNCTIONS: At the present time CRAG is the regional land use planning agency for all of Clackamas, Multnomah and Washington Counties. The new MSD board would review regional land use plans only for lands within its boundaries.

The MSD already is authorized to provide, on a regional basis, for sewage and solid waste disposal, flood control, transportation and the zoo. Only the zoo and solid waste disposal programs are funded. By a vote of MSD's board of directors, the MSD may take over the functions of Tri-Met and Tri-Met's taxing powers for transportation only.

If the measure passes, and if the voters later approve a property tax levy (tax base) or an income tax, the new MSD would also be authorized to provide, on a regional basis, for water supply, human services, parks and recreation, cultural facilities, libraries, and correctional facilities and programs. It could contract with local districts, cities or counties to provide these services on a local level. It could also provide these services by contract to areas outside the district. In addition, it could establish local service districts, subject to a vote of the people affected, to provide any of these services. It could require property owners to install or maintain flood control systems on streams on or bordering their lands. Finally, it could acquire water rights, not yet acquired by another person, corporation, or government unit, to provide municipal water on a regional basis.

If the measure passes, the new MSD could not acquire the property of any other governmental unit without the consent of that unit. Neither could a local government have the new MSD perform a local function without a majority of the MSD board agreeing to such action.

If the measure passes, and if the voters approve, the Portland Metropolitan Area Local Government Boundary Commission would be merged at a later date with the MSD.

GOVERNING BOARD: Currently MSD has a governing board of seven members. One represents the City of Portland; three represent each of the three counties; and three represent all the incorporated cities in each of the three counties. All are county commissioners, mayors, or city council members and are selected by their respective county commissions or city councils. On the MSD board each member has one vote.

On the CRAG board members cast weighted votes based upon the population of the counties and cities they represent. A total of forty-eight votes are allocated in the following manner:

General Members:	
City of Portland	15 votes
Multnomah County	6 votes
Other cities of Multnomah County	1 vote
Washington County	5 votes
Cities of Washington County	3 votes
Clackamas County	5 votes
Cities of Clackamas County	3 votes

General Associate Members:	
Clark County	4 votes
Cities of Clark County	2 votes
Cities of Columbia County	1 vote

At least three of the members named above must vote for a proposal before it can be approved.

Special Associate Members:	
Tri-Met	1 vote
Port of Portland	1 vote
State of Oregon	1 vote
The State of Washington is a non-voting member.	

If the measure passes, the new MSD would have a governing body of twelve councilors, with one vote each, and a nonvoting executive officer. If this measure passes, the Secretary of State would be required, within sixty days, to apportion the new MSD into twelve subdistricts on the basis of population. The Secretary of State is to give consideration to traditional communities and need not necessarily follow existing city, county, special service district or legislative district boundaries.

If the measure passes, MSD councilors could not hold any other elective office. Councilors would serve part-time, would be elected on a nonpartisan basis, and serve four years. During the November 1978 election, six would run for a four year term, and six would run for a two-year term. All terms would begin on January 1, 1979.

FUNDING: At present the MSD has funds only from a voter approved property tax levy to operate the zoo, and a combination of loans and fees for a solid waste program. The present MSD has authority to seek a tax base, but the voters have not approved one. It can issue general obligation bonds (bonds backed by a tax levy) if voters approve. The 1977 legislature gave MSD authority to issue revenue

bonds (bonds backed only by proceeds from the project to be financed) without voter approval. The 1977 legislature allowed the present MSD to fund a sports stadium, but only after voter approval.

At present CRAG assesses cities and counties at the rate of 48 cents per capita of their populations. This payment is mandatory for governments in Clackamas, Multnomah and Washington counties. CRAG also receives Federal funds.

If the measure passes it would allow the new MSD to assess cities and counties up to the rate of 51¢ per capita for interim funding. Funding from this source would end by June 30, 1981. The new MSD would have the authority to levy an income tax of up to one percent of taxable income of individuals and businesses, including non-residents who obtain income within the district. All tax measures would have to receive voter approval before they could take effect.

ARGUMENTS FOR A YES VOTE:

1. Measure No. 6 would provide for local control over area-wide government by making the MSD board directly elected by the people rather than appointed.

2. MSD councilors would be elected from equally apportioned single-member districts to assure equitable representation of urban and suburban interest.

3. Measure No. 6 would create no new layer of government. It would streamline regional government by abolishing CRAG and providing the metropolitan community the opportunity to eliminate several other existing regional agencies.

4. It would improve governmental effectiveness by placing CRAG's regional planning and MSD's service delivery functions together under one publicly elected board.

5. Measure No. 6 would cut governmental costs by reducing the number of agencies, improving coordination of services and eliminating duplication.

6. The rural areas of the three counties would be excluded from the jurisdiction of the MSD.

7. For any new taxes to be imposed, they would have to be approved by the voters before they could take effect.

ARGUMENTS FOR A NO VOTE:

1. The measure would create another level of government, even more removed from the people, that would lead to a super county.

2. Portland and Multnomah County would have most of the elected councilors and would dominate the district.

3. The district, by taking over land use planning, would divide and weaken the land use planning work that the three counties are already doing for their entire jurisdictions.

4. The district would be another taxing unit that may increase taxes.

5. Reorganization, historically, has never been documented to result in savings for governments. It has not been demonstrated that a savings would result if Measure No. 6 passes.

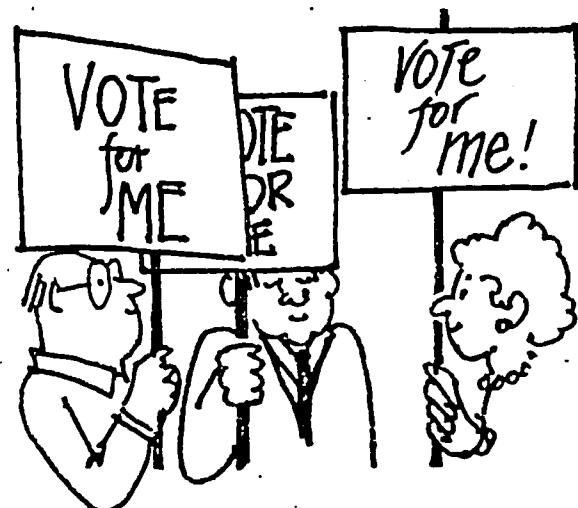
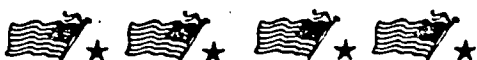
6. The measure would allow new service districts to be established in existing governmental jurisdictions, thus creating even more agencies.

7. The district would be allowed to acquire water rights to provide for municipal use of water. This could jeopardize water used for stream quality, wildlife preservation and recreation.



VOTER RESPONSIBILITY!

It is important to remember that the responsible voter votes only for the candidates and issues on which he has reached an informed decision. It is not always possible for the voter to know every candidate or to have reached a decision on each issue. Even though you may not vote on every candidate and issue, your ballot will still be counted!



①

Pleased to be here . . . appreciate the opportunity to talk to you tonight about the present and future of planning in the Portland metropolitan area.

Following Wes's most interesting remarks describing his efforts at reorganizing LCDC, I am reminded of a comment made to me recently by a fellow policy maker from back east. We were discussing the upcoming vote on the proposal to merge CRAG with the Metropolitan Service District and he said, "The favorite American pastime in Oregon seems to be restructuring government--it must be too wet for baseball."

The occasion of our conversation was the annual meeting of the National Association of Regional Councils which was held last week in Denver. Among this group which represents the over 500 regional councils across the country, CRAG is already viewed as unique. Its mandatory status is in contrast to most COG's which are organized as voluntary agencies.

Next Tuesday, the voters of the tri-county Portland metropolitan area have yet another regional decision to make in the form of Ballot Measure 6. Before I discuss the far reaching aspects of that proposal, I would like to take a few minutes to describe where CRAG has come from and where it is today.

PAST

CRAG began its work in 1966 as a voluntary association of local governments. Its formation was the result of a governmental reorganization study authorized by the 1963 Oregon Legislative Assembly.

The early CRAG placed a strong emphasis on intergovernmental coordination. Although some regional planning was conducted, the association generally pursued a policy of giving full recognition to the plans of its member jurisdictions.

This approach, of course, had several dubious advantages. It glossed over conflicts between local jurisdictions and generally kept CRAG out of the public limelight.

The association's efforts, at a minimum, managed to satisfy various federal requirements and keep grants flowing to the metropolitan area.

Yet, CRAG's low-key approach soon came under criticism from failing to address critical regional issues. The criticism heightened as the consequences of existing planning policies became more evident--farm land and other natural resources in the metropolitan area were lost at an alarming rate, new commercial centers ruined existing ones, and the costs of serving uncontrolled development skyrocketed.

By the early 1970's, a new approach to regional planning was being called for by member jurisdictions of CRAG, as well as by various citizen groups and community leaders.

PRESENT

Gradually, the metropolitan area and the State Legislature went back to the drawing boards, and, in 1974, CRAG emerged in its present form.

Much of the earlier organizational concept was retained. CRAG is still seen primarily as an association of local governments, and the decision-making authority remains in the hands of city and county elected officials, such as myself, who serve on the Board of Directors and General Assembly.

At the same time, the association took on some new aspects. First, CRAG was given the statutory mandate to prepare a regional plan and, if necessary, to require changes in existing local plans. Secondly, membership for Clackamas, Multnomah, and Washington

Counties and the Cities therein was mandated, ^{by the} the theory being that the association could not tackle controversial regional issues with the constant threat of withdrawal by members.

With its new authority, the CRAG Board of Directors has begun a cautious process of developing regional goals and objectives and a regional plan. Special task forces composed of local staff members and citizens have been charged with formulating the documents, and more extensive financial and staff resources have been committed to involvement of special interest groups, state and federal agencies, and the general public.

Following adoption of Goals and Objectives, the first element of the Regional Plan, the Land Use Framework Element was adopted in late 1976 and is now being implemented and enforced. It basically divides the region into three broad land use classifications with differing levels of intensity of development in each. One of its most significant features is the Urban Growth Boundary which separates lands set aside for rural and natural resource uses from lands appropriate for urban level development.

Today, to my knowledge, it makes the Portland metropolitan region, through CRAG, the only area in the country with an enforceable Urban Containment Boundary to guide development and planning decisions in the region.

Most recently, members of the CRAG Board and staff led by our new director (who incidently managed to reorganize with minimal staff displacement--affecting only two positions) have prepared a revised planning program for the agency which seeks to coordinate our work at the local level with the Carter Administration's National Urban Policy.

A main goal in this effort is to assure that CRAG is not simply duplicating the planning functions of our members. Right now a process is underway to better characterize regional issues as

in context
to Wis

separate and distinct from local issues. The results of our early analysis is that this subject has never been adequately dealt with on national, state or local levels.

The CRAG program reflects an intrgrated approach to solving local problems, meeting state goals and encouraging a positive and productive partnership with the federal government. We are moving on a number of fronts to achieve standards for regional management and development which consider relationships or impacts of social, economic and environmental factors. Specifically, plans and policies will be evaluated against three functional areas--shelter, income and environment. This approach not only provides us with a better planning focus, but also establishes a rationale for planning which can be better understood by the public.

Some of the specific activities underway are:

- A three year transportation systems plan using one of the most sophisticated technical processes any region has ever developed.

- A system for economic monitoring that allows us to look at the availability of land and its relationship particularly to housing supply and demand and to supporting commercial and industrial development. The data generated by this work will help us in our efforts to analyze how, for example, location decisions affect jobs and transportation or energy consumption and air quality.

- A regional housing opportunity plan following Board approved policies which makes the CRAG members elegible for additional housing assistance funds. The entire Housing Element is scheduled for adoption in late 1979.

-A program for environmental enhancement emphasizing air and water quality and energy conservation. We are scheduled to adopt the areawide "208" Plan ^{which is for sewer} in June and are looking toward stepping up our air quality work in the next fiscal year. Our approach to energy conservation has been with an eye toward developing housing energy efficiency policies which may be implemented at the local level through comprehensive plans, zoning ordinances and other means.

All of these planning activities which will form functional components of the Regional Plan are being prepared for common planning areas, land use designations, population projections and employment forecasts. As a matter of fact, whenever possible, data base information will be developed for common usage. Using this process along with the income, shelter and environment evaluation approach should provide a plan that is a truly ^{comprehensive regional development} metropolitan strategy.

FUTURE

Now to the future of CRAG.

The labors of the Tri-County Local Government Commission and the State Legislature have placed a new organizational alternative before us. Next Tuesday, May 23, the people of Clackamas, Multnomah, and Washington Counties will be asked to vote for or against a proposed reform of our metropolitan government structure. The major characteristics of the proposed structure are as follows:

1. CRAG, in its present form, would cease to exist and its planning activities would be transferred to a revised Metropolitan Service District. This does not mean that our present planning efforts would be for naught. The proposal expressly provides for continuation of existing CRAG plans and policies, unless they are overturned by the new district.

*transfer
activities*

2. In addition to its planning responsibilities, the new Metropolitan Service District ^{after a vote of those in the district} would be authorized to assume the ^{regional} metropolitan aspects of services such as sewerage, solid and liquid waste disposal, water supply, human services, parks and recreation, libraries, and correctional facilities and programs. *new*
3. The district would retain its authority to deal with public transportation and thus the potential to absorb Tri-Met's activities. *Tri-Met*
4. If approved in a special election, the district could also assume the powers of the Portland Metropolitan Area Boundary Commission. *BC*
5. Perhaps of greatest significance, the district would be directed by a different type of governing body. Twelve councilors would be elected for four-year terms from single-member districts on a nonpartisan basis. In addition, an executive officer would be elected on a district-wide basis to manage the agency. *elected*
6. The boundaries of the district would be limited to essentially the major urban or urbanizing portion of the tri-county area. Those portions of the counties not included, or Clark County, Wash. for example could enter into contracts with the district for services. *boundaries*

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I suggest that it is inaccurate to characterize the proposed district as "a new layer of government." Nor is it correct to label the proposal as nothing more than a consolidation of existing agencies.

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Most, but not all, of the powers of the new district are presently held by the existing regional agencies. The proposal does increase the number of authorized district functions, but the district's exercise of these functions is limited to the metropolitan aspects and is dependent upon voter approval of the funding.

Most significantly, the proposed district is based on a substantially different governmental concept from our present regional agencies. The policy-makers of the district would be directly accountable to the electorate. It is thought by many that this approach would enhance the responsiveness of the policy-makers, increase the visibility of the governmental entity, and generate greater public awareness and involvement in the decision-making process. Further, the new concept could eliminate the conflicting loyalties we present policy-makers have between the regional constituency and the local governments that appoint us.

While I am not here to advocate a position of the CRAG Board of Directors, I personally think the proposal is a good one.

Thank you for the opportunity to speak with you tonight---