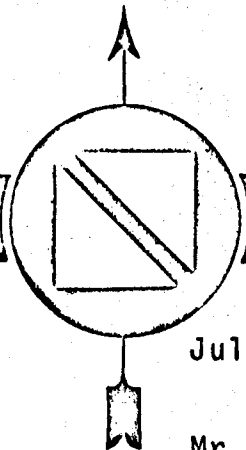


CLACKAMAS  
COLUMBIA  
MULTNOMAH  
WASHINGTON



PORTLAND METROPOLITAN AREA LOCAL GOVERNMENT BOUNDARY COMMISSION

527 S.W. HALL STREET

PORTLAND, OREGON 97201

PHONE: 229-5307

July 9, 1975

Mr. Roy W. Crawley, President  
National Academy of Public Administration  
Foundation  
Suite 300  
1225 Connecticut Avenue, N. W.  
Washington, D. C. 20036

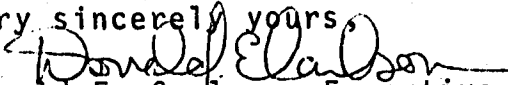
Dear Mr. Crawley:

Enclosed please find a "Proposal to Participate in a National Study of Two Tiered Metropolitan Government." This proposal was generated by an ad hoc committee of representatives of local government, public agencies and private organizations within the Portland metropolitan area. The committee included:

A. McKay Rich, Executive Coordinator, Office of the Chairman,  
Multnomah County Board of Commissioners  
Donald E. Carlson, Executive Officer, Portland Metropolitan  
Area Local Government Boundary Commission  
Kenneth S. Martin, Administrative Analyst, Portland Metropolitan  
Area Local Government Boundary Commission  
Dr. Ronald C. Cease, Dean of Undergraduate Studies, Portland  
State University  
Angus Duncan, Administrative Assistant to Mayor Goldschmidt  
(Portland)  
Ken Jones, Acting Budget Officer, City of Portland  
Harrison King, Retail Trade Manager, Portland Chamber of Commerce  
Larry Sprecher, City Manager, City of Beaverton  
Jack Carter, Coordinator, State Office of Intergovernmental  
Relations

As one of the area's public agencies which is involved in governmental reorganization, the Portland Metropolitan Boundary Commission hereby submits this proposal for the ad hoc committee. Any future correspondence on this proposal should be directed to the Boundary Commission.

Very sincerely yours,

  
Donald E. Carlson, Executive Officer

DEC/jk - Enc.

STAFF:

DONALD E. CARLSON, Executive Officer  
KENNETH S. MARTIN, Administrative Analyst  
JEAN KRETZER, Secretary

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KENNETH LEWIS  
CAMPBELL RICHARDSON  
DR. PAUL J. SLOMINSKI  
JERRY TIPPENS

PROPOSAL TO PARTICIPATE IN A  
NATIONAL STUDY OF TWO TIERED METROPOLITAN GOVERNMENT

Portland is the major metropolitan center in the state of Oregon. The area is a regional transportation and distribution point and is a major west coast port. The area's economy is highly diversified.

The Portland metropolitan area contains approximately 931,200 people exclusive of the portion of the SMSA in the State of Washington. The area covers three counties and contains 32 cities, 145 urban service (water, sewer, fire, etc.) type districts and approximately 125 other special districts (school, diking, drainage, etc.).

Several units of government in this area received notice of the Academy's project and its request for proposals. A small group of representatives from political jurisdictions, public agencies and private groups have met and discussed this matter at length. There was general agreement among this group that the Portland Metropolitan Area Local Government Boundary Commission should submit the proposal. This agency appropriately has jurisdiction over the entire metropolitan area and is significantly involved in the governmental reorganization field. The Commission therefore submits the following Proposal to Participate in a National Study of Two Tiered Metropolitan Government on behalf of the Portland metropolitan area.

Following are responses to the issues listed in the prospectus.

\* \* \*

1. MAJOR PUBLIC ISSUES FACING THE COMMUNITY, INCLUDING ACTIONS, PROPOSED OR UNDERWAY, WHICH ADDRESS THOSE ISSUES AND THE GROUPS OR ORGANIZATIONS INVOLVED.

Planning. Comprehensive land use planning is a major public issue in this area. In 1973 the State Legislature created the State Land Conservation and Development Commission (LCDC) and required that all local (and regional) plans conform to statewide goals and guidelines established by the Commission. The legislation specifies that the counties will be primarily responsible for enforcing this conformance. Additional legislation provided that in the Portland area several counties and the other units of government therein could choose to provide this coordinating function jointly. Once the process for establishing such a joint operation has been effected, membership becomes mandatory. Such a joint operation has been established in the Portland area under the auspices of the local council of governments, CRAG (Columbia Region Association of Governments). Regional planning has thus taken on an air of significance (and controversy) far greater than that usually attributed to a

typical voluntary association of governments. Two of the three counties have recently adopted land use plans which they feel best serve their individual needs but which conflict to varying degrees with the regional plan currently being established in conformance to LCDC goals and guidelines.

Additionally, a recent state supreme court ruling (Baker vs. Milwaukie) establishes comprehensive plans as principal guiding documents taking precedence over existing zoning. Thus planning continues to be a major public issue.

Governmental Responsiveness & Representativeness/Citizen Participation. Governmental responsiveness and the companion issue of citizen participation are among the major public issues facing our community. The demand for citizen input is growing as people perceive they have a diminishing grip on government. The Watergate fiasco and related investigations and revelations have magnified citizen demands for access to their government. And, the current tight money situation further intensifies citizen interest in what is being accomplished with the community's public funds. The result of the citizen demand for more access in this area has been a major increase in the formation of citizen involvement mechanisms at the state, local and regional levels. Public hearings abound. Community planning organizations cover much of two of the three counties and neighborhood groups are being formed and officially recognized in most of the larger cities.

The major actions taken to open up the governmental process to the lay citizen have been the Open Meetings Law passed by the State Legislature in 1973 and the citizen involvement required by the land use legislation noted above. The governmental responsiveness issue is further being responded to by the systematic formation of community planning organizations in Clackamas and Washington counties, by a quadrant system for human services delivery in Multnomah County, and by a major neighborhood associations movement which in the City of Portland actually bestows legal status on the groups by the city council. Also indicative of the move to open up the governmental process is current pressure to change the governing body of several regional bodies from appointive to elective.

Transportation. Transportation is another significant public concern. Transportation planning for the metropolitan area is done by CRAG with the local units (cities and counties) and the state being major actors in the process. Mass transit is provided by the Tri-County Metropolitan Transportation District, a public agency oriented primarily towards bus transportation including park and ride programs, express service, etc. The major controversy with transportation is the automobile vs. mass transit. A recent effort on the part of the city and county officials to transfer funds for a proposed freeway to mass transit has resulted in an initiative

drive to place the issue on the ballot. However, Governor Straub recently recommended withdrawal of those funds with part of the money going for mass transit and this action may make the initiative moot.

Solid Waste Disposal. The metropolitan area is mostly within the Metropolitan Service District (MSD) which is a municipal corporation capable of providing the regional aspects of sewage treatment and disposal, control of surface water and solid waste disposal, and capable of operating a zoo.

The MSD has drawn up a metropolitan area plan for solid waste which is oriented towards extensive recycling and the efficient transportation of solid waste to land fills via several strategically located transfer stations. The primary stumbling block to this operation is lack of funding.

The district has no tax base and has been reluctant to go before the voters in these times of economic stress. Additionally, there is much opposition to their efforts by the collection and disposal industry in the form of some very effective lobbying, particularly with the state legislature and with some local officials. Nonetheless the state did provide certain operating funds for the district.

Criminal Justice - Law Enforcement. As elsewhere across the country, crime and police protection are continuing issues of public importance. A statewide Law Enforcement Council and the regional planning body (CRAG) are heavily involved in criminal justice planning. Two areawide criminal justice activities have met with varied success. The Columbia Regional Information Sharing Service, a computerized information data bank, is still in existence but membership is sharply reduced from original participation due to internal squabbling among the participating units of government. Indications are that internal management problems were primarily responsible for current problems rather than major philosophical disagreements. Still in the planning process is an areawide emergency services telephone system (911). Problems of coordination and local resistance to loss of sovereignty are evident.

Water Quality. Water quality which includes maintenance of proper sewage treatment and storm drainage facilities as well as development of adequate water sources, is receiving much attention. CRAG has recently begun a major comprehensive water quality study for the region in conjunction with the U. S. Army Corps of Engineers. Sewage treatment facilities are currently being viewed on an areawide basis. Water supply still suffers greatly from limited water resources being monopolized by certain units of government and a plethora of governmental and nongovernmental units involved in the middleman position of distributing water. Storm drainage in the metropolitan area is in a most elemental stage. One area extending through two counties and a number of cities has experienced flooding problems for 20+ years and no solution has yet been arrived at by

mutual agreement of the affected parties. CRAG, MSD, the counties, cities, special districts and the Corps of Engineers are all active in this area and their activities can often be seen running counter to each other.

Fiscal Crises. It was mentioned earlier that citizens are becoming more concerned with how the public dollar is spent. This is a part of a major financial crises within local governments in this area. Current popular skepticism over government in general, the tight money situation across the country, inflation, increasing unionization of public employees, the general reaching of the limits of tolerability of the property tax, Oregon's unique constitutional 6% limitation -- all of these things add to the fiscal woes of the municipal governments within this area. Outside of governmental reorganization, the major reform attempts in finance have concentrated on internal management sophistication allowing for better investment and bond sale positions for local governments through pooling arrangements and utilization of the state's credit rating.

Urban Sprawl. The Portland Metropolitan area has, like many U. S. urban areas, been experiencing a massive exit to the suburbs by central city dwellers. Problems caused by this exodus such as innercity deterioration, loss of viable retail-commercial-residential mix in the central city and low revenue-high maintenance costs for the city, are beginning to be experienced here though they have not progressed to the stages evidenced in many midwestern and eastern cities. Solutions to this plight are hard to come by even in areas where it is recognized as a problem, and there is no clear evidence that this recognition is widespread here at this time. A recently passed legislative measure which would allow a governmental entity with a metropolitan constituency to take over operation of the zoo from the city, gives evidence that at least some community leaders are beginning to recognize and deal with this general problem.

A direct result of the movement from the central city is urban sprawl and certainly the Portland area is not immune to this problem. The suburbs spread in a huge 200° arc--east, south, and west of the city. A correlative negative impact of this sprawl is the conversion of agricultural land to urban uses, primarily single family residential dwellings.

If recently adopted land use plans in two counties and ongoing revision of the third county's plan are indications of public awareness, the trend towards loss of farm land could be reversed in a few years. At the state level the Land Conservation and Development Commission (LCDC) has recently adopted a 10-goal program, one of which is the preservation of farm land. LCDC has review powers over all land use plans in the state and all plans must comply with LCDC Goals and Guidelines.

Governmental Overlap. Governmental overlap appears to be built into our democratic system. It can be, and often unfortunately is, overdone. The effect is to lose the inherent goodness which some overlapping government provides us in terms of checks and balances and produces instead an inefficient, uneconomical uncoordinated maze. The latter effect is evident in much of the suburban portions of the Portland metropolitan area. One presentation prepared in 1968 placed the typical suburbanite living several miles south of Portland in 11 separate governmental units headed by 50 elected and 15 appointed officials. (See Marvin Metro attachment). The primary move against this governmental overlap (and indirectly against urban sprawl) was made in 1969 with the formation of the Portland Metropolitan Area Local Government Boundary Commission. Created by legislation drafted by a state funded Portland Metropolitan Study Commission, the Boundary Commission is charged with controlling the growth of cities and special districts and with working towards a reduction in the total number of units of government under its jurisdiction.

One of the most dire results of living with a plethora of governmental units within the same given territory, is that such an arrangement does not properly allow for long-range planning-- whether that planning is for land use or capital improvements. This is where the need for some areawide governmental structure seems most conspicuous. There is currently no vehicle for obtaining a fiscal and physical overview of the area, for putting all of the pieces together, and then being able to allocate those tasks that can best be accomplished at a higher level of centralization and those that should remain at a more local level.

Certainly many of these major public issues center around the debate over who ought to be providing what services. And the energy consuming, costly competition between the major providers is often fierce. One expects, and to a certain extent is willing, to live with the public provision versus private provision of services battle which is apparent to a greater or lesser degree throughout the country. Less admissible as a "given" is competition between public bodies since presumably each is spending the money of the same third party. In this area services are provided by cities, counties, special service districts, the state, the federal government and private enterprise. The primary competition is between the first three entities listed. One must understand the role of voting and the issue of local control in the very special context accorded those two concepts in Oregon to fully appreciate this competition.

This competitive relationship makes it difficult to allocate functions to certain levels of government. Thus water in Washington County is provided by the cities and by several large public water districts with the county government currently maneuvering to form a county service district for domestic water supply.

Occasionally this allocation problem has led to the state stepping in and taking over an entire function from the local units. The area's air pollution problems were once handled by a cooperative effort of all the cities and counties known as the Columbia-Willamette Air Pollution Authority (CWAPA). As the units began to bicker and balk over policy and over financing, the state ultimately stepped in. CWAPA was dissolved and its function taken over by the State Department of Environmental Quality.

2. PAST ATTEMPTS TO REFORM OR MODERNIZE LOCAL GOVERNMENT IN THE AREA AND THE RESULTS OF SUCH ATTEMPTS; RECENT MAJOR CHANGES IN LOCAL GOVERNMENT SUCH AS ANNEXATION, INCORPORATION OF NEW MUNICIPALITIES, FUNCTIONAL CONSOLIDATIONS, CREATION OF SPECIAL DISTRICTS, MERGERS, ETC.

Major efforts include the following:

Legislative Interim Committees. The 1955, 1961 and 1967 State Legislatures appointed interim committees on local government, all of which spent much of their time considering the problems of the Portland metropolitan area. Summaries of actions and recommendations by these committees are attached. The 1975 Legislature has also authorized formation of an Interim Committee on Local Government and it is expected that this group will spend considerable time examining the Portland metropolitan area.

Regional Planning. In 1958 the Portland Metropolitan Planning Commission was formed. Its purpose was to provide planning data useful to all the jurisdictions within the area. The Metropolitan Planning Commission produced a number of useful documents and ultimately was the nucleus around which the Columbia Region Association of Governments was organized. CRAG came into existence in 1966 as a voluntary association dedicated to formulating a regional land use plan and acting as a regional A-95 review agency. It became a mandated membership organization in 1973 and is currently taking a strong role in the region's planning by virtue of authority granted at that session.

Portland Metropolitan Study Commission. On the recommendation of a State Legislative Interim Committee on Local Government, the 1963 Legislature created the Portland Metropolitan Study Commission. The purpose of this body was "to determine the boundaries within which it is desirable that one or more metropolitan services be provided and to prepare a comprehensive plan for the furnishing of such metropolitan services as it deems desirable in the metropolitan area and to suggest solutions to the problems." The Commission remained in operation from 1963 through June 30, 1971. Many of the past attempts to "reform or modernize local government" were proposed by this group. A partial listing of the Study Commission's accomplishments excerpted from its 1971 Report to the Legislature covers much local government reform activity in this area.

## Accomplishments

1. Legislation enabling the creation of a metropolitan service district and actual creation of the district.
2. Establishment of Boundary Commissions in the state's three standard metropolitan statistical areas in Oregon (the Portland Metropolitan Area Local Government Boundary Commission serving Clackamas, Columbia, Multnomah and Washington counties; the Lane County Local Government Boundary Commission serving Lane County; and the Marion-Polk County Local Government Boundary Commission serving Marion and Polk counties). With the demise of the Study Commission, the library and files were transferred to the Portland Boundary Commission as this agency was functionally most involved in carrying out the goals established by the Study Commission.
3. Organization of the Columbia Region Association of Governments in the Portland area.
4. Initiation by contract of the regional air quality control program which evolved into the Columbia-Willamette Air Pollution Authority.
5. Fire district consolidations in East Multnomah County.
6. Consolidation of the health departments of Multnomah County and the City of Portland.
7. Increased cooperative purchasing by local governments.
8. Initiation of a proposal for creation of an Interim Committee on Local Government which drafted legislation to revise and make more uniform special district laws.
9. Preparation of model charter drafts for: (a) a metropolitan municipality (b) a city-county made up of Portland and Multnomah County (c) a consolidated city in East Washington County.

A brief description of the above accomplishments can be found in the full text of that report which is attached.

Comprehensive Health Planning Agency. Formation of the Comprehensive Health Planning Agency in 1969 was an attempt to coordinate provision of health services within the Portland metropolitan area. The agency is federally mandated and performs three basic services in this area: 1) conducts A-95 reviews for the local COG by an intergovernmental agreement and reviews other projects which do not fall under A-95; 2) reviews certificates of need for hospitals and nursing homes in this metropolitan area and makes recommendation on same to State Board; 3) does long range planning and research on health matters such as manpower requirements and need for beds.



Tri-County Metropolitan Transportation District. Tri-Met was established as a public transportation district in 1969 under state enabling legislation. The district took over the ailing private Rose City Transit Company and has made tremendous progress towards changing from an orientation towards profit to an emphasis on service. The district has made steady gains in terms of bus ridership vs. automobile transportation although the buses do not yet reign supreme in this area's transit. In July 1975 Tri-Met announced it had reached one goal--a 50% increase in transit ridership to downtown Portland since 1972.

Extension of Port of Portland Boundaries to Include All Three Metropolitan Area Counties.

City-County Consolidation. In 1974 an attempt at consolidating the City of Portland with Multnomah County was defeated by the voters.

Portland Metropolitan Area Boundary Commission. All boundary changes for cities and "urban service" special districts and extraterritorial water and sewer main extensions are reviewed by the Portland Metropolitan Area Boundary Commission. This agency has been very successful in halting the proliferation of units of government and in actually reducing the number of units through annexations, mergers and consolidations. The attached Table gives an indication of the Commission's work in this area.

Strengthening of County Governments. Home rule charters are authorized by state law, and more recently the Legislature has granted the counties general ordinance-making authority.

3. SIGNIFICANT GROUPS, ORGANIZATIONS, OR INDIVIDUALS THAT COULD BE EXPECTED TO OPPOSE OR SUPPORT LOCAL GOVERNMENT REORGANIZATION AND THE REASONS FOR THEIR SUPPORT OR OPPOSITION.

In the past, local government reorganization has been supported by a variety of groups depending upon the particular issue. The recent attempt at city-county consolidation drew support from the Portland City Club which draws its membership from a wide range of business, professional, public service and academic activities. Portland's Mayor and two of his four fellow council members supported consolidation. The Chairman of the Multnomah County Board of Commissioners and two of his four fellow commissioners also supported the issue. The State Legislature had earlier granted approval to enabling legislation and then-Governor McCall also strongly favored consolidation. Both major newspapers editorialized in favor of consolidation while the county's two smaller local papers opposed it. Two of the city's TV stations came out in favor of consolidation, one opposed it and one took no stand. The presidents of the area's largest insurance company

and of one of the two major electrical utilities were among the supporters of the plan as were the Portland and East Multnomah County League of Women Voters. The Central Labor Council of Multnomah County also opposed the measure. The Portland Chamber of Commerce opposed it because of provision in the charter for partisan elections and the power to issue revenue bonds without a vote of the people.

The area's COG (CRAG) recently gained significant new powers in regional land use planning. Support on this issue came from nearly every city and county in the CRAG region as well as from many of the same sources listed in support of city-county consolidation above. Opposition was from some suburban area state legislators, the Oregon Farm Bureau and various small but vocal groups of ultra conservative persuasion. The City Club recently issued a report commending CRAG's progress and urging a still stronger role for that organization. (Copy of report is included.)

The Metropolitan Service District has been attempting to start a major solid waste disposal system for the area. This effort has gained much public support but is strongly opposed by a very powerful consortium of the area's collection and disposal industry. The last legislative session just expanded the MSD's function to include an ability to take over the zoo which has been supported solely by the taxpayers of the City of Portland.

It would clearly depend on the reorganization proposal at issue, but in general past experience would lead us to expect support from the following:

1. Some city councilmen from urban and suburban cities in the metropolitan area.
2. Some county commissioners.
3. Some staff people from most urban and suburban cities.
4. Most chapters of League of Women Voters.
5. Portland Chamber of Commerce and local members of Committee on Economic Development (CED)
6. CRAG
7. Boundary Commission
8. Metropolitan Service District
9. Some metropolitan area state legislators
10. State Intergovernmental Relations office

11. Oregon Journal and Oregonian newspapers
12. Portland City Club
13. Several TV stations
14. Former Governor McCall
15. Some area businessmen

Again, depending on the reorganization proposal at issue, in general past experience would indicate that opposition could be expected from the following sources:

1. Some city councilmen from urban cities and some other cities in the metropolitan area
2. Some county commissioners from each of the three counties
3. Most special districts
4. Some metropolitan area (particularly suburban) state legislators
5. Suburban Homeowners' Leagues
6. Suburban and rural Chamber of Commerce groups
7. Most suburban newspapers

#### 4. ATTITUDES OF LOCAL ELECTED OFFICIALS TOWARDS GOVERNMENT REORGANIZATION

As noted earlier a majority of local elected officials of Portland and Multnomah County supported city-county consolidation. These same officials along with others from Clackamas and Washington counties serve on the boards and advisory committees of the Columbia Region Association of Governments (CRAG) and the Metropolitan Service District (MSD). Despite the universal difficulty of local officials being naturally reluctant to transfer local sovereignty to regional bodies, these two organizations are accomplishing important tasks. Local officials in some of the smaller suburban cities are beginning to look at options to the traditional roles of their cities such as consolidation with surrounding unincorporated territory or city-city consolidation to form more meaningful units.

A number of state legislators from this area as well as other parts of the state have taken a great deal of interest in metropolitan area problems. In general the Legislature has taken a

positive approach to metropolitan problems both in terms of passing enabling legislation to deal with the problems and in supporting various agencies such as the Boundary Commissions which deal with those problems.

Following is a brief synopsis of how metropolitan area elected officials feel about governmental reorganization.

- . Special District Boards -- basically antagonistic towards the idea; attitudes run from pessimism to unguarded hostility.
- . Suburban Mayors and Councils -- range from completely negative to definite interest in support of reorganization.
- . City of Portland Commission -- several would be supportive if the politics were right.
- . Multnomah County Board -- several would be supportive if the politics were right.
- . Clackamas County Board -- some support again depending on the politics
- . Washington County Board -- some support for limited metropolitan approach but they want to be an urban service provider and basically would oppose any reorganization not in line with that goal.
- . State Legislators from metropolitan area -- mixed from very positive to very negative, generally with suburban members more negative and urban members more positive.

5. NEGATIVE OR POSITIVE FACTORS WHICH WOULD AFFECT THE IMPLEMENTATION OF A REORGANIZATION PLAN SUCH AS STATE CONSTITUTIONAL OR LEGAL REQUIREMENTS.

Negative Factors. Negative factors affecting implementation of possible reorganization that would require major restructuring would include the following:

1. There is strong disagreement locally on the issue of partisan vs. non-partisan officers for any elected body of a general purpose government which might be formed.
2. It would be virtually impossible to process any form of reorganization that eliminates units of government or financing of same without a vote. The right to vote and the supremacy of local control are major elements in this state which must be accorded proper importance when considering any governmental change and/or the financing of same.

3. There is a tendency with the current economic situation to turn down anything that cannot be shown to be cheaper than current operations.
4. The Oregon Constitution has a 6% limitation on automatic increase in tax bases (dollar amount of levy) of units of government each year. A unit must go to the people with a special levy to exceed the limit. Since growth in recent years has exceeded 6% and since new tax bases must also be authorized by a vote, tax bases have not kept pace with dollar needs and thence special levies must normally be sought each year.
5. Any new attempt at a city-county consolidation would have to have new enabling legislation.
6. Allocation for repayment of existing debt after a reorganization is always a difficult issue. Many people reject the concept of the new unit assuming the debt and feel the original incurrors should be made to pay it.
7. Public employees resist reorganizations in many cases, particularly with regard to pension plans and other fringe benefits.
8. There is a general suspicion by the public of any complicated reorganization plan which cannot be easily understood.

#### Positive Factors.

1. There are already in existence several agencies or units of government capable of being used as a basis for new reorganization efforts. These include CRAG, MSD and the Boundary Commission.
2. There already exists enabling legislation for: annexations, dissolutions, formations, mergers and consolidations of cities and special districts; merger of a city with surrounding unincorporated territory; county service districts.
3. This area has a history of progressive legislative action for dealing with local government reorganization as witnessed by:
  - . Establishment of CRAG, MSD, Boundary Commissions.
  - . Constant revision of Boundary Commission law aimed at encouraging better governmental effectiveness.
  - . Extension of Port of Portland boundaries.

4. This area has evidenced a commitment to good planning on a scope wider than just individual local units. Examples of this include existence of CRAG, LCDC, and to the extent they are involved in land use planning, the Boundary Commission.

6. CURRENT INTEREST IN, OR PROPOSALS FOR, THE DECENTRALIZATION OF GOVERNMENT SERVICES, OR OTHER EFFORTS TO INCREASE CITIZEN PARTICIPATION IN LOCAL GOVERNMENT

Major efforts at formalized decentralization have occurred in Portland, Tigard, Clackamas County, Multnomah County, and Washington County. Other cities in the area are beginning to follow suit.

In Portland, neighborhood groups are formally recognized by ordinance. A city bureau exists to provide staff help to the neighborhoods and to relay their input to the council on matters of importance to the neighborhoods. The City of Tigard has set up Neighborhood Planning Organizations (NPOs) primarily to form neighborhood plans which become specifics of the Comprehensive General Plan. Washington County has organized Community Planning Organizations (CPOs) for the entire county for planning and other policy input. In Clackamas County various area study groups have been established to provide planning input for refinement of the County's Comprehensive Plan. Multnomah County currently has the county divided into quadrants in order to rationalize its human services delivery system. That county will soon be organizing citizen input groups for its planning process. Most units of government in the area are making extensive use of citizen advisory committees, particularly in the planning and budgeting areas.

Other areas where citizen groups are being employed include police service and park and recreation programs. Committee structure with a mixture of technical (staff) and lay citizen is prevalent in the local COG (CRAG) and in the cities and counties. There is a strong attachment to the philosophy of "local control" which is characteristic of the entire state and is most evident in the strength of special districts in the metropolitan area.

7. POTENTIAL SOURCES OF LOCAL FUNDING TO SUPPORT THE PROJECT AND THE DEGREE OF DIFFICULTY EXPECTED IN RAISING THE LOCAL SHARE OF AT LEAST \$50,000.

Local funding for this project would be a mixture of public and private monies. The interest in city-county consolidation and

in functional consolidations in general expressed by local officials can probably be considered indicative of their willingness to support such a project monetarily. Several of the suburban cities and counties because of their interest in finding solutions to service provision problems which extend outside their boundaries, could be counted on for some financial contributions. It is assumed that the office of State Intergovernmental Relations would play a role in this project and some state funds would be channeled into the project from this source. An alternative might be securing state funds as a part of the Legislative Interim Committee on Local Government's program. On the private side the City Club has maintained a positive stance on governmental reorganization and could hopefully be counted on for some monetary contribution or at least some in kind assistance.

The Metropolitan Area Governments Committee of the Portland Chamber of Commerce plays an active role in evaluating and studying various governmental reorganization possibilities and thus local businessmen and Chamber members may be counted on for support. It is certainly likely that some funds would be forthcoming from private individuals who favor this sort of approach to metropolitan area problems.

#### 8. ORGANIZATIONS, INSTITUTIONS, OR INDIVIDUALS THAT MAY BE ABLE TO PROVIDE RESEARCH SUPPORT FOR THE STUDY.

The City Club, the Chamber of Commerce's Metropolitan Area Governments Committee, and League of Women Voters would all most likely be able to provide valuable research support for the study. The Boundary Commission, Columbia Region Association of Governments and Metropolitan Service District could all probably contribute some staff time to such a study. The knowledge of the staffs of these three agencies would be invaluable. The State Intergovernmental Relations Office would likely be able to offer some assistance as would perhaps the Oregon Bureau of Governmental Research and Service at the University of Oregon.

Portland State University has recently launched a major campaign ("Vital Partners") aimed at strengthening the ties between the campus and the community it serves. Dr. Ronald Cease, Dean of Undergraduate Studies at PSU and a major actor in the Vital Partners project, is also a member of the Boundary Commission and was its first Chairman, and has long been an advocate of governmental reorganization as a method for dealing with certain metropolitan area problems. Dr. Cease has indicated there is a good chance that PSU would be able to house the staff for this project should the Portland area be selected. Also located at Portland State is a graduate school of Urban Studies, the faculty, students and library of which would be available for assistance on this project.

To sum up, governmental reorganization has progressed well in the Portland metropolitan area. The local elected officials and the state elected officials have been basically progressive in this field. Support from the general public has been cautious but steadily advancing. The Portland metropolitan area suffers from many structural and functional problems common to U. S. urban areas, but has not been stricken to the point where those problems are incurable. The area suffers most from lack of a coordinated focused effort on all its service problems because there is no adequate governmental framework with financial resources with which to view them. The aims of this project seem to mesh precisely with this primary need.

\* \* \*

ENCLOSURES:

1. Summaries of '55, '61, '67 Legislative Interim Committee Reports
2. Report and Recommendations of the Portland Metropolitan Study Commission - February '71
3. "Where Do You Live" (Pamphlet by CRAG)
4. Columbia-Willamette Region Comprehensive Plan Discussion Draft - Summary and Explanation
5. "Marvin Metro" brochure by Portland Metropolitan Study Commission
6. Portland City Club Report on CRAG
7. Boundary Commission Units of Government Table
8. Copy of S.B. 991 (CRAG/MSD/Port/Boundary Commission - Merger Bill)
9. MSD Directions Report

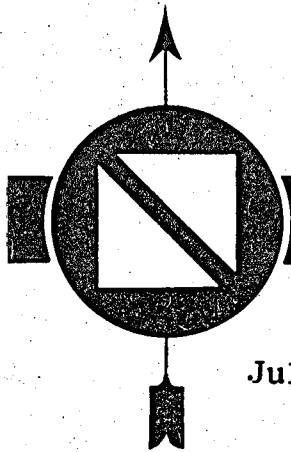
July 9, 1975



\* \* \* IMPORTANT \* \* \*

PLEASE NOTE: A meeting is scheduled for August 1, 1975 to discuss the attached information. The meeting will be held at 10:00 a.m. at the Boundary Commission office (Conference Room C), 527 S. W. Hall, Portland, Ore. 97201. Parking is available in the University Center Parking Garage (entrance at the corner of S. W. 5th and Harrison)

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PORTLAND METROPOLITAN AREA LOCAL GOVERNMENT BOUNDARY COMMISSION

527 S.W. HALL STREET

PORTLAND, OREGON 97201

PHONE: 229-5307

July 23, 1975

The purpose of this letter is to inform you of an opportunity for governmental review and improvement which has presented itself to the Portland metropolitan area. The opportunity is in the form of a possible study sponsored by the National Academy of Public Administration and conducted under the auspices of a local citizens' committee. The National Academy of Public Administration is undertaking a nationwide research and demonstration effort under a contract with the Department of Housing and Urban Development. Their purpose is to explore the concept of two-tier metropolitan government, a concept that enhances local control and at the same time provides a means of obtaining needed metropolitan services.

Phase I of the Academy's project has been underway since May 1972. It has supported locally conducted governmental reorganization studies in Rochester/Monroe County, New York, and in the Tampa Bay area of Florida. Phase II of the Academy's project consists of choosing two additional metropolitan areas for study within the broad framework of the two-tiered governmental approach. It should be emphasized that the studies are undertaken by a local citizens' panel and that the outcome of the study is not predetermined.

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In early June several units of local government in this area received notice of the Academy's project and request for study proposals.

STAFF:

DONALD E. CARLSON, Executive Officer  
KENNETH S. MARTIN, Administrative Analyst  
JEAN KRETZER, Secretary

COMMISSIONERS:

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Page Two  
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Facing a July 10 cutoff date, an ad hoc committee was formed to prepare an application which was then submitted formally by the Portland Metropolitan Area Boundary Commission. We have recently been informed that the Portland metropolitan area has been selected as one of five semi-finalists in competition for the two study awards. The other four metropolitan areas being considered are Seattle, Wash., Trenton, N. J., Denver, Colo., and Memphis, Tenn.

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The site visit to the Portland metropolitan area has been scheduled for August 12 - 15, 1975. The Academy's panel has asked that interviews be arranged with the following:

- "a. mayor and council members of the central city
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- i. representatives of potential funding sources
- j. key political party leaders.

Additional interviews will be scheduled as necessary by the site visit team."

The purpose of the site visit is to collect first-hand information on the issues discussed in the application. These issues consist of the ad hoc committee's response on eight specific items outlined by the Academy. The items are listed below.

- "1. Major public issues facing the community, including actions, proposed or underway, which address those issues and the groups or organizations involved.
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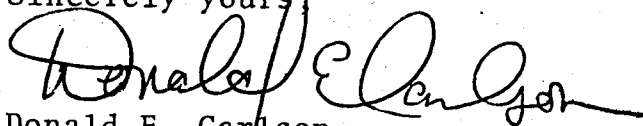
Attached are excerpts from the Academy's "Prospectus on Requests for Participation" which explain the purpose and objectives of the Academy in general and of this study in particular. Also contained in the attachment are details on how the study would be conducted, the roles of those involved, the biographies of Academy members on the selection panel, and two brief descriptions of the local studies in Phase I of the Academy's effort.

The ad hoc committee has called a meeting of community leaders most interested in this kind of study. The meeting is to be held on August 1, 1975 at 10:00 a.m. at the Boundary Commission office, 527 S. W. Hall, Portland (Conference Room C). Parking is available in the University Center Parking Garage (entrance at the corner of S. W. 5th and Harrison).

We recognize this is short notice concerning this matter but feel that this proposed study presents a unique opportunity for the Portland metropolitan area to find solutions to problems arising from the existing local government structure.

If you have any questions or suggestions concerning this, or if you want a copy of the ad hoc committee's study application, please feel free to contact the Boundary Commission office.

Sincerely yours



Donald E. Carlson  
Executive Officer

DEC/jk  
Enc.

EXCERPTS FROM THE NATIONAL ACADEMY OF PUBLIC ADMINISTRATION  
FOUNDATION'S Prospectus for "Requests for Proposals to Participate  
in a National Study of Two-Tiered Government (5/15/75)

Purpose and Objectives of the Academy Study

The purpose of the Academy study is to test the concept of two-tier government (centralization-decentralization), in four metropolitan areas to determine its feasibility and develop a systematic process for other localities to use in adapting the concept to their own situation.

The project is expected to produce benefits which are national in scope while assisting, in a direct manner, the participating metropolitan areas. The study is not an academic exercise; it is designed to produce practical, action plans for local government reorganization which can be implemented in the study sites and which will be transferable to similar metropolitan areas.

What is Two Tier Metropolitan Government?

Two-tier, or neighborhood-oriented, metropolitan government is a concept which has evolved during the past twenty years or more. It received wide interest and attention in the early 1950's when Toronto, Canada, and Miami-Dade County, Florida, reorganized their local government into a two-tier or federated system. The Committee on Economic Development, a prestigious, private research and advisory body, produced a major policy statement in February 1970, titled, Reshaping Government in Metropolitan Areas, which presented the major principles of the concept.

Basically, a two-tier system is composed of two levels of government in metropolitan areas--a local level and an areawide level. It entails the decentralization of certain functions and activities, the centralization of others, and a sharing of other responsibilities between the two levels. The ultimate objective is to develop a series of patterned relationships between the neighborhood or community level of government and the areawide or metropolitan government. This pattern of relationships is to be determined on the basis of careful analysis of the fiscal and functional responsibilities of all units of local government within a defined metropolitan area. The current performance of local government--service delivery, taxation and fiscal policy, planning, and policymaking--is to be judged against four basic criteria: 1) responsiveness to the citizen and his community; 2) efficiency and economy of performance; 3) equity in the financing and delivery of services; and 4) effectiveness in achieving public goals and objectives. A rigorous examination of the current system should yield findings and conclusions upon which to base the decisions on which services and activities should be centralized at the areawide level of government, which should be decentralized to the local level, and which should be shared between the two levels.

The rationale behind the concept of two-tier government is that, while there is an urgent need to modernize and improve the American system of local government, proposals to consolidate local units into larger and larger jurisdictions and efforts to centralize functions at higher levels of government are not the most optimal solutions in all cases. Such consolidation efforts often fail to respond to the desire of citizens for a local government which is responsive, accessible, and under the control of their community. Centralization, alone, can result in inefficiencies and diseconomies. While some responsibilities, such as air pollution and mass transportation, can be handled effectively only on an areawide basis, others must be kept close to the people. The need, then, is to balance centralization with decentralization.

## Phase I of the Academy Project

The original proposal for this study was developed in 1969 by the Academy and led to a contract with HUD in May, 1972. During the first six months of the project, two urban areas were selected for participation in the study and several papers were commissioned on metropolitan governance. Subsequently, these papers were published by Lexington Books in a volume entitled, Organizing Public Services in Metropolitan America.

In November 1972, it was announced that Rochester and Monroe County, New York, and the Tampa Bay area of Florida were selected as the initial study areas. Local panels were formed and staff hired in each area. Both studies were well underway by May, 1973.

The Rochester study was carried out by a panel of 38 citizens and officials selected and appointed by the President of the Monroe County Legislature, the County Manager, the Mayor of Rochester, and the City Manager of Rochester. The Greater Rochester Intergovernmental Panel was assisted by a staff of two to three persons and received research support from the Center for Governmental Research, Inc., a non-profit municipal research bureau.

The Tampa Bay area study was performed by a panel which initially numbered 24 persons, but was later expanded to 27 when Pasco County was added to the study area. The panel was selected and appointed by the Mayors of Tampa and St. Petersburg, and the Commissioners of Hillsborough, Pinellas and Pasco Counties. The panel was assisted by a staff of two.

Each study panel submitted its report and recommendations to the Academy and HUD on November 15, 1974. From that date until May 15, 1975, the panels continued in existence to refine their proposals and promote public discussion of their recommendations. Efforts are currently underway in both areas to implement the plans.

The attached articles from the National Civic Review (April, 1975) summarize the work of the first two study areas.

Following the site visits, the national panel will meet on or about September 5, 1975, to review the findings and conclusions of the site visits and to decide upon the two metropolitan areas to be recommended to HUD for further testing of the two-tier concept. The trip reports and a comparative evaluation, prepared by the project director, will be sent to the panel members prior to the meeting and will form the basis of the panel's decision. It is anticipated that the formal announcement of the two metropolitan areas selected will be made on approximately October 1, 1975.

## Role of the National Academy

The Academy was created in March 1967, to serve as a recognized and trusted source of advice and counsel to governments and public officials, to help improve public administration through early identification of significant trends and important problems--especially in program performance, and to increase understanding of public administration's critical role in the advancement of a democratic society. From an original membership of 18, membership of the Academy has grown in a series of annual elections to a 1974 total of 180 active, seven emeritus, and nine honorary members.

The National Academy of Public Administration Foundation is the fiscal agent and service arm of the Academy. It is a non-profit organization and is recognized as a 501(c)(3), tax exempt, corporation by the Internal Revenue Service. The Foundation employs a staff of 18 persons.

The study of Neighborhood Oriented Metropolitan Government is being conducted under the supervision and guidance of an 11 member Academy panel, composed of practitioners and academics with long experience in local government and governmental modernization. A list of the national panel is attached, with a brief biographical statement on each member. Working under the direction of the national panel is the project director, Charles R. Warren, a member of the Academy staff.

The panel is involved directly in, and responsible for, all phases of project activity. The Chairman of the panel and the Executive Director of the Academy provide direct supervision to the project director. The national panel and staff provide general guidance, technical assistance, and administrative support to the local panels and staff in each of the study areas.

One to two day meetings of the national panel are held at regular intervals throughout the project period. These meetings are concerned with setting project objectives, methodology, and schedule; providing continuing evaluation of project accomplishments and activities; assessing the work and progress of local panel activities; providing specific direction to Academy staff; and evaluating the viability of the study concept.

National panel members participate on an individual and task force basis in the project--conducting site visits to prospective study areas, and providing direct technical assistance to the local panels and staff.

The national panel is responsible for the following critical phases of the project:

1. developing selection criteria and requirements for participation of study areas.
2. developing a plan for the solicitation of local proposals and the competition for selection.
3. screening prospective study areas, through site visits and proposal review.
4. deciding upon the metropolitan areas to be recommended for selection to the Office of Policy Development and Research, HUD.
5. assisting in the formation of the local panels and their initial study planning.
6. evaluating local panel progress and study results at key points in their work program.
7. providing general guidance to the local panels in the development of their final recommendations.
8. preparing a final report on the project which evaluates the lessons learned under the four study areas.

The national panel is responsible for the policy decisions of the project. It must specify the terms of agreement under which the local panels operate and monitor the local panels' compliance with that agreement. In the event the local panels fail to comply with their established work program and the project objectives, it is the responsibility of the national panel to modify or terminate the Academy-HUD financial support.

## How The Local Studies Will Be Conducted

The National Academy panel and staff will provide financial and administrative support, technical assistance, and national leadership to the conduct of studies of two-tier government in two metropolitan areas over a period of 18 months, concluding no later than May 30, 1977. Each study will be supported with \$100,000 in Academy/HUD funds. These funds must be supplemented with at least \$50,000 in local funds to pay for direct costs.

The actual study in each metropolitan area will be done by a panel of citizens and local officials, assisted by staff from the locality. The Academy will provide advice and counsel; however, the findings, conclusions, and recommendations will be developed by the local panel responsible for the study.

The local panel, or study committee, will be responsible for the conduct of the study and the development of a detailed, actionable plan for local government modernization within the context of the two-tier metropolitan government concept. The process for selecting and appointing members to the study panel will be determined by the civic and official leadership of the metropolitan community, after full consultation with the Academy. The following are suggested roles, responsibilities, and methods of operation for the local panel:

1. The panel should be representative of the major social, political, economic, and racial elements of the metropolis. Members should be chosen on the basis of their individual qualities, emphasizing leadership, judgment, and commitment.
2. The panel should include local elected officials.
3. The number of members will be determined locally; however, it should be a working group capable of reaching decisions.
4. The full panel should meet at least monthly.
5. The panel is not an advisory group. It is responsible for the formulation of a plan that can be implemented.
6. The panel should involve the community and interested parties in the study and planning process and should educate the community on the needs and objectives of an improved system of governance. This should be done by:
  - a. holding public hearings and taking testimony from private and public groups and individuals.
  - b. involving interested groups and citizens in the study process by establishing formal and ad hoc linkages with such groups.
  - c. making appropriate use of the mass media and publications to disseminate its findings and conclusions.
7. The panel should not work in isolation. Rather, it should cooperate with State, local, and private organizations which have studied, or are presently studying, local government organization and related topics.
8. One of its members should be designated to serve as Panel Chairman. The Chairman should be an individual who is respected by the community, possesses considerable leadership qualities, and is able to conciliate between opposing and competing interests. His responsibilities should include:



- a. convening and presiding over meetings of the local panel.
- b. representing the panel to outside agencies and organizations.
- c. assigning tasks and responsibilities to subcommittees, task forces, or individuals on the panel.
- d. supervising the work of the staff director.

9. The panel must engage a local staff director to perform research and administrative and supporting tasks. The local director must be an individual possessing the personality and skills needed to work with a group. He should have extensive knowledge of state and local government, in general, and of the locality, in particular. The director will be selected by the local panel, but he will be employed by the National Academy of Public Administration Foundation with the benefits and privileges consistent with Academy employment.

After the formation of the local panel and the selection of a staff director, an 18 month period of study and analysis, culminating in the development of a final report with recommendations, will begin. The local panel must prepare a work program and schedule covering its study plans and objectives and submit it to the Academy.

NATIONAL ACADEMY OF PUBLIC ADMINISTRATION  
Neighborhood Oriented Metropolitan Government

BIOGRAPHIES OF PANEL MEMBERS

Brown, George L.

Lieutenant Governor of Colorado, 1974-present. State Senator, 1956-1974. Executive Director, Metro Denver Urban Coalition, 1969-1974. Assistant Executive Director, Denver Housing Authority, 1965-1969. Journalist, The Denver Post, 1950-1969, Instructor: University of Colorado, University of Denver.

Callahan, John J.

Executive Director, Legislative Education Action Project, National Conference of State Legislatures, 1974-present. Senior Analyst, U.S. Advisory Commission on Intergovernmental Relations, 1972-74. Assistant Professor of Education and Planning, University of Virginia, 1971-1972. Staff Member, New York Joint Legislative Committee to Revise and Simplify the Education Law. Author of articles and publications on educational finance, public finance, and local government.

Campbell, Alan K.

Dean, Maxwell Graduate School of Citizenship and Public Affairs, Syracuse University, 1969-present. Professor, Syracuse University, 1961-1968. Deputy Comptroller for Administration, State of New York, 1960-1961. Delegate-at-Large, Chairman, Committee on Local Government and Home Rule, New York State Constitutional Convention, 1967. Project Director, Committee for Economic Development, policy statement, Reshaping Government in Metropolitan Areas, 1970. Editor and Author of several books and articles on metropolitan problems and local government.

Curtis, Edward P., Jr.

Candidate, Monroe County Legislature. Vice President, Public Affairs, Rochester Institute of Technology, 1971-1975. Director, Federal Affairs, various management positions, Eastman Kodak Corporation, 1955-1971. City Manager, Rochester, New York, 1970. Operations Officer, Central Intelligence Agency, 1951-1955. Director, Urban Development Corporation of Greater Rochester. Trustee, Center for Governmental Research, Inc. Chairman, Taxation and Finance Committee, Greater Rochester Intergovernmental Panel.

DeGrove, John M.

Director, Joint Center for Environmental and Urban Problems, Florida Atlantic University-Florida International University, 1972-present. Dean, College of Social Science, Florida Atlantic University, 1968-1972. Chairman, Department of Political Science, Florida Atlantic University, 1964-1968. Faculty positions, University of Florida, University of North Carolina, 1954-1964. Vice-Chairman, Palm Beach County Charter Commission. Chairman, Governor's Task Force on Land Use, Florida, 1971-1972. Chairman, Governor's Local Government Study Commission, Florida, 1972-73. Member, President's Commission on Urban Problems, (The Douglas Commission), 1967-1968. Consultant to State and Local Government; author, publications on state and local government.

Garrott, Idamae

Consultant, environmental management, land use and planning. Candidate

County Executive, Montgomery County, Maryland, 1974. President and member, County Council, Montgomery County, 1966-1974. President, Metropolitan Washington Council of Governments, 1974. Chairman and Board Member, Washington Suburban Transit Commission, 1971-1974. Board Member, Washington Metropolitan Area Transit Authority, 1972-1974. President, League of Women Voters, Montgomery County, 1963-1966. Vice President and Board Member, American Society of Planning Officials. President, Citizens for a Better Montgomery County, 1975.

Hallman, Howard W.

President, Center for Governmental Studies, Inc., Washington, D.C., 1969-present. Consultant on governmental affairs, 1965-1969. Director Poverty Program Study, Senate Subcommittee on Employment, Manpower, and Poverty, 1967. Director, Neighborhood Improvement, Redevelopment Agency; Principal Planner, Community Action Program; Deputy Director, Community Progress, Inc.; New Haven, Connecticut, 1959-1965. Author of several books and articles on local government, including Neighborhood Government in a Metropolitan Setting.

Naftalin, Arthur

Professor of Public Affairs, University of Minnesota, 1969-present. Mayor of Minneapolis, 1961-1969. Commissioner of Administration, State of Minnesota, 1954-1960. Associate Professor of Political Science, University of Minnesota, 1947-1954. Secretary to Hubert H. Humphrey, Mayor of Minneapolis, 1945-1947. Honorary President and Vice President, United States Conference of Mayors, 1968-1969. Member, National Steering Committee, The Urban Coalition, 1967. Member, Advisory Commission on Intergovernmental Relations, 1962-1969. Member, Executive Committee, National League of Cities, 1962-1969.

Ostrom, Elinor

Professor and faculty member, Department of Political Science, Indiana University, 1965-present. Personnel Analyst, University of California, 1958-1961. Consultant to Law Enforcement Assistance Administration, Batelle Memorial Institute, Institute for Neighborhood Studies, International Association of Chiefs of Police. Vice President, American Political Science Association. Project Director, National Science Foundation Studies of Organizational Arrangements in Metropolitan Areas. Author of several articles and publications on local government.

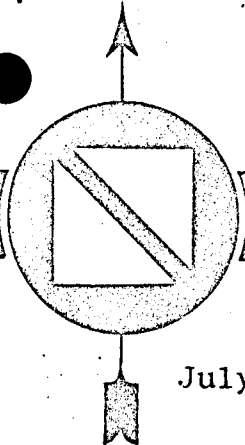
Turner, E. Robert

Vice President, Public Affairs, Federated Department Stores, Inc., 1975-present. City Manager, Cincinnati, Ohio, 1972-1975. Executive Director, Southeast Michigan Council of Governments (Detroit), 1968-1972. City Manager, Burbank, California, 1965-1968. City Manager, Boulder, Colorado, 1960-1965. Other City Manager positions, 1953-1959. Member, Governor's Special Commission on Local Government, Michigan, 1970-1972. President, International City Management Association, 1973-1974.

Willbern, York (Panel Chairman)

University Professor of Government, Indiana University, 1963-present. Visiting Professor, Syracuse University, 1968; Centennial Professor of Public Administration, American University, Beirut, 1967. Director of Urban Observatory Project, National League of Cities, 1968-1974. President, American Society of Public Administration, 1963-1964. Board of Directors, American Society of Planning Officials, 1963-1964. Author of books and articles on local government.

CLACKAMAS  
COLUMBIA  
MULTNOMAH  
WASHINGTON



PORTLAND METROPOLITAN AREA LOCAL GOVERNMENT BOUNDARY COMMISSION

527 S.W. HALL STREET

PORTLAND, OREGON 97201

PHONE: 229-5307

July 23, 1975

Donald Eppley, City Manager  
City of Lake Oswego  
P. O. Box 369  
Lake Oswego, Ore. 97034

Dear Don:

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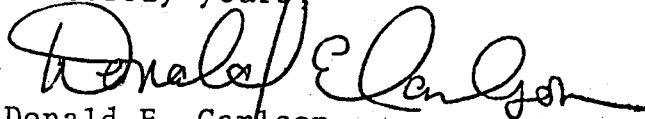
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Sincerely yours



Donald E. Carlson  
Executive Officer

DEC/jk  
Enc.

August 1, 1975

ITEMS OF INFORMATION

- 1) Chandler Road Annexation. As instructed at an earlier date by the City Council, the Public Works Director and I met with most of the citizens who reside on Chandler Road. It was brought to our attention by these residents that only three owners are interested in annexation and that is because they have immediate septic tank problems. It appears from the dialogue from those property owners that some of their problems are involved with the seepage from properties on higher ground. However, the outcome of the meeting was predominantly one-sided, and the message clearly was 'we like the way we are living and see no need for any additional services.' Therefore, it seems that the best those in need of sewers can do is to perhaps approach the Health Department to do a study.
  
- 2) National Academy of Public Administration Study. Several days ago I received a notice from the Portland Metropolitan Area Boundary Review Commission asking for attendance at a meeting to discuss participation in a national study of two-tiered metropolitan government.

While I may have initially been skeptical about another study, it seems that the concepts may be beneficial to our whole metropolitan area. It appears that in essence the grant application, if approved, will provide some \$150,000 for an 18-month study of existing governmental services and community needs. As you think about it, in the true sense of the term bureaucracy, the Portland metropolitan area certainly has a proliferation of governmental agencies. I believe, if nothing else, that the study could be helpful in inventorying those agencies--who they are and what they accomplish. It appears that the Council would be interested in the study since the final result, two years or so down the road, may bring several proposals for either consolidation of various regional services or perhaps a new framework of governmental jurisdiction.

The study proposes to pull together a steering panel of approximately 30 people from a wide variety of interests, namely governmental, civic, business, labor, etc.

Based on this meeting, I would strongly urge that someone from the City of Lake Oswego (if it's not myself, at least someone representing the interests of our community) attempt to be involved in such a study if the grant is approved. The immediate crunch for this grant proposal is raising some \$50,000 as the metro area match to the grant. Unfortunately, there is very little time between now and the decision making point, and it's conceivable in the next several weeks that I may be presenting you with a request for money, probably no more than \$1,000, as our share in the project.

If you have any questions about this project, you may wish to peruse the material I received in the mail, which you will find enclosed.

DBE:hb

# COLUMBIA REGION ASSOCIATION of GOVERNMENTS

527 S. W. HALL STREET  
PORTLAND, OREGON 97201

(503) 221-1646

CRAG

LARRY RICE, EXECUTIVE DIRECTOR

MEMORANDUM NOVEMBER 7, 1975

REGULAR MEMBERS

TO: ALL GENERAL ASSEMBLY CITY MEMBERS IN  
CLACKAMAS, MULTNOMAH AND WASHINGTON  
COUNTIES

CLACKAMAS COUNTY

FROM: PHIL BALSIGER, CHAIRMAN CRAG BOARD OF  
DIRECTOR

Barlow  
Canby  
Estacada  
Gladstone  
Happy Valley  
Johnson City  
Lake Oswego  
Milwaukie  
Molalla  
Oregon City  
Rivergrove  
Sandy  
West Linn  
Wilsonville

MULTNOMAH COUNTY

Fairview  
Gresham  
Maywood Park  
Portland  
Troutdale  
Wood Village

WASHINGTON COUNTY

Banks  
Beaverton  
Cornelius  
Durham  
Forest Grove  
Gaston  
Hillsboro  
King City  
North Plains  
Sherwood  
Tigard  
Tualatin

ASSOCIATE MEMBERS

LARK COUNTY

Camas  
Vancouver

Columbia City  
Cappoose  
Helens  
Port of Portland  
Tri-Met  
State of Oregon

The Portland Metropolitan Area Local Government Boundary Commission has been awarded a grant by the National Academy of Public Administration to study local government structure in the CRAG region. The Commission is now soliciting names of citizens and officials who wish to serve on the study panel.

The study will take two years and is timed to produce recommendations to the next legislative session. Professional staff will be retained to provide research data.

CRAG has been asked to contact its member cities except Portland and compile a list of three candidates from each county area for consideration by the Commission. The Commission will appoint one city elected official from each county area. The counties and Portland will respond directly to the Commission.

Candidates must be prepared to devote substantial time to the panel estimated to include three to four meetings each month during start up. In addition to such a time commitment, candidates should have an open mind about governmental structures and a desire to improve our local governmental system.

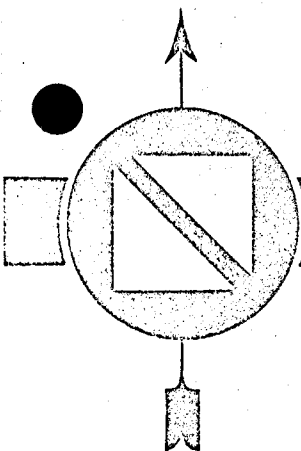
The Boundary Commission wants our list by November 12, leaving little time to respond.

Would you please consider serving, or would you recommend someone from your council or another city? Please confirm their willingness to serve and phone their names, addresses and elected position to Helen Irwin, 221-1646 as soon as possible, but prior to November 12.

PB/hi



CLACKAMAS  
COLUMBIA  
MULTNOMAH  
WASHINGTON



PORTLAND METROPOLITAN AREA LOCAL GOVERNMENT BOUNDARY COMMISSION

527 S.W. HALL STREET

PORTLAND, OREGON 97201

PHONE: 229-5307

November 10, 1975

The Honorable Wallace D. Graham  
Mayor of the City of Lake Oswego  
P. O. Box 569  
Lake Oswego, Oregon 97034



Dear Mayor Graham:

This letter is a followup to my letter of October 13, 1975 regarding the award of the study grant to the Portland Tri-County area by the National Academy of Public Administration.

In order to participate in the Study, the Portland area must do two things. First, a local study panel must be established to conduct the 18-month Study. The Boundary Commission and the Ad Hoc Committee are in the process of assembling names of local elected and appointed officials and citizens for appointment by the Boundary Commission to the local panel. In this process we have requested that names be submitted from as many people representing as many interests in the community as possible.

Second, we in the Portland Tri-County area must raise \$50,000 to match the \$100,000 National Academy grant. It has been suggested by the Ad Hoc Committee that approximately one-half the local share be raised by contributions from private sources, and the other half by contributions from public agencies--both local and regional units.

We ask that your city consider contributing funds to support this project. We have no formula for determining the amount, but a pledge of \$500 - \$1000 would help tremendously. Of course we are hoping to get much larger commitments from the three counties and the City of Portland. Although we realize that money is tight, we feel very strongly that this grant presents a unique opportunity for improvement in the local government system in the Tri-County area.

STAFF:

DONALD E. CARLSON, Executive Officer  
ANTHONY G. WHITE, Administrative Analyst  
JEAN KRETZER, Secretary

COMMISSIONERS:

ANTHONY N. FEDERICI, Chairman  
MRS. CAROLYN GASSAWAY, Vice Chairman  
ROBERT S. BALL  
POLLY CASTERLINE  
DR. RONALD C. CEASE

MRS. BROOKS GUNSUL  
KEITH LINDAHL  
DR. PAUL J. SLOMINSKI  
JERRY TIPPENS  
WALTER N. TRANDUM  
JOSEPH S. VOBORIL

Page Two  
November 10, 1975

We would appreciate it if you would take this request to your City Council for their consideration. Please know that we will be glad to appear before your Council to provide information and answer questions. In the meantime if you have any questions, please give me a call.

Sincerely,



Donald E. Carlson  
Executive Officer

DEC/jk

cc: Donald Eppley, City Mgr. ✓

CLACKAMAS  
COLUMBIA  
MULTNOMAH  
WASHINGTON



**PORTLAND METROPOLITAN AREA LOCAL GOVERNMENT BOUNDARY COMMISSION**

527 S.W. HALL STREET

PORTLAND, OREGON 97201

PHONE: 229-5307

November 24, 1975

Mrs. Corky S. Kirkpatrick  
2251 S. W. Fernwood Circle  
Lake Oswego, Oregon 97034

Dear Mrs. Kirkpatrick:

On recommendation of the Ad Hoc Two-Tiered Planning Committee and others, the Boundary Commission is pleased to appoint you as a member of the Tri-County Local Government Commission. This is the name suggested (at least temporarily) for the local citizens panel which with the assistance of the National Academy of Public Administration will conduct an investigation of local government structure and function in the Portland metropolitan area. Your appointment will be for the duration of the endeavor which begins officially on December 3, 1975 and ends on May 31, 1977.

As you know, this undertaking is funded by a \$100,000 H.U.D. grant through the National Academy of Public Administration plus at least \$50,000 of local matching funds. It should be noted that the NAPA grant is awarded to the local citizens panel and not to the Boundary Commission. The Boundary Commission's formal role in this effort will terminate upon appointment of the local panel.

Ron Cease and Carl Halvorson have agreed to serve as Chairman and Vice-Chairman. Dr. Cease is Professor of Political Science at Portland State University and was the first chairman of the Boundary Commission. Mr. Halvorson is President of Halvorson-Mason Corporation and is a former president of the Portland Chamber of Commerce.

As indicated in the enclosed information, the first meeting of the Commission is scheduled for December 3, 1975 at 9:30 a.m. in the Kent Room of the Benson Hotel, Portland. The Commission will meet with the Project Review Panel of the National Academy of Public Administration during the day to discuss the scope and purpose of the project.

**STAFF:**

DONALD E. CARLSON, Executive Officer  
ANTHONY G. WHITE, Administrative Analyst  
JEAN KRETZER, Secretary

**COMMISSIONERS:**

ANTHONY N. FEDERICI, Chairman  
MRS. CAROLYN GASSAWAY, Vice Chairman  
ROBERT S. BALL  
POLLY CASTERLINE  
DR. RONALD C. CEASE

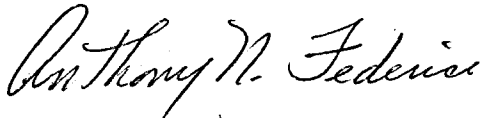
MRS. BROOKS GUNSUL  
KEITH LINDAHL  
DR. PAUL J. SLOMINSKI  
JERRY TIPPENS  
WALTER N. TRANDUM  
JOSEPH S. VOBORIL

Page Two  
November 24, 1975

Other activities have been scheduled--so if you can plan to spend the day it will be desirable.

The Boundary Commission is most appreciative of your willingness to undertake this assignment. This endeavor presents a unique opportunity for improvement of the local government system in the Portland metropolitan area.

Sincerely,



Anthony N. Federici  
Chairman

ANF/jk  
Enc.

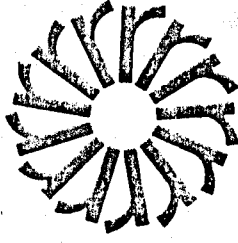
To Charles W.

100 K St., N.W., Washington, D.C. 20006 • Area Code (202) 296-5253

*President*  
WES UHLMAN, Mayor  
Dallas, Washington

*President*  
BERNARD G. CULVER, Judge  
Harris County, Texas

*Executive Director*  
RICHARD C. HARTMAN



**NATIONAL  
ASSOCIATION  
OF REGIONAL  
COUNCILS**

March 23, 1976

MAR 25 1976

Mr. Roy W. Crawley, Executive Director  
National Academy of Public Administration  
1225 Connecticut Avenue, N. W., Room 300  
Washington, D. C. 20036

Dear Roy:

I would like to call your attention to a piece of legislation (S. 3075) which was recently introduced by Senator Magnuson. This legislation entitled "The Intergovernmental Coordination Act of 1976" was developed through the leadership of NARC President, Wes Uhlman, in cooperation with the Mayor's staff and the NARC staff. We believe this legislation would be a step forward in increasing intergovernmental cooperation among local and state governments building on the Intergovernmental Cooperation Act of 1968.

One of the key aspects of the legislation would be to articulate a consistent federal policy on the utilization of areawide agencies to carry out functional planning programs. Such a consistent federal policy would integrate federal functional planning programs and prevent the creation of new areawide agencies, fragmentation of resources, and increased public costs.

We certainly hope you and your association will take a serious look at this legislative proposal and provide us with your comments. If you favor the legislation, we hope you will indicate support of this proposal to Senator Magnuson and members of the Senate Government Operations Committee.

Thanks for your cooperation. Best wishes.

Sincerely,

Richard C. Hartman  
Executive Director

Enclosure



OFFICE OF THE MAYOR • CITY OF SEATTLE

WES UHLMAN MAYOR

January 15, 1976

The Honorable Warren G. Magnuson  
United States Senate  
Room 127, Russell Senate Office Building  
Washington, D.C. 20510

Dear Senator *Warren G. Magnuson*

I am pleased to forward to you the attached draft legislation for your consideration.

The bill, which would amend the Intergovernmental Cooperation Act of 1968, is the culmination of a considerable research effort which I asked my staff to undertake.

As Mayor of Seattle and in my two terms as President of the National Association of Regional Councils I have become firmly convinced that solutions to the problems of urban growth must be sought at the regional level as well as at the local. The Congress must feel that way too since many Federal programs have been initiated with this same premise. Unfortunately, these programs have too often been developed utilizing different approaches and organizational mechanisms which limit the ability of local officials to use them effectively. More distressingly, these institutional differences fragment our approach to a single set of urban problems. It is as if we had, as a nation, decided that transportation has nothing to do with economic development, water pollution nothing to do with land use, and where people are expected to live nothing to do with where hospitals should be built.

One of the greatest hidden costs of government today is the cost that we impose by duplicating services and facilities which already exists in built-up areas that could accommodate growth. Our public policies permit, and even encourage, sprawl and leap-frog development. Not content with saddling local taxpayers with the cost of our folly we are actually transferring some of the financial impact of this wasteful consumption of limited resources to the national taxpayer by requiring ever increasing Federal appropriations to abate pollution and build water and sewer facilities to serve unwise and unnecessary patterns of development.

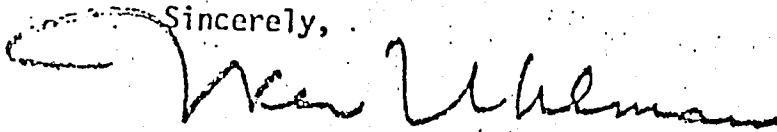
The bill I recommend for your consideration would address some of the problems of planning fragmentation by requiring better, more consistent

The Honorable Warren G. Magnuson  
January 15, 1976  
Page two

use of Federal planning assistance by local governments. The strength of the bill is that no appropriations are authorized or needed. What we need, in this case, is not more money but better use of the money we already have. By requiring that these planning resources be used in a consistent and coherent manner, the effect would be to multiply the impact of each individual program by the impact of all the others. The basic core for all Federal areawide planning programs would be a rational urban growth policy. The various Federal programs would not only be required to be consistent with the growth plans but would be devoted to implementing them within their specialized sphere.

I am enclosing a discussion of the bill which rationalizes its approach, and several articles which discuss the need for regional approaches to the problems of urban communities. I hope you can see fit to sponsor this bill. If I can answer any questions on the thrust and approach of the bill please let me know.

Sincerely,



Wes Uhlman  
Mayor

WU:ctl

DISCUSSION

THE INTERGOVERNMENTAL COORDINATION ACT OF 1976

The bill is a series of amendments to the Intergovernmental Cooperation Act of 1968. The ICA was chosen as a vehicle because the thrust of the ICA is to encourage consistency in planning approaches at all governmental levels and because the ICA depends on elected officials of general purpose local governments to provide accountability.

Section 1 of the bill contains definitions needed to support the proposed Title VII of the ICA. Most are routine and consistent with such other laws as the Federal Aid Highway Act and various Housing Acts. The term, "Areawide Growth Management Plan", (Sec. 115) actually defines a land use plan and would be one of the strongest elements of the legislation. The approach (which is apparent in Section 703) is to use growth management planning as a central core policy around which other more limited policies, such as pollution abatement, facilities locations and capacities, and economic growth, may be discussed and decided.

Section 2 of the bill would amend the Intergovernmental Cooperation Act by requiring communication between the State and local governments in regard to state plans which have an effect on local governments. The current provisions of Office of Management and Budget Circular No. A-95 are similar but only encourage states to communicate with those who are affected by state plans.

Section 3 is the heart of the bill. It would establish a new Title VII to the ICA. Section 701 would declare findings, policy and the purpose of the bill. This section, in spite of appearances, is very unoriginal. With some modifications it repeats language of many other well-intentioned bills which have failed to achieve these objectives.

The principal thrust of Sections 702, 703 and 704 is to implement 1973 recommendations contained in a multi-volume study on sub-state regionalism sponsored by the Advisory Commission on Intergovernmental Relations. Section 702 would establish a preference for areawide planning agencies composed of elected officials as the means to do Federally assisted areawide planning. Use of consumer-provided or other types of advisory bodies to assist the elected officials would be a matter for local determination, since no Federal policy would be established in this respect.

Section 703 would require Federal programs to relate to one another and to conform to whatever areawide growth management plan local officials choose to adopt. The means for developing the relationship is two-fold. First, Federal planning assistance would not be available unless a program existed by which the assistance would result in a unified growth plan and, second, each assisted planning agency would be required, as a condition of Federal assistance, to demonstrate how the assistance is being brought into the basic program for growth management planning. The intent should be to make this a relatively simple statement and not an elaborate submission. Hopefully, OMB will exercise some discretion in setting up a review and approval mechanism to avoid too many Federal checkpoints. To assure that Federal



assistance will promote implementation of the adopted plan, it would be forbidden to make assistance available which was inconsistent with the plan.

Section 704 provides for state-local determination, within relatively simple Federal criteria, of what is an appropriate region in which to do Federal areawide planning. This has been a Federal objective for quite some time with more cases of violation than observance.

Section 705 provides for joint funding of areawide planning programs. Our experience with the Intergrated Grant Administration Program indicates that areawide planning agencies merit consideration for permanent legislation, as opposed to the five year limit on the Joint Funding Simplification Act. In addition, Section 705 varies from the Joint Funding Act in that it provides for waivers of statutory requirements of a non-substantive, administrative nature. The Joint Funding Act provides for waivers of non-statutory requirements only. The language here is not presumed to be controversial since it is essentially identical to Section 701 (1) of the Housing Act of 1954, as amended, and several other existing statutes.

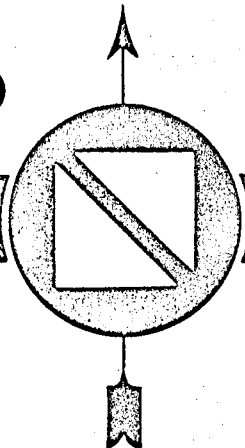
Section 706 would address an existing problem we are experiencing with using Federal planning assistance to perform statutorily mandated review functions. Some Federal agencies either will not permit such use of their funds or will permit the use only under impossibly burdensome restrictions.

Section 707 would authorize OMB to prescribe necessary rules and regulations.

Throughout the bill we have attempted to establish the sense of Congress that if there is flexibility in approach it should be in the hands of local and state officials. They will decide what programs should be brought under the areawide A-95 agency. They should decide the geographic extent of the planning area. They should decide the content and direction of any plans developed.

The Federal interest is that local discretion be honored, that Federal funds be wisely spent, that legitimate Federal objectives be met and that plans developed with Federal funds be made consistent with each other and with urban growth management planning.

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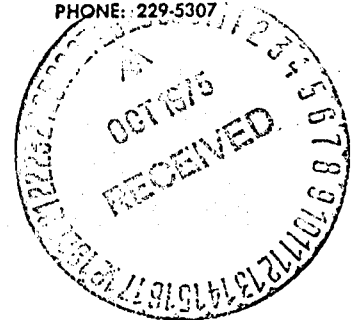
PORTLAND METROPOLITAN AREA LOCAL GOVERNMENT BOUNDARY COMMISSION

527 S.W. HALL STREET

PORTLAND, OREGON 97201

PHONE: 229-5307

October 13, 1975



Mr. Donald Eppley, City Manager  
P. O. Box 369  
Lake Oswego OR 97034

As indicated in the attached announcement, the Portland metropolitan area has been awarded a grant to study and make recommendations regarding local government structure and function. As you recall, the Boundary Commission submitted the grant application to the National Academy of Public Administration, and is now beginning the process of implementing the grant. In order to get the study under way, the Boundary Commission needs your help in creating a local citizens' panel from the tri-county area which will be responsible for conducting the study effort.

What is needed are your suggestions as to whom you feel should be on the panel and how large it should be. Key factors to keep in mind in your suggestions for panel members should be openmindedness, credibility, practicality, and the ability to devote a reasonable amount of time to the project. Panel members should be as knowledgeable as possible about the area and representative of its interests.

Because of certain time constraints, we need your suggestions rather quickly. The National Academy expects that panel members and staff will be appointed and working by Dec. 1, so would you please respond soon.

Thank you for your interest and help. We will probably be calling on you again for your assistance and advice.

Sincerely yours,  
*Donald E. Carlson*  
Donald E. Carlson  
Executive Officer

DEC/jk  
Enc. 1

STAFF:  
DONALD E. CARLSON, Executive Officer  
KENNETH S. MARTIN, Administrative Analyst  
JEAN KRETZER, Secretary

COMMISSIONERS:  
ANTHONY N. FEDERICI, Chairman  
MRS. CAROLYN GASSAWAY, Vice Chairman  
DONOVAN E. BLAIR  
RICHARD M. BROWN  
DR. RONALD C. CEASE

MRS. BROOKS GUNSUL  
LOUIS C. LAVACHEK  
KENNETH LEWIS  
CAMPBELL RICHARDSON  
DR. PAUL J. SLOMINSKI  
JERRY TIPPENS

# National Academy of Public Administration Foundation

1225 Connecticut Avenue, N.W., Washington, D.C. 20036

Phone: (202) 659-9165

June 9, 1976

Mrs. Corky Kirkpatrick  
2251 Fernwood Circle  
Lake Oswego, Oregon 97034

Dear Corky:

I have been intending to send you some "bits and pieces" for your newsletter. Now seems an appropriate time to do so.

Little has happened in either Tampa or Rochester worthy of reporting. There may be some developments after the November elections. I'll keep you posted.

Regarding the Rosenthal Amendment, the National Association of Counties (NACO) reported in their June 7 issue of County News that House Floor Action was scheduled for June 9 (today) and that NACO opposes it. This has been tried before but with little success. I have not read the amendment.

I am enclosing some material on a Bill which has been introduced by Senator Magnusson, "The Intergovernmental Coordination Act of 1976," (S. 3075). You may want to write a short piece on it. The Bill is highly relevant since it would require federal agencies to rely on a single regional agency for the conduct of areawide planning within a region.

Since you may not have seen it yet, enclosed is the brochure Denver is using to explain their study. Also enclosed is an announcement of the Community forums they are holding in June.

Enclosed is a very brief article on Population changes in metropolitan areas during 1970-74. Use it at your own discretion.

I plan to be in town during all of July and look forward to seeing you then. If you have a chance let me know when you will be here and I'll be sure to be available.

With warm regards,



Charles R. Warren  
Project Director

CRW:ls1  
Enclosures

STATEMENT OF PURPOSE

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

The Tri-County Local Government Commission will examine the existing structures of local government in the Portland metropolitan area, the services provided, and the needs of its people, and then will pursue whatever improvements the commission may identify.

The commission will endeavor to advance such qualities as equity, efficiency, economy, responsiveness, visibility, accountability, citizen participation, political feasibility and actual service needs.

STATEMENT OF PURPOSE

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

The Tri-County Local Government Commission will examine the existing structures of local government in the Portland metropolitan area, the services provided, and the needs of its people, and then will pursue whatever improvements the commission may identify. In fulfilling its responsibility the Commission will endeavor to advance equity, efficiency, economy, responsiveness, visibility, accountability, citizen participation, political feasibility and actual service needs.

2/25/76

STATEMENT OF PURPOSE

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

The purpose of the Tri-County Local Government Commission is to review the existing structure of government in the Portland Metropolitan area and the services provided by that structure.

The Commission will recommend ways to improve that structure and its delivery of services.

In making such review and recommendations the Commission will be taking into consideration such Criteria as:

- equity
- efficiency
- economy
- responsiveness
- visibility
- citizen participation
- political feasibility

*Cost: add - need*

# National Academy of Public Administration

1225 Connecticut Avenue, N.W., Washington, D.C. 20036  
Phone: (202) 659-9163

FIELD BOUNDARY COMM.

REC'D 12/4/75

DC PA NS

FOR RELEASE

September 30, 1975

Denver, Colorado, and Portland, Oregon, have won a nationwide competition to become the test centers for a new strategy of local reorganization known as two-tier government. The National Academy of Public Administration selected the two cities from among 15 metropolitan areas which submitted proposals.

The two-tier concept involves intensive examination of urban services to determine which functions are best administered on a centralized basis and which are best performed by local jurisdictions. Other metropolitan regions around the country are expected to make use of the model by adopting it to their own situations. The Academy program is funded under a contract by the U.S. Department of Housing and Urban Development.

Denver and Portland were chosen by a panel of distinguished public administration scholars and practitioners. In addition to the two winning communities, other finalists considered for the project included Memphis, Shelby County, Tennessee; Trenton, Mercer County, New Jersey; and Seattle, King County, Washington. The Academy panel based its decision on site visits to each community. Criteria for selection included the extent of support of local elected officials and interest of the community leadership, research capacity, serious interest in two-tiered government reorganization, and the practical prospects for

- 2 -

adopting a modernization plan.

Dr. York Willbern, Chairman of the Academy panel, noted that the selection decision was difficult, since each of the finalists was judged to be an outstanding site for the research and demonstration effort. While Memphis, Trenton, and Seattle demonstrated strong support and interest in reorganization, Denver and Portland ranked highest in fulfillment of the selection criteria.

The purpose of the two-tiered government project is to help governments in metropolitan areas deal more effectively with their common and interrelated problems. Denver and Portland will receive up to \$100,000 in direct support for local study costs and will be provided technical assistance from the National Academy, a non-profit research and advisory body in Washington, D. C. Local panels of citizens and officials will analyze local government services, finances, and organizations to develop actionable recommendations which can lead to increased citizen involvement and bring the costs and benefits of public services into better balance. It is hoped the study will produce new and innovative ways to deliver and finance public services in urban areas.

According to Roy Crawley, President of the Academy Foundation, local committees will be formed in each area and work programs developed during October and November, 1975. The study process in Denver and Portland will get underway in early December and is expected to be completed no later than May, 1977. Crawley stated that the local analysis must focus on both centralization and decentralization and should be carried out with full involvement of community organizations and citizens.

The two-tiered government approach was developed earlier with HUD assistance in two metropolitan areas, Rochester, Monroe County,

- 3 -

New York, and Tampa, St. Petersburg, Florida. Efforts are underway in those sites to implement the locally developed reorganization proposals. By the time of project completion in 1977, four metropolitan areas will have made practical studies of the two-tier approach and provided models that can be followed in other urban centers across the nation.