

CLACKAMAS  
MULTNOMAH  
WASHINGTON

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

527 S.W. HALL STREET

PORTLAND, OREGON 97201

PHONE: 221-1646

RONALD C. CEASE,  
Chairman

CARL M. HALVORSON,  
Vice Chairman

A. MCKAY RICH,  
Staff Director

February 24, 1976

To: Tri-County Local Government Commission

From: Barbara Garbutt

Subject: April Retreat letter from Nancy Hoover

At the request of Nancy Hoover a copy of this memo is being sent to each Commission member.

BJG/rr

To: Executive Committee, Tri-County Local Government Commission

From: Nancy Hoover

Would the executive committee please reconsider its decision to hold a retreat at the Coast. I have difficulty understanding and accepting the idea of a retreat.

First of all, what are we retreating to? Admittedly, the Inn at Otter Crest is a lovely place to spend a week-end, but this Commission is dealing with urban problems like garbage, sewage, mass transit, crime, lack of jobs and housing. We're not going to find any answers down at the Coast. The problems are here and the answers are here.

And what are we retreating from? our families? our businesses? other people who might intrude? Why should we run away from reality? Our public officials don't have any choice - they must make decisions while the phone is ringing, while citizens are complaining. We shouldn't ask government to do what we aren't willing to do ourselves.

Our commission is suppose to represent the public. I think, then, that any first-phase appraisal of our study should be held right here in Portland, the center of things, and that everything should be done right out in public.

Before we meet, we should publish our findings, not only to our favorite little groups but to the entire public. Then, after we have published our findings, we should hold a meeting to find out what the public thinks. The meeting could be held at one of our many public buildings, such as the Port of Portland, CRAG, PSU, or one of the Community Colleges.

I think the neighborhood associations, the community organizations, business, the League of Women Voters, and yes, even employees of our governments, would like to attend this kind of meeting. After all, this Commission is making decisions about future government with which everybody in the metro area are must deal and the fact is, that most people don't even know yet how to deal with the present government.

Now, we may argue that ours is not a public body - it is privately constituted, however this Commission is financed by federal and local government funds. Because of this we should set an example. We should make our budget available for public scrutiny; our meetings should be widely heralded so that interested people can attend; we should make every effort to involve the news media so the public is constantly aware of what we are doing. We ask government to operate in a fish bowl - no private meetings in restaurants or hotels. We must be prepared to do the same thing.

I felt very proud to be asked to serve on this Commission. Last September I talked to the members of the National Academy of Public Administration, during the discussion I expressed by concern about regional bodies like CRAG and the MSD which are not generally understood by the people. I understood that the Academy truly wanted an involved public in this study. I do not think a meeting at the Coast, underwritten by HUD, our cities and counties, for the 65 of us is what the Academy had in mind as public participation.

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February 27, 1976

M E M O

TO: Public Information Committee

FROM: Bill Cross

RE: Proposed Rough Draft of General Information Brochure and Public Information Program Priorities and Budget

I have enclosed the proposed rough draft for a general information brochure along with a tri-fold sample mock-up for your comments and suggestions. Does it convey the message, image and issues of concern effectively? The front fold would be laid out like a puzzle with the various pieces unlocked (perhaps even more disjointed than shown) and might be appropriately printed in three different colors to better designate the counties. Otherwise, it will be a black-on-white, 40 or 50 lb. weight stock, non-slick brochure. It will be used for speaking engagements, general information mailings, mailings to special interest organizations and for distribution at public meetings. What are your comments?

The enclosed public information program chart was compiled by Corky Kirkpatrick and myself and attempts to reflect the purpose, impact, priorities and costs of the various components of a comprehensive public information and citizen involvement campaign. This will also be presented to the Executive Committee at its next meeting on March 3rd, so I would appreciate any comments and suggestions you may have.

As you will note, consultant costs were included to coordinate and help produce the critical part of the citizen involvement program during July through September. This includes the entire package of public workshops, the public ballot/questionnaire that would solicit public opinions in the workshops and other public meetings and speaking engagements in regard to key issues and alternatives, the special television program which would present the key issues and focus on the major decisions to be made and the related survey to obtain a representative sampling in regard to these issues. The time, coordination, expertise in developing the television presentation and survey would require a consultant, in my opinion.

I apologize for not providing you with this earlier, but hope that you will have time to peruse it and offer comments as this is still only in a proposed stage.

BC/bjg

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Staff Director

March 31, 1976

MEMORANDUM

TO: Tri-County Commission

FROM: A. McKay Rich

SUBJECT: Report on Units of Local Government  
in the Tri-County Area

Nature of the Study

This brief report and the accompanying charts are designed to provide Commission members with basic data about the units of local government within the Tri-County area. This report is not intended to provide a detailed, sophisticated statistical analysis on the various units of government but rather a ready resource of general, comparative information on all the governmental units identified during the course of this two-month study. And, though this report attempts to identify all the governmental entities in this area, it is quite possible that several still remain undiscovered. All of the data contained in the charts was compiled from documents, reports and personal contacts, and ranges from current data to data published during the past year. Unavailability of information and the time limitations placed on this study account for the rather sparse information on some of the governmental units.

History

The growth and development of the local government structure in the Tri-County area is in the "American Tradition" -- a hodge-podge of overlapping governmental units. A typical suburbanite may have as many as a dozen separate local government units governed by over 50 elected and 15 appointed officials. The Marvin Metro study, prepared by the Portland Metropolitan Study Commission, graphically illustrated this situation and the problems it creates. (1)

The Portland Metropolitan Area Local Government Boundary Commission was created in 1969 to address the problem of proliferating local governments. By virtually halting the creation of new



governmental entities and encouraging the unification of others, this body has reduced the number of units under its jurisdiction from some 300 in 1969 to approximately 160 today. However, a vast array of governmental units fall outside the jurisdiction of the Boundary Commission and, of these, only school districts have demonstrated any significant decrease in number in the recent years.

### The Present

Today, there are some 245 units of government in the Tri-County area. This figure includes several regional entities which, though not classified in the strictest sense as units of local government, are included in this study pursuant to the Commission's scope and purpose. The categorization of governmental units is as follows:

Regional Entities	-- 6
Counties	-- 3
Cities	-- 32
Water Districts	-- 46
Water Control Districts	-- 4
Water Use and Control Districts	-- 3
Drainage Districts	-- 11
Irrigation Districts	-- 3
Rural Fire Protection Districts	-- 33
Sanitary Districts	-- 3
Park and Recreation Districts	-- 2
Highway Lighting Districts	-- 4
County Service Districts	-- 16
Vector Control Districts	-- 1
Cemetary Districts	-- 1
Special Road Districts	-- 2
Soil and Water Conservation Districts	-- 4
Community College Districts	-- 3
Intermediate Education Districts	-- 3
School Districts	-- 55

Each of the above categories is authorized by separate state legislation and the plethora of special legislation relating to local government creation, functions and authorities is a study of its own. However, there is a chart available to the Commission which cross-references the different types of governmental units authorized in the state with the enabling and supplementary legislation for those categories. (2)

It is important to note that the data in this report only reflects governmental units in the Tri-County area and not those private organizations, corporations and cooperatives that are also providing governmental-type public services (i.e., private companies supplying water and recreation development services). These private entities abound in the Tri-County area, and one unconfirmed estimate by a State Health

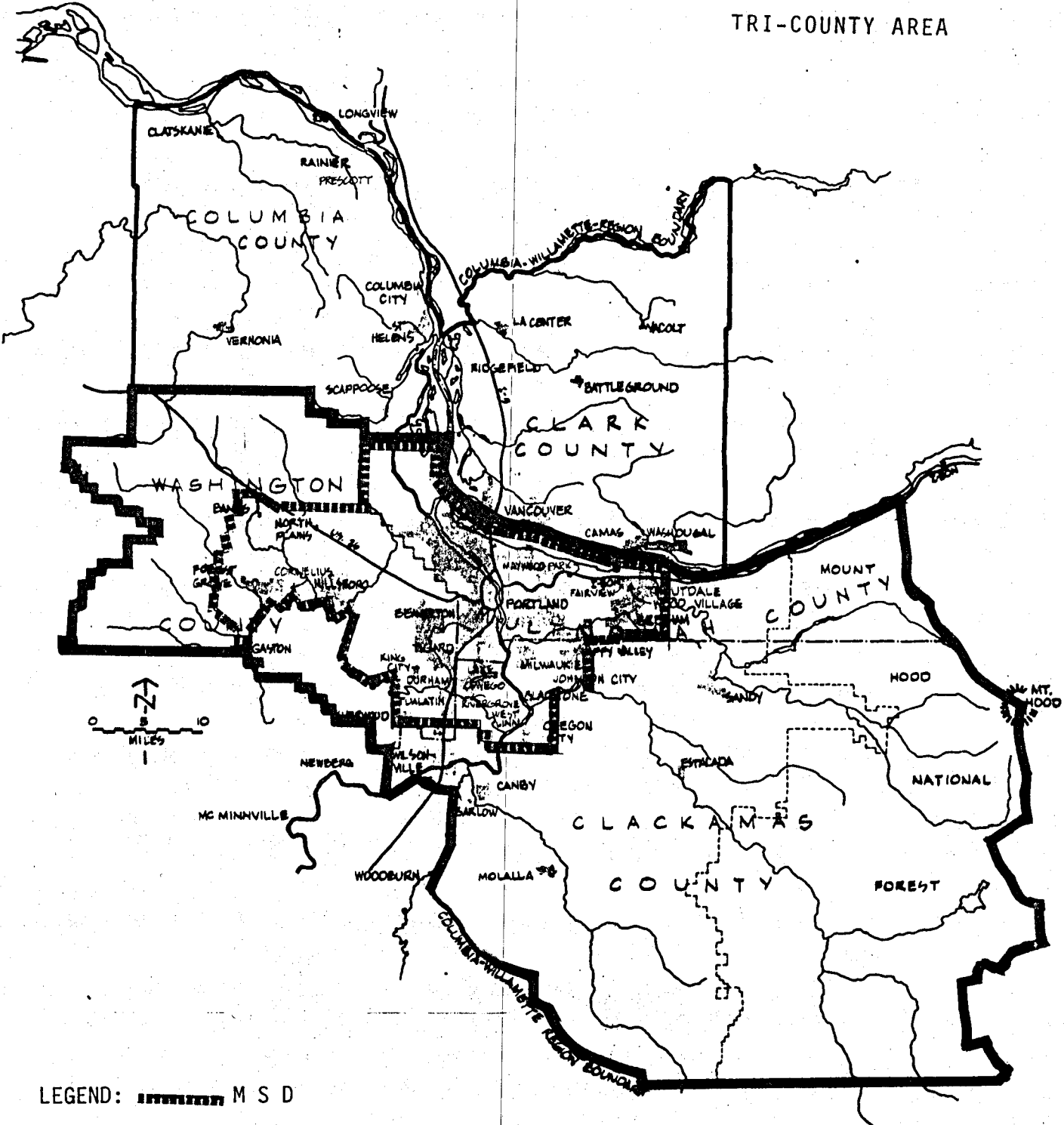
Division employee indicates there could be as many as 750 private community-type water systems in Clackamas County alone!

Also purposely absent from this compendium are the various community organizations of a public or private nature. Those organizations in the public sector seem to be extensions of governmental units already listed. A detailed accounting of these community organizations would appear to be imperative at a later date since they may be considered the lower tier of a multi-tiered system of government. (3)

Ken Martin, on leave from the staff of the Boundary Commission, assisted by Bruce Etlinger, prepared this report.

- Footnotes:
- (1) Limited copies of the Marvin Metro brochure are available from the Tri-County Local Government Commission.
  - (2) This chart was prepared by Richard Van Orman, Executive Officer for the Marion-Polk County Boundary Commission. It is available in display form at the Portland Metropolitan Area Local Government Boundary Commission office.
  - (3) The Neighborhood Organizations and Citizen Involvement Committee has conducted a sampling of community organizations, and the findings have been summarized in a report entitled "Descriptive Account of Neighborhood and Community Planning Organizations and Citizen Involvement Programs in the Tri-County Area", which is available upon request.

TRI-COUNTY AREA



LEGEND: M S D  
 TRI-COUNTY BOUNDARIES

UNITS OF LOCAL GOVERNMENT IN THE TRI-COUNTY AREA

March 1976

Regional Units	Area Sq. Miles	Population	Governing Body			Chief Admin. Officer	Functions Authorized	Functions Performed	No. of Employees (1)		Total Assessed Value	Percent of Tri-County Assessed Value	'75-'76 Tax Rate per \$1000 av.	'75-'76 Budget	Percent of Revenue from Prop. Tax	Total (2) Indebtedness
			Size & Structure	How Selected	Term				Full Time	P. T.						
Boundary Commission	Tri-county plus Columbia	973,500	11 member Commission	Governor's appointment	4 yrs. (max. of 2 full terms)	Executive Officer	To review certain boundary changes, extra-territorial water & sewer main ext's., & to provide method for guiding creation & growth of cities & sp. serv. dist.	As authorized.	3	1	n/a	n/a	n/a	\$126,965 ('75-'77 Biennium)	none	none
CRAG	Tri-county; Columbia City, Scappoose, St. Helens in Col. Cty.; & Clark Cty., Wash.	1,100,905	14 member Bd. of Directors (47 vts. 45 member Gen. Assem. (75 votes) (Vts. in both bodies weighted according to population of area represented)	Appt. by member govts. & caucuses thereof	Determined by constituent governments.	Exec. Dir.	Promulgating reg. planning goals & objectives that inter-relate all func. & natural systems & activities rel. to all use of the land, air & water sys., rec. facilities; air & water quality mgmt. progs; res., comm. & industrial devlmts. & the provis. of public serv. Aging, justice plng, Trans., A-95 Revue	As authorized	61	1	n/a	n/a	n/a	\$1,756,000	v/A	none
Health Services Agency (formerly Comprehensive Health Planning)	Tri-county, Columbia, Clatsop, and Tillamook counties	1,041,350	51 member Bd. inc. exec. comm. of 25. (Both Bd. & Exec. to be comprised of 55% consumers & 45% providers)	By existing Comprehensive Health Plng. Board	3 yrs. (max. of 2 consec. terms)	Exec. Dir.	The provision of effective health plng., the promotion of dev. of health services, man-power & facilities which meet iden. needs, reduce docum. inefficiencies & implement health plans of agency.	Comprehensive Health Planning will be designated Health Services Agency on April 1, 1976 and perform functions as authorized.	12	0	n/a	n/a	n/a	Not available until official designation as H.S.A.	N/A	none
Metropolitan Service District	Urban area of Tri-County	857,200	7 member Bd. of Directors	Chosen by constituent gov't. units	2 yrs.	Manager	1. Acquire, construct all Metro aspects of sewer fac. 2. Provide fac for disposal of solid & liq. waste; 3. Drng.; control by dams, ditches, canals; 4. Provide pub. trans. & termnl. faciltis. 5. Zoo, oper. & main.; 6. Add'l. functions by voters.	Solid waste disposal, Johnson Creek Surface Water Control (Storm drainage), Zoo Referendum.	6	1	\$1125305000	86%	(3)	\$220,000	0%	none
Port of Portland	Tri-County 3080	941,700	9 member Bd. of Commissioners	Governor's appointment	4 yrs.	Exec. Dir.	Acquire land & operate facilt. for air transprt., shipping, comm. & ind. dvlpmnt. of port, waterfront, harbors, rivers & waterways. Acq., const., operate, lease, maintain, rent & dispose of airports wharves, piers, docks, slips, warehouses, elvtrs., dry docks, terminals; Own, acq. lease, mntain. within Port rr. prop., sts., wtr. mns., sewers, p-lines, gas & elec. lines. Devlp., operate, mntain. rec. faciltis., i.e. pub. pks., marinas, other rec. faciltis. on land owned by the Port.	Operation of Portland Int. Airport, Hillsboro, Troutdale Airports, Rivergate Ind. Pk. Dvlpmnt., Docks, Kelley Pt. Park, Swan Is. Ship Repair Yard.	603	0	\$12543142000	100%	\$0.20 (4)	\$153,050,241	4%	\$34,208,062
Tri-Met	Tri-County 3080	941,700	7 member Bd. of Directors	Governor's appointment	4 yrs. (At gov.'s pleasure)	General Manager	Mass Transit System	Bus system; Park and Ride Stations; Portland Mall	1,166	0	\$12543142000	100%	none	\$ 32,000,000	0%	none

UNITS OF LOCAL GOVERNMENT IN THE TRI-COUNTY AREA

March 1976

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COUNTIES:	Area	Population	Governing Body		Term	Chief Admin. Officer	Functions Authorized	Functions Performed	No. of Employees (1)		Total Assessed Value	Percent of Tri-County Assessed Value	'75-'76 Tax Rate per \$1000 av.	'75-'76 Budget	Percent of Revenue from Prop. Tax	Total (2) Indebtedness
	Sq. Miles	Size & Structure	How Selected						Full time	P.T.						
Clackamas	1,893	202,900	3 member board	Elected	4 yrs.	Asst. to board of County Commissioners	General purpose gov'ts. performing traditional county functions such as sheriff, courts - assessments & taxation, roads, etc. as well as an increasingly wide range of municipal services.	As authorized	670	122	\$ 2760589080	22%	\$1.05	20,402,471	14%	\$170,000
Multnomah	457	547,900	5 member board (Home Rule County)	Elected	4 yrs.	Chairman of the Board	General purpose gov'ts. performing traditional county functions such as sheriff, courts - assessments & taxation, roads, etc. as well as an increasingly wide range of services.	As authorized	2474		\$ 7157403000	57%	4.46	103,281,201	31%	none
Washington	730	190,900	5 member board (Home Rule County)	Elected	4 yrs.	County Administrator	General purp. gov'ts. performing trad. county functions, such as sheriff, courts - assessments & taxation, roads, etc. as well as an increasingly wide range of services.	As authorized	601	5	\$ 2664803506	21%	1.34	13,506,357	26%	3,100,000
CITIES:	Sq. Miles (5)	Population (5)			Mayor Council											
Banks	.16	440	Mayor and 6 council	Elected	2 yrs 2-4 yrs	Recorder	General purp. govern. w/ sep. charter for ea. city. Generally auth'd. to perform full range of munic. services, incl. soc. services pub. works, pub. health & safety, etc.	Water, street main., parks, police (6)	1	0	2,447,702	.019%	6.64	123,636	3%	38,000
Barlow	.06	110	Mayor & 3 council	Elected	2 yrs 4 yrs	Recorder	" "	Water, st. lights, st. main., const., storm drains	0	3	781,450	.006%	.68	8,768	6%	none
Beaverton	7.88	22,150	Mayor & 4 council	Elected	2 yrs 4 yrs	Manager	" "	Full service	173	21	344,181,695	2.744%	4.76	9,825,053	20%	2,702,864
Canby	3.06	5,675	Mayor & 6 council	Elected	2 " 2-4 "	Adminis'tor	" "	Full service	37	10	58,437,880	.466%	5.57	2,482,771 (7)	3%	707,038
Cornelius	1.48	2,660	Mayor & 4 council	Elected	2 " 4 "	Manager	" "	Full service	11	4	23,399,417	.186%	3.54	1,038,608	13%	623,248
Durham	.43	330	Mayor, 3 Cncl.	Elected	4 " 4 "	Recorder	" "	St. const. & main, st. lights, zoning, storm drns, police by contr.	0	1	3,598,072	.028%	none	18,489	0%	none
Estacada	8.40	1,620	Mayor, 6 Cncl.	Elected	2 " 4 "	Admins'tor	" "	Full service	14	1	11,107,160	.088%	7.95	603,961	15%	778,000
Fairview	.63	1,405	Mayor, 6 Cncl.	Elected	4 " 4 "	Recorder	" "	Sewer, water, police, st. maint., st. lts, zoning, bldg. inspection	3	2	9,338,000	.074%	1.88	1,048,629	2%	344,275
Forest Grove	5.04	10,200	Mayor, 6 Cncl.	Elected	2 " 4 "	Manager	" "	Full service	73	11	84,225,841	.671%	1.89	11,638,753 (7)	4%	5,310,797
Gaston	.20	452	" "	"	4 " 4 "	Recorder	" "	Pol., wtr., st. main. & lts.	1	4	2,247,209	.018%	8.18	101,995	18%	44,000
Gladstone	2.46	8,120	" "	"	4 " 4 "	Admins'tor	" "	Full service	35	10	81,958,150	.653%	6.31	1,383,141	40%	54,000
Gresham	13.97	21,000	" "	"	2 " 4 "	Manager	" "	Full service	130	0	271,091,000	2.161%	2.86	13,577,468	6%	8,943,748
Happy Valley	2.41	1,435	" 4 Cncl.	"	4 " 4 "	Recorder	" "	Pol. (cont.), parks, st. main. (cont.), storm drain, plan. zoning. & building control (contract)	0	1	17,966,110	.143%	none	146,800	0%	none

UNITS OF LOCAL GOVERNMENT IN THE TRI-COUNTY AREA

March 1976

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	Area (5) Sq. Miles	Population (5)	Governing Body Size and Structure How Selected	Term	Chief Admin. Officer	Functions Authorized	Functions Performed	No. of Employees		Total Assessed Value	Percent of Tri-County Assessed Value	'75-'76 Tax Rate per \$1000av.	'75-'76 Budget	Percent of Revenue from		Total (2) Indebtedness	
								Full time	P.T.					Prop.	Tax		
Hillsboro	9.22	19,160	Mayor, 6 Cncl.	"	2 " "	Manager	"	"	Full service	112	30-45	207,055,656	1.651%	5.56	15,895,388	9%	15,093,000
Johanson City	.10	400	Mayor, 4 Cncl.	"	1 " 2-4yr.	Recorder	"	"	Fire, police, sta. lts., etc. All cont. own water	0	1	1,221,980	.009%	none	21,049	0%	none
King City	.36	1,980	Mayor, 4 Cncl.	"	1 " 2-4yr.	Admin's'tor	"	"	St. main. & plng. Contr. for pol., st. sweeping, sewer, bldg. inspection	0	1	37,907,206	.302%	none	254,300	0%	none
Lake Oswego	9.15	19,400	Mayor, 6 Cncl.	"	2 " 4 "	Manager	"	"	Full service	165	3-4	328,180,341	2.616%	6.63	9,344,439	23%	589,955
Marwood Park	.17	1,065	Mayor, 4 Cncl.	"	2 " 2 "	Recorder	"	"	Street maint.	0	0	8,111,000	.054%	none	76,822	0%	none
Milwaukie	4.85	18,030	Mayor, 3 Cncl.	"	2 " 2 "	Manager	"	"	Full service	123	0	216,833,615	1.729%	6.11	7,572,607	17%	1,153,000
Molalla	1.22	2,760	Mayor, 6 Cncl.	"	2 " 2 "	Recorder	"	"	"	18	1	26,818,610	.214%	7.86	547,899	38%	8,000
North Plains	.70	820	Mayor, 4 Cncl.	"	1 " 2-4"	Recorder	"	"	Watr, st. main., parks, police by contract	1	2	5,794,879	.046%	1.82	81,699	13%	115,000
Oregon City	4.93	12,460	3 Commiss'ers	"	1 " 6 "	Manager	"	"	Full service	126	0	175,898,040	1.402%	9.50	4,697,210	27%	1,817,000
Portland	94.82	375,000	Mayor, 4 Cncl.	"	4 " 4 "	Mayor (8)	"	"	"	4,109	561	4,994,465,064	39.818%	8.35	265,591,086	16%	34,208,062
Rivergrove	.20	320	Mayor, 4 Cncl.	"	1 " 2-4 "	Recorder	"	"	Pks., polc., drngt., st. lts. Amaint., plng., zoning, all by contract	0	0	3,423,820	.027%	none	16,000	0%	none
Sandy	1.53	2,060	Mayor, 6 Cncl.	"	2 " 4 "	Recorder	"	"	Full service.	18	0	20,327,640	.162%	8.86	867,105	21%	671,000
Sherwood	1.49	1,750	Mayor, 4 Cncl.	"	4 " 4 "	Manager	"	"	"	4	0	19,031,229	.152%	1.84	373,931	9%	616,000
Tigard	5.06	10,075	Mayor, 4 Cncl.	"	2 " 4 "	Admin's'tor	"	"	"	39	2	187,368,142	1.494%	.82	1,508,082	10%	297,968
Troutdale	4.28	2,500	Mayor, 6 Cncl.	"	2 " 4 "	Recorder	"	"	"	7	3	21,336,000	.170%	1.74	1,466,818	3%	990,625
Tualatin	4.53	3,241	Mayor, 6 Cncl.	"	2 " 4 "	Admin's'tor	"	"	"	18	1	69,676,878	.555%	1.53	1,917,557	6%	768,925
West Linn	6.01	8,800	Mayor, 5 Cncl.	"	2 " 4 "	"	"	"	"	54	0	120,147,470	.958%	5.74	3,035,845	23%	1,857,000
Wilsonville	5.62	1,230	Mayor, 4 Cncl.	"	1 " 2-4"	Recorder	"	"	Sewer, wtr., parks, plng. & zoning, build. inspec.	7	1	42,013,955	.335%	2.04	447,013	19%	814,231
Wood Village	.62	2,605	Mayor, 4 Cncl.	"	4 " 4 "	Recorder	"	"	Wtr., sewer, parks, st. lights, steet maint.	3	1	18,327,000	.146%	1.02	857,730	2%	203,000
<b>TR DISTRICTS:</b>																	
Alto Park	1	100	5-Mem. Bd.	"	4 Years	Bd. Chrmn.	Domestic wtr. supply & dist., strm. drng., st. lighting, fire prot., draing, diking & flood control	Wtr. serv./fire prot. (9)	Contracts with Portland			2,065,000	.016%	1.41	4,975	58%	none
Barwell Park	1	2,304	"	"	"	Manager	"	"	Water service	1	1	19,941,640	.159	0.27	91,483	0%	none
Boring	4	860	"	"	"	Supt.	"	"	"	0	2	15,790,740	.126	none	106,600	0%	341,000
Burlington	1.4	450	"	"	"	Supt.	"	"	Water serv./fire prot. (9)	0	2	4,381,000	.035	3.46	65,468	23%	none
Capitol Highway	3.9	4,253	"	"	"	Supt.	"	"	" (9)	4	2	50,234,000	.400	3.81	575,450	33%	156,000
Clackamas	10.5	13,120	"	"	"	Manager	"	"	Water service	14	4	221,302,630	1.764	none	1,079,000	0%	2,165,000
Clairmont	16.65	4,682	"	"	"	Supt.	"	"	"	5	0	72,148,380	.575	1.54	499,847	24%	1,234,000
Colton	7.5	749	"	"	"	"	"	"	"	0	3	7,530,880	.060	0.95	63,572	11%	108,000
Cooper Mountain	.5	118	"	"	"	Bd. Chrmn.	"	"	"	0	0	583,674	.005	none	N/A	0%	N/A
Corbett	6	1,469	"	"	"	Supt.	"	"	"	0	3	20,527,000	.164	1.40	106,224	27%	none
Damascus	9	3,680	"	"	"	Manager	"	"	"	2	2	51,003,470	.407	1.59	412,419	20%	600,000
Darlington	.3	664	"	"	"	Supt.	"	"	"	0	2	4,464,000	.036	1.09	26,194	19%	24,000
Forest Highlands	1	960	"	"	"	Bd. Chrmn.	"	"	"			Contracts w/Lake Os. 12,299,610	.093	0.79	56,812	37%	129,000
Gilbert	2	4,568	"	"	"	Manager	"	"	"	0	2	43,374,000	.345	0.61	210,167	13%	130,000
Hazelwood	5.1	18,252	"	"	"	"	"	"	"	11	0	275,055,000	2.192	none	1,157,885	0%	40,000
Holcomb-Outlook	6.26	1,302	"	"	"	Contract w/Clairmont	"	"	"			Contract w/Clairmont same 21,327,910	.170	0.72	126,464	12%	82,000

UNITS OF LOCAL GOVERNMENT IN THE TRI-COUNTY AREA

March 1976

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DISTRICTS (cont.)	Area (5) Sq. Miles	Population (5)	Governing Body Size & Structure	How Selected	Term	Chief Admin. Officer	Functions Authorized	Functions Performed	No. of Employees		Total Assessed Value	Percent of Tri-County Assessed Value	'75-'76 Tax Rate per \$1000 av.	'75-'76 Budget	Percent of Revenue from Prop. Tax	Total Indebtedness (2)
									Full time	P.T.						
Lake Grove	1	2,560	5-Mem. Bd.	"	"	Sec. of Bd.	"	"	2	0	22,311,130	.180	2.50	236,907	25%	437,000
Lusted	8	1,900	"	"	"	Supt.	"	"	2	0	31,848,000	.254	1.45	181,760	25%	224,000
Metzger	5.5	12,147	"	"	"	Manager	"	"	8	0	257,222,990	2.050	.42	1,154,072	13%	1,115,611
Mossy Brae	.2	134	"	"	"	Bd. Chrmn.	"	"	0	0	1,343,590	.011	None	10,483	0%	2,000
Mt. Hood Loop	Not Operational		"	"	"	Bd. Chrmn.	"	Not Operational	0	0	49,015,520	.391	.33	12,719	73%	None
Mt. Scott	12	3,200	"	"	"	Supt.	"	Water Service	1	2	6,661,610	.053	.68	246,475	14%	146,000
Molino	3.5	470	"	"	"	Bd. Chrmn.	"	"	0	0	28,029,250	.223	2.76	30,740	60%	7,160
North Scholls	N/A	N/A	"	"	"	n/a	"	Not Operational	0	0	571,162	.005	None	N/A	N/A	N/A
North Plains	N/A	800	"	"	"	n/a	"	"	0	0	4,003,295	.032	None	N/A	N/A	N/A
Oak Lodge	6	19,216	"	"	"	Supt.	"	Water Service	12	0	250,391,650	1.996	.045	922,361	12%	1,190,000
Palatine Hill	1	1,361	"	"	"	Supt.	"	"	2	0	32,108,000	.256	None	214,206	0%	54,000
Parkrose	10	11,183	"	"	"	Manager	"	"	12	0	220,658,000	1.759	0.34	2,108,916	4%	72,975
Park Place	1	1,056	"	"	"	Supt.	"	"	0	1	7,198,760	.057	4.17	74,022	41%	311,500
Pleasant Home	5	1,129	"	"	"	Supt.	"	"	0	1	915,560	.007	2.93	336,750	11%	63,000
Powell Valley Rd.	5.2	20,528	"	"	"	Manager	"	"	9	0	234,081,000	1.866	None	946,800	0%	656,930
Raleigh	4	2,531	"	"	"	Manager	"	"	1	0	61,549,024	.491	0.25	274,345	6%	68,000
Redland	12.52	1,328	"	"	"	Contract W/ Clairmont	"	"	Contract W/ Clairmont		25,835,760	.206	1.34	251,283	14%	465,000
Richland	.5	1,866	"	"	"	Supt.	"	"	0	2	19,233,000	.150	None	78,855	0%	28,000
Rivergrove	1.5	3,206	"	"	"	Supt.	"	"	1	0	1,316,492	.011	1.29	487,013	9%	494,000
Rockwood	16	27,054	"	"	"	Manager	"	"	18	0	397,483,000	3.169	0.16	1,871,987	3%	330,000
Rose City	1.5	7,447	"	"	"	Supt.	"	"	4	0	67,433,000	.538	None	214,300	0%	None
Shadowood	Not Operational		"	"	"	n/a	"	Not Operational	0	0	988,250	.008	None	N/A	N/A	N/A
Southwood Park	.50	720	"	"	"	Bd. Chrmn.	"	Water Service	0	2	6,668,640	.053	None	27,650	0%	None
Stanley	.6	16	"	"	"	Supt.	"	"	1	0	21,238,610	.169	0.15	51,456	6%	None
Sylvan	3	1,353	"	"	"	Manager	"	"	2	0	35,820,000	.286	0.17	147,120	4%	7,000
Tigard	12.59	13,347	"	"	"	Adm./Eng.	"	"	13	0	235,960,371	1.881	0.38	1,069,406	8%	1,481,000
Valley View	2.0	1,035	"	"	"	Sec. of Bd.	"	Water Service/ Fire Protection	0	0	15,357,000	.122	4.02	105,638	58%	48,000
West Slope	3.5	9,600	"	"	"	Manager	"	Water Service	5	1	181,248,710	1.445	None	501,614	0%	None
Wichita	1.0	2,317	"	"	"	Supt.	"	" (9)	1	0	6,800,670	.054	None	133,589	0%	10,000
Wolf Creek Highway	30.58	44,384	"	"	"	Adm.	"	"	35	1	758,706,016	6.049	0.32	6,291,127	4%	5,010,000
Wolaborn Farms	.5	80	"	"	"	Bd. Chrmn.	"	"	0	0	844,706	.007	None	N/A	N/A	N/A
<b>UTER CONTROL DISTRICTS:</b>																
Clackamas Bend	N/A	96	9-Mem. Bd.	Elected (10)	3 Years	Bd. Chrmn.	Water supply, distribution storm drains, parks, recreation, irrigation, drainage, diking and flood control	Flood Control	0	0	2,005,920	.016	None	N/A	(11) None	N/A
Clackamas River	"	N/A	5,7 or 9 Mem. Bd.	"	"	N/A	"	N/A	N/A	N/A	5,863,480	.047	"	N/A	"	N/A
McKay Creek	"	"	7-Mem. Bd.	"	"	Manager	"	Irrigation & flood Control	1	0	55,787,186	.445	"	23,000	"	400,000
Shady Dell	"	"	"	"	"	N/A	"	Domestic Water	N/A	N/A	590,380	.005	"	1,800	"	None

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	(5)	(5)	Governing Body		Term	Chief Admin. Officer	Functions Authorized	Functions Performed	No. of Employees		Total Assessed Value	Percent of Tri-County Assessed Value	'75-'76 Tax Rate per \$1000 av.	'75-'76 Budget	Percent of Revenue from Prop. Tax	(2) Total Indebtedness	
	Area Sq. Miles	Population	Size & Structure	How Selected					Full Time	P.T.							
<b>WATER USE &amp; CONTROL:</b>																	
Mollala River Dist. Imprvmt.	N/A	560	5 Mem. Bd.	Elected (10)	No Limit	Bd. Chrmn.	Water supply, distribution, storm drainage, irrigation, drainage flood control, sewers under certain circumstances.	Maintain channel & revetment treatment	0	0	163,443,210	1.303%	Not Authorized (11)	N.A.	Not Auth. (11)	N.A.	
Temple Rd. (Clack. Co.)	.50	13	5 Mem. Bd.	"	"	"	"	"	0	0	N/A	N/A	"	N/A	"	N/A	
Panavista	.50	35	3 Mem. Bd.	"	"	"	"	"	0	0	N/A	N/A	"	n/a	"	n/a	
<b>RAINAGE DISTRICTS:</b>																	
Beaverdam No. 8	.25	928	3 Mem. Bd.	" (10)	3 Years	"	Water supply, distribution, storm drainage, irrigation, drainage, electricity	Drainage	0	0	n/a	n/a	" (11)	15,000	" (11)	24,000	
Drainage-Dist. No. 7	N/A	38	"	"	"	"	"	Not Operational			n/a	n/a	"	n/a	"	n/a	
Eagle Creek	N/A	N/A	"	"	"	"	"	N/A			"	"	"	N/A	"	N/A	
Jobs Drainage District	N/A	41	"	"	"	"	"	Drainage	0	0	"	"	"	"	"	None	
Multnomah County No. 1	N/A	N/A	"	"	"	Mgr-Sec-Treas.	"	"	5	0	"	"	"	1,500	"	None	
Peninsula No. 1	N/A	N/A	"	"	"	Sup	"	"	0	3	"	"	"	14,062	"	"	
Peninsula No. 2	N/A	N/A	"	"	"	Mgr.	"	"	2	0	"	"	"	29,631	"	"	
Sandy	N/A	N/A	"	"	"	Sec.	"	"			"	"	"	"	"	"	
Sauvies Island	N/A	N/A	"	"	"	N/A	"	"			"	"	"	8,000	"	"	
Section Line	N/A	N/A	"	"	"	Bd. Chrm.	"	"	0	0	"	"	"	40,000	"	16,874	
<b>IRIGATION DISTRICTS:</b>																	
Multnomah No. 1	N/A	N/A	Variable (12)	Elected (10)	3 Years	N/A	Water supply, distribution, storm drainage, irrigation, drainage, electricity	N/A	N/A	N/A	"	"	" (11)	"	" (11)	N/A	
Tualatin Valley	N/A	N/A	5 Mem. Bd.	"	"	Mgr.	"	Irrigation	3		"	"	"	"	"	"	
<b>RURAL FIRE PROTECTION DISTRICTS:</b>																	
Beavercreek No. 55	26	3,860	5 Mem. Bd.	Elected	4 Years	Chief	Fire Protection/ Street Lighting	Fire Protection	2	3 (13)	51,882,40	.414%	1.01	50,340	104% (14)	59,000	
Boring No. 59	64.2	N/A	"	"	"	"	"	"	4	3	139,176,820	1.110%	1.59	271,881	81%	275,000	
Canby No. 62	45	5,500	"	"	"	"	"	"	4	0	67,545,630	.539%	1.18	122,174	65%	None	
Clackamas No. 71	9	14,000	"	"	"	"	"	"	14	0	117,536,520	.937%	3.45	406,092	100%	57,000	
Clackamas Co. No. 54	65	15,000	"	"	"	"	"	"	10	1	131,528,960	1.048%	3.07	525,783	77%	None	
Clark No. 68	42	2,000	"	"	"	"	"	"	0	0	16,000,220	.128%	1.33	24,236	88%	"	
Colton No. 70	42	2,100	"	"	"	"	"	"	0	0	15,312,110	.122%	1.25	23,372	83%	"	
Cornelius	39	6,021	"	"	"	"	"	"	0	0	20,896,985	.167%	.61	17,730	72%	10,000	
Estacada No. 69	82	9,000	"	"	"	"	"	"	3	1	96,340,150	.768%	1.42	164,803	84%	None	
Forest Grove	88	15,000	"	"	"	"	"	"	9	8	50,111,392	.400%	1.94	119,277	81%	"	
Gaston	45	8,000	"	"	"	"	"	"	1	0	26,078,100	.208%	1.34	42,893	98%	"	
Glenmorrie No. 66	2	420	"	"	"	"	"	"			"	"	"	"	"	"	
Happy Valley No. 65	14.5	4,500	"	"	"	n/a	"	"			Cont. w/ L. Oswego	6,424,610	.051%	2.39	15,332	100%	"
Hoodland No. 74	56.0	3,000	"	"	"	"	"	"	4	5	64,333,090	.512%	1.61	142,821	73%	"	
Lake Grove No. 57	5.0	2,699	"	"	"	"	"	"	0	0	63,063,830	.503%	.44	31,000	89%	"	
Milwaukie No. 56	7.75	47,000	"	"	"	"	"	"			Cont. w/ L. Oswego	73,994,130	.590%	2.27	160,140	105%	"
Molalla No. 73	92.0	10,000	"	"	"	"	"	"	36	9	165,194,150	1.317%	4.02	962,245	69%	90,000	
Multnomah County No. 1	.6	1,800	"	"	"	"	"	"	0	1	108,824,140	.860%	.80	192,364	45%	100,000	
Multnomah County No. 4	1.0	1,875	"	"	"	"	"	"			Cont. w/ Prld.	52,429,000	.418%	4.48	226,902	103%	None
											Cont. w/ Prld.	20,756,000	.165%	3.88	76,710	105%	"



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	(5)	(5)	Governing Body How Selected	Term	Chief Admin. Officer	Functions Authorized	Functions Performed	No. of Employees		Total Assessed Value	Percent of Tri-County Assessed Value	'75-'76 Tax Rate per \$1000 av.	'75-'76 Budget	Percent of Revenue from Prop. Tax	(2) Total Indebtedness		
	Area Sq. Miles	Population						Size & Structure	Full Time							P.T.	
<b>RURAL FIRE PROTECTION DISTRICTS: (cont)</b>																	
Multnomah Co. No. 10	79.2	147,000	5 Mem. Bd.	Elected	4 Years	n/a	Fire Protection/St. Lighting	Fire Protection	204	0	1,449,669,000	11.557%	3.23	5,025,000	93%	None	
Multnomah Co. No. 11	3.0	1,470	"	"	"	"	"	"	Cont. w/ L. Oswego	0	38,219,000	.305%	1.58	180,120	33%	"	
Multnomah Co. No. 14	N/A	N/A	"	"	"	"	"	"	0	0	22,496,000	.179%	2.23	57,000	88%	10,500	
Multnomah Co. No. 20	N/A	N/A	"	"	"	"	"	"	0	2	8,194,000	.065%	1.02	13,275	63%	None	
Multnomah Co. No. 26	.7	N/A	"	"	"	"	"	"	Cont. w/ Portland	0	23,020,000	.184%	3.67	81,150	104%	None	
Multnomah Co. No. 30	Not Operational	n/a	n/a	n/a	n/a	"	"	Not Operational	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
Oak Lodge No. 51	7.5	27,500	"	"	"	"	"	Fire Protection	22	0	254,805,410	2.031%	2.26	712,220	81%	240,000	
Rosemont No. 67	.6	1,000	"	"	"	"	"	"	0	0	28,427,990	.227%	.35	64,202	15%	None	
Sandy No. 72	77.0	1,400	"	"	"	"	"	"	3	0	81,437,300	.650%	1.91	168,599	93%	180,000	
Timber	7.5	150	"	"	"	"	"	"	0	0	706,880	.006%	None	N/A	0%	N/A	
Tri-City	65.0	4,120	"	"	"	"	"	"	0	0	22,320,865	.178%	1.61	38,947	92%	40,000	
Tualatin	94.0	50,000	"	"	"	"	"	"	70	0	490,600,237	3.911%	2.67	1,646,390	99%	7,123	
Washington County No. 1	77.0	125,000	"	"	"	"	"	"	146	0	1,175,424,366	9.371%	3.41	4,263,250	95%	96,863	
Washington County No. 2	154.0	25,000	"	"	"	"	"	"	4	0	141,840,886	1.131%	1.44	207,130	98%	N/A	
<b>SANITARY DISTRICTS:</b>																	
Government Camp	3	350	5 Mem. Bd.	Elected	4 Years	Bd. Chrmn.	Sewage treatment, collection, storm drainage, solid waste collection and disposal	Sewage Collection & Treatment	0	1	9,510,900	.076%	.79	28,374	27%	51,960	
Oak Lodge	6.0	27,500	"	"	"	Manager	"	"	17	1	232,005,130	1.850%	.55	1,410,595	10%	1,080,000	
Southwood Park	.50	720	"	"	"	Bd. Chrmn.	"	"	0	1	6,668,640	.053%	None	31,003	6%	None	
<b>PARK &amp; RECREATION DISTRICTS:</b>																	
South Clackamas County	N/A	16,409	5 Mem. Bd.	Elected	4 Years	N/A	Parks & Recreation	N/A	N/A	N/A	192,171,830	1.532%	None	N/A	N/A	N/A	
Tualatin Hills	45.0	100,000	"	"	"	Gen. Mgr.	"	"	As Authorized	30	300	1,085,272,343	8.652%	1.38	1,738,477	86%	285,000
<b>HIGHWAY LIGHTING DISTRICTS:</b>																	
Fernbrook	N/A	N/A	5 Mem. Bd.	Elected	4 Years	Bd. Chrmn.	Street Lighting	As Authorized	0	0	n/a <sup>(11)</sup>	n/a	n/a <sup>(11)</sup>	N/A	N/A	n/a	
Monitor	.1	400	"	"	"	"	"	"	0	0	"	"	"	50	"	"	
Southwood Park	.50	720	"	"	"	"	"	"	0	0	"	"	"	N/A	"	"	
Woodland Park	N/A	N/A	"	"	"	"	"	"	0	0	"	"	"	"	"	"	
<b>VECTOR CONTROL DISTRICTS:</b>																	
Clackamas County	1,893	202,900	5 Mem. Bd.	Appointed by Bd. County Commissioners	4 Years	County	Vector Control	As Authorized	County Contracted	0	0	2,760,589,080	22.009%	.03	110,183	67%	None
<b>CEMETERY DISTRICTS:</b>																	
Estacada	100	8,000	5 Mem. Bd.	Elected	4 Years	Sec./Treas.	Cemeteries	As Authorized	1	1	125,688,480	1.002%	.10	19,909	61%	None	
<b>COUNTY SERVICE DISTRICTS:</b>																	
Ara Vista	.2	945	Multnomah County Board of County Commissioners			n/a	Sewage treatment and collection, water supply and distribution, drainage, street lighting, parks & recreation, diking and flood control, public transportation, fire protection, enhanced law enforcement, hospital and ambulance service, libraries, vector control, cemetery maintenance, roads, weather modifications		Sewer service	Multnomah County Public Works Dept.		7,257,000	.057%	None	87,025	0%	70,000

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	(5)	(5)	Governing Body	Chief Admin. Officer	Functions Authorized	Functions Performed	No. of Employees		Total Assessed Value	Percent of Tri-County Assessed Value	'75-'76 Tax Rate per \$1000 av.	'75-'76 Budget	Percent of Revenue from Prop. Tax	(2) Total Indebtedness			
	Area Sq. Miles	Population					Size & Structure	How Selected							Term	Full Time	P.T.
<b>COUNTY SERVICE DISTRICTS: (cont)</b>																	
Central County	9	54,000	Mult. Co. Bd. Co. Commissioners	n/a	n/a	"	"	Sewer Service	Mult.Co. P.W. Dept.	524,028,000	4.178%	None	316,378	0%	63,688		
Clackamas County No. 1	9	15,000	Clack. Co. "	"	"	"	"	Utilities Dir.	Clack.Co. P.W. Dept.	236,416,590	1.885%	1.78	13,184,365	0%	14,800,000		
Clackamas County No. 5	N/A	N/A	"	"	"	"	"	"	"	540,230,430	4.307%	None	N/A	n/a	N/A		
Clackamas County No. 6	.5	864	"	"	"	"	"	"	"	578,960	.005%	None	972	None	None		
Columbia-Wilcox	.75	810	Mult. Co. "	"	n/a	"	"	"	"	19,988,000	.159%	None	73,556	0%	200,000		
Dunthorpe-Riverdale	2	1,161	"	"	"	"	"	"	"	26,208,000	.209%	2.20	285,885	0%	528,000		
Highlands	.1	116	"	"	"	"	"	"	"	3,315,000	.026%	None	37,104	0%	35,000		
Mid-County	20	135,000	"	"	"	"	"	"	"	N/A	N/A	None	761,000	0%	None		
Peach Cove	.1	100	Clack. Co. Bd. Co. Commissioners	"	"	"	"	Not Operational	"	Not Oper.	Not Oper.	Not Oper.	Not Oper.	Not Oper.	Not Oper.		
Sylvan Heights	.5	270	Mult. "	"	"	"	"	Sewer Service	Mult. Co. P.W. Dept.	5,496,000	.044%	None	59,989	0%	145,000		
Tualatin Heights	1.5	4,050	"	"	"	"	"	"	"	28,294,000	.226%	None	618,659	0%	150,000		
Unified Sewage Agency	67	160,000	Wash. "	"	Mgr.	"	"	"	"	132	1	2,124,013,839	16.934%	.66	28,718,880	5%	15,817,500
Washington Co. SDL No. 1	N/A	40,000	"	"	"	"	"	Street Lighting	Wash. Co. P.W. Dept.	N/A	.226%	n/a	209,551	n/a	None		
Washington Co. No. 2	.2	200	"	"	"	"	"	Storm Drainage	"	"	N/A	None	None	n/a	None		
<b>SPECIAL ROAD DISTRICTS:</b>																	
Rainbow Lane	40	192	3 Mem. Bd.	Appointed by Co. Bd.	3 Years	Bd. Chrmn.	Highways and streets	As authorized	Contracted	766,585	.006%	2.08	2,000	79%	None		
Skyline	.10	76	"	"	"	Bd. Sec.	"	"	Contracted w/Mult.Co.	1,184,000	.009%	2.03	2,400	90%	500		
<b>SOIL &amp; WATER CONSERVATION DISTRICTS:</b>																	
Clackamas County	1,893	202,900	5-7 Directors	Elected	4 Years	Bd. Chrmn.	Storm drainage, parks, recreation, irrigation, drainage, diking, flood control, harbors	Financial & technical assistance to the districts concerning functions. Current projects include detailed soil analysis in Mult. & Clack. Co. & assistance on McKay-Rockcreek proj.	1	2,760,589,080	100. %	Not. Auth.	1,000	n/a	Not Auth.		
East Multnomah	350	460,000	"	"	"	"	"	"	1	N/A	N/A	"	4,107	n/a	"		
West Multnomah	100	90,000	"	"	"	"	"	"	(15)	N/A	N/A	"	4,282	n/a	"		
Washington County	730	190,000	"	"	"	"	"	"	1	2,664,803,506	100 %	"	9,593	n/a	"		
<b>SCHOOL DISTRICTS:</b>																	
Clackamas Community College	1,880	160,000	7 Mem. Bd.	Elected	4 Years	President	Academic & vocational technical programs terminal for some and transitional for others	As Authorized	274	288	2,030,756,380	16.190%	1.57	8,490,902	38%	3,905,000	
Mt. Hood Community College	950	200,000	"	"	"	"	"	"	450	450	1,981,503,000	15.798%	2.23	22,533,671	20%	17,020,000	
Portland Community College	1,500	670,000	"	"	"	"	"	"	811	1,547	9,054,839,000	72.189%	.65	34,455,358	17%	None	
Clack. Co. Interm. Ed. Dist.	1,893	202,900	"	"	"	Supt.	Distribute monies, conduct & arbitrate boundaries, etc., for all school districts and counties	"	100	5	(16)	n/a	2.55	22,716,185	95%	None	
Clack. Co. No. 1 (Canby H.S.)	N/A	16,405	5 Mem. Bd.	"	"	Supt/Prin.	Basic Education, under certain conditions also parks and recreation and cemeteries	"	94	(17)	n/a	1.532%	7.35	3,439,420	45%	1,945,000	
Clack. Co. No. 2 (Sandy H.S.)	"	16,856	"	"	"	Supt.	"	"	107.5	"	216,838,840	1.729%	6.43	3,400,146	45%	2,339,000	
Clack. Co. No. 4 (Molalla H.S.)	"	14,794	"	"	"	Supt/Prin.	"	"	94.5	"	168,877,020	1.346%	5.82	1,962,965	66%	None	
Clack. Co. No. 3 (West Linn)	"	13,780	"	"	"	Supt.	"	"	303.4	"	221,995,390	1.770%	17.98	6,293,524	69%	914,000	
Clack. Co. No. 7 (Lake Oswego)	"	30,290	"	"	"	"	"	"	567.9	"	419,264,980	3.343%	16.45	12,309,073	62%	8,446,000	
Clack. Co. No. 12 (N. Clackamas)	"	61,409	"	"	"	"	"	"	1,331	"	782,998,020	6.242%	16.51	22,753,510	64%	5,386,500	
Clack. Co. No. 13 (Welches)	"	1,860	"	"	"	Supt/Prin.	"	"	22	"	85,225,620	.679%	3.48	574,133	53%	340,000	

UNITS OF LOCAL GOVERNMENT IN THE TRI-COUNTY AREA

March 1976

Page 8

	(5)	(5)	Governing Body	Chief	Functions Authorized	Functions Performed	No. of Employees		Total	Percent of	'75-'76	'75-'76	Percent of	(9)
	Area	Population					Size & Structure	Admin. Officer						
<b>SCHOOL DISTRICTS: (cont)</b>														
Clack Co. No. 25 (Dickey Prairie)	"	402	"	Supt.	"	"	8	"	8,986,830	.072%	.97	106,162	65%	None
Clack Co. No. 26 (Damascus Union)	"	12,281	"	Supt/Prin	"	"	52	"	42,496,070	.339%	15.73	1,121,012	69%	961,000
Clack Co. No. 29 (Carus)	"	1,695	"	Supt	"	"	29.5	"	17,860,340	.142%	14.82	602,485	51%	482,000
Clack Co. No. 32 (Clarke)	"	1,400	"	Supt	"	"	21	"	13,895,820	.111%	7.76	308,501	44%	None
Clack Co. No. 35 (Molalla)	"	6,914	"	Supt.	"	"	91	"	88,999,790	.710%	10.69	1,082,433	88%	410,000
Clack Co. No. 44 (Boring)	"	3,397	"	Supt/Prin	"	"	40	"	34,401,070	.274%	10.11	720,511	56%	767,000
Clack Co. No. 45 (Bull Run)	"	462	"	Prin	"	"	6.3	"	9,665,980	.077%	10.05	162,037	66%	None
Clack Co. No. 46 (Sandy)	"	9,105	"	Supt	"	"	111.8	"	88,189,030	.703%	10.62	2,072,920	53%	1,434,000
Clack Co. No. 53 (Celton)	"	3,882	"	Supt	"	"	93.3	"	41,218,780	.329%	21.56	1,675,823	70%	1,825,000
Clack Co. No. 62 (Gregon City)	"	29,624	"	Supt	"	"	540	"	339,367,530	2.705%	17.46	14,354,556	47%	9,086,000
Clack Co. No. 67 (Butte Creek)	"	1,219	"	Prin	"	"	16.3	"	10,850,300	.087%	8.07	266,557	54%	7,262
Clack Co. No. 80 (Shubel)	"	476	"	Prin	"	"	5.1	"	4,513,170	.036%	11.76	93,702	65%	None
Clack Co. No. 84 (Mulino)	"	2,111	"	Supt	"	"	30.2	"	19,145,250	.153%	9.25	454,561	47%	150,000
Clack Co. No. 86 (Canby)	"	11,202	"	Supt	"	"	148	"	146,743,300	1.170%	11.64	3,892,862	49%	1,285,000
Clack Co. No. 87 (Maple Grove)	"	221	"	Prin	"	"	2.9	"	5,480,920	.044%	5.26	52,766	69%	None
Clack Co. No. 91 (Ninety-One)	"	2,673	"	Supt	"	"	44	"	27,568,190	.220%	11.37	702,564	52%	367,000
Clack Co. No. 92 (Rural Dell)	"	958	"	Prin	"	"	16.5	"	13,822,350	.110%	11.57	269,718	67%	372,000
Clack Co. No. 107 (Cottrell)	"	1,668	"	Supt/Prin	"	"	21	"	11,580,100	.092%	14.31	282,871	51%	336,000
Clack Co. No. 108 (Estacada)	"	12,829	"	Supt	"	"	255	"	142,132,330	1.133%	16.55	2,610,640	103%	990,000
Clack Co. No. 115 (Gladstone)	"	8,188	"	Supt	"	"	142	"	36,136,060	.288%	13.88	3,046,650	64%	2,594,000
Clack Co. No. 116 (Redland)	"	2,745	"	Supt	"	"	41	"	4,355,160	.035%	5.87	1,977,088	55%	410,000
Mult. Co. Inter. Ed. District	457	547,900	7 Mem. Bd.	"	Supt	Distribute monies, perform audits, arbitrate boundaries, etc., for all school districts in county	239	0	(16)		2.86	34,901,582	89%	None
Mult. Co. No. 2-20 (Gresham HS)	N/A	93,297	5 Mem. Bd.	"	Supt	Parks, recreation, schools and cemeteries	462	0	608,195,000	4.849%	6.69	9,319,027	56%	4,115,000
Mult. Co. No. 1 (Portland)	"	375,000	7 Mem. Bd.	"	Supt	"	5,441	0	5,475,679,000	43.655%	10.12	118,805,364	60%	None
Mult. Co. No. 3 (Parkrose)	"	29,481	5 Mem. Bd.	"	Supt	"	421	0	324,058,000	2.584%	13.69	8,295,223	70%	1,774,000
Mult. Co. No. 4 (Gresham)	"	35,057	"	"	Supt	"	288	0	302,979,000	2.415%	8.99	5,846,201	63%	1,631,000
Mult. Co. No. 7 (Reynolds)	"	37,919	"	"	Supt	"	563	0	392,922,000	3.132%	11.84	19,103,781	34%	2,380,000
Mult. Co. No. 15 (Pleasant Valley)	"	3,271	"	"	Supt	"	31	0	29,582,000	.236%	6.39	773,660	38%	216,000
Mult. Co. No. 19 (Sauvie Island)	"	525	"	"	Prin/Supt	"	14	0	17,032,000	.136%	12.66	334,119	76%	None
Mult. Co. No. 6 (Orient)	"	6,901	"	"	Supt	"	58	0	48,475,000	.386%	7.08	1,119,381	44%	210,430
Mult. Co. No. 28 (Lynch)	"	33,730	"	"	Supt	"	303	0	172,440,000	1.375%	8.84	5,360,000	46%	3,027,000
Mult. Co. No. 39 (Corbett)	"	4,431	"	"	Supt	"	70	0	28,105,000	.224%	18.78	1,406,000	52%	525,000
Mult. Co. No. 40 (David Douglas)	"	46,494	"	"	Supt	"	764	0	390,336,000	3.112%	16.19	13,377,775	63%	2,666,544
Mult. Co. No. 46 (Bonneville)	"	436	"	"	Prin/Teacher	"	8	0	3,911,000	.031%	17.41	182,435	47%	None
Mult. Co. No. 51 (Riverdale)	"	1,924	"	"	Prin/Supt	"	28	0	31,153,000	.248%	16.47	790,334	76%	265,000
Wash. Co. Inter. Ed. District	730	190,900	7 Mem. Bd.	"	Supt	Distribute monies, perform audits, arbitrate boundaries, etc., for all schools in county	70	9	2,587,475,585	20.629%	.49	21,977,378	5%	None
Wash. Co. No. 3 (Hillsboro HS)	N/A	68,432	"	"	Supt	Parks, recreation, schools and cemeteries	236	114	445,018,323	3.548%	10.35	8,127,457	57%	3,463,000
Wash. Co. No. 7 (Hillsboro)	48	18,914	"	"	Supt	"	261	0	253,037,093	2.017%	8.42	3,663,803	58%	1,445,000

UNITS OF LOCAL GOVERNMENT IN THE TRI-COUNTY AREA

March 1976

Page 9

	(5)	(5)	Governing Body How Selected	Chief Admin. Officer	Functions Authorized	Functions Performed	No. of Employees		Total Assessed Value	Percent of Tri-County Assessed Value	'75-'76 Tax Rate per \$1000 av.	'75-'76 Budget	Percent of Revenue from Prop.Tax	(9) Total Indebtedness
	Area Sq. Miles	Population					Size & Structure	Term						
<u>HQUL DISTRICTS: (cont)</u>														
Wash. Co. No. 13 (Banks)	N/A	4,674	"	Supt.	"	"	87	0	44,684,746	.356%	18.17	1,402,864	59%	453,245
Wash. Co. No. 15 (Forest Grove)	200	18,036	"	"	"	"	344	0	169,557,050	1.352%	19.82	6,297,620	54%	3,667,000
Wash. Co. No. 23 (Tigard)	25	26,066	"	"	"	"	410	77	476,407,671	3.800%	14.97	10,358,011	69%	7,278,826
Wash. Co. No. 29 (Reedville)	8	7,147	"	"	"	"	82	2	75,511,848	.602%	10.54	1,549,189	51%	845,000
Wash. Co. No. 39 (Groner)	N/A	1,890	"	Supt/Prin	"	"	21	1	21,910,609	.175%	11.27	428,056	58%	170,000
Wash. Co. No. 48 (Beaverton)	54	96,138	"	Supt.	"	"	210.5	10	1,362,979,554	10.866%	20.63	48,219,710	59%	34,410,000
Wash. Co. No. 58 (Farmington)	N/A	1,414	"	Supt/Prin	"	"	15	6	25,095,105	.200%	5.32	257,748	54%	28,000
Wash. Co. No. 70 (North Plains)	75	2,247	"	"	"	"	27	8	22,288,403	.178%	9.97	446,389	50%	180,000
Wash. Co. No. 88 (Sherwood)	44	5,845	"	Supt.	"	"	141	0	72,050,167	.574%	17.37	4,707,506	32%	1,802,000
Wash. Co. No. 511 (Gaston)	N/A	3,654	"	Supt/Prin	"	"	55	0	16,778,074	.134%	21.12	876,165	51%	218,000
Wash. Co. No. 1 (West Union)	30	2,149	"	"	"	"	29	2	47,175,265	.376%	6.11	477,190	60%	138,900

FOOTNOTES

- (1) Excludes employees under Comprehensive Employment Training Act (CETA).
- (2) Total debt includes all debt incurred as of July 1, 1975. For most units this figure was obtained from budgets filed with the Oregon State Department of Revenue as of that date. Not included is indebtedness authorized but not yet incurred -- for instance, where bonds have been authorized but not yet added.
- (3) An election which would authorize a five year serial levy of \$2,000,000 per year for regional financing of the zoo is scheduled for May 26, 1976.
- (4) Excludes two smaller levies applicable to reduced area and levied to pay off debt incurred by Dock Commission prior to formation of Port of Portland as presently constituted.
- (5) Area and population figures are estimates designed primarily to offer rough comparison of size and should not be taken as absolute truths for any other purposes. In some cases one or the other of these two figures was excluded either because it did not seem significant as with Irrigation Districts, Drainage Districts, etc., or because it was not readily available as with a number of school districts. Sources and methodology for arriving at the area and population figures which are given are noted below.
  - (a) Cities - center for population and research, Portland State University and Portland Metropolitan Area Boundary Commission files. Population figures are as of July 1, 1975 and area figures are as of Dec. 31, 1975.
  - (b) Water Districts - Population derived from total number of accounts multiplied by average population per household supplied by center for population and research. This factor is for Clackamas County, for Multnomah County, and for Washington County.
  - (c) Rural Fire Protection Districts - Both area and population estimates are from the Annual Statistical Report of the Oregon State Fire Marshall. The figures are as of December 31, 1974.
  - (d) Other estimates were obtained through verbal contact with district administrators or board members.
- (6) For the purposes of simplifying this chart, certain cities have (simply) been identified as "full service" while services performed have been listed for the (in certain) others. The criteria for this categorization were arbitrarily determined and do not necessarily reflect upon the quality of the services in a city. A list of ten services was drawn up which included sewer, water, fire, police, street maintenance and construction, street lighting, parks, planning and zoning, building care administration and library. If a city offered less than seven of these or if at least seven were offered but more than four of the seven were contracted, then the services offered were listed separately on the chart. Otherwise, the heading "full service" was employed.
- (7) Budget figures for the cities of Canby and Forest Grove reflect the fact that each city owns the electric power franchise for their respective areas.
- (8) Each council member, including the mayor, is the chief administrator for several departments within the city. The mayor is the "chief" administrator in that he has the power to decide which departments the other council members will administrate.
- (9) Some water districts contract with cities or fire districts for fire service. Also park contracts with the City of Lake Oswego. Capital Highway, Burlington and Valley View districts contract with the City of Portland.
- (10) Elected by other than registered voters. Usually voting qualifications include land ownership sometimes even in combination with voting registration.
- (11) Mostly financed by assessments on property within the district and not based on the property's assessed value.
- (12) The number of directors varies with the size of the district and the number of subunits designated within the district.
- (13) Parttime employees listed consist primarily of "sleepers", persons who sleep at the station and are on call for a certain number of hours during the night. Volunteers were not listed as parttime since their work is not regularly scheduled. However, most districts do have many volunteers and the more rural districts depend entirely on these persons who may or may not be compensated for their services.

Footnotes (continued)

- (14) The district has no other revenues and therefore levies a property tax equal to its entire budget. Ordinarily this would result in the percent of revenue from property tax being 100%. However, in order to account for uncollectable taxes (delinquent accounts etc.) a levy is normally made for somewhat more (usually around 5%) than the exact amount required by the district. Thus in several cases the percent of revenue from property tax shows up as being larger than 100% when most likely the amount actually collected would drop that figure below 100%.
- (15) West Multnomah District shares East Multnomah District's single employee.
- (16) Clackamas and Multnomah counties both split out their Intermediate Education Districts by high school and elementary school using a different total assessed value for each. No single assessed value is therefore available.
- (17) Clackamas County school employment figures are in full time equivalencies (FTE) so the parttime positions are included in the totals shown here.

ADDITIONAL NOTFS:

N/A is not available.

n/a is not applicable

Did not include on the chart special district which is primarily located outside of Tri-County area.

Any district located in two of the counties of Tri-County area is only included once on the list in the county of primary impact.

Excluded are Clackamas County road districts as they are basically financing units which act without approval of the county board.

Cities acreage is through December, 1975.

CLACKAMAS  
MULTNOMAH  
WASHINGTON

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

RONALD C. CEASE,  
Chairman

CARL M. HALVORSON,  
Vice Chairman

A. McKAY RICH,  
Staff Director

~~507 S.W. HALL STREET~~  
1912 S. W. Sixth  
Room 244

PORTLAND, OREGON 97201

PHONE: ~~921-1616~~  
229-3576

April 8, 1976

MEMORANDUM

TO: TRI-COUNTY COMMISSION  
FROM: KAY RICH  
SUBJECT: POSSIBLE MODELS FOR RE-ORGANIZATION OF TRI-COUNTY LOCAL GOVERNMENT

As requested by several members of the Commission, the staff has designed four models to assist in the conceptualization of alternative structures for local government in this area.

The first model offers a picture of the current scheme for local governance.

Model Two represents a more ideal two-tier framework whereby county and regional functions are consolidated into a comprehensive regional county and local services are provided by cities or special corporate communities.

The third model shows a metropolitan policy council with semi-autonomous regional agencies handling area-wide functions, cities and counties providing local functions and some community districts exercising even more localized functions.

The fourth model depicts a structure based upon expansion of area-wide functions through single purpose districts, retaining cities and counties for local services and community districts as vehicles for review and consultation.

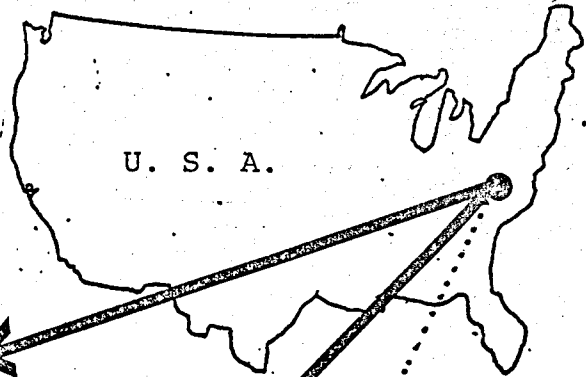
We have used overlapping ovals to depict each tier, in order to represent the interdependent nature of each actor within and between the tiers. This was felt to be an improvement over a more traditional approach of separated boxes which imply isolated activity and a hierarchy that neglects the sharing of power necessary to maximize interdependent accomplishments.

These four general models should be seen as a starting point with much refinement left for Phase II.

els

M O D E L I

COLUMBIA  
REGION  
ASSOCIATION  
OF  
GOVERNMENTS



PORT OF  
PORTLAND

TRI-MET

BOUNDARY  
COMMISSION

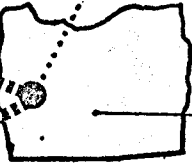
METRO-  
POLITAN  
SERVICE  
DISTRICT

HEALTH  
SERVICES  
AGENCY

LOCAL  
SERVICE  
DISTRICT

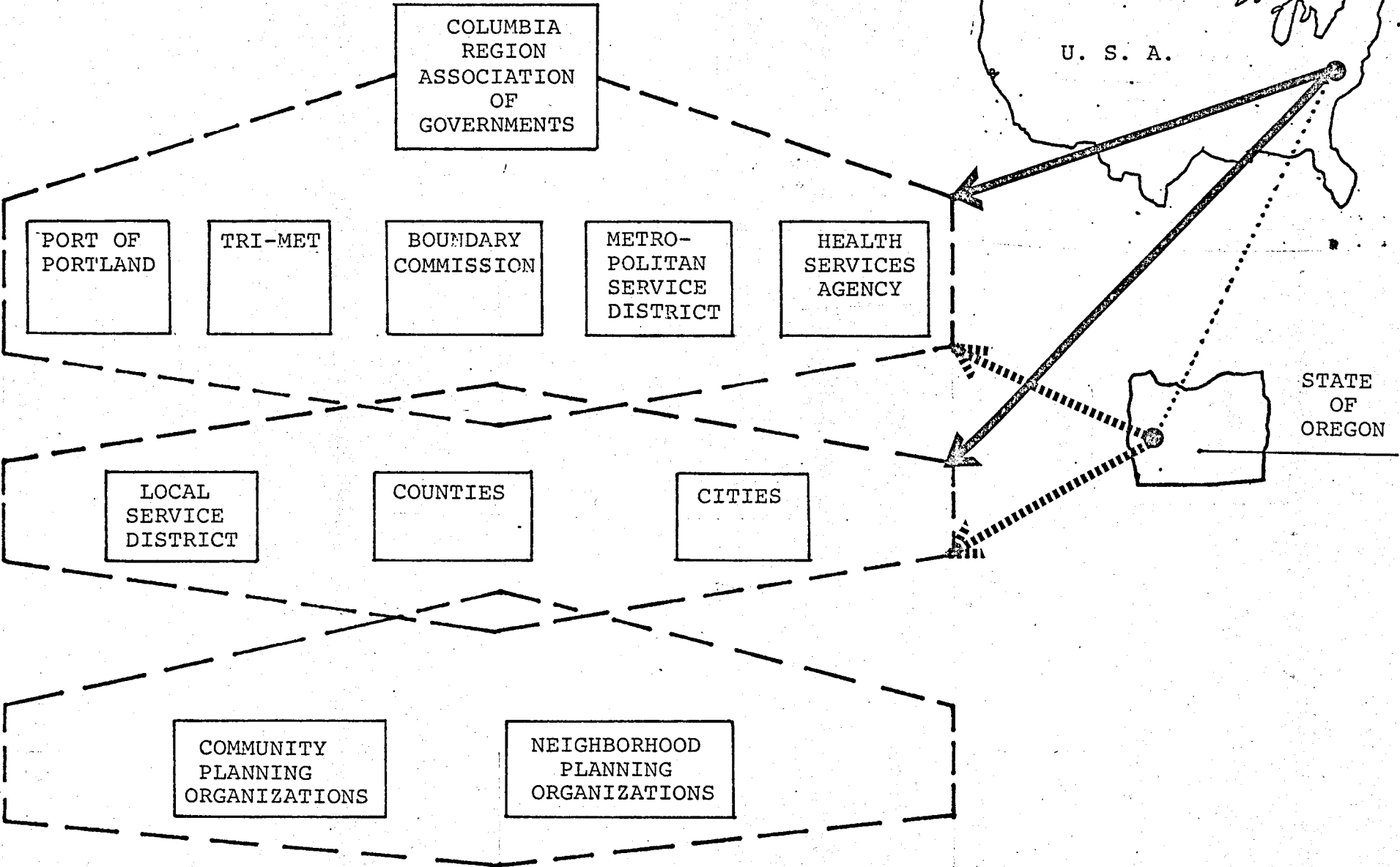
COUNTIES

CITIES



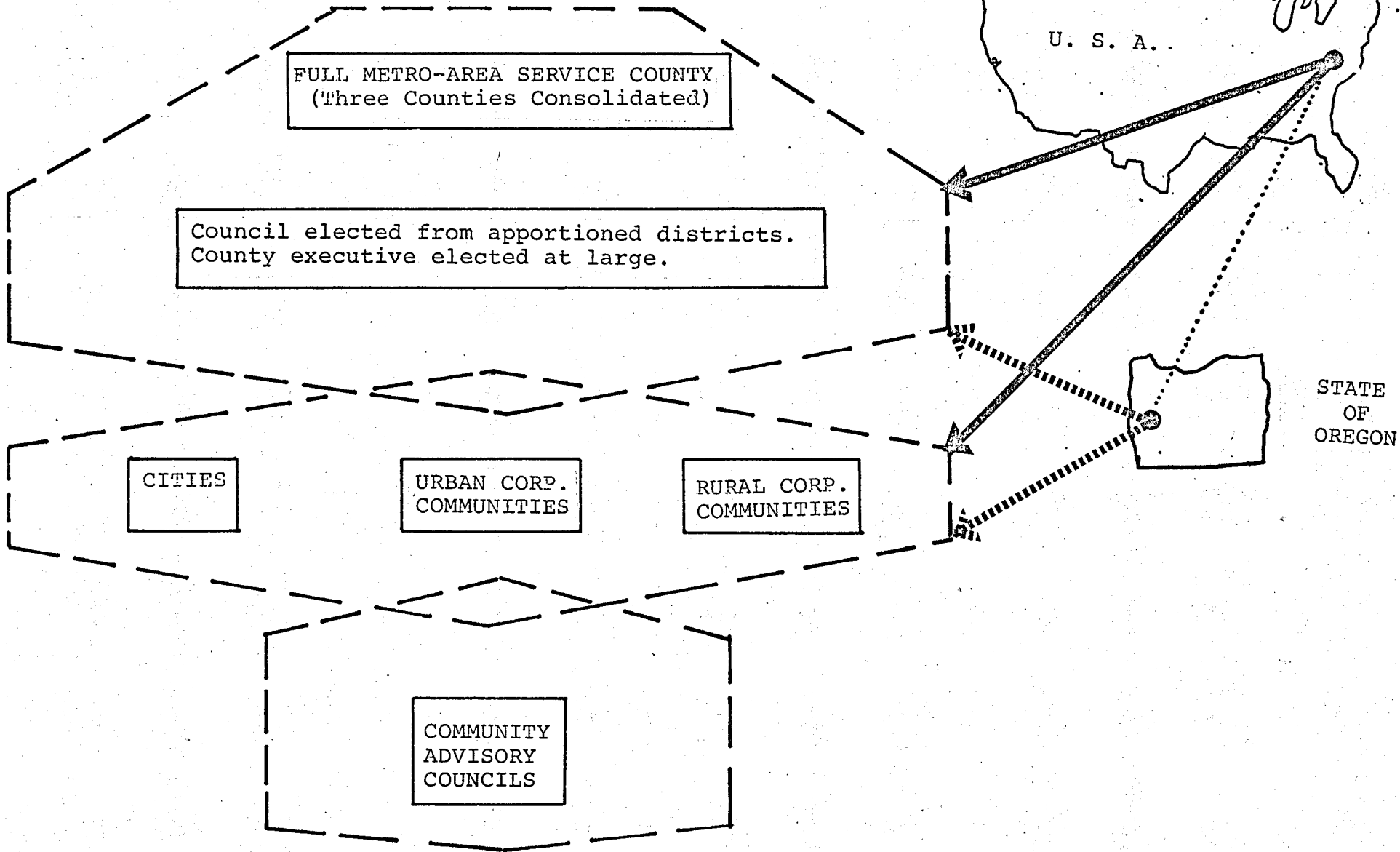
COMMUNITY  
PLANNING  
ORGANIZATIONS

NEIGHBORHOOD  
PLANNING  
ORGANIZATIONS





MODEL II



M O D E L III

METROPOLITAN  
COUNCIL

Elected from apportioned districts; Appointed  
by Governor or combination of both methods.

TRANSIT  
COMMISSION

PORT  
AUTHORITY

METRO  
PLANNING  
COMMISSION

MULTI-  
SERVICE  
DISTRICT

HEALTH  
SERVICES  
AGENCY

COUNTIES

CITIES

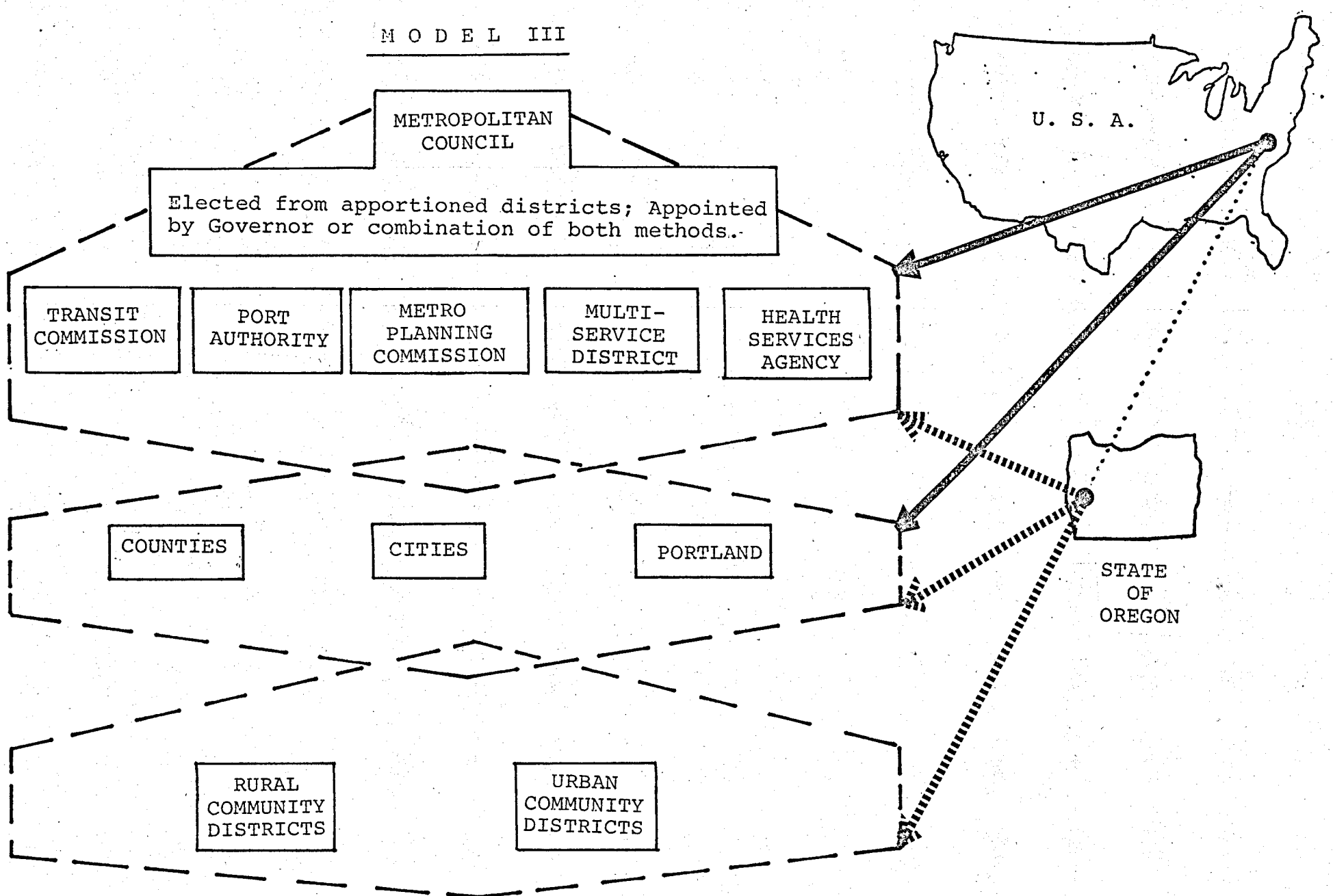
PORTLAND

RURAL  
COMMUNITY  
DISTRICTS

URBAN  
COMMUNITY  
DISTRICTS

U. S. A.

STATE  
OF  
OREGON



MODEL IV

Single Purpose Districts either elected or appointed or combination of both methods.

METRO  
SEWER  
BOARD

SOLID  
WASTE  
DISTRICT

WATER  
RESOURCES  
AUTHORITY

TRANSIT  
COMMISSION

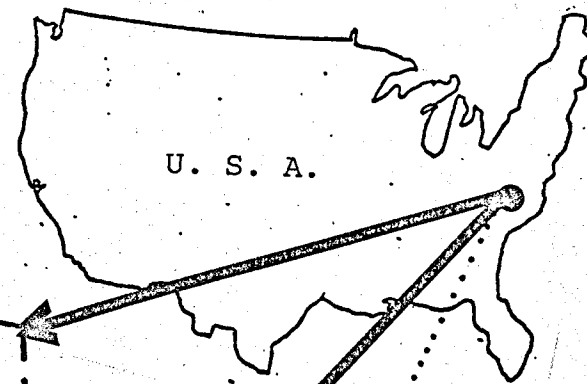
PORT  
AUTHORITY

HEALTH  
SERVICES  
AGENCY

CITIES

COUNTIES

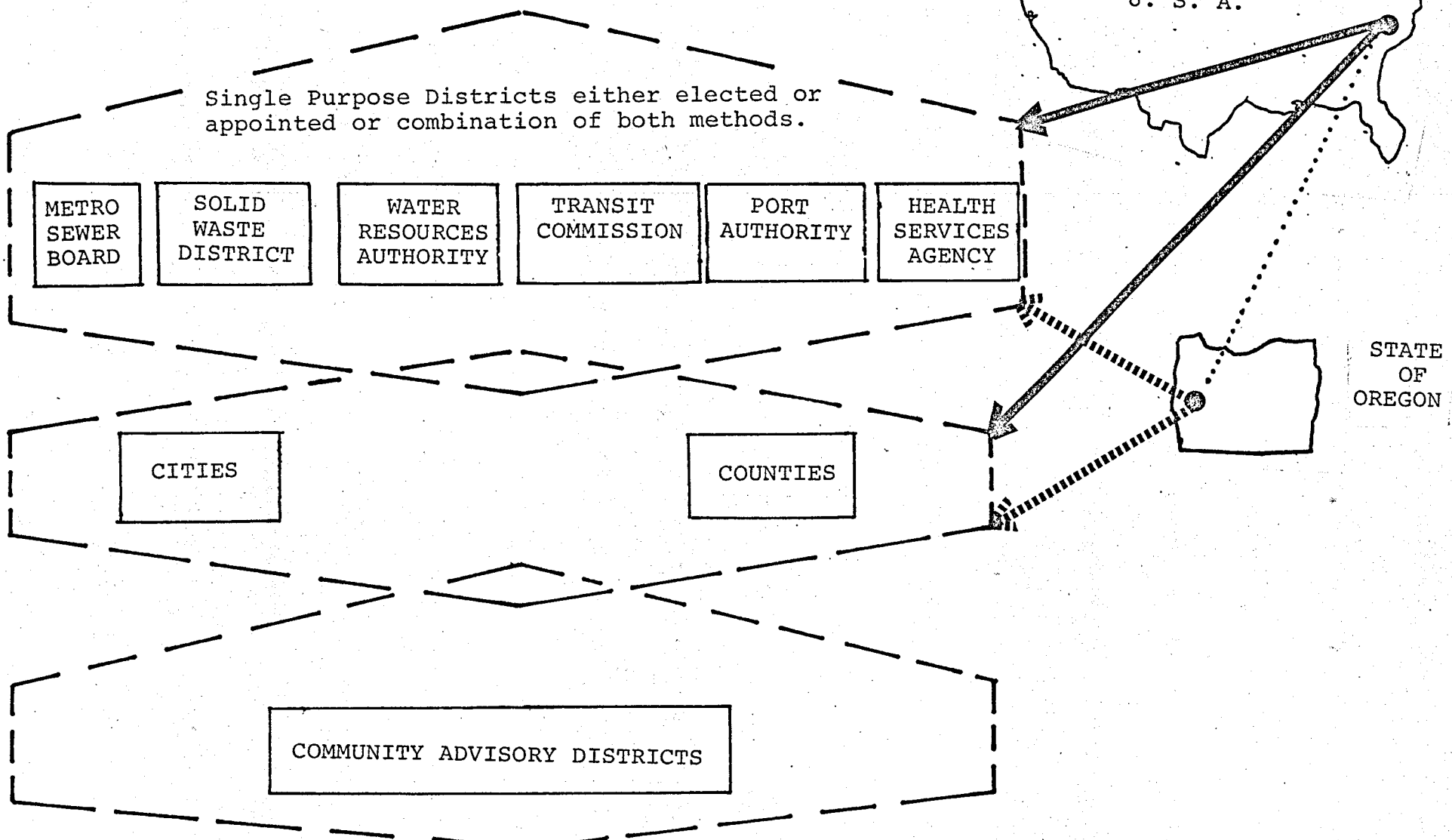
COMMUNITY ADVISORY DISTRICTS



U. S. A.



STATE  
OF  
OREGON



WORK PROGRAM - PHASE II

GOAL

Based on the problems identified in Phase I, develop recommendations for simplifying and reorganizing the Tri-County governments into a comprehensive system that can more efficiently, responsively and effectively plan, finance and deliver local and regional services. In fulfilling its responsibility the Commission will endeavor to advance equity, efficiency, economy, responsiveness, visibility, accountability, citizen participation, political feasibility and actual service needs.

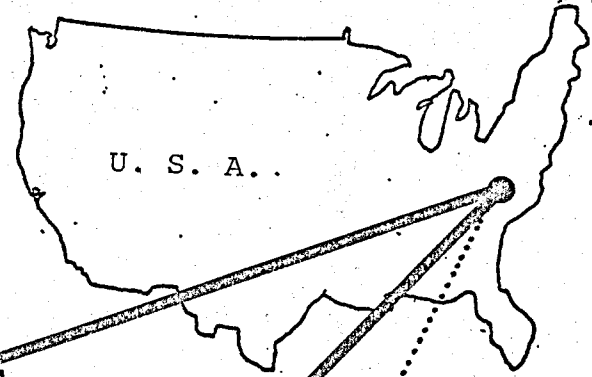
GUIDELINES

1. Services should be provided, in so far as possible, at the lowest level of government that can economically and efficiently provide them.
2. Reduce the number of units of government by: eliminating unnecessary units; consolidating single-purpose into multi-purpose units and restructuring units and jurisdictions on a rational, functional basis.
3. Develop a logical, integrated system of delivery local and regional services that can be understood and supported by the citizens of the Tri-County area, as well as state and federal agencies.
4. Develop a coordinated system of establishing priorities, planning and financing services in the Tri-County area.
5. Recommend the method or methods to be employed in selecting members of the governing authorities of the units of government.
6. Recommend an ongoing review procedure for monitoring, evaluating and modifying government.
7. Develop means for meaningful citizen participation at all levels.
8. Develop equitable methods of public finance within the Tri-County area.
9. Recommend that the state not mandate services by local governments without providing the revenues for these services.
10. Prepare proposals for consideration by the Commission that would achieve guidelines 1. through 9. according to Models II and III attached.

WORK ACTIVITIES

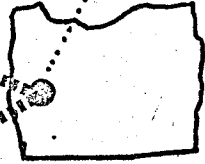
1. The existing committees will individually develop recommendations for restructuring governments in the Tri-County area. They are expected to focus more specifically on subject areas assigned to them. New assignments should be given to the committees on the basis of functions.
2. Prior to the conclusion of Phase II, the committee recommendations will be synthesized into a Tri-County Local Government Commission recommendation.

MODEL II



FULL METRO-AREA SERVICE COUNTY  
(Three Counties Consolidated)

Council elected from apportioned districts.  
County executive elected at large.

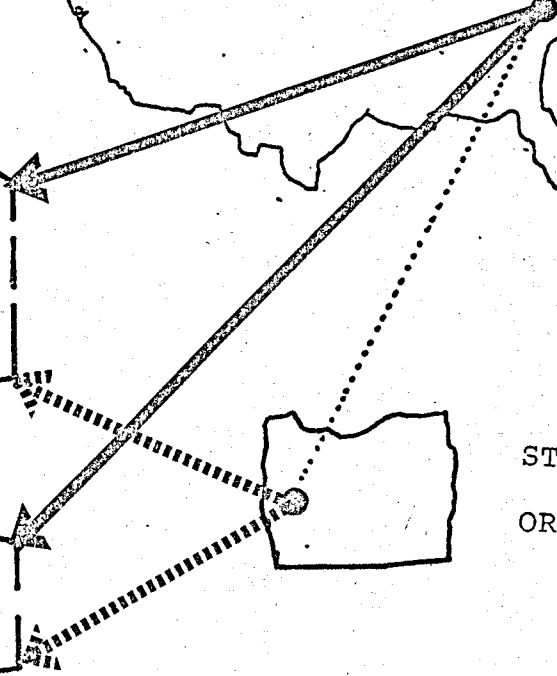


CITIES

URBAN CORP.  
COMMUNITIES

RURAL CORP.  
COMMUNITIES

COMMUNITY  
ADVISORY  
COUNCILS



MODEL III

METROPOLITAN COUNCIL

Elected from apportioned districts; Appointed by Governor or combination of both methods.

TRANSIT COMMISSION

PORT AUTHORITY

METRO PLANNING COMMISSION

MULTI-SERVICE DISTRICT

HEALTH SERVICES AGENCY

COUNTIES

CITIES

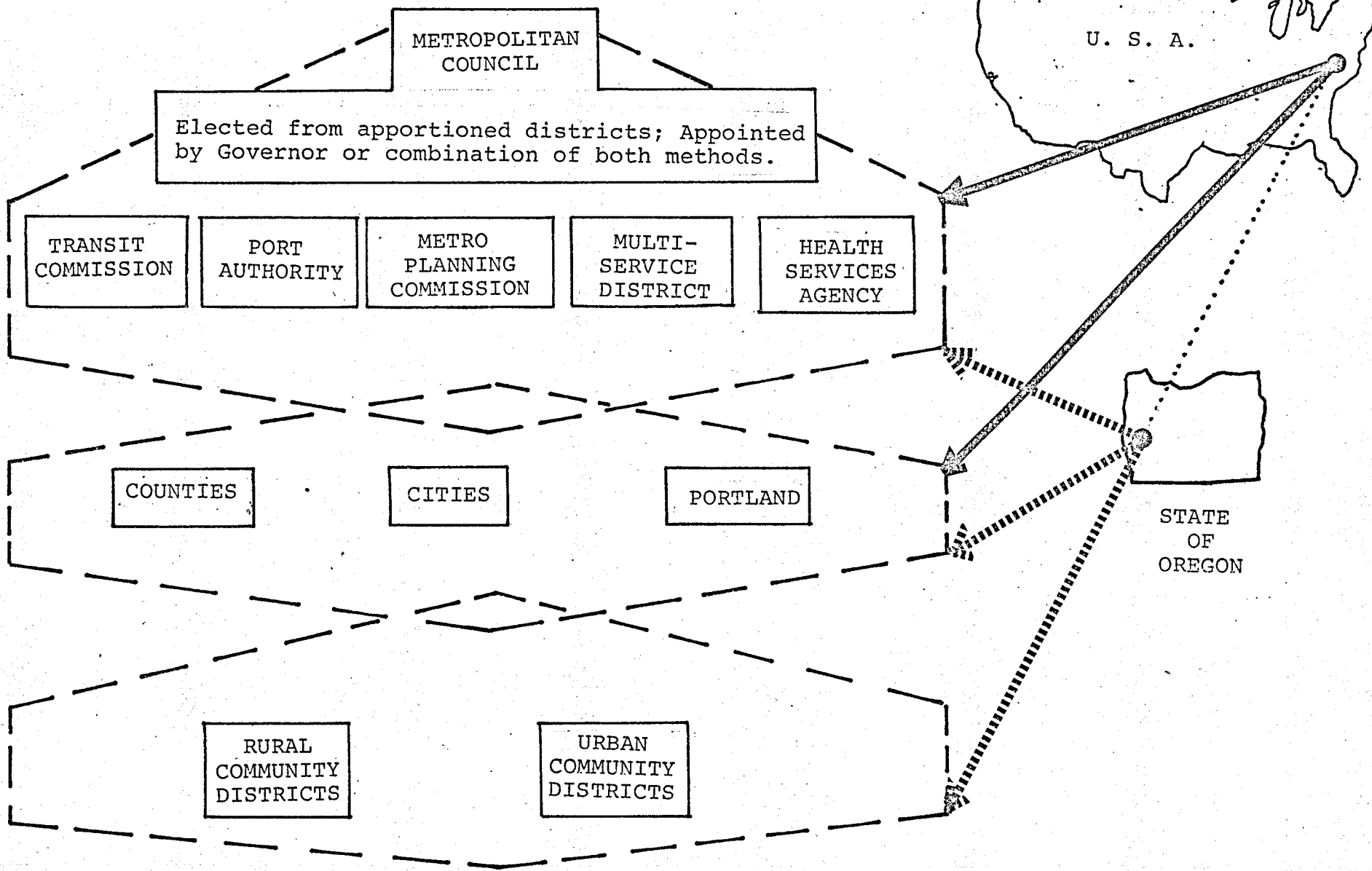
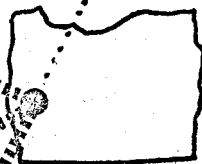
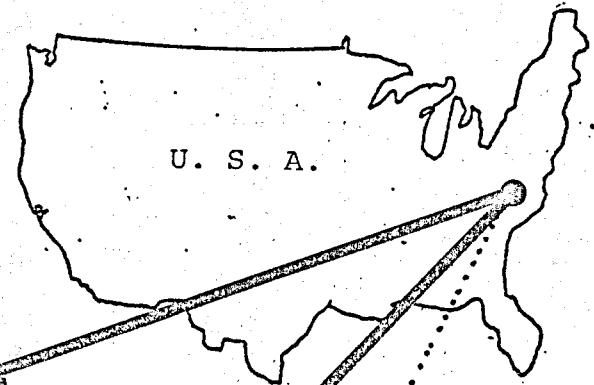
PORTLAND

RURAL COMMUNITY DISTRICTS

URBAN COMMUNITY DISTRICTS

U. S. A.

STATE OF OREGON



CLACKAMAS  
MULTNOMAH  
WASHINGTON

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. 6th Ave. PORTLAND, OREGON 97201

PHONE: 229-2576

RONALD C. CEASE,  
Chairman

CARL M. HALVORSON,  
Vice Chairman

A. MCKAY RICH,  
Staff Director

April 13, 1976

M E M O

To: Executive Committee

From: Ronald C. Cease

Re: Phase II Committees

I suggest that Phase II committees review functions and activities assigned to them to determine:

- 1) Whether the functions or aspects of functions are essential or optional for performance by local or regional governments, and
- 2) Which levels of government should provide the functions or particular aspects of the functions.

These committee activities should proceed with in the context of the goals and guidelines adopted by the Commission on April 11 and some criteria to be developed by the staff. The assignment of functions or discreet parts of functions should be done within each of the models identified in guideline 10. Model II represents the longer range more ideal approach while Model III is the shorter range, more feasible one.

After the functional analysis or possibly concurrent with it the committees should consider alternative governmental structures for each level.

Following are the recommended committee assignments:

Committee One - Human Services (Public and mental health, housing, employment, public assistance, drug and alcohol abuse, counseling juveniles and families, aging programs, ect.)

Yost, Chairperson

Rieke, Vice-Chairperson

Clarno  
Frewing  
Hays  
Jordan  
Linstone

Rosenbaum  
Seidel  
Jaeger  
Stuhr

*Function essent - but  
when wear, when we  
want to be*

*Decentralization*

*Transportation*

Committee Two - Public Works (water, wastewater, solid waste, roads, bridges, air pollution, etc.)

Simpson, Chairperson	Ballin
Bonyhadi, Vice Chairperson	Halverson
	Hoover
	Lindquist
	Nelson
	Opray
	Russell
	Schumacher
	Schwab
	Snedecor
	Tippens
	Webber

Committee Three - Land use, Public Transportation, Recreational and Cultural Activities (community development, zoning, subdivision control, building permits, planning, marine and harbor activities, airports, etc.)

Gisvold, Chairperson	Bailey
Herrell, Vice Chairperson	Blunt
	Brickley
	Kirkpatrick
	Lang
	Mays
	Moshofsky
	Sprecher
	Stevenson

Committee Four - Public Safety (police, courts, corrections, fire, ambulance, communications, etc.)

Coleman, Chairperson	Bayless
Hammel, Vice Chairperson	Bullier
	M. Johnson
	Kalani
	Keller
	Marsh
	Montgomery
	Nees
	Nightingale
	Schedeen
	Shepherd
	Thorgerson



Committee Five - Finance, Taxation, Administrative Services

Telfer, Chairperson  
Stahl, Vice Chairperson

Bogue  
Buchanan  
Burgess  
Gregory  
L. Johnson  
Landauer  
Mattersdorff  
McGilvra  
Roberts

CLACKAMAS  
MULTNOMAH  
WASHINGTON

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. 6th Avenue PORTLAND, OREGON 97201  
Room 244

PHONE 229-3576

RONALD C. CEASE,  
Chairman

CARL M. HALVORSON,  
Vice Chairman

A. McKAY RICH,  
Staff Director

April 16, 1976

M E M O

TO: COMMISSION MEMBERS

FROM: RON CEASE *R. Cease*

RE: PHASE II COMMITTEES

The officers and Executive Committee met on Sunday, April 11, and again at a special meeting on April 14, to review the actions taken by the Commission at the Coast Conference and approved the following committee structure and program for Phase II.

In suggesting the membership, an effort was made to have a similar number of people on each committee and balance the interests represented on the Commission. There was also an attempt to maintain a core from each original committee, but to achieve some cross-over from the other committees.

If any members have strong objections to serving on the committees to which they have been assigned, please notify the office by April 23. Call 229-3576.

Phase II committees will review the functions or aspects of functions assigned to them and determine:

1. Whether they are essential or optional for performance by local or regional governments, and
2. Which level or levels of government should provide them.

These committee activities should proceed within the framework of the goals and guidelines adopted by the Commission April 11.

Functional assignments, which may involve only parts of broad functions, should be done within each of the models identified in guideline 10. Model II represents the longer range, more ideal approach, while Model III represents the shorter range, more feasible approach. The staff is preparing a functional matrix that will assist the committees in performing this task.

Functional assignments by level of government should be completed by July 15. From July 15 to September 15 attention will be focused on developing recommendations for the governmental structure needed to perform the functions assigned. Some structural analysis probably will occur concurrently with the review of functions. Any legislative recommendations will need to be prepared in time for consideration by the 1977 session of the legislature (see attached letter from Lea Jenny).

Following are the recommended committee assignments:

Committee One - Human Services (Public and mental health, housing, employment, public assistance, drug and alcohol abuse, counseling juveniles and families, aging programs, etc.)

Yost, Chairperson

Rieke, Vice- Chairperson

Clarno  
Frewing  
Hays  
Jaeger  
Jordan

Maier  
Linstone  
Opray  
Rosenbaum  
Seidel  
Stuhr

Committee Two - Public Works and Public Transportation (water, sewerage, drainage, solid waste, mass transit, roads, bridges, air pollution, marine and harbor activities, airports, etc.).

Simpson, Chairperson

Bonyhadi, Vice Chairperson

Ballin  
Hoover  
Lindquist  
Nelson  
Russell

Schumacher  
Schwab  
Snedecor  
Tippens  
Webber  
Williamson

Committee Three - Land use, Recreational and Cultural Activities (community development, zoning, subdivision control, building permits, planning, parks, stadiums, auditoriums, museums, recreation programs, etc.)

Gisvold, Chairperson

Herrell, Vice Chairperson

Bailey  
Blunt  
Brickley  
Bullier  
Kirkpatrick

Lang  
Mays  
Moshofsky  
Sprecher  
Stevenson

Committee Four - Public Safety (police, courts, corrections, fire, ambulance, communications, etc.)

Coleman, Chairperson  
Hammel, Vice Chairperson

Bayless  
M. Johnson  
Kalani  
Keller  
Marsh

Montgomery  
Nees  
Nightingale  
Schedeen  
Shepherd  
Thorgerson

Committee Five - Finance, Taxation, Administrative Services

Telfer, Chairperson  
Stahl, Vice Chairperson

Bogue  
Buchanan  
Burgess  
Gregory

L. Johnson  
Landauer  
Mattersdorff  
McGilvra  
Roberts

Attch. (letter from Lea Jenny)

RCC/bjg

C-41

SEN. EDWARD N. FADELEY  
CHAIRPERSON  
SEN. CHARLES J. HANLON  
SEN. LOYAL LANG  
SEN. FRANK ROBERTS  
SEN. CLIFFORD W. TROW  
SEN. BLAINE WHIPPLE  
  
BARBARA A. MITCHELL  
ADMINISTRATIVE ASSISTANT



REP. ALBERT H. DENSMORE  
VICE CHAIRPERSON  
REP. MARY M. BURROWS  
REP. JAMES H. CHREST  
REP. DREW DAVIS  
REP. CLINTON D. FORBES  
REP. VERA KATZ  
REP. TOM MARSH  
REP. MARY RIEKE  
  
LEA JENNY  
COMMITTEE CLERK

INTERIM COMMITTEE ON  
INTERGOVERNMENTAL AFFAIRS

ROOM 318, STATE CAPITOL  
SALEM, OREGON 97310  
378-8820

April 12, 1976

Ronald C. Cease, Chairman  
Tri-County Local Government Commission  
527 SW Hall St.  
Portland, Oregon 97201

Dear Doctor Cease:

It was splendid to be exposed to so many capable, dedicated people over the weekend!! Saturday's sessions gave me excellent background for approaching the part of the charge to this interim committee relating to the coordination of metropolitan government.

In our subcommittee's time frame, Frank and I plan to proceed with the proposals for financial aid to cities and counties -- at least getting ideas in rough drafts -- then turn to topics related to your project.

September would be the ideal month, if our plans go on schedule, for initial consideration of your Phase II program. At that point I will be drafting the full report for the interim committee as well as working with proposed legislation, and the Tri-County Commission study will be represented in both of these efforts. Would this presently appear logical from your viewpoint?

Thank you sincerely for including me in your delightful retreat. It was a pleasure to make friends with so many nice people!

Sincerely,

Lea Jenny  
Administrative Assistant

LJ:cm

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TRI-COUNTY LOCAL GOVERNMENT COMMISSION

RONALD C. CEASE,  
Chairman

1912 S.W. 6th Ave.

PORTLAND, OREGON 97201

PHONE: 229-3576

CARL M. HALVORSON,  
Vice Chairman

M E M O

A. McKAY RICH,  
Staff Director

April 29, 1976

TO: Full Commission  
FROM: McKay Rich  
SUBJECT: Attached Matrix

The functional matrix has been designed to assist you in determining at what level a function or part of function should be assigned.

The symbols to be used in completing the matrix are S-State; U-Upper Tier, the level for those functions you see as tri-county (area-wide) in nature; M-Middle Tier, the county and city level; or L-Lower Tier, a sub city or county level.

The criteria were developed from the commission guidelines adopted at the Otter Crest conference, and the National Academy of Public Administration publication, Guidelines and Strategies for Local Government Modernization November, 1975, a copy of which was given each commission member.

It should be noted that the assignment levels (S,U,M,L) relate to the structural models adopted at Otter Crest.

AMR/dmm

Encl.

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TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S. W. Sixth PORTLAND, OREGON 97201  
Rm. 244

PHONE: 229-3576

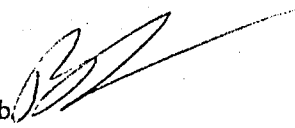
RONALD C. CEASE,  
Chairman

CARL M. HALVORSON,  
Vice Chairman

A. McKAY RICH,  
Staff Director

May 5, 1976

MEMO

TO: COMMITTEE III  
FROM: Bromleigh S. Lamb   
SUBJECT: Next Two Committee Meetings

Persuant to the instructions given by the committee today, we have scheduled a meeting on May 11 on library services and are working on scheduling a meeting on May 18 on parks and recreation.

The preliminary study of these areas was conducted in Phase I by the Local Government-Intergovernmental Relations Committee. Enclosed are the minutes of that committee's meeting on those subjects, together with a brief staff memorandum prepared for that committee on library systems. Also enclosed are the minutes of the meeting of the Finance and Taxation Committee which dealt with the finances of the Tualatin Hills Park and Recreation District.

Your committee has agreed to hold weekly meetings on Tuesdays. Unless there is further notice, they will be held in CRAG Conference Room D.

BSL:els  
Enclosures: L 19, L 24, F 16.

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TRI-COUNTY LOCAL GOVERNMENT COMMISSION

527 S.W. HALL STREET

PORTLAND, OREGON 97201

PHONE: 221-1646

RONALD C. CEASE,  
Chairman

CARL M. HALVORSON,  
Vice Chairman

A. MCKAY RICH,  
Staff Director

February 25, 1976

MEMO

TO: LOCAL GOVERNMENT-INTERGOVERNMENTAL RELATIONS COMMITTEE

FROM: BROMLEIGH S. LAMB *BSL*

SUBJECT: LIBRARY SYSTEMS

The attached chart is somewhat different from previous ones in that it deals with systems of service delivery rather than specific services delivered by the various units of local government.

There are three different types of systems for delivering library services in the Tri-County area, one in each of the counties.

Multnomah County has an integrated library system with all public library services provided by one unit, the county; branches are located in the cities of Portland and Gresham. Clackamas County also has a county library, but there are independent city libraries in nine of the county's incorporated cities. The city libraries receive some financial support from the county.

There is at present no county library in Washington County, and library services are provided by independent city libraries in six of the county's 12 incorporated cities. Recently, however, a voluntary association of librarians, representing city, educational and technical libraries, has been performing cooperative library services in the county with the aid of a federal grant administered by the Oregon State Library. The county is proposing a county-wide tax levy to be voted on in May to establish a county-administered system which would work cooperatively with local libraries.

Unincorporated areas and small cities are served in Multnomah County by four bookmobiles and the county extension service. Clackamas County utilizes one bookmobile and the extension service and also has one branch in an unincorporated community. The Washington County Library System, the volunteer association, uses a bookmobile to service remote areas and operates three library centers in donated space in unincorporated areas.

els



LIBRARY SYSTEMS

By Participating Unit of Government and Role

P = Planning  
D = Delivery  
F = Funding

Library System	County	City of Portland	5 other cities of more than 15,000	6 cities of 5,000 - 15,000	19 cities of less than 5,000 <sup>(1)</sup>	Special districts	Stat
Integrated - Multnomah County	DF <sup>(2)</sup>	(3)	(4)				(7) P
Cooperative - Clackamas County	DF <sup>(5)</sup>		2 - DF	4 - DF	3 - DF		(7) P
Independent units - volunteer association - Washington County	(6)		2 - DF	2 - DF	2 - DF		( PF
Statewide supplemental services							.DF

- (1) Only Cornelius, Estacada, Mollala, Sandy and Sherwood in this group have libraries.
- (2) All branches in incorporated cities. Circulation also through extension service and four bookmobiles.
- (3) Served by main library and 16 branches of county library.
- (4) Gresham served by branch of county library.
- (5) Main library in Oregon City and branch in unincorporated community of Clackamas. Circulation also through extension service and one bookmobile.
- (6) The Washington County Library System, a volunteer association, also provides circulation through three centers in unincorporated areas and by a bookmobile.
- (7) State planning is confined to developing criteria and priorities for grants to local libraries and the federal Library Service and Construction Act. During the present fiscal year, the only grant in the Tri-County area is \$70,000 to the Washington County Library System.

MINUTES OF THE LOCAL GOVERNMENT - INTERGOVERNMENTAL RELATIONS COMMITTEE

MEETING

Held: February 27, 1976

PRESENT: Chairperson Gisvold, Bullier, Burgess, Jaeger, Moshofsky and Shepherd

EXCUSED: Mays and Thorgerson

Staff: Lamb, and Garbutt, Bushong - Student Research Assistant

Invited Guests: Shirley Brown, former Chairperson, Clackamas County Library Board  
Hal Schilling, Milwaukie City Manager  
Pat Stryker, Coordinator, Washington County Library System  
James Burghardt, Multnomah County Librarian

Jim Bjork, Assistant Manager, and Ron Willoughby, Superintendent of Leisure Services, Tualatin Hills Park and Recreation District.

Libraries

Mr. Lamb presented a staff memorandum and chart on the library systems of the three counties.

Mr. Burghardt said the Multnomah County Library is facing its greatest crisis since its founding in 1864 because of the budget crunch. Without additional funds from a special levy, the library will be able to operate only the main library and one of its 16 branches next year. He pointed out that nonresidents are charged an annual fee of \$15 per family for circulation privileges.

In reply to a question, he said there is presently no formal coordination between the three counties. CRAG is going to make a study to determine an equitable formula for sharing services. Ms. Stryker said that the Multnomah County Library had been responding to reference questions from outside the County. Ms. Brown stated that libraries traditionally cooperate with each other.

Should library agencies be regional or decentralized? Ms. Stryker replied that this was part of the purpose of the CRAG study. She pointed out that libraries in Washington County were now providing service by mail and that this is cheaper than bookmobiles. Washington County libraries are utilizing some cooperative purchasing.

Ms. Brown said that the study would look to both formal and informal cooperation. She doubted that the formation of a new agency would be recommended. Clackamas County publishes a union catalog covering all public libraries and school, community college and college libraries. Ms Stryker said they were working toward this in Washington County.

Ms. Burgess said that the problem in Clackamas County was that there was a crisis in equitable funding; the county is not giving the cities enough financial support to offset the costs of providing free service to non-resident borrower's fee, but the county threatened to curtail services to the city libraries if this was done.

Mr. Schilling said it was a mistake to call what Clackamas County has a "system" and questioned the use of the word "cooperative". He pointed out that practically all lending services are provided by the city libraries. Milwaukie's annual library budget is \$170,000; the county contributes \$2,770. On the other hand, 62 percent of the borrowers come from out of the city. The city taxpayer pays \$11 per capita for library service, while the county taxpayer pays only a little more than one dollar per capita.

Ms. Stryker pointed out that one-half of Washington County's proposed library levy will be distributed to city libraries on a formula based on population, tax base, etc. Even though city residence will be paying both city and county library taxes, the cities feel the formula is equitable.

She said that it is not necessary to build a large county system, but that their plan will enable city libraries to serve the rest of the county. They have three community libraries staffed by volunteers and plan to expand this system. Mr. Shepherd pointed out that, unlike Clackamas County, Washington County non-city residents have never had free library services.

With regard to regionalization, Mr. Burghardt said that there are great savings in centralizing certain activities, i.e. cataloging, purchasing, etc. There would be no point in the other two counties trying to duplicate Multnomah's extensive reference collection.

Are bookmobiles efficient? Mr. Burghardt said they are expensive in terms of the cost of delivery per book but are cheaper than constructing a building and staffing it. Mailing books would not be cheaper in Multnomah County because of the density of population.

Could the libraries join together to raise funds from donations? Mr. Burghardt replied that this could work for special projects, but that it is the responsibility of local government to provide library service.

What is the possibility of additional federal aid distributed through the state to the counties to be reallocated to local libraries? Mr. Burghardt said this is far down the road. His philosophy is, anyway, that libraries should be a local responsibility. If the other two counties would make an effort equal to Multnomah's then it might be feasible to seek state funding. Equal effort by all three counties would also make feasible the abolition of fees to nonresidents. Perhaps a Tri-County tax would be the answer.

Ms. Brown stated that she believed there should be a greater use of school libraries. These should be open to the public the year around. Ms. Stryker said that they were beginning to make more use of school libraries in Washington County on a very limited basis, so far. Hawaii does this on an extensive basis.

#### Parks and Recreation

Ms. Bushong presented a staff memorandum and chart on parks and recreation systems in the Tri-County area.

Mr. Gustafson said that Portland sponsors a wide range of activities.

Some of the best programs are self-supporting, and, with tight budgets, future activities may be predicated on that basis.

What is the extent of use by nonresidents? He replied that a recent survey showed that 40 percent of softball program participants come from outside the city.

What are the financial problems? Namely that the bureau faces a five percent budget cut in the face of a 10 percent cost increase. Since the budget is 85 percent people, this will mean reductions in staff.

Weren't most of Portland's park lands donated? In earlier years, yes, but in more recent years the city has been purchasing about one-half of the acquisitions.

Is any contribution required of nonresident users? No. It would be impossible to establish nonresident fees for recreational programs. The city has to expect occasional use by outsiders; the problem is regular use.

What cooperation is there with the schools? The city uses many school gyms, and the schools use many city fields. Even more cooperation is needed, however.

Are softball teams, for example, from outside permitted to use city fields? They are not prohibited, but the city does not encourage this. Swimming pools on the edge of the city are used heavily by outsiders.

Mr. Bjork said that his district operates 30 to 40 parks, mostly neighborhood parks. Mr. Willoughby said they have good cooperation with the schools. They use school facilities in the evenings and on Saturdays. There is an \$8 per hour charge on Saturdays.

Mr. Willoughby said they have just started charging fees for recreation programs in the past two years. They find this actually increases attendance, presumably because participants have made a commitment.

The schools make use of the district's indoor swimming pools and the tennis courts.

There is increasing demand for decentralized services as people become more gas conscious.

Mr. Shepherd said that Washington County has just started making expenditures for county parks in the past two years. He pointed out that the City of Beaverton is part of the Tualatin Hills district and does not operate its own parks and recreation program.

Mr. Bjork pointed out that 50 percent of the population of Washington County lives in 10 percent of the area and that the district serves 90 percent of those people. The district has a tax base and two serial levies. Capital improvements are being financed by a 1974 bond issue. There will be an election for a new tax base in May.

Could parks agencies be amalgamated? Mr. Bjork replied that it is difficult to get people to finance facilities outside their immediate area.

Ms. Burgess said that Milwaukie's proposed levy for park acquisition was defeated and that a proposal for a park district in the county was also defeated. Mr. Shepherd commented that it is a situation of the rich getting richer: Tualatin Hills has plenty to offer, and the people see what they are getting and are willing to vote for more.

Both Mr. Bjork and Mr. Gustafson stated that they did not think a regional system was the answer. Ms. Jaeger commented that many of Portland's larger parks should be run on a regional basis.

Meeting Adjourned

FINANCE/TAXATION COMMITTEE MEETING

Held: February 26, 1976

PRESENT: Chairman Simpson, Vice-Chairperson Stahl, Bogue, Gregory, Kirkpatrick, Landauer, McGilvra, Roberts.

Staff: Bukowsky, Cross, Ettlenger, Garbutt

Guest Speakers: John Dodd, Manager, Oak-Lodge Water District

Howard Terpenning, Manager, Tualatin Hills Parks and Recreation District

Excused: Gordon and Telfer

Stahl corrected the February 12th minutes - No O & C funds to any other county than Multnomah.

Terpenning reported that the district covers the east end of Washington County. Boundaries are that of the old Beaverton High School district, comprises 20% of the county population and serves 100,000 residents.

District has revenues from ad valorem tax 260,000 and user fees where applicable.

There are two serial levies of \$100,000 and \$400,000. One terminates in 1977, the other in 1981. Debt service is approximately \$1 million, three bond issues have been sold; 1959 - \$300,000, 1969 - \$700,000, 1974 - \$10 million, the latter being part of an expansion program.

District manages three swimming pools (two indoors), 38 neighborhood parks, 29 tennis courts, a senior adult center, \$500,000 one-year-old structure. The school district rents the pools for P.E. and meets.

The parks district contracts for school buses in conjunction with its recreation program.

The \$10 million bond issue is funding two indoor pools, six indoor tennis courts, a sports complex with six lighted fields and a 50-meter indoor pool.

Somerset and Aloha recently merged with Tualatin Hills District. Swimming pools are adjacent to high schools, and the new pools will also be adjacent.

Presently funding is inadequate to protect investment. Board is going to the voters for a new tax. Tax Rate is \$1.38 a thousand, raises \$1.8 million. Eighty cents is for debt service.

Programs are neighborhood-oriented with district-wide tax financing. District 48 schools are used for programs in all age brackets. Custodial services paid by parks district where applicable.

The City of Beaverton does not assist financially.

District has good working relationship with developers. Seventeen park lands have been donated by developers.

Citizens involved in senior activities planning, land acquisition, tennis, aquatics, and historical sites.

Finance/Taxation Committee Meeting  
February 26, 1976

An elected five-member board governs the district. Under a new merger, the present board is released, and all positions will be at-large.

John Dodd noted that the Oak-Lodge Water District is governed by a five-member elected board.

The district serves a population of 25,000. The boundaries run along Gladstone on the South, Milwaukie on the North, Willamette River on the West and roughly along the ridge of hills on the East.

In the last ten years there has been a great influx of multi-family dwellings.

Taxes are levied at 45 cents a thousand; \$114,000 yearly applied with revenue monies for bond retirement. Water sales and miscellaneous sales accounted for \$308,000, year ending June 30, 1975.

Cost of water purchase for past ten years has shown a 100% increase from Clackamas County water district. It is presently 21 cents per 100 cubic feet. They had earlier purchased from Portland, but the price went too high. Today's cost for Bull Run water is 38 cents per 100 cubic feet. Every two months the consumer pays the minimum rate of \$5 for 1,000 cubic feet of water. Most use less.

The district is guaranteed 40 million gallons a day, but it only requires two million. Balance is sold back. A new plant will be required by mid-1980. The cost is barely covered by user. The last rate increase in water costs was ten years ago. Capital improvement program, along with inflation, has used up most of the revenue, plus fire protection, EPA requirements for potable water have taken remainder. With changes and federal/state laws, there is a PR requirement to keep consumers informed.

Charges for connections to the system now range between \$300 and \$7,000. This goes to system improvement.

The problem of equity in new water lines and hookups is very real. Who pays for it? Present consumers or the landowner? Discussion ensued on this point, emphasizing land values in regard to proximity of water lines and potential insurance costs.

Discussion of Phase I report: Staff requested committee members to write down thoughts and observations on issues/problem identity from the proceeding of January/February and own experiences. Bring them to meeting of March 11 or earlier, or phone them to Chuck Bukowsky, 221-1646, ext. 328, in lieu of writing.

Meeting was adjourned at 1:50 p.m.

CLACKAMAS  
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WASHINGTON

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. 6th ave PORTLAND, OREGON 97201  
room 244

PHONE: 229-3576

RONALD C. CEASE,  
Chairman

CARL M. HALVORSON,  
Vice Chairman

A. MCKAY RICH,  
Staff Director

May 6, 1976

MEMO

TO: TRI-COUNTY LOCAL GOVERNMENT COMMISSION  
FROM: MCKAY RICH *AK*  
SUBJECT: Model II Matrix

You received a green functional matrix appropriate for assigning functions to a three-tier model, such as model III adopted at the coast conference.

Attached is the same matrix (yellow) with symbols more appropriate for the two-tier model approved at the conference. The symbols are "S" for state; "U" for the upper-tier, areawide county; and "L" for the lower-tier cities and community districts.

AMR:rr



CLACKAMAS  
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WASHINGTON

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

RONALD C. CEASE,  
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CARL M. HALVORSON,  
Vice Chairman

A. MCKAY RICH,  
Staff Director

1912 S.W. 6th Ave. PORTLAND, OREGON 97201  
Room 244

PHONE 229-3576

May 12, 1976

M E M O

TO: COMMISSION MEMBERS

FROM: A. McKay Rich

RE: Sampling of Community Organizations Within  
the Tri-County Area

The attached report entitled "Sampling of Community Organizations within the Tri-County Area" is sent to provide you with background information relating to some of the concerns expressed at the conference.

The summary, developed originally for the Neighborhood Organizations and Citizen Involvement Committee, also contains information on current informal decentralization efforts in the Tri-County area and should be particularly helpful to the Land Use Committee as most of the existing citizen organizations are land-use planning oriented.

Attch. .

AMR/bjg

CLACKAMAS  
MULTNOMAH  
WASHINGTON

**TRI-COUNTY LOCAL GOVERNMENT COMMISSION**

527 SW HALL STREET

PORTLAND, OREGON 97201

PHONE: 221-1646

RONALD C. CEASE,  
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CARL M. HALVORSON,  
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A. MCKAY RICH,  
Staff Director

**SAMPLING OF COMMUNITY ORGANIZATIONS  
WITHIN THE TRI-COUNTY AREA**

Prepared  
for the  
Neighborhood Organizations and  
Citizen Involvement Committee  
by  
Ardis Stevenson  
and  
Bill Cross

March 29, 1976

Revised May 11, 1976

## Introduction

Although local government is commonly viewed as being "closest to the people", the physical and psychological distance between city hall and neighborhoods is often considerable. During the 1960's, the inability of many local governments to respond adequately to demands for more and better public services was accompanied by a sense of citizen frustration and powerlessness. Citizens either became more alienated and apathetic or organized at the grass roots level in an effort to be more involved in the decision-making process.

Thus, a proliferation of various citizen groups has occurred at the community level in the past decade. These groups assumed a variety of different organizational structures: some formal, others informal; some short-term, others long-range; and some single-purpose, others multi-purpose. Their success and impact on the system is as varying as their goals and the circumstances in which they operate.

In the 1970's, local governments made efforts to decentralize services and to give citizens more access to decision-makers and influence in public policy determination. In the Tri-County area, citizen advisory boards and commissions, multi-service centers, community development corporations, complaint handling and grievance-response machinery, decentralized service delivery (health, welfare, police and recreation), adoption of a more formal relationship with neighborhood groups through official governmental recognition and authorization and creation of neighborhood sub-units of government are some of the mechanisms that local governments have used. The degree of responsibility and authority varies widely but for the most part, citizens play an advisory role.

This report provides a broad sampling of the various local government-sponsored citizen participation programs and citizen-initiated neighborhood and community organizations.

### Multnomah County

In the past, Multnomah County has frequently utilized both short and long term citizen task forces to provide special advisory assistance to the Board of County Commissioners.

Short-term advisory bodies include such groups as the Glendoveer Task Force and the Management Compensation Advisory Committee. The Planning Commission, Hearings Council, Welfare Advisory Board and the Building Code Board of Appeals are examples of long-term advisory bodies.

This form of citizen involvement is common in all three counties and in most cities within the Tri-County Area. However, this study does not dwell on this form of citizen participation. Instead, it focuses on local government-initiated and citizen-initiated community organizations.

In 1974, the County mandated by ordinance citizen involvement in each of its various departments. The best developed program is that of the Department of Human Services, formalized through creation of a Central Advisory Board (CAB) and four Quadrant Advisory Boards (QABs). Membership on the QABs (which is subject to the Board of Commissioners' approval) is approximately one-third

neighborhood representatives, one-third citizens at large and one-third public and private agency representatives.

The QABs have by-laws, procedures and officers and their function is to advise the County about needs, priorities and performance of programs in the area of human services, make budget recommendations and serve as advocates for human services, needs and resource development.

Due to the severe financial situation of the County, the QABs and CAB have not had much opportunity to play an advisory role on program implementation, need determination and budget development. Instead, efforts have been spent maintaining the citizen involvement program and advocating basic funding of human service programs in the face of budget cuts.

Though a frustrating and cumbersome process, some decentralization has been achieved and two-way communications have improved since the program's inception.

The Multnomah County Sheriff's Office, eight months ago, put into operation a decentralized policing with a team of officers responsible for a neighborhood area in an effort to reduce crime and increase deputy job satisfaction and neighborhood involvement with the police. Storefront offices were set up in five geographic areas to provide citizens easier access to officers. No formal evaluation has been conducted but Sheriff Brown has indicated he is pleased with where the program is now.

In December, 1975, the County adopted a Citizen Involvement Program for land use planning. The program contains many elements similar to approaches adopted by other cities and counties in this area with regard to the Land Conservation and Development Commission citizen involvement requirements. Initially, citizen involvement is on a countywide or large area basis with opportunities provided through a public information program, town meetings, etc.

Phase II is aimed at expanding and directing more focused public participation on the Comprehensive Plan elements and process. Phase I techniques are supplemented by encouraging Area Citizen Groups in various parts of the County with participation open to all. The Area Groups will serve as the vehicle for citizen input to federal, state and regional agencies, and can make recommendations on zoning, sub-divisions, capital improvements, and revisions of the comprehensive plan.

One Area Citizens Group (Wilkes) exists now, and has prepared a community land use plan which will be presented to the County Planning Commission and Board of Commissioners in early summer.

### Portland

Most of Portland's present neighborhood organizations came about in the 1950's and 1960's for various reasons including local problems (neighborhood livability, land use planning and freeway proposal opposition) and federal programs (urban renewal, Model Cities and Office of Economic Opportunity programs). Funding for citizen participation began in the mid-1960's with Model Cities and OEO program requirements.

Today, Portland's Office of Neighborhood Associations (ONA) provides financial and staff assistance to the neighborhoods. Its origins trace back to an April, 1971, proposal from the Planning Commission to create district and neighborhood planning organizations because planners found that they had difficulty stimulating and coordinating citizen participation. A citizen task force recommended a two-tier structure of neighborhood and district planning organizations. After numerous meetings and hearings, the ordinance was adopted on February 7, 1974, and in its final form, eliminated provisions for the district planning level. The ordinance provided for the recognition of neighborhood associations and accorded them a consultative role. Official recognition would be accorded to one, and only one, association for each neighborhood area with no overlapping boundaries. To qualify, an association must be open to all residents, property owners, businesses and non-profit organizations within the neighborhood. The organizing process must be well-publicized.

During the first year, ONA worked with the neighborhood associations to develop acceptable by-laws in order to qualify for recognition. Controversy arose over the recognition requirements resulting in the recognition process being dropped entirely.

ONA has three-and-one-half full-time staff in the central office and six-and-one-half in the three field offices and one secretarial outpost. Besides assisting neighborhood associations in their organizing efforts, ONA serves as a clearing house for information, maintains a list of neighborhood contacts, publishes a monthly newsletter of City and neighborhood activities and provides referral services to the neighborhoods. The associations, in turn, publish and distribute newsletters with financial assistance from ONA. ONA's staff is developing an improved two-way communication system between the bureaus and the neighborhoods. In addition, ONA coordinates the citizen task forces which participate in helping set the priorities and budget recommendations for the City.

Planning has been an important focus for the neighborhoods. So far, two district plans, Northwest and St. Johns, have gone through the Council, with three more in the works. Several zoning studies have been adopted, as well.

Neighborhood groups also sponsor special projects responsive to neighborhood needs. For instance, many neighborhoods organized a one-day clean-up with borrowed trucks and volunteer drivers to haul away the accumulation of attics, basements and yards. Several groups co-sponsor recycling centers with the Portland Recycling Center and others sponsor community gardens. Street improvements are underway in a section of North Portland where the neighborhood associations helped residents form local improvement districts to pay the costs. Three youth service centers and two neighborhood field offices are operated by neighborhood associations on a contractual basis with the city. Mini-parks, tree planting and housing projects are other active interests of the neighborhoods.

The advise and advocacy roles of neighborhood associations have been on a neighborhood basis, and only recently have district structures begun to evolve, more particularly in regard to capital improvements plans.

To address the capital improvement needs in neighborhoods, the Office of Planning and Development, in 1974, invited Neighborhood Associations to be involved in Capital Improvements Programming, and 29 neighborhoods responded. Fifteen

filled out the capital budget requests and staff produced a three-year proposed plan for Council review. In 1975, twenty-five neighborhoods participated.

With the collaboration of citizens, the Office of Planning and Development pulled together a program of neighborhood improvements for the Housing and Community Development plan during a six-month period. Citizens then followed up their planning commitment by: a) canvassing door-to-door in St. Johns with information about home loans, b) beginning a rezoning study in the Buckman area, and c) putting up funds in Northwest to match Housing and Development funds for an implementation study in the Thurman-Vaughn area. An arterial street study, a side-stripping project and a city-wide committee working on a housing assistance plan all demonstrated major citizen participation efforts.

An example of a Portland Neighborhood Association is the Northwest District Association which was organized in 1969 as a result of the proposed Good Samaritan Hospital expansion plan. Located in Northwest Portland, the membership is open to all within the area and planning and land use issues have been the Association's primary focus. It filed a suit in 1970 questioning the validity of the proposed I-505 route selection. The attorney services were volunteered, and NWDA later worked with private consultants, the City's Bureau of Planning, the City Council and the Highway Division in selecting another route. The group has incorporated, as a non-profit organization, adopted by-laws and procedures, elects officers and sends representatives to Planning Commission and Council meetings. Edgar Waehrer, a member of the Association's executive board, believes that the organization has had substantial impact on planning and development issues and has implemented several neighborhood livability projects.

A survey of neighborhood associations suggests that the advisory role and project implementation responsibility are equally important to neighborhoods.

Other cities in Multnomah County are beginning to establish formalized structures as a result of the LCDC requirement for citizen involvement in land use decisions. For example, in Troutdale, the City has been divided into eight neighborhoods with a spokesperson identified in each. The spokesperson is responsible for establishing a chairperson and secretary to act as the nucleus of a neighborhood group to participate in the developing and implementing of the comprehensive plan, zoning ordinances and other land use issues.

#### Washington County

To achieve on-going citizen participation, the Washington County Board of Commissioners in February, 1974, established the Community Planning Organization Program. The County was divided into 14 community planning areas and a structure was established to provide for a citizen group in each. The Community Planning Organizations (CPOs) assist in developing community plans by identifying local programs, goals and priorities, making recommendations on all planning activities, conducting various land use related inventories and even recommending detailed land use plans.

CPOs select their own structure, procedures and officers. A Community Development Coordinator working out of the County Extension Service Office serves as liaison between the CPOs and the County, helps publicize the program, provides

information and assistance and is responsible for encouraging citizen participation. The County's Planning Department provides planning information and assistance.

CPO membership is open to all interested residents, property owners and businesses. The County has established minimum responsibilities that each CPO must meet: the membership must be open to all; no mandatory dues can be required; all meetings must be open to the public; and, names and addresses of all officers must be recorded with the Community Development Coordinator.

As of late 1975, CPOs in ten of the 14 areas were meeting on a regular basis and about 800 people are now involved.

Specific CPO Activities have included the following: Raleigh Hills/Garden Home CPO, in an effort to improve communication with government, arranged to post all applications for zone changes, conditional uses, etc. in two grocery stores and a bank in their area. Research and political pressure by the Hillsboro/Orengo CPO resulted in establishing a means for providing a public water supply to Orengo residents. The Gaston Area CPO efforts to remove hazardous conditions on the Scoggins Dam access road, resulted in a commitment from Congress to improve the road.

Gary Peterson, former chairman of CPO #1 and currently the chairman of the Washington County CPO Leaders' Group, indicated that the CPOs are primarily involved in land use community planning, and that, although the CPOs have not yet become involved in social planning, there does appear to be a growing interest in this area. Most of the activities other than the detailed zoning and planning process are responsive in nature -- the CPOs responding to crises and issues. It was his opinion that the CPOs plan an important role in the planning process and that their recommendations and comments are seriously considered by the Planning Commission and Board members.

In a recent evaluation of the program, the following achievements were listed: communication between the citizens and government had been improved; CPOs have provided information through surveys and research that would have otherwise been unavailable to the County; citizens have a better understanding of the planning process; and, a mechanism has been created whereby other agencies (federal, state and local) can receive citizen comments and recommendations.

### Tigard

Tigard's Neighborhood Planning Organization program began in the spring of 1973 to provide an on-going citizen program to detail neighborhood plans based on the 1971 Community Plan. Seven Neighborhood Planning Organization (NPO) areas were defined to consider and act upon a broad range of issues affecting livability, including land use, zoning, housing, human resources, social and recreational programs, traffic and transportation, environmental quality and the comprehensive plan development. NPOs also may review and make recommendations on the budget and manage projects as agreed upon or contracted with public agencies.

NPO membership is open to residents, property owners, businesses and non-profit organizations within the neighborhood boundaries. The initial board membership of each NPO was formed by means of informal neighborhood elections where 12 members were chosen from self-nominated candidates in each NPO. The Council can

modify the proposed membership of the boards to ensure that the NPO is as nearly representative as possible of the major interest groups existing in the neighborhood. Mandatory dues are not allowed and the City provides mailing services and staff assistance through the Planning Department. NPOs have completed three neighborhood plans to date and two more are in progress.

### Clackamas County

Starting in 1969, the County had a rapidly accelerated quantity and quality of citizen involvement in connection with the preparation of various drafts of the County's comprehensive plan which was adopted in August, 1974. In February, 1975, the County hired a coordinator of Community Planning Organizations (CPOs) and citizen involvement. His primary focus has been on organizing unzoned areas of the County, communicating with existing groups and publicizing the program. His current goal is to help simplify governmental procedures so that citizen participation can be more meaningful.

CPOs are engaged in land use inventories, recommendations and zoning and proposing amendments to the comprehensive plan. One of the CPOs, the Overland Park Neighborhood League, with assistance from the County's Planning Director, obtained a Community Development grant to carry out an educational campaign to improve neighborhood livability and health. Four planners have been assigned to assist the CPOs on an on-going basis. The County provided \$8,600 to fund CPO mailings. Membership dues are prohibited and though some CPOs receive minimal funding through voluntary contributions, the program is underfunded according to the Coordinator.

To date, 11 CPOs and neighborhood organizations have been officially recognized by the County; 11 are seeking recognition; four are in initial stages of development; and, five other organizations are formed but are not seeking recognition or are ineligible.

### Milwaukie

In August, 1975, Milwaukie adopted a Neighborhood Council program to enhance citizen access to government and to promote citizen participation through a formalized structure. It was philosophically predicated on the New England town hall and experimentally modeled after a program in Simi Valley, California.

The five Neighborhood Councils (NCs) are recognized as a component of the decision-making process and structure. The NCs are advisory and can make recommendations to the Council and other advisory bodies on all governmental affairs and services in the City. Membership consists of residents 18 years of age or older within the boundaries of the district. Each NC has an executive board of five members, appointed by the City Council, which appoints standing committees on Environmental Planning, Public Safety and Membership and any other necessary ad hoc committees. Communications and recommendations (including minority reports so that the divergent views are expressed) are channeled through the executive board. The City is providing support services to the NCs and \$20,000 was budgeted in 1975 for this program (which includes the salary of a coordinator to assist the NCs in becoming organized).



Lake Oswego

Lake Oswego's adopted citizen involvement program includes the development of on-going neighborhood associations (in accordance with specific criteria) to represent the special concerns of their respective neighborhoods. Neighborhood associations are organized to consider and act upon a broad range of issues affecting neighborhood livability, review and propose budget recommendations and engage in comprehensive planning. Boundaries are established by the associations and membership is open to residents, property owners, businesses and representatives of non-profit organizations. No membership dues are allowed though voluntary contributions are permissible.

The Council has the power of recognition and termination if all the criteria are not met or maintained in regard to by-laws, procedures and accountability. The City provides some mailing and staff assistance to aid the neighborhoods and notifies them of any significant proposals having an affect on land use, zoning, traffic, streets and parks at the time they are submitted by their respective departments. Two neighborhood associations are now active with one more just getting underway.

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A more detailed report on this subject matter entitled "Desriptive Account of Neighborhood and Community Planning Organizations and Citizen Involvement Programs in the Tri-County Area" is available from the Tri-County Local Government Commission.

BC/bjg

CLACKAMAS  
MULTNOMAH  
WASHINGTON

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S. W. Sixth Rm. 244 PORTLAND, OREGON 97201 PHONE: 229-3576

RONALD C. CEASE  
Chairman

CARL M. HALVORSON,  
Vice Chairman

A. McKAY RICH,  
Staff Director

May 14, 1976

MEMORANDUM

TO: TRI-COUNTY COMMISSION  
FROM: A. McKAY RICH *AMR*  
SUBJECT: Cost Comparison of Municipal Services for Homeowners in the Metropolitan Area

BACKGROUND

One of the areas most commonly dealt with in the study of governmental reorganization is the comparison of homeowners' recurring costs. A simple charting of taxes, user charges and other costs is often employed.

On the one hand, such a chart does have some disadvantages. It is simplistic. Creation of the chart involves no budget analysis, no sampling or averaging techniques, and no statistical verification. On the other hand, the chart does provide a quick reference which allows one to compare various parts of the metropolitan area in general terms. More importantly perhaps, it is a readable chart which gives valid general information without the necessity of reading vast amounts of confusing data.

It is the staff's feeling that this chart is a valid tool and that it can be useful to the Commission, as long as it is accepted as a general comparison.

AMR:els

## COST COMPARISON

The following graph compares a number of factors which effect the cost incurred each year by a hypothetical property owner within the metropolitan area. The property owner's home for this comparison is valued at \$30,000 with contents valued at \$15,000. The factors involved are divided into two categories: taxes, including the various school taxes, and taxes to support county; city; fire protection, water, sewer, park and recreation, and vector control districts and the Port of Portland; and user charges and fire insurance, which include charges made for water and sewer, assessments for street lights and fire insurance premiums. The hypothetical home was placed in sixteen different tax code areas in the metropolitan area. Costs within the tax code areas ranged from \$786 to \$1211 and averaged \$1064 for all areas. The tax code areas selected were identified either with the name of the city within which they fell, or with a name generally associated with the surrounding area. In many cases, this identifying name is that of a water district. The areas are: West Linn (3-2), Happy Valley (12-18), Oak Lodge (12-57), Clairmont (29-3), Colton (53-6), Gresham (26), Fairview (240), Hazelwood (109), Lusted (88), Corbett (341), Portland (1), Beaverton (48-4), Cornelius (15-2), Metzger (23-64), Wolf Creek (1-28), Roy (7-2).

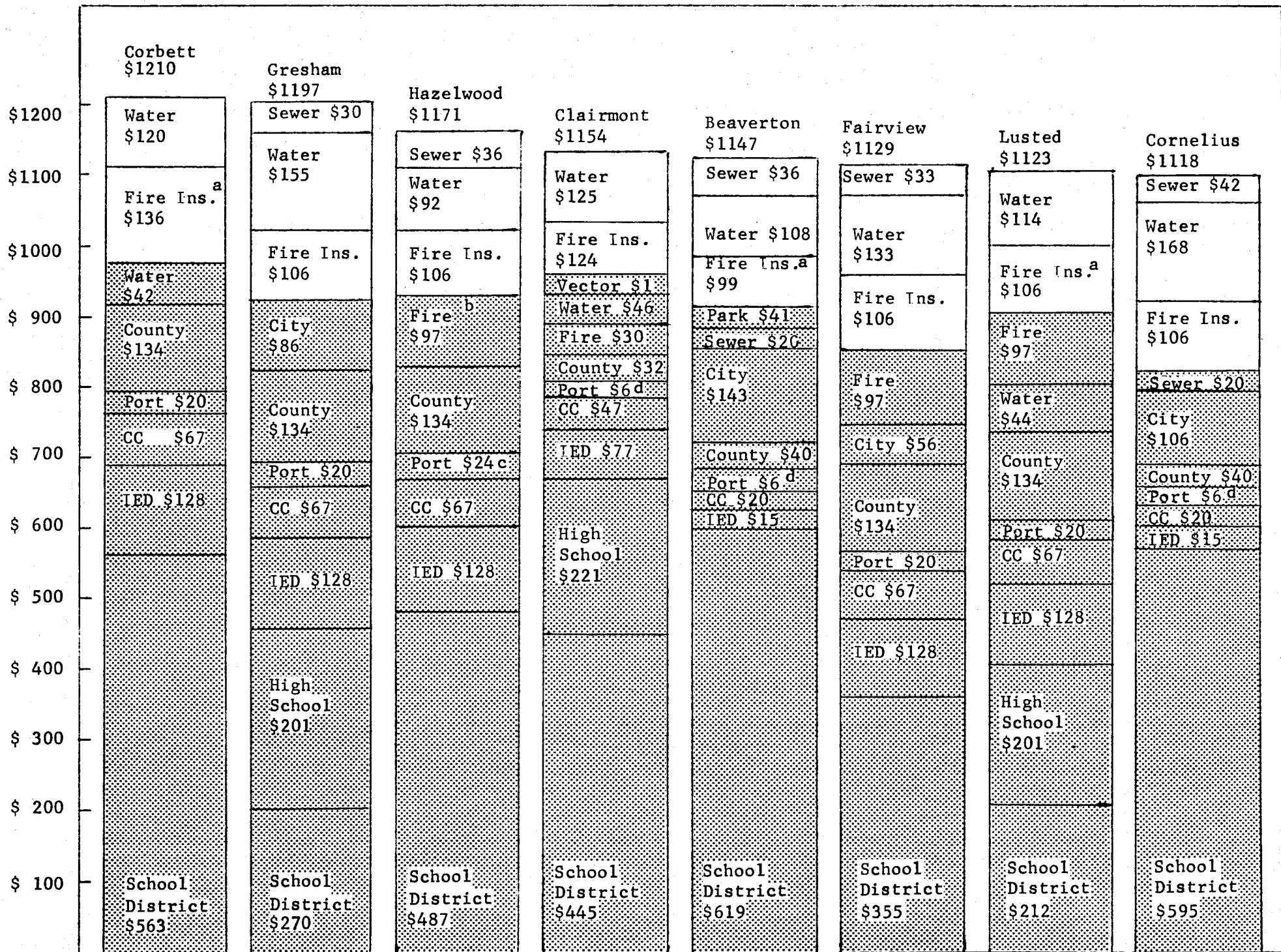
Property taxes ranged from a high of \$955 in Corbett to a low of \$647 in Wolf Creek. More significant is the range of school taxes which comprise a majority of the property tax in most cases. Taxes for schools ranged from \$789 in Clairmont to \$452 in

Portland.

Water user charges were figured on the basis of 1600 cubic feet of water per month for 12 months. User charges ranged from a high of \$168 in Cornelius to a low of \$42 in Colton. Those areas which do not show sewer user charges were served by septic tanks or cess pools. Annual sewer charges ranged from \$42 in Cornelius to \$30 in both Gresham and West Linn.

Fire insurance premiums for the \$30,000 house and furnishings valued at \$15,000 were based on class ratings established in each area by the Insurance Services Organization of Oregon. (The ISO is financed by the insurance companies and uses nationally established grading standards to rate all areas on a scale of 1 to 10.) Six different class ratings were found in the sixteen areas. The annual premiums for the different ratings were: Class 8 (\$136), Class 7 (\$124), Class 6 (\$106), Class 5 (\$106), Class 3 (\$99), and Class 2 (\$99). Fire insurance costs ranged from a high of \$136 in Colton and Corbett to \$99 in Portland, Beaverton and Metzger with most tax code areas falling in the class 5 and 6 (\$106) category.

Source: Clackamas County Assessor  
Multnomah County Assessor  
Washington County Assessor  
Multnomah County Tax Supervising and  
Conservation Commission  
Insurance Services Organization of Oregon  
Individual Cities and Districts



\$1200

\$1100

\$1000

\$ 900

\$ 800

\$ 700

\$ 600

\$ 500

\$ 400

\$ 300

\$ 200

\$ 100

West Linn  
\$1074

Sewer \$30  
Water \$64

Fire Ins.  
\$106

Vector \$1

City  
\$172

County \$32

Port \$6 d

CC \$47

IED \$77

School  
District  
\$539

Portland  
\$1057

Sewer \$36

Water \$61

Fire Ins.  
\$99

City  
\$251

County  
\$134

Port \$24 c

CC \$20

IED \$128

School  
District  
\$304

Colton  
\$1055

Water \$42

Fire Ins.  
\$136

Vector \$1

Water \$29

Fire \$38

County \$32

Port \$6 d

CC \$47

IED \$77

School  
District  
\$647

Oak Lodge  
\$1001

St.Lts.\$21 e

Sewer \$36

Water \$79

Fire Ins.  
\$106

Vector \$1

Sewer \$17

Water \$16

Fire \$68

County \$32

Port \$6 d

CC \$47

IED \$77

School  
District  
\$495

Metzger  
\$977

St.Lts.\$18 f

Sewer \$36

Water  
\$113

Fire Ins.<sup>a</sup>  
\$99

Sewer \$59

Water \$20

Fire \$102

County \$40

Port \$6 d

CC \$20

IED \$15

School  
District  
\$449

Happy Valley  
\$948

Water  
\$116

Fire Ins.  
\$106

Vector \$1

Water \$20

Fire \$48

County \$32

Port \$6 d

CC \$47

IED \$77

School  
District  
\$495

Wolf Creek  
\$883

Water  
\$111

Fire Ins.  
\$124

Sewer \$20

Water \$10

Fire \$43

County \$40

Port \$6 d

CC \$20

IED \$15

High  
School  
\$311

School  
District  
\$183

Roy  
\$787

Fire Ins.  
\$124

Fire \$18

County \$40

Port \$6 d

CC \$20

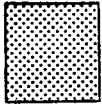
IED \$15

High  
School  
\$311

School  
District  
\$253



User charges and fire insurance.

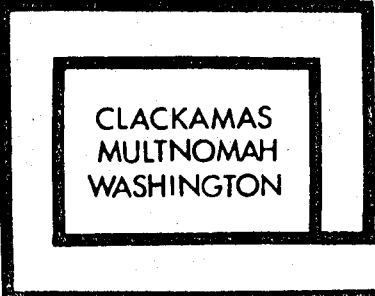


Property taxes.

1. CC - Community College (Clackamas, Mt. Hood or Portland)
2. IED - Intermediate Education District
3. Vector - Vector Control District
4. Park - Tualatin Hills Park & Recreation District
5. St. Lts. - Street Lights

FOOTNOTES:

- a. The Corbett, Beaverton, Lusted and Metzger areas all had more than one fire rating. The rating and corresponding insurance costs shown is the predominant one for the respective areas. A small number of homes within those areas may have different fire insurance costs, however.
- b. R.F.P.D. No. 10 has recently been re-rated and is hopeful that its insurance rating will drop as a result. This, in turn, would likely lower the amounts shown for areas covered by the district. However, the Insurance Services Organization which does the rating will not officially complete the re-rating procedure for several months, so the amounts in this chart reflect the old rating.
- c. Area liable for Port of Portland bonded debt prior to 1963.
- d. Area became part of Port in 1975 and not liable for debts incurred prior to then.
- e. Not all areas are lighted, but entire area is within a county service district for street lighting. If service is provided, rates per household per year are \$14, \$17, \$21 and \$24 this year depending on size of area lighted. Next year (76-77), rates will be \$15, \$21, and \$25. \$21 was chosen as an average cost.
- f. Not all areas are lighted, but the entire area is within a county service district for street lighting. Seven categories (A-G) represent costs ranging from A (\$10 - \$12 per household per year) to G (\$28 - \$30 per household per year). Average cost is estimated to be \$18.



TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S. W. Sixth Rm. 244 PORTLAND, OREGON 97201 PHONE: 229-3576

RONALD C. CEASE, Chairman
CARL M. HALVORSON, Vice Chairman
A. MCKAY RICH, Staff Director

May 17, 1976

MEMORANDUM

TO: FULL COMMISSION
FROM: MCKAY RICH
RE: MODELS II AND III SELECTED BY THE COMMISSION AT COAST CONFERENCE

Following are brief descriptions of the two general models adopted April 11, with a listing of some advantages and disadvantages of each:

MODEL II - TWO-TIER

The basic concept of two-tier government provides for an area-wide or upper-tier unit of government to provide those services which either require a large geographical base or which benefit from economies of scale.

The upper-tier unit handles matters of regional concern and provides for greater governmental effectiveness and efficiency. It gives political identity to the area-wide community. The lower-tier units provide for greater citizen access and participation.

Model II envisions the upper-tier government as a single county government encompassing that area now found within Clackamas, Multnomah and Washington counties. That government, however structured, would provide all the area-wide services, including those now provided by the regional governments.

The lower-tier governments would be the existing cities, possibly some new cities, and rural and urban community districts which would be political subdivisions of the county. The model implies the inclusion of all parts of the new county in some form of lower-tier government.

Advantages:

- 1) Offers a simplification of the present, fragmented governmental structure;
- 2) Preserves local control of some governmental services;
- 3) Allows flexibility in the level of services to be provided to various areas. Each lower-tier unit would set its own service priorities in regard to those services which it controls;
- 4) May lower levels of distrust toward and alienation from government by providing an environment where citizens feel the government is closer to them, more controllable, and, perhaps, more responsive;
- 5) May create a more intensive political environment. Politics may become more visible and accessible to people, resulting in an increase in participation and a decrease in apathy among the citizens;
- 6) Recognizes areas within the region which tend to be natural communities;
- 7) Provides area-wide control of matters affecting the broader community;
- 8) Provides a level able to benefit from economies of scale;
- 9) Provides a unit with broad enough jurisdiction to achieve greater equity;
- 10) Enables longer range physical planning and planning for capital expenditures than is currently possible by individual units.

Disadvantages:

- 1) The system remains fairly complex, and citizens may have a difficult time discerning which level of government should be held responsible for specific decisions;
- 2) There may be continuing conflicts in determining which responsibilities belong at each level.
- 3) Citizens may view the upper-tier as remote, with limited citizen access;
- 4) There may be difficulties in establishing lower-tier boundaries;
- 5) The system may have low political feasibility in the short run.



MODEL III - THREE-TIER

Model III provides for a limited-purpose upper-tier Tri-County Council responsible only for those area-wide services specifically assigned to it by statute or intergovernmental agreements. Operating regional governments would be merged into or subject to varying degrees of controls by the Council.

Cities and counties would comprise the middle-tier governments and would continue to provide many of the services they now provide, except for those assigned up to the Tri-County Council and those assigned down to the lower-tier governments.

The lower-tier governments would be rural and urban community districts - probably political subdivisions of the unincorporated portions of the counties and of the larger existing cities. Lower-tier governments would provide those services or exercise those responsibilities which should be performed at a level closer to the people than is currently the case with the existing cities or counties.

Advantages:

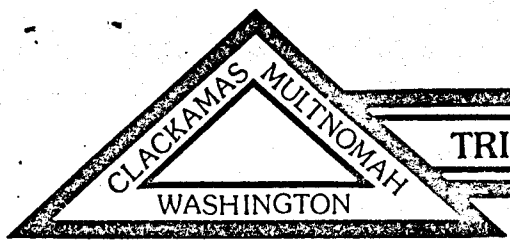
- 1) Provides a general-purpose unit for addressing matters of area-wide concern;
- 2) Provides for co-ordination of activities of various regional and local units of government;
- 3) Provides a level able to benefit from economies of scale;
- 4) Poses less threat to existing units of government, thereby enhancing its political feasibility;
- 5) Offers some simplification of the existing fragmented system;
- 6) Allows flexibility in the level of services to be provided to various areas;
- 7) Preserves local control of most governmental services;
- 8) Provides a large number of access points for involvement of public;
- 9) Provides a means for achieving greater equity;
- 10) Provides a very flexible system, particularly in what might be assigned to the upper or lower tiers.

Disadvantages:

- 1) The system remains complex, and citizens may continue to be confused when trying to determine which level of government should be held accountable for specific decisions;

- 2) Citizens may view the upper-tier as remote and not controllable by them - - particularly, if the governing body of that tier is non-elective;
- 3) There may be difficulty in assigning responsibilities to lower-tier governments and financing them;
- 4) Existing units of government may resist any attempt to allocate functions or decision-making authority, either to the upper or lower tier units.

It should be pointed out that, in today's complex society, there will be considerable sharing of powers among the levels and units of government. Consequently, the structures and processes proposed in either Model II or III should have a heavy emphasis on achieving positive intergovernmental relations.



TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
Vice Chairman  
A. McKay RICH  
Staff Director

MAY 24, 1976

TO: COMMISSION MEMBERS  
FROM: CORKY KIRKPATRICK AND BILL CROSS  
RE: COMMUNITY INVOLVEMENT PROGRAM

John BAILEY  
Herb BALLIN  
Marlene BAYLESS  
Mary-Elizabeth BLUNT  
Philip R. BOGUE  
Ilo BONYHADI  
Alan BRICKLEY  
Dennis BUCHANAN  
Albert BULLIER, Sr.  
Joy BURGESS  
Ted CLARNO  
Elsa COLEMAN  
John FREWING  
Dean GISVOLD  
William GREGORY  
Lloyd HAMMEL  
Hazel G. HAYS  
Stephen B. HERRELL  
Nancy HOOVER  
Barbara JAEGER  
Leland JOHNSON  
Martin JOHNSON  
Charles JORDAN  
Hugh KALANI  
Julie KELLER  
Corky KIRKPATRICK  
Loyal LANG  
Robert LANDAUER  
Ed LINDQUIST  
Harold LINSTONE  
Raymond MAIER  
Tom MARSH  
G. H. MATTERS DORFF  
Wanda MAYS  
Maria Elena Bazan  
McCRAKEN  
Hugh McGILVRA  
Douglas MONTGOMERY  
William MOSHOFSKY  
Gary NEES  
Jack NELSON  
John NIGHTINGALE  
Mary OPRAY  
Mary RIEKE  
Frank ROBERTS  
Edward ROSENBAUM  
Fred RUSSELL  
Betty SCHEDEEN  
Robert SCHUMACHER  
Mildred SCHWAB  
Virginia SEIDEL  
Mike SHEPHERD  
Robert SIMPSON  
Estes SNEDECOR  
Larry SPRECHER  
Marlene STAHL  
Ardis STEVENSON  
Donna STUHR  
Steve TELFER  
Ora Faye THORGERSON  
Jerry TIPPENS  
William B. WEBBER  
Julie WILLIAMSON  
Roger W. YOST

In addition to the previously described public information and citizen involvement program, the Public Information Committee is also developing a Community Involvement Program. This will include a special effort to work with community groups and civic leaders that have traditionally been involved or interested in local government improvement.

The Commission needs to provide an opportunity for community groups to contribute positively to the development of alternatives during Phase II. And, as the Commission moves from tentative adoption of alternatives to final recommendations this fall, we need to secure support from these groups and individuals with regard to those recommendations. Recognizing that it will be impossible to obtain unanimous support, an evaluation of the objectives, the impact and the nature of the political constituencies of the various groups will be necessary so that the Commission will be able to develop recommendations that are pragmatic, marketable and yet meaningful.

We need your help!

We need your expertise in defining and analyzing the nature of the political turf, the players (civic leaders and community groups), and how best to approach them. We need to know who the "movers and shakers" are in your area, the nature of their clout or political constituency, and who should contact them. Community leaders and groups that we should consider include: state legislators and state-wide officials; local government officials and administrators; media; commercial interests/Chambers of Commerce/real estate interests/banks; labor and public employee unions; civic groups/Leagues of Women Voters/homeowner and taxpayer groups; neighborhood and community planning organizations; and minority groups.

In addition, your knowledge of specific situations or issues that could be capitalized on, in terms of publicizing the existence of governmental problems, will help build a broader recognition for the need for reform. Examples of this type of information include: the recent conflict between Milwaukie and Clackamas County over

library services and their financing; an individual who lives on the boundary of two school districts and gets taxed by both; the business tax conflict between Portland and Multnomah County; and the number of permits necessary to operate a grocery store or restaurant. Any specifics which help point out the problems of government duplication or fragmentation will help us emphasize the need for change. (Nothing is too unimportant as often times the smallest problems are the most frustrating.)

The attached form can be used to help the Commission in identifying the various players, or contact Bill Cross with any information you feel should be considered. Specific "problem" information should also be forwarded to Bill Cross.

To achieve the best results possible, we need your help and participation in this project.

BC:els

Attached form for Community Involvement Information

COMMUNITY INVOLVEMENT INFORMATION FORM

Name of Individual or Group and Leaders Within the Group	Nature of Political Base and Clout	How Individual or Group Should Be Contacted and By Whom

BC:els  
May 24, 1976

C-59

CLACKAMAS  
MULTNOMAH  
WASHINGTON

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. 6th Ave PORTLAND, OREGON 97201

PHONE: 229-3576

RONALD C. CEASE,  
Chairman

CARL M. HALVORSON,  
Vice Chairman

A. McKAY RICH,  
Staff Director

May 26, 1976

M E M O

TO: COMMISSION MEMBERS

FROM: RON CEASE

*R. Cease*

RE: PHASE II COMMITTEES

After considering the few requests we had for changes, attached are the committee assignments for Phase II. Phase II committees will review the functions or aspects of functions assigned to them and determine:

1. Whether they are essential or optional for performance by local or regional governments, and
2. Which level or levels of government should provide them.

These committee activities should proceed within the framework of the goals and guidelines adopted by the Commission April 11th.

RC:rr

EXECUTIVE COMMITTEE

Ronald C. Cease, Chairperson  
 Carl Halvorson, Vice-Chairperson

John Bailey  
 Wanda Mays  
 Jack Nelson

Jack Nightingale  
 Frank Roberts  
 Robert Schumacher

Ardis Stevenson  
 Donna Stuhr  
 Jerry Tippens

A. McKay Rich, Staff Director; Barbara Garbutt, Administrative Secretary

I. HUMAN SERVICES - Tues. noon

Staff - Bruce Etlinger and  
 Chuck Bukowsky

Roger Yost, Chairperson  
 Mary Rieke, Vice-Chairperson  
 Marlene Bayless  
 John Frewing  
 Hazel Hayes  
 Charles Jordan  
 Raymond Maier  
 Harold Linstone  
 Maria Elena Bazan McCracken  
 Douglas Montgomery  
 Edward Rosenbaum  
 Virginia Seidel

II. PUBLIC WORKS & PUBLIC TRANSPORTATION

Staff - Chuck Bukowsky - Wed. noon

Robert Simpson, Chairperson  
 Ilo Bonyhadi, Vice-Chairperson  
 Herb Ballin  
 Ted Clarno  
 Nancy Hoover  
 Leland Johnson  
 Ed Lindquist  
 Jack Nelson  
 Fred Russell  
 Robert Schumacher  
 Mildred Schwab  
 Estes Snedecor  
 Jerry Tippens  
 William B. Webber  
 Julie Williamson

III. LAND USE, RECREATIONAL & CULTURAL ACTIVITIES - Tues. noon

Staff - Brom Lamb & Ken Martin

Dean Gisvold, Chairperson  
 Stephen Herrell, Vice-Chairperson  
 Mary-Elizabeth Blunt  
 Alan Brickley  
 Albert Bullier  
 Barbara Jaeger  
 Martin Johnson  
 Corky Kirkpatrick  
 Loyal Lang  
 William Moshofsky  
 Larry Sprecher  
 Ardis Stevenson  
 Ora Faye Thorgerson

IV. PUBLIC SAFETY - Mon. 4:00

Staff - Chuck Bukowsky

Elsa Coleman, Chairperson  
 Lloyd Hammel, Vice-Chairperson  
 Hugh Kalani  
 Julie Keller  
 Tom Marsh  
 Gary Nees  
 Jack Nightingale  
 Mary Opray  
 Betty Schedeen  
 Mike Shepherd

V. FINANCE, TAXATION, ADMINISTRATIVE SERV.

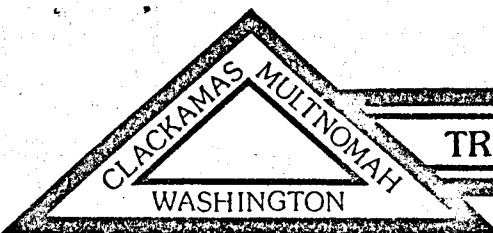
Staff - Lamb & Martin - Thurs. noon

Steve Telfer, Chairperson  
 Marlene Stahl, Vice-Chairperson  
 John Bailey  
 Philip Bogue  
 Dennis Buchanan  
 Joy Burgess  
 William Gregory  
 Robert Landauer  
 Gus Mattersdorff  
 Wanda Mays  
 Hugh McGilvra  
 Frank Roberts  
 Donna Stuhr

PUBLIC INFORMATION

Staff - Bill Cross

Corky Kirkpatrick, Chairperson  
 Marlene Bayless  
 Carl Halvorson  
 Robert Landauer  
 Wanda Mays  
 Hugh McGilvra  
 Frank Roberts  
 Jerry Tippens



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Vice Chairman
A. McKay RICH
Staff Director

June 2, 1976

MEMO

TO: FULL COMMISSION
FROM: A. M. Rich AR
RE: ASSIGNMENT OF FUNCTIONS

Attached are some examples of functional assignments as they are found in existing governments or as they were proposed by various initiating bodies. I am not suggesting that any of these assignment patterns fit here - they are simply illustrative.

- John BAILEY
Herb BALLIN
Marlene BAYLESS
Mary-Elizabeth BLUNT
Philip R. BOGUE
Ilo BONYHADI
Alan BRICKLEY
Dennis BUCHANAN
Albert BULLIER, Sr.
Joy BURGESS
Ted CLARNO
Elsa COLEMAN
John FREWING
Dean GISVOLD
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Lloyd HAMMEL
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Charles JORDAN
Hugh KALANI
Julie KELLER
Corky KIPKPATRICK
Loyal LANG
Robert LANDAUER
Ed LINDQUIST
Harold LINSTONE
Raymond MAIER
Tom MARSH
G. H. MATTERS DORFF
Wanda MAYS
Maria Elena Bazan
McCRACKEN
Hugh McGILVRA
Douglas MONTGOMERY
William MOSHOFSKY
Gary NEES
Jack NELSON
John NIGHTINGALE
Mary OPRAY
Mary RIEKE
Frank ROBERTS
Edward ROSENBAUM
Fred RUSSELL
Betty SCHEDEEN
Robert SCHUMACHER
Mildred SCHWAB
Virginia SEIDEL
Mike SHEPHERD
Robert SIMPSON
Estes SNEDECOR
Larry SPRECHER
Marlene STAHL
Ardis STEVENSON
Donna STUHR
Steve TELFER
Ora Faye THORGERSON
Jerry TIPPENS
William B. WEBBER
Julie WILLIAMSON
Roger W. YOST

AMR/bjg

Attch:



# 3

## Successful Centralizing Reorganizations

*William H. Wilken*

Following the Second World War, unprecedented metropolitan growth placed a severe strain on the capacity of many local governments to deliver public services. Small in scale and often limited in resources, many local governments were simply unequal to the task of coping with the demands and needs presented by change. Consequently, many civic reformers recommended steps that would merge small scale units of government into large ones.

### Toronto

Following the consolidation of Baton Rouge and East Baton Rouge Parish in 1949, reformers' proposals for centralization met one defeat after another until 1953 when the Province of Ontario created Metropolitan Toronto, a federation of 6 municipalities. (When created, the federation had 13 municipalities, but this number was reduced to 6 in 1966.) With about 2 million residents, Metropolitan Toronto is North America's most populous "metro" jurisdiction. As such, it encompasses localities that are as socio-economically diverse as any in our large metropolitan areas, save for the absence of non-whites.

The Toronto federation was created in the hope that it would provide the public resources that could meet the problems of decline in the central city and the dislocations of growth in the suburbs. Imposed by the Ontario Municipal Board, the federation assigns functions or powers over functions to three different types of jurisdictions: an areawide unit, Metro Toronto; 6 municipalities; and over 100 "special body" authorities that operate both locally and areawide.<sup>1</sup>

The prevailing division of functions has been conditioned mainly by three considerations. The most significant has been the desire of the Ontario Municipal Board to reconcile areawide needs with local autonomy. A second factor has been Canada's faith in non-political boards, especially in relatively technical areas. And a third factor has been experience, although, as some suggest, Toronto's experience probably has been employed more in the rest of Canada than at home.<sup>2</sup>

Due to these considerations, a high degree of functional power and authority is not only centralized, but decentralized as well. As Table 3-1 discloses, all

Table 3-1  
The Functional Organization of the Municipality of Metropolitan Toronto, 1972

Function	Local Jurisdiction Responsible		
	Metro	Municipality <sup>1</sup>	Other <sup>2</sup>
Education		X	X <sup>3</sup>
Health	X		
Hospitals	X	X	
Welfare	X	X	
Police	X	X	X <sup>4</sup>
Fire		X	
Highways	X	X	X <sup>5</sup>
Mass Transit			X <sup>6</sup>
Airports <sup>7</sup>			
Planning <sup>8</sup>	X	X	X <sup>9</sup>
Zoning		X	
Housing	X	X	X <sup>10</sup>
Urban Renewal	X	X	
Sanitary Sewerage	X	X	
Drainage	X	X	
Refuse Collection		X	
Refuse Disposal	X		
Water Supply	X	X	
Parks and Recreation	X <sup>16</sup>	X	X <sup>11</sup>
Libraries		X	X <sup>12</sup>
Courts <sup>5</sup>			
Jails	X		
Personnel	X	X	X
Purchasing	X	X	X
Records	X	X	X
Assessment <sup>13</sup>			
Taxation	X <sup>14</sup>	X	X
Borrowing	X	X <sup>17</sup>	

<sup>1</sup> There are 6 municipalities: the City of Toronto and the Boroughs of East York, Etobicoke, North York, Scarborough, and York. Importantly, all of the municipalities have distinctive structural characteristics that are obscured by this exhibit.

<sup>2</sup> In 1969, Metropolitan Toronto had 101 "special body" governments, 19 of which operated areawide. The only major special body unit not designated by subsequent notes is the Metropolitan Toronto Licensing Board.

<sup>3</sup> Metropolitan Toronto School Board; Metropolitan Toronto Separate School Board.

<sup>4</sup> Metropolitan Board of Commissioners of Police.

<sup>5</sup> Toronto and York Roads Commission.

<sup>6</sup> Toronto Transit Commission.

<sup>7</sup> Airports are a federal function.

<sup>8</sup> Metropolitan Toronto Planning Board.

Table 3-1 (cont.)

<sup>9</sup>Metropolitan Toronto also is part of a superior planning region, The Toronto-Centered Region.

<sup>10</sup>Metropolitan Toronto Housing Company Limited.

<sup>11</sup>Metropolitan Toronto and Region Conservation Authority.

<sup>12</sup>Metropolitan Toronto Library Board.

<sup>13</sup>Assessment assumed by the Province of Ontario in 1969.

<sup>14</sup>Metro Toronto has no power to issue tax bills but does have the power to propose areawide levies, which, if approved by the Metro Council, are collected locally.

<sup>15</sup>Virtually all court functions are performed by the Province of Ontario.

<sup>16</sup>Metro Toronto does not supply recreation services for community centers.

<sup>17</sup>Municipalities have the power to initiate proposals for borrowing.

functions except fire protection and mass transit are allocated both to the areawide level and the local level.<sup>3</sup> Functional power and authority, however, are not shared on an equal basis. While Metro Toronto tends to exercise greater power over "developmental" functions such as highway and main sewer line construction, the municipalities tend to exercise greater power over traditionally local "maintenance" functions such as refuse collection, secondary street upkeep, and public school operation. Similarly, Metro Toronto is empowered to play a superior role in setting standards for most "regulatory" functions such as planning and zoning, but localities are given what amounts to a free rein to administer them in keeping with the guidelines. And in the same vein, the Metro government has the power to levy taxes but must depend on its 6 municipalities to collect them as a portion of their own local taxes.

While such checks and balances reflect the desire to weigh local interest against areawide need, the important functions allocated to "special body" authorities reflect a strong preference for politically neutral competency, particularly in somewhat technical areas. Yet, as in the case of Metro Toronto and the municipalities, only one authority, the Toronto Transit Commission, has essentially exclusive powers. This, however, is not to suggest that the other authorities are powerless. In fact, nothing could be less correct, especially in the case of the School Board, which since 1966 has been empowered to establish a uniform school tax rate for the entire area and to set permissible allowances for local supplements.

Considered in another context, the assignment of rate-setting powers to the Metro School Board is one of several important steps that has moved the Toronto federation toward greater centralization. Others include increasing areawide performance of welfare and police functions as well as the development of the Toronto-Centered Region. Naturally, none of these steps have been taken without opposition. Opposition, to the Toronto-Centered Region, however, has been particularly sharp. Created by the Province of Ontario in 1970, the Toronto-Centered Region is a planning and development agency with powers superior to those held by any jurisdiction in Toronto.<sup>4</sup>

✓

Although steps have been taken to enhance the importance of Metro Toronto, little has been done to increase citizen representation. To be sure, there has been an increase in the membership of the Metro Council, the areawide governing body. The Council, however, remains an indirectly elected body of municipal officials headed by an internally selected chairman resembling a weak mayor.

Metro Council

The Metro Council is the governing body of the Metropolitan Toronto area. It is composed of representatives from the five constituent municipalities. The Council is responsible for the overall administration of the Metro area, including the setting of rates and the approval of major capital projects.

Established in 1953, the Metro Council was created to coordinate the services of the five municipalities. The Council's membership has increased over the years, but it remains an indirectly elected body. The Council is headed by a chairman who is selected by the Council members. The Council meets regularly to discuss and approve the Metro budget and other important matters.

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**Denver**

The Colorado General Assembly on May 22, 1972, passed the Service Authority Act of 1972, which authorized the establishment of a service authority through voter approval and the assumption of services currently being provided by regional agencies.<sup>12</sup> If approved by a majority of voters in each county within a service authority area, the authority would provide one or more of the following services:

1. Domestic water collection, treatment, and distribution
2. Urban drainage and flood control
3. Sewage treatment, collection, and disposal
4. Public surface transportation
5. Collection and disposal of solid waste (if existing service is inadequate)
6. Parks and recreation
7. Libraries
8. Fire protection
9. Hospital, nursing home, medical care facilities, services, ambulance
10. Museums, zoos, art galleries, theaters, cultural facilities
11. Housing
12. Weed and pest control
13. Management services (purchasing, computer, equipment, and procurement)
14. Local gas or electric services
15. Jails and rehabilitation
16. Land and soil preservation.

Regional planning was designated a mandatory function and was included under the general powers section. The authority could be authorized to assume responsibilities for functions presently offered by the Urban Drainage and Flood Control District and the Metro Sewage Disposal District. The Denver Regional Council of Governments would automatically become a part of the Denver service authority.

A proposal to establish such an authority for the 4-county Denver region was narrowly defeated by a 612 vote margin in 1973. An Organizational Commission decided to place only 3 of the 16 possible services on the initial ballot: management services, land and soil preservation, and solid waste disposal. A 0.2 mill levy would have been used to fund the planning functions of the authority, with no levy for any of the 3 services. If the referendum had passed, a reevaluation was planned to analyze additional services for future voter consideration.<sup>13</sup>

**Regional Government for Ontario  
and Other Foreign Models**

The Ontario Committee on Taxation recommended in 1967 a scheme of regional governments as an intermediate tier between the province and its local municipalities and school boards.<sup>14</sup> The Committee distinguished between different classes of regions: metropolitan, urbanizing, and county. Then they postulated a fourfold classification of functions: exclusively regional, shared between regions and the province, shared between regions and local governments, and exclusively local.<sup>15</sup> Exclusively regional functions included:

1. Regional and local tax assessment
2. Regional and local tax collection
3. Levying, collecting, or receiving non-property taxes
4. Capital borrowing for region and local authorities
5. Arterial roads
6. Public health
7. Secondary schooling
8. Public welfare
9. Regional parks and recreation
10. Conservation
11. Setting of standards and coordination of protection services.

Functions shared between regions and the province included:

1. Hospital facilities planning
2. Regional planning.

Functions shared between regions and local governments:

1. Levying property taxes
2. Library services
3. Water supply and distribution
4. Sewage collection and disposal
5. Garbage disposal

Exclusively local functions:

1. Local planning, zoning, and building bylaws
2. Licenses and permits
3. Police
4. Fire
5. Parking

- 6. Weed and pest control
- 7. Street lighting
- 8. Traffic control
- 9. Local roads and streets
- 10. Sidewalks
- 11. Storm drainage
- 12. Garbage collection
- 13. Elementary schools
- 14. Local parks and recreation
- 15. Community centers and areas
- 16. Markets and weight and scales
- 17. Cemeteries
- 18. Electricity
- 19. Transit
- 20. Other utilities

*Local Government for England*

In 1969, the Royal Commission on Local Government in England made public its recommendations for authorities, boundaries, functions, and division of local government in England.<sup>16</sup> They recommended that England, outside of London, should be divided into 61 new local government areas, each covering town and country. In 58 of the 61 new areas, one authority should be responsible for all local government services. In the 3 metropolitan areas around Birmingham, Liverpool and Manchester, responsibility for services should be divided between a metropolitan authority whose key functions would be planning, transportation and major development, and a number of metropolitan district authorities whose key functions would be education, personal social services, health, and housing.

While unitary authorities would be responsible for the whole range of local government services, in metropolitan areas services would be divided between two tiers as follows:

**Metropolitan Authority:**

- 1. Planning, Building Regulations, Transportation, Intelligence
- 2. Housing—set policy, building, rent policy
- 3. Water supply—main sewerage, sewage disposal, refuse disposal, clean air
- 4. Museums, galleries, promotion of the arts and entertainment, and recreation for whole metropolitan area
- 5. Police—special case because 7 police districts currently in existence outside of London
- 6. Fire and ambulances.

Metropolitan district councils:

1. Education—to include libraries and youth employment
2. Personal social services and personal health services
3. Housing—building and management within framework of metropolitan policy
4. Local sewers, drains, refuse collection, enforcement of clean air studies
5. Museums, galleries, promotion of arts, entertainment in interest of localities
6. Consumer measures—food, drugs, weights and measures, licensing registration.

The 62 new local government areas would be grouped together with Greater London in 8 provinces, each with its own council whose key function would be to settle the provincial strategy and planning framework within which the other authorities would operate.

Notes

1. Public Administration Service, *The Government of Metropolitan Sacramento* (Chicago: P.A.S., 1957).
2. Lyle C. Fitch, et al., *Partnership for Progress* (N.Y.: Institute of Public Administration, 1970), p. 57.
3. Report of the Charlotte-Mecklenburg Charter Commission, *Responsible Responsive Government*, 1971.
4. Cleveland Metropolitan Services Commission, *Government Organization for Metropolitan Cleveland*, 1959, and *Prologue to Progress*, 1959.
5. Cleveland Metropolitan Services Commission, *Public Health in Greater Cleveland*, 1958. *Public Welfare in Metropolitan Cleveland*, *Public Libraries in Cuyahoga County*, 1959; Cleveland Metropolitan Services Commission, *Public Recreation in Metropolitan Cleveland*, 1968, and *Public Education in Cuyahoga County*, 1959.
6. Cleveland Metropolitan Services Commission, *Transportation in Greater Cleveland*, 1958.
7. Cleveland Metropolitan Services Commission, *Refuse Collection and Disposal in Cuyahoga County*, 1958; Cleveland Metropolitan Services Commission, *Sanitary Sewerage and Storm Drainage in Greater Cleveland*, 1958.
8. Cleveland Metropolitan Services Commission, *Land Use Planning and Control in Metropolitan Cleveland*, 1959.
9. Cleveland Metropolitan Services Commission, *Police Protection in Cuyahoga County*, 1958.
10. Cleveland Metropolitan Services Commission, *Fire Protection in Metropolitan Cleveland*, 1958.
11. For extended discussion, see John C. Bollens, *Exploring the Metropolitan Community* (Berkeley: University of California Press, 1964) and Henry J. Schmandt et al., *Metropolitan Reform in St. Louis: A Case Study* (New York: Holt, Rinehart, and Winston, 1961).



12. Denver Regional Council of Governments, *An Approach to Regional Services: The Colorado Service Authority Act of 1972*, Denver, 1972.
13. National Association of Regional Councils, *Newsletter*, October 9, 1973, p. 2.
14. The Ontario Committee on Taxation, *The Local Revenue System*, Volume II, 1967.
15. *Ibid.*, p. 522.
16. *Royal Commission on Local Government in England, 1966-1969*, Volume I (London: Her Majesty's Stationery Office, 1969), p. 69.

Table 9-1  
The Assignment of Governmental Functions, by Tier, in Greater London, 1971-72

Function	Greater London Council	Local Borough Council
Planning	<ol style="list-style-type: none"> <li>1. Strategic planning</li> <li>2. Development plan for GL</li> <li>3. Major planning application</li> </ol>	<ol style="list-style-type: none"> <li>1. Borough planning (within framework of strategic planning)</li> <li>2. All planning applications (excluding those reserved for GLC)</li> </ol>
Roads	<ol style="list-style-type: none"> <li>1. Metropolitan roads: construction, improvement, maintenance, lighting (584 miles)</li> <li>2. Thames bridges and tunnels (other than 4 city bridges)</li> </ol>	<ol style="list-style-type: none"> <li>1. Other than metropolitan roads: construction, improvement, maintenance, lighting (7,800 miles)</li> </ol>
Traffic	<ol style="list-style-type: none"> <li>1. Major traffic authority for all roads excluding truck roads</li> <li>2. Pedestrian traffic</li> </ol>	<ol style="list-style-type: none"> <li>1. Street parking schemes and off street car parks within GLC framework</li> </ol>
Housing	<ol style="list-style-type: none"> <li>1. General housing responsibility for GL:<sup>a</sup> <ol style="list-style-type: none"> <li>a. New building</li> <li>b. Improving old building</li> <li>c. Managing, maintaining and its stock of homes</li> </ol> </li> <li>2. Finding homes for landowners outside GL (including new and expanding towns)</li> </ol>	<ol style="list-style-type: none"> <li>1. Primary housing authorities:<sup>a</sup> <ol style="list-style-type: none"> <li>a. Provide new housing</li> <li>b. Carry out improvement schemes</li> <li>c. Offer loans for home purchase</li> </ol> </li> </ol>
Parks	<ol style="list-style-type: none"> <li>1. Regional parks and open spaces</li> </ol>	<ol style="list-style-type: none"> <li>1. Local parks and open spaces</li> </ol>

Licensing

- 1. Licenses in premises storing petroleum spirit; entertainment; films; greyhound tracks for betting
- 2. Agent for department of environment for licenses on motor vehicles and drivers<sup>b</sup>

Sewerage, sewerage treatment and disposal

- 1. Main drainage (main sewers, sewerage treatment and disposal works) in G1 sewerage area

- 1. Local drainage and sewerage other than main sewers

Land drainage

- 1. Sole authority over main metropolitan watercourses (Brent, Ravensbourne, Wandle)

- 1. Some LBC and GLC exercise similar control over other metropolitan watercourses, e.g., tributaries of main watercourses

Refuse collection and disposal

- 1. Disposal from GL

- 1. Refuse collection

Civil Defense

- 1. 'Care and maintenance' and emergency planning<sup>c</sup>

Control of construction of buildings

- 1. Control over inner London (some powers delegated to LBC)

- 1. Control over outer LBC's

Entertainment

Each can provide any kind of entertainment: theaters, concert halls, dance halls, open-air entertainments in parks and open spaces under respective control

Education

- 1. ILEA (Special committee of GLC) provides education for 12 inner-London boroughs and the city

- 1. Provision of education and career services for 20 outer London boroughs

<sup>a</sup>Presently exercises nearly all general housing powers of old LCC; eventually will require approval of LBC concerned to provide housing to London; 4/1/71 transfer of 44,000 homes to LBC.

<sup>b</sup>To be transferred to computerized national system.

<sup>c</sup>Major planning by government.

Source: Greater London Council, *Greater London Services: 1971-72* (London: HMSO, October 1971).





TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

Ronald C. CEASE  
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A. McKay RICH  
Staff Director

June 9, 1976

M E M O

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Ora Faye THORGERSON  
Jerry TIPPENS  
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Julie WILLIAMSON  
Roger W. YOST

TO: Full Commission  
FROM: Kay Rich *AK*  
RE: Budget Revisions

In order, a) to keep the budget more in line with actual costs, b) to specify a special allocation for the public information program, and c) to allocate costs to categories as they are defined by NAPA, the Executive Committee approved the attached revised budget. Three thousand dollars previously in Consultants was transferred to the new category "Public Information Program" and \$2000 was transferred from travel to Conference Costs.

Note that the \$3000 figure does not represent the full cost of the public information program. The salaries of the public information officer and secretarial support plus parts of other categories under materials and services will bring support for that program to about \$24,000.

AMR/bjg

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

Budget December 1975 to May 1977

Revised June 9, 1976

PERSONAL SERVICES

Full Time	\$ 88,042
Payroll Costs @ 14%	<u>12,326</u>
Sub-Total	\$100,368

MATERIALS AND SERVICES

Consultants (includes part-time help)	\$ 18,132
Office Rent & Equipment	9,000
Duplicating/printing	6,000
Communications	4,000
Travel/subsistence	3,000
Conference costs	4,000
Supplies	2,500
Public Information Program	<u>3,000</u>
Sub-Total	\$ 49,632

\$150,000

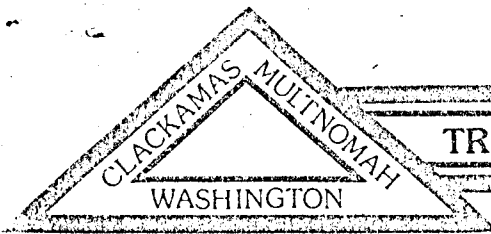
REVENUE SOURCES

Local contributions	\$ 50,000
NAPA Grant	<u>100,000</u>
	\$150,000

PERSONAL SERVICES DETAIL

Staff Director (18 months)	\$ 37,500
Research Associate (12 months)	16,000
Public Information Officer (17 months)	20,542
Administrative Secretary (18 months)	14,000
Payroll Costs	<u>12,326</u>
Total	\$100,368

Corky



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Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
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A. McKay RICH  
Staff Director

June 14, 1976

TO: Ron Cease

FROM: Bill Cross

RE: Meetings with Tri-County Area Legislators

John BAILEY  
Herb BALLIN  
Marlene BAYLESS  
Mary-Elizabeth BLUNT  
Philip R. BOGUE  
Ilo BONYHADI  
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Barbara JAEGER  
Leland JOHNSON  
Martin JOHNSON  
Charles JORDAN  
Hugh KALANI  
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Corky KIRKPATRICK  
Loyal LANG  
Robert LANDAUER  
Ed LINDQUIST  
Harold LINSTONE  
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Tom MARSH  
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Wanda MAYS  
Maria Elena Bazan  
McCRACKEN  
Hugh McGILVRA  
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John NIGHTINGALE  
Mary OPRAY  
Mary RIEKE  
Frank ROBERTS  
Edward ROSENBAUM  
Fred RUSSELL  
Betty SCHEDEEN  
Robert SCHUMACHER  
Mildred SCHWAB  
Virginia SEIDEL  
Mike SHEPHERD  
Robert SIMPSON  
Estes SNEDECOR  
Larry SPRECHER  
Marlene STAHL  
Ardis STEVENSON  
Donna STUHR  
Steve TELFER  
Ora Faye THORGERSON  
Jerry TIPPENS  
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Julie WILLIAMSON  
Roger W. YOST

The following proposal on Commission meetings with Tri-County legislators and legislative candidates is a result of discussions with Frank Roberts, Corky Kirkpatrick and Kay Rich. These recommendations relate to the initial series of meetings with the legislators which should be conducted during the month of July.

GOALS

1. Establish a two-way communication relationship which, ultimately, will provide the foundation for a close working relationship.
2. Inform legislators/candidates of the Commission and its activities.
3. Ascertain the depth of their knowledge and perceptions of the metropolitan problems.
4. Ascertain their perceptions of the alternatives and solutions.
5. Create a political mood or atmosphere which will later serve to encourage legislators/candidates to assume a leadership role on this issue.

PROCESS

Conduct small group meetings with the legislators and those legislative candidates whose election appears likely (because of time and resource limitations, it does not appear feasible that we can conduct meetings with all the candidates).

Each meeting should be held with a group of legislators/candidates who share roughly the same political philosophy and who are from roughly the same general geographic area. Several Commission representatives (members and staff) would participate in the meeting (it would be beneficial if the members were constituents of the legislators/candidates). For example, a meeting could be arranged with Cook, Otto and Davis with Jack Nightingale and Mary Opray representing the Commission.

The small group contacts will enhance the importance of the meetings and the importance of the participants. Commission representatives would open up the meetings with a brief description of the Commission and its activities emphasizing the prestige of the project (i.e., nationwide competition, federal funding through the National Academy of Public Administration, proposals to be adapted in other metropolitan areas,

broad-based membership actively involved on a weekly basis - drop some names, local funding support from public and private sources - drop some names, working closely with local government officials and administrators, professional staff, etc.). It should be emphasized that this is not just another study but that it is charged with the task of preparing a program for local action which will very likely include some legislative recommendations.

Commission members should indicate that we have been gathering information and recommendations from all sources and now that the primary is over, we would appreciate an opportunity to hear from them about any problems or issues that they are aware of or concerned about and what alternatives or solutions would be appropriate.

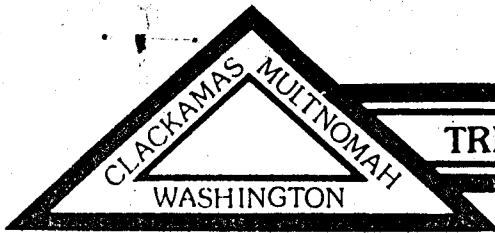
Commission representatives should not attempt to sell the problems or possible alternatives/solutions that the Commission has identified and discussed. It would be appropriate for Commission representatives to indicate that other sources have suggested specific problems in an attempt to determine whether the legislators/candidates agree or disagree.

Out of this discussion, we will be able to determine what additional information will be needed for each legislator to help bring them to the same level of problem awareness as the Commission members. It will not do us any good to talk about solutions if the legislator(s) don't share our perception of the problems. If, in fact, a substantial number of the legislators/candidates do not agree with our problem analysis, we might want to arrange a field trip or workshop for them.

The meeting should close with an indication that we are looking forward to their future participation as specific alternatives are developed during the various phases, that we appreciate their suggestions and that, if appropriate, we will forward further information related to the problems.

The meeting, with the exception of the Commission briefing, should be a free-wheeling discussion. It's an opportunity for us to listen -- not to sell, persuade or defend. That will come later.





# TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

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Chairman  
Carl M. HALVORSON  
Vice Chairman  
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Staff Director

June 15, 1976

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TO: Full Commission  
FROM: Bromleigh S. Lamb and Ken Martin  
RE: Constitutional and Statutory Provisions  
Relating to Local Government Reorganization

Attached is a paper on Oregon constitutional and statutory provisions which might have a bearing on reorganization in the Tri-County area. Although lengthy, it is not exhaustive, and the Commission may wish to have specific questions explored in greater depth.

BSL/KM/bjg

Attch.

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

CONSTITUTIONAL AND STATUTORY PROVISIONS  
RELATING TO LOCAL GOVERNMENT REORGANIZATION

June, 1976

1912 S.W. 6th Avenue  
Portland, Oregon 97201

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## INTRODUCTION

This memo addresses the legal aspects of local governmental reorganization. It examines avenues currently open to reorganization efforts, and it notes constitutional and statutory impediments to such attempts.

Section I covers constitutional provisions relating to reorganization. In Section II, a brief overview is given of the constitutional restraints on local government finance. Statutory provisions relating to area-wide service are covered in Section III. This section also deals with the question of current urban policy for the metropolitan area. Section IV looks briefly at statutory aspects of local government finance. The relationship between all of the above aspects of governmental reorganization and Models II and III being studied by the Commission is discussed in Section V.

### I. Constitutional Provisions Relating to Reorganization by the Legislative Assembly

In considering the powers of the Oregon Legislative Assembly to effect local Government reorganization, four sets of constitutional provisions are pertinent: (1) the prohibition against the creation by special act of corporations, including municipal corporations, contained in Article XI, section 2; (2) the balance of the city home rule amendments, contained in both Article XI, section 2, and Article IV, section 1 (formerly section 1a); (3) the county home rule amendment, contained in Article VI, section 10; and (4) Article XI, section 2a, relating to merger of adjoining cities and to city-county consolidation in Multnomah County.

#### What is a Municipal Corporation?

In interpreting these provisions, the situation is compounded by the fact that the Oregon Constitution uses all of the phrases "corporations", "municipal corporations" and "municipalities". The Oregon Supreme Court has generally construed these phrases independently. With regard to the words "municipality", as used in Article XI, section 2, and "municipal corporation", as used in Article XI, section 2a, it has said that they are interchangeable. School District No. 17 v. Powell, 203 Or. 168, 279 P. 2d 492 (1955).

As Etter notes, the court has construed "municipality" differently in applying Article IV, former section 2. than in applying Article XI, section 2, 46 OLR 251. In the case of the former provision, dealing with local initiative and referendum powers, the court has construed the term broadly to extend it beyond cities and towns. Schubel v. Olcot, 60 Or. 503, 120 P. 375 (1912); Rose v. Port of Portland, 82 Or. 541, 162 P. 498 (1917); Carriker v. Lake County, 89 Or. 240, 171 P. 407, 173 P. 573 (1918). The court, in Carriker, refers to a county as a "municipality". This nomenclature, however, appears to be in a general context and without reference to the use of the word "municipality" in the constitution.

In the case of Article XI, section 2, relating to the prohibition of legislative amendment or repeal of a charter of a municipality, the court has

held that the term "municipality" is limited to a city or town. Rose v. Port of Portland, supra.

Further confusion is added as to whether counties are included within the phrase "corporations" which under Article XI, section 2, cannot be created by special act. The original language of this section provided:

Corporations may be formed under general laws,  
but shall not be created by special laws, except  
for municipal purposes. (Emphasis supplied.)

The municipal home rule amendments of 1906 deleted the emphasized language, above, and added the language "by the legislative assembly" after the word "created." The prohibition was clear: the Legislative Assembly could not create a municipal (or other) corporation by special act.

The problem is: What is a municipal corporation? Is it only a city? Is it a county? Is it a special district?

The court has answered the last question definitively "yes" in holding that a port district is a corporation within the meaning of the prohibition. Farrell v. Port of Columbia, 50 Or. 16991 P. 546 (1907).

Not so clear is the court's position with regard to counties. The court has never specifically construed the word "corporation" in Article XI, section 2, with regard to counties. Several early opinions at least lean on the side that counties are municipal corporations. Cook v. Port of Portland, 20 Or. 580, 27 P. 263 (1891), discusses counties as corporations "in the broadest use of the term, for municipal purposes".

The classic case of Schubel v. Olcott, supra is all over the map. The court starts out by stating that counties are municipal or quasi municipal corporations (without deciding which), then states that a county is not, "in a strict sense", a municipal corporation, but that, "in a certain sense", it comes within the rules and principles applicable to such corporations. Then, as if the confusion were not complete, the court concludes, "A county is a public corporation, classed with cities, towns and villages".

Based on Cook and Schubel, the court concluded in 1917 that counties were municipal corporations. Barber v. Johnson, 86 Or. 390, 167 P. 800 (1917). Also persuasive is the language of Article XI, section 9, cited by several of the cases which refers to "county, city, towns or other municipal corporations".

All of which might seem to settle the question, except for the fact that the Oregon Supreme Court in later years has discussed the status of counties without any reference to these earlier cases. Only two years after Barber, the court stated that "a county is not an independent governmental entity - it is not even a corporation in the same sense that municipalities are corporations. It is a quasi corporation created by legislative fiat for governmental purposes and subject to the legislative will in all matters not prohibited by some constitutional restriction." MacKenzie v. Douglas County, 81 Or. 375, 178 P. 350 (1919).

Similarly, the court said, thirty years later in affirming MacKenzie, "A county is merely a political agent of the state created by law for governmental purposes, invested with legislative powers and charged with the per-

formance of duties for the state". State ex rel. State Public Welfare Commission v. Malheur County Court, 185 Or. 392 203 P. 2d 305 (1949). The court repeated the language of MacKenzie in 1961, stating that counties are created by "legislative fiat". Powell Grove Cemetery Association v. Multnomah County, 228 Or. 597, 365 P. 2d 1058 (1961).

If one wishes to use a little imagination, one could read Carriker as saying in 1918 that counties are municipalities and then rely on Powell in 1955 for the proposition that "municipality" is interchangeable with "municipal corporations" by special act. If one follows this route, however, he is faced with the anomaly that the Legislative Assembly created Deschutes County by special act in 1916, 10 years after the adoption of Article XI, section 2.

#### Legislative Power Over County Boundaries

All of this has led to two contradictory opinions from authorities as to whether the Legislative Assembly has the power under the Oregon Constitution to adjust county boundaries. A 1961 memo from the Legislative Counsel held that the assembly was without such power (except by general act), relying on the Article XI, section 2, prohibition against the creating of corporations by special act and the earlier cases implying or stating that counties were "corporations" within the meaning of the constitution. Memorandum, Legislative Counsel Committee, November 27, 1961.

Even assuming that this interpretation of Article XI, section 2, is correct as to the word "corporations" including counties, one reservation must be noted as to this opinion. That relates to the constitutional term "create" which is not discussed in the memorandum. At the outset, it would be noted that the Oregon courts have not been called upon to construe this language. What, then does it mean to "create" a corporation? The LCC memo seems to imply that any change in county boundaries involves "creation". This does not appear defensible.

"Creation" within the language of the constitution would seem to mean the bringing into being of an entity. The changing of boundaries between entities already in being does not appear to be within the meaning of the language.

On the other hand, the consolidation of counties, again assuming that they are "corporations", would appear to be prescribed. Consolidation involves not merely the adjustment of boundaries, but the creation of a new unit.

An opinion contrary to that of LCC was issued in 1968 by the Attorney General under the authorship of William Linklater, former counsel to the Lane County Board of Commissioners at the time that that county adopted its home rule charter. Relying on MacKenzie and Powell Grove Cemetery, supra, Linklater concluded that the Legislative Assembly "has the general power to create counties and thus consolidate them..." 34 Op. A.G. 345 (1968). He noted an exception, however, with regard to home rule counties, holding that the Legislative Assembly did not have the power to abolish such counties, which would be involved in their consolidation.

Relying on the same cases, Linklater further concluded that the Legislative Assembly has the power to modify county boundaries. In this type of situation, however, he found that the legislative power extended to home rule counties, noting that the county home rule amendment "does not appear in

any way to have been intended to 'freeze' the boundaries of counties having a charter". (Interestingly, Linklater had suggested a contrary view in an earlier Attorney General's opinion where he suggested that it was "arguable" that the boundaries of Multnomah County were free from legislative control because of home rule. 33 Op. A.G. 518 (1968).

While Linklater does not cite it, there is an earlier Attorney General's opinion to the same effect, but stated in more sweeping language. Tyner, in 1965, stated that the county home rule amendment "does not concern the establishment of county boundary lines" and does not affect the plenary power of the legislature to change county boundaries. 32 Op. A.G. 143 (1965).

In reviewing the respective cases on which the Legislative Counsel memorandum and Linklater's opinion are founded, several interesting observations emerge. First, the Oregon Supreme Court has never directly been faced with the question of whether counties are municipal corporations within the meaning of Article XI, section 2 unless this can be implied from the imaginative reading of the nonspecific reference in Carriker and the statement in Powell, suggested above. Secondly, it is the earlier cases which tend to suggest that counties are municipal corporations and the later cases which stress the traditional view of counties as existing by legislative fiat. (Etter points out the irony of this in view of the fact that modern urban counties are acting more and more like cities. Comment accompanying letter of May 19, 1976.) Thirdly, the later cases do not specifically over-rule the earlier ones and, in fact, do not even mention them. Thus, the reader is led to wonder whether the court was even considering the same issues.

Supportive of the view that the Legislative Assembly has the authority to adjust the boundaries of charter counties is a recognized Oregon authority on local government law, Orval Etter, who suggests that the adjustment of county boundaries is not an intramural matter, subject to a county's home rule powers, but rather one of intergovernmental relations and properly subject to the control of the Legislative Assembly. Interview, Eugene, Oregon, April 9, 1976. (See also Etter, Local Boundaries: Two Position Papers, Central Lane Planning Council, 1969).

Etter also suggests a third position, different from either that of Legislative Counsel or Linklater: namely that "Nothing in Article VI, section 10, appears to imply any change in the power of the legislature to create or abolish counties." Comment accompanying letter of May 19, 1976.

In summation, then, the most reasonable conclusion appears to be that the Legislative Assembly has the power to adjust county boundaries, including those of home rule counties, but that the situation is not clear, at least as far as the cases and other authorities go, as to the Assembly's power to create or abolish counties by special act. Common sense would appear to favor Etter's position, i.e. that the creation and abolition of counties is within the plenary power of the legislature. There is enough authority, by implication at least, suggesting a contrary view, however, that caution would be advised.



### Legislative Control of City Boundaries

The Oregon Supreme Court has held that a change in city boundaries amounts to an amendment of the city's charter. Schmidt v. Cornelius, 211 Or. 505, 316 P. 2d 511 (1957).

Although the court in Schmidt equated a change in city boundaries with charter amendment in fairly broad terms, it should be noted that that case dealt only with a statutory procedure whereby a single property owner, upon proving certain conditions precedent, could effect a withdrawal of territory from city. Etter suggests that the case may stand for no more than the proposition that detachment of territory from a city is an intramural matter exclusively within the city's home rule powers and that it does not deal with the issue with regard to the extension of boundaries. Interviews, Eugene, Oregon, April 9, 1976, and by phone, Salem to Eugene, Oregon, April 14, 1976.

It is interesting to note that ORS 199.505, relating to boundary commissions, permits minor boundary changes, which include annexations, withdrawals or transfers, to be accomplished without an election unless objection is made through remonstrance or by resolution of the governing body.

ORS 222.850 to 222.915, the "health hazard" annexation statute, also provides for annexations without a vote under certain circumstances. This statute was just recently upheld by the Court of Appeals. Kelly v. Silver, \_\_\_ Or. App. \_\_\_ P. 2d \_\_\_ (1976). This case is particularly interesting, because the plaintiffs relied on Schmidt, supra, in attacking the statute as an unconstitutional delegation of power to the administrator of the state Health Division. The court rejected this interpretation of Schmidt, noting that the court there had relied upon Spence v. Watson, 182 Or. 233, 186 P. 2d 785 (1947), which stated:

... the legislature has the authority to enact a law prescribing the procedure to be followed in determining whether any prescribed area outside the corporate limits of .../a/ city shall be annexed...

### Legislative Authority over Charters

The constitution is quite clear in prohibiting legislative meddling with city charters. Article XI, section 2, provides, "The legislative Assembly shall not enact, amend or repeal any charter or act of incorporation for any municipality, city, or town." As noted above, the Oregon Supreme Court has construed "municipality" in this language to be limited to a city or town. Rose v. Portland, supra. Etter points out that this prohibition, however, has been limited to special legislation. Comment accompanying letter of May 19, 1976.

With regard to county charters, language such as that just quoted from Article XI, section 2, is conspicuously absent from the county home rule amendment, Article VI, section 10. Linklater has stated, however, in an Attorney General's opinion relating to Portland-Multnomah County consolidation, that the charters of both those entities could not be repealed except

by a vote of the people. 33 Op. A.G. 518. (While not directly on point, it should be noted that the courts have gone far in equating the home-rule powers granted to counties with those granted to cities. Schmidt v. Masters, 7 Or. Opp. 421, 490 P. 2d 1029 (1971). This may, or may not, imply that the restrictions on legislative interference with county charters are analogous with those on similar interference with city charters.)

### Merger of Adjacent Cities and City-County Consolidation in Multnomah County

Article XI, section 2a authorizes the establishment by general law of a method for merging adjoining cities and towns. This section also provides for city-county consolidation in Multnomah County "in such manner as may be provided by law." An Attorney General's opinion, again by Linklater, indicates that the Legislative Assembly would have had the authority granted by the latter provision even without the amendment to Article XI, section 2a, which specifically did so. 33 Op. A.G. 518. In fact, the Oregon Supreme Court has said that the amendment which created the original section was unnecessary. School District No. 17 v. Powell, supra.

### Summary

In conclusion, the following appear to emerge with regard to constitutional authorizations and constraints on the powers of the Legislative Assembly to effect reorganization in the Tri-County area: (1) The Legislative Assembly can adjust the boundaries of counties, including charter counties. (2) Common sense and some authority suggest that the Assembly could consolidate the three counties, but other authority suggests that without a vote of the people of the two charter counties, this is arguable. (3) Withdrawal of territory from a charter city can be accomplished only by a vote of the people of that city. (4) Reorganization which requires modification of city or county charters requires approval of the voters of the affected jurisdictions.

## II. Overview (Preliminary) of Constitutional Provisions Relating to Local Government Finance

This is not intended as an exhaustive discussion of the subject but, rather, as an identification of pertinent constitutional provisions which may be studied more in depth at a later stage as the commission identifies options for financing.

There are four sets of provisions of the Oregon Constitution which have a direct bearing on local government finance: (1) the "uniform and equal" provisions relating to taxation found in Article 1, section 32, and Article IX, section 1; (2) the limitation on local improvement financing in the county home rule amendment, Article VI, section 10; (3) the county debt limitation found in Article XI, section 10; and (4) the six percent limitation found in Article XI, section 2.

### Uniform and Equal Provisions

These were adopted in their present form by amendments in 1917 designed to abolish what was believed to be the restrictions in the original constitution on classifying property. Standard Lbr. Co. & Pierce, 112 Or. 314, 228 P. 812 (1924).

The pertinent language of Article I, section 32, (the Bill of Rights) is: "...all taxation shall be uniform on the same class of subjects within the territorial limits of the authority levying the tax." Article IX, section I, reads: The Legislative Assembly shall...provide by law uniform rules of assessment and taxation. All taxes shall be levied and collected under general laws operating uniformly throughout the state."

There are numerous cases construing these provisions, both before and after the 1917 amendments. No attempt will be made at this stage to analyze them in detail. In general, the courts have upheld reasonable classification and have allowed some flexibility as to uniformity. See, e.g. Standard Lbr. Co. Pierce, supra: "This does not mean that the subjects of the class selected for taxation shall be precisely alike in all respects, but rather that they must be alike in the essential particulars which induced the legislature to include them in one classification." Also, Westward Properties, Inc. v. Department of Revenue, 3 OTR 496 (1969): "...arbitrary or systematic discrimination must be shown in order for plaintiff to claim a violation of the constitutional requirement of uniformity."

As Etter notes, the uniform and equal provisions have been generally construed as applying to property taxes. Comment accompanying letter of May 21, 1976.

### Charter County Improvements

Article VI, section 10, provides that local improvements in home rule counties must be financed "only by taxes, assessments or charges imposed on benefitted property, unless otherwise provided by law or charter." This would appear to create no problems providing appropriate provisions are contained in the county charter. Etter notes that a number of county charters, including those of Multnomah and Washington Counties, explicitly empower the county governing bodies "to ascertain to what extent particular local improvements are of special benefit and of general benefit, to levy special assessments to the extent of the special benefit, and to finance the improvements by revenue from other sources to the extent that the improvements are of general benefits." 46 OLR, 251, 283.

### County Debt Limitation

Article XI, section 10, imposes a limitation on indebtedness of counties of \$5,000 except for bonded indebtedness to carry out purposes authorized by statute. The limitation appears to create more of a nuisance than insurmountable problems, according to county officials contacted. Interviews with Andy Thaler and Fred Leutwyler, by phone, Portland and Hillsboro, April 21, 1976.

### Six Percent Limitation

The limitation on property tax increases imposed by Act. XI, section 11, applies to all units of government.

The limitation is of particular significance in altering units of government with regard to the establishment of tax bases. When two or more units are combined into a larger unit, they may be either "consolidated" or "merged". In the case of consolidation, all of the old units lose their identity, and a completely new unit is formed. The new unit has no tax base until one is adopted by the voters. In the case of merger, one or more units are combined with (in effect, annexed to) another unit which retains its existence and acquires a new tax base similar to that which is acquired in the case of annexation.\*

### Taxing Powers Under Home Rule

The Attorney General has held that home rule cities and counties have the authority to impose local sales and income taxes. 33 A.G. 238 (1967). This view has been challenged by Professor Stoyles, 4WLJ 462, and defended by Kehrl and Mattis, 5 WLJ 197.

If this debate is settled on the side that a variety of local taxing authority is within the constitutional grant of home rule powers, it appears that such authority is dependent upon being specifically granted by the unit's charter or upon the charter having a general grant of powers.

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\* The tax base of the continuing unit is increased for the ensuing year by an amount equal to the product of the unit's tax rate within the six percent limitation times the true cash value of the territory added to the unit plus six percent of the total.

### III. Statutory Provisions Pertaining to Local Government and Area-Wide Services

#### INTRODUCTION

A number of existing Oregon statutes enable provision of services on an area-wide basis in the Portland metropolitan area. This section analyses these existing statutes in an effort to determine their effectiveness, inter-relationships and weaknesses. Of particular interest regarding these laws in their relationship to urban policy. The examination which follows addresses the question of whether a cohesive urban policy exists for the Portland metropolitan area as embodied in these statutes.

#### Boundary Commissions - ORS 199.410 et seq.

The Portland Boundary Commission consists of eleven lay citizens appointed by the Governor. Its purpose is to guide the growth of cities and special districts particularly within the metropolitan area and to reduce the number of units of local government. The method by which this purpose is accomplished is the Commission's decision-making power covering all boundary changes of cities and of nine types of urban-service-providing special districts. The Commission also makes decisions on the creation, dissolution or unification of cities and the nine types of districts. Additionally Boundary Commissions have control over the extension and formation of private water and sewer systems and such extensions of public systems if they extend outside the boundaries of the public entity.

The effectiveness of this statute in carrying out legislative intent is appropriately stated in a recent analysis of ORS 199 by Orval Etter. He states:

The state of Oregon has never enunciated a concise, explicit, over-all urban policy. It has made a beginning in that direction, however, with its statement of policy at the beginning of its 1969 boundary-commission law. There the legislature has said that local government in urban areas is fragmented. This statement implies that units of local government in urban areas are numerous, irregular and illogical in shape, a disarray in the aggregate, and pieces of what ought to be an orderly, integrated whole. The fragmentation is, in the opinion of the legislature, inimical to the efficient, economical provision of public services.

The legislature also has said at the beginning of the boundary-commission law that local governments in urban areas are interrelated, so that what one does affects the others. This interrelationship is one reason, among others, for the legislature's declaration that the state has a responsibility to guide in an orderly manner the growth and relationships of cities and special service districts in urban areas.

The boundary-commission law carries out this policy to some extent. By means of that law, the state has established boundary commissions in the Standard Metropolitan Statistical Areas of the state and in Columbia County. It has authorized the establishment of boundary commissions in other urban areas, but has not established them there. The state has appropriated funds to finance the operations of the

three commissions, but has made no provision for state financing of additional commissions. The Governor appoints commission members, fills vacancies in the commissions, but has no voice in declaring positions in commissions vacant.

The state has enunciated a policy regarding local governmental boundaries and has laid down certain standards, some very definite and others very general and flexible. The policy and standards serve as guidelines for boundary commissions as the commissions review and make decisions about boundary proposals. The guidelines have some usefulness in achieving the purpose of the law but are regarded by a considerable number of experienced observers as needing to be made more definite.

The law allows the principal determinant of local governmental boundary changes -- that is local popular sentiment -- to continue to operate generally. A boundary commission can reject a proposed boundary change, and the rejection is final, with no popular election possible to overrule the commission. In a few situations, a boundary commission can order a municipal annexation without any recourse to the popular election being possible for overruling the commission. In other situations where a commission recommends or orders that a boundary change be made, either an election is required by statute, or persons who do not like the change can force a vote on it. They have done so in many situations and in most of them the commissions' orders have been overturned. In providing for referenda on boundary proposals that have received favorable commission action, the state has failed to carry out its policy of guidance for growth and boundaries of local government in urban areas. In this failure the state has allowed traditions of municipal home rule and of suburban home rule -- it may appropriately be called subhome rule -- to continue their decade-long fragmentive effect on local government boundaries. To the extent that local popular sentiment is allowed to continue as a decisive factor in local boundary determination, the policy of guided growth promises to be frequently frustrated.

Boundary Review Commission Study: Evaluation of Regulation as it Relates to Boundary Commissions, Oregon's Policy and Law Regarding Local Government Boundaries, Daniel, Mann, Johnson and Mendenhall, Portland, 1973.

Mr. Etter's initial statement with regard to urban policy is particularly applicable. The boundary commission statute definitely attempts to deal with a significant portion of what may be loosely referred to as the "urban problem". But it does not, from either a policy or an operative point of view, establish an urban policy by the legislature. The boundary Commission (in the Portland area) in and of itself is fairly effective in guiding growth according to adopted comprehensive plans and in reducing the number of governmental units. As land use plans become more complementary under the planning district (CRAG) and LCDC, the Boundary Commission's role in implementing those plans will be even stronger. Without additional powers or, at least, strong legislative support the commission's role in reducing the number of units of local government will become less significant, in that most of the units capable of being eliminated without strong resistance have already disappeared.

Outside of their roles as implementers of plans, simplifiers of governmental structure and, occasionally, as mediators, boundary commissions have no ability to provide other more functional services on an area-wide basis.

Planning Districts (CRAG) - ORS 197.705 et seq.

This law was written especially for the Portland metropolitan area counties. It provides for a regional entity to oversee the implementation of the Land Conservation and Development Commission's goals and guidelines. The regional agency, CRAG, serves the same function in this regard as individual counties do in the rest of the state. The law also mandates the formulation of a regional plan covering the three metropolitan counties. This regional plan, along with its goals and objectives, must comply with LCDC's goals (although the regional goals and objectives may be more strict) and the regional plan, goals and objectives must, in turn, be complied with by the local and regional jurisdictions.

CRAG is an agency of area-wide jurisdiction which is capable of providing two area-wide services -- planning and coordination and federally mandated review of all area applications for various forms of federal funding.

CRAG's planning capabilities area wide ranging, and thus, its potential effect on area-wide policy and philosophy of growth are great. Nonetheless, its reason for existence is basically single purpose, and there are no provisions in its enabling statute which would allow the agency to provide other area-wide services.

Health Services Agency - PL 93-641

The Health Services Agency is currently being formed as a result of new federal legislation. The old comprehensive Health Planning Agency which covers Columbia, Clackamas, Multnomah and Washington counties is awaiting designation as an HSA. This designation would include two additional counties in the agency, Clatsop and Tillamook, and probably will be attained prior to June 30, 1976.

The new agency, like its predecessor, is a limited purpose area-wide body. In this case, the primary function of the agency is planning and coordinating for the delivery of health services. Additionally, the agency may eventually take on the function of regional review for federal health monies coming into the area to local governments and private applicants.

The Health Services Agency will operate under the aegis of federal law. It will have no service-providing capabilities and will operate independently of other state and local agencies, particularly in view of the fact that the HSA's jurisdiction does not coincide with the jurisdictional limits of any other area-wide service-providing entity.

Metropolitan Service District (MSD) - ORS 268.010 et seq.

The Metropolitan Service District statute was the result of work done by the Portland Metropolitan Study Commission. This commission was appointed and funded by the legislature to study service-provision problems in the Portland Metropolitan area and to propose solutions to those problems. A major problem

accurately perceived by the study commission was lack of any area-wide agency capable of delivering and coordinating delivery of a variety of services. The gap between the accurately perceived problem and the proposed solution (MSD) has remained wide, however.

For a variety of reasons, the enabling legislation was severely restricted in its ability to address the real problems of area-wide provision of urban services. First, the number and kind of services was limited to sewerage, solid and liquid waste disposal, control of surface water and public transportation. Thus, such standard urban services as water, fire, police, etc. were not allowed to be attempted by a metropolitan service district. Second, the enabling legislation specifically allowed only the area-wide aspects of these to be provided. Since the retailing of services would still be controlled by a multitude of other governmental or private units, the agency is somewhat restricted in its ability to plan and coordinate provision of services and take advantage of certain economies of scale. The statute does allow the local aspects of services to be assumed by a metropolitan service district with approval of the local agencies involved. Third, no monies were appropriated to implement a MSD for the Portland area and funding possibilities were limited by the requirement of voter approval for virtually any funding.

A major aim of the MSD enabling legislation was to assure that this multi-purpose agency would ultimately be able to take over the other major area-wide single-purpose functional agency, the Tri-County Metropolitan Transit District. This contingency is specifically covered in the MSD enabling legislation, but it is the only assumption of an area-wide service specifically mentioned in the statute. Several attempts have been made to add to the limited list of functions which the metropolitan service district might perform or take over from an existing local agency. Thus far only one service has been added -- that of the metropolitan-wide maintenance of the Portland Zoo. This was added during the 1975 Special Session of the legislature. A \$10 million, first year, serial levy to support this area-wide maintenance by the MSD was passed at the May 26, 1976 primary election.

The intention of the Portland Metropolitan Study Commission was to provide a comprehensive approach to major urban problems. The resulting legislation clearly has not accommodated that intent to date.

#### Port of Portland - ORS 778.005 et seq.

The Port of Portland was created by the Legislature in 1891 for the limited purpose of developing and maintaining a ship channel from the Columbia River bar to Portland. Over the years, its functions were expanded to include promotion of shipping, aviation, commercial and industrial interests and control of ship repair facilities, airports, etc. The Port, prior to January 1, 1971, encompassed all of Multnomah County. On that date, the Port, through a merger, took over the waterfront terminals and related facilities from the Portland Commission of Public Docks which had controlled this aspect of port facilities since 1910. This take over was a result of voter approval at an election authorized through amendment to the special state statute which governs the existence of the Port of Portland. In 1975, the Port was expanded by the state legislature to include all of Clackamas and Washington Counties.



The Port's purpose has not changed significantly over the years. Its focus is on providing first-class full-service shipping and aviation facilities and with the economic development of the Portland Metropolitan area, in general, and of Port-owned land, in particular. Except for limited security and fire services associated with its own operations, it has no legal ability to provide area-wide aspects of any additional urban services.

Mass Transit Districts (Tri-Met) - ORS 267.010 et seq.

The enabling legislation for Mass Transit Districts was passed as a result of a specific need in the Portland metropolitan area. The area's major private transit carrier was in dire financial straights and inextricably in a dormant period of "higher-fares-leads-to-lower-ridership-leads-to-lower-service-levels-leads-to-higher-costs-leads-to-higher-fares". What was needed was an area-wide service-oriented transit system which could admit to the necessity of public subsidy. From this need and the actions of those who understood it came the legislation authorizing mass transit districts.

The result of the creation of Tri-Met has been what most people recognize to be a much improved transit system for the entire area. Once again, however, the method for achieving this was creation of a single-purpose area-wide district with no ability to take on additional functions. With the exception of the fact that take over of Tri-Met by the MSD is authorized, no thought was apparently given to how the mass transit district statutes would relate to other urban policies established by the legislature.

Counties - ORS 201.005 et seq.

Counties within the Portland Metropolitan area are of two types - - home rule and non-home rule. Multnomah and Washington counties are home rule counties with charters giving them a broad range of service providing capabilities within their respective boundaries. Clackamas County is a non-home rule county which had, until recently, more limited capacity for providing services within its boundaries. By statute, now, however, all counties have comprehensive ordinance-making power.

Counties, as a matter of general law and/or via their charters can provide a number of services. These services could conceivably be offered on an area-wide basis through intergovernmental agreements with other counties or units of government within other counties. Problems of coordination, administration and equity have generally limited this practice.

Counties can offer services both within and outside their boundaries through the mechanism of county service districts. County service districts (ORS 451) are districts within a county whose governing body is the board of county commissioners. The districts have taxing and bonding authority which is separate from the county's general taxing and bonding authority.

County service districts can provide services within other counties with the approval of the governing body of the other county. (At least some legal authorities are unsure as to the authority for county service districts extending service into other counties but significant extensions have not been accomplished

and/or challenged to date.) Likewise, a county service district could only provide a service within the jurisdiction of another unit capable of providing the same service with that unit's approval. Nonetheless, it is theoretically possible for county service districts to become area-wide through annexation, merger or consolidation into other counties.

County service districts are authorized to provide the following services within the tri-county area:

- |                             |  |
|-----------------------------|--|
| 1. Sewage                   | 9. Fire protection                     |
| 2. Drainage                 | 10. Enhanced law enforcement services* |
| 3. Street lighting          | 11. Hospital and ambulance services    |
| 4. Parks and recreation     | 12. Library services                   |
| 5. Diking and flood control | 13. Vector control                     |
| 6. Water                    | 14. Cemetary maintainance              |
| 7. Solid waste disposal     | 15. Roads                              |
| 8. Public transportation    | 16. Weather modification               |

\* This means a district could be formed to purchase additional hours or increments of police protection for those within the district beyond the amount of protection provided generally on a county-wide basis.

Through the mechanism of county service districts, then, it is legally feasible to provide some area-wide services.

A less complicated method of arriving at the same goal would be the consolidation of the three counties. This would entail enactment of a state legislative enabling statute and completion of the specified process. It would eliminate the separate approvals of each county for each service called for by expanding county service districts to an area-wide basis under the existing structure, however.

#### Cities - ORS 221.010 et seq.

Cities, as presently constituted, offer little possibility for addressing the problems of area-wide provision of services. Cities do have the ability to approach common problems through intergovernmental agreements. Portland's control of the Bull Run water is a good example of how an area-wide agreements with a number of other entities within the metropolitan area to sell them water. However, there is fairly constant friction over the equity question and no small amount of problems associated with capital planning given the impermanence of the agreements.

The one major solution to the "urban problem" by cities would be the creation of a single city consisting of the entire urban and urbanizing portions of the three counties. Such a consolidation is possible under existing law, although it requires an affirmative vote in all participating cities and unincorporated territory. This is covered in greater detail in Section V.

#### Water Districts - ORS 264.010 et seq.

Water districts can develop sources, provide for treatment, storage and distribution of domestic water and/or contract for same with another agent. Legislation allowing for the creation of water districts was passed in 1917 at least partially in response to the needs of fringe area residents near Portland who

desired a mechanism by which to purchase Bull Run water from the city. In 1941, ORS 264 was expanded to allow water districts to provide fire protection, either through formation of their own departments or contract with another entity. Installation and maintenance of street lights by water districts was authorized by the legislature in 1947.

Millage limitations and other financial restrictions inhibit the ability of water districts to function as area-wide providers of service. As noted, the law currently limits these districts to three types of service (water, fire and street lights), and the authorizations for these districts to provide these services was not made with any comprehensive approach to solving urban problems in mind. Furthermore, the established pattern of water service by special districts in the Portland Metropolitan area does not lend itself towards establishment of a single area-wide district at this time.

#### Water Supply Authorities - ORS 450.675 et seq.

Water supply authorities were authorized by the 1971 legislature primarily in response to a need expressed by a number of water districts in Clackamas County. These districts desired a method for banding together to attain a water supply - all were served by other units of government at the time. They wanted to rectify their supply problem without actually unifying their districts and losing "local control". The water supply authority provided the means they sought. (Interestingly, a water supply authority for the districts in Clackamas County was never formed, nor are there any water supply authorities in the three county metropolitan area.)

The general understanding of water supply authority is of a body whose primary function is water supply for existing distributors of water (either cities or districts). However, the enabling legislation is much broader than this. An authority could conceivably provide all facets of water supply from source discovery to distribution to individual customers and could legally cover the entire tri-county area.

The ability of a water supply authority, even in its broadest sense, is still limited to a single function, however, and the existence of the authorizing legislation is once again a result of legislative response to a particular problem and not of a well-thought-out urban policy.

#### Rural Fire Protection Districts - ORS 478.002 et seq.

To assist property owners outside cities in meeting the need for fire protection, the 1929 Oregon Legislature authorized the voters of unincorporated areas to create rural fire protection districts which could contract with cities for fire protection service. Some districts created their own fire departments and undertook not only the financing but also the actual administration of fire service to their own residents.

#### Providing Fire Protection Outside City Limits: Municipal Policies and Contracts, Bureau of Municipal Research and Service, 1967.

Fire districts are also authorized to provide street lighting services. Fire districts can cross county lines, and they can be merged or consolidated. Thus,

it is theoretically possible to provide area-wide fire service, if desirable, through the mechanism of a rural fire protection district. To do this in the tri-county area would require the unification of some 33 R.F.P.D.'s. More importantly, all cities currently providing fire service would have to agree to annex to the single area-wide district and get out of the fire protection business. The unification issue has been pursued fairly strongly in the past by both the former Portland Metropolitan Study Commission and the Portland Boundary Commission. Several mergers and consolidations were accomplished, but, resistance to further actions is strong, and unifications are unlikely to be accomplished in the face of strong opposition. The likelihood of many cities in the area voluntarily giving up their fire protection services is not high.

In summary, fire protection could theoretically be provided on an area-wide basis through the mechanism of the rural fire protection district, but in actuality, the chances of effecting this seem remote. Rural fire protection districts are essentially single purpose (although they can provide street lighting) and could not provide other functional services even if they were to attain an area-wide status. Also, Etter notes that fire protection is one of the most "local" of public services. Comment accompanying letter of May 21, 1976.

#### Sanitary Districts - ORS 450.005 et seq.

Sanitary districts were authorized, like fire and water districts, in response to a particular problem and not as a part of an overall philosophy for dealing with urban problems. Prior to 1949, the only sewer service available outside of municipalities was through limited extensions from those cities. In 1949, the legislature authorized the creation of sanitary districts to provide sewer service to areas outside of cities where densities and/or soil conditions were inappropriate for septic tanks. Sanitary districts are authorized to provide their own service through construction and operation of their own treatment and collection facilities or to contract for all or part of the services desired with other governmental entities.

Sewer service in the tri-county area could legally be provided by a single sewer district since these districts may cross county lines. However, the smallness of both the number and size of existing districts in relation to the size and power of other entities providing sewer service in the area (cities and county service districts) makes this possibility seem highly improbable and impractical.

Again, sanitary districts are single-purpose limited scope entities without any ability to expand into the provision of other services on an area-wide basis.

#### Sanitary Authorities - ORS 450.705 et seq.

The enabling legislation for sanitary authorities was passed by the Legislature in 1955. The stated purpose for this legislation was to provide for cooperative and integrated effort and support for problems involving both incorporated and unincorporated territory. The specific areas over which this effort can be exercised are sewage disposal, drainage, insect control and related problems, including garbage collection. In fact, the legislation was sought primarily by persons from the Medford area as a solution to problems peculiar to that area at that time. A sanitary authority was subsequently formed near Medford, and, to date,

no others have been formed in the state.

Sanitary authorities do have the ability to deal with several separate urban service, and the enabling legislation allows for taxing and bonding authority. The fact remains, however, that the legislation was, in essence, tailored to a particular situation, and the reluctance of other areas to employ this mechanism indicates that it is not universally practical.

Park and Recreation Districts - ORS 266.010 et seq.

Park and recreation districts were authorized by state statute during the 1955 legislative session. Primary function of the districts is to provide park and recreation facilities within the boundaries of the district. The districts also have the power: "(7) To make and enforce regulations:

"(a) For the removal of garbage and other deleterious substances, and all other sanitary regulations not in conflict with the Constitution, the laws of Oregon or the regulations of the environmental quality commission . . . .

"(13) Generally to do and perform any and all acts necessary and proper to the complete exercise and effect of any of its powers or the purposes for which it was formed." ORS 266.410

The above language may, if broadly interpreted, give park and recreation districts some abilities to get into garbage collection and other related sanitary business. Even if this is the case, the districts are still very limited in the scope of activities which they can provide on an area-wide basis. And clearly, these districts are authorized as a method of dealing with a single function and not as part of an overall urban policy package.

People's Utility Districts - ORS 261.005 et seq.

These districts (authorized by the 1931 Legislature) are intended primarily to allow for production and/or distribution of electrical energy. Secondly, the districts may provide a supply of water for domestic or municipal purposes.

The districts can be formed over more than a single county area. They could not, however, take over existing municipal power production and distribution facilities without the assent of the utilities involved.

Once again, these districts are single-purpose and comprise a simple solution to a single problem rather than part of a unified approach to a complex problem.

Transportation Districts - ORS 267.510 et seq.

The 1974 Special Session of the Legislature passed a statute allowing for creation of Transportation Districts. This statute was sought primarily by persons from the Klamath Falls area in response to a need in that part of the state.

Supporters of the statute apparently felt a need for legislation allowing for creation of transportation districts which was more general in nature than the mass transit district statute (ORS 167.010 - 390). This latter statute seemed to apply too specifically to the Portland Metropolitan area.

Transportation districts can provide public transportation, including doing so

by acquiring other public or private transportation systems. The district is absolutely single-purpose, although it can operate on an area-wide basis.

School Districts, High School Districts, Intermediate Education Districts, Community College Districts.

All of these units of government are concerned with one aspect or another of public education. The statutes which authorize these districts, with one exception, do not allow for the provision of any municipal services on an area-wide basis. The exception is that school districts, as a secondary function, can provide for parks in connection with the schools. It is doubtful that this could or would ever be done on an area-wide basis. Only one instance of a school district providing this service exists within the tri-county area and that consists of a single school and a single park.

Other than the above exceptions, all of these educational districts are legally ill-equipped to provide area-wide aspects of more traditional municipal services.

Water Control Districts, Water Use and Control Districts, Drainage Districts, Irrigation Districts, Highway Lighting Districts, Cemetary Maintenance Districts, Special Road Districts, Soil and Water Conservation Districts, Vector Control Districts

The above are all basically single-purpose special districts. Most are theoretically capable of providing the area-wide aspects of a single service. Because of the relative insignificance of the service or the limited number and applicability of these districts in the tri-county area, they are not treated individually.

INTERRELATIONSHIPS

Two kinds of interrelationships exist between these various units of government capable of providing some area-wide services. Formal relationships are those established by the statutes which govern the units. Informal ties between the units also operate at some levels. As can be inferred from the previous analysis of the statutes, however, the interrelationships are fairly minimal overall and do not constitute any unified policy.

The following chart illustrates which of the units can provide similar services as allowed by statute.

Besides the statutory provisions for providing similar services, several explicitly stated relationships between various units also exist. The metropolitan service district law specifically provides for the possible assumption by that agency of the mass transit function currently being provided in the area by Tri-Met. A section of the People's Utility District statute allows drainage, irrigation and other municipal districts to assume the powers of a P.U.D. to produce electricity without formally changing the structure of these districts.

Informally, a number of these units do traditionally interrelate. Boundary Commissions normally interrelate strongly with planning districts, cities, counties and most special districts. Planning districts are closely tied to cities and counties through their planning efforts which ultimately must be coordinated. The

CHART I

SERVICE	UNIT	Boundary Commission	Planning District	Health Services Agency	Metro. Service District	Port of Portland	Mass Transit District	County	City*	Water District	Water Supply Authority	Fire District	Sanitary District	Sanitary Authority	Park & Recreation District	County Service District**	Transportation District	People's Utility District	School District	Community College
Water Supply								X	X	X	X					X		X		
Water Distribution								X	X	X	X					X		X		
Sewage Treatment					X			X	X				X	X		X				
Sewage Collection								X	X				X	X		X				
Storm Drainage					X			X	X	X			X	X		X				
Street Lighting								X	X	X		X				X				
Parking Facilities								X	X								X			
Police								X	X							X				
Fire								X	X	X		X				X				
Parks					X			X	X						X	X			X	
Recreation					X			X	X						X	X			X	
Schools																			X	X
Libraries								X	X							X				
Hospitals								X								X				
Housing								X	X											
Highways & streets								X	X							X				
Mass Transit					X		X	X	X							X	X			
Drainage					X			X	X	X				X		X				
Diking					X			X	X							X				
Flood control								X	X							X				
Electricity								X	X									X		
Harbors					X			X	X											
Cemetaries								X	X							X			X	
Solid Waste Collection					X			X	X				X	X	X	X				
Solid Waste Disposal					X			X	X				X	X		X				
Vector Control								X	X				X		X					

\* Consider as chartered city since virtually all in tri-county area are chartered.  
 \*\* Keeping in mind that this alternative for providing area-wide services is actually a function of county government.

Port of Portland and Tri-Met relate to the Planning District and both deal with the cities and counties in which they operate. Relations between cities and counties and special districts are sporadic and at times are not as amicable as they probably should be. Water districts, to some extent, relate to fire districts since the former often provide the resource with which the latter put out fires. Thus, informal relations between these entities are probably more significant and definitely more numerous than formal ties.

In general, however, the statutes governing the area-wide provision of services do not allow for the gradual assumption of responsibility by any one unit of government. A simple listing of the various units and the number of functions they are authorized to perform attests to this fact.

<u>Unit</u>	<u>No. of Functions or Services</u>
Boundary Commission	1
Planning District	1
Health Services Agency	1
Metropolitan Service District	7
Port of Portland	2
Mass Transit District	1
County (home rule)	Limited only by charter
City	" " " "
Water District	6
Water Supply Authority	2
Fire District	2
Sanitary District	5
Sanitary Authority	7
Park and Recreation District	3
County Service District	21
Transportation District	2
People's Utility District	4
School District	4
Community College District	1

#### SUMMARY

The preceding section has summarized the statutes which govern the provision of services on an area-wide basis. Nineteen entities were examined in some detail, and it was noted that several more of lesser consequence also exist. The functions and services capable of being performed were discussed and listed in chart form. The chart indicates clearly any overlap or interrelatedness.

Two related facts are the most significant results of this analysis. First, there is little formal stated relatedness among entities capable of providing one or more area-wide services. Few, if any, provisions are made for one entity to ultimately take over the functions of another. Most entities capable of providing the area-wide aspects of a service or services are essentially single-purpose and inflexible.

Second, it is distressingly clear that, as entities capable of providing area-wide services were authorized, little or no thought was given to the need for a coordinated urban policy.



#### IV. Overview (Preliminary) of Statutory Provisions Relating to Local Government Finance

There are a multitude of statutes relating to local government financial affairs. Many of these have application only to noncharter counties and special districts. Some, however, are of general application. The discussion herein will be limited to the latter and to certain statutes which pertain to regional governments.

##### Statutes of General Application

Local Budget Law (ORS 294.305 to 294.520). This is a comprehensive act governing the making of budgets and fixing of tax levies by local government, compliance with which is required prior to the expenditure of money or the levying of a property tax. Procedures are prescribed for making estimates of expenditures and resources. Review by a budget committee or the Tax Supervising and Conservation Commission (for Multnomah County) is required. There are further requirements for publication, hearing, adoption, the making of appropriations and the setting of tax levies. Administration of the act is by the State Department of Revenue.

Tax Levies to be Stated in Dollars and Cents (ORS 310.050 and 310.395). The statutes require that property tax levies and ballot measures therefor be expressed in terms of the dollar-and-cents amount to be raised (rather than in terms of a tax rate). In a significant case, invalidating a city levy expressed otherwise, the Oregon Supreme Court held that the subject matter of these statutes was of state-wide concern and that state law, rather than local home rule powers, should prevail in this instance. City of Woodburn v. State Tax Comm., 24 OR 633, 413 P. 2d 206 (1966).

##### Statutes Applying Specifically to Regional Governments

Each of the sets of statutes pertaining specifically to the four regional governments in the Tri-County area - - CRAG, MSD, Tri-Met and the Port of Portland - - have numerous provisions on the finances of the respective units. The financing powers, e.g. revenue raising and bonding, vary considerably among the four units.

CRAG. CRAG has no taxing powers and is limited in raising revenues to per capita assessments on member governments and appropriations, grants and donations from outside sources. ORS 197.750, 197.785(3) and ORS 197.795. The assessments, however, are binding upon the members. ORS 197.785 (4)

MSD. MSD may levy taxes, user charges and special assessments; issue bonds; accept grants; and borrow from cities and counties. In addition, if it takes over the transit system from Tri-Met, it has all the financing powers of that agency with regard to mass transit. ORS 268.370.

Provision is made for establishing a tax base by a vote of the people. ORS 268.100 (2) and 268.120. Property taxes may be levied not to exceed one-half

of one percent of true cash value, exclusive of levies for bonded indebtedness. ORS 268.500 (1) Property may be classified for purposes of taxation on the basis of services received. ORS 268.500 (3). In addition, a special levy for zoo purposes may be voted by the people not to exceed one-half of one percent of true cash value. ORS 268.315.

Special assessments may be levied on benefitted property after notice to property owners and a period for remonstrance. ORS 258.510 (1) and (2). A combination of financing from assessments, general funds, taxes, bond proceeds and service charges may be used. ORS 268.510 (2).

General obligation bonds may be issued upon approval of the voters not to exceed in the aggregate 10 percent of true cash value. ORS 268.520 (1). Revenue bonds may be issued upon voter approval in an unlimited amount. ORS 268.520 (2). Financing by user charges, grants and assistance from public and private sources and borrowing from cities and counties within the district is provided by ORS 268.540.

Tri-Met. ORS 267.300 establishes the following methods of financing which may be adopted by Tri-Met, with only the issuance of bonds requiring a vote of the people: ad valorem taxes (subject, of course, to a tax base having been established by the voters), service charges, revolving fund, bonds, business license fees, net income tax, payroll tax and the United States government. Each of these methods is spelled out in more detail in succeeding sections of ORS ch. 267. Specific provisions of particular interest are noted below.

A revolving fund may be established by a tax levy of not to exceed .0015 of true cash value. ORS 267.310.

Persons over 65 years of age are exempt from transit fees during certain hours and may not be charged more than 10 cents during certain other hours. ORS 267.320 (2).

General obligation bonds may be issued upon voter approval not to exceed in the aggregate two and one-half percent of true cash value. ORS 267.330. Revenue bonds may be issued upon voter approval in unlimited amounts. ORS 257.335.

Net personal and business income taxes are limited to a rate of one percent. ORS 267.370 (1) and (2). Credit must be given for any payroll taxes paid under ORS 267.385. ORS 267.370 (4).

Several exemptions to the permitted payroll tax are enumerated in ORS 267.380.

Port of Portland. The port may levy taxes and charges and issue bonds. The taxing authority is to levy taxes for debt and "all other expenses incurred in the exercise of the port's powers". ORS 778.065.

The bonding authority is somewhat complex. The basic limitation is that bonds may not be issued in the aggregate in excess of one and three-fourths percent of true cash value. ORS 778.030. Voter approval is required for certain purposes. ORS 778.040 (1). When the port took over the facilities of the Portland Commission of Public Docks, it assumed the city's indebtedness therefor,

which was specifically exempted from the limitation imposed by ORS 778.030. ORS 778.020. Subsequently, whenever bonds are issued which increase the aggregate indebtedness, including that assumed from the city, above five percent of true cash value, voter approval is required. ORS 778.040 (2). The amount of bonds which may be issued in any one year is limited to \$3 million unless a greater amount is approved by the voters. ORS 778.045. Operating expenditures may be paid from bond proceeds, but such amounts are limited to \$500,000 in any one year. ORS 778.060.

Provisions for issuing revenue bonds and levying charges therefor is made in ORS 778.145 to 778.175.

#### V. Possibility of Achieving Models II and III Under Existing Constitutional and Statutory Provisions

##### Model II

This model contemplates the combination of the three counties into one, with a county council elected from districts and an elected county executive; cities and urban and rural corporate communities; and community advisory councils.

Addressing, first, the matter of combining the three counties into a single unit: basically, this would require the adoption of a charter for the new unit. There appears to be no statutory basis for doing so at the present time. The Legislative Assembly could establish a procedure for doing so, provided it was by general law. The chief obstacle would seem to be that repeal of the charters of Multnomah and Washington Counties would be involved; according to Linklater's view, cited in Part I, this would require approval of a majority of those voting in each of those counties.

Going to the second tier, namely that of cities and urban and rural corporate communities, any changes in city boundaries which detach territory amount to amendment of city charters, require a vote of the people. Schmidt v. Cornelius, supra. Thus, detachment of territory from the City of Portland would be subject to a vote of the people of that city.

With regard to combining cities, it was noted previously that Article XI, section 2a, of the Oregon Constitution authorizes the Legislative Assembly to provide a method for combining adjoining cities. This procedure is found in ORS 222.610 to 222.720 and requires an affirmative vote in each city. Similar procedure, applicable not only to adjoining cities, but to nonadjoining cities and to cities and adjoining or nonadjoining unincorporated territory, is found in ORS 222.210 to 222.310.

Several options appear to be open with regard to the urban and rural corporate communities. The simplest device would be to constitute them as county service districts. There are two drawbacks to this: (1) the present authority of county service districts may not be as extensive as desired and might indicate a need for statutory change; (2) it would place the governing authority in the county governing body and not in the community.

A second option would be to provide for the creation of the communities under the new charter and under city charters. A caveat here is how far the govern-

ing body or the voters through the charter could go in creating independent units, i.e. with independently elected governing bodies and with independent taxing powers, etc., which amount to municipal corporations. If neither of these options appears feasible, then additional statutory authority would be required.

With regard to the last tier, namely community advisory councils, it would seem that any governing body would have authority to provide for the same, since they would have no governing or taxing authority and would be purely advisory.

### Model III

This model is based on retaining, modifying, or merging existing units and the creation of a metropolitan council. There is no existing statutory authorization for the latter feature. All that could be achieved without enabling legislation would be a voluntary advisory body with no powers. (It should not be overlooked, however, that ORS ch.190 provides rather extensive possibilities for intergovernmental cooperation). Possible enabling legislation for a metropolitan council could take several forms. On the one hand, provision could be made for the creation of an "umbrella" agency superimposed over all existing units. This would require an entirely new act but would, in many respects, be the simplest approach since it would not modify existing units.

On the other hand, an existing regional unit, e.g. CRAG or MSD, could be modified to add the metropolitan council function to its responsibilities. This would require amendment of existing statutes. If this route were taken, consideration would need to be given as to whether there should be amendment to the provisions for the existing unit's governing structure.

CRAG's governing structure is not spelled out by statute but is established under rules of the district. The statute merely specifies that the rules shall provide for a general assembly representing all member governments. ORS 197.735. The method of securing representation and for selecting a board of directors is left to the rules.

By statute, the governing body of MSD is composed of one representative from each county governing body, one from the governing body of the most populous city and one representative of the other cities within the district in each county.

Another possibility would be to combine two or more existing regional units and to give the new unit the function of a metropolitan council. This would involve the same considerations with regard to governing structure as discussed above.

What power the existing units would have to create the proposed rural and urban community districts would depend upon the amount of authority they are to exercise. The discussion of corporate communities under Model II, above, is pertinent.

### VI State and Local Powers vis-a-vis "Matters of Local Concern" \*

Ever since constituted home rule was established for Oregon cities in 1906 and for Oregon counties in 1958, the courts have wrestled with the problem of what

matters are under the exclusive jurisdiction of home-rule local governments and which are subject to the over-riding action of the Legislative Assembly. The problem was compounded in 1973 with the enactment of legislation giving general ordinance-making powers to all counties, whether or not they were acting under the home-rule provisions of the Oregon Constitution.

To review all the cases would be a tortuous and confusing route. Fortunately, we can look to a few recent cases for the guidelines that have been adopted by the Oregon Supreme Court and the Court of Appeals.

The landmark case, State ex rel. Heining v. Milwaukie, 231 Or. 473, 373 P.2d 680 (1962), attempted to lay to rest the indecision of prior years and established the standards which are still being followed today. In that case, the Oregon Supreme Court was faced with the question, does a general law applicable to all cities over a matter of local concern take precedent over local provisions adopted in accordance with a home-rule charter? The court said no, "...unless the subject matter of the enactment is a genuine concern to the state as a whole, that is to say that it is a matter of more than local concern to each of the municipalities purported to be regulated by the enactment."

The court then proceeded to lay down the standard that is still followed, today. Quoting from McDonald, American City Government and Administration (3d ed., 1941), it said: "The real test is not whether the state or the city has an interest in the matter, for usually they both have, but whether the state's interest or that of the city is paramount." The question, the court said, is whether the function in question is not simply whether the state has an interest in such operations, but whether it is substantial enough to predominate over the interest of the city."

The issue in Heinig was whether a state statute requiring city civil service systems for firemen was valid where a city charter and ordinances adopted thereunder did not so provide. The court concluded that the "...manner of employing and discharging the personnel of a municipal fire department is a matter of local rather than state concern," and held the statute invalid.

Subsequent cases have applied the principles laid down in Heinig.

In Schmidt v. Masters, *supra*, the court in effect equated the constitutional home-rule powers of charter counties with those of charter cities.

In City of Woodburn v. State Tax Commission, *supra*, the court dealt with a city charter amendment authorizing an annual property tax levy of not to exceed four mills for a specified purpose. Contrary was a state statute requiring levies submitted to a vote of the people by any taxing body to be stated in terms of dollars and cents.

The court held the statute to be valid and supreme: "...the manner in which the taxpayer is informed of the consequences of his vote on a tax measure is a matter of predominantly general rather than local concern, regardless of whether it is a general or local taxing measure. Laws enacted for the general benefit and protection of voters enabling them to make a more intelligent use of their franchise in levying taxes relate to a matter of general concern to the people of the state."

Referring to previous general pronouncements of the court that city taxation is entirely a matter of local concern, the court said that such statements were

"...made with reference to some sort of direct interference regarding the amount of taxes levied or the purposes to which they are to be devoted."

City of Beaverton v. International Association of Firefighters, Or. App., 531 P. 2d 730 (1975) dealt with collective bargaining with city employes. The city had adopted a comprehensive collective bargaining ordinance in 1971. In 1973, the Legislative Assembly enacted a collective bargaining law applicable to all public employers and employes. As the court noted, the statute sought to negate charter and ordinance provisions in conflict therewith. The state Public Employes Relations Board found the ordinance totally in conflict with the statute and declared the ordinance invalid.

The court found that the statute attempted to deal with matters of predominantly local concern and reversed the blanket invalidation of the ordinance. The court did, however, remand for further proceedings, noting that the ordinance could be examined section by section and that any of its provisions could be invalidated if found to be related to matters predominantly of state-wide concern.

Allison v. Washington County, Or. pp., 518 P. 2d 188 (1975), discussed whether a county zoning ordinance was a matter of predominantly local concern. The court concluded that this question would have to be decided on a case-by-case basis, noting that the appropriate circumstances would make it a matter of state-wide concern: "After all, Oregon has only one Willamette River, one coastline and one Cascade Range." Judge Thornton, in a specially concurring opinion on the result, differed, however, as to the principle, concluding that "...because of the broad language of Senate Bill 100 (the state land use law), such county land-use decisions have now all become matters of paramount state-wide concern."

(Allison has another interesting sidelight: in commenting upon ch. 282, Oregon Laws 1973 (ORS 203.035) which extended general ordinance-making powers relative to matters of county concern to all counties, the court said, "... in the absence of state preemption or a limiting charter provision, home rule and general law counties have the same legislative authority." In short, general law counties have all the powers of charter counties except for determining their own governmental structure.)

Finally, a most recent case, Kelly v. Silver, Or. App., P. 2d (1976), decided only last month, upheld the state statute providing for annexation to a city without the consent of the affected voters to alleviate a health hazard. The matter of state-wide v. local concern was not contested, the court noting that the plaintiffs (affected landowners challenging the annexation) conceded that "compelling reasons relating to public health are matters of state-wide interest."

In addition, although it is not in an opinion by either the Court of Appeals or the Oregon Supreme Court, there is instructive language in Circuit Judge Bohannon's opinion in Girt v. Tri-County Metropolitan Transportation District, No. 31-286 (Washington County, 1970). In holding the act creating Tri-Met constitutional against an attack that transportation was a matter of local concern, the judge commented, "...we have to recognize that life is not static. If this proposition had been raised thirty or forty years ago, it would be easy to accept the plaintiffs' contentions...and say that this is in fact an invasion of Home Rule, but thirty or forty years ago, the facts were different." The judge then found that, because of greater density of population,

greater commerce between outlying areas on trade centers, "what affects the economic welfare of a Metropolitan Statistical Area in this State also affects the economic interest of other parts of the State."

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\* On the suggestion of the commentators asked to review this paper, this section has been added.

APPENDIX

Unit	Authority	Date of ORS Auth- orization	Operating Examples in Tri-Co. Area	Operational Scale			
				Less than Area- Wide	Area- Wide	Entire Tri-Co.	More Than Tri-Co.
Boundary Commission	ORS Chap. 199 410-514	1969	yes	-	-	-	yes
Planning Districts	ORS Chap. 197 705-795	1973	"	-	-	yes	-
H. S. A.	PL 93-641	1975	"	-	-	-	yes
MSD	ORS Chap. 268 010-990	1969	"	-	yes	-	-
Port of Portland	ORS Chap. 778 005-260	1891	"	-	-	yes	-
Mass Transit Dist.	ORS Chap. 267 010-390	1969	"	-	-	yes	-
Counties	ORS Chap. 201 005-990, Charter	Territor- ial**	"	yes	-	-	-
Cities	ORS Chap. 221 010-221.928, Charter	1893*	"	"	-	-	-
Water Districts	ORS Chap. 264 010-990	1917	"	"	-	-	-
" Author- ities	ORS Chap. 450 675-685	1971	no	-	-	-	-
Fire Districts	ORS Chap. 478 002-990	1929	yes	yes	-	-	-
Sanitary Districts	ORS Chap. 450 005-580	1935	"	"	-	-	-
Sanitary Authorities	ORS Chap. 450	1955	no	-	-	-	-
Park & Rec. Districts	ORS Chap. 266 010-750	1941	yes	yes	-	-	-
County Service	ORS Chap. 451 010-990	1955	"	"	-	-	-
Area Ed. Districts (Comm. College)	ORS Chap. 341 005-950	1959	"	"	-	-	-



Appendix, cont.

Unit	Authority	Date of ORS Auth- orization	Operating Examples in Tri-Co. Area	Operational Scale			
				Less than Area- Wide	Area- Wide	Entire Tri-Co.	More Than Tri-Co.
School	ORS Chap. 330 005-339.990	Terri- torial**	"	"	-	-	-
Transportation Districts	ORS Chap. 267 510-990	1947	no	-	-	-	-
People's Utility Dist.	ORS Chap. 261 005-730	1931	no	-	-	-	-

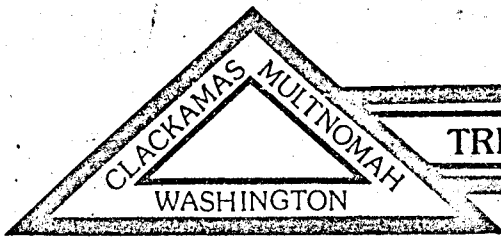
\* Some cities were initially incorporated and chartered under special acts of the legislature and some cities still have essentially that same charter, although it has been ammended from time to time by the cities (for example, Portland, and Eugene).

\*\* These units were authorized or organized under special acts of the territorial legislature.

Statutory citation is to current governing statutes.

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- Local Boundaries: Two Position Papers, Orval Etter, Central Lane Planning Commission, January, 1969.
- Report and Recommendations of the Portland Metropolitan Study Commission, Metro. Study Commission, February, 1969.
- Annexation, Incorporation and Consolidation in the Portland Metropolitan Area, Urban Studies Center, Portland State College, July, 1968.
- Municipal Water and Sewerage Service in the Tri-County Area, Bureau of Municipal Research and Service, 1965.
- Governmental Organization for Fire Protection in the Portland Area, Bureau of Municipal Research and Service, June, 1954.
- Organization for Water Distribution in the Portland Area, Bureau of Municipal Research and Service, February, 1955.
- Providing Fire Protection Outside City Limits: Municipal Policies and Contracts, Bureau of Municipal Research and Service, March, 1967.
- Urban Services in Linn, Benton and Lincoln Counties, Bureau of Municipal Research and Services, 1974.
- Etter, "County House Rule in Oregon", 46 OLR 251 (19\_\_).



TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

Ronald C. CEASE
Chairman
Carl M. HALVORSON
Vice Chairman
A. McKay RICH
Staff Director

June 22, 1976

MEMORANDUM

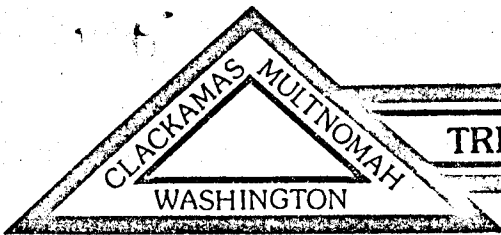
TO: COMMISSION MEMBERS
FROM: CORKY KIRKPATRICK AND PUBLIC INFORMATION AND CITIZEN INVOLVEMENT COMMITTEE
RE: GENERAL BROCHURE

The enclosed general background information brochure will be distributed as widely as possible during the next several months through mailings, meetings and any other means available to the Commission and its members. If you have any suggestions on how or to whom we should distribute this brochure (i.e. local government and neighborhood meetings, unions or corporations), please contact Bill Cross.

Commission members are welcome to take an additional supply of brochures for their personal dispersement.

- John BAILEY
Herb BALLIN
Marlene BAYLESS
Mary-Elizabeth BLUNT
Philip R. BOGUE
Ilo BONYHADI
Alan BRICKLEY
Dennis BUCHANAN
Albert BULLIER, Sr.
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Ardis STEVENSON
Denna STUHR
Steve TELFER
Ora Faye THORGERSON
Jerry TIPPENS
William B. WEBBER
Julie WILLIAMSON
Roger W. YOST

CK:els
Enclosure



# TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
Vice Chairman  
A. McKay RICH  
Staff Director

July 7, 1976

## MEMORANDUM

TO: TRI-COUNTY COMMISSION

FROM: THE STAFF

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The staff has noted an increasing concern on the part of the committees with the subject of structure. Some committees have dealt extensively with this subject, almost to the exclusion of the intended focus on functions. Other committees have stuck with an analysis of functions while expressing a feeling of uneasiness at doing so without some structural guidelines.

It is understood by the staff that while possible structural arrangements for tri-county area governments are not currently the primary focus, this subject does need to be addressed and some expressions of what has been covered to date in this area should be made at this time. This is the primary purpose of this memo. However, the staff would also like to first reiterate its understanding of what the committees are currently covering and where they are headed in the near future.

The staff's view of the current mission can be summarized, as follows:

1. Committees analyze the various aspects (or subfunctions) of the functions assigned to their respective committee.
2. By July 15, committees deliberate and recommend tentative assignment of functions and sub-functions to the appropriate level of government.
3. After July 15, committees work on design of structure that will accommodate their recommended assignments.
4. During structural design stage, it is assumed that many tentative assignments will require additional substantiating information and may be changed as a result of additional information or inability to accommodate them in proposed structures.

A primary purpose of the July 15 deadline is to encourage the committees to look at all functions by a time certain so that those functions which can be easily assigned with unanimity will be taken care of. This would allow both staff and the committees to concentrate on the more difficult functional assignments and/or structure.

It has become apparent that the universal concern by the committees with the matter of structure deserves some comment at this time. With

regard to structure, the staff has interpreted that the committees and the Commission have focused on three ranges of possibility along a continuum which stretches from "Today" (what we've got) to "Long Range" (where we should be going). The staff interprets that various commission members are focusing on: 1) short range alternatives; 2) middle range alternatives; and 3) long range alternatives. The short range, judging from the numerous inter-changes about what is politically feasible, appears to embody a first step, most of which can be attempted in the immediate future with particular emphasis on the upcoming legislative session. The middle range proposals concentrate on additional functions and subfunctions which various commission members see as being more easily moved to other levels once the initial structure has been in place long enough to "prove itself". This is presumed to be roughly in the five to ten year range. The long range is seen as an ideal which may be attainable 20 or more years in the future. The characteristics of the long range alternative will probably change with time.

Utilizing both staff interpretation and visual and verbal expressions of the various committees and individual commission members, the staff presents the attached charts as representative of the continuum explained above. The purpose for doing this is to provide the entire commission with an informal status report on the subject of structure as it has been addressed to date. It is hoped that the committees will be able to utilize these tentative expressions as an aid in their functional analyses. It should be strongly emphasized that these are not recommendations of the commission. The charts represent staff interpretation of ideas discussed to date and are intended for use as an internal working document and not as representations of any committee or commission decisions or recommendations.

The charts utilize a particular graphic style and terminology. It is the staff's hope that this terminology and use of symbols can be standardized from this point forward. Major facets of this terminology and use of symbols are:

1. Squares or rectangles indicate the function or agency enclosed retains a certain degree of autonomy.
2. Circles indicate that the enclosed function is an internal department of whatever agency or department lies above it on the chart.
3. Tri-County Council is the term used to designate whatever overall regional body may be designated. This avoids the use of the terms "regional" or "metropolitan" which many commission members felt the general public may have an aversion to. The exception to this is the designation "county council" in the long range model where the three counties no longer exist.
4. Urban community districts and rural community districts are the terms utilized to designate units formed out of previously unincorporated areas of county territory in the long range model.
5. The neighborhood organizations are indicated with a dashed circle. These groups are assumed to have a direct relationship with the units of government at the lower tier which fosters them. There is no intention to indicate that the Tri-County Council would mandate the encouragement or fostering of neighborhood organizations by cities and counties, but these organizations are generally assumed to be encouraged by the Commission.

If, regardless of new models proposed or changes suggested for the enclosed ones, the commission members can all utilize the same terminology

and symbols much confusion will be avoided.

Following are brief statements of explanation for each of the attached charts.

Today - - The first chart is an attempt to visualize the governmental system in existence today. Local voters and taxpayers elect the governing boards of some 190 special districts, 33 cities and three counties.

Six regional agencies exist but regional voters and taxpayers have no direct control over any of the units. The governing boards of these six regional bodies are appointed lay persons and/or ex-officio members of the governing bodies of other governmental units.

Under the current system, there is little or no formal structural relationship between the regional bodies on the one hand and cities, counties and special districts on the other.

Short Range Alternate I - - In this model the local voters and taxpayers continue to elect the governing bodies of the cities, counties and special districts of which they are constituents. All of the voters in the region elect a Tri-County Council or at least the member from their district. This council is a policy making body for regional matters elaborated below on the chart. The number of members on the council and whether they are full or part-time are matters which need further discussion. A Chief Executive Officer would be the chief administrator for the regional body. This officer could be appointed or elected. Again, this is a matter for further reflection. Under the Tri-County Council would be three operating departments: Planning, Services and Support Services. The planning department would consist of what is now the CRAG operation with the current CRAG board going out of existence. The Tri-County Council would be the policy body for planning, utilizing whatever advisory committee structure it saw necessary. The services department would be what is now the Metropolitan Service District. Again, that board would discontinue its existence and the Tri-County Council would be the policy board. Support Services would be an expandable department which would provide any services desired by the lower tier (cities, counties and special districts) on a contractual basis. The philosophy behind this is that some lower tier units may be able to take advantages of economies of scale and expanded expertise that the upper tier could offer. It is expected that this operation would be basically self-supporting. All three of these departments, then, are internal functions of the Tri-County Council which is an elected body.

The Port of Portland and Tri-Met in this model fall into a somewhat different category. These agencies would retain their existing separate boards and staffs. Their relationship to the Tri-County Council would be similar to that of the Sewer Board and the Transit Board to the Twin Cities Area Metropolitan Council. That is, the Tri-County Council would have general policy and some overall budgetary control, but the agencies would basically continue to perform their functions as they do now. Their boards would be appointed by the elected Tri-County Council. There has been some discussion that the functions of the Port and Tri-Met would eventually be absorbed by the services department, and that other physical services which ought ultimately to be regionalized could also come under the Tri-County Council in this method.

It has been suggested that this provides for an initial step of some significance (providing a single elected board for CRAG-MSD functions and

bringing some overall coordination to all regional activity) but, hopefully, avoids some political pitfalls incumbent in more expansive proposals. The model is viewed as a first step toward some longer range goals and appears to have the flexibility needed for expansion to accommodate middle and long range changes. It is probably achievable by legislative enactment.

Short Range Alternate II - - This alternate first step model is the same as the previous proposal from the voters through the lower tier entities to the council and executive officer. This model also envisions a planning department, a services department and a new support services department. As in the previous cut, the Port and Tri-Met are semi-autonomous agencies. What is different about this model is that it proposes a fourth operating department for Human Services. This department would initially be a planning and coordinating body for the vast array of human service activities in the three county areas. Over a period of time, it is assumed that this department would move into actual provision of certain aspects of human services which lend themselves to a regional approach.

Middle Range Alternative I - - This model again follows the same structure as described above down through the Chief Executive Officer. This alternative then proposes three departments which would handle all regional activities. These are a Physical Services Department, a Support Services Department and a Human Services Department. The Physical Services Department, following the two short range models above, would internalize all of the MSD. Additionally, this department would take over the planning function (which previously was a separate internal department of the Tri-County Council) and the Port and Tri-Met (which previously were semi-autonomous agencies under the Tri-County Council).

The Support Services Department in this model is essentially the same as was proposed for this department in the previous model.

The Human Services Department would maintain the functions described within the previous model and would pick up two additional functions. The Health Services Agency would be reconstituted to embody only the three counties and would become an internal function of the Human Services Department. Educational support services currently carried on by the three I.E.D.'s would also be taken over by this department.

Middle Range Alternate II - - This alternative is a variation on the previous one, but goes several steps further. The basic structure is the same as the Middle Range Alternate I. The difference is that this possibility internalizes even more services within the Physical and Human Services Departments. In addition to the functions of MSD, planning (CRAG), transit (Tri-Met) and Economic Development (the Port), the Physical Services Department would also assume control of the regional aspects of water and park and public facilities. Presumably, public facilities would include such facilities as the civic auditorium, the stadium, the E-R center, the coliseum, etc. The Human Services Department in this model would expand to include the regional aspects of aging services and youth services. The HSA function which is basically planning would be expanded to a health services function which would include delivery of, as well as planning for, health services.

Long Range - - This model envisions major changes in structure leading to a two-tier government similar to Toronto. Here local voters would elect

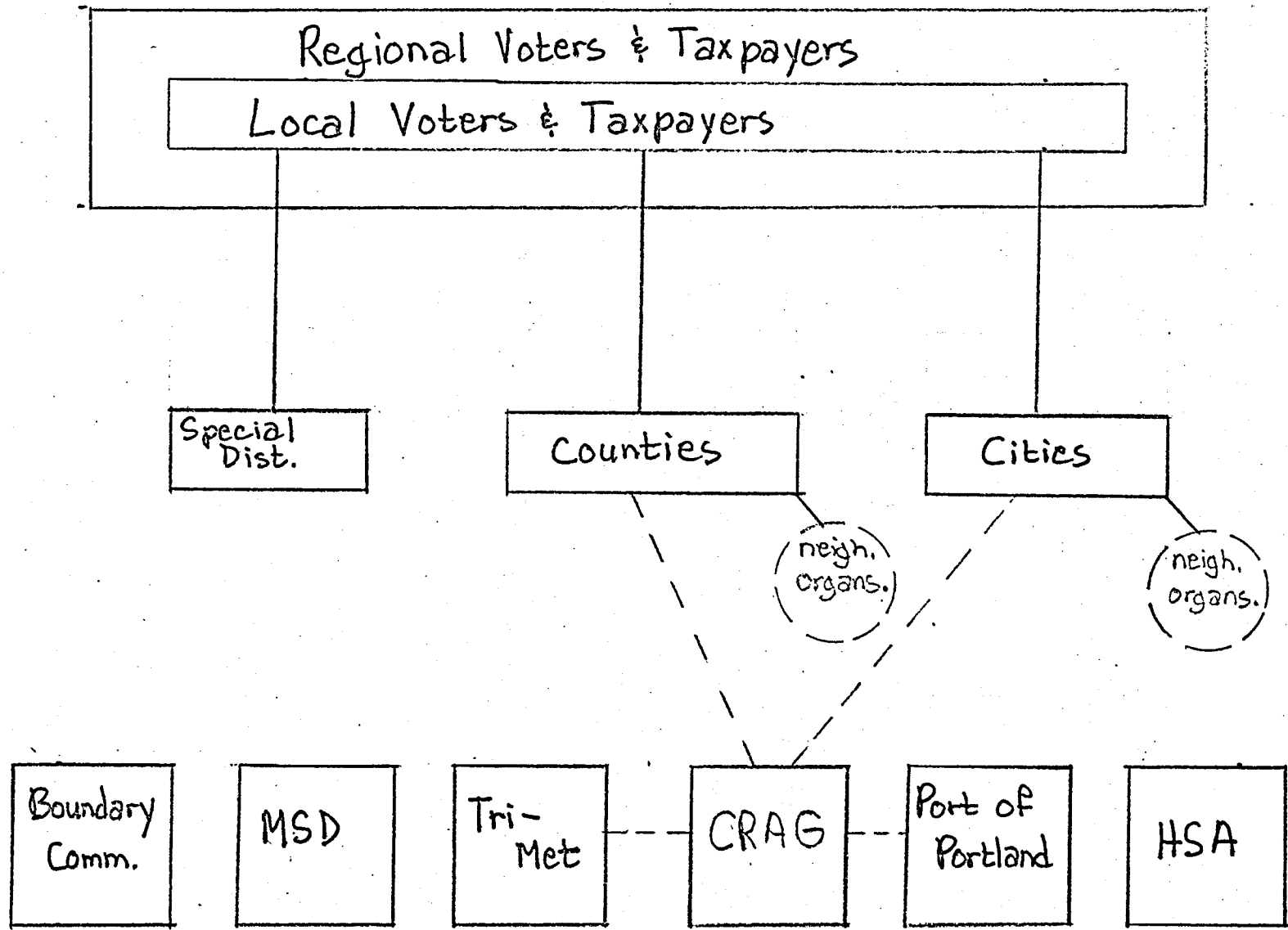
the boards/councils of cities and of new units of government called urban community districts and rural community districts. These new units would be formed in all of the unincorporated areas of the previous three county area. All area within the previously existing three counties would thus be within either a city, an urban community district or a rural community district. These three types of entities would form the lower tier of a two-tier structure and would deliver many services at the local level. The council in this model would be a county council since the three counties would become a single county. A chief administrative officer would be responsible to the council for administration of all upper-tier government. The single county government would be divided into departments under which all services previously offered by the Tri-County Council and the counties would be offered. The exception to this would be that some lower level services previously offered by the three individual counties would likely be transferred to the new lower tier units and the cities rather than up to the county departments.

It should be emphasized again that the models and descriptions are staff interpretations of various discussions by committee members and in no way reflect any official decisions by the Committees or Commission. This material is purely for purposes of generating additional discussions.

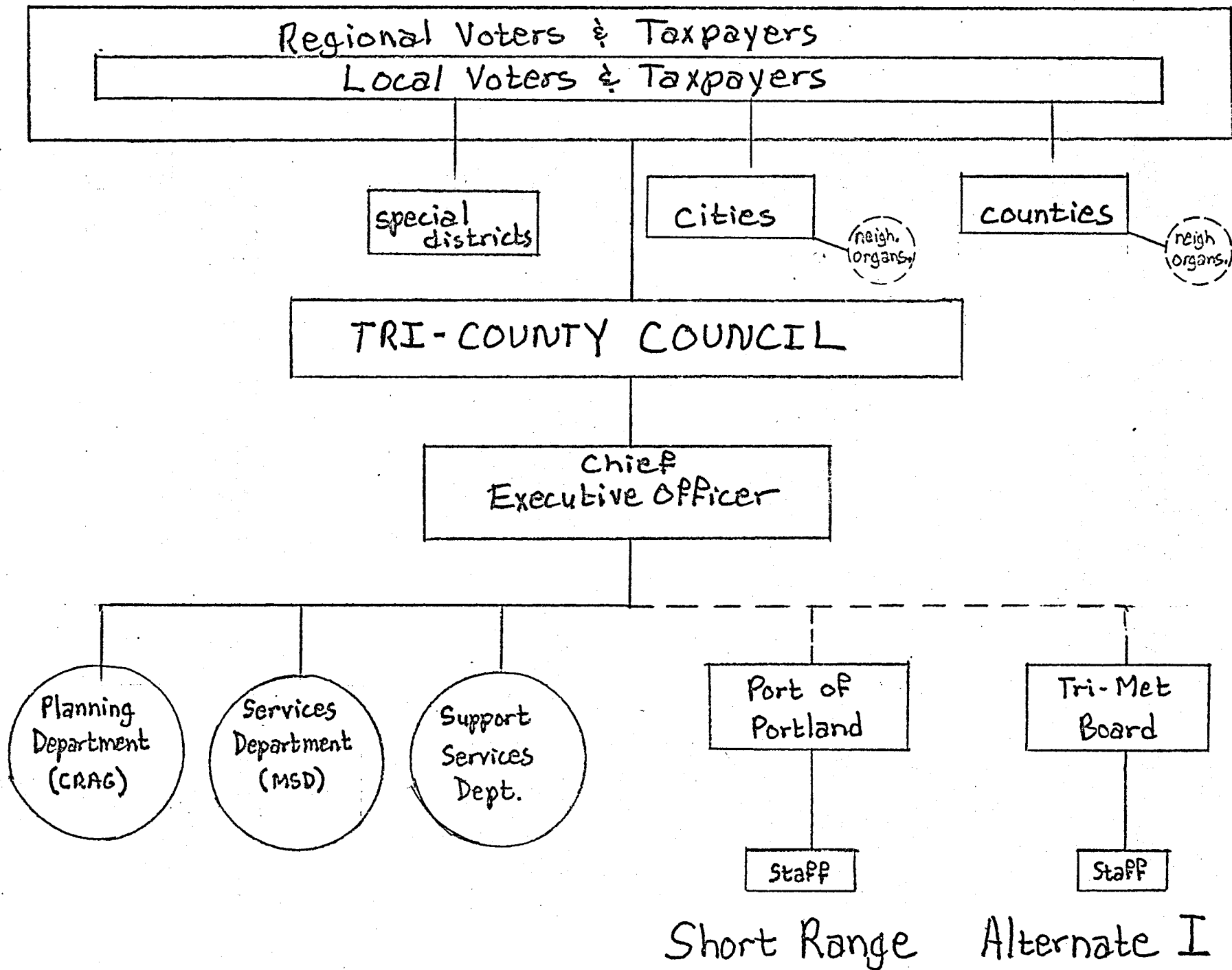
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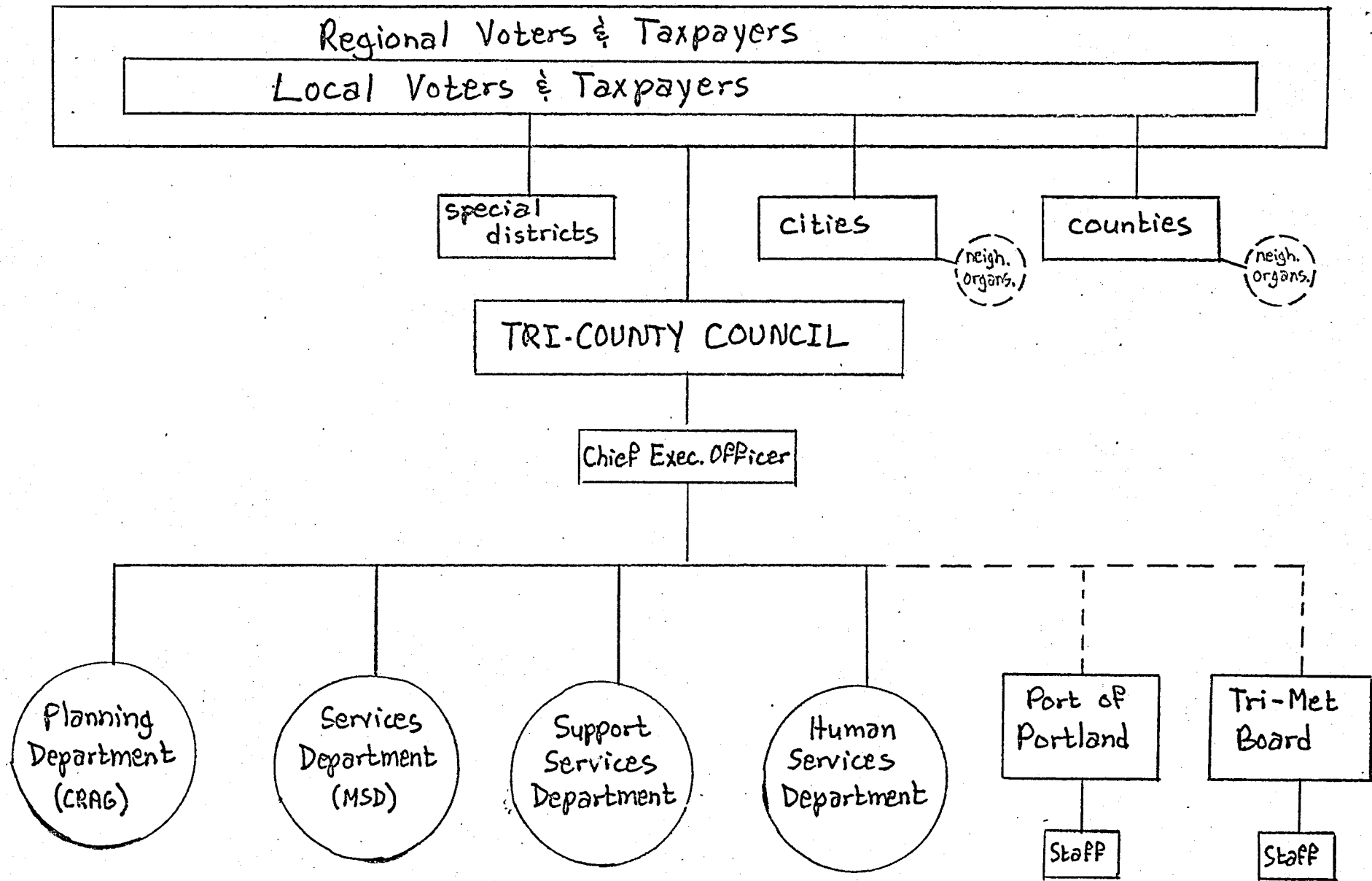
Enclosure: 6 charts





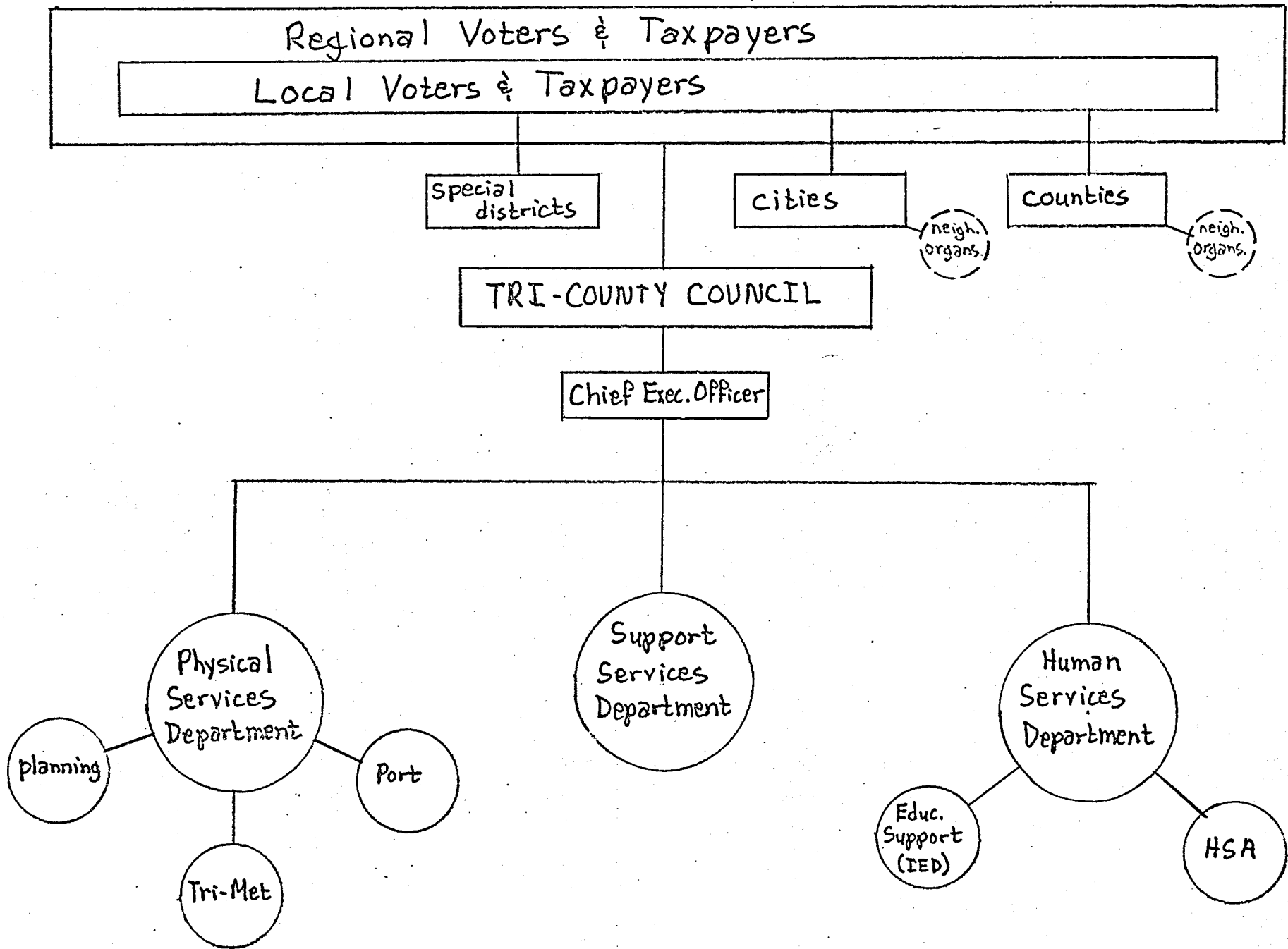
Today



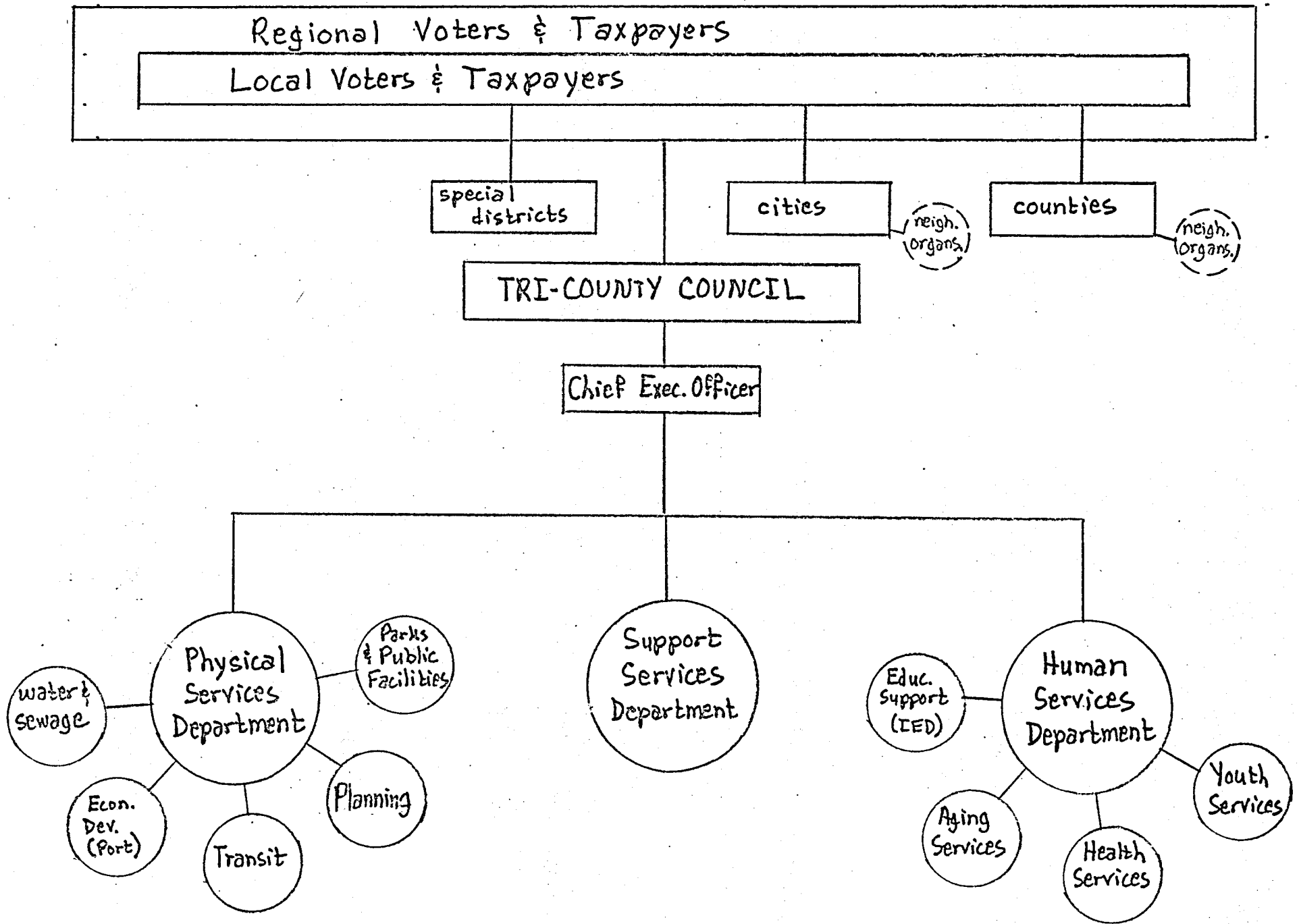


Short Range

Alternate II

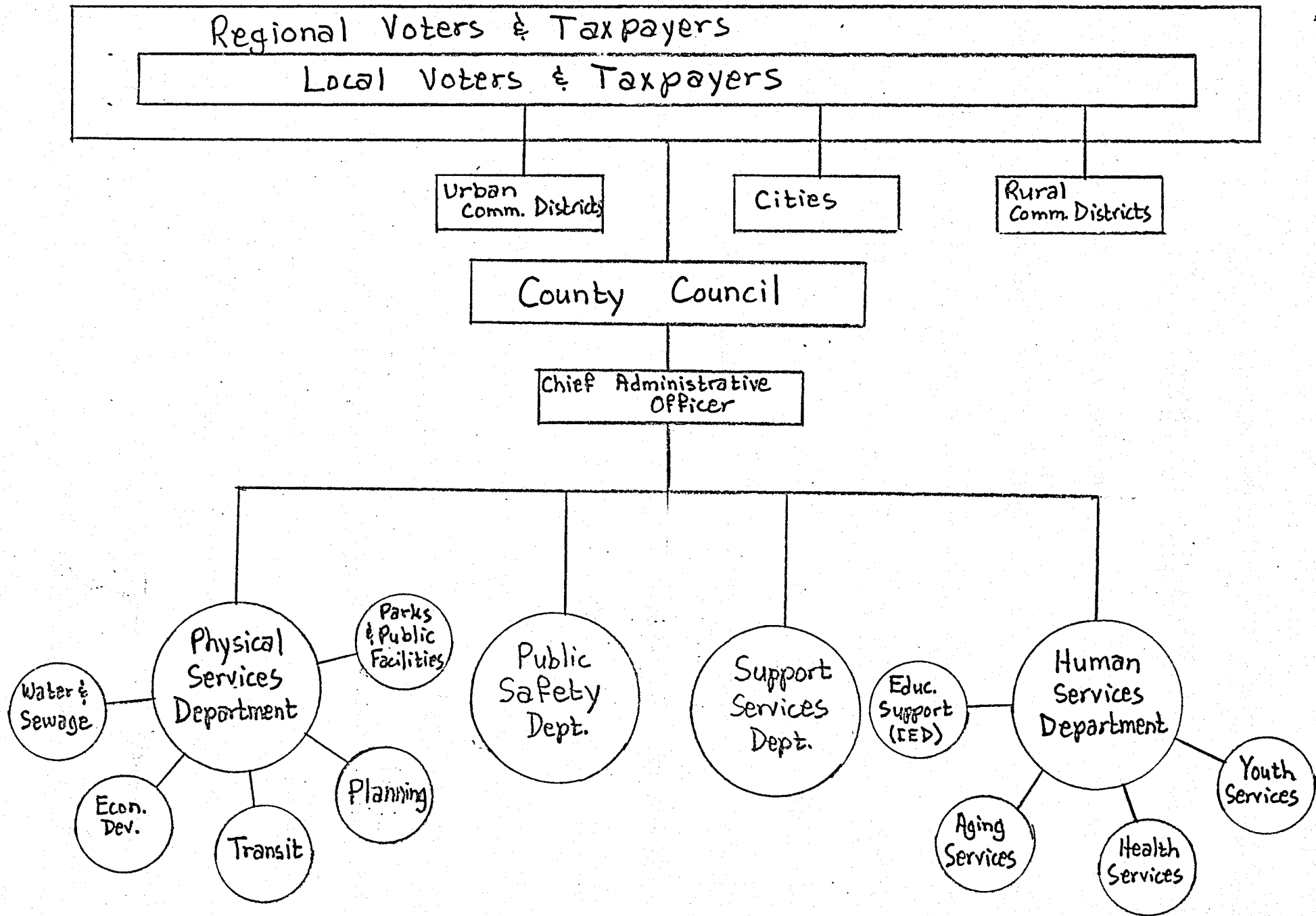


Middle Range Alternate I



Middle Range

Alternate II



Long Range



TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

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Chairman  
Carl M. HALVORSON  
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Staff Director

July 12, 1976

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TO: FULL COMMISSION  
FROM: McKay Rich  
RE: Information Regarding Citizen Participation

The attached information was taken from a report by the Commission on Improved Governmental Management to the Pima County Board of Supervisors and the Mayor and Council of the City of Tucson.

While that area is much less complex governmentally than the Portland area, I thought this information might be useful in your deliberations.

Attch.

AMR/bjg

## Appendix B: Citizen Participation

There are two primary types of citizen participation structures in use in the United States today. They are: 1) geographic groups such as ones with a number of neighborhood councils serving specific geographic areas; and 2) program area groups or task forces, where citizen participation mechanisms are established to oversee or offer advice on programs in specific areas of governmental activity.

A 1972 report by the Advisory Commission on Intergovernmental Relations, ("The New Grass Roots Government?") shows that cities and counties of all sizes and located in all areas of the country are undertaking programs aimed at decentralization and the development of citizen participation. The study, which was based on a sample of 470 cities and 253 counties, seems to clearly indicate that citizen participation efforts are both widespread and continuing through out urban areas in the United States.

Of particular interest are the following findings:

- 1) 65% of the municipalities surveyed have established one or more community-wide resident and advisory committees whose purpose is to advise public officials in various functional areas;
- 2) 50% of the counties sampled have established similar committees;
- 3) 32% of the cities have established neighborhood councils with a mixture of advisory, complaint handling, and policy-making functions. It should be further noted that 77% of the cities with populations of over 500,00 and 71% of the cities with populations between 250,00 and 500,000 have such councils;
- 4) 21% of the counties have similar councils.

Further, the survey goes on to note that in most instances these mechanisms for citizen participation have been rated favorably by officials of the cities and counties involved. 71% of the cities and 81% of the counties with resident advisory committees found them to be worthwhile, with 2% of the cities and none of the counties reporting that advisory committees resulted in a deteriorating relationship. Similarly, 60% and 55% of the cities and counties respectively having neighborhood councils found them to be worthwhile. 4% of the cities and 20% of the counties found that they led to deteriorating relationships.

These figures clearly indicate that not only have a large number of cities and counties around the country established citizen participation mechanisms, but that in most instances these mechanisms have been evaluated as a worthwhile experience which resulted in increased trust and understanding between citizens and officials.



Some more detailed examples of citizen participation structures are presented below.

## 1. Geographic Groups

Geographic groups are by far the most common. Generally, such groups are built on the basis of neighborhood councils representing specifically defined neighborhoods within a city or region. They generally are advisory, and review and comment upon those programs which would impact upon the neighborhoods involved. Since this is the most common pattern for citizen participation, a number of examples will be presented below.

### A. Birmingham, Alabama (population: 300,910)

#### Structure

The city is divided into 86 neighborhoods. Each neighborhood has a citizens committee with membership open to all residents. Each neighborhood elects a president, vice-president, and secretary. The neighborhood president, in consultation with the other officers, forms an advisory group. This group is intended to represent all geographical areas and interest groups within the neighborhoods.

Above the neighborhood level are 19 community citizens committees. A community consists of from 2 to 7 neighborhoods. Community citizens committees are composed of the three elected officers of each neighborhood citizens committee. They annually select a president, vice-president, and a secretary for the community.

The presidents of the 19 community committees make up the membership of the city-wide citizens advisory board. Each year the advisory board selects its own three officers.

#### Method of Selection

Officers of neighborhood committees are elected by the residents of the neighborhood 16 years old and older for one year terms.

#### Functions and Responsibilities

Neighborhoods: Each neighborhood citizen committee is expected to analyze its area and to list in priority order its problems and development goals. Problems within its capabilities, it would endeavor to solve. For broader problems the neighborhood would seek outside assistance.

Communities: They meet to consider problems emerging from the neighborhoods which go beyond the scope of the neighborhood's capabilities. They consider what actions might be appropriate at the community level and what problems should be referred for city-wide attention.

City-wide Board: Receives and evaluates information on problems and goals coming from the neighborhood and community levels and decides what actions are most appropriate. Functions as a Steering Committee and meets regularly with the Mayor and Council.

Staff: Staff is provided by the Community Development Department of the City of Birmingham, which has six field workers available.

## B. Eugene, Oregon (population 79,028)

### Structure

The City of Eugene has adopted a policy which provides for official recognition of neighborhood organizations which adopt acceptable neighborhood charters. A charter must be developed at well-publicized meetings and must assure that the organization is open to all property owners and tenants living within the defined area. The neighborhood group acts in an advisory capacity to the Planning Commission and the City Council. The Planning Department works closely with these groups. A staff member is responsible for attending meetings of each group, providing them information on the issues before them.

### Method of Selection

Those who serve on the neighborhood group are elected by the neighborhood themselves.

### Functions and Responsibilities

Once recognized, the neighborhood organization will be advisory to City Council and the Planning Commission on matters affecting neighborhood development. Topics of concern will include neighborhood plans, zoning, parks, open space and recreation, housing, community facilities, transportation and traffic, and other factors affecting neighborhood livability. The city will notify organizations of all proposed zoning, subdivision, conditional use permits, and planned unit developments and will inform them about contemplated changes in streets, traffic patterns, parks and other recreational facilities. The city will provide recognized neighborhood organizations with supplies, mailing and limited staff assistance.

### Effectiveness

To date eight groups have drafted charters which have been adopted by the council. Four more are in various stages of operation. This represents about 75% of the city's population. The Planning Department feels the process has been successful thus far. They mention that the program has been enthusiastically received.

### C. Neighborhood Government

The following model is one which was developed by the Commission during its discussion of citizen participation. It is, in part, based on concepts recommended by a similar study committee in Rochester, New York. It has not yet been implemented, but is included here because it differs in several respects from the models presented above.

#### Structure

Each of the legislative districts in the region (hopefully, each district would have a population of 35,000-40,000) elects a neighborhood council. Each of the council members runs in small neighborhood units from 3,000-5,000 residents. Each district or neighborhood council elects one of its own members as chairperson and a second member as representative to the area-wide coordinating council, a body whose major purpose is to coordinate the activities of the district councils and insure adequate information flow from the neighborhoods to the legislative body and administration.

#### Method of Selection

Council members are elected from neighborhood units with populations of 3,000-5,000. They are elected at regular city elections and serve a two year term. Elections are non-partisan and candidates are restricted in the amounts they may spend.

#### Functions and Responsibilities

Along with the normal advisory functions of most citizen participation structures, the district councils have several specific grants of authority. First, in several specified areas such as zoning and transportation, the district councils are granted the right to delay the implementation of a decision of the governing body for a period of 30 to 60 days. This is to allow the districts a guaranteed opportunity to have their views considered on matters which will directly affect their areas. Second, the councils also have the power to demand that the administration evaluate a specific service. This service evaluation is then presented to the district council, along with administrative recommendations on how to solve whatever problems might exist. The council is then to review the evaluation and proposed solutions and offer any recommendations which it feels may be valuable.

### II. Program Area Groups or Task Forces

This approach to citizen participation was used extensively under a variety of federal anti-poverty programs of the 1960's and early 1970's. Generally speaking, this approach has given way to the geographical approach outlined above. Several examples do remain, however, where this approach is extensively used, and many participation programs which are geographically oriented also have a task force element. In addition, traditional advisory groups, such as

Citizens Planning Advisory Groups, are examples of this approach. Several examples are discussed below:

A. New York City (population 7,895,563)

Structure

In 1968 an Urban Action Task Force, composed of City Officials and Neighborhood Task Forces, was established. Each individual task force was chaired by a top city official and drew its membership from field personnel of City departments and citizen leaders of various organizations.

Method of Selection

Most of the citizen members were drawn from already existing neighborhood and civic organizations.

Function

Their main role was to address immediate community problems in their specific functional areas and to decide how allocated funds were to be spent.

Effectiveness

At their peak in 1970, there were 50 local task forces. Their most notable accomplishment was having a high level official serve as chairman for a particular community in order to insure follow up by various city departments. This forced key administrators to deal with residents and view their problems first hand.

B. Austin, Texas (population 251,808)

Structure

The city was divided into 10 geographic zones of approximately equal population. The program was organized into three phases. Phase I consisted of a "Goals Assembly" of 250 members appointed by the City Council with equal representation from each zone. The Goals Assembly was charged with six primary functions: to participate in identifying goals for Austin; to recruit Phase II participants and aid in their training; to monitor and direct the entire program; to assume the leadership for conducting neighborhood meetings with the help of Phase II participants; and to prepare the Austin Tomorrow goals document. The Goals assembly recruited approximately 500 citizens to participate in Phase II. These people received training similar to that of the Goals Assembly. The Phase II participants were to help publicize the program, encourage widespread participation, help conduct the neighborhood meetings and to be participants themselves. Phase III consisted of 56 neighborhood meetings in which more than 2,800 citizens participated. Each meeting was held in a

different neighborhood throughout the city, with at least five meetings in each of the 10 zones. Each of the meetings broke into small groups to consider specific areas such as housing or transportation.

#### Method of Selection

City Council appointed first 250 members. Participation open to all residents

#### Functions and Responsibilities

To determine the major issues in each neighborhood and in the community as a whole. Topics covered include: housing, neighborhoods, health and social services, land use, transportation, economics, population, the environment and the core area of the city. In the end a document was produced to identify the problems and advocate a series of goals to serve as guideposts for the people who design and execute plans for the city's future.

## Recommendation Two: Citizen Participation

While a consolidated system seems to provide the most appropriate structure for governmental efficiency and effectiveness, the Commission is concerned that avenues for adequate citizen access and participation and significant governmental responsiveness be an inherent element of any governmental reorganization.

Starting with the community control movement of the 1960's and further reinforced by such federal programs as model cities and community action, it has become clear that both local governments and citizen's groups have turned to various methods of citizen participation to insure that local neighborhoods and interested citizens have a substantial say concerning programs and projects which directly affect them.

As the social and environmental problems of urban areas have become increasingly recognized, and as concern over the future of neighborhoods and entire communities has grown citizens have become increasingly interested in becoming involved in local governmental decision making and planning.

At the same time, the political and administrative leadership of government has realized that such participation, rather than being an obstacle to effective government, can aid government in determining priorities, understanding problems, and developing programs which are compatible with the values of the constituents to be served.

Among the benefits of a program of citizen participation are the following: the provision of continuing feedback to government which is necessary for evaluating and planning programs; establishing a system which will provide all residents of the county with expanded avenues of participation in decisions which will directly affect them or the areas in which they live; the destruction of actual or perceived barriers which separate citizens from their government which will lower the adversary relationship which has often existed between citizens and their government; the restoration of higher levels of citizen trust; and the development of a structure which will permit smaller localities within the Tucson-Pima region to develop stronger community ties and take some measure of control and responsibility over their own areas.

After reviewing the current citizen participation process of the City of Tucson as well as similar programs in other localities, the Commission feels that such a process should be an integral part of a consolidated government.

At one point, the Commission planned to recommend a detailed citizen participation structure. However, after a great deal of thought, research, discussion, and community input, it was realized that offering a detailed proposal at this time is slightly presumptuous. It is clear that citizen participation programs are still in their infancy. There are a large number of different types of programs. Different programs seem to operate at different levels of success in different areas.

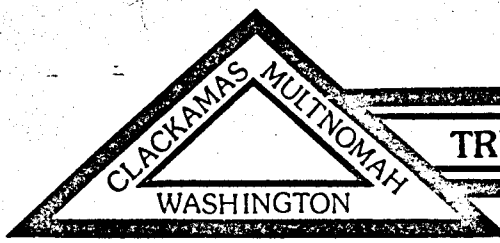
Because of the experimental nature of citizen participation efforts, the Commission feels it is inappropriate at this time to recommend a detailed structure to be adopted by the consolidated government. At the same time, the Commission remains convinced of the necessity for citizen participation.

The Commission therefore recommends that the following or similar language be included in the charter of the consolidated government:

The Governing Body shall establish by ordinance a citizen participation process to increase and insure effective citizen participation in the decisions of the consolidated government.

Such language mandates the development of a citizens participation process while at the same time permitting the governing body to adjust whatever mechanism is instituted to changing community needs and demands. It should once again be stressed that the Commission is committed to the development of a citizen participation process and sees such a process as an inherent part of its overall recommendation for governmental consolidation.

A number of examples of what a citizen participation structure could look like are provided in the appendix.



TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

July 20, 1976

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M E M O

TO: Executive Committee  
FROM: Kay Rich  
RE: Initiative to Repeal Intergovernmental Cooperation Statutes  
and those statutes providing for the current organization  
of CRAG

These are for informational purposes only at this time. However,  
the Commission may wish to issue a statement at some point.

AMR/bjg

Attch.



REPEALS INTERGOVERNMENTAL COOPERATION,  
PLANNING DISTRICT STATUTES

This measure proposes repeal of ORS 190.003 to 190.110, which authorize local governments, and the state, to enter into agreements with each other or otherwise to cooperate in performances of any of their functions and activities; and also repeal of ORS 197.705 to 197.795, which provide for creation of a regional planning agency for the Clackamas-Washington-Multnomah County metropolitan area, and specify its organization, duties and powers.

RECEIVED

SEP 3 8 21 AM '75

L. A. MYERS  
SECRETARY OF STATE

Be it enacted by the people of the State of Oregon: that the following sections of the Oregon Revised Statutes are repealed:

ORS 190.003, 190.007, 190.010, 190.020, 190.030, and 190.110, ~~granting authority to Councils of Governments (C.O.G.'s); and~~

ORS 197.705, 197.710, 197.715, 197.725, 197.730, 197.735, 197.740, 197.750, 197.755, 197.760, 197.765, 197.775, 197.780, 197.785, 197.790, and 197.795, ~~granting authority to the Columbia Region Association of Governments (C.R.A.G.).~~

*Language deleted per  
Advice from AG, and  
James Gillis ltr. dated  
9-12-75.*

**INTERGOVERNMENTAL  
COOPERATION**

**190.003 Definitions for ORS 190.003 to 190.110.** As used in ORS 190.003 to 190.110, "unit of local government" includes a county, city, district or other public corporation, commission, authority or entity organized and existing under statute or city or county charter.  
[1967 c.550 s.2]

**190.007 Policy; construction.** In the interest of furthering economy and efficiency in local government, intergovernmental cooperation is declared a matter of state-wide concern. The provisions of ORS 190.003 to 190.110 shall be liberally construed.  
[1967 c.550 s.3]

**190.010 Authority of local governments to make intergovernmental agreement.** A unit of local government may enter into a written agreement with any other unit or units of local government for the performance of any or all functions and activities that a party to the agreement, its officers or agencies, have authority to perform. The agreement may provide for the performance of a function or activity:

- (1) By a consolidated department;
- (2) By jointly providing for administrative officers;
- (3) By means of facilities or equipment jointly constructed, owned, leased or operated;
- (4) By one of the parties for any other party; or
- (5) By a combination of the methods described in this section.

[Amended by 1953 c.161 s.2; 1963 c.189 s.1; 1967 c.550 s.4]

**190.020 Contents of agreement.** (1) An agreement under ORS 190.010 shall specify the functions or activities to be performed and by what means they shall be performed. Where applicable, the agreement shall provide for:

(a) The apportionment among the parties to the agreement of the responsibility for providing funds to pay for expenses incurred in the performance of the functions or activities.

(b) The apportionment of fees or other revenue derived from the functions or activities and the manner in which such revenue shall be accounted for.

(c) The transfer of personnel and the preservation of their employment benefits.

(d) The transfer of possession of or title to real or personal property.

(e) The term or duration of the agreement, which may be perpetual.

(f) The rights of the parties to terminate the agreement.

(2) When the parties to an agreement are unable, upon termination of the agreement, to agree on the transfer of personnel or the division of assets and liabilities between the parties, the circuit court has jurisdiction to determine that transfer or division.  
[Amended by 1967 c.550 c.5]

**190.030 Effect of agreement.** (1) When an agreement under ORS 190.010 has been entered into, the unit of local government, consolidated department or administrative officer designated therein to perform specified functions or activities is vested with all powers, rights and duties relating to those functions and activities that are vested by law in each separate party to the agreement, its officers and agencies.

(2) An officer designated in an agreement to perform specified duties, functions or activities of two or more public officers shall be considered to be holding only one office.

(3) An elective office may not be terminated by an agreement under ORS 190.010.  
[Amended by 1967 c.550 s.6]

**190.040** [Amended by 1953 c.182 s.2; 1957 c.428 s.1; repealed by 1963 c.189 s.3]

**190.110 Authority of units of local government and state agencies to cooperate.** In performing a duty imposed upon it or in exercising a power conferred upon it, a unit of local government or a state agency of this state may cooperate, by agreement or otherwise, with a unit of local government or a state agency of this or another state, or with the United States, or with a United States governmental agency. This power includes power to provide jointly for administrative officers.

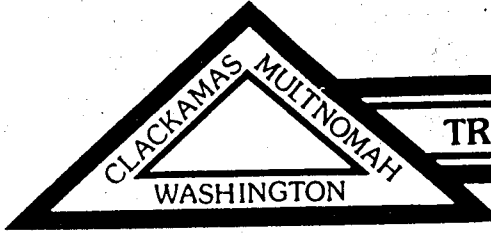
[Amended by 1963 c.189 s.2; 1967 c.550 s.7]

**190.120** [1955 c.164 s.1; 1959 c.662 s.3; 1961 c.108 s.8; renumbered 297.910]

**190.150 Agreements under federal Watershed Protection and Flood Prevention Act.** (1) Districts that may enter into agreements with the United States, or any agency or instrumentality thereof, under the Watershed Protection and Flood Prevention Act, as amended (16 U.S.C. 1002), are:

(a) People's utility districts organized under ORS chapter 261.

C-79



TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

July 26, 1976

Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
Vice Chairman  
A McKay RICH  
Staff Director

M E M O

TO: FULL COMMISSION  
FROM: Kay Rich  
RE: Article appearing in National Civic Review,  
May, 1976.

The attached article, written by James R. Ellis of Seattle, is interesting reading and worth your time. Mr. Ellis was probably more responsible than any other single person for the creation of the Municipality of Metropolitan Seattle which now operates the major interceptors, sewage treatment plants, and outfalls of the Seattle area and the public transportation system. He was very active in the Forward Thrust program and has been a real force in sustaining the King County-Seattle Municipal League.

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AMR/bjg

Attch.

## Environment and Growth: Increasing Interdependence

by James R. Ellis\*

**M**OST observers agree that some control conditions have changed for people who live in cities, but few agree on the way our systems and institutions should respond. Energy is scarce. The cost of local government is spiraling dangerously. Capital markets are drying up. The work force is underused. Urban problems which once were thought to be local in nature now have national and international causes and effects. World resources are limited, but world population continues to grow. The United States depends on imports for more than half of its supplies of nine major minerals. Present levels of consumption could use up our supplies of oil in a matter of decades. The cost of fertilizer and scarcity of land and water threaten the ability of world agriculture to produce an adequate food supply. The certainty of many more consumers expands this threat. If world consumers were to achieve United States consumption levels, a simple extrapolation of the effects of present practices could produce a series of human and environmental disasters.

We know that people can gradually adapt their activities to new conditions. Nevertheless, it is prudent for urban communities to look at their options with a different "balance" and a new urgency. These communities should be seeking and testing a variety of different urban systems and government forms. But there is no longer time for each community to engage in unlimited argument over ways and means. It is more important to reach an action consensus on a few programs with a probability of moving in the right directions.

Present investments and policies are not good enough to produce resource-conserving models of urban life which will be sustainable over time. Our present framework of citizen groups and local governments is not developing adequate ways and means. We, as citizens, have been riding the cheap merry-go-round of saying "no" and delegating our duties to others.

The debate on growth illustrates the problems. The dynamics of growth are complex, and its effects are hard to forecast. But public discussion has tended to highlight extreme scenarios and has often created confusion. Some parts of the growth issue need to be sorted to facilitate positive citizen response.

It is sometimes useful to separate population growth from economic growth and to think of economic growth as a function of goods and services per per-

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\* James R. Ellis, Seattle attorney, was formerly president of the Municipal League of Seattle and King County, and Forward Thrust. He is a regent of the University of Washington and a trustee of The Ford Foundation. He is also a vice president of the National Municipal League.

son multiplied by the number of people. It is appropriate to include in our measure of goods and services a wide range of public and private sector activities. An increase in clean water produced by sewage treatment plants, or clean air produced by environmental regulators, or the work of housewives or artists, are as much a part of true economic growth as the products of farms and factories.

The population of the United States will increase by about 30 million persons in the next 40 years. This will be so even assuming a continued decline in birth rate and a lower level of immigration than that which presently exists. The United States with 210 million people now has 6 percent of the world's population. In 40 years, even with a growth of 30 million, the United States will constitute less than 3 percent of the world's population.

It is an inescapable fact that there will be more people in the world and in the nation. The only questions are how many more and how will they live. In the United States the problem will not be too many people—but whether these people will insist on certain kinds of non-sustainable consumption.

In most communities, the first step in preparing for economic growth is to recognize that it will and should happen. Additional economic growth will be needed to create jobs for those presently unemployed and for the large number of young persons who will enter the work force in the next few years.

It is fruitless to stand screaming against the tide of this growth. We will not stop economic growth by simply decrying its possible adverse impacts. We will have to act to prevent or minimize such impacts. Some practical steps include:

1. Stop urban sprawl by acquiring and holding productive agricultural land and key open space in urban areas.
2. Reinvigorate existing commercial centers and residential neighborhoods, and
3. Cause a substantial shift from resource-consuming methods of transportation to low-consuming cars and public transport methods.
4. Prepare and implement more productive systems of local government.

Protection of key open spaces from urban development can do much to hold the natural character of any area and to prevent urban sprawl. Such protection will require land-use zoning, flood plain protection, shoreline management, and the planned provision or non-provision of utility services, particularly transportation arteries.

Some planners believe that zoning ordinances, comprehensive plans and the regulation of utility construction will, by themselves, be adequate to preserve open space in an urban setting. However, history has demonstrated that too often these methods do not work. It is crucial to remember that zoning is a political process subject to continuous change, and properly so. It is important to recognize the limits of this process. Zoning usually works well in support of economic forces, but less well as an instrument to stem economic forces. By itself or in combination with utility constraints, zoning is not an effective substitute for paying the fair price of protecting urban open space or irreplaceable agricultural lands.

The real economic cost of zoning one person's urban land to provide public open space is no different from the real cost of acquiring the land—but zoning puts the burden of bearing this cost on a single property owner while the burden is shared by the people as a whole if the private interest is purchased. When an urban farm is zoned "agricultural" and taxed at "market value," a continuing operating loss can be generated for the owner. This basic inequity cries out for and usually gets relief by rezoning. The force of speculative land development is so great that even tax exemption or "present use" property valuation programs are not enough to offset the economic gains from development.

Another "cheap" method of controlling development relied on by planners to support open space zoning is to curtail the size or extension of utilities. Historically, this has often proved to be both wasteful and ineffective. More often than not it simply causes larger facilities to be built later when zoning for the property served changes under economic pressure. In this process, the economies of scale otherwise available to the rate payers are lost, more resources are consumed, and more streets and land are disrupted.

Over any long period of time the effective way to protect open space which is threatened by development is to purchase the necessary property rights out of the public purse and to pay the owner the fair value. Its open space character can be permanently covenanted in the public tax mandate and made enforceable by any taxpayer. The effect of such purchase will be to add to public planning and regulations an enduring and supportive actual land use in place, and to remove a continuing economic pressure point for rezoning.

Because of the substantial cost of acquiring adequate amounts of property, it may make better sense to acquire only development rights in some cases and to borrow the necessary money and repay it over time rather than to pay the entire purchase price out of current taxes. The next generation will have greater need for the open space than we do. By borrowing to buy now, the price will be fixed against long-term inflation in property values. It is important for local governments and land conservation trusts to note that the cost of borrowing money is simple interest, whereas land prices have compounded over the long term and in urban settings have often multiplied many times over the short term.

A productive farm could also be purchased in fee simple for public open space use and in turn be leased to private parties for the production of food and fibre under covenants requiring its use for such purpose. Other compatible and low density uses may be similarly open to protection by acquisition and restricted leasing. Agricultural land values have increased substantially in the last 15 years, and it is reasonable to expect in the face of future demand for food and fibre that the value of land used for farming will continue to increase.

The public payment for private rights is important not only because it is effective preservation but also because it treats the individual owner fairly as against the body politic. Fair treatment of individuals is essential to main-

tain the respect of individuals for the compact under which they consent to be collectively governed.

The public purchase of open or low density land which is funded partially from rentals of the land and guaranteed by the public credit and purse is equitable and effective. It may also prove to be the most economical means of strengthening land use plans, securing agricultural land for future food production, separating urban developments and preserving environmental qualities.

Turning to the cities, even the casual observer cannot help but be struck by the ease with which we allow older ones to decline and decay. Society cannot afford to throw away existing cities on the basis of a short-term entrepreneurial rationale. It is a net waste of resources. It is a waste of public and private capital. It is a waste of human life in the high damages which occur in the decline and decay phases. And to duplicate our cities with new ones will unnecessarily consume land.

Most cities have the physical ingredients for urban living in today's world. Older cities do, however, need to be competitive if they are to withstand the lure of new towns in the far rings of a yet undeveloped suburbia. Existing cities need to be attractive and satisfying for residents, businesses and shoppers. It is not enough to serve one or the other exclusively.

Retail shopping is a must in existing urban centers. Cities without market places are anomalies in history. The city cannot afford to watch all retail establishments leave downtown. If they do, even the most impressive office buildings will not be enough to stem a tide of downtown decay. Private-public entrepreneurs can make downtown retail activity more attractive to customers by multi-level retail reinforcement of office, hotel and apartment uses. City plans should create more streets for people. Streets without people-attracting activities will ultimately die.

Perhaps the most important step in restoring the cities is to improve and use existing housing stocks, particularly to assist individual owners to rebuild, remodel and improve their homes. Good schools and safe neighborhoods are the main attractions that will bring people back to the cities. The surest way for a neighborhood to reduce crime is for each person to care about the life and property of neighbors. Not vigilantes, but vigilance and caring. If citizens do not act to help neighbors, they can never hire enough police to protect themselves. Existing neighborhoods can be made safe places to live. If they are not made safe, they will decline.

Accessible in-city recreation and open space opportunities are also needed if existing urban housing is to be competitive with new suburban developments and if we are to prevent wall to wall high density from replacing wall to wall low density developments. The high cost of new construction may be a blessing in disguise for older neighborhoods.

Within urban areas, automobiles play the major role in movement. To bar their access to in-city shopping areas could well be self-defeating. But freeways in urban areas should be lidded wherever feasible to substitute comple-



mentary urban uses of the air space for noisy and frenetic blight. Public transportation can offer an efficient alternative. It is sobering to note that more than 300 cities in the United States have completely lost their public transit systems since 1946. Reasonable subsidies and incentives should be given, because a significant shift to transit will save fuel resources, strengthen existing centers and reduce the need for additional urban highway lanes.

For the near future, gasoline-powered automobiles will continue to be the most important form of movement. If they are smaller, lighter and reasonably powered, major fuel savings are possible. If clustered communities offer employment with shorter work trips, further savings can occur. It is also apparent, however, that public transit should become a more important factor in urban movement.

On the management side, the ability to implement land use and environmental plans on an areawide basis, and indeed to plan for future rational development, calls for the establishment of metropolitan governments which can meet the real needs of urban areas and be responsive to its people. The functions of local government should be reallocated so that an areawide level does those things which require areawide performance and a level smaller and closer to the people performs the remainder of tasks.

One of the blank spots in local government has been the absentee governance of unincorporated urban areas largely by persons elected from other portions of a large county. True local government can and should be established for unincorporated areas by creating urban or rural service districts. Cities need not be swallowed up by areawide government but can actually gain greater control over the effective solution of certain problems formerly beyond their power.

What is needed is a government structure with sufficient scope, resources and reach to deal with the problems as they exist, and a citizen force to bring that structure into being. Either state legislation or new charters will have to be passed. The issue will be: Can citizen initiative pass the bills or walk the petitions and elect the freeholders needed to complete this difficult job?

There is value in a variety of advocacy, but stubborn confrontation and head-banging has not proved to be a good formula for civic action. Our systems of government now have so many checks and balances that increasing quantities of time are required before any action can be taken. An expanded awareness of the web of interconnections and tradeoffs between policy choices is a first step in effective citizenship for these times.

Under these circumstances, it becomes increasingly important that people be challenged to focus on the values and possibilities which majority consensus may bring. Private citizens should be asked to assist public officials to create a climate of achievement. If too much is not promised, and if each accomplishment is related by the media to the public commitment which made it possible, we could regain public confidence in self-government.

The actual tradeoffs are sometimes difficult to discover, but the search

(Continued on page 261)

## ENVIRONMENT AND GROWTH

(Continued from page 240)

for them is critical, especially in any conscientious effort to improve the environment. However, it is also important for the concerned citizen to be alert for rules and regulations which become counterproductive.

It is becoming widely apparent that we will need to redirect economic growth to achieve social and environmental goals. But perhaps the greatest challenge to citizens is to realize also and act on the need to redirect economic growth to help achieve higher living and education standards for the people of the developing countries. Few nations have been able to bring their population growth under control unless they have first achieved basic public education and a living standard significantly above the poverty level. This does not mean molding other cultures in our own image, but it does mean helping them to recognize and meet problems which threaten us all. In exchange for this major commitment of its own capital and the work of its citizens, the United States should insist on enforceable world compacts for resource conservation and environmental protection.

Future decisions are going to be harder for citizens to make as the many dimensions of economic growth and its effects are understood, but this widened understanding is a necessary first duty. What may be good for one neighborhood may be gained at the expense of the city as a whole. What may be a gain for a few nations may be a net loss for the world. What may be temporary advantage for one element of the environment may be long-term disaster for another element. Change is part of natural history, but recent human interventions in natural systems are becoming sufficiently great to give us pause.

With increasing interdependence, insular perspective on any policy choice could be fatal. However, as pressures for collective actions mount, we risk loss of precious freedoms, pluralism in societies, and variety in our experiments for human betterment. These losses should be weighed with special care before they are accepted.



# TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

July 27, 1976

Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
Vice Chairman  
A. McKay RICH  
Staff Director

## MEMO

TO: COMMISSION MEMBERS

FROM: Kay Rich

Attached is the narrative and the three charts  
according to the action taken by the Commission  
at the meeting July 15, 1976.

AMR/bjg

Attch.

John BAILEY  
Herb BALLIN  
Marlene BAYLESS  
Mary-Elizabeth BLUNT  
Philip R. BOGUE  
Ilo BONYHADI  
Alan BRICKLEY  
Dennis BUCHANAN  
Albert BULLIER, Sr.  
Joy BURGESS  
Ted CLARNO  
Elsa COLEMAN  
John FREWING  
Dean GISVOLD  
William GREGORY  
Lloyd HAMMEL  
Hazel G. HAYS  
Stephen B. HERRELL  
Nancy HOOVER  
Barbara JAEGER  
Leland JOHNSON  
Martin JOHNSON  
Charles JORDAN  
Hugh KALANI  
Julie KELLER  
Corky KIRKPATRICK  
Loyal LANG  
Robert LANDAUER  
Ed LINDQUIST  
Harold LINSTONE  
Raymond MAIER  
Tom MARSH  
G. H. MATTERS DORFF  
Wanda MAYS  
Maria Elena Bazan  
McCRACKEN  
Hugh McGILVRA  
Douglas MONTGOMERY  
William MOSHOFSKY  
Gary NEES  
Jack NELSON  
John NIGHTINGALE  
Mary OPRAY  
Mary RIEKE  
Frank ROBERTS  
Edward ROSENBAUM  
Fred RUSSELL  
Betty SCHEDEEN  
Robert SCHUMACHER  
Mildred SCHWAB  
Virginia SEIDEL  
Mike SHEPHERD  
Robert SIMPSON  
Estes SNEDECOR  
Larry SPRECHER  
Marlene STAHL  
Ardis STEVENSON  
Donna STUHR  
Steve TELFER  
Ora Faye THORGERSON  
Jerry TIPPENS  
William B. WEBBER  
Julie WILLIAMSON  
Roger W. YOST

# TRI-COUNTY LOCAL GOVERNMENT COMMISSION

## CONCEPTUAL SHORT AND LONG RANGE ALTERNATIVES FOR REORGANIZATION

At its regular meeting on July 15, 1976, the Tri-County Local Government Commission adopted conceptual short and long range alternatives for governmental reorganization to provide more detailed guidance for its committees as they continue their deliberations and to obtain suggestions from various organized groups and the public in general.

In the short range alternative, most of which can be provided for at the upcoming legislative session, the local voters would continue to elect the governing bodies of cities, counties, and special districts as they do now. Members of a Tri-County Council would be elected directly by, and accountable to, the voters in the Tri-County area. This council would be the major policy making body for those matters deemed area-wide. The number of members on the council, whether they would be elected at large or by district, their terms of office, compensation, etc. and the type of administrative and financial structures preferred are matters yet to be determined.

There would be three general programs under the direction of the Tri-County Council: planning, physical and human services, and support services. The planning function would absorb the services now provided by CRAG. Physical and human services would include those functions currently authorized for the Metropolitan Services District and any new functions or aspects of functions the Commission may recommend be authorized, such as water supply and major cultural or recreational facilities. Support services would be an expandable or contractable program providing those services desired by lower tier governments (cities, counties, special districts) on a contractual basis.

In this alternative, the relationship of the Port of Portland and Tri-Met to the Tri-County Council has not been clearly determined. It might be similar to that of the Sewer Board and Transit Board to the Twin Cities Metropolitan Council in Minnesota. That is, the Tri-County Council might appoint the members of their governing boards and have general policy and certain budgetary control over them. They would, however, basically continue to perform their service functions as they do now.

The larger cities (more particularly Portland) and the counties would be encouraged to develop smaller area councils to advise them on matters of major importance to the neighborhoods. Where feasible, cities or counties might contract with these more local councils for performance of selected services. This, of course, would not require any action by the legislature.

The short range alternative would be a major step towards achieving a more visible and accountable governing mechanism for providing those services required on a Tri-County basis and for providing the coordination needed to make the various parts of the governmental system work more harmoniously. Legislation for implementing it should include steps for a reasonable and timely transition from the system now in operation to the one proposed.

Members of the Tri-County Local Government Commission recognize that the short range alternative is no final solution. Indeed, there are no final solutions, and whatever is put in place should be reviewed and updated periodically. Nonetheless, the Commission proposes as a long range alternative a more simplified two-tier government for this metropolitan community. Intervening steps should lead towards this objective.

Under such a two-tier arrangement, matters of tri-county significance would be assigned to the upper-tier government, while those services and responsibilities deemed local would be assigned to the lower tier cities or community districts.

At both levels, policy controls would rest with governing bodies composed of directly elected officials. General purpose government would have preference over single purpose government.

Because of time and resource constraints, the Tri-County Local Government Commission will place its major emphasis on achieving its short range alternative. However, provision should be made for timely review of any ongoing system and the development of proposals for improvement.

AMR:els

7/27/76

Regional Voters

Local Voters

Special Districts

Counties

Cities

Neighborhood Associations

Neighborhood Associations

Boundary Commission

MSD

Tri-Met

CRAG

Port of Portland

HSA

Today

Regional Voters

Local Voters

Tri-County Council

Planning

Physical & Human Services

Support Services

Port

Tri-Met

Special Districts

Cities

Counties

Neighborhood Associations

Neighborhood Associations

Short Range

UPPER TIER

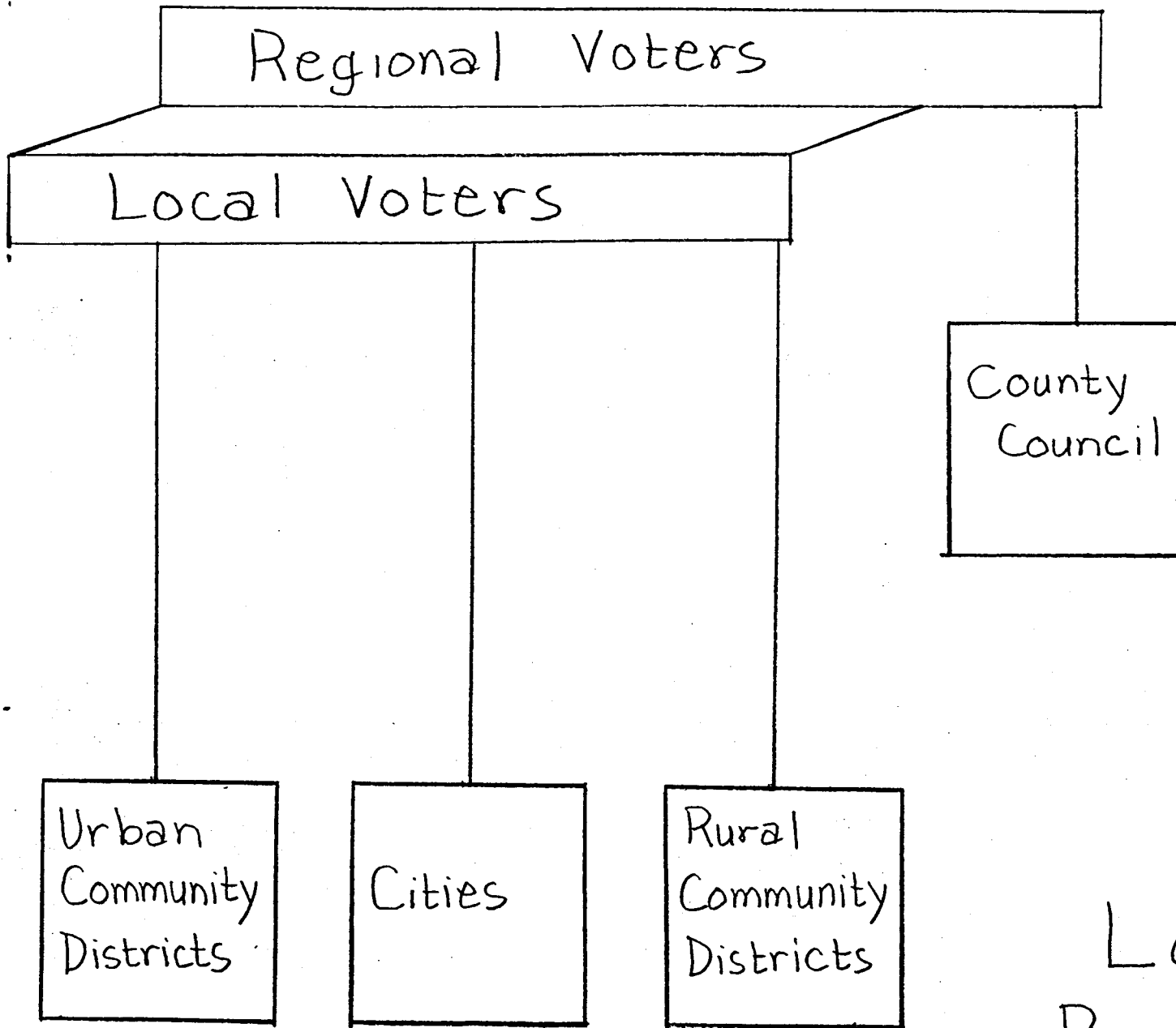
Areawide Government  
Assigned areawide Functions

MIDDLE TIER

Perform local Functions

LOWER TIER

Responsibilities as assigned by cities & counties



UPPER  
TIER

Areawide  
Government

Assigned  
areawide  
functions

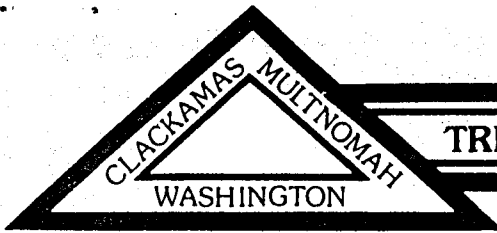
LOWER  
TIER

General  
purpose

Performing  
local  
functions

Long  
Range





# TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
Vice Chairman  
A. McKay RICH  
Staff Director

August 18, 1976

## MEMORANDUM

TO: FULL COMMISSION

FROM: STAFF

RE: ORGANIZATION AND ELECTORAL ALTERNATIVES FOR  
UPPER TIER GOVERNMENT

Attached are some major alternatives for consideration in determining the organization and electoral process for the upper-tier government. They are not intended to be definitive in any way. Their major purpose is to stimulate your thinking in terms of options.

Jill McCarthy, a student research assistant, prepared the report.

AMR:els  
Attachment

John BAILEY  
Herb BALLIN  
Marlene BAYLESS  
Mary-Elizabeth BLUNT  
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ORGANIZATION AND ELECTORAL ALTERNATIVES  
FOR UPPER TIER GOVERNMENT

COUNCIL

I. Size of Council

The past trend in the U. S. has been more toward smaller policy making councils of 5 - 9 members. This trend was based on the belief that a smaller sized council was more efficient in the decision and policy-making process and more removed from politics. However, some areas continue to use large councils, believing that a larger council size is more representative and, therefore, more responsive, and that it allows for greater citizen participation. There is increased interest in larger councils, particularly for jurisdictions with higher populations.

Experience from the city of Toronto suggests that a larger council size more readily facilitates significant debate and exchange of views. When Metro Toronto was first created in 1953, it established a 24-member council. In 1967, the council was expanded to 32 members due to malapportionment criticism. Nashville has experienced problems with the size of its council. Voters complain about the long ballot and the numerous elected officials. Examples of large council sizes include:

Nashville/Davidson County	40 members
Twin Cities Metro. Council	17 "
Jacksonville/Duval County	19 "
Indianapolis/Marion County	29 "
Atlanta Regional Council	23 "
Winnipeg	50 "

Examples of smaller councils are:

King County Council	9 members
Detroit City Council	9 "
Multnomah County Commission	5 "
San Francisco City/County	11 "
San Diego County	9 "
Boston	9 "

## II Method of Selection

### A. Appointed

Victor Jones, at a municipal league National Conference on Government stated that "insistance upon a directly elected regional body will make it impossible to develop a formal and workable scheme of metropolitan governance in most of our large and complex metro areas." He favors a regional governing body that is by and from elected city and county officials. Mr. Jones has been an advocate of the Council of Governments (COG) movement.

#### 1. Advantages

a. Ex-officio: Mayors, city councilpersons and county supervisors should participate in regional policy making through membership on governing bodies because:

- 1) They represent legitimate, on-going local government with organizational and representational interests in metropolitan affairs.
- 2) Cities and counties are more likely to cooperate by willingly carrying out regionally adopted goals if they participate in the formulation and adoption of regional policies.

b. Non-ex-officio:

- 1) able to attract qualified individuals who will not run for public office.
- 2) more removed from political pressures inherent in electoral process.

2. Disadvantages

a. Ex-officio:

- 1) Mayors, city councilpersons, etc. are elected to local jurisdictions. Local issues determine the electoral outcome instead of issues of a metropolitan/regional nature.
- 2) Ex-officio membership on the Tri-County Council would be of secondary importance. Mayors, city councilpersons, etc. would be pressured to give preference to local issues, thus making the regional interests secondary.
- 3) Time constraints on local government legislators, most of whom must work full time, in addition to their legislative duties, are usually severe.

b. Non-ex-officio:

- 1) lack of accountability to residents of area.
- 2) less discussion of issues of regional significance with public.
- 3) perceived taxation without representation.

3. Examples

- a. Twin Cities - The governor appoints council members with the advice and consent of the state senate. Council members are private citizens, in order to minimize the possible division of loyalties that occur when local public officials also serve

on the metro body.

- b. Toronto - Members of Metro Council are indirectly elected; all are directly elected to local councils in their respective municipalities and they are selected by fellow councillors or trustees.

## B. Elected

Direct election is an essential element of democratic theory and practice. Proponents for direct election maintain that it is the only way to secure a democratic, responsible, responsive and effective regional government.

### 1. Advantages

- a. Increases accountability to the electorate.
- b. Increases potential for representation of minority groups and interest (by district)
- c. Increases visibility of entity through the electoral process.
- d. Increases probability that those elected will concentrate time on metropolitan business since they hold no other legislative post.

### 2. Disadvantages

- a. Does not guarantee any degree of professionalism for representatives in office.
- b. Campaigning can be laborious and costly.

C. Alternative: Mixed - both elected and appointed.

### D. Method of election

#### 1. At-large

If there is a regional government developing a regional policy, it must be responsible to a regional constituency,

and have a regional outlook/perspective.

a. Advantages

- 1) Enhances chance of electing representatives with broader, area-wide perspectives, since representatives are chosen from the whole area.
- 2) Reduces tendency for political logrolling.

b. Disadvantages

- 1) Over-importance of money, sensationalism and ballot position.
- 2) Campaign costs for at-large elections are high due to the need to be known to a large constituency and to stick out in the voter's mind.
- 3) Majority absolutism - at-large representation maximizes representation of majorities and minimizes that of minorities. Some areas of the metro area may go without representation for a long time.
- 4) Alienation is aggravated since voters don't have their own councillor (district).
- 5) Lack of constituency differentiation between executive and other legislators if executive is elected at-large.

2. By District

a. Advantages

- 1) Single member districts are the best way to ensure equitable representation of minority groups and other groups.

2) Districts provide greater accountability to the electorate - - voters would have their own representative.

b. Disadvantages

1) It would be more likely that representatives from districts would not have a broad, regional perspective.

2) Parochialism.

3. Alternative - - elected and appointed - - Examples:

a. Nashville - Davidson County - 40 member council: 35 elected by district; 5 elected at-large.

b. Jacksonville - 19 member council: 14 elected by district; 5 elected at-large,

c. Indianapolis - 29 member council: 25 elected by district; 4 elected at-large.

d. Washington County - 5 member Commission: 3 by district; 2 at-large.

### III Term of Office

#### A. Four year

1. Advantages

a. Allows representatives more time to develop and implement policies and programs.

b. Legislators can be better informed on issues because they have more time to study them.

2. Disadvantages

a. Legislator may lose contact with constituency.

b. Some qualified candidates may not be able to commit that much time.

B. Two year

1. Advantages

- a. Legislators running every two years stay in close contact with constituency.
- b. Two years is a short enough time for more people to take an interest.

2. Disadvantages

- a. Insufficient time to learn the job of the legislator.
- b. Loss of time for policy-making, due to frequent campaigning.

IV Compensation

Compensation for council members would depend on whether membership on council would be full-time or part-time.

A. Part-time

1. Paid on a per meeting plus expense basis.
2. Paid on a minimum monthly salary
  - a. Determined by the council
  - b. Set by law or charter
  - c. Tied to another salary range over which the legislators themselves have no direct control.

B. Full-time

1. As set by the council or by special Commission.



August 19, 1976

CHIEF EXECUTIVE OFFICER

I Method of Selection

A. Employed by Council

1. Advantages

- a. Ensures executive position filled by professional administrator.
- b. Increase likeliness of positive working relationship with council because the power base of administration is in the council.

2. Disadvantages

- a. Adverse public sentiment when forced to deal with hired administrator.
- b. Absence of political focal point for the upper tier.
- c. Executive leadership subservient to majority bloc on council.

B. Elected at-large

1. Advantages

- a. Accountability to voters at large in contrast to council members elected by district.
- b. Provides a focal point for area-wide issues and policy leadership.
- c. Potential of increased influence with state and federal government and an elected executive could best provide direction and defend the system during the often chaotic initial period.

2. Disadvantages

- a. No guarantee of professional administrator.
- b. Adverse 'climate' could develop between executive and legislature.
- c. Less guarantee legislative policy would be fully implemented.

## II Term

### A. 4-Year

#### 1. Advantages

- a. More time available to develop and implement policies and develop record.
- b. Less time and money required for campaigning.
- c. Less subject to pressures created by emotionalism of short duration.

#### 2. Disadvantages

- a. Less opportunity for change if public becomes dissatisfied.
- b. May be "less close to the people".

### B. 2-Year

#### 1. Advantages

- a. May remain closer to voters when up for re-election every two years.
- b. Attention would be focused on regional problems more frequently with campaigning and elections every two years.

#### 2. Disadvantages

- a. Insufficient time to learn the job of the executive.
- b. Loss of time for executive duties due to need to campaign frequently.
- c. Insufficient time to build record.
- d. Increased cost of running for office.

### C. Term Restriction

1. A two consecutive term limitation would allow provision for new administrators to be elected or appointed into the office of chief executive and would prevent one person from acquiring too much power which might result if one person was continuously re-elected or re-appointed.

2. Adversely, a two term limitation would exclude well qualified and competent administrators from being re-elected or re-appointed after serving two terms even if the public was very satisfied with performance.

### III Compensation

#### A. As set by council

1. There is greater flexibility when authority to set compensation standards is kept within the policy making body.
2. Adversely, this authority could be exploited, i.e. cutback of salary for an unpopular chief executive.

#### B. Tied to the salary of another public official, i.e. judge, governor, etc.

1. Keeps authority outside of the policy body to avoid the above disadvantage.
2. Less flexibility.

#### C. Recommended by special commission

1. Allows objective body to recommend salary relative to salaries for comparable positions in private and public sectors.
2. Final decision remains with council.
3. Appears as less self-serving to the public.

### IV Examples:

#### A. Appointed chief executive

1. Toronto - Metro chairman selected by council (not necessarily a member of the council).
2. Twin Cities - appointed by governor with advise and consent of State Senate.

#### B. Elected chief executive

1. Nashville--Davidson County: 4-year term; 3-term limit.
2. Jacksonville--Duval County: limited to two 4-year terms.

3. Indianapolis--Marion County: limited to two consecutive 4-year terms.
4. Winnipeg: elected for one term, method of selection for additional terms to be decided by the council.

JM:els  
August 19, 1976



TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

September 8, 1976

Ronald C. CEASE
Chairman
Carl M. HALVORSON
Vice Chairman
A. McKay RICH
Staff Director

MEMO

TO: Full Commission
FROM: McKay Rich
RE: The Metropolitan Service District

John BAILEY
Herb BALLIN
Marlene BAYLESS
Mary-Elizabeth BLUNT
Philip R. BOGUE
Ilo BONYHADI
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Because the Tri-County Commission has decided to use ORS Chapter 268 as the base on which to build its proposed short range upper-tier structure, it might be useful to summarize the key features of that statute as it now stands. Members of the Commission earlier received more detailed information about the existing regional governments including MSD.

What is the Metropolitan Service District?

MSD is a multi-purpose government authorized - not mandated - to perform the following services:

- 1. metropolitan aspects of sewerage
2. " " " solid and liquid waste disposal
3. " " " control of surface water
4. " " " public transportation
5. metropolitan zoo facilities

Under this type of authorization the district may move into a service when the governing body determines it auspicious to do so and when financing has been arranged. The district is not required by law to begin a service on a certain date. Consequently, the district governing body is responsible for working out the transition or the start up.

How was the District Created

By a majority vote of the voters voting within the proposed district boundaries in May 1970.

What are the Boundaries of MSD?

The boundaries include most of the urbanizing area within the Tri-County area extending east to the Sandy River, south of Oregon City, west to include Forest Grove, and north to the Columbia River. The boundaries do not include the urbanizing areas around Damascus and Boring, Canby or Wilsonville.

What is the Size of the Governing Board and Who Serves on it?

The governing body has seven member: three county commissioners - one each from Clackamas, Multnomah and Washington counties chosen by their respective boards.

Three mayors or city council members representing the cities within the district from Clackamas, Multnomah and Washington counties (excluding Portland) each selected by a caucus of mayors in their respective counties.

One member of the Portland City Council selected by the Council.

What Compensation do Board Members Receive?

There is no compensation for serving on the Board.

How is the Chief Executive Officer Selected?

A manager or director is appointed by the Board to administer the programs of the district.

Each year the Board elects one of its members to serve as chairman of the Board. He is the presiding officer of the governing body and has whatever additional functions the Board prescribes for him.

How is the District Authorized to Raise Revenue?

From property taxes and general obligation or revenue bonds if approved by the voters.

From special assessments on property benefitted by the service of the district.

From service fees and user charges paid by those using the districts' services.

By receiving grants from public or private sources. By borrowing from cities and counties with territory in the district.

By borrowing from the state. (A circuit Court has held the district can borrow from the state. The matter is now before the Oregon Court of Appeals.)

What Activities is the District Currently Engaged in?

The district has adopted an ordinance regulating the disposal of scrap tires, it has prepared a plan for solid waste disposal and has been granted an implementation loan by the state pending a favorable decision in the litigation referred to above. A flood control plan for Johnson Creek has been approved and the district is seeking ways to raise about \$110,000 to begin implementation. Operation, development, and maintenance of the zoo is now a district responsibility.

How can the Boundaries be Changed?

The boundaries can be modified by following the boundary change procedures administered by the Boundary Commission. The legislature can also alter the boundaries.

How May Additional Services be Authorized?

The legislature may authorize additional service as it did in 1975 when it added metropolitan zoo facilities. Voters of the district may also add services either through the initiative or by approving propositions referred to them by the governing body.

How May the Nature of the Governing Body be Changed?

The legislature may amend the statute to provide for a different governing structure.

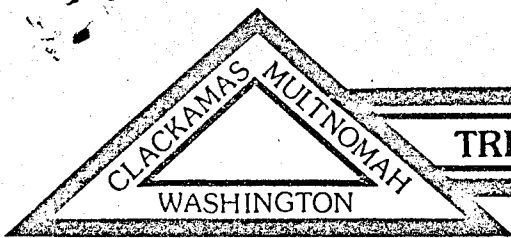
The voters of the district may also change the nature of the governing body either by use of the initiative or by approving a proposition referred to them by the governing body.

What is the so called "marriage clause" with Tri-Met?

ORS 268.370 states: "When a metropolitan Service District organized under this chapter functions in a mass transit district organized under ORS Chapter 267, the governing body of the metropolitan district may at any time order transfer of the transit system of the transit district to the metropolitan district..."

For more detailed information read the copy of ORS Chapter 268 mailed to you last January.

AMR/bjg



TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
Vice Chairman  
A. McKay RICH  
Staff Director

September 24, 1976

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TO: COMMISSION MEMBERS  
FROM: BILL CROSS *BC*  
RE: COMMUNITY INVOLVEMENT REPORT

During the past several months, the Commission has held 25 meetings with various public bodies, community and citizen groups. Commission members and staff have also met with many of the legislators and legislative candidates in the Tri-County area, as well as with the Interim Committee on Intergovernmental Affairs. This effort is in addition to the meetings the standing committees have had with resource people from various agencies and organizations.

An informal discussion format was used in most of the meetings. Commission members explained the general issues and the Commission's conceptual reorganization proposal and then solicited comments and suggestions from the participants.

For the most part, the feedback was very general, as the discussions focused on the broad concepts and issues as opposed to specific recommendations.

The majority of participants, and particularly the legislators and legislative candidates, seemed acutely aware of voter frustrations with land use planning, metropolitan governments and appointive boards. They appeared generally supportive of an elected Tri-County Council with some form of umbrella policy-making authority for area-wide functions and agencies. However, many of the local government and regional public officials and administrators were more guarded in their comments and, though many felt the proposal contained attractive provisions that could be expected to receive popular public support, they did have some reservations regarding the proposal's impact on their entities.



Some suburban and rural participants seemed more skeptical about the entire concept because of their basic opposition to any form of regionalism. However, they often agreed that this proposal would be more palatable than what we have now. There also seemed to be more opposition to the functions and operations of the Port of Portland and Tri-Met voiced by suburban and rural participants than by urbanites. There was broad interest in developing the concept of separate service districts and tax bases for the urban and rural areas.

There was unanimous opposition to creation of another regional government. The idea of using an existing regional organization as the base for consolidating certain area-wide functions and/or agencies received overwhelming support as the best approach to reorganization -- even from individuals who did not support reorganization. Some suggested that all of the regional functions be consolidated. Others thought, for a variety of reasons, that the Port, Tri-Met or the Boundary Commission should not be completely integrated. There was no clear-cut majority opinion on the relationships of these bodies to the Council. Most did agree that integrating CRAG's planning functions with MSD's service functions seemed sound and feasible.

Those supporting an elective Tri-County Council (which represents a clear majority of the participants) favored election by district. There was some concern expressed about apportionment and whether rural and suburban interests would have more influence on area-wide matters than currently perceived through the weighted vote structure of CRAG. In general, suburban and rural participants appeared to feel that election by district would provide them with more representation than they receive now.

Many also commented about the dilemma local officials who serve on regional boards face with respect to divided loyalties. While most felt that local government input was important, they questioned whether a regional constituency, identity and effective problem-solving forum could be established with only local government participation. Several suggested a mixed Council of both directly elected members and appointed local government officials. Others suggested developing advisory boards of local government officials. It was also suggested by some that Tri-Met and the Port be definitely integrated into the Council, since they have non-ex-officio boards which are less accountable than the ex-officio boards of CRAG and MSD where members are at least elected to local office. There was no clear majority opinion about how to address this problem.

Most seemed to favor the idea of initially having part-time Council members with limited compensation. However, many seemed to believe that ultimately the Council members should be full-time and fully compensated. There were no strong opinions expressed about whether the terms of office should be two or four years in length.

Many were disturbed about the lack of really specific definitions with regard to regional functions, responsibilities and concerns. Some questioned the feasibility of authorizing any additional functions to the area-wide level at this time. However, there was some interest in reassigning some additional functions, such as water supply, if it could be done similar to the MSD legislation, so that the Council would have the authorization to assume certain additional functional responsibilities but that the Council would not be mandated to do so. There also appeared to be concern about the specific powers the Council would have, and some were apprehensive about granting the Council too much power.

More than several individuals indicated that it might be difficult to obtain a general fund appropriation for the Council's initial start-up money. The state revenue sharing proposal did not seem to be a feasible source of money either. It was suggested that a loan from the State might be obtained for this purpose. Some form of income taxation seemed more attractive than the property tax for long-term financing.

There was no clear-cut majority opinion on the issue of whether the chief executive officer should be elected or appointed, though some were concerned that, if elected, the chief executive officer might wield too much power. Others believed that if the Council is part-time, an appointed manager would be required to play too political a role.

Miscellaneous suggestions included district residency requirements for Council members and that the Council have policy-making responsibility only.

BC:els  
Encl.:Meeting list

25 gps - informal presentations / feedback general - Ron, Carl, Kay

Speakers Bureau -

Public information conference

NECP

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

## Community Involvement Report

### Legislative Meetings

#### Senators and Candidates

Jason Boe, President  
Mary Roberts  
William McCoy  
Stephen Kafoury  
Walter Brown  
Richard Groener  
Victor Atihev  
Blaine Whipple  
Vern Cook

#### Representatives and Candidates

Philip Lang, Speaker  
Ralph Brown  
Jim Chrest  
Mark Gardner  
Jane Cease  
Sandy Richards  
Mike Ragsdale  
Gretchen Kafoury  
Ted Achilles  
Lloyd Kinsey  
George Starr  
Howard Cherry  
Pat Whiting  
Les Balsiger  
Rod Monroe  
Joyce Cohen  
Roger Martin

### Community Meetings

Meetings were held with the following local governments and community organizations:

Metro Committee of the League of Women Voters  
Metro Managers -- Tri-County city managers and county administrators  
Mayor's Conference -- Tri-County mayors that attended Oregon Mayors' Conf.  
Larry Rice, Executive Director, CRAG  
Portland Neighborhood Association Leaders and Staff  
Portland City Council  
Washington County Community Planning Organization Leaders Group  
Campaigners  
Portland Chamber of Commerce  
Portland City Club/Committee on Parks  
Tri-Met Board  
Hillsboro Chamber of Commerce  
Metropolitan Service District Board  
Lloyd Anderson, Executive Director, Port of Portland  
Tri-City Chamber of Commerce, Clackamas County  
Clackamas County Board of Commissioners  
Washington County Board of Commissioners  
Portland Action Committees Together  
Clackamas County Citizen Involvement Committee  
East Washington County League of Women Voters  
Tualatin Hill Park and Recreation District Board  
Multnomah County Board of Commissioners



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October 15, 1976

Ronald C. CEASE
Chairman
Carl M. HALVORSON
Vice Chairman
A. McKay RICH
Staff Director

MEMO

TO: Full Commission

FROM: McKay Rich

RE: Material for Consideration at October 21 meeting
(attached are the following)

John BAILEY
Herb BALLIN
Marlene BAYLESS
Mary-Elizabeth BLUNT
Philip R. BOGUE
Ilo BONYHADI
Alan BRICKLEY
Dennis BUCHANAN
Albert BULLIER, Sr.
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- 1. A summary of the action taken by the Commission re the area-wide reorganization plan on October 2 and 3. Action requested: Ratification and or clarification of Summary.
2. Several examples of the relationships that exist between directly elected chief executive officers and members of legislative councils. Action requested: Adoption of relationship Commission wishes to be included in bill draft.
3. A chart showing the recommendations of the Committees regarding assignment of area-wide functions under the following headings:
A. Authorized by the statute but entered into at the discretion of the Council.
B. Authorized for performance only through intergovernmental agreements with local units, and
C. Mandated by the statute that the Council perform the service.
Action requested: 1. Adoption of any new functions that the Metropolitan Service Council should be able to perform at its discretion so these can be added to the statute.
2. Adoption of general language for inclusion in the statute that will allow the Metropolitan Service Council by contract to assume any function of any public corporation, city, or county in the district. The control remains with the local units since no power could be transferred unless the local units wished to contract.
3. Adoption of any functions the Metropolitan Service Council should be mandated to perform so these can be properly spelled out in the statute.

AMR/bjg

10/15/76

AREA-WIDE REORGANIZATION PLAN AS  
APPROVED BY THE COMMISSION ON OCT. 2-3

Metropolitan Service Council

Modifies current governing board structure of MSD to provide for an elected governing council (MSC). MSC to consist of 15 part-time counselors; each directly elected from an apportioned single-member district of which the counselor must be a resident; four-year staggered terms with a two-consecutive term limitation; salary of \$25.00 per diem per meeting day for initial two years with compensation thereafter set by the MSC after receiving recommendations from an independent Salary Commission. Council office would be non-partisan but unresolved is the question of whether local governments elected and appointed officials can serve simultaneously on the MSC and in their local government capacity.

MSC will annually select its own presiding officer from among its members.

Boundaries of the electoral districts (~~each counselor will represent a population of approximately 62,800 people~~) are to be initially drawn and thereafter reapportioned by the Center for Population Research and Census at Portland State University based on the following criteria: 1) existing local government boundaries be disregarded; 2) consideration be given to historic and traditional communities within the entire community taking into account similarity of social, economic and other interests, following natural boundaries to the extent possible to include the desired population; and 3) apportionment on the principle of one-man, one-vote should be based on most recent census data and reapportionment should occur after each census.

Chief Executive Officer (CEO)

Amends MSD legislation to provide for a full-time CEO to be elected at-large in the Tri-County area on a non-partisan basis for a four-year term with a two-consecutive term limitation. To be compensated during initial two years at the same salary as a State Appeals Court Judge (approximately \$37,500); thereafter to be set by the MSC after receiving recommendations from an independent Salary Commission.

CEO would not be a member of the MSC and yet to be resolved is the specific relationship between the executive and legislative branches. (See attached examples)

Boundaries of the MSD

The Legislature, by general statute, extend MSD boundaries to include all of the Oregon portion of a standard metropolitan statistical area as designated by an agency of the U.S. This would be the entire Tri-County area.

Amend MSD legislation to provide for establishing sub-regional service districts, similar in nature to county service districts, whereby services can be provided and paid for in those areas.

### MSC Functions

Three general programs would initially be placed under the direction of MSC: 1) a re-defined planning function which would absorb the services now provided by CRAG; 2) physical and human services which would include those functions now authorized for the MSD and any new functions the Commission may recommend; and 3) support services which would be an expandable or contractible program providing those services desired by cities, counties and special districts on a contractual basis.

### Relationship with Existing Regional Governments and Agencies

CRAG - brought under complete authority of MSC at the outset. TRI-MET - to be brought under the MSC control as soon as possible by MSC action. Port of Portland - to be brought under the control of MSC by a vote of the people at a time when referred by the MSC. Boundary Commission - to be brought under the control of MSC by a vote of the people at a time when referred by the MSC.

### Intergovernmental relations

Provision be made to establish an advisory committee of local elected officials to help develop, coordinate and implement MSC activities and policies.

### Finances

Continue existing revenue sources of those governments directly under the MSC (initially MSD and CRAG and shortly thereafter Tri-Met). However, the dues assessment method currently employed by CRAG should be reduced as promptly as possible and, in time, eliminated. If this source is immediately reduced or eliminated, it should be replaced initially by a State Legislative appropriation.

In considering long-term financial arrangements, provisions should be made for the widest possible range of financing methods to be available to MSC, including authorization for an income tax and ~~a payroll tax~~. Policy, as opposed to statutory, recommendations adopted by the Commission include: 1) that activities or services rendered by the MSC which produce revenues in the form of fees or charges should be self-supporting to the maximum extent; 2) the MSC should continue to have the ability to use ad valorem taxation to fund specific services; and 3) MSC be financed ultimately for general administration by an area-wide income tax ~~on residents of the Tri-County area~~. Also approved by the Commission, but uncertain as to whether it is to be a statutory provision, is the recommendation that MSC be required to produce an accounting report at least every two years which explains in clear, plain language what concrete progress has been achieved in improving services under its jurisdiction without increasing costs and/or maintaining services while reducing costs and recommendations for reversing the growth of the governmental bureaucracy, reducing institutional obsolescence, encouraging individual responsibility, and facilitating participative planning.

Provision be made to extend the jurisdiction of the Tax Supervising and Conservation Commission to include Clackamas and Washington Counties as well as Multnomah County.

Functions

General Authority -- that the MSC should be authorized to undertake the coordination, facilitation, operation, funding or other participation in the region-wide aspects of any governmental services as it deems desirable and feasible and insofar as it is legally permissible. Enabling legislation should set out the required procedures for the assumption of such additional activities.

AMR/bjg



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October 15, 1976

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MEMORANDUM

TO: FULL COMMISSION
FROM: STAFF
RE: EXECUTIVE-LEGISLATIVE RELATIONS

Attached are examples of the type of relationships that exist between elected chief executive officers and legislative councils in four local governments. These are King County, Washington; Boroughs in Alaska; Nashville-Davidson County, Tennessee; and Westchester County, New York.

These may help the Commission in determining the sort of relationship it wants to establish between the 15-member Council elected by districts and the chief executive officer elected at-large.

This report was prepared by Liz Mitchell, a research assistant.

AMR:els



KING COUNTY

The King County Government has separated its powers into executive and legislative branches since 1968. The County Executive heads the Executive branch and is nominated and elected at-large to a four-year term. His duties include supervision of administrative offices and executive departments, execution and enforcement of all ordinances and applicable state statutes, proposing county budgets, and general preparation and presentation to the Council of comprehensive plans for the development of the county. The Legislative branch, the County Council, is comprised of nine council members, nominated and elected to four-year terms by the voters of each of the nine districts in King County. The Council has the authority to adopt motions, enact ordinances, levy taxes, appropriate revenue, adopt the budget, as well as the duty to perform administrative oversight and establish long-range planning. The Council must present every ordinance passed to the County Executive who may veto, partially veto, or sign the ordinance. The Council may override the veto or partial veto by enacting the ordinance by a minimum of ~~six~~ *ten* affirmative votes.

ALASKA BOROUGH MANAGEMENT

Alaska has "boroughs" which resemble our counties. Since the Borough Act of 1961, citizens of each borough are given an option between an elected executive (Borough Chairman) or one that is appointed (Borough manager). The Borough Chairman is elected at-large. The term of office is the same as that of the mayor in the largest first-class city in the borough or three years, if there is no first-class city within the borough. The Assembly may provide for a longer or shorter term by ordinance. The elected Borough Chairman may introduce ordinances and participate in the discussion of all legislation coming before the Assembly. Though he may not vote, he does have the right to veto any ordinance, resolution, motion or order of the assembly. His veto may be overridden by two-thirds of the total membership of the Assembly. If the decision is to employ a manager, the Borough Manager is appointed by the Assembly and serves at its pleasure with no fixed term. The Manager may not introduce ordinances and has no veto power.

WESTCHESTER COUNTY

Westchester County has maintained its elected executive system of county government since 1939. The County Executive leads the executive branch and is elected at-large to a four-year term. It is his responsibility to supervise and direct county administrative departments, file an annual report to the county board, and recommend measures or actions be taken. He does not serve on the board nor serve as the presiding officer. He does have the authority to veto and may be overridden by two-thirds vote of the majority of the board.

NASHVILLE-DAVIDSON

Nashville-Davidson County has an executive council form of government similar to a strong mayor-council form of city government. The executive head is the mayor, who is elected at-large for a four-year term. The mayor prepares legislation, submits the executive budget and is responsible overall for the executive branch. The legislative body, the Metropolitan County Council, is a 40-member assembly; five members are elected at-large, and 35 are elected from single-member districts. The Council enacts ordinances, reviews the executive budget, and has general administrative oversight powers. The presiding officer, the Vice-Mayor, is also elected at-large to a four-year term and may vote only to break a tie. The Mayor has veto power which the Council may override with a two-thirds majority vote.

COMMITTEE RECOMMENDATIONS FOR FUNCTIONAL ASSIGNMENTS TO

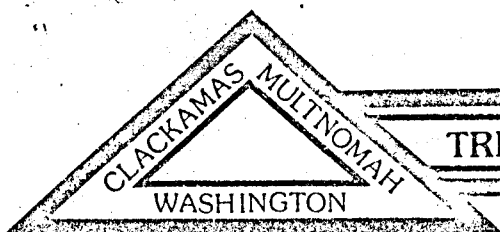
C101

METROPOLITAN SERVICE COUNCIL

	<u>Functions</u>	<u>Authorized By Statute</u>	<u>Authorized By Int'gov'tal Contract</u>	<u>Mandated</u>
I.	HUMAN SERVICES			
A.	Planning & coordination of all Human Services	x		
B.	Aging Services --- AAA		x	
C.	Health Services -- contracted health, sanitation, etc.		x	
D.	Manpower -- public service, job development, education, etc.	x		
E.	Mental Health/Family Services	x		
F.	Children/Youth Services		x	
II.	PUBLIC WORKS & TRANSPORTATION			
A.	Solid Waste -- disposal, planning & regulation	x		
B.	Water -- treatment, storage, transmission, wholesale, rate control	x		
C.	Sewage -- regulate, interceptor system, treatment, disposal	x		
D.	Transportation -- mass transit, planning, regional roads	x		
III.	LAND USE, RECREATIONAL & CULTURAL ACTIVITIES			
A.	Libraries -- acquisition, technical processes		x	
B.	Parks & Recreation -- funding & operation, regional system	x		
C.	Cultural	x		
D.	Land Use -- all regional planning			x
IV.	PUBLIC SAFETY			
A.	Fire Protection -- purchasing, communications, repair & mainten- ance, planning, research, education		x	
B.	Police -- mutual aid contracts Communications	x	x	
C.	Jails -- equalization of loading			x
D.	Adult Corrections -- work-release, school-release			x
E.	Juvenile Justice -- detention, planning			x
V.	FINANCE, TAXATION, ADMINISTRATIVE SERVICES			
A.	Financing -- merger of revenue sources, legislative supplement, if necessary, user fees, county service district model	x		
B.	Administrative -- assist. middle- tier units		x	
C.	Finance & Taxation -- expand tax supervising & conservation commission to metro area, funding of tax assessment & collection	x		

*replaced / C104*

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# TRI-COUNTY LOCAL GOVERNMENT COMMISSION

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PORTLAND, OREGON 97201

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A. McKay RICH  
Staff Director

October 20, 1976

## MEMORANDUM

John BAILEY  
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Raymond MAIER  
Tom MARSH  
G. H. MATTERS DORFF  
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Julie WILLIAMSON  
Roger W. YOST

TO: SPONSOR SOLICITORS -- CONFERENCE ON CRITICAL QUESTIONS

FROM: RAY MAIER, FINANCE CHAIRMAN, CONFERENCE COMMITTEE

Thank you for participating in the Commission's Sponsorship drive for our conference on Critical Questions. The following information is designed to help you explain the conference to prospective sponsors. A proposed budget is also attached.

### The Conference

Critical Questions is scheduled for December 3, 1976, from noon to 5:00 p.m., at the Hilton Hotel in downtown Portland. Target is 300 participants. The Conference commences with a luncheon, at which a nationally-known speaker will address the group. Following lunch, attendees will participate in small workshops limited to not more than 30. In-depth workshop discussions, led by trained moderators, will cover two broad issues of particular concern:

- Issue I: A. A discussion of the Tri-County Local Government Commission's recommendations for government reorganization.  
Purpose: To educate and inform the public on the recommendations; to develop a basis of understanding and support.
- B. A discussion of long-range Commission studies in the areas of neighborhood organizations, further area-wide local government reorganization and city-county-special district relationships.  
Purpose: To elicit suggestions for alternatives and improvements, as an aid to the Commission.

- Issue II: A. A discussion of the need for a future Tri-County citizens action council where individuals can collectively respond to future regional problems and needs.  
Purpose: Develop a public awareness of the possible need for such a body; garner suggestions and ideas on structural, funding, and directional questions.

Written product of the conference will be a report documenting and tabulating the public attitudes expressed for use by all interested parties.

The attached proposed budget illustrates our need for conference sponsors. Because of our desire to attract a large participation, keeping the registration fee in an affordable range is of prime importance. All finance contributors will be listed as conference co-sponsors on conference materials.

Expected participation will come from a wide cross-section of the public and will include local and regional government officials, state representatives, school administrators, appointed board members, neighborhood, civic and special interest groups, professional organizations, labor leaders, youth, human services, and senior citizen groups.

Please contact me if you would like further assistance or information.

RM:els  
Attachment: Budget

PROPOSED BUDGET FOR  
TRI-COUNTY LOCAL GOVERNMENT COMMISSION  
CONFERENCE ON CRITICAL QUESTIONS

COSTS

REVENUE

1. Facility:	
Lunch (300 @ \$5.75 + 15%)	\$1,986.00
Coffee	105.00
Additional rooms	90.00
TOTAL	<u>\$2,181.00</u>
2. Guest Speaker:	
Estimated travel	200.00
3. Materials	300.00
4. Printing:	
Two notices/two mailings	
Summary of short-term recommen-	
dations	500.00
5. Publicity:	
Posters	
PSA's	20.00
6. Conference consultant	<u>500.00</u>
TOTAL . . . . .	<u><u>\$3,701.00</u></u>

1. Registration (300 @ \$6.50)	\$1,950.00
2. Sponsorship:	
Industry	
Foundations	
Government	
Individuals	
Metro-Action Council *	<u>267.00</u>
TOTAL	\$2,217.00
TOTAL DEFICIT . . . . .	( <u>1,484.00</u> )
TOTAL . . . . .	<u><u>\$3,701.00</u></u>

\* Money actually committed


**TRI-COUNTY LOCAL GOVERNMENT COMMISSION**

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

October 27, 1976

Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
Vice Chairman  
A. McKay RICH  
Staff Director

MEMO

TO: COMMISSION MEMBERS  
FROM: McKay Rich *AMR*  
RE: NEW COMMITTEE ASSIGNMENTS

John BAILEY  
Herb BALLIN  
Marlene BAYLESS  
Mary-Elizabeth BLUNT  
Philip R. BOGUE  
Ilo BONYHADI  
Alan BRICKLEY  
Dennis BUCHANAN  
Albert BULLIER, Sr.  
Joy BURGESS  
Ted CLARNO  
Elsa COLEMAN  
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William B. WEBBER  
Julie WILLIAMSON  
Roger W. YOST

The Chairmen and Vice-Chairmen met today to discuss membership assignments and committee projects. In attendance were Marlene Bayless, Vice-Chairperson - Community & Neighborhood Organization Committee; Alan Brickley, Chairperson - Long Range Options Committee; Jack Nightingale, Chairperson - City-County-Special Districts Committee; Staff: McKay Rich, Barbara Garbutt and Liz Mitchell.

Staff members will be assigned to work with these committees, and student interns will assist with research. Information for the Committees to begin studying will be sent to each member prior to the first meeting if at all possible.

A permanent meeting time will be established at the first session of each committee and meeting notices will be mailed out. The committees will meet every two weeks or perhaps more frequently now and then through January. CRAG has offered the continued use of their conference rooms.

Attached is a list of committee appointments.

CITY-COUNTY-SPECIAL DISTRICTS - First meeting - Monday, Nov. 8, 4:00 p.m.

COMMUNITY & NEIGHBORHOOD ORGANIZATION  
COMMITTEE - First meeting - Tues., Nov. 9, Noon

LONG RANGE OPTIONS COMMITTEE - First meeting - Wed., Nov. 10, Noon

AMR/bjg

Attch.

PHASE III COMMITTEE APPOINTMENTSEXECUTIVE COMMITTEE

Ronald C. Cease, Chairperson  
 Carl Halvorson, Vice-Chairperson  
 John Bailey  
 Wanda Mays  
 Jack Nelson  
 Jack Nightingale  
 Frank Roberts  
 Robert Schumacher  
 Ardis Stevenson  
 Donna Stuhr  
 Jerry Tippens  
 A. McKay Rich, Staff Director  
 Barbara Garbutt, Administrative Secretary

CITY-COUNTY-SPECIAL DISTRICTS COMMITTEE

Jack Nightingale, Chairperson  
 Mary Opray, Vice-Chairperson

John Bailey  
 Philip Bogue  
 Ilo Bonyhadi  
 Dennis Buchanan  
 Joy Burgess  
 Elsa Coleman  
 Dean Gisvold  
 Bill Gregory  
 Leland Johnson  
 Hugh Kalani  
 Ed Lindquist  
 Gus Mattersdorff  
 Wanda Mays  
 Gary Nees  
 Jack Nelson  
 Mildred Schwab  
 Mike Shepherd  
 Marlene Stahl  
 Ora Faye Thorgerson  
 Jerry Tippens  
 Bill Webber

COMMUNITY & NEIGHBORHOOD ORGANIZATION COMMITTEE

Ardis Stevenson, Chairperson  
 Marlene Bayless, Vice-Chairperson

Herb Ballin  
 Beth Blunt  
 Hal Bullier  
 John Frewing  
 Hazel Hays  
 Raymond Maier  
 Tom Marsh  
 Maria Elena McCracken  
 Douglas Montgomery  
 Bill Moshofsky  
 Mary Rieke  
 Edward Rosenbaum  
 Virginia Seidel  
 Robert Simpson  
 Julie Williamson

PUBLIC INFORMATION

Corky Kirkpatrick, Chairperson  
 Marlene Bayless  
 Carl Halvorson  
 Robert Landauer  
 Wanda Mays  
 Hugh McGilvra  
 Frank Roberts  
 Jerry Tippens

LONG RANGE OPTIONS COMMITTEE

Alan Brickley, Chairperson  
 Betty Schedeen, Vice-Chairperson

Ted Clarno  
 Lloyd Hammel  
 Steve Herrell  
 Nancy Hoover  
 Barbara Jaeger  
 Charles Jordan  
 Julie Keller  
 Corky Kirkpatrick  
 Loyal Lang  
 Robert Landauer  
 Hugh McGilvra  
 Frank Roberts  
 Fred Russell  
 Robert Schumacher  
 Pete Snedecor  
 Larry Sprecher  
 Donna Stuhr  
 Steve Telfer  
 Roger Yost



TRI-COUNTY LOCAL GOVERNMENT COMMISSIONAREA-WIDE REORGANIZATION PLANMetropolitan Service Council

The Tri-County Commission recommends modifying the current governing board structure of MSD to provide for an elected governing council (MSC). MSC is to consist of 15 part-time councilors; each directly elected from an apportioned single-member district of which the councilor must be a resident with four-year staggered terms and a two-consecutive term limitation. Councilors are to be paid \$25.00 per diem per meeting day for the initial two years with compensation thereafter set by the MSC after receiving recommendations from an independent Salary Commission. Council offices would be non-partisan, and publicly elected officials are not eligible to serve on the MSC and in their other governmental capacity simultaneously. MSC will annually select its own presiding officer from among its members.

Boundaries of the electoral districts shall be determined by the Boundary Commission upon information provided by the Center for Population Research and Census at Portland State University based on the following criteria: 1) existing local government boundaries be disregarded, the intent being to include diverse interests in each district; 2) consideration be given to historic and traditional communities following natural boundaries to the extent possible to include the required population; and 3) apportionment on the principle of one-man, one-vote should be based on most recent census data and reapportionment should occur after each census.

Chief Executive Officer (CEO)

It is recommended that the MSD legislation be changed to provide for a full-time CEO who can not hold any other elected office. He is to be elected at-large in the Tri-County area on a non-partisan basis for a four-year term with a two-consecutive term limitation. His compensation during the initial two years will be at the same salary as a State Appeals Court Judge (approximately \$37,500); thereafter it will be set by the MSC after receiving recommendations from an independent Salary Commission.

The CEO would not be a member of the MSC. He would head the Executive branch and his duties would include supervision of administrative offices and executive departments, execution and enforcement of all ordinances and applicable state statutes. He would propose the MSC budget, be able to introduce ordinances and make general preparation of and presentation to the Council of plans for the development of the Tri-County area.

The Council would have authority to adopt motions, enact ordinances, pass resolutions, levy taxes, appropriate revenue, adopt the budget, as well as the duty to perform legislative oversight over administration of policies and adopt regional development policies for the Tri-County area.

The Chief Executive Officer would have authority to veto, partially veto, or sign ordinances. The Council could override any veto or partial veto by affirmative vote of 10 or more members of the Council.

### Boundaries of the MSD

It is recommended that the Legislature, by general statute, extend the MSD boundaries to include the entire Tri-County area.

MSD legislation would be amended to provide for establishing sub-regional service districts, similar in nature to county service districts, whereby services can be provided and paid for in those areas receiving the benefit.

### MSC Functions

Three general programs would initially be placed under the direction of MSC:

1. A re-defined planning function which would absorb the services now provided by CRAG and which would eliminate that organization. MSC would be required by statute to perform regional planning including the adoption of regional development policies. Chief among the changes from current land use planning requirements is the recommendation that a detailed comprehensive land use plan not be prepared by the MSC but rather that a series of functional plans for water, sewers, roads, etc. be substituted. MSC would be authorized to require compliance of local plans with the area-wide policies and functional plans. The MSC would fulfill the traditional regional function of federal (A-95) grant review and compliance as well as provide technical assistance to local planning units.
2. Physical and human services which would include those functions now authorized for the MSD (the metropolitan aspects of sewerage, solid and liquid waste disposal, control of surface water and zoo facilities) as well as authorization by statute to: develop water sources, supply, treatment, storage, transmission, wholesaling and rate control; plan, coordinate and evaluate all human services; fund and operate major cultural facilities (auditoriums, stadiums, coliseums and raceways) and regional parks and recreation facilities; and fund and operate jails, major juvenile detention facilities, adult corrections and related work and school release programs. It is recommended that MSC be authorized by statute to perform these functions at a time when deemed appropriate by the Council.
3. Support services which would be an expandable or contractible program providing those services desired by cities, counties and special districts on a contractual basis. These services could include any function that a local government desired the MSC to perform for it through intergovernmental contract on a full cost recovery basis. Some suggested services include: fire prevention education, purchasing, communications, special training, contracted health, acquisition and technical processing of library books, major repair and maintenance of equipment and a variety of administrative services.

### Relationship with Existing Regional Governments and Agencies

The functions of CRAG would be brought under complete authority of MSC at the outset. Tri-Met would be brought under similar control as soon as possible by MSC action. The Port of Portland and/or the Boundary Commission could be brought under the control of MSC by an affirmative vote of the people at a time when either was referred by the MSC.

### Intergovernmental Relations

Provision should be written into the statute to establish an advisory committee of local elected officials who would help develop, coordinate and implement MSC activities and policies particularly as they have direct impacts on local governments.

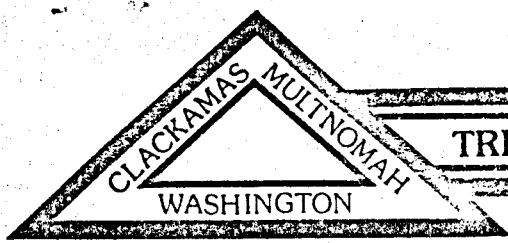
### Finances

Existing revenue sources of those governments directly under the MSC (initially MSD and CRAG and shortly thereafter Tri-Met) would be continued. However, the dues assessment method currently employed by CRAG should be reduced as promptly as possible and, in time, eliminated. If this source is immediately reduced or eliminated, it would have to be replaced initially by a State Legislative appropriation.

In considering long-term financial arrangements, provisions should be made for the widest possible range of financing methods to be available to MSC, including authorization for an income tax. Policy, as opposed to statutory, recommendations adopted by the Commission include: 1) that activities or services rendered by the MSC which produce revenues in the form of fees or charges should be self-supporting to the maximum extent; 2) the MSC should continue to have the ability to use ad valorem taxation to fund specific services; and 3) MSC be financed ultimately for general administration by an area-wide income tax subject to approval by the voters. Also approved by the Commission is the recommendation that MSC be required to produce an accounting report at least every two years which explains in clear, plain language what concrete progress has been achieved in improving services under its jurisdiction without increasing costs and/or maintaining services while reducing costs and recommendations for reversing the growth of the governmental bureaucracy, reducing institutional obsolescence, encouraging individual responsibility, and facilitating participative planning.

### Other Legislation

Provision should be made to extend the jurisdiction of the Multnomah Tax Supervising and Conservation Commission to include Clackamas and Washington Counties as well as Multnomah County, and the name should be changed to conform to the extended jurisdiction.



TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
Vice Chairman  
A. McKay RICH  
Staff Director

November 22, 1976

MEMORANDUM

John BAILEY  
Herb BALLIN  
Marlene BAYLESS  
Mary-Elizabeth BLUNT  
Philip R. BOGUE  
Ito BONYHADI  
Alan BRICKLEY  
Dennis BUCHANAN  
Albert BULLIER, Sr.  
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Julie WILLIAMSON  
Roger W. YOST

TO: STRATEGY COMMITTEE  
FROM: A. MC KAY RICH *ARK*  
RE: COMMISSION'S LEGISLATIVE STRATEGY

This memorandum, relying heavily on suggestions by Bill Cross, is intended to outline, in general terms, the various aspects that ought to be considered by the Commission in developing its legislative strategy.

The objective of the meeting of the committee will be to develop the legislative strategy, to approve a time line, and to make member assignments with respect to various activities.

A time line must be developed which will cover the next three months and establish priorities within that time frame. The bill probably will not undergo serious consideration by the legislature until February or early March, but it will be to our advantage to have made our priority contacts by the end of January.

Based on our experience with the Interim Committee, the emphasis of our strategy must obviously be to build as broad-based community support as possible within that time frame. The various elements of the community that we should initially solicit support from include: metropolitan legislators, all other legislators, metropolitan local government officials, Chambers of Commerce, civic groups (League of Women Voters, AAUW, City Club, Tri-County Community Council), interest groups (business and industry associations, Oregon Environmental Council, Ecumenical Ministries of Oregon, political parties, farm and labor associations and others), community groups (neighborhood and community planning organizations and some service groups), minority groups, press and media and editors and prominent individuals (McCall and other opinion leaders). In each of these broad categories, we

should establish priority contacts, based on initially contacting those individuals and organizations who are most likely to have an interest in the subject and who are likely to take a position on this type of issue. Many groups like service clubs (Kiwanis and PTA's) do not take positions on this kind of issue and so, though we might send speakers upon request to their meetings, they should not be considered a priority with respect to our legislative strategy. However, in this class, there are groups like the Hollywood Boosters, or the St. Johns Boosters who might, indeed, take a position on this matter.

The top priority contacts in each of these categories should be made by the first of January, the second level of priority by the first of February and then the remainder in February, so that by March at the latest, we should have, hopefully, a broad-based coalition working for passage of this legislation.

Each member of the strategy committee should take responsibility for organizing the contacts with one of the categories described above. For example, perhaps Lloyd Hammel, Carl Halvorson and Jack Nightingale, who are Chamber of Commerce members, could take responsibility for organizing the strategy with the Chambers of Commerce in the metropolitan areas. Although they might not, in every instance, be the individual to contact each of the chambers, they would identify all of the chambers, assign the initial contact to a Commission member and help follow up the contact. They would be the individuals who would establish priorities and a time line for that category and then serve as a liason with supporting Chambers in devising a coordinated lobbying approach.

The contacts to these groups will consist of an initial informational communication and a request for public support. If the group agrees to support the bill, we should then determine how best to use that support and what that group is capable of doing (i.e. actual lobbying, communications with their membership, public announcement of support, and contacts with other organizations). We should establish a communication channel with that group and coordinate overall strategy with that group as best as possible. If the group does not support the bill, we should determine whether they will actually oppose it publicly and whether they will actually lobby against it. We should then devise the appropriate strategy to neutralize their efforts (i.e. if one rural chamber decides to oppose the bill, we should double our efforts to get a similarly rural chamber to support the bill).

In addition, the strategy committee should develop an individualized strategy for each legislator in the metropolitan area. This will require identifying individuals and groups that each legislator has previously worked with and looks to for input. We should also identify political philosophy of each legislator with respect to this type of issue (i.e. looking at voting records on past legislation dealing with metropolitan issues and public and campaign statements on metropolitan issues). We should identify Commission members who live in the legislator's district and use them as much as possible in our contacts with the legislator. It will be important to obtain not only support from the various categories within the community but also from the different geographic areas of the community so that we

can demonstrate support for this proposal in each of the legislators' communities. An integral part of this strategy will be dependent on local public officials and local newspaper attitudes towards the bill.

Finally, a packet of information, including the bill and supporting materials should be prepared for use with each category, so that we can best address the specific concerns of each group within that category. The staff can prepare those materials with assistance from the strategy committee in identifying those concerns.

In making our various contacts, we should be stressing the concepts and principles of good government involved in this proposal as opposed to the specific details of the plan. Groups and individuals should be urged to support these concepts using this bill as a vehicle. Though we will welcome drafting suggestions, it should be made clear that the legislative session will be the proper arena for technical amendments and that, initially, our effort is to build a coalition that will work for the passage of these concepts.

I hope this will be adequate for our initial strategy meeting.

AMR:els

CLACKAMAS  
MULTNOMAH  
WASHINGTON

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

November 24, 1976

Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
Vice Chairman  
A. McKay RICH  
Staff Director

M E M O

TO: COMMISSION MEMBERS  
FROM: Bill Cross  
RE: Public Speaking Engagements

John BAILEY  
Herb BALLIN  
Marlene BAYLESS  
Mary-Elizabeth BLUNT  
Philip R. BOGUE  
Ito BONYHADI  
Alan BRICKLEY  
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Jerry TIPPENS  
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Julie WILLIAMSON  
Roger W. YOST

Rather than preparing a model speech which would probably be of minimal use to you, this memorandum highlights the essential elements that should be incorporated in our public presentations. This approach should ensure consistency in our message but, at the same time, provide you with the freedom to use your most effective style of delivery. You will have to decide on the balance of the parts, but emphasis should be made on reducing the number of regional governments, the elective process, and improved coordination.

In some instances, the presentation will include the slide show entitled "Putting It Together". When it is used, we will begin the presentation with the slide show and follow-up with the speaker.

The slide show focuses on some of the general problems in the Tri-County area with the multitude of governmental entities, overlapping jurisdictions and duplication, and lack of accountability and citizen identification. The show includes a Marvin Metro series and also briefly describes the Commission and its early activities. Its use should probably be limited to longer programs or those emphasizing problems.

The speaker's job will be to pinpoint some of the problems with our system of regional governance, relate the Commission's reorganization proposal to those problems and ask for public support. The general tone of the speech should be positive, enthusiastic and persuasive. Avoid lots of details and instead focus on the basic concepts and principles of good government involved in the proposal. Every presentation should end with a pitch for their individual or organizational help.

BASIC INGREDIENTS

The Problem (If you think the group already understands this, make this brief

An explanation of regional problems with particular emphasis on the problems of regional governance should be provided in a manner that causes the audience to realize for themselves the problems. Many will be able

to identify with, in one form or another, some of the frustrations and problems associated with the Commission's analysis. Triggering that identification or realization should be the basic goal of this introductory portion of the presentation.

The Phase II Report contains some good information about the problems in the General Introductory section. Non-elected regional government, the proliferation of special-purpose regional agencies, overlap and duplication, uncoordinated planning, dissatisfaction with regard to certain services, opposition to other services and complaints about the performance standards are all good issues to mention.

For example:

"We've heard a lot lately about the public controversies surrounding CRAG, land use planning, proposed solutions to our solid waste disposal problem, conflicting transportation plans and long-range water supply needs. These and other issues that affect the way we live and the community we live in are in large part determined by our regional officials."

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

But did you ever stop to think that of these regional agencies, there is not one official that you helped to elect to that regional body that you can go to talk to about your Tri-County problems? Not one of the five regional agencies is directly accountable to the people it serves. Not one provides for direct election of its governing officials."

"Who's making these decisions? Appointed officials and functional specialists, free from broad political control and often times remote from the citizens, are conducting the public's business."

"To further compound the problem, there is no strong single authority requiring these regional agencies to coordinate plans or reduce duplication. Some of our regional officials are appointed by the governor, others by city governments and still others by our county commissioners. Who says that the Port has to cooperate with the Metropolitan Service District on solid waste disposal plans or that Tri-Met has to coordinate its transportation plans with those of CRAG? The answer is CRAG tries, but we are mainly dependent on the good will of these agencies and regulations of the Federal government to assure us that they won't overlap or conflict with one another."

"The result is a piecemeal system of regional government which complicates comprehensive planning and can lead to uncoordinated growth of government and wasted tax-raised funds."

"Not only are the voters missing from this equation, but there is good reason to believe that part of the crisis in our community is a crisis of our civic life. Considerations of what a shared conception of the "good life" can mean to the larger Tri-County community have been neglected, leaving us with no central point to rally the imagination of the citizenry and no stage to attract the leadership essential to developing policies that encourage the good life."



### Putting It Together

Explain how the Commission was formed in December, 1975, to study these and other local government problems in Clackamas, Multnomah and Washington counties after winning a nation-wide competition sponsored by the National Academy of Public Administration to conduct an 18-month local government reorganization project. Our community was chosen because it demonstrated in the past abilities to improve local government and it appeared willing and able to once again tackle the tough problems of government reorganization. You can also mention our funding of \$100,000 by the National Academy and the \$50,000 local match, half from public and half from private sources.

Briefly describe the make-up and diversity of the Commission membership, the committee analysis during the past ten months, the efforts to discuss these activities with, and to solicit comments and suggestions from, various civic and community organizations, citizens and public officials and administrators.

Indicate that the emphasis during the past five months has been on restructuring regional governance so that we could submit our proposal in time for consideration by the 1977 Legislative Assembly. However, the Commission is studying further city-county-special district problems, the neighborhood movement and long range options.

### The Reorganization Proposal

The thrust of this portion of the presentation should be to relate what the proposed reorganization plan would do with regard to the problems previously discussed. Highlight the basic provisions of the proposal and the rationale for these provisions without getting bogged down in a myriad of details. The question and answer period following the presentation will provide an opportunity for individuals to inquire about specific details.

The "Conference Issues and Committee Recommendations" Report contains good information on the rationale for the various concepts included in the reorganization proposal. Emphasis should be on the intent of the reorganization recommendations.

Here's what the reorganization proposal would do:

- \* Make the Metropolitan Service District responsible to the people by electing its policy-making officials.
- \* Bring CRAG and Tri-Met under this elected authority.
- \* Provide the citizens with the opportunity to add the Port of Portland and the Boundary Commission to this elected government as well, should they choose.
- \* Give the people a 15-member Metropolitan Service District Council (MSC) elected from single-member districts in the Tri-County area.
- \* Make our top administrative executive directly accountable to the people by electing the chief executive officer at-large.
- \* Separate the legislative and executive powers to make each a check on the other in keeping with the American system of distinguishing between the policy-makers who frame the laws and the head administrator who enforces laws.
- \* Stop the proliferation of special-purpose metropolitan agencies and discourages any new levels of government.
- \* Save tax dollars by reducing the number of metropolitan agencies, eliminating duplication and improving coordination of Tri-County services.
- \* Put Tri-County government in a better position to make regional decisions rather than having them made for us by Salem and Washington, D.C.

- \* Facilitate communications, cooperation and coordination among all local governments by establishing an advisory committee of city and county elected officials to work with the MSC.
- \* Give local governments a new tool by letting them contract with the MSC for services the MSC can better deliver.
- \* Provide a visible self-government which can weigh the whole mix of Tri-County needs and help our larger community achieve a shared concept of the "good life".

Woven into the discussion of the intent of the proposal should be an explanation of both the rationale for the major provisions and how the legislation achieves the stated purposes. For example:

"The reorganization proposal, if enacted, would make the Metropolitan Service District responsible to the people by electing its policy-making officials. The proposal gives the people a 15-member Metropolitan Service District Council elected from single-member districts in the Tri-County area. The direct election of our policy-makers is the only way to secure a democratic, responsive, and responsible government. The most important principle of our American experiment in democratic self-government is that government should have to seek regularly the consent of the governed and be directly accountable to them. We elect representatives to direct our city, county, state and federal governments and the Commission believes that we ought to be able to do the same with our regional policy-makers."

"In addition, the election process will increase the visibility of the regional government and generate greater public discussion of regional issues. And since these councilors will hold no other public office, they will be directly accountable to the people and will not be hobbled with conflicting loyalties between the area-wide constituency and the local government jurisdictions that now appoint many of our regional officials. The Commission believes that electing these councilors from apportioned districts will enhance greater accountability and responsiveness as well as keep campaign costs down. It is also the best way to ensure equitable representation of both urban and rural interests and should provide greater opportunity for input from neighborhood and community groups."

The Commission is proposing the election of the Chief Executive Officer in keeping with the tradition of separation of powers and checks and balances. We think it offers the following advantages:

- \* This proposal follows long-accepted traditions of separation of powers and checks and balances used at the national and state levels and in an increasing number of urban counties.
- \* Under this proposal, the policy or political leadership is accountable to the voters through the ballot box. Responsibility is fixed.
- \* The elected executive is in a better position than a manager to seek public support for the programs of his unit.
- \* The elected executive will be the political leader of the Metropolitan Service District as a whole. This will contrast with the 15 members of the council elected from electoral districts.
- \* He will provide guidance and leadership to the Metropolitan Service Council by proposing plans, programs, and budgets.
- \* He will make more visible and articulate the issues facing the metropolitan community by taking these issues to the Council and to the electorate directly.
- \* He will be the focal point for Metropolitan Service District Leadership.
- \* People, particularly in larger political entities, like to elect the political leader of their unit of government.

- \* Within the budget approved by the council, the executive will employ professional administrators to handle day-to-day technical administrative matters. However, these employed personnel will not be expected to be the political leaders of MSD.
- \* Because of his political base, the executive will have increased influence with other officials of this area, the State, and the Federal Government.
- \* Participation in election of the leader fosters interest of residents in their government and develops interest in issues both during and after election campaigns.
- \* Several past city managers have stated that the employed administrator simply could not survive in a unit the size of the Metropolitan Service District. The people resent the hired employee occupying the position of politician spokesman for the community.

### We Need Your Help

When speaking before most organizations, community and civic groups, neighborhood groups, Chambers of Commerce and other groups that are likely to take public positions on this type of issue, conclude the speech by asking for their support -- either as individuals or as an organization. If speaking before a service club or other similar groups which usually do not take organizational positions on issues such as this, simply ask for individual support.

Stress the point that the Commission put together this proposal with the underlying goal of preparing a workable and politically acceptable plan. Common sense tells us that the concepts involved in this proposal should work because they are consistent with American traditions and principles. The plan is also consistent with the idea that we shouldn't move too far too fast and so the proposal represents a modest step forward.

However, even this modest step will meet opposition when it is considered by the Legislature. Putting the political control of our Tri-County community into the hands of the citizens and their elected representatives is not going to be an easy task. It means change and change raises fears in some circles. It means redistributing some powers held by some appointed officials and their agencies. And you can bet that many will fight to protect their turf.

Legislators must be convinced that this plan is workable and acceptable. We must overcome inertia and the fear of change. The Commission can't do it alone. Passage of this proposal depends on community support. Legislators will want to know what you think about the proposed reorganization. They will want to listen to you and groups like yours. We hope you'll tell them that you support this effort.

There are undoubtedly some technical changes in the proposal that deserve consideration by the legislature before the final legislation is perfected. However, in the meantime we are enlisting as broad a coalition of individuals and organizations as possible to work for the passage of these basic principles so that we can change Tri-County government from the administration of people to the self-direction of citizens. We hope you'll join us and give progress and chance (by appointing a special committee to report back to you on what we're doing, by taking time to talk to or drop a note to your legislators, by dropping a letter to the editor of your local paper, or whatever appears appropriate to that particular group).

We know government can be better. With a little vision, courage and hard work, we can get the kind of government we want and deserve. Don't sit this one out. Join us in the fight to make democracy work better in our Tri-County government.

CLACKAMAS  
MULTNOMAH  
WASHINGTON

TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

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December 6, 1976

MEMORANDUM

TO: THE FULL COMMISSION  
FROM: A. MCKAY RICH  
RE: REPORT BY STATE HEALTH DIVISION RE WATER SUPPLY

The attached "Addendum" was prepared as an addition to the Health Division's review of the U. S. Forest Service's Draft Environmental Statement on control and management of the Bull Run Watershed. Because it relates to earlier studies of the Commission on assigning functions and structure of government, I thought it would be useful reading.

AMR:els  
Attachment: Addendum  
Bull Run Planning Unit

ADDENDUM

Bull Run Planning Unit

November 5, 1976

The issue of control as it affects the Portland Metropolitan Area is addressed in this addendum. As stated in the review of the Draft Environmental Statement, the original purpose for establishing the Bull Run was to provide high quality domestic water for Portland's people. This is clearly attested to by the original documents that led to its establishment. But most people did not envision the manner in which the major cities of the nation would be gradually surrounded by the political boundaries of other governmental units effectively stifling major growth potential for the city.

At present, the Portland Metropolitan Area includes more than 40 major political entities and the Portland Water Bureau sells water to 32 suburban communities and water districts. In numbers of people, this means that the Portland Water Bureau (Bull Run) provides water for 390,000 people within the City of Portland and 300,000 people outside the City. The Water Bureau is a monopoly run by the City of Portland for the benefit of Portland which is not always to the liking of those suburban areas that it serves. The lack of control by non-City of Portland users, means that prices and availability of water is substantially controlled by a governmental unit in which they have no direct representation.

The above is being reflected in actions taken by metropolitan area communities and the result is a fragmentation of the original purpose for establishing the Bull Run. If the Health Division were to rank the major sources of water in the Portland Metropolitan Area, they would be ranked as follows:

- (1) Bull Run Watershed -- Substantially superior to any other source. At present, it has no treatment other than chlorination. The Federal Safe Drinking Water Act may require filtration in the future but this remains to be determined.
- (2) Groundwater -- Quantity is limited in most areas and may be limited in all areas. Shallow groundwater is frequently of questionable quality. Deep groundwater (several hundred feet and more) may be a desirable supplementary source but it is expensive, and the total quantity available is unknown.
- (3) Clackamas River -- Good quality as long as full treatment is provided and upstream development does not expand materially.
- (4) Columbia River -- Water above Troutdale is of good quality when full treatment is provided. Quality deteriorates downstream of Troutdale as effluents from communities, industries and eventually the Willamette, enter the river.
- (5) Willamette River -- Poor quality as the effluents and runoff from the extensively developed Willamette Valley all ends up in the river. The Division has encouraged people to spend more to go to a better source. This has occurred in the case of Lake Oswego.

- (6) Tualatin River -- The upper Tualatin (above Forest Grove) is of fair quality and requires full treatment. The lower Tualatin is unusable.

Some years ago the Clackamas Water District (15,000 people), the Oak Lodge Water District (20,000 people), and the City of Gladstone obtained their domestic water from the City of Portland. They now obtain their domestic water from the Clackamas River. Also, much of the area served by the City of Milwaukie obtained its water from the Bull Run. Milwaukie now obtains its water from wells and is supplemented by Clackamas River Water. Lake Oswego used to be intertied to the City of Portland. Lake Oswego now obtains its water from the Clackamas River. As noted above, Lake Oswego turned down a proposal to use Willamette River water and spent more to develop a source on the Clackamas.

Recently the following actions have occurred:

- (1) Tigard Water District proposed a little over a year ago to go to the Willamette River at Wilsonville. Tigard serves about 15,000 people and obtains about 69% of its water from Lake Oswego, about 29% from wells and 2% from the City of Portland. The Division has asked for further study on the proposal.
- (2) Wolf Creek Highway Water District serves 70,000 people and obtains virtually all of its water from the City of Portland. Wolf Creek has commissioned a study of alternate sources. Among those being considered are the Willamette River both above and below Portland, the upper Tualatin, development of the McKay Creek Watershed and continuance with purchasing water from the City of Portland.
- (3) The City of Beaverton presently serves 22,000 people and obtains 85% of its water from the City of Portland. The City is studying several alternate sources and has indicated that they will take any alternative to Portland that appears practical.
- (4) Rockwood Water District has already completed a predesign report for a water treatment plant on the Columbia River below the primary sewage treatment plant for the City of Troutdale. Rockwood presently serves about 40,000 people and obtains all of its water from the City of Portland. Under Alternate 2 of the report, they would include Parkrose, Hazelwood and Richland Water Districts for a present total population of about 80,000. Under Alternate 3, they would add Gilbert, Powell Valley and Fairview for a total population of about 120,000. These additional systems do not obtain all their water from the City of Portland but the major portion does come from the Bull Run. The economic study indicates that Alternate 2 is preferred and the cost of production compares favorably with City of Portland rates.

ADDENDUM  
Bull Run Planning Unit  
Page Three  
November 5, 1976

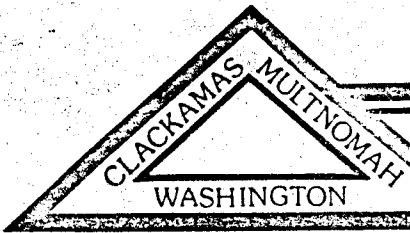
- (5) The City of Gresham serves about 20,000 people and obtains all of its water from the City of Portland. Gresham has just completed a source study that contemplates a full treatment plant on the Clackamas or on the Columbia above Troutdale by 1980. Wells would be drilled and used for the interim period. Either proposal is cost competitive with Portland rates and provides local control.

In summary, there are at least 180,000 people presently served by Bull Run water and up to as many as 250,000 people that are seriously considering and studying sources inferior to the Bull Run source. Some of these sources are considerably inferior and others are of value for a limited time only. All of this is being done to help assure the cities involved that they will be able to control their own water supply; or if forced to purchase from the City of Portland, they will have some representation or bargaining power. Probably other systems presently serving about 50,000 people or more, are similarly affected.

Good safe drinking water is critically important to the people of any community. Failure to speak out against the above fragmentation would be dereliction of the Division's responsibility to guard the health and welfare of the people of the Portland Metropolitan Area. The fragmentation is also in direct contradiction of CRAG's water plan for the metropolitan area which anticipates everything east of Aloha in Washington County should receive their domestic water from the Bull Run. This concept is also supported by every engineering study of the area known to the Division.

In summary, a determination must be made of who shall benefit from the Bull Run. The people of the City of Portland or the people of the entire Metropolitan Area. The Division believes that it is reasonable to ask that a resource of exceptional quality be provided full protection and be used for the optimum benefit of the maximum number of people.

If you have any questions, please contact us.



TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

January 12, 1977

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Carl M. HALVORSON  
Vice Chairman  
A. McKay RICH  
Staff Director

M E M O

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Roger W. YOST

TO: Dennis Buchanan  
Joy Burgess  
Alan Brickley  
Ted Clarno  
Charles Jordan  
Corky Kirkpatrick  
Jack Nelson  
Mary Opray  
Mildred Schwab  
Larry Sprecher  
Steve Telfer  
Ora Faye Thorgerson

FROM: Bill Cross

RE: Commission Contacts with Tri-County Local Governments

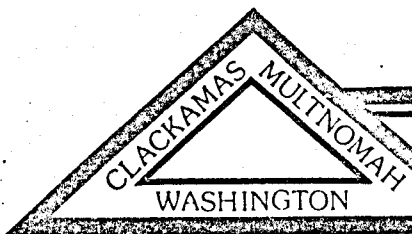
Based on our experience with the Interim Committee, the emphasis of our legislative strategy must obviously be to build as broad-based community support as possible during the next several months. One key element of the community is local government public officials.

The purpose of the meeting (at noon, Wednesday, January 19, in Kay's office) is to develop an appropriate strategy for our contacts with local government officials. In addition, we would like to identify those officials whom you believe are supportive of or in opposition to the proposal as well as those you feel are "most approachable" on this matter.

The meeting will be one-hour long, so please be prepared with strategy suggestions and names of public officials.

CC: Ronald C. Cease  
A. McKay Rich





# TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

April 1, 1977

Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
Vice Chairman  
A. McKay RICH  
Staff Director

TO: MEMBERS OF THE COMMISSION

FROM: Kay Rich *Kay Rich*

RE: Finding Employment for Present Tri-County Commission Staff

John BAILEY  
Herb BALLIN  
Marlene BAYLESS  
Mary-Elizabeth BLUNT  
Philip R. BOGUE  
Ilo BONYHADI  
Alan BRICKLEY  
Dennis BUCHANAN  
Albert BULLIER, Sr.  
Joy BURGESS

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Donna STUHR

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Ora Faye THORGERSON  
Jerry TIPPENS  
William B. WEBBER  
Julie WILLIAMSON  
Roger W. YOST

As you know, the life of the Tri-County Local Government Commission terminates May 31, 1977. That means the existing staff must find new employment by then or shortly thereafter.

Barbara Garbutt has done an outstanding job as administrative secretary for the Commission. She would like to find an administrative secretarial position offering career opportunities in government or private industry. Her previous experience would qualify her for positions where she would be supervising clerical staff and doing general office management in a situation where she could enjoy initiating and coordinating some of her own projects. She has enough time flexibility to wait until September for the right situation to develop. If you are looking for someone with her type skills or know of someone looking, this is a real opportunity to get a known quality without reservations.

Bill Cross, our Public Information Coordinator, has also done an outstanding job. He is interested in exploring career opportunities in government or private business. He has had some business administration experience with Western Electric and during the past five years has gained some very good political and public relations experience working with this Commission and as the executive director of Oregon Common Cause. His current preference would be work in which he can use his public relations, intergovernmental affairs, and communications lobbying background. He would not, however, rule out certain administrative positions. Here again is a known quality in case any of you are looking or know of someone looking for a person with his skills.

I am interested in either administrative-coordinative work similar to that performed for this Commission, Multnomah County, CRAG, or the Metropolitan Study Commission or in university teaching or research in urban affairs and government.

Naturally all of us would like to remain in this area and we will appreciate any assistance any of you can give us. If you need resumes please call the office and we will provide them.

We have all enjoyed working with such a fine group of citizens and hate to see it end, but then, we knew it would. We have appreciated your energy and commitment, and wish all of you the best.

AMR/bjg


**TRI-COUNTY LOCAL GOVERNMENT COMMISSION**

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

April 8, 1977

Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
Vice Chairman  
A McKay RICH  
Staff Director

M E M O

TO: Commission Members  
FROM: Kay Rich *AK*  
RE: Committee Report - CN-41 and LR-24

The attached pages 7 and 8 contain slight modifications.  
Please replace these pages in your Community & Neighborhood Organization Committee Report.

Also attached is the final report of the Long Range Options Committee. \*

These two reports as well as the City-County-Special Districts Committee report will be adopted at the next Commission meeting.

\* This report was sent to Long Range Options Committee February 9.

AMR/bjg

Encl.

John BAILEY  
Herb BALLIN  
Marlene BAYLESS  
Mary-Elizabeth BLUNT  
Philip R. BOGUE  
Ito BONYHADI  
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ing individual groups should rest with the community. The committee also encourages less dependence on government. This is desirable as neighborhood roles evolve from advisory to support to service delivery.

After much discussion of structures, the committee felt it appropriate to list what the structure should provide. The following structural criteria are beneficial to neighborhood groups:

- a recognized boundary
- a recognized facility, office or address identified for community activities
- an identified coordinator
- a commitment to avoid duplication of functions provided by units of local government (in essence, a commitment to negotiate with those units of government)

#### Funding

The committee believed two questions must be answered when examining the funding of neighborhood organizations:

- What is needed?
- What is available?

The committee believes that, while many neighborhood needs could be addressed through lower-tier entities, the necessary funding is often lacking. With regard to the Phase II Report, the committee encourages the decentralization of appropriate services from the middle tier and recommends that funding accompany this shift in responsibility.

#### Interaction with units of government

Given their functional responsibility, how will neighborhood groups interact with the units of local government and the upper tier (regional body)?

All along, the committee stressed acknowledgement of the differences in neighborhood groups as well as the variety of problems, concerns and functions of each group. It is the committee's belief that a group's legitimacy is dependent upon the degree and quality of citizen participation. It's assumed that neighborhood organizations will provide for open membership and general public notice of meetings.

There is a need for the provision for neighborhood organization input into the policy-making process. Concerning legitimacy (and the question of how well a group represents residents of a specific area), it is the responsibility of the group to answer certain questions and allow the public officials listening to determine the group's representation and legitimacy. The committee suggests the following procedure:

- presentation of group position
- rationale for that position
- number of members in the group
- number of participants at the meeting(s), the date at which the position was decided and dissenting points of view.

As neighborhood organizations gain in citizen support, it is evident that informal linkages will be established between the neighborhood organizations, units of local government and the upper tier.

#### Citizen Participation with the MSC

THE COMMITTEE RECOMMENDS THAT A CITIZEN ADVISORY BOARD CONSISTING OF CITIZENS FROM THE TRI-COUNTY AREA BE APPOINTED BY THE MSC TO COORDINATE CITIZEN INVOLVEMENT WITH THE MSC. This Advisory Board would establish citizen participation guidelines, including procedures for public hearings, public notification of meetings and hearings, and the formation of citizen advisory committees or task forces. Feedback provisions could also be