

November 15



MULTNOMAH COUNTY OREGON

MULTNOMAH COUNTY HOME RULE CHARTER REVIEW COMMITTEE

3RD FLOOR, FORD BUILDING
2505 S.E. 11TH AVENUE
PORTLAND, OREGON 97202
(503) 248-5018

MEMBERS
Florence Bancroft
Tanya Collier
Chad Debnam
Marlene Johnsen
Penny Kennedy
Carol Kirchner, Vice-Chair
Leeanne MacColl
Roger Parsons
Ann Porter
Linda Rasmussen
Rev. Frank Shields, Chair
Paul Thalhofer
John Vogl

STAFF
Robert J. Castagna,
Project Manager
Maribeth McGowan,
Secretary

PUBLIC MEETING NOTICES

November 7, 1983

I. Tuesday, November 15, 1983
7:00 P.M.

The Portland Building
Hearing Room C
1120 S.W. 5th Avenue
Portland, Oregon 97204

Agenda

Representatives of City Governments and METRO

Commissioner Margaret Strachan, City of Portland
Rick Gustafson, Executive Officer, METRO
Fred Carlson, Fairview City Council
Bruce Etlinger, METRO Council, District 10
Sharron Kelley, METRO Council, District 7
Gary Hansen, METRO Council, District 12
Nancy Standley, Chair, Planning Commission, Maywood Park
Committee Business: Approval of Minutes of 11/2/83

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II. Tuesday, November 22, 1983
4:00 P.M.

Ford Building
Third Floor Conference Room
2505 S.E. 11th Avenue
Portland, Oregon 97202

SUBCOMMITTEE ON THE AUDITOR'S OFFICE

Agenda

Steven Schell, Chair, Citizens Advisory Task Force
to Portland City Auditor
Hank Miggins, Deputy Auditor, Multnomah County
Jewel Lansing, Portland City Auditor
Elaine Cogan, Cogan & Associates
Ross Hall, former Comptroller, Multnomah County

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III. Tuesday, November 29, 1983--GENERAL PUBLIC HEARING
7:00 P.M.

Wilson High School
1151 S.W. Vermont
Portland, Oregon

AN EQUAL OPPORTUNITY EMPLOYER

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Charter Review Committee
2505 SE 11th Avenue
Portland, OR 97202



OREGON NATIONAL ARCHIVES



CITY OF

PORTLAND, OREGON

COMMISSIONER OF PUBLIC UTILITIES

Margaret D. Strachan, Commissioner

1220 S.W. 5th

Portland, Oregon 97204

(503) 248-4151

TESTIMONY to the Multnomah County Charter Review Committee
Margaret D. Strachan, Commissioner of Public Utilities
November 15, 1983

GOOD EVENING.

LET ME SAY AT THE OUTSET THAT I HAVE LOOKED AT YOUR PRELIMINARY WORK PLAN AND THOUGHT ABOUT THE VARIOUS ISSUES YOU FACE AND THE POLITICAL DIMENSIONS OF YOUR WORK...AND I HAVE CONCLUDED THAT YOU HAVE ONE HECK OF A JOB TO DO!

I'M SORRY TO SAY THAT I DO NOT HAVE ALL OF THE ANSWERS FOR YOU. BUT I HOPE THAT I CAN HELP YOU PUT YOUR TASK INTO PERSPECTIVE. BECAUSE I BELIEVE THAT, WHEN ALL IS SAID AND DONE, THERE ARE NUMEROUS MODELS FOR A MAJOR URBAN COUNTY GOVERNMENT THAT COULD BE SUCCESSFUL HERE. WHAT IS MOST IMPORTANT IS THAT THE MULTNOMAH COUNTY GOVERNMENT THAT COMES OUT OF THIS PROCESS BE A STABLE, RELIABLE GOVERNMENT. BY STABLE, I MEAN THAT ITS CHARTER--ITS BASIC FORM OF GOVERNANCE--WILL BE FASHIONED IN SUCH A WAY THAT IT WILL WITHSTAND THE VARIOUS TESTS OF TIME THAT MOST CERTAINLY WILL ARISE.

MULTNOMAH COUNTY GOVERNMENT CANNOT CONTINUE TO BE A TINKER TOY FOR PUBLIC OFFICIALS, OR CITIZENS, OR SPECIAL INTERESTS. IT CANNOT, EVERY SO MANY MONTHS OR YEARS, HAVE ITS BASIC CONSTITUTION CHANGED. QUALITY IN GOVERNMENT, CONSISTENCY IN PUBLIC POLICY, RATIONAL PLANNING, EFFICIENCY IN GOVERNMENT, EFFECTIVE INTERGOVERNMENTAL RELATIONS--NONE OF THESE CHARACTERISTICS CAN BE ACHIEVED IF THE GOVERNMENT ITSELF IS NOT STABLE. THE WAY TO MEASURE YOUR SUCCESS IS NOT SIMPLY BY HOW YOUR CHARTER PROPOSALS COMPARE WITH OTHER MODERN FORMS OF GOVERNMENT, BUT HOW LONG THEY WILL ENDURE.

LORD KNOWS THAT PORTLAND CITY GOVERNMENT IS NOT A MODERN FORM OF GOVERNMENT.

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YOUR FINAL DETERMINATION MUST BE: WILL IT LAST? NOT SO MUCH HOW IT WILL WORK, BUT WILL IT GIVE THE CITIZENS OF THIS COUNTY GOOD, LONG SERVICE? THEREFORE, I THINK YOU MUST ENGAGE IN THE BROADEST PUBLIC PROCESS TO ENSURE THAT ALL VIEWS IN OUR COMMUNITY ARE BROUGHT TO YOUR ATTENTION. YOUR PRELIMINARY WORK PLAN DEMONSTRATES A COMMITMENT TO PUBLIC INVOLVEMENT, AND I HOPE THAT YOU CARRY THAT COMMITMENT FORWARD WITH GREAT VIGOR AND DETERMINATION. YOU MUST, BY NEXT AUGUST, SUBMIT TO THE VOTERS A PACKAGE THAT HAS BROAD PUBLIC APPEAL AND CAN GENERATE A BROAD PUBLIC CONSENSUS AND -- MOST IMPORTANTLY -- CAN WITHSTAND AN INEVITABLE ATTACK.

HAVING SAID ALL OF THAT, I DO HAVE A FEW PERSONAL BIASES THAT I WANT TO DISCUSS WITH YOU, BOTH AS A CITIZEN AND AS AN ELECTED OFFICIAL OF THE CITY OF PORTLAND. I SHOULD NOTE THAT MY PORTFOLIO OF ADMINISTRATIVE RESPONSIBILITIES TIES ME CLOSELY TO THE COUNTY GOVERNMENT. WITHIN MY PURVUE ARE TWO CITY-COUNTY COMMISSIONS, OUR HUMAN RESOURCES AND HEALTH CARE ACTIVITIES, AND OTHER CITY-COUNTY ACTIVITIES. IT DOES NOT SERVE THE CITY'S INTEREST, NOR THE COUNTY'S, IF THE POLITICAL AND ADMINISTRATIVE DYNAMICS OF COUNTY GOVERNMENT CHANGE ON A REGULAR BASIS.

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THE FIRST HAS TO DO WITH THE GOVERNING BODY FOR COUNTY GOVERNMENT.

I BELIEVE THAT THERE IS A SUFFICIENT WORK LOAD TO JUSTIFY FIVE FULL-TIME COUNTY COMMISSIONERS. I BELIEVE THAT FIVE IS THE RIGHT NUMBER OF COMMISSIONERS IN THAT CONTEXT.

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I WOULD RECOMMEND A MINIMUM NUMBER OF ELECTED OFFICIALS. WHILE IT MAY BE APPROPRIATE TO HAVE AN ELECTED SHERIFF IN COUNTY GOVERNMENT, I DO NOT BELIEVE THAT YOU SHOULD HAVE AN ELECTED DISTRICT COURT CLERK, ELECTED COUNTY CLERK OR ELECTED TAX ASSESSOR. THOSE ARE PURELY ADMINISTRATIVE FUNCTIONS THAT SHOULD BE LEFT TO PROFESSIONAL MANAGEMENT AND TECHNICAL EXPERTISE. THE PUBLIC GAINS NOTHING BY HAVING THESE OFFICIALS ELECTED, BECAUSE THEY HAVE LITTLE, IF ANY, POLITICAL LATITUDE: THEIR JOBS ARE DICTATED BY LOCAL LAW, STATE LAW AND FEDERAL LAW.

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I BELIEVE THAT SOME CITIZENS IN THE COUNTY LOST WHEN COUNTY COMMISSIONERS WERE ELECTED BY SUB-DISTRICT. THAT IS, INSTEAD OF ALL FIVE COMMISSIONERS REPRESENTING ALL CONSTITUENTS, EACH REPRESENTS ONLY A 20% PIECE OF THE TOTAL CONSTITUENCY. I BELIEVE THAT EAST MULTNOMAH COUNTY LOST IN THIS BARGAIN, EVEN THOUGH IT APPEARED THAT EAST COUNTY FOUGHT HARDEST FOR ITS OWN DISTRICT. THE RESULT, HOWEVER, HAS BEEN THAT EAST COUNTY HAS ONE VOTE, NOT THE POTENTIAL FOR FIVE.

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FINALLY, I THINK IT MIGHT WELL BE APPROPRIATE TO HAVE A TWO-TERM, OR EIGHT-YEAR LIMIT, ON SERVICE IN ANY ONE ELECTIVE CAPACITY, BUT I CERTAINLY WOULD NOT RECOMMEND THAT YOU LIMIT AN INDIVIDUAL TO EIGHT YEARS OF TOTAL ELECTIVE SERVICE IN COUNTY GOVERNMENT. I THINK THE COMMUNITY WOULD LOSE A GREAT DEAL IF EXPERIENCED AND SUCCESSFUL COMMISSIONERS WERE PREVENTED FROM RUNNING FOR COUNTY EXECUTIVE, OR FOR COUNTY AUDITOR, OR VICE VERSA.

I ALSO BELIEVE THAT IT IS VERY SHORT-SIGHTED TO PREVENT AN OFFICE HOLDER FROM SEEKING ANOTHER OFFICE WHILE STILL SERVING IN ONE POSITION OR ANOTHER. AGAIN, I BELIEVE THAT THWARTS THE NATURAL AND PROPER TENDENCY FOR GOOD ELECTED OFFICIALS TO PROGRESS UP THE LADDER TO MORE RESPONSIBLE PUBLIC POSITIONS. I BELIEVE WE WOULD STIFLE THE DEVELOPMENT OF OUR LEADERSHIP WITH SUCH A POORLY-CONCEIVED PROPOSITION. WE ALL KNOW THAT THE PUBLIC IS PERFECTLY ABLE TO DETERMINE WHETHER A PERSON HAS PAID HIS DUES IN HIS CURRENT POSITION, OR EARNED THE TRUST TO GRADUATE TO ANOTHER POSITION.

AND ONE FINAL THOUGHT - FOR HEAVEN'S SAKE, BE SURE THE COUNTY CAN PROTECT ITS INTERESTS IN SALEM AND IN WASHINGTON, D.C.: APPROVE OF A LOBBYIST FUNCTION - HOWEVER YOU MAY WISH TO LIMIT OR STRUCTURE IT - IN COUNTY GOVERNMENT.

LET ME CONCLUDE BY UNDERSCORING MY OPENING COMMENTS. I BELIEVE THAT YOUR REAL CHARGE HERE IS TO DEVELOP A NEW CHARTER THAT WILL GIVE COUNTY GOVERNMENT ITS LEGITIMATE ROLE IN LOCAL AFFAIRS, BUT WITH THE GREATEST LIKELIHOOD FOR LONG SERVICE AND STABILITY. WE ALL KNOW WHAT SORT OF ANARCHY WOULD RESULT IF EVERY GOVERNMENT--FEDERAL, STATE AND LOCAL--HAD TO UNDERGO FUNDAMENTAL STRUCTURAL CHANGES EVERY FEW YEARS. WE OWE IT TO OURSELVES TO MAKE SURE IT DOESN'T CONTINUE TO HAPPEN HERE.

THANK YOU FOR GIVING ME THE OPPORTUNITY TO TESTIFY.

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Fred Carlson, Fairview City Council
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Sharron Kelley, METRO Council, District 7
Gary Hansen, METRO Council, District 12
Nancy Standley, Chair, Planning Commission, Maywood Park
Committee Business: Approval of Minutes of 11/2/83

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Agenda

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to Portland City Auditor
Hank Miggins, Deputy Auditor, Multnomah County
Jewel Lansing, Portland City Auditor
Elaine Cogan, Cogan & Associates
Ross Hall, former Comptroller, Multnomah County

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III. Tuesday, November 29, 1983--GENERAL PUBLIC HEARING

7:00 P.M.

Wilson High School
1151 S.W. Vermont
Portland, Oregon

AN EQUAL OPPORTUNITY EMPLOYER

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Charter Review Committee
2505 SE 11th Avenue
Portland, OR 97202



UNIVERSITY OF OREGON



CAROLINE MILLER
Multnomah County Oregon
Board of Commissioners
District Three

County Courthouse
Portland, Oregon 97204
(503) 248-5217

November 8, 1983

Reverend Frank Shields, Chairman
Charter Review Committee
3rd Floor, Ford Building
2505 S. E. 11th Av
Portland, OR 97202

Dear Frank:

I've decided to put my specific recommendations, based on my testimony, in writing for you, so that members of the Commission will know exactly what my views are for change.

1. Some means should be dealt with for providing for counsel for the legislative branch of this government, as well as the other newly elected officials, Sheriff, Clerk and Tax Assessor.

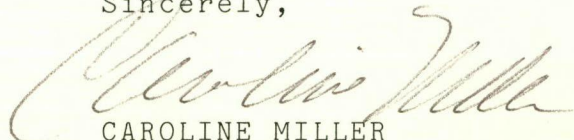
In my own view, the simplest move would be to return that office of General Counsel to the District Attorney's office.

2. The County Charter needs to be reviewed, in terms of some definition of what is meant by "County", since much of the Charter language talks about the "authority" of the County to enter into contracts and engage in other legal actions. That authority is now somewhat confused by the fact that the Sheriff, the Tax Assessor and the Elections officer (clerk) are now separate, independent entities, whose authority rests outside the County Executive. The final authority for many of the actions now rests with the Board of County Commissioners, and so a review of the traditional split between Administrative and Legislative branches, as it is defined in the current Charter, needs to be revised.
3. There should be some provision in the Charter that clarifies that the County Executive has the authority to appoint members to Boards and Commissions which effect overall policy. Those Boards and Commissions which specifically report only to the Legislative Branch (as for example, the Board of Equalization) should be Board appointments only.

I would also recommend that some language be placed in the Charter so that appointments of Board members representing the Legislative branch on Boards and Commissions should be made by that Legislative branch and not by the County Executive.

There was one other recommendation that I would like to submit that I forgot to raise in my informal comments last week. I would strongly suggest that the Commission look at language similar to the City Charter, which prohibits full-time Commissioners from engaging in any other monetary activities. The Board, in the past, has received severe criticism from members of the public because they are perceived to be holding down more than one job, or taking care of their other business interests, albeit they are part-time business interests, at the cost of their responsibility to the taxpayer. The City Charter has such language and, I believe that the Board of County Commissioners is to be full time; that it is not the intent of the taxpayer that Commissioners be "moonlighting".

Sincerely,

A handwritten signature in cursive script, appearing to read "Caroline Miller", written in dark ink.

CAROLINE MILLER
COMMISSIONER, DISTRICT 3

CM:brl



CAROLINE MILLER

Multnomah County Commissioner

District Three

County Courthouse

Portland, Oregon 97204 (503) 248-5217

PRESORTED
FIRST-CLASS

Reverend Frank Shields, Chairman
Charter Review Committee
3rd Floor, Ford Building
2505 S. E. 11th Av
Portland, OR 97202





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John Vogl

STAFF

Robert J. Castagna,
Project Manager
Maribeth McGowan,
Secretary

October 31, 1983

TO: REPRESENTATIVES OF CITY GOVERNMENTS AND METRO
FROM: FRANK SHIELDS
RE: NOVEMBER 15TH PUBLIC HEARING

The Charter Review Committee is charged with the responsibility to review the county charter and any issues relating thereto. On Tuesday, November 15, 1983, the Committee will conduct a public hearing on the charter to which the Committee is inviting representatives of City Governments and METRO.

In order to facilitate scheduling of the witnesses, if you intend to testify would you or a member of your staff please contact Bob Castagna at the Committee's office as soon as possible before noon on November 7th.

The meeting is scheduled tentatively to begin at 7:00 p.m. in Hearing Room C of The Portland Building.

On behalf of the Committee, I extend a warm invitation to you and hope that you can join us on November 15. Thank you for your consideration of this invitation.



CITY OF EXHIBIT A

PORTLAND, OREGON

COMMISSIONER OF PUBLIC UTILITIES

Margaret D. Strachan, Commissioner
1220 S.W. 5th
Portland, Oregon 97204
(503) 248-4151

TESTIMONY to the Multnomah County Charter Review Committee
Margaret D. Strachan, Commissioner of Public Utilities
November 15, 1983

GOOD EVENING.

LET ME SAY AT THE OUTSET THAT I HAVE LOOKED AT YOUR PRELIMINARY WORK PLAN AND THOUGHT ABOUT THE VARIOUS ISSUES YOU FACE AND THE POLITICAL DIMENSIONS OF YOUR WORK...AND I HAVE CONCLUDED THAT YOU HAVE ONE HECK OF A JOB TO DO!

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THANK YOU FOR GIVING ME THE OPPORTUNITY TO TESTIFY.

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METROPOLITAN SERVICE DISTRICT
Providing Zoo, Transportation, Solid Waste and
other Regional Services

527 S.W. Hall St., Portland, OR 97201 • 503/221-1646

November 15, 1983

TESTIMONY BEFORE MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

Bruce Etlinger
Councilor, District 10

Columbia South Shore, Cully,
Gateway, Hazelwood,
Maywood Park, Parkrose,
Rocky Butte, Rose City Park,
Wilkes

2715 NE 61st
Portland, OR 97213
284-3371

After almost three years looking for some light in the caverns of regional government, it's refreshing to see a much older and better understood entity struggling to review its mission, structure and organizational capacity to govern. Multnomah County and those of you who are devoting considerable time to this effort are to be commended for this regular, independent introspection. The Portland area has enjoyed a strong and healthy tradition of reform leaders in the field of streamlining governmental structure--stemming from the Government Simplification Commission of 1913 to the work on the regional level over the last twenty years.

I appreciate that the focus of your deliberations is structural in its emphasis. Nevertheless, because both the structure and programmatic roles assumed by this County affect the regional, municipal and community level of government, I wish to propose a wider perspective for this exercise in terms of the need for an ongoing inter-governmental dialogue. Before outlining an approach for addressing this inter-governmental review and potential re-assignment, let me offer a few thoughts on the immediate issues which have been attracting the most attention for this jurisdiction.

First, from my perspective as a Metro Councilor, it is imperative to have clearly defined roles for the Chief Executive as well as Legislative branch. Either you need to strengthen the current authority of the County Executive, and perhaps look to de-emphasizing the Commissioners role to half time positions; or shift to an appointed County Manager with policy-making centered on the Board. Both because of cost, and the siphoning of political energy, a two headed governing hierarchy seems to invite trouble.

Although I support most of the widely supported repairs to the Charter, in terms of the lobbyist position, elected administrative functions and compensation.

I do support continued use of districts for Board elections and limiting service in one elected position. This matter needs clarification, however, in order to protect the public's right to elevate promising leaders whose performance earns them advancement. On the election issue I would also favor any workable method to limit total campaign spending.

Returning to the big picture, I believe it is imperative that we begin to think past reviews of one function or one geographical area (i.e. mid-County)--or even one jurisdiction. Piecing together the governmental puzzle for the Portland metropolitan community requires a comprehensive approach in order to achieve economies where necessary (such as infrastructure investments) as well as increased accountability. If the public sector ^{in this area} was a series of divisions or subsidiaries for a private corporation, we would have gone broke by now--not just on turf battles and citizen confusion over the mass of numbers in the blue pages, but on management capacity and overall resource management as well. It is imperative to agree that we want a workable, streamlined and accountable system of governance. If your recommendations include such a plea, to County officials and voters, it would be possible to find a consensus which will strengthen and delineate roles for regional, municipal and community level entities throughout the region. Seventy years after the Government Simplification Commission, the Legislature could convene a "Governance Streamlining Commission" and empower it to develop long range options. Advisory votes could be taken to help identify the goal posts, and preferred structural option, although a three tier option I would favor should not be construed as locking in functional roles region-wide. Clearly the first decision is whether we need a metropolitan general purpose entity. If there are, in fact, regional services, beyond the Zoo and solid waste disposal and transportation co-ordination which provide a comparative advantage for a regional verses a county by county, or state, approach, it should be possible to indentify and plan for phasing of such re-assignments, as we re-design the current Metro, or create a new organization. I would suggest that regional forums be held to include functional specialists, policy-makers and interest groups in order to seek consensus on future policy direction and planning, funding, delivery roles for the new metropolitan entity of Greater Portland, the municipalities which would include the entire urbanized area, and the community level entities. Such a process for re-defining our local and regional structures could infuse expanded citizen involvement and aid significantly in the economic recovery of our region.

EXHIBIT B 2

PROPOSAL FOR A STREAMLINED ACCOUNTABLE THREE-TIER GOVERNMENT
IN THE GREATER PORTLAND AREA

by
BRUCE ETLINGER, METRO COUNCILOR, DISTRICT 10

This effort of Portland, Gresham, Multnomah County and Metro to collectively revamp our local governance system highlights the paralysis facing most urban centers in our country. It is increasingly clear that the federal government lacks a coherent urban policy, appropriate Cabinet and Congressional committee structures, or resources to address the alarming disrepair of infrastructure that threatens our future well-being as a nation. Despite notable efforts, in Oregon and other states, to strengthen the capacity of local and regional jurisdictions, the state level of government appears to have its hands full simply surviving as a fiscal entity amidst current shifting in the federal marble cake.

Commissioner McCoy is to be congratulated for commencing this intergovernmental dialogue to resolve local fiscal inequities and the pressing infrastructure and economic development needs facing Mid-County. Beyond the future of local governments, the quality of life enjoyed by residents throughout this metropolitan community may very well rest on the success of your efforts.

Even a quick review of the blue pages of the Portland telephone book underscores the need to transform some 350 unconnected local entities into a streamlined accountable system of local governance. As suggested by a growth chorus of futurists--such a restructuring of our current non-system is the last and best means to guide growth, deliver services more efficiently and equitably and dramatically increase accountability to citizens.

My comments tonight will consist of a specific reform proposal which has been left out, thus far. Along the way I will compare this option and the others that have been proposed in terms of resolving the urban subsidy issue, infrastructure and economic development problems which you are addressing. I will also suggest a strengthened process for reaching a consensus among local governments and the general public and the means to implement whatever option ultimately prevails.

A Conceptual Framework for a Three-Tier Government

Borrowing from the recommendations of local government reform efforts over the last 20 years--as well as the experience of other areas of the country--I would propose serious consideration of an integrated three-tier structure. The three tiers would consist of:

- | | | |
|--------------------|----|------------------------------------------------------------------------------------------------|
| <u>Upper Tier</u> | -- | Metropolitan County to handle areawide responsibilities; |
| <u>Middle Tier</u> | -- | Six to twelve federated municipalities--or cities--ranging in size from 75,000 to 150,000; and |

Lower Tier --

General purpose community associations with formal authority delegated by each municipality.

Dividing responsibility for policy-making, funding, planning and service delivery would be subject to periodic review and revision. While the initial legal authority of the Metropolitan County in each federated municipality would be defined when their respective charters were adopted by voters, a significant degree of flexibility would be reserved between the municipal and community level. This will allow each municipality to match the delegation of both a decision-making and service provision role to community associations that reflect their diverse capacities, needs and local interest.

As boundaries, charters and necessary legislation is developed, I would convene panels of elected officials, program managers, interest groups and the public to assign functional responsibilities within the following major categories:

Public Safety --	(Fire, Police, Emergency Services)
Public Works --	(Water, Sewer, Solid Waste)
Transportation --	(Public Transit, Roads, Traffic Control)
Criminal Justice --	(Courts, Corrections, Community Corrections, Prosecutor and Crime Prevention)
Finance & Taxation --	(Tax Assessment, Elections, Central Support Services)
Human Services --	(Health, Manpower Training, Senior Services, Family & Childrens Services, Supported Housing)
Planning Development --	(Land Use Planning, Zoning, Urban Renewal, Plan Updates, Building Permits, Port of Portland)
Parks/Cultural and Recreation Facilities and Programs --	(Regional, Municipal and Community Parks; Coliseum, Libraries, Performing Arts, Stadium)

These functional advisory panels would recommend allocating roles to the Metropolitan County, the federated municipalities and the community associations based on the following criteria originally prepared in 1963 by the Advisory Commission on Intergovernmental Relations:

"Economic efficiency, fiscal equity, political accountability, and administrative effectiveness. Taken together these characteristics suggested that functional assignments should be made to jurisdictions that can: 1) supply a service at the lowest possible cost; 2) finance a function with the greatest possible fiscal equalization; 3) provide a service with adequate popular control; and 4) administer a function in an authoritative, technically proficient, and cooperative fashion." ACIR Report 1963, Performance of Urban Functions; Local and Areawide.

Partly because these "pure" criteria can conflict and are often hard to quantify, and partly in deference to our local traditions, the functional assignments at the outset may be less than ideal or logical. Nevertheless, to give some shape to how the three tiers might divide roles let me offer the following examples:

Public Safety -- (Fire and Police)

A three-tier scheme would provide an opportunity for genuine reform in these sensitive and essential services. Training, 911 central dispatching, recordkeeping, detective work (i.e., laboratory, STING operations, arson investigation) would benefit from an areawide administrative structure. Fire suppression and police patrol would probably remain as a municipal function, although there would be a reduction in the total number of separate police and fire departments from what we have in the region today. At the community level we could allow (if desired by a municipality and a local community) an addition fee to expand local patrols beyond a base level. Crime prevention and fire prevention would, hopefully, become community responsibilities, and such activities such as nuisance abatement and animal control would probably be shared responsibilities between municipalities and communities.

Public Works -- (Water)

The City of Portland has developed a major water system of the region relying on the Bull Run watershed. Further expansion of water supply including groundwater systems, the Clackamas and Trask Rivers, as well as water quality monitoring, should be assigned to the Metropolitan County. The wholesale water supply system should probably be shifted by Portland to the Metropolitan County level, partly in order to be able to guide new expansions and growth more effectively. Each municipality would operate its own storage and distribution system. Billing, complaints and issuing permits could be municipal or shared with communities.

Public Works -- Sanitary Sewers

The operation and expansion of major treatment plants and interceptor trunks are probably the best examples of services benefiting from economies of scale. Sewer basins cut across natural communities and controlling the cost of new development would, as with water, argue for the Metropolitan County to plan, fund and operate these major capital investments. As with water, the collection system and its maintenance should be assigned to municipalities, with permits and handling of complaints assigned either at municipal or community level.

Transportation

Major aspects such as mass transit, planning and operation, and maintenance of regional highways and a regional transportation center (for buses and trains) would be assigned to the new Metropolitan County. At the community level I would suggest that municipalities consider assigning local streets, sidewalks, stop signs, signals, pathways and alleys. At the least, the community level should be allowed to prioritize budgets and small scale capital improvements, with road maintenance being a shared responsibility between municipalities and communities. Some aspects of regional transportation service now operated uniformly in the region (the special need lift buses) could be partially decentralized using volunteer programs managed by several community associations.

Parks/Cultural and Recreation Facilities Programs

Large or specialized parks, such as Washington Park Zoo, Leach Botanical Gardens, Mt. Tabor Park, Laurelhurst, Pacific International Raceway, Glendevier Golf Course, Blue Lake, Oxbow Park, Scoggins Dam Park, are enjoyed by citizens of the entire region as well as tourists. They deserve an areawide funding base to more equitably charge those who use and/or benefit from their existence. Similarly, the Coliseum (which needs expanding), the Stadium, public support for the Performing Arts, the new Performing Arts Center, and a proposed Convention Center, are all facilities that would benefit residents throughout our region. Major facilities such as the Portland Tennis Center, and Tualatin Park and Recreation Center should be funded and operated on an areawide basis. Most of the current parks operated by cities and special park districts--especially those between 10 and 50 acres--should be planned and operated at the municipal level. Neighborhood parks, often adjacent to schools and accessible by foot, should be assigned to community associations. Library service should be funded regionally to promote economies in acquisition and cataloging--along with more convenient public use--and equalization of this resource over time. Community associations should have a role in selecting some of the books to be ordered and shared community use of library facilities.

Planning and Development

The areawide role here is best exemplified by the Metropolitan Council role in the Twin Cities area of Minnesota. Maintaining an urban growth boundary, the areawide plan would establish a framework to guide expansion of transportation, sewer and water facilities, as well as formulation of a comprehensive capital improvement plan that supports the land uses each jurisdiction (i.e., municipalities and communities) have projected for in their adopted plans. Urban renewal or site specific development (often involving joint public/private arrangements) would be a shared authority among all three tiers. A strong zoning role would be delegated to community councils in keeping with their genesis and major current function. New capital programming, housing rehabilitation in a range of activities aimed at preventing (or removing) blight and deterioration should be shared responsibilities of the municipalities and communities.

Human Services

Significant city and county expenditures now occur which are not related in terms of shared management, common policy, objectives or the various public/private and nonprofit actors. There is almost a total inability today to shift resources into community or client based efforts--or preventative services, because most programs have been federally funded and state administered. Manpower training, planning of senior services and funding and operation of a regional health plan brokerage arrangement, like the highly successfully Project Health program of Multnomah County, should become regional responsibility. That is because health providers are already regional. Similarly training programs such as the newly created Private Industries Council should be planned and administered regionally, though client access should certainly be possible to these and other support services at local community centers where the community associations would hopefully be housed. Significant administrative savings would result from this reassignment--along with the ability to establish meaningful regional social policies and establish a delivery system that integrates public, private and nonprofit funding sources, monitors outcome and allows for appropriate interest group participation. To creatively meet the human needs for the present and future, a metropolitan forum needs to be able to promote linkages such as those between training programs, educational resources now operating, and economic development projects in our region.

The major advantages of this approach are the underlying inherent economies of scale, equity, administrative effectiveness and accountability such a governmental system affords.

If we examine this approach and its impact on East County sewers, for example, we realize a larger degree of both economies of scale and equity. New sewer plant expansion at Inverness, or major access roads along the industrial parcels adjacent to the Sunset Corridor in Washington County, would be combined into a regional capital improvement program. By leveraging revenue bond capacity, user fees and other tax mechanisms such as a tax-sharing plan now in use in Minneapolis, would spread these costs over a larger base than financing Inverness expansion from current Portland sewer rates alone. Moreover--if the experience of the Twin Cities is a guide--the total cost of accommodating all new growth will be less--by several billion dollars!--if an areawide entity is charged with planning all capital intensive investments. A structure similar to the Joint Policy Committee on Transportation (JPACT) could be utilized to negotiate the specific capital investment priorities of the region and its jurisdictions. Such a decision-making model has made our region's transportation system the recipient of both high praise and our rightful share of state and federal dollars.

In terms of economic development and infrastructure this areawide approach would leverage more regional consensus and dollars. It would also do more to correct the urban subsidy issue than say annexation would. In particular, I am hardpressed to see how annexing to 172nd in East County and Gresham annexing the remainder, with the continued existence of Multnomah County, would do much toward shifting tax burdens, or reflecting the various service needs of the local communities inside both enlarged cities. A three-tier approach would remove urban subsidies, allow for flexible service levels, and remove the regional subsidies now provided by the City of Portland--before the opportunity to work with the other two suburban counties is foreclosed.

Moving to the lower tier let me indicate a strong interest here in community building which goes well beyond the advisory role currently afforded neighborhoods in Portland or the suburban counties. Different local plans for Wilkes or Parkrose would be preserved inside of the three-tier scheme, where annexation or consolidation would result in one set of policies--one map--and hundreds of conditions as the only means to implement the carefully drawn community plans of Mid- and East County communities.

In examining the current imperative of government to rebuild trust by strengthening leadership, information-sharing, and a sense of community, Robert Theobald has said that:

"The central question is how do you reach out to the community so that it becomes a reinforcing element rather than a barrier to needed change. You must have citizen participation, but it cannot be the superficial type we have had in the past, where we just tried to troupe everybody in and out. We need new models for involvement, and they are available. This will threaten some people, because they are used to a political

system that effectively keeps people at an arms length from the political process."

Examples of the delegated authority I am proposing for communities are contained in a proposed charter for Sacramento city and county, in 1974 major authority over city bureau operating and capital budgets was key ingredient of New York's efforts to create little city halls that was started 10 years ago. Rather than forcing the issue, I suggest that funds and authority be reserved, in the charters of the municipalities, to strengthen the capacity of communities for the major role envisioned in the functional assignments. They need independent staff not part of the municipal or areawide government, and at least an adequate budget to carry out regular communication with their neighbors. It might be desirable to have the community associations elect some or all of the municipal council positions, though this would be decided as the municipal charters are drafted and periodically revised.

A Workable Strategy For Getting There

To solve the urban subsidy--or more appropriately the fiscal disparity issue--we need to move toward full service municipalities for all citizens by specified dates in the future.

The Legislature needs to recognize--and help fund and appoint--a credible and balanced "Local Governance Streamlining Commission" similar in composition to the 65-member Tri-County Local Government Commission which existed in 1976. It would hopefully reach a consensus on best option--including perhaps an advisory vote between alternatives--and report its recommendations to 1985 Oregon Legislature.

Besides functional work groups examining the major service categories, one subcommittee of the commission should evaluate the areawide tier and make recommendations regarding boundaries, functions, structure of the Metropolitan County. They should examine and modify, as appropriate, merge current Metro structure and function into this new urban county. Recommendations should also be made regarding the relationship between the Metropolitan County, Tri-Met, Port of Portland, Boundary Commission and the federally designated health planning agency.

Most importantly this citizens commission should carefully design and follow a thorough public review process whereby all options for restructuring are fully detailed--including projected costs and service level assumptions--for an average homeowner. Cable television, the educational station, and local commercial channels as well as the print media--should be asked to help present this background and comparison of the major options.

To the extent possible the resources of such civic organizations as the City Club, the Metropolitan Citizens' League, Ad Hoc Futures Group, the Chamber of Commerce, should be cooperatively mobilized--along with Portland State University School of Urban

Affairs--to help staff and research this effort. Local and regional governments should also contribute funds along with the private sector and interim funding from the State Legislature. A major emphasis should be to involve representatives from from all existing community organizations in the region.

Two last minute details I would like to suggest are: 1) that the name of Greater Portland be considered for the new Metropolitan County; 2) I would also suggest that the proposal for a new Mid-County city of Columbia Ridge perhaps become the first of the federated municipalities. Their proposed charter already describes the kind of relationship with the community level tier I have outlined.

I would also like to nominate Professor E. Kimbark McColl as a possible chairman of this commission so that our past traditions are not lost in the kind of dramatic restructuring that is being proposed.

Finally, in terms of workable, I would suggest that this approach of a three-tier government is easier to package and gain voter support for than either consolidation or massive annexation. We can allow the structure to evolve in terms of the formation of municipalities around the region--as well as the functional assignments that get accomplished over time. This is clearly an incremental, yet achievable restructuring, more capable of resolving your mission than the other options and more likely to result in a system of local governance that a mere shuffling of bureaus and current service providers in East County. As the first state to establish both a voluntary council of governments, in Salem, as well as the initiative process and the first elected regional government in the country among other innovations, we should most definitely think beyond immediate budget band-aids for Mid-County and design an understandable and workable government structure for our region's future.

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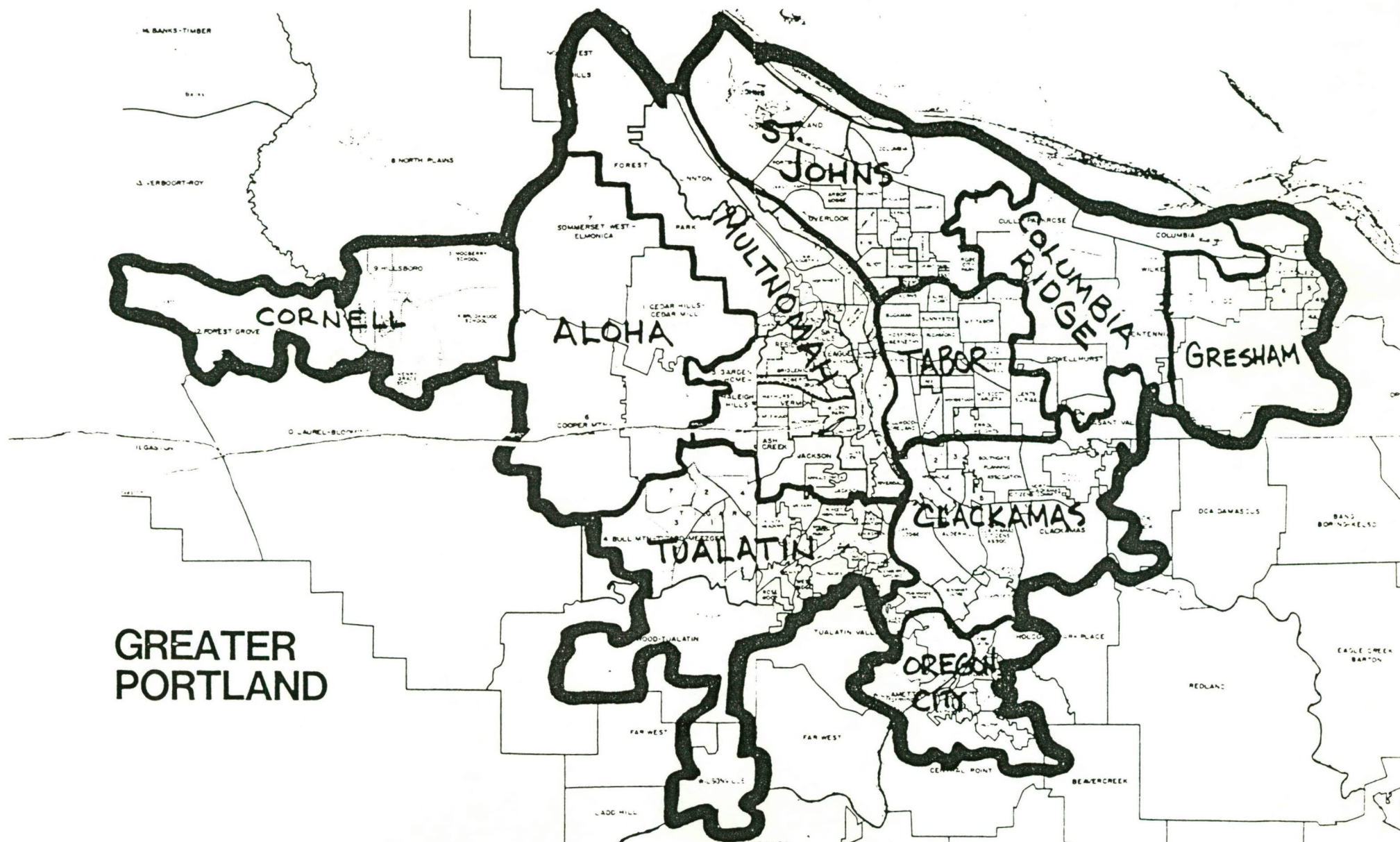


EXHIBIT C



METROPOLITAN SERVICE DISTRICT
527 SW. HALL ST. PORTLAND, OR. 97201 503 221-1646

Sharron Kelley
COUNCILOR
DISTRICT 7

November 14, 1983 -

To The Members of the Charter Review Committee:

There are few committees who have such a difficult task as you. You must recommend to the taxpayers an organizational structure for Multnomah County at a time when Multnomah County is in a state of flux. Clearly the services should dictate the structure rather than the reverse as a most efficient administrative structure may become cumbersome or impractical until a final reconciliation of services can be reached. But consider if you will the integrity by which Multnomah County has delivered services. Multnomah County has delivered human services for many years but is currently spinning off to private nonprofit organizations many of those services. This system allows for broader services to be provided at a local level because of an expanded eligibility for funds as well as local community-based support. Governmental agencies would be administrators rather than direct service providers under this system, and would only be a direct service provider when no other agency could provide an essential service. This method

may not only be valid but will assure our fragile population of an uninterrupted flow of services without revenue shortfall constraints.

Planning permits, neighborhood parks and police services are currently being incrementally withdrawn. However, the County Sheriff's Department have generated loyalty and support from mid-county for their manner of doing business. They have a "how can we help" posture. They have built strength through tradition and are a textbook touted police force nationwide. It would be foolish indeed for the region to phase out such a service. A possible restructuring should be considered; perhaps a division of responsibility would be a viable option. The County Sheriff's Department has interjurisdictional authority--they could perhaps assume the responsibility of all interjurisdictional crimes such as scams, etc., as well as crime prevention. The local jurisdiction could then provide street patrols, etc.

Roads and transportation planning are another area where Multnomah County has excelled and I am sure there are many others. We should consider economies of scale benefits, efficiency and quality of service as well as common good to evaluate who should be the prime service provider rather than political considerations. So although it is not currently clear who should do what or even in what arena those decisions could be reached, there is considerable support for Multnomah County to be the prime provider of many services. Consequently, I would suggest you use the best case scenario for your current

recommendations for Charter amendments but consider as one recommendation an option to reconvene the Committee perhaps even annually until a final reconciliation of services is reached.

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CITY OF

PORTLAND, OREGON

COMMISSIONER OF PUBLIC UTILITIES

Margaret D. Strachan, Commissioner
1220 S.W. 5th
Portland, Oregon 97204
(503) 248-4151

TESTIMONY to the Multnomah County Charter Review Committee
Margaret D. Strachan, Commissioner of Public Utilities
November 15, 1983

GOOD EVENING.

LET ME SAY AT THE OUTSET THAT I HAVE LOOKED AT YOUR PRELIMINARY WORK PLAN AND THOUGHT ABOUT THE VARIOUS ISSUES YOU FACE AND THE POLITICAL DIMENSIONS OF YOUR WORK...AND I HAVE CONCLUDED THAT YOU HAVE ONE HECK OF A JOB TO DO!

I'M SORRY TO SAY THAT I DO NOT HAVE ALL OF THE ANSWERS FOR YOU. BUT I HOPE THAT I CAN HELP YOU PUT YOUR TASK INTO PERSPECTIVE. BECAUSE I BELIEVE THAT, WHEN ALL IS SAID AND DONE, THERE ARE NUMEROUS MODELS FOR A MAJOR URBAN COUNTY GOVERNMENT THAT COULD BE SUCCESSFUL HERE. WHAT IS MOST IMPORTANT IS THAT THE MULTNOMAH COUNTY GOVERNMENT THAT COMES OUT OF THIS PROCESS BE A STABLE, RELIABLE GOVERNMENT. BY STABLE, I MEAN THAT ITS CHARTER--ITS BASIC FORM OF GOVERNANCE--WILL BE FASHIONED IN SUCH A WAY THAT IT WILL WITHSTAND THE VARIOUS TESTS OF TIME THAT MOST CERTAINLY WILL ARISE.

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PROPOSAL FOR A STREAMLINED ACCOUNTABLE THREE-TIER GOVERNMENT
IN THE GREATER PORTLAND AREA

by
BRUCE ETLINGER, METRO COUNCILOR, DISTRICT 10

This effort of Portland, Gresham, Multnomah County and Metro to collectively revamp our local governance system highlights the paralysis facing most urban centers in our country. It is increasingly clear that the federal government lacks a coherent urban policy, appropriate Cabinet and Congressional committee structures, or resources to address the alarming disrepair of infrastructure that threatens our future well-being as a nation. Despite notable efforts, in Oregon and other states, to strengthen the capacity of local and regional jurisdictions, the state level of government appears to have its hands full simply surviving as a fiscal entity amidst current shifting in the federal marble cake.

Commissioner McCoy is to be congratulated for commencing this intergovernmental dialogue to resolve local fiscal inequities and the pressing infrastructure and economic development needs facing Mid-County. Beyond the future of local governments, the quality of life enjoyed by residents throughout this metropolitan community may very well rest on the success of your efforts.

Even a quick review of the blue pages of the Portland telephone book underscores the need to transform some 350 unconnected local entities into a streamlined accountable system of local governance. As suggested by a growth chorus of futurists--such a restructuring of our current non-system is the last and best means to guide growth, deliver services more efficiently and equitably and dramatically increase accountability to citizens.

My comments tonight will consist of a specific reform proposal which has been left out, thus far. Along the way I will compare this option and the others that have been proposed in terms of resolving the urban subsidy issue, infrastructure and economic development problems which you are addressing. I will also suggest a strengthened process for reaching a consensus among local governments and the general public and the means to implement whatever option ultimately prevails.

A Conceptual Framework for a Three-Tier Government

Borrowing from the recommendations of local government reform efforts over the last 20 years--as well as the experience of other areas of the country--I would propose serious consideration of an integrated three-tier structure. The three tiers would consist of:

- | | | |
|--------------------|----|------------------------------------------------------------------------------------------------|
| <u>Upper Tier</u> | -- | Metropolitan County to handle areawide responsibilities; |
| <u>Middle Tier</u> | -- | Six to twelve federated municipalities--or cities--ranging in size from 75,000 to 150,000; and |

Lower Tier --

General purpose community associations with formal authority delegated by each municipality.

Dividing responsibility for policy-making, funding, planning and service delivery would be subject to periodic review and revision. While the initial legal authority of the Metropolitan County in each federated municipality would be defined when their respective charters were adopted by voters, a significant degree of flexibility would be reserved between the municipal and community level. This will allow each municipality to match the delegation of both a decision-making and service provision role to community associations that reflect their diverse capacities, needs and local interest.

As boundaries, charters and necessary legislation is developed, I would convene panels of elected officials, program managers, interest groups and the public to assign functional responsibilities within the following major categories:

Public Safety --	(Fire, Police, Emergency Services)
Public Works --	(Water, Sewer, Solid Waste)
Transportation --	(Public Transit, Roads, Traffic Control)
Criminal Justice --	(Courts, Corrections, Community Corrections, Prosecutor and Crime Prevention)
Finance & Taxation --	(Tax Assessment, Elections, Central Support Services)
Human Services --	(Health, Manpower Training, Senior Services, Family & Childrens Services, Supported Housing)
Planning Development --	(Land Use Planning, Zoning, Urban Renewal, Plan Updates, Building Permits, Port of Portland)
Parks/Cultural and Recreation Facilities and Programs --	(Regional, Municipal and Community Parks; Coliseum, Libraries, Performing Arts, Stadium)

These functional advisory panels would recommend allocating roles to the Metropolitan County, the federated municipalities and the community associations based on the following criteria originally prepared in 1963 by the Advisory Commission on Intergovernmental Relations:

"Economic efficiency, fiscal equity, political accountability, and administrative effectiveness. Taken together these characteristics suggested that functional assignments should be made to jurisdictions that can: 1) supply a service at the lowest possible cost; 2) finance a function with the greatest possible fiscal equalization; 3) provide a service with adequate popular control; and 4) administer a function in an authoritative, technically proficient, and cooperative fashion." ACIR Report 1963, Performance of Urban Functions; Local and Areawide.

Partly because these "pure" criteria can conflict and are often hard to quantify, and partly in deference to our local traditions, the functional assignments at the outset may be less than ideal or logical. Nevertheless, to give some shape to how the three tiers might divide roles let me offer the following examples:

Public Safety -- (Fire and Police)

A three-tier scheme would provide an opportunity for genuine reform in these sensitive and essential services. Training, 911 central dispatching, recordkeeping, detective work (i.e., laboratory, STING operations, arson investigation) would benefit from an areawide administrative structure. Fire suppression and police patrol would probably remain as a municipal function, although there would be a reduction in the total number of separate police and fire departments from what we have in the region today. At the community level we could allow (if desired by a municipality and a local community) an addition fee to expand local patrols beyond a base level. Crime prevention and fire prevention would, hopefully, become community responsibilities, and such activities such as nuisance abatement and animal control would probably be shared responsibilities between municipalities and communities.

Public Works -- (Water)

The City of Portland has developed a major water system of the region relying on the Bull Run watershed. Further expansion of water supply including groundwater systems, the Clackamas and Trask Rivers, as well as water quality monitoring, should be assigned to the Metropolitan County. The wholesale water supply system should probably be shifted by Portland to the Metropolitan County level, partly in order to be able to guide new expansions and growth more effectively. Each municipality would operate its own storage and distribution system. Billing, complaints and issuing permits could be municipal or shared with communities.

Public Works -- Sanitary Sewers

The operation and expansion of major treatment plants and interceptor trunks are probably the best examples of services benefiting from economies of scale. Sewer basins cut across natural communities and controlling the cost of new development would, as with water, argue for the Metropolitan County to plan, fund and operate these major capital investments. As with water, the collection system and its maintenance should be assigned to municipalities, with permits and handling of complaints assigned either at municipal or community level.

Transportation

Major aspects such as mass transit, planning and operation, and maintenance of regional highways and a regional transportation center (for buses and trains) would be assigned to the new Metropolitan County. At the community level I would suggest that municipalities consider assigning local streets, sidewalks, stop signs, signals, pathways and alleys. At the least, the community level should be allowed to prioritize budgets and small scale capital improvements, with road maintenance being a shared responsibility between municipalities and communities. Some aspects of regional transportation service now operated uniformly in the region (the special need lift buses) could be partially decentralized using volunteer programs managed by several community associations.

Parks/Cultural and Recreation Facilities Programs

Large or specialized parks, such as Washington Park Zoo, Leach Botanical Gardens, Mt. Tabor Park, Laurelhurst, Pacific International Raceway, Glendever Golf Course, Blue Lake, Oxbow Park, Scoggins Dam Park, are enjoyed by citizens of the entire region as well as tourists. They deserve an areawide funding base to more equitably charge those who use and/or benefit from their existence. Similarly, the Coliseum (which needs expanding), the Stadium, public support for the Performing Arts, the new Performing Arts Center, and a proposed Convention Center, are all facilities that would benefit residents throughout our region. Major facilities such as the Portland Tennis Center, and Tualatin Park and Recreation Center should be funded and operated on an areawide basis. Most of the current parks operated by cities and special park districts--especially those between 10 and 50 acres--should be planned and operated at the municipal level. Neighborhood parks, often adjacent to schools and accessible by foot, should be assigned to community associations. Library service should be funded regionally to promote economies in acquisition and cataloging--along with more convenient public use--and equalization of this resource over time. Community associations should have a role in selecting some of the books to be ordered and shared community use of library facilities.

Planning and Development

The areawide role here is best exemplified by the Metropolitan Council role in the Twin Cities area of Minnesota. Maintaining an urban growth boundary, the areawide plan would establish a framework to guide expansion of transportation, sewer and water facilities, as well as formulation of a comprehensive capital improvement plan that supports the land uses each jurisdiction (i.e., municipalities and communities) have projected for in their adopted plans. Urban renewal or site specific development (often involving joint public/private arrangements) would be a shared authority among all three tiers. A strong zoning role would be delegated to community councils in keeping with their genesis and major current function. New capital programming, housing rehabilitation in a range of activities aimed at preventing (or removing) blight and deterioration should be shared responsibilities of the municipalities and communities.

Human Services

Significant city and county expenditures now occur which are not related in terms of shared management, common policy, objectives or the various public/private and nonprofit actors. There is almost a total inability today to shift resources into community or client based efforts--or preventative services, because most programs have been federally funded and state administered. Manpower training, planning of senior services and funding and operation of a regional health plan brokerage arrangement, like the highly successfully Project Health program of Multnomah County, should become regional responsibility. That is because health providers are already regional. Similarly training programs such as the newly created Private Industries Council should be planned and administered regionally, though client access should certainly be possible to these and other support services at local community centers where the community associations would hopefully be housed. Significant administrative savings would result from this reassignment--along with the ability to establish meaningful regional social policies and establish a delivery system that integrates public, private and nonprofit funding sources, monitors outcome and allows for appropriate interest group participation. To creatively meet the human needs for the present and future, a metropolitan forum needs to be able to promote linkages such as those between training programs, educational resources now operating, and economic development projects in our region.

The major advantages of this approach are the underlying inherent economies of scale, equity, administrative effectiveness and accountability such a governmental system affords.

If we examine this approach and its impact on East County sewers, for example, we realize a larger degree of both economies of scale and equity. New sewer plant expansion at Inverness, or major access roads along the industrial parcels adjacent to the Sunset Corridor in Washington County, would be combined into a regional capital improvement program. By leveraging revenue bond capacity, user fees and other tax mechanisms such as a tax-sharing plan now in use in Minneapolis, would spread these costs over a larger base than financing Inverness expansion from current Portland sewer rates alone. Moreover--if the experience of the Twin Cities is a guide--the total cost of accommodating all new growth will be less--by several billion dollars!--if an areawide entity is charged with planning all capital intensive investments. A structure similar to the Joint Policy Committee on Transportation (JPACT) could be utilized to negotiate the specific capital investment priorities of the region and its jurisdictions. Such a decision-making model has made our region's transportation system the recipient of both high praise and our rightful share of state and federal dollars.

In terms of economic development and infrastructure this areawide approach would leverage more regional consensus and dollars. It would also do more to correct the urban subsidy issue than say annexation would. In particular, I am hardpressed to see how annexing to 172nd in East County and Gresham annexing the remainder, with the continued existence of Multnomah County, would do much toward shifting tax burdens, or reflecting the various service needs of the local communities inside both enlarged cities. A three-tier approach would remove urban subsidies, allow for flexible service levels, and remove the regional subsidies now provided by the City of Portland--before the opportunity to work with the other two suburban counties is foreclosed.

Moving to the lower tier let me indicate a strong interest here in community building which goes well beyond the advisory role currently afforded neighborhoods in Portland or the suburban counties. Different local plans for Wilkes or Parkrose would be preserved inside of the three-tier scheme, where annexation or consolidation would result in one set of policies--one map--and hundreds of conditions as the only means to implement the carefully drawn community plans of Mid- and East County communities.

In examining the current imperative of government to rebuild trust by strengthening leadership, information-sharing, and a sense of community, Robert Theobald has said that:

"The central question is how do you reach out to the community so that it becomes a reinforcing element rather than a barrier to needed change. You must have citizen participation, but it cannot be the superficial type we have had in the past, where we just tried to troup everybody in and out. We need new models for involvement, and they are available. This will threaten some people, because they are used to a political

system that effectively keeps people at an arms length from the political process."

Examples of the delegated authority I am proposing for communities are contained in a proposed charter for Sacramento city and county, in 1974 major authority over city bureau operating and capital budgets was key ingredient of New York's efforts to create little city halls that was started 10 years ago. Rather than forcing the issue, I suggest that funds and authority be reserved, in the charters of the municipalities, to strengthen the capacity of communities for the major role envisioned in the functional assignments. They need independent staff not part of the municipal or areawide government, and at least an adequate budget to carry out regular communication with their neighbors. It might be desirable to have the community associations elect some or all of the municipal council positions, though this would be decided as the municipal charters are drafted and periodically revised.

A Workable Strategy For Getting There

To solve the urban subsidy--or more appropriately the fiscal disparity issue--we need to move toward full service municipalities for all citizens by specified dates in the future.

The Legislature needs to recognize--and help fund and appoint--a credible and balanced "Local Governance Streamlining Commission" similar in composition to the 65-member Tri-County Local Government Commission which existed in 1976. It would hopefully reach a consensus on best option--including perhaps an advisory vote between alternatives--and report its recommendations to 1985 Oregon Legislature.

Besides functional work groups examining the major service categories, one subcommittee of the commission should evaluate the areawide tier and make recommendations regarding boundaries, functions, structure of the Metropolitan County. They should examine and modify, as appropriate, merge current Metro structure and function into this new urban county. Recommendations should also be made regarding the relationship between the Metropolitan County, Tri-Met, Port of Portland, Boundary Commission and the federally designated health planning agency.

Most importantly this citizens commission should carefully design and follow a thorough public review process whereby all options for restructuring are fully detailed--including projected costs and service level assumptions--for an average homeowner. Cable television, the educational station, and local commercial channels as well as the print media--should be asked to help present this background and comparison of the major options.

To the extent possible the resources of such civic organizations as the City Club, the Metropolitan Citizens' League, Ad Hoc Futures Group, the Chamber of Commerce, should be cooperatively mobilized--along with Portland State University School of Urban

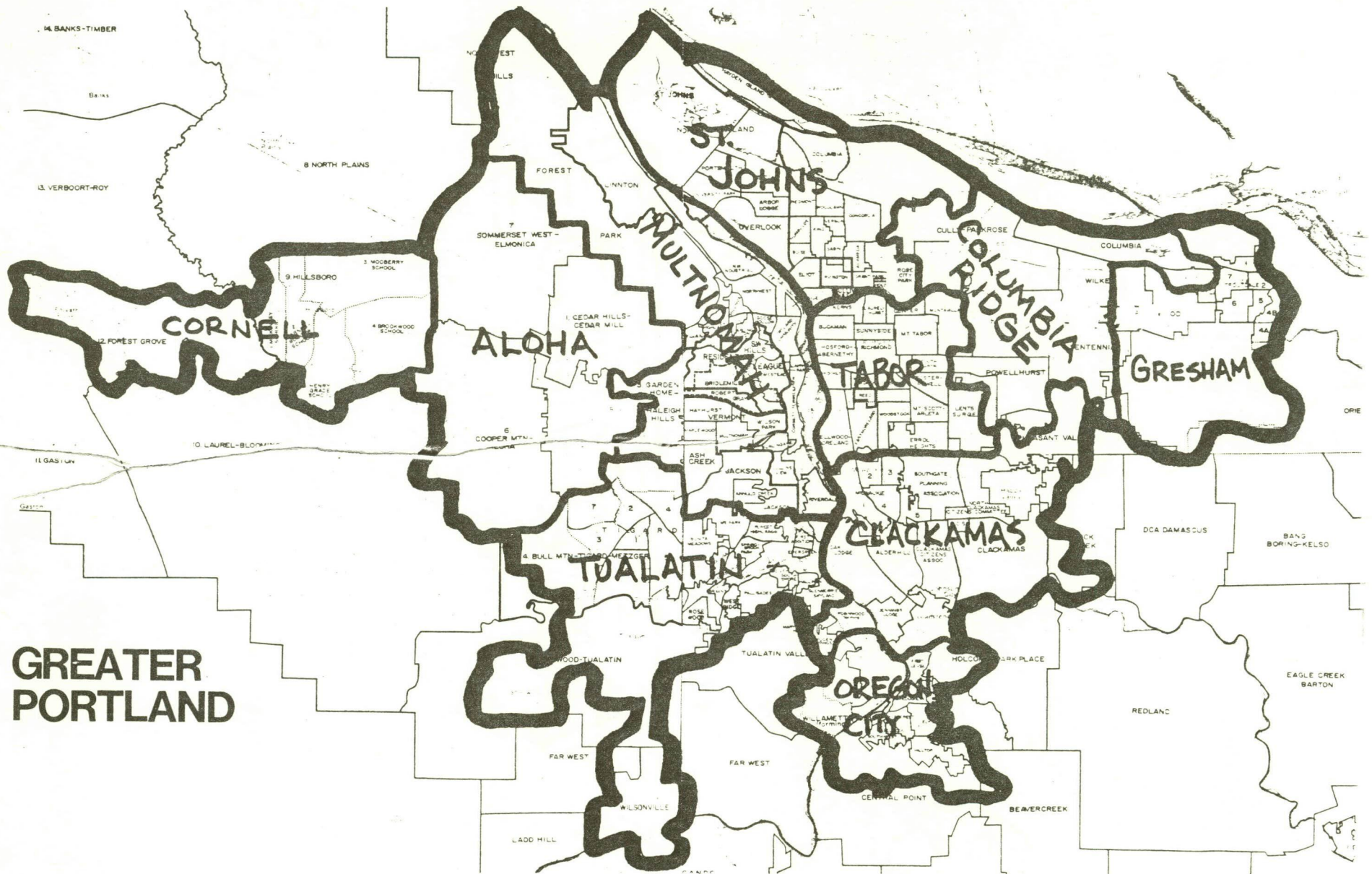
Affairs--to help staff and research this effort. Local and regional governments should also contribute funds along with the private sector and interim funding from the State Legislature. A major emphasis should be to involve representatives from from all existing community organizations in the region.

Two last minute details I would like to suggest are: 1) that the name of Greater Portland be considered for the new Metropolitan County; 2) I would also suggest that the proposal for a new Mid-County city of Columbia Ridge perhaps become the first of the federated municipalities. Their proposed charter already describes the kind of relationship with the community level tier I have outlined.

I would also like to nominate Professor E. Kimbark McColl as a possible chairman of this commission so that our past traditions are not lost in the kind of dramatic restructuring that is being proposed.

Finally, in terms of workable, I would suggest that this approach of a three-tier government is easier to package and gain voter support for than either consolidation or massive annexation. We can allow the structure to evolve in terms of the formation of municipalities around the region--as well as the functional assignments that get accomplished over time. This is clearly an incremental, yet achievable restructuring, more capable of resolving your mission than the other options and more likely to result in a system of local governance that a mere shuffling of bureaus and current service providers in East County. As the first state to establish both a voluntary council of governments, in Salem, as well as the initiative process and the first elected regional government in the country among other innovations, we should most definitely think beyond immediate budget band-aids for Mid-County and design an understandable and workable government structure for our region's future.

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METROPOLITAN SERVICE DISTRICT
Providing Zoo, Transportation, Solid Waste and
other Regional Services

527 S.W. Hall St., Portland, OR 97201 • 503/221-1646

November 15, 1983

TESTIMONY BEFORE MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

Bruce Etlinger
Councilor, District 10

Columbia South Shore, Cully,
Gateway, Hazelwood,
Maywood Park, Parkrose,
Rocky Butte, Rose City Park,
Wilkes

2715 NE 61st
Portland, OR 97213
284-3371

After almost three years looking for some light in the caverns of regional government, it's refreshing to see a much older and better understood entity struggling to review its mission, structure and organizational capacity to govern. Multnomah County and those of you who are devoting considerable time to this effort are to be commended for this regular, independent introspection. The Portland area has enjoyed a strong and healthy tradition of reform leaders in the field of streamlining governmental structure--stemming from the Government Simplification Commission of 1913 to the work on the regional level over the last twenty years.

I appreciate that the focus of your deliberations is structural in its emphasis. Nevertheless, because both the structure and programmatic roles assumed by this County affect the regional, municipal and community level of government, I wish to propose a wider perspective for this exercise in terms of the need for an ongoing inter-governmental dialogue. Before outlining an approach for addressing this inter-governmental review and potential re-assignment, let me offer a few thoughts on the immediate issues which have been attracting the most attention for this jurisdiction.

First, from my perspective as a Metro Councilor, it is imperative to have clearly defined roles for the Chief Executive as well as Legislative branch. Either you need to strengthen the current authority of the County Executive, and perhaps look to de-emphasizing the Commissioners role to half time positions; or shift to an appointed County Manager with policy-making centered on the Board. Both because of cost, and the siphoning of political energy, a two headed governing hierarchy seems to invite trouble.

Although I support most of the widely supported repairs to the Charter, in terms of the lobbyist position, elected administrative functions and compensation,

I do support continued use of districts for Board elections and limiting service in one elected position. This matter needs clarification, however, in order to protect the public's right to elevate promising leaders whose performance earns them advancement. On the election issue I would also favor any workable method to limit total campaign spending.

Returning to the big picture, I believe it is imperative that we begin to think past reviews of one function or one geographical area (i.e. mid-County)--or even one jurisdiction. Piecing together the governmental puzzle for the Portland metropolitan community requires a comprehensive approach in order to achieve economies where necessary (such as infrastructure investments) as well as increased accountability. If the public sector ^{in this area} was a series of divisions or subsidiaries for a private corporation, we would have gone broke by now--not just on turf battles and citizen confusion over the mass of numbers in the blue pages, but on management capacity and overall resource management as well. It is imperative to agree that we want a workable, streamlined and accountable system of governance. If your recommendations include such a plea, to County officials and voters, it would be possible to find a consensus which will strengthen and delineate roles for regional, municipal and community level entities throughout the region. Seventy years after the Government Simplification Commission, the Legislature could convene a "Governance Streamlining Commission" and empower it to develop long range options. Advisory votes could be taken to help identify the goal posts, and preferred structural option, although a three tier option I would favor should not be construed as locking in functional roles region-wide. Clearly the first decision is whether we need a metropolitan general purpose entity. If there are, in fact, regional services, beyond the Zoo and solid waste disposal and transportation co-ordination which provide a comparative advantage for a regional verses a county by county, or state, approach, it should be possible to indentify and plan for phasing of such re-assignments, as we re-design the current Metro, or create a new organization. I would suggest that regional forums be held to include functional specialists, policy-makers and interest groups in order to seek consensus on future policy direction and planning, funding, delivery roles for the new metropolitan entity of Greater Portland, the municipalities which would include the entire urbanized area, and the community level entities. Such a process for re-defining our local and regional structures could infuse expanded citizen involvement and aid significantly in the economic recovery of our region.



MULTNOMAH COUNTY OREGON

MULTNOMAH COUNTY HOME RULE CHARTER REVIEW COMMITTEE

3RD FLOOR, FORD BUILDING
2505 S.E. 11TH AVENUE
PORTLAND, OREGON 97202
(503) 248-5018

MEMBERS

Florence Bancroft
Tanya Collier
Chad Debnam
Marlene Johnsen
Penny Kennedy
Carol Kirchner, Vice-Chair
Leeanne MacColl
Roger Parsons
Ann Porter
Linda Rasmussen
Rev. Frank Shields, Chair
Paul Thalhofer
John Vogl

STAFF

Robert J. Castagna,
Project Manager
Maribeth McGowan,
Secretary

November 9, 1983

TO: COMMITTEE MEMBERS
FROM: FRANK SHIELDS
RE: MEETING PROCEDURES

To each of the members, I extend my gratitude for your commitment during the information-gathering stage of our work together. As we meet in the future, I have decided to discontinue use of the card system for asking questions. If you would please indicate to the Parliamentarian, by raising your hand (sufficient to gain her attention), that you have a question, I shall call questions in order from the list prepared by the Parliamentarian. Also, during our information-gathering public hearings, while we are receiving testimony and asking questions, I respectfully request that the Committee members refrain from engaging the witnesses in debate.

Thank you for your cooperation in these matters. I look forward to our decision-making months that lie ahead.

TO: COMMITTEE MEMBERS
FROM: ROBERT CASTAGNA
RE: ENCLOSED MATERIALS

Enclosed you will find the following materials:

1. Meeting Notices and Agenda for the meetings of November 15th, 22nd, and 29th.
2. Minutes of the November 2, 1983 meeting.

Enrolled

House Bill 2400

Sponsored by COMMITTEE ON ELECTIONS

CHAPTER.....240.....

AN ACT

Relating to counties.

Be It Enacted by the People of the State of Oregon:

SECTION 1. Section 2 of this Act is added to and made a part of ORS 203.710 to 203.770.

SECTION 2. (1) A proposed amendment to a county charter, whether proposed by the county governing body or by the people of the county in the exercise of the initiative power, shall embrace but one subject and matters properly connected therewith.

(2) When two or more amendments to a county charter are submitted to the electors of the county for their approval or rejection at the same election, they shall be so submitted that each amendment shall be voted on separately.

(3) Notwithstanding any county charter or legislation enacted thereunder, this section shall apply to every amendment of a county charter and shall take precedence and prevail over any conflicting provisions in a county charter or in legislation enacted thereunder.



METROPOLITAN SERVICE DISTRICT
527 SW. HALL ST., PORTLAND, OR. 97201 503 221-1646

Sharron Kelley
COUNCILOR
DISTRICT 7

November 14, 1983

To The Members of the Charter Review Committee:

There are few committees who have such a difficult task as you. You must recommend to the taxpayers an organizational structure for Multnomah County at a time when Multnomah County is in a state of flux. Clearly the services should dictate the structure rather than the reverse as a most efficient administrative structure may become cumbersome or impractical until a final reconciliation of services can be reached. But consider if you will the integrity by which Multnomah County has delivered services. Multnomah County has delivered human services for many years but is currently spinning off to private nonprofit organizations many of those services. This system allows for broader services to be provided at a local level because of an expanded eligibility for funds as well as local community-based support. Governmental agencies would be administrators rather than direct service providers under this system, and would only be a direct service provider when no other agency could provide an essential service. This method

may not only be valid but will assure our fragile population of an uninterrupted flow of services without revenue shortfall constraints.

Planning permits, neighborhood parks and police services are currently being incrementally withdrawn. However, the County Sheriff's Department have generated loyalty and support from mid-county for their manner of doing business. They have a "how can we help" posture. They have built strength through tradition and are a textbook touted police force nationwide. It would be foolish indeed for the region to phase out such a service. A possible restructuring should be considered; perhaps a division of responsibility would be a viable option. The County Sheriff's Department has interjurisdictional authority--they could perhaps assume the responsibility of all interjurisdictional crimes such as scams, etc., as well as crime prevention. The local jurisdiction could then provide street patrols, etc.

Roads and transportation planning are another area where Multnomah County has excelled and I am sure there are many others. We should consider economies of scale benefits, efficiency and quality of service as well as common good to evaluate who should be the prime service provider rather than political considerations. So although it is not currently clear who should do what or even in what arena those decisions could be reached, there is considerable support for Multnomah County to be the prime provider of many services. Consequently, I would suggest you use the best case scenario for your current

recommendations for Charter amendments but consider as one recommendation an option to reconvene the Committee perhaps even annually until a final reconciliation of services is reached.

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MULTNOMAH COUNTY OREGON

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Maribeth McGowan,
Secretary

PUBLIC MEETING NOTICES

November 7, 1983

- I. Tuesday, November 15, 1983
7:00 P.M.
The Portland Building
Hearing Room C
1120 S.W. 5th Avenue
Portland, Oregon 97204

Agenda

Representatives of City Governments and METRO

Commissioner Margaret Strachan, City of Portland
Rick Gustafson, Executive Officer, METRO
Fred Carlson, Fairview City Council
Bruce Etlinger, METRO Council, District 10
Sharron Kelley, METRO Council, District 7
Gary Hansen, METRO Council, District 12
Nancy Standley, Chair, Planning Commission, Maywood Park
Committee Business: Approval of Minutes of 11/2/83

###

- II. Tuesday, November 22, 1983
4:00 P.M.
Ford Building
Third Floor Conference Room
2505 S.E. 11th Avenue
Portland, Oregon 97202

SUBCOMMITTEE ON THE AUDITOR'S OFFICE

Agenda

Steven Schell, Chair, Citizens Advisory Task Force
to Portland City Auditor
Hank Miggins, Deputy Auditor, Multnomah County
Jewel Lansing, Portland City Auditor
Elaine Cogan, Cogan & Associates
Ross Hall, former Comptroller, Multnomah County

###

- III. Tuesday, November 29, 1983--GENERAL PUBLIC HEARING
7:00 P.M.
Wilson High School
1151 S.W. Vermont
Portland, Oregon

AN EQUAL OPPORTUNITY EMPLOYER

###

Charter Review Committee
2505 SE 11th Avenue
Portland, OR 97202



OREGON STATE BOARD OF EDUCATION

Charter Review Committee
2505 SE 11th Avenue
Portland, OR 97202



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Charter Review Committee
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CHARTER REVIEW COMMITTEE



MULTNOMAH COUNTY OREGON

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Agenda

Representatives of City Governments and METRO

Commissioner Margaret Strachan, City of Portland
Rick Gustafson, Executive Officer, METRO
Fred Carlson, Fairview City Council
Bruce Etlinger, METRO Council, District 10
Sharron Kelley, METRO Council, District 7
Gary Hansen, METRO Council, District 12
Nancy Standley, Chair, Planning Commission, Maywood Park
Committee Business: Approval of Minutes of 11/2/83

###

- II. Tuesday, November 22, 1983
4:00 P.M.
Ford Building
Third Floor Conference Room
2505 S.E. 11th Avenue
Portland, Oregon 97202

SUBCOMMITTEE ON THE AUDITOR'S OFFICE

Agenda

Steven Schell, Chair, Citizens Advisory Task Force
to Portland City Auditor
Hank Miggins, Deputy Auditor, Multnomah County
Jewel Lansing, Portland City Auditor
Elaine Cogan, Cogan & Associates
Ross Hall, former Comptroller, Multnomah County

###

- III. Tuesday, November 29, 1983--GENERAL PUBLIC HEARING
7:00 P.M.
Wilson High School
1151 S.W. Vermont
Portland, Oregon

AN EQUAL OPPORTUNITY EMPLOYER

###

Charter Review Committee
2505 SE 11th Avenue
Portland, OR 97202



CHARTER REVIEW COMMITTEE



MULTNOMAH COUNTY OREGON

MULTNOMAH COUNTY HOME RULE CHARTER REVIEW COMMITTEE

3RD FLOOR, FORD BUILDING
2505 S.E. 11TH AVENUE
PORTLAND, OREGON 97202
(503) 248-5018

MEMBERS
Florence Bancroft
Tanya Collier
Chad Debnam
Marlene Johnsen
Penny Kennedy
Carol Kirchner, Vice-Chair
Leeanne MacColl
Roger Parsons
Ann Porter
Linda Rasmussen
Rev. Frank Shields, Chair
Paul Thalhofer
John Vogl

STAFF
Robert J. Castagna,
Project Manager
Maribeth McGowan,
Secretary

PUBLIC MEETING NOTICES

November 7, 1983

- I. Tuesday, November 15, 1983
7:00 P.M.
The Portland Building
Hearing Room C
1120 S.W. 5th Avenue
Portland, Oregon 97204

Agenda

Representatives of City Governments and METRO

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11/4/83
for
11/15/83- (A)

Representatives of City Governments + METRO -

Portland -

Jordan - 248-4682 - Pat Swan - Juanita Rodriguez - Adm.
Secretary - web ^{will} not be available
Kirkberg - 248-4145 - ^{David Judson} ~~David J.~~ Steve Lawenstein - not available ^{that evening}
Schwab - 248-4180 - unavailable
① Strachan - ²⁴⁸⁻⁴¹⁵¹ web Forester or appt. secretary - ^{thinking about testifying} Dean Smith - will call on Monday -
will bring written testimony ^{in copies}
Jarvis - 248-4120 - Linda - Mayor out of town - web by anyone
will represent Mayor -

Gresham - Gresham council is meeting - she'll check
Wail, Mayor - 661-3000 - Phyllis Brough - web ^{about} staff testimony

Maywood Park -
255-9805 - web -

Troutdale -

665-5175 - administrator Rose Christian web -
- won't know till Tuesday - she'll try to get back to me today -

Wood Village - Council meeting on Wed.

Kate Babbitt - 667-4211 - no representative testifying - no comments

Fairview - 665-7929 - City Reader, Betsey Nicholson web.

① 666-5242 - Fred Carlson - will testify - 30 copies requested -
- won't testify - hasn't had time to put it together, asd City fairview had reviewed

(2)
11/14/83

METRO - 221-1646 -

(2)

Gustafson
Diane Simon - Rick + ~~Dan Carlson~~ → both
will testify

Toby ^{Janus} - web by Monday noon Re: Council members

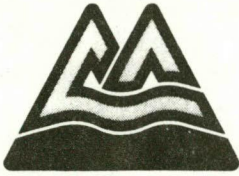
Bruce E. Hinger - 284-3371 -
20 copies O.K. -

Sharon Kelley - 666-5571 - w.
Guy Hansen - 285-2953 -

11/14/83

Confirmations -

1. Rick Gustafson - O.K. per Diane Simon
2. Guy Hansen - personally confirmed - cancelled ^{called back to work}
3. Sharon Kelley - web
4. Bruce E. Hinger - O.K. personally confirmed
5. Fred Carlson - won't be there
6. Margaret Strachan - will call back ^{been} - Smith confirmed



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WILLAMETTE VALLEY COUNCIL OF GOVERNMENTS