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COMMISSION TO EVALUATE COUNTY AND REGIONAL GOVERNMENT

MINORITY REPORT

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INTRODUCTION

Local government is supposed to embody the aspirations of the people. More than any other level of government, it is the level that is most visible and accessible. Group A regards the assignment of analyzing County and Regional Government as extremely challenging, especially in a limited time-frame with limited resources.

Nevertheless, it is the purpose of Group A to strike a benchmark in defining the issues surrounding County and Regional Government in Cumberland County. We do this in the hope that others will use our work as a point of departure to further study and advance representative government for the citizens of Cumberland County.

DEFINITIONS

For clarity and consistency the definition of the following terms is absolutely essential:

Representative Form of County Government

Representative Form of County Government is the form in which the Commissioners are administrators only. The State Legislature passes all statutes and budgets initiating policy. The judicial branch judges compliance with statute law and the Constitution. The citizens exercise their individual rights, principally through their very important check, the ballot. The powers of each branch are balanced in the sense that they are equal; and separated in the sense that each branch exercises only one of the functions of initiating, administrating, or judging policy . (See Figure #1)

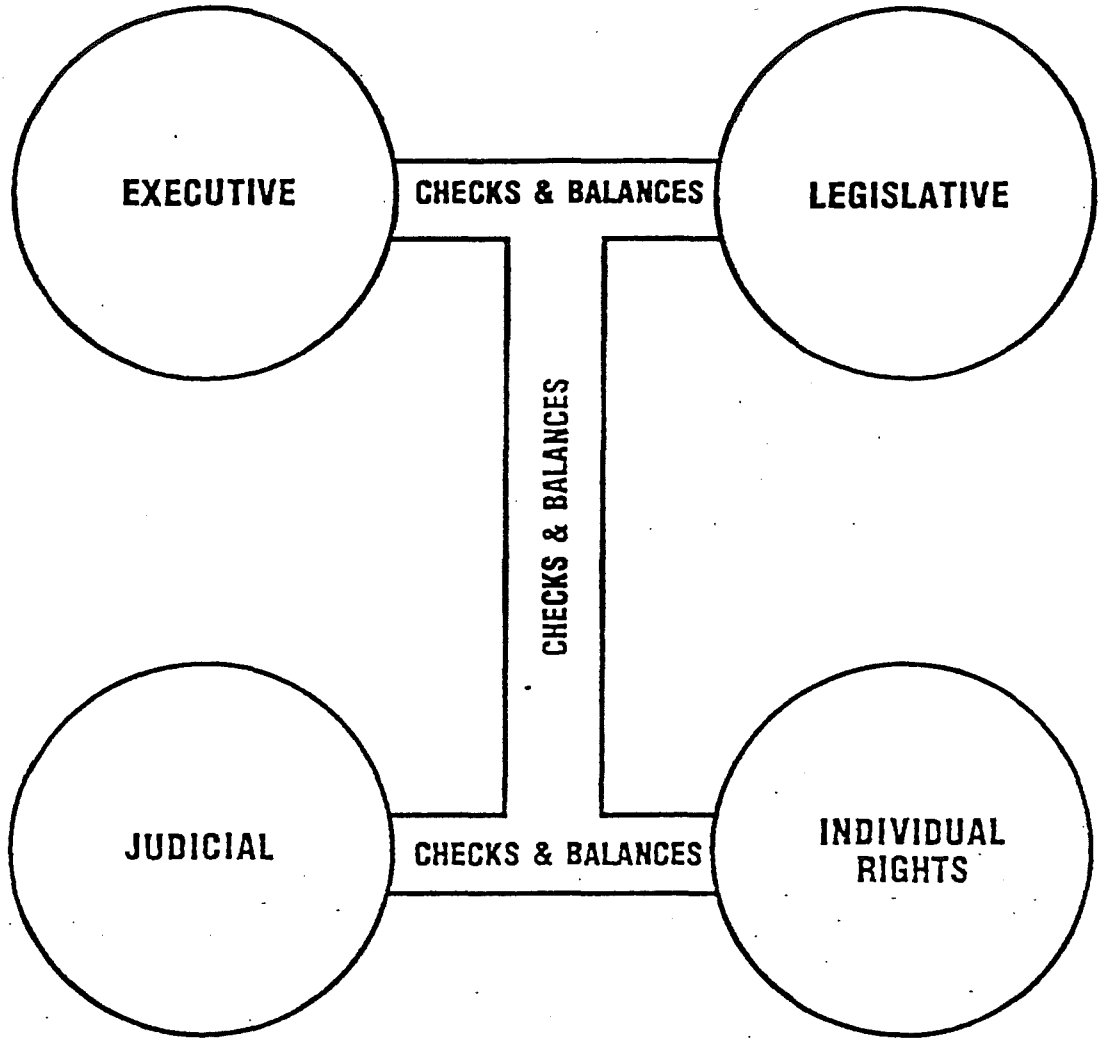
Administrative Form of County Government

The Administrative Form of County Government is that form in which the Commissioners are given authority to both initiate as well as administer policy. Cumberland County took a step in this direction when the Maine Legislature gave the Commissioners the power to approve their own budget, thereby substantially increasing the power of the Commissioners . This has partly eliminated the balance and the separation of powers between the legislative and executive branches. (See Figure #2)

Federal Regional Governance

Federal Regional Governance is an administrative structure implemented by presidential executive order governing the administration of federal grants, rules, and, regulations. It links together the federal, state ,and, local levels of government in a type of vertical command and control system. This system was supposedly designed to be responsive to local needs, but in practice tends to be run from the top downward. (See Figure # 3)

REPRESENTATIVE FORM OF GOVERNMENT



THE CHECKS AND BALANCES ARE:

(1.) Executive veto of legislative action

(2.) Legislative review of executive appointments

(3.) Judicial review

(4.) Ballot

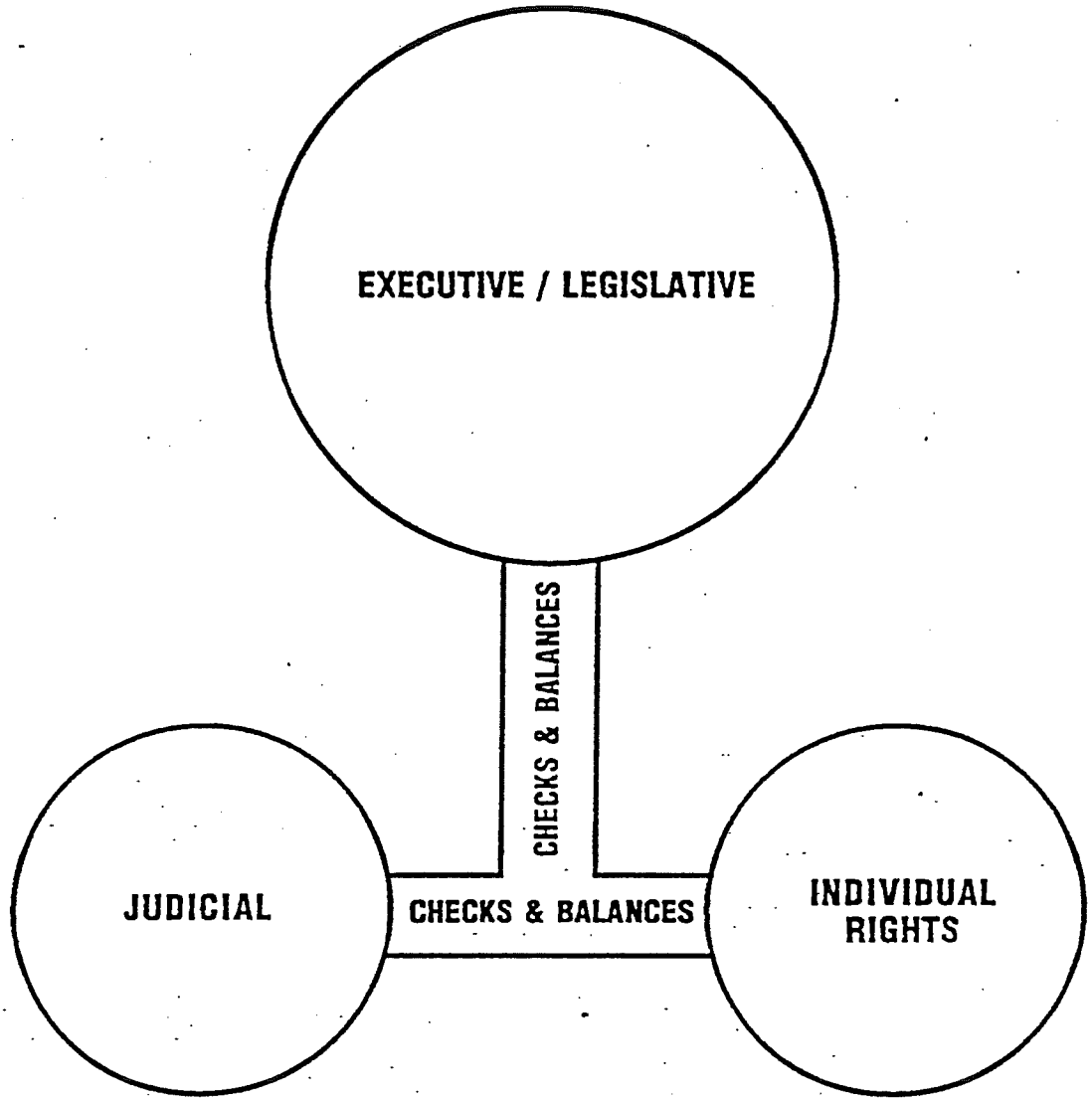
The LEGISLATIVE branch establishes policy.

The EXECUTIVE branch implements policy.

The JUDICIAL branch judges compliance with the Constitution in the implementation of policy.

(FIGURE #1)

ADMINISTRATIVE FORM OF GOVERNMENT



THE CHECKS AND BALANCES ARE:

(1.) Executive veto of legislative action REMOVED

(2.) Legislative review of executive appointments REMOVED

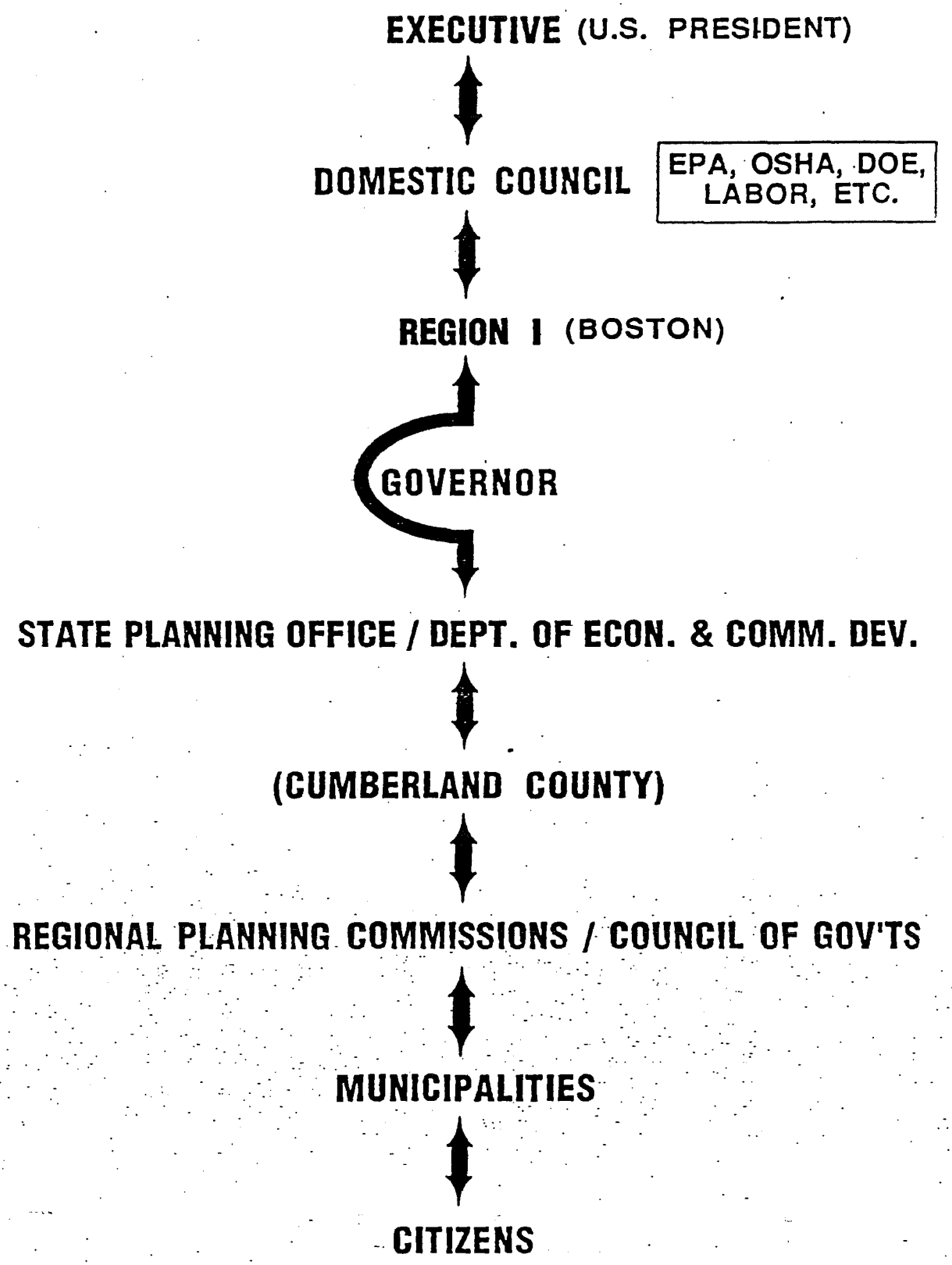
(3.) Judicial review

(4.) Ballot

(FIGURE #2)

FEDERAL REGIONAL GOVERNANCE

Federal and State regulations and grant contracts control policy up and down this administrative structure.



Federal Executive order #11647, signed by President Richard Nixon in 1972

(FIGURE #3)

REPRESENTATIVE COUNTY GOVERNMENT: A PLAN FOR THE FUTURE

We are in the midst of a financial crisis. We have only two options: taxes must go up or government must cut back.

An evaluation of the Cumberland County budget for the last decade demonstrates a radical jump of 154.6%. (Refer to Figure #4) It took Cumberland County more than 200 years from the foundation of this country to reach a $3 million budget. It only took another decade to get to a $10.7 million budget. A financial evaluation alone indicates that something has seriously gone wrong.

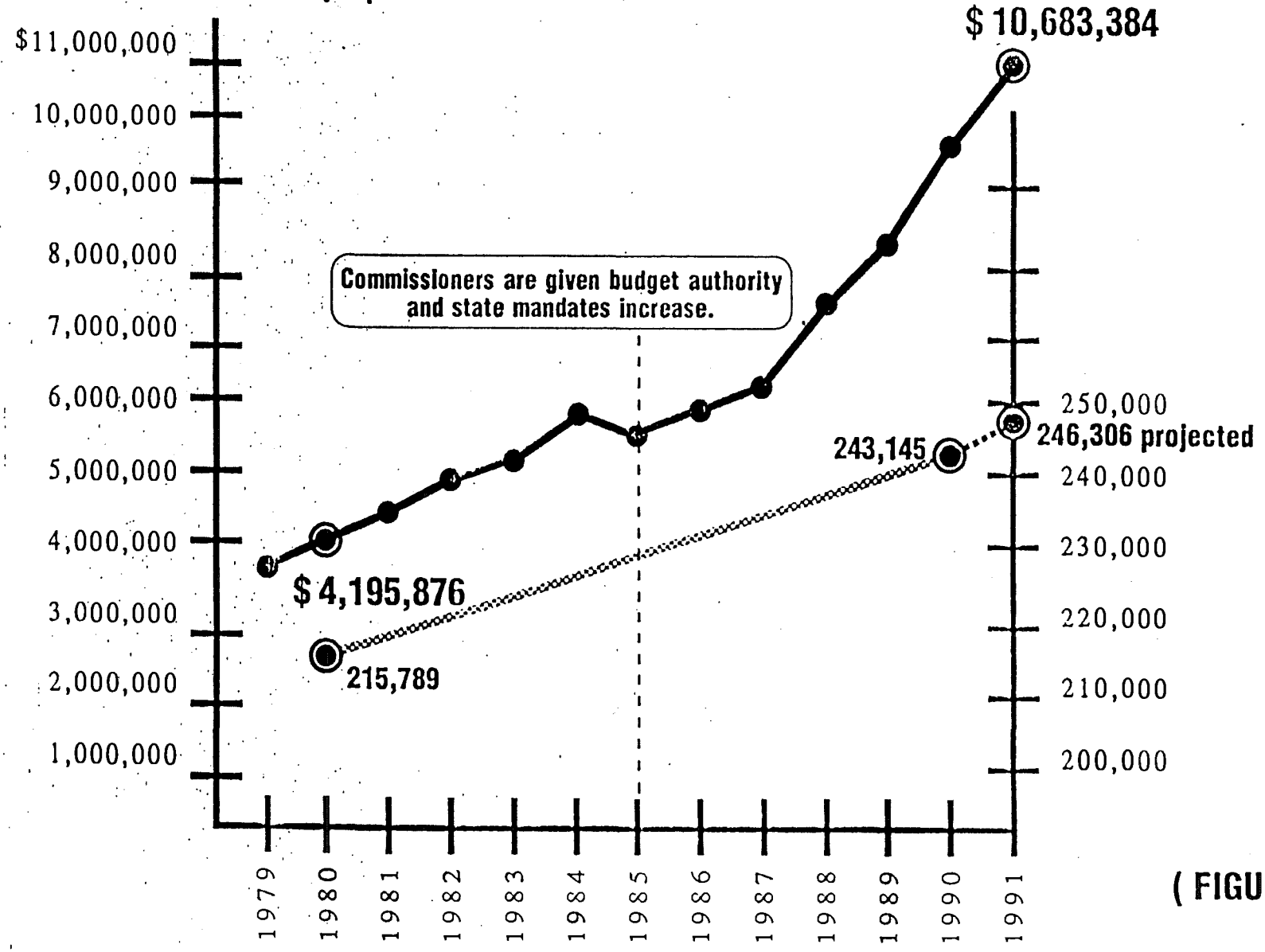
The Commission was asked to evaluate our present County Government and compare it with possible new administrative forms of government, or regional governance. For example, another form of county government was suggested in a study called Vision 2000. One reason given for the Vision 2000 proposal was a public outcry to justify runaway County Government, with 80% of the county funds coming directly out of the pockets of the property taxpayer. Our report, in contrast to the Vision 2000 report, will detail our research, target the contributing factors leading to the present fiscal and representative problems, and then outline our solutions.

We have unanimously found that Vision 2000 is an idea that should not be implemented because of its financial and political cost. We believe it is a budget crisis bail-out, county-wide political stripmining that would drive the county into enormous debt. As we will demonstrate, taking dollars from one pocket and putting dimes in another is no answer to the budget crisis we are facing now.

County Government was intended to be a quiet, efficient, effective form of government that was not supposed to burden the local towns. It has run the courts, Registry of Deeds, the Sheriff 's Department, and Judge of Probate, with a county Treasurer since the beginning. These vital county-

1980 - 1990 CUMBERLAND COUNTY BUDGETS

While population figures from 1980 - 1990 indicate an historically consistant rise at 12.7%, budget increases during the same period nearly tripled and jumped a dramatic 154.6%.



(FIGURE #4)

wide services would be impractical to operate on a town by town basis or at the state level. Our research tells us that people are not upset with basic functions of County Government. Few know its purpose until they use its services. It's today's spiraling cost that's got everyone up in arms.

Why then, you may ask, if County Government has a small role to play, is the price tag so high?

There is a distinct link between state legislation and the rise in the cost of County Government. In 1985, the legislature voted to give budget autonomy to the County Commissioners by abolishing the Legislature's authority . (Refer to Figure #4) This gave the elected Commissioners complete authority to pass their own budget. Although the Legislature created the Cumberland County Budget Advisory Committee to advise the Commissioners, this committee of various Councilmen, Selectmen and Aldermen has only the power to review the county budget, not to control it. The checks and balances of controlling the budget were removed from the Legislature.

What happens when County Government is given budget authority? In the first 5 years from 1980-85, while the Legislature still maintained control of the county's budget, increases were an average of 5.2%. However, once the process was released from Legislative control, the average increases more than doubled, ringing in at 12.7%! (Refer to Figures #5A,B&C) The Legislature gave the county budgetary autonomy and then burdened it with state mandates; how is that better accountability?

Other legislation, created by the people for the purpose of providing property tax relief, has compounded the problem. Because once the people grant the power to create a new tax, the Legislature can then tweak with the original intent of the tax "reform." They change it with little fanfare or voter awareness and the funds for tax relief have often been spent in ways other than relieving the property tax burden.

For example, the Jail Operations Surcharge Tax was originally created for the purpose of relieving property tax burdens. This is a 10% tax on fines

(FIGURE #5

Cumberland County Budgets (Commissioner's Expenditure Categories)

FINAL BUDGET APPROVED

YEAR	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991
Emergency Management Agency	43712	62661	76599	79978	76355	83871	85622	88277	88851	103731	105264	271003	147403
District Court	500	0	0	0	0	0	0	0	0	0	0	0	0
District Attorney	108198	128412	159931	176523	221555	224934	251412	254968	289374	316135	354087	410352	431079
Commissioners	40104	66330	66380	103562	125267	199246	143484	155160	217366	186629	310874	197372	198903
Equal Employment Opportunity	1600	1780	1848	1960	2220	2498	0	0	0	0	0	0	0
Treasurer	40785	50264	50255	54392	61655	68522	67813	67554	74519	70256	67222	76844	75300
Courthouse	229709	278906	334661	347122	392122	399949	452410	452149	419509	428304	436404	462235	698974
Engineer	17541	22551	29745	25492	25014	21042	0	0	0	0	0	0	0
Jail	756307	832964	847826	912151	1016272	1261675	1411666	1681049	1779186	2188640	2557087	3418787	3739896
Contracts & Grants	0	0	0	0	155058	183846	0	0	0	0	0	0	0
Registry of Deeds	214714	257598	257492	237887	281520	541263	320256	354337	367081	469428	453788	424714	426765
Registry of Probate	112480	143736	171429	157324	149977	159690	174577	173370	199369	185376	190425	208164	203713
Sheriff	0	0	0	0	0	0	1011804	1095902	1135133	1256403	1288354	1424161	1379142
---Admin./Police Services	658188	672654	803447	820225	875783	925133	0	0	0	0	0	0	0
---Contracts & Grants	98760	200847	210000	153454	0	0	0	0	0	0	0	0	0
---Bureau of Judicial Service	81445	84622	73673	115476	152510	157636	0	0	0	0	0	0	0
Civil Process	0	0	0	0	48052	50916	46899	47005	67610	0	95804	171506	178756
Advertising & Promotion	500	0	0	0	0	0	0	0	0	0	0	0	0
Auditing	8000	0	0	0	0	0	0	0	0	0	0	0	0
Debt Service	225000	175000	175000	175000	175000	175000	175000	175000	175000	305000	305000	305000	305000
Debt Interest--Bonds	182694	169982	158838	147900	137019	131600	120613	104507	93269	256467	238219	219922	201474
T.A.N. Interest & Bank Charges	0	0	0	116875	110000	0	0	0	0	0	0	0	0
Debt Interest--Loans	92500	115000	93433	0	0	70000	77000	84200	105000	100000	100000	244200	284200
Grants	0	0	0	0	0	182269	159800	150375	154375	158050	166050	170595	391542
Extension Association	58036	60000	63000	65000	67000	0	0	0	0	0	0	0	0
Council of Governments	1000	1000	1000	1000	23000	0	0	0	0	0	0	0	0
Employee Benefits/Taxes	357000	371000	468703	503747	513065	564225	543822	577482	625000	741378	1075125	1228613	1388834
Public Relations	500	500	0	0	0	0	0	0	0	0	0	0	0
Cumberland County Soil & Water	4827	5000	5000	5000	5300	0	0	0	0	0	0	0	0
Printing & Reproducing	2500	2500	7400	4650	4000	4000	3100	3100	0	0	0	0	0
Human Services	156380	159325	173750	192000	212960	239540	259612	268150	280010	318124	337691	364056	377403
Saco River Corridor Commission	5000	5000	5000	5000	5000	0	0	0	0	0	0	0	0
Cumberland County Civic Center	0	10770	28439	49732	64359	0	0	0	0	0	0	0	0
Food Stamp Plan	58000	113761	125059	114000	0	0	0	0	0	0	0	0	0
Threshold to Maine RC & D Area	500	0	500	500	500	0	0	0	0	0	0	0	0
Promotion of Cumberland County	0	0	0	0	5700	0	0	0	0	0	0	0	0
Maine Publicity Bureau	0	0	0	0	0	0	0	0	0	0	0	0	0
Portland Public Library	0	0	0	0	20000	0	0	0	0	0	0	0	0
Capital Reserve-Joint Bridges	10000	6000	6000	3000	8100	4000	0	0	0	0	0	0	0
Insurance Deductible	1000	1000	1000	2000	2000	2000	0	0	0	10000	30000	30000	30000
Contingent Account	50000	25000	25000	40000	40000	40000	40000	40000	40000	40000	40000	40000	40000
Support of the State Courts	112213	112213	112213	112213	112213	112213	112216	112220	112212	112213	0	0	0
Extraditon of Prisioners	3500	0	0	0	0	0	0	0	0	0	0	0	0
Energy Conservation Improv.	0	40000	20000	42101	0	0	0	0	0	0	0	0	0
Medical	0	500	0	0	0	0	0	0	0	0	0	0	0
Reimb. Travel in Crim. Cases	0	5000	0	0	0	0	0	0	0	0	0	0	0
Pay and Classification Program	0	14000	5000	0	0	0	0	0	0	0	0	0	0
Charter Commission	0	0	3500	5000	0	0	0	0	0	0	0	0	0
Time Clocks	0	0	800	0	0	0	0	0	0	0	0	0	0
Wage Adj.-Employee Appeals	0	0	5000	0	0	0	0	0	0	0	0	0	0
Salary/Benefits/Term. Pay	0	0	0	130074	11152	64126	37861	2500	7000	158086	120853	155402	185000
Total Department Expenditures	3733193	4195876	4566921	4900338	5099728	5869194	5494967	5887305	6229864	7404220	8272247	9822926	10683384

Cumberland County Budgets (Re-Categorized Expenditures to Current Commissioner Budget Format)

FINAL BUDGET APPROVED

YEAR	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991
Emergency Management Agency	43712	62661	76599	79978	76355	83871	85622	88277	88851	103731	105264	271003	147403
District Attorney	108198	128412	159931	176523	221555	224934	251412	254968	289374	316135	354087	410352	431079
Commissioners	61745	93161	105373	135664	156501	226786	146584	158260	217366	186629	310874	197372	198903
Treasurer	40785	50264	50255	54392	61655	68522	67813	67554	74519	70255	67222	76844	75300
Courthouse	229709	278906	334661	347122	392122	399949	452410	452149	419509	428304	436404	462235	698974
Jail	756307	832964	847826	912151	1016272	1261675	1411666	1681049	1779186	2188640	2557087	3418787	3739896
Registry of Deeds	214714	257598	257492	237887	281520	541263	320256	354337	367081	469428	453788	424714	426765
Registry of Probate	112480	143736	171429	157324	149977	159690	174577	173370	199369	185376	190425	208164	203713
Sheriff	838393	958123	1087120	1089155	1183251	1266615	1011804	1095902	1135133	1256403	1288354	1424161	1379142
Civil Process	0	0	0	0	48052	50916	46899	47005	67610	0	95804	171506	178756
Debt Service	225000	175000	175000	175000	175000	175000	175000	175000	175000	305000	305000	305000	305000
Debt Interest--Bonds	182694	169982	158838	147900	137019	131600	120613	104507	93269	256467	238219	219922	201474
Debt Interest--Loans	92500	115000	93433	116875	110000	70000	77000	84200	105000	100000	100000	244200	284200
Grants	82363	141770	137239	173333	190859	182269	159800	150375	154375	158050	166050	170595	391542
Employee Benefits/Taxes	357000	371000	468703	503747	513065	564225	543822	577482	625000	741378	1075125	1228613	1388834
Human Services	156380	159325	173750	192000	212960	239540	259612	268150	280010	318124	337691	364056	377403
Food Stamp Plan	58000	113761	125059	114000	0	0	0	0	0	0	0	0	0
Insurance Deductible	11000	7000	7000	5000	10100	6000	0	0	0	10000	30000	30000	30000
Contingent Account	50000	25000	25000	40000	40000	40000	40000	40000	40000	40000	40000	40000	40000
Support of the State Courts	112213	112213	112213	112213	112213	112213	112216	112220	112212	112213	0	0	0
Salary/Benefits/Term. Pay	0	0	0	130074	11152	64126	37861	2500	7000	158086	120853	155402	185000
Total Department Expenditures	3733193	4195876	4566921	4900338	5099728	5869194	5494967	5887305	6229864	7404220	8272247	9822926	10683384

Cumberland County Budgets (Re-Categorized Grant Account Expenditures)

FINAL GRANT ACCOUNT

YEAR	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991
Extension Association	58036	60000	63000	65000	67000	71050	73500	78500	88500	93000	100000	102970	105000
Cumberland Cnty Soil & Water	4827	5000	5000	5000	5300	5500	6500	7000	8000	9000	9500	9500	9975
Saco River Corridor Commission	5000	5000	5000	5000	5000	5500	5500	5775	5775	6200	6200	6200	6200
Cumberland Cnty Civic Center	0	10770	28439	49732	64359	60719	31500	20000	20000	20000	20000	20000	238051
Threshold of Maine RC & D Area	500	0	500	500	500	500	500	600	600	600	600	600	600
Maine Publicity Bureau	500	0	0	0	0	1000	0	0	500	750	750	1000	0
Portland Public Library	0	0	0	0	20000	25000	25000	25000	25000	26500	26500	27825	29216
So. Maine Emerg. Medical Svcs.	0	0	0	0	0	0	2000	2000	2000	2000	2500	2500	2500
Council of Governments	1000	1000	1000	1000	23000	12000	11300	11500	4000	0	0	0	0
Public Relations	0	500	0	0	0	0	0	0	0	0	0	0	0
Promotion of Cumberland Cnty	0	0	0	0	5700	1000	4000	0	0	0	0	0	0
Extraditon of Prisioners	3500	0	0	0	0	0	0	0	0	0	0	0	0
Energy Conservation Improv.	0	40000	20000	42101	0	0	0	0	0	0	0	0	0
Medical	0	500	0	0	0	0	0	0	0	0	0	0	0
Reimb. Travel in Crim. Cases	0	5000	0	0	0	0	0	0	0	0	0	0	0
Pay and Classification Program	0	14000	5000	0	0	0	0	0	0	0	0	0	0
Charter Commission	0	0	3500	5000	0	0	0	0	0	0	0	0	0
Time Clocks	0	0	800	0	0	0	0	0	0	0	0	0	0
Wage Adj.-Employee Appeals	0	0	5000	0	0	0	0	0	0	0	0	0	0
District Court	500	0	0	0	0	0	0	0	0	0	0	0	0
Advertising & Promotion	500	0	0	0	0	0	0	0	0	0	0	0	0
Auditing	8000	0	0	0	0	0	0	0	0	0	0	0	0
Total Department Expenditures	82363	141770	137239	173333	190859	182269	159800	150375	154375	158050	166050	170595	391542

Cumberland County Budgets (Commissioner's Expenditure Categories)

COMMISSIONERS PROPOSED BUDGET YEAR	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991
Emergency Management Agency	22759	62661	64599	79978	73675	81533	83240	88277	88851	103731	103643	267668	147403
District Court	500	500	0	0	0	0	0	0	0	0	0	0	0
District Attorney	55413	114912	133370	176523	216992	220886	247105	254968	289374	315535	345490	398392	431079
Commissioners	41929	51643	65180	103562	122245	193504	139005	155160	217366	186629	310686	196311	198903
Equal Employment Opportunity	0	1780	1848	1960	2122	2272	0	0	0	0	0	0	0
Treasurer	28594	43637	56416	53713	59094	66113	65977	67554	74519	70256	66609	74456	75300
Courthouse	145988	278906	334661	347122	383405	392310	445683	451354	419509	428304	413616	454810	698974
Engineer	11525	22551	29745	25492	24533	20712	0	0	0	0	0	0	0
Jail	591213	832964	831082	912151	1014784	1229856	1410246	1627649	1779186	2188640	2550929	3294172	3739896
Contracts & Grants	0	0	0	0	0	183262	0	0	0	0	0	0	0
Registry of Deeds	-55343	259300	256598	237208	272878	534932	315182	354337	367081	464428	435276	413412	426765
Registry of Probate	56383	145445	166861	155844	145486	155772	167551	173370	199369	185376	187389	204002	203713
Sheriff	0	0	0	0	0	0	0	1069933	1135133	1246003	1384158	1419321	1379142
---Admin./Police Services	520180	673245	740439	819250	866813	916509	964341	0	0	0	0	0	0
---Contracts & Grants	0	200847	210000	153454	154823	0	0	0	0	0	0	0	0
---Bureau of Judicial Service	61150	84621	73673	115476	152510	152733	0	0	0	0	0	0	0
Civil Process	0	0	0	0	48052	49752	46899	45549	67610	0	0	164996	178756
Advertising & Promotion	500	875	0	0	0	0	0	0	0	0	0	0	0
Auditing	8000	15000	0	0	0	0	0	0	0	0	0	0	0
Debt Service	225000	175000	175000	175000	175000	175000	175000	175000	175000	305000	305000	305000	305000
Debt Interest--Bonds	182694	169982	159044	147900	137019	131600	120613	104507	93269	256467	238219	219922	201474
T.A.N. Interest & Bank Charges	0	115000	100000	116875	110000	70000	0	0	0	0	0	0	0
Debt Interest--Loans	10000	0	0	0	0	0	77000	84200	105000	100000	100000	244200	284200
Grants	0	0	0	0	0	0	159800	150375	154375	158050	166050	170595	391542
Extension Association	58036	63635	63000	65000	67000	71050	0	0	0	0	0	0	0
Council of Governments	1000	1000	1000	1000	23000	12000	0	0	0	0	0	0	0
Employee Benefits/Taxes	316000	371000	522072	503747	513065	560925	541897	570248	625000	741378	1075125	1228613	1388834
Public Relations	500	500	500	0	0	0	0	0	0	0	0	0	0
Cumberland County Soil & Water	4827	5309	5000	5000	5300	5500	0	0	0	0	0	0	0
Printing & Reproducing	2500	2500	7400	4650	4000	4000	3100	3100	0	0	0	0	0
Human Services	99000	159325	173750	192000	209960	239540	259612	268150	280010	318124	337691	364056	377403
Misc. Requests	7500	0	0	0	0	0	0	0	0	0	0	0	0
Saco River Corridor Commission	0	5000	5200	0	5000	5500	0	0	0	0	0	0	0
Cumberland County Civic Center	0	10770	28439	49732	64359	60719	0	0	0	0	0	0	0
Food Stamp Plan	0	113761	125059	114000	0	0	0	0	0	0	0	0	0
Threshold to Maine RC & D Area	0	500	500	500	500	500	0	0	0	0	0	0	0
Promotion of Cumberland County	0	0	0	0	5700	1000	0	0	0	0	0	0	0
Maine Publicity Bureau	0	0	6000	0	0	1000	0	0	0	0	0	0	0
Portland Public Library	0	0	0	0	0	25000	0	0	0	0	0	0	0
Capital Reserve-Joint Bridges	10000	10000	6000	3000	8100	4000	0	0	0	0	0	0	0
Insurance Deductible	1000	1000	1000	2000	2000	2000	0	0	0	10000	30000	30000	30000
Contingent Account	50000	50000	25000	40000	40000	40000	40000	40000	40000	40000	40000	40000	40000
Support of the State Courts	112213	112213	112213	112213	112213	112213	112216	112220	112212	112213	0	0	0
Extraditon of Prisioners	-2931	8500	0	0	0	0	0	0	0	0	0	0	0
Energy Conservation Improv.	0	40000	20000	42101	0	0	0	0	0	0	0	0	0
Medical	0	0	500	0	0	0	0	0	0	0	0	0	0
Reimb. Travel in Crim. Cases	0	5000	0	0	0	0	0	0	0	0	0	0	0
Pay and Classification Program	0	14000	0	0	0	0	0	0	0	0	0	0	0
Human Service Coordinator	0	15000	0	0	0	0	0	0	0	0	0	0	0
Prog. & Training for Comp.	0	6830	0	0	0	0	0	0	0	0	0	0	0
Charter Commission	0	0	3500	5000	0	0	0	0	0	0	0	0	0
Time Clocks	0	0	800	0	0	0	0	0	0	0	0	0	0
Wage Adj.-Employee Appeals	0	0	0	0	0	0	0	0	0	0	0	0	0
Salary/Benefits/Term. Pay	0	0	0	130074	52100	147500	120500	91354	7000	174086	182366	333000	185000
Total Department Expenditures	2566130	4244712	4505449	4891525	5071728	5869193	5494967	5887305	6229864	7404220	8272247	9822926	10683384

Cumberland County Budgets (Re-Categorized Expenditures to Current Commissioner Budget Format)

COMMISSIONERS PROPOSED BUDGET YEAR	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991
Emergency Management Agency	22759	62661	64599	79978	73675	81533	83240	88277	88851	103731	103643	267668	147403
District Attorney	55413	114912	133370	176523	216992	220886	247105	254968	289374	315535	345490	398392	431079
Commissioners	55954	78474	104173	135664	152900	220488	142105	158260	217366	186629	310686	196311	198903
Treasurer	28594	43637	56416	53713	59094	66113	65977	67554	74519	70256	66609	74456	75300
Courthouse	145988	278906	334661	347122	383405	392310	445683	451354	419509	428304	413616	454810	698974
Jail	591213	832964	831082	912151	1014784	1229856	1410246	1627649	1779186	2188640	2550929	3294172	3739896
Registry of Deeds	-55343	259300	256598	237208	272878	534932	315182	354337	367081	464428	435276	413412	426765
Registry of Probate	56383	145445	166861	155844	145486	155772	167551	173370	199369	185376	187389	204002	203713
Sheriff	581330	958713	1024112	1088180	1174146	1252504	964341	1069933	1135133	1246003	1384158	1419321	1379142
Civil Process	0	0	0	0	48052	49752	46899	45549	67610	0	0	164996	178756
Debt Service	225000	175000	175000	175000	175000	175000	175000	175000	175000	305000	305000	305000	305000
Debt Interest--Bonds	182694	169982	159044	147900	137019	131600	120613	104507	93269	256467	238219	219922	201474
Debt Interest--Loans	10000	115000	100000	116875	110000	70000	77000	84200	105000	100000	100000	244200	284200
Grants	70432	170589	134439	168333	170859	182269	159800	150375	154375	158050	166050	170595	391542
Employee Benefits/Taxes	316000	371000	522072	503747	513065	560925	541897	570248	625000	741378	1075125	1228613	1388834
Human Services	99000	159325	173750	192000	209960	239540	259612	268150	280010	318124	337691	364056	377403
Misc. Requests	7500	0	0	0	0	0	0	0	0	0	0	0	0
Food Stamp Plan	0	113761	125059	114000	0	0	0	0	0	0	0	0	0
Insurance Deductible	11000	11000	7000	5000	10100	6000	0	0	0	10000	30000	30000	30000
Contingent Account	50000	50000	25000	40000	40000	40000	40000	40000	40000	40000	40000	40000	40000
Support of the State Courts	112213	112213	112213	112213	112213	112213	112216	112220	112212	112213	0	0	0
Human Service Coordinator	0	15000	0	0	0	0	0	0	0	0	0	0	0
Prog. & Training for Comp.	0	6830	0	0	0	0	0	0	0	0	0	0	0
Salary/Benefits/Term. Pay	0	0	0	130074	52100	147500	120500	91354	7000	174086	182366	333000	185000
Total Department Expenditures	2566130	4244712	4505449	4891525	5071728	5869193	5494967	5887305	6229864	7404220	8272247	9822926	10683384

Cumberland County Budgets (Re-Categorized Grant Account Expenditures)

COMMISSION GRANT ACCOUNT YEAR	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991
Extension Association	58036	63635	63000	65000	67000	71050	73500	78500	88500	93000	100000	102970	105000
Cumberland Cnty Soil & Water	4827	5309	5000	5000	5300	5500	6500	7000	8000	9000	9500	9500	9975
Saco River Corridor Commission	0	5000	5200	0	5000	5500	5500	5775	5775	6200	6200	6200	6200
Cumberland Cnty Civic Center	0	10770	28439	49732	64359	60719	31500	20000	20000	20000	20000	20000	238051
Threshold of Maine RC & D Area	0	500	500	500	500	500	500	600	600	600	600	600	600
Maine Publicity Bureau	0	0	6000	0	0	1000	0	0	500	750	750	1000	0
Portland Public Library	0	0	0	0	0	25000	25000	25000	25000	26500	26500	27825	29216
So. Maine Emerg. Medical Svcs.	0	0	0	0	0	0	2000	2000	2000	2000	2500	2500	2500
Council of Governments	1000	1000	1000	1000	23000	12000	11300	11500	4000	0	0	0	0
Public Relations	500	500	500	0	0	0	0	0	0	0	0	0	0
Promotion of Cumberland Cnty	0	0	0	0	5700	1000	4000	0	0	0	0	0	0
Extraditon of Prisioners	-2931	8500	0	0	0	0	0	0	0	0	0	0	0
Energy Conservation Improv.	0	40000	20000	42101	0	0	0	0	0	0	0	0	0
Medical	0	0	500	0	0	0	0	0	0	0	0	0	0
Reimb. Travel in Crim. Cases	0	5000	0	0	0	0	0	0	0	0	0	0	0
Pay and Classification Program	0	14000	0	0	0	0	0	0	0	0	0	0	0
Charter Commission	0	0	3500	5000	0	0	0	0	0	0	0	0	0
Time Clocks	0	0	800	0	0	0	0	0	0	0	0	0	0
District Court	500	500	0	0	0	0	0	0	0	0	0	0	0
Advertising & Promotion	500	875	0	0	0	0	0	0	0	0	0	0	0
Auditing	8000	15000	0	0	0	0	0	0	0	0	0	0	0
Total Department Expenditures	70432	170589	134439	168333	170859	182269	159800	150375	154375	158050	166050	170595	391542

(FIGURE #5C

Cumberland County Budgets (Commissioner's Expenditure Categories)

DEPARTMENT REQUEST BUDGET YEAR	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991
Emergency Management Agency	45518	62661	71363	83545	74692	81347	85790	105494	88753	109494	104200	302706	148678
District Court	500	500	0	0	0	0	0	0	0	0	0	0	0
District Attorney	125020	146434	135845	202979	227388	239760	253976	283154	288295	322671	356197	403772	452418
Commissioners	41929	51643	65480	98562	122245	193504	135580	157446	217151	186629	310686	200811	198903
Equal Employment Opportunity	1600	1780	1848	1960	2122	2272	0	0	0	0	0	0	0
Treasurer	44481	52970	63225	54472	59502	73761	72259	71674	84849	75011	72170	81006	85500
Courthouse	232201	278906	355511	378722	358107	397000	480683	462959	416321	437183	468116	455247	818475
Engineer	23307	22551	29495	35492	24533	20712	0	0	0	0	0	0	0
Jail	845149	832964	835682	945657	1017530	1275971	1409865	1635903	1776952	2194526	2650784	3437648	4499126
Contracts & Grants	0	0	0	0	0	183262	0	0	0	0	0	0	0
Registry of Deeds	226583	271550	280652	260012	305028	570309	325738	359124	400275	493702	487280	635162	464467
Registry of Probate	120150	170860	182801	176327	151379	168850	182254	208993	203904	198462	210300	205502	212440
Sheriff	0	0	0	0	8	0	0	1110783	1135862	1250840	1385532	1429431	1515189
---Admin./Police Services	709934	673245	745282	875483	866245	936134	978258	0	0	0	0	0	0
---Contracts & Grants	0	200847	210000	0	154823	0	0	0	0	0	0	0	0
---Bureau of Judicial Service	82850	84622	73673	115476	152510	162533	0	0	0	0	0	0	0
Civil Process	0	0	0	0	48052	49752	46899	45549	67610	0	0	164996	178756
Advertising & Promotion	500	875	0	0	0	0	0	0	0	0	0	0	0
Auditing	8000	15000	0	0	8	0	0	0	0	0	0	0	0
Debt Service	225000	175000	175000	175000	175000	175000	175000	175000	175000	305000	305000	305000	305000
Debt Interest--Bonds	182694	169982	159044	147900	137019	131600	130613	104507	93269	256467	238219	219922	201474
T.A.N. Interest & Bank Charges	0	115000	100000	116875	110000	0	0	0	0	0	0	0	0
Debt Interest--Loans	92500	0	0	0	0	100000	77000	84200	105000	100000	100000	244200	284200
Grants	0	0	0	0	8	0	229776	180010	236295	229544	171639	196065	399986
Extension Association	58036	63635	69300	69000	70000	71050	0	0	0	0	0	0	0
Council of Governments	1000	1000	1000	1000	23000	12000	0	0	0	0	0	0	0
Employee Benefits/Taxes	316000	371000	522072	517522	513065	560887	541897	570248	625000	741378	1075125	1228613	1388834
Public Relations	500	500	500	0	0	0	0	0	0	0	0	0	0
Cumberland County Soil & Water	4827	5309	5325	5300	5300	5500	0	0	0	0	0	0	0
Printing & Reproducing	2500	2500	7400	4650	4000	4000	3100	3100	0	0	0	0	0
Human Services	168249	325712	247020	300823	331207	286951	439318	339058	280010	415486	426169	480386	482178
Saco River Corridor Commission	5000	7500	6000	6000	6000	6000	0	0	0	0	0	0	0
Cumberland County Civic Center	33700	10770	28439	49732	64359	60719	0	0	0	0	0	0	0
Food Stamp Plan	58000	113761	113071	114000	0	0	0	0	0	0	0	0	0
Threshold to Maine RC & D Area	500	500	500	500	500	500	0	0	0	0	0	0	0
Promotion of Cumberland County	0	0	0	0	0	1000	0	0	0	0	0	0	0
Maine Publicity Bureau	6000	6000	6000	0	3000	5000	0	0	0	0	0	0	0
Portland Public Library	0	0	0	0	40000	25000	0	0	0	0	0	0	0
Capital Reserve-Joint Bridges	10000	10000	6000	3000	8100	4000	0	0	0	0	0	0	0
Insurance Deductible	1000	1000	1000	2000	2000	2000	0	0	0	10000	30000	30000	30000
Contingent Account	50000	50000	25000	40000	40000	40000	40000	40000	40000	40000	40000	40000	40000
Support of the State Courts	112213	112213	112213	112213	112213	112213	112216	112220	112212	112213	0	0	0
Extraditon of Prisioners	3500	8500	0	0	0	0	0	0	0	0	0	0	0
Energy Conservation Improv.	0	40000	20000	42101	0	0	0	0	0	0	0	0	0
Medical	0	0	500	0	0	0	0	0	0	0	0	0	0
Reimb. Travel in Crim. Cases	0	5000	0	0	0	0	0	0	0	0	0	0	0
Pay and Classification Program	0	14000	0	0	0	0	0	0	0	0	0	0	0
Charter Commission	0	0	3500	5000	0	0	0	0	0	0	0	0	0
Time Clocks	0	0	800	0	0	0	0	0	0	0	0	0	0
Human Service Coordinator	0	15000	0	0	0	0	0	0	0	0	0	0	0
Southern Maine REACT	0	0	0	0	1200	0	0	0	0	0	0	0	0
Reprog. & Training for Comp.	0	6830	0	0	0	0	0	0	0	0	0	0	0
Wage Adj.-Employee Appeals	0	0	0	0	0	0	0	0	0	0	0	0	0
Salary/Benefits/Term. Pay	0	0	0	165774	52100	147000	120500	91354	7000	174086	182366	333000	185000
Total Department Expenditures	3838941	4498120	4660541	5107077	5262211	6105587	5840722	6140776	6353758	7652692	8613783	10393467	11890624

Cumberland County Budgets (Re-Categorized Expenditures to Current Commissioner Budget Format)

DEPARTMENT REQUEST BUDGET YEAR	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991
Emergency Management Agency	45518	62661	71363	83545	74692	81347	85790	105494	88753	109494	104200	302706	148678
District Attorney	125020	146434	135845	202979	227388	239760	253976	283154	288295	322671	356197	403772	452418
Commissioners	69336	78474	104223	140664	152900	220488	138680	160546	217151	186629	310686	200811	198903
Treasurer	44481	52970	63225	54472	59502	73761	72259	71674	84849	75011	72170	81006	85500
Courthouse	232201	278906	355511	378722	358107	397000	480683	462959	416321	437183	468116	455247	818475
Jail	845149	832964	835682	945657	1017530	1275971	1409865	1635903	1776952	2194526	2650784	3437648	4499126
Registry of Deeds	226583	271550	280652	260012	305020	570309	325738	359124	400275	493702	487280	635162	464467
Registry of Probate	120150	170860	182801	176327	151379	168850	182254	208993	203904	198462	210300	205502	212440
Sheriff	792784	958714	1026955	990959	1173578	1261929	978256	1110783	1135862	1250840	1385532	1429431	1515189
Civil Process	0	0	0	0	48052	49752	46899	45549	67610	0	0	164996	178756
Debt Service	225000	175000	175000	175000	175000	175000	175000	175000	175000	305000	305000	305000	305000
Debt Interest--Bonds	182694	169982	159044	147900	137019	131600	130613	104507	93269	256467	238219	219922	201474
Debt Interest--Loans	92500	115000	100000	116875	110000	100000	77000	84200	105000	100000	100000	244200	284200
Grants	122063	179089	141854	178633	212159	186769	229776	180010	236295	229544	171639	196065	399986
Employee Benefits/Taxes	316000	371000	522072	517522	513065	560887	541897	570248	625000	741378	1075125	1228613	1388834
Human Services	168249	325712	247020	300823	331207	286951	439318	339058	280010	415486	426169	480386	482178
Food Stamp Plan	58000	113761	113071	114000	8	0	0	0	0	0	0	0	0
Insurance Deductible	11000	11000	7000	5000	10100	6000	0	0	0	10000	30000	30000	30000
Contingent Account	50000	50000	25000	40000	40000	40000	40000	40000	40000	40000	40000	40000	40000
Support of the State Courts	112213	112213	112213	112213	112213	112213	112216	112220	112212	112213	0	0	0
Human Service Coordinator	0	15000	0	0	0	0	0	0	0	0	0	0	0
Southern Maine REACT	0	0	0	0	1200	0	0	0	0	0	0	0	0
Reprog. & Training for Comp.	0	6830	0	0	0	0	0	0	0	0	0	0	0
Salary/Benefits/Term. Pay	0	0	0	165774	52100	147000	120500	91354	7000	174086	182366	333000	185000
Total Department Expenditures	3838941	4498120	4660541	5107077	5262211	6105587	5840722	6140776	6353758	7652692	8613783	10393467	11890624

Cumberland County Budgets (Re-Categorized Grant Account Expenditures)

DEPARTMENT GRANT ACCOUNT YEAR	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991
Extension Association	58036	63635	69300	69000	70008	71050	75458	78910	98495	93390	102590	102970	105000
Cumberland Cnty Soil & Water	4827	5309	5325	5300	5300	5500	7014	10300	10500	10500	10500	10500	10500
Saco River Corridor Commission	5000	7500	6000	6000	6000	6000	6000	6200	6200	6200	6200	6200	6200
Cumberland Cnty Civic Center	33700	10770	28439	49732	64359	60719	31500	20000	20000	20000	20000	20000	238051
Threshold of Maine RC & D Area	500	500	500	500	500	500	500	600	600	600	600	600	600
Maine Publicity Bureau	6000	6000	6000	0	3000	5000	1000	1000	1000	1000	1000	1000	0
Portland Public Library	0	0	0	0	40000	25000	27500	25000	67000	89354	28249	27825	29635
So. Maine Emerg. Medical Svcs.	0	0	0	0	0	0	10000	2000	2500	2500	2500	10000	10000
Cmblnd Cnty Soil & Wtr (Urban)	0	0	0	0	0	0	0	0	0	6000	0	0	0
Convention & Vistors Bureau	0	0	0	0	8	0	0	0	0	0	0	16970	0
Council of Governments	1000	1000	1000	1000	23000	12000	23500	36000	30000	0	0	0	0
Public Relations	500	500	500	0	0	0	0	0	0	0	0	0	0
Promotion of Cumberland Cnty	0	0	0	0	0	1000	5198	0	0	0	0	0	0
Extraditon of Prisioners	3500	8500	0	0	0	0	0	0	0	0	0	0	0
Energy Conservation Improv.	0	40000	20000	42101	8	0	0	0	0	0	0	0	0
Medical	0	0	500	0	0	0	0	0	0	0	0	0	0
Reimb. Travel in Crim. Cases	0	5000	0	0	0	0	0	0	0	0	0	0	0
Pay and Classification Program	0	14000	0	0	0	0	0	0	0	0	0	0	0
Charter Commission	0	0	3500	5000	0	0	0	0	0	0	0	0	0
Time Clocks	0	0	800	0	0	0	0	0	0	0	0	0	0
Wage Adj.-Employee Appeals	0	0	0	0	0	0	0	0	0	0	0	0	0
Maine Assoc. Handicapped Pers.	0	0	0	0	0	0	5000	0	0	0	0	0	0
Regional Trans. Program	0	0	0	0	0	0	37106	0	0	0	0	0	0
District Court	500	500	0	0	0	0	0	0	0	0	0	0	0
Advertising & Promotion	500	875	0	0	0	0	0	0	0	0	0	0	0
Auditing	8000	15000	0	0	0	0	0	0	0	0	0	0	0
Total Department Expenditures	122063	179089	141854	178633	212159	186769	229776	180010	236295	229544	171639	196065	399986

assessed by the courts for speeding violations and the like. Presently,the counties do the work, but are only allowed to keep 22% of the tax with the remaining dollars sent, by legislative order, to the state general fund. The Real Estate Transfer Tax is another tax that, when enacted, was designed to give property tax relief. The Real Estate Transfer Tax is the tax that is paid on the sale of real property. Presently, the counties do the work of collecting it, but, are limited to retaining for Cumberland County only 10% of the tax on real estate transactions. The remaining 90% is taken by the state. When the State Legislature can literally come down and rob the coffers of the County Government, leaving it cash-poor and forcing County Government to raise property taxes, County Government is not our problem.

In 1971, the Legislature decided that government should get into the entertainment business. Legislation was created for the formation of a Recreational District Board of Trustees for the purpose of building the Cumberland County Civic Center in Portland. It was put out to referendum, and it passed. The people by legislation wisely capped the bond issue at $3.5 million.

Three years later, in 1974, quietly, and without voter approval, the Legislature voted to lift all bond limitations. Under current legal opinion rendered for the Recreational District, this non-elected, appointed Civic Center Board of Trustees, has the power to float a bond for any amount. Further, the Board was free from the County Commissioners' approval or from the voters' approval. A blank check had been given to nine people, with the **power to spend any amount** of money they chose **and pass the bill** to the County Government. There was only one limitation; the money had to be spent for "athletic, recreational and municipal purposes."

With the Civic Center located in Portland, the irate Town of Otisfield left to join Oxford County in the mid 70's. Brunswick has tried to leave Cumberland County twice, and, Bridgton is planning to leave Cumberland County even now. Why? Bigger and even more expensive plans are in the offing. Downtown Portland Revitalization, yet another brainchild of the 9-member Board of Trustees includes a $25 - $36 million Convention Center that would be paid for by the taxpayers, using every home, business, and wood lot in Cumberland County for collateral without, in

this case, voter approval. If there were profit to be made with a privately financed convention center, local businessmen would be clamoring for the chance. This year's County Government budget report indicates that the Civic Center in Portland lost nearly a quarter of a million dollars. In fact, for the last several years the Civic Center lost money, with the cost passed directly on to the property taxpayer. (Refer to Figure #5A)

Nationwide, convention centers are losing money.

Geographically, Portland is poorly located to be a strong attraction to major conventions in a stagnant economy. Given the economic history of the Civic Center, a convention center would be an unwise heavily subsidized venture. Convention center estimates project an annual debt service of $4 million with preliminary operating deficits projected up to three quarters of a million dollars a year. (Reference the Economic Impact of the Convention Center report dated November 1, 1990, submitted to Portland Department of Planning and Urban Development, by Cambridge Systematics, Inc. of Cambridge, MA.) The establishment of a governmental convention center will take away private sector business from existing tax paying convention center facilities such as the Holiday Inn by the Bay, Portland, or Sable Oaks, South Portland.

After years of bad legislation, unfunded governmental mandates, and spending sprees, County Government is now cash-poor; and a familiar drum beat for new taxes can be heard. This time it's all wrapped up in a plan for regionalized government outlined in the document called Vision 2000. Attached funding mechanisms will once again create new taxation while promising to relieve property tax burdens.

Thus far, of the first 800 printed and publicized bills, a disturbing trend indicates that the Legislature is looking for ways to create new taxes. For the property taxpayer, already dealing with skyrocketing property taxes, this trend is both frustrating and threatening. Undoubtedly, this focus will be used to create momentum to implement new county and local option meals and lodging taxes, sales, and income taxes.

Presently before the Legislature are the following bills:

- Proposal L.D. 336 proposes to give municipalities a local sales tax option limited to 1% -- at least for now. It has been billed as a tourist tax, but the week or two that the out-of-staters spend in town will in no way match the cost local citizens will pay for the complete year. Only major towns like Portland with a large retail base will benefit; how will Baldwin or Standish fare? Further, it's a well-known fact that New Hampshire sells to Mainers skipping the border for a tax break

- Another proposal, L.D. 614, co-sponsored by Portlanders Rep. Hoglund and Sen. Brannigan, is very likely to be strongly promoted. It is a 3% tax on meals and lodging to fund the counties and requires voter approval. Again, the sales pitch is a promise to relieve property tax -- not reduce property tax. It is an easy bill to market; after all, the tourists will pay. But, again, every stop at McDonald's or any restaurant 12 months a year will be paid by local residents. If the objective is to lower the property tax bills by providing new revenue, then the tax break should be given directly to the municipalities. Real tax relief means steps should be taken to reduce spending and keep the demand for taxation reduced.

- Proposal L.D. 441, again co-sponsored by Rep. Hoglund, Portland, gives the counties a local sales tax option of up to 2% or an income tax surcharge up to 10%, or both! This would open the way to vast expansion of County Government and the cost could be as high as $60 million a year -- six times the 1991 budget. This bill is quickly gaining a reputation as more Portland legislation, prompted by Vision 2000. The bill promises that, "The revenues received by a county under this section must be used to reduce the county tax," whatever leftover money, if any, goes to the county's municipalities "in proportion to the municipality's share of the total state valuations for the county." Nothing prohibits or mandates a dollar for dollar tax relief with spending limits. Among the recommendations by the Vision 2000 study group last year were a 1% sales tax and a 16% income tax surcharge, each estimated to raise $23 million a year. This proposed taxation would likely more than triple the present county budget in one year! Initially, the Vision 2000 regional government plan sounded like a cost-and-policy control program, but, with broad and sweeping taxing power, the costs will only shoot straight up.

The 3 R's of County Government

Group A believes that Vision 2000 regionalized government is a comprehensive policy-making program which is proceeding way beyond the control of the State Legislature. On the face of it, there's a promise to involve more citizenry. However, if adopted, the plan calls for even more appointed officials, perhaps including an appointed County Administrator.

"Absolute power corrupts absolutely." The earlier examples of the Cumberland County Civic Center in Portland and the budget autonomy granted the County Commissioners clearly demonstrate that eliminating elected officials from the process guarantees that government spending will be out of control. According to South Portland Councilor Glynn, quoted in the American Journal Feb. 20, 1991, "These moneys are intended to fund not only the current County Government, but also an expanded County Government, including whatever dream projects are coming -- a convention center, and for all we know county malls, parking garages, ...that the city of Portland is able to convince the County Commissioners to establish."

In a nutshell, Vision 2000 stands for taxation without representation -- government by appointed officials. It seeks to enact a county income tax, county sales tax, and a county meals and lodging tax. Vision 2000 stands for regional planning and for taking away control of zoning from the municipalities and centralizing it at the county level or regional level. It's a drastic and radical loss of local control.

How will the local citizen defend his Individual Rights in the face of an even larger government conglomerate than his town? The ultimate aim of representative government is to restrain the use of power and prevent it from being centralized in a few hands. This is why it has its checks and balances including the elective process.

When researching prototypes for regionalized government, we looked to the existing Minnesota/St. Paul regional government as described in Making One Community Out of Many, by Arthur Naftalin. This document very much supports the conclusions of the Vision 2000 report, which we were led to believe is a Maine idea. Out of the 24 members active in this

commission to evaluate county/regional government, 13 were participants in the Vision 2000 plan. With this kind of continuing commitment, we expect to see an overwhelming support for the Vision 2000 proposal emerge from this study commission. Every member of this commission should think very carefully about what recommendations we will make.

It would be naive for the commission to deny that tinkering with governmental structure is devoid of partisan politics. To date, the sponsorship for the tax increases to support this vast expansion of County Government has come out of the Democrat Party. Independents make up 1/3 of the voting population in this state. This should not be a partisan ball game. Any funding mechanism or governmental structural changes should be supported by all the people of this state, including both political parties, or not supported at all.

The fact is, the people of Maine have become alienated. We of Group A affirm and support government by public representation rather than government by elite professional administration. Public administration professionals -- not the people -- are the direct beneficiaries of the increased power and authority which their model legislation gives them when we enact it.

Taxes initiated to relieve taxes are a little like the confirmed alcoholic who promises to drink only in moderation. Once the intoxicating effect of the alcohol is once again felt, the insatiable appetite returns. And, as in the case of new taxes, the result is runaway government, and all the promised restraints are quickly forgotten.

We have forgotten that property tax was only meant to provide for the essential fire and police protection and the maintenance of roads. We need to do more than hold the line on taxes and spending. We need to roll back the size and cost of government!

Group A identified the following three categories with specific recommendations for County Government which we call the 3 R's of reform:-

TAXATION

REDUCE and relieve the growing property tax burden.

EFFICIENCY

REMAIN strong and effective with a traditional purpose.

ACCOUNTABILITY

RETAIN elected County Government officials.

TAXATION

As we saw earlier, County Government has been cash-starved, forcing it to look for new revenue sources. Remember, taxes that were enacted specifically to relieve property tax burdens have been used for other purposes. Two of those taxes, the Real Estate Transfer Tax and the Jail Operations Surcharge Tax, were mentioned earlier.

Therefore, we recommend that:

- 100% of the Real Estate Transfer Tax and the Jail Operations Surcharge Tax be kept in the counties. (Refer to Figures #6 & #7) This could mean an estimated $3 million reduction in property taxes annually, directly benefiting the local property taxpayer.

- The County Commissioners should come back under the authority of the full Legislature for budget approval.

- The legislation creating the Recreational District Board of Trustees should be repealed. Failing that, the appointed nine member Board of Trustees should be disbanded or placed under the direct authority of the County Commissioners, as is every other department, with all assets and responsibilities for the administration of the Civic Center subject to the

PROPERTY TAX REDUCTION PROPOSAL

1991 Cumberland County Budget

Estimated Expenditures ---------- $10,683,384

Estimated County Income ---------- $2,406,801

Designated Surplus ---------- 0

1991 Proposed Property Tax Relief

Present Municipal Tax Bill ---------- $8,276,583

Proposed Property Tax Relief ----- $3,000,000 SAVINGS!

Proposed Estimated Municipal Tax Bill ------ $5,276,583

OVER 1/3 Property Tax Reduction

TO THE MUNICIPALITIES

(FIGURE #6)

(FIGURE #

CUMERLAND COUNTY PROPERTY TAX SCHEDULE

TOWN NAME	PROPERTY VALUATION	1991 PROPERTY TAX	PROPOSED PROPERTY TAX RELIEF	ACTUAL PROPERTY TAX SAVINGS
Baldwin	60700000	31059	19801	11250
Bridgton	363700000	186101	118645	67456
Brunswick	944050000	483059	307966	175093
Cape Elizabeth	687350000	351709	224226	127483
Casco	185050000	94688	60367	34321
Cumberland	430950000	220512	140583	79929
Falmouth	715650000	366190	233457	132733
Freeport	646200000	330653	210802	119851
Gorham	522200000	267204	170351	96853
Gray	312550000	159928	101959	57969
Harpswell	504450000	258121	164560	93561
Harrison	169950000	86961	55441	31520
Naples	241000000	123317	78618	44699
New Gloucester	141850000	72583	46274	26309
North North Yarmouth	128200000	65598	41821	23777
Portland	4199950000	2149065	1370097	778968
Pownal	63750000	32620	20796	11824
Raymond	332700000	170239	108533	61706
Scarborough	865700000	442969	282406	160563
Sebago	141600000	72455	46192	26263
South Portland	1674800000	856975	546349	310626
Standish	393150000	201170	128252	72918
Westbrook	1125300000	575803	367092	208711
Windham	659700000	337561	215206	122355
Yarmouth	664550000	340042	216788	123254
TOTAL	16175050000	8276582	5276582	3000000

authority of the Commissioners. As was noted earlier, the Civic Center is a substantial drain on the county budget; therefore, we strongly suggest that consideration be given to selling the Civic Center. This is an example of a Special Purpose County District with an Administrative Form of Government. (See Figure # 2) Even though, the judicial branch and individual rights component are still operative, the legislative and executive checks and balances are removed.

- The proposed Convention Center should not be built. Practically speaking, Group A believes this venture would only serve to further burden an already overburdened County Government. Further, entertainment is not the function of the County Government.

- Group A believes that local option taxing authority at multiple levels would result in havoc. All sales tax, meals and lodging tax, and income tax, etc., should remain with the Maine Legislature.

- County Government should not be burdened by unfunded mandates from the Maine Legislature.

EFFICIENCY

We have a chance to hold government accountable and responsible. Adding another powerful layer of government has from the outset, always proven to be enormously expensive. It is time to solve County Government problems, not to add more cumbersome duties, more state mandates, and more governmental services that duplicate or usurp the functions of the towns and the state. No functions should be shifted to the County Government without a compelling rationale when we have a more than 200 year record of efficient and economical service. What we know about government is that it tends to never give up its power. We foresee layers and layers and duplication of services because local municipalities will refuse to give up their control. We can and must say no to a vision that is turning into a nightmare.

County Government should run the jails, run the courts, run the deeds office, and that's it! It just makes sense to have these county wide services provided as close to home as possible. He who records the deeds, records who owns the land. That office has to be kept uncorrupted and the best way to keep an office uncorrupted is to have vigorous elections.

Therefore, we recommend that:

- County Government should maintain its Constitutional functions and be kept a lean and limited-purpose government, following its historical role by providing only basic services.

- County Government should not be involved in welfare distribution, as it currently is, in recreation, as in the Civic Center in Portland, or in education.

ACCOUNTABILITY

The most compelling argument for elected officials is their accountability. Clearly, we've got some handwriting-on-the-wall examples of what happens when the people making the decisions are neither responsible nor answerable to the public. Political appointees easily become entrenched bosses. This is true of all elected officials, but particularly true with the Office of the Sheriff. Currently, a bill before the Legislature would further erode the authority of the Sheriff by removing his duty to be the process server. We strongly oppose this. The Office of the Sheriff belongs to the people -- not bureaucracy.

What is distinctive about our government as structured under the Constitution is that the people are the ultimate repository of sovereignty in the system and directly responsible for their government. The people are their own guardians, and the success or failure of our communities is uniquely related to the commitment and will of the people. (Refer to Figure #1)

Therefore, we recommend that:

- All County Government officials remain elected and accountable to the people of Cumberland County.

- The Office of the Sheriff, also remain elected and accountable to the people of Cumberland County as mandated in the Maine Constitution Article IX, Sec. 10, "Sheriff's shall be elected by the people of their respective counties,....

- The County Government should not have the powers of imminent domain.

IN CONCLUSION

We have exceeded the common man's ability to pay. We are engaged in a financial fight like we've never seen before. We're being told that the proposed tax increases "aren't gonna hurt a bit." In fact, we're told "they're gonna help us!" Maine in 1990 is ranked the 12th highest taxed state in the nation in local and state taxes as a per cent of total income.

How do we compare to our other New England neighbors?

Maine..... ranks 12th
Vermont..... ranks 27th
Massachusetts ....ranks 30th
Rhode Island .....ranks 37th
Connecticut ..... ranks 48th
New Hampshire .. ranks 51st (Refer to Figure #8)

In a calendar year, Maine people must work until May 3rd to be free of all federal, state and local tax obligations.

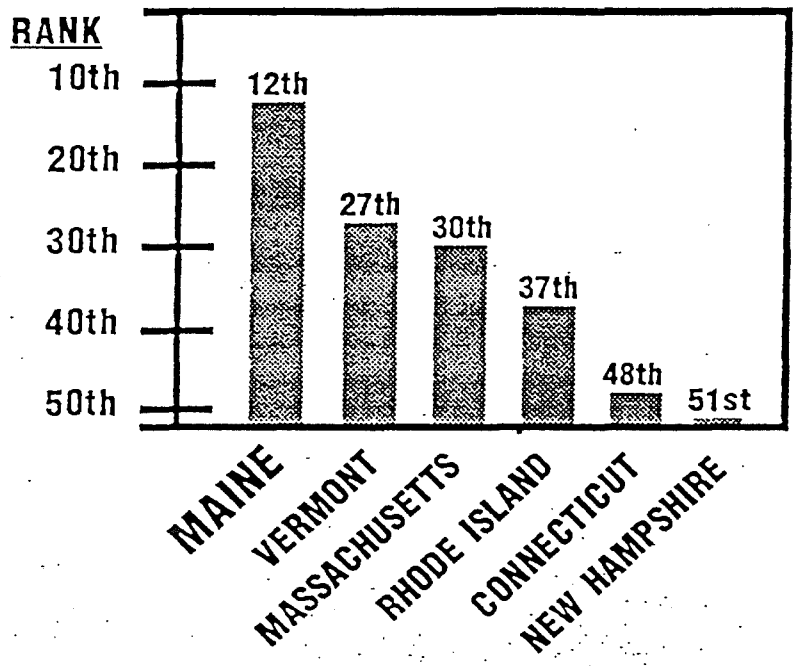
This is not a time of prosperity, yet we are persisting in spending as though it was! If we create the government structure, and commit the debts to build and to buy; that debt will stare us straight in the face and we will dance to the bondholder's tune to raise the money to pay that debt. We are not talking about alternative taxes, we are talking about additional taxes, and we fear these are only the beginning.

The people of Maine are willing to pay for what they get. The question is: Are they getting what they pay for?

RECORD SETTING TAXES

Maine in 1990 is ranked the 12th highest taxed state in the nation in local and state taxes as a per cent of total income.

How do we compare to our other New England neighbors?



WE'RE NOT THE WORST, BUT WERE CLOSE TO IT!

(FIGURE # 8)

As leadership, we must keep faith with the people. In 1982, the people of Cumberland County soundly defeated a referendum to adopt the then proposed Cumberland County Charter Commission which advocated regionalized government. Since that time, legislative and executive decisions have led us in that direction, in spite of the voter's conclusive decision. Any recommendations coming from this committee should propose doing just what we say they will, and hold no surprises.

The kind of reformers we want to be is the kind our revolutionary forefathers were.

We must restore our Constitutional Individual Rights of property and person and repair the costly damage that has been done.

We have a chance to do something historic. It is time we did things ourselves again in these difficult times.

"Those who cannot remember the past are condemned to repeat it."

from Life of Reason, George Santayana

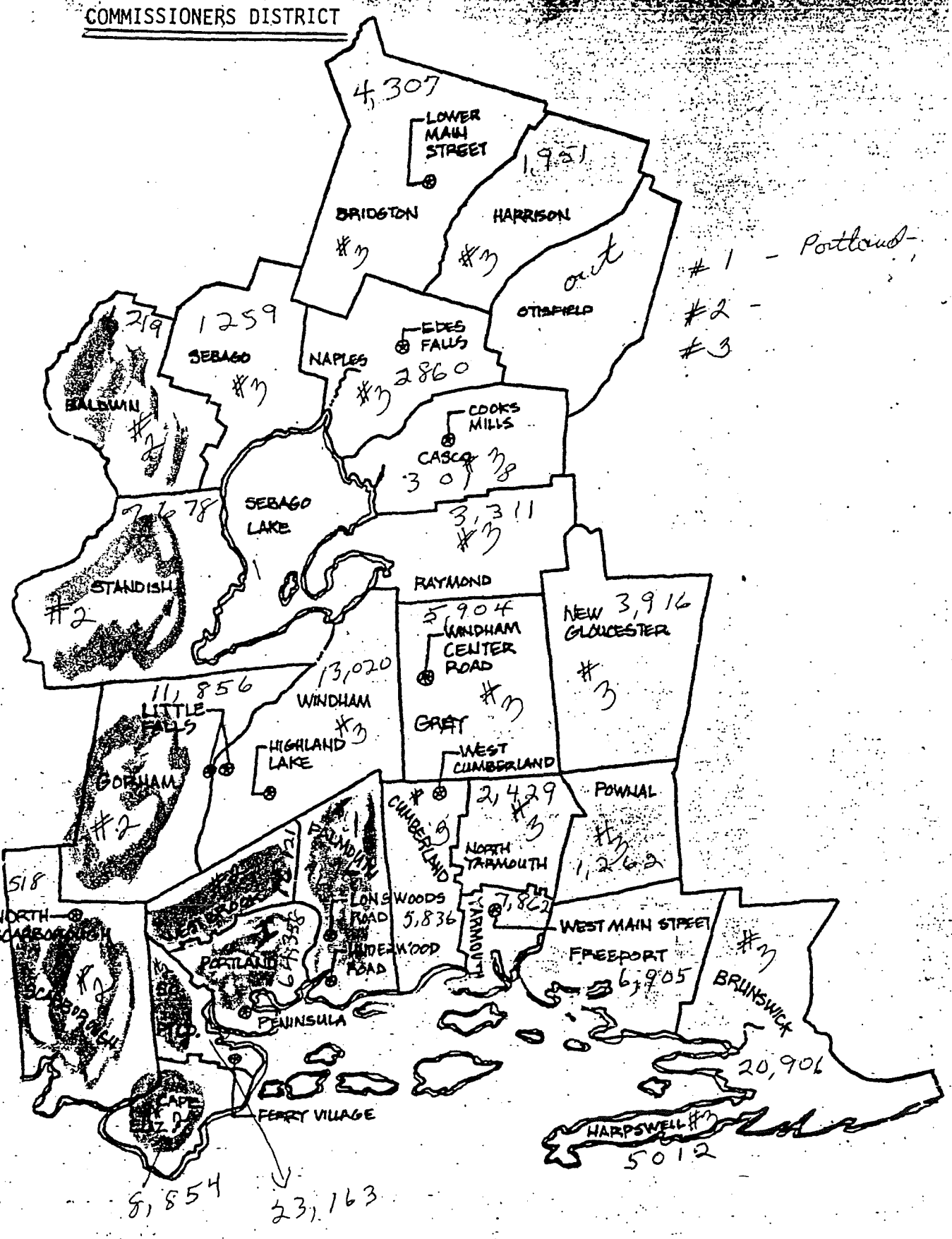
LD 952

APPENDIX A

COMMISSION TO EVALUATE COUNTY/REGIONAL GOVERNMENT

MEMBERSHIP LIST

Name	Town of Residence	Elected/Appointed
Henry Black	Baldwin	State Senator
Ed Bonney	Freeport	Town Councilor
Mike Brennan	Portland	Legislative candidate
John Bubier	Yarmouth	Executive Director, COG
Judy Carpenter	South Portland	Planning Board
Carolyn Cosby	Portland	Party Chairperson
Karin Draper	Raymond	
Kevin Glynn	South Portland	City Councilor
Bob Goettel	Cape Elizabeth	USM V.P.
Ernest Greenlaw	Standish	State Legislator
Spencer Jones	Yarmouth	Downtown Improvement District
Nick Kirby	Gorham	Town Councilor
Harold Meade	Bridgton	Planning Board
Paul Niehaus	Sebago	
Bill Nugent	Yarmouth	PUC member
Gordon Raisbeck	Portland	
William Richards	Cumberland	
John Roberts	Cape Elizabeth	
Phil Spiller	Westbrook	Former Mayor of Westbrook
Sidney (Pete) Thaxter	Portland	
Merrill Thomas	Westbrook	
Dick Wood	Gray	Town Councilor

LD 952

COMMISSIONERS DISTRICT