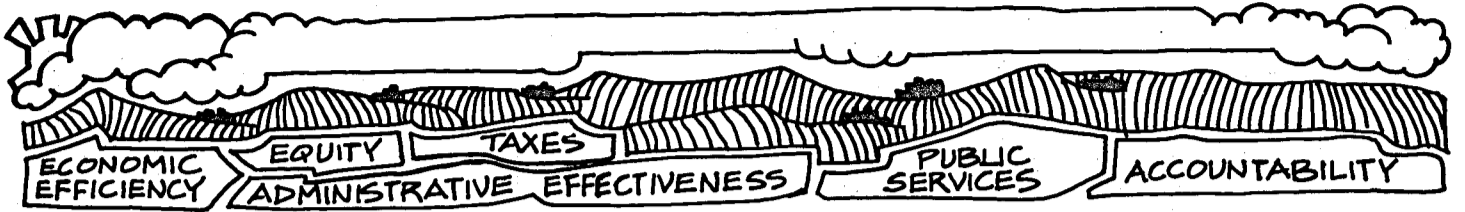


# TIER SHEET



TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S. W. 6th Avenue  
Portland, Oregon 97221

Phone 229-3576

Number 1

April 30, 1976

## FIRST PHASE WRAPPED UP

Although there were moments on Sunday morning of the Otter Crest Conference when completion of Phase I looked somewhat uncertain, completed it was.

More than 50 members attended the Conference to wrap up the "problem identification" phase of the Commission's work program. On Saturday, the members participated in workshop discussions to review and analyze the problems and issues identified by the standing Committees during the past four months. That afternoon, the discussion groups presented oral reports regarding these issues as well as suggesting areas of concern not included in the Committee reports.

The conclusion of Phase I was marked by the Commission's formal acceptance, with minor amendments, of the Committee Phase I Reports on Sunday morning.

Commission members, eager to move into the problem-solving stage, kicked off Phase II by adopting a work program which includes guidelines outlining the general focus and direction that the Commission will follow in developing alternatives and solutions.

Based on the problems identified during the past four months and the guidelines adopted April 11th, the Commission will develop recommendations for simplifying and reorganizing the Tri-County governments into a comprehensive system that can more effectively and efficiently plan, finance and deliver local and areawide 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.

In other action at the Conference, the Commission approved, in concept, the proposed Public Information and Citizen Involvement program for Phase II and adopted a motion to establish an official Public Information and Citizen Involvement standing committee to help implement the program. The Committee, chaired by Corky Kirkpatrick, a member of the Lake Oswego City Council, includes: Marlene Bayless, Carl Halvorson, Bob Landauer, Wanda Mays, Hugh McGilvra, Frank Roberts and Jerry Tippens.

## NEW COMMITTEES FORMED

In developing the work program for Phase II at the Otter Crest Conference, the Commission approved a reorganization of the committee structure along functional lines. Phase II committees will review the function and aspects of functions assigned to them and determine whether they are essential or optional and which level or levels of government should provide them.

Functional assignments by level of government should be completed by July 15th. From July 15 to September 15, the committees will develop recommendations for the governmental structure needed to perform the functional assignments.

The chairpersons of the new committees are:

Human Services - Roger Yost, Chairperson - Mary Rieke, Vice Chairperson; Public Works and Transportation - Bob Simpson, Chairperson - Ilo Bonyhadi, Vice Chairperson; Land Use, Recreational and Cultural Activities - Dean Gisvold, Chairperson - Steve Herrell, Vice Chairperson; Public Safety - Elsa Coleman, Chairperson - Lloyd Hammel, Vice Chairperson; Finance, Taxation and Administrative Services - Steve Telfer, Chairperson - Marlene Stahl, Vice Chairperson.

## RESOURCE REVIEW

### LOOKING TOWARD FUNCTIONS

As we move into the Phase II work program, a review of Charles Warren's chapter on functional analysis in the Guidelines and Strategies for Local Government Modernization (our basic brown "bible") is appropriate.

"The fundamental responsibility of local government is to deliver public services and provide for the regulation and protection of the community." Efficiency must be related to some specific activity. Warren contends, "The number or size of local political units cannot be made without first understanding the roles and functions assigned to those units."

After breaking down public services into subfunctions, members can better decide whether a service should be local, area-wide or a shared responsibility. Warren suggests four criteria to evaluate functions:

- 1) economic efficiency
- 2) fiscal equity
- 3) political accountability
- 4) administrative effectiveness

In the real world, these criteria tend to conflict. For instance, the efficient system does not always provide the most politically accountable system. Warren emphasized, "An efficient system of government must also be an equitable one."

We have already examined the structure and general functions of the governmental units within the Tri-County area - - now the trick will be to relate subfunctions to the appropriate levels of government. Warren's listings of subfunctions for  
INTEGRATING the various categories (found in Chapter III of  
FUNCTIONS the Guidelines and Strategies for Local Government Modernization) and the functional matrix being prepared by the staff should assist us in this task.

Warren suggests assessing the impact of functions on each other, determining changes needed and identifying gaps in service levels. Once this has been done, the Commission can begin the related structural analysis

Abstracted from Chapter III,  
Guidelines and Strategies for  
Local Government Modernization

## STAFF NOTES

After recuperating from the Conference, the staff initiated several research projects related to the Phase II work program.

Several staff members are presently working on a series of memos dealing with the existing constitutional and statutory provisions governing local government units and possible reorganization proposals. The study will include consideration of the Legislative Assembly's authority to affect or facilitate organizational changes, constitutional provisions relating to local government financing, statutory authorizations for various units of local government, the relation of home rule to reorganization and legislation that might be needed to affect Models II and III which were adopted by the Commission as the basis for study.

Charlie Raimondi, a Portland State University work study student for the Commission, is completing a study on the issue of whether certain public facilities, currently funded and operated by Portland and Multnomah County (i.e. the Portland Zoo, Civic Auditorium, Glendoveer Golf Course, etc.), should be maintained and financed on a regional basis.

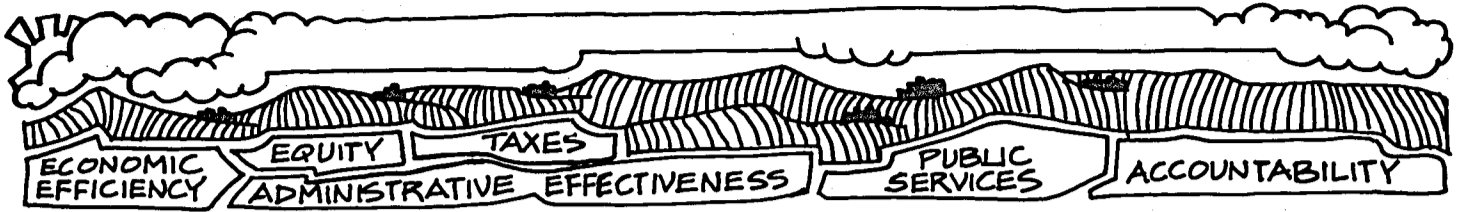
The report will also evaluate the factors involved in any proposed transferring of governmental responsibilities for these facilities.

A functional matrix is being designed by the staff to assist Phase II committees in assigning functions and aspects of services (i.e. planning, funding, regulation and operation) to the different levels of government. The matrix will not only list the various functions but will include criteria reflecting the guidelines approved April 11 to evaluate the assignment of these functions with respect to political accountability, economic efficiency, administrative effectiveness and equity.

Chuck Bukowsky and Ken Martin are doing a comparative analysis of the taxes paid by a homeowner today and ten years ago in various urbanized and urbanizing areas in the Tri-County area. The comparison includes annual fire insurance premiums, water user charges, sewer user charges and property taxes for a homeowner with a \$30,000 valued house in the selected tax code areas.

Tier Sheet is prepared by Corky Kirkpatrick, Chairperson of the Commission's Public Information and Citizen Involvement Committee and Bill Cross Public Information Coordinator.

# TIER SHEET



TRI-COUNTY LOCAL GOVERNMENT COMMISSION  
1912 SW 6 Ave., Portland, OR 97201, Phone: 229-3576

NUMBER 2

May 25, 1976

## *Twin Cities approach outlined*

Arthur Naftalin, former Minneapolis mayor and Board Member of the National Academy for Public Administration, outlined the Metropolitan Council of the Twin Cities area at the Commission's May 20th meeting.

The Metropolitan Council has policy jurisdiction over regional functions and issues affecting growth and development in the Twin Cities areas which includes seven counties, 137 cities, 52 townships, 49 school districts and more than 60 special service districts. Its power was established by the Minnesota state legislature in 1967 as a result of a sewer system crisis. The Council does not displace the other local governments and has no authority to consolidate or merge local government units.

The Council provides a vehicle for resolution of regional concerns affecting transportation, sewers, pollution control, airports, parks, open space and other land use matters but does not deliver services or implement programs. However, the implementation of regional development programs is by local governments and regional special purpose commissions whose members are appointed by the Council and whose budgets are approved by the Council. And, by restricting growth in the region to areas with water and sewers, the Council can offer the taxpayers savings of about \$2 billion in the next few years.

The 17-member Metropolitan Council is appointed by the Governor -- one is appointed to serve at-large as chairperson and the other 16 are appointed to represent single districts. The members are appointed to represent regional concerns of the district and not the cities or counties within that area. Since the Council's creation, there has been a vigorous debate over the membership selection for the Council -- appointment by the Governor vs. direct election -- and Naftalin believes that elected representatives are not far off.

Naftalin credited the Citizens League, a 3,500 member organization, for its significant role in moving the community towards acceptance of a regional forum to resolve areawide problems. The League, which Naftalin is President of this year, conducts intensive studies of issues and makes recommendations for action. Naftalin explained that the local and regional governments can't move any faster toward modernization than the community's ability and willingness to accept their decisions and that support has to be developed through public dialogue.

A transcript of Naftalin's presentation will be made available to Commission members.

## MAYOR FOR L.A. COUNTY?

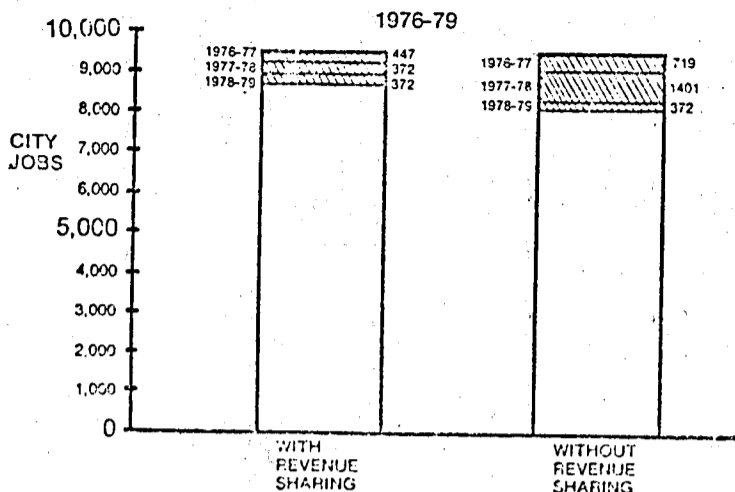
A sweeping restructuring of Los Angeles County government is slated for voter approval if Supervisors okay proposals for ballot in June or November. Propositions would separate powers now in hands of five supervisors and vest them in a county mayor who would have authority over

hiring and firing. LA County's expenditures are nine times 25 years ago, and there is one employee for every 86 residents vs. one per 162 in 1950. A 9-member county legislature is also proposed, each with a constituency of 780,000 persons vs. 1.4 million at present.

THE BUDGET SQUEEZE IS ON

The 1977 Oregon Legislature will be asked to earmark four percent of annual personal and corporate income tax revenue for the support of city government. Based on current estimates made by the State Executive

LAYOFFS AND TOTAL CITY EMPLOYMENT



Department, this would provide cities with approximately \$30 million in fiscal 1977-78.

The "fair share" concept was designed by a League of Oregon Cities task force after careful analysis of three-year projections. A survey they took indicates Oregon cities collectively expect a \$71 million gap between anticipated revenues and expenditures. That

budget squeeze when computed in terms of city government jobs runs well above 1,000 unless some additional money is found for municipal support.

The estimated 1975-76 level of city government employment is 9,655 full time people. Cities estimate cutting 447 jobs in 1976-77 if no additional revenue is found and terminating another 372 people the next two years to be able to balance budgets. That total reduction of 1,091 positions represents 12.3 percent of the 1975-76 work force.

Without new revenues, the cities must reduce costs, services and personnel. The League Task force indicated the impact probably will fall most heavily on public safety agencies, since they represent the largest percentage of the average city's work force.

PHASE II COMMITTEES OFF AND RUNNING

The five standing committees are off to a quick start in Phase II. Work programs and meeting schedules and subjects have been approved as the committees start to wade into the functional matrix with an eye toward changes needed to modernize local government.

Several committees are devoting a couple of meetings early in this phase to a further elaboration of the structural models in an effort to get a clearer understanding of the structural options before assigning functions. Other committees are amending the matrix with additional sub-function categories that need to be addressed.

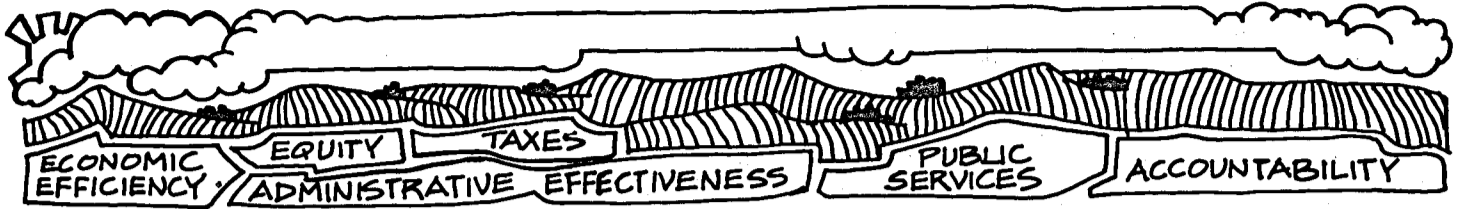
A spirited meeting on the subject of land use planning was held yesterday by the Land Use, Recreational and Cultural Activities Committee with Steve Schell (LCDC member), Dave McBride (CRAG Chairman), Martin Crampton (Multnomah County Planning Director), Ernie Bonner (Portland Planning Director), Gus Rivera (Clackamas County Planning Director), Larry Frazier (Washington County Planning Director) and Richard Bolen (Tigard Planning Director) participating in the discussion.

All members are welcome to attend the various standing committee meetings and the bi-weekly Commission calendar will continue to list the committee agenda items for your information. The regular meeting schedule for the committees is:

Public Works and Transportation	Wednesdays at Noon	CRAG Conference Room
Public Safety	Mondays at 4 P.M.	CRAG Conference Room
Land Use, Recreational and Cultural Activities	Tuesdays at Noon	CRAG Conference Room
Finance, Taxation and Administrative Services	Thursdays at Noon	CRAG Conference Room
Human Services	Tuesdays at Noon	Room M 107, Smith Memorial Center, PSU

Tier Sheet is prepared by Corky Kirkpatrick, Chairperson of the Commission's Public Information and Citizen Involvement Committee, and Bill Cross, Public Information Coordinator.

# TIER SHEET



## TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. Sixth, Room 244 Portland, Oregon 97201 (503) 229-3576

NUMBER 3

June 1, 1976

### DENVER UPDATE

The 41-member Denver Metropolitan Study Committee has organized and staffed seven task forces:

1. Finance and Taxation
2. Legal Analysis
3. Community and Neighborhood Level Services
4. Survey of City Managers and Public Administrators
5. Survey of Four County Citizen-Voters
6. Functional Analysis and Selection of Alternatives
7. Public Information and Education

Each task force is supported by a research team of university faculty and students; over 20 persons from universities in the Denver area are working with the Committee. Most task forces are scheduled to issue reports in the late Spring or early Summer of this year. The Denver Committee presented its goals and objectives to the community on a half-hour public affairs television program in February.

Members of the National Academy of Public Administration met in Denver on April 1 and 2 in conjunction with the Fifth Colorado Urban Conference, which the University of Colorado and the Denver Urban Observatory sponsor on an annual basis. Executive officers Ron Cease and Carl Halvorson and staff director, McKay Rich, met with their Denver counterparts and the Academy panel to exchange progress reports and share problems. The report they brought back from Denver was favorable -- the Academy was pleased with the progress and eagerly awaiting the results of the Phase II deliberations.

### LIBRARY ORGANIZED

The Commission opens a library. Kara Stewart, Portland State University work study student, organized the library using the Anaheim Classification System. The material is arranged by areas of subject matter into these headings: GENERAL; DIRECTORIES; REPORTS AND SUMMARIES; REGIONAL; NEIGHBORHOODS AND CITIZEN PARTICIPATION; CITIES; STATE; FEDERALISM; FINANCE AND TAXATION; INTERGOVERNMENTAL RELATIONS; and COUNTIES.

A brief sample of literature to be found in the library includes: periodicals from the Advisory Commission on Intergovernmental Relations (ACIR); reports from the League of Women Voters; City Club bulletins; the "Annals", running from 1960 to the present time; numerous reports from CRAG and other local governmental agencies and entities; miscellaneous pamphlets, booklets, reports, paperback and hardbound books; and newspaper articles.

Some sources of particular interest are: Federal-State-Local Finances: Significant Features of Fiscal Federalism, ACIR; Neighborhood Government, Milton Kotler; Governmental Functions and Processes: Local and Areawide, ACIR; Reshaping Government in Metropolitan Areas, Committee for Economic Development; Greater London: The Politics of Metropolitan Reform, Frank Smallwood; Regional Decision Making: New Strategies for Substate Districts, ACIR; Neighborhood Government in a Metropolitan Setting, Howard Hallman; and Organizing Public Services in Metropolitan America, Thomas P. Murphy and Charles R. Warren.

Now that we have the library organized, please feel free to use it. Most materials can be checked out for a week at a time.

## RESOURCE REVIEW

### DECENTRALIZATION

Charles Warren challenged the Executive Committee at the conclusion of our Otter Crest session to look closely at decentralization. Some of his rationale stems from the study he conducted in preparing "Guidelines and Strategies for Local Government Modernization."

The chapter called "Understanding Decentralization" emphasizes the decentralization trend starting in the '60s grew from the focus on citizen participation, community action and minority demands. He views it as a return to earlier, traditional values of home rule and grassroots democracy.

Two basic forms of decentralization are political and administrative. Political decentralization transfers decision-making responsibilities to citizens of a sub-unit of a municipality or county. The administrative form transfers functions or authority from a higher unit to a lower unit within a single governmental entity.

Reasons for neighborhood government fall into four categories:

Political  
Psychological  
Administrative  
Economic

Some of the advantages of decentralization include involvement of more people, flexibility to meet local conditions and responsiveness to groups often not represented in government.

The strongest argument against decentralization is the greater fragmentation. Others contend neighborhood forums are more costly, create another layer of government, create political warfare, are appropriate for inner city residents, but suburban residents have no need for this organization, and residents already have representation in civic groups.

Although citizen participation can slow down the process of decision making, some obvious advantages to decentralization exist.

ARGUMENTS                      The first is recognition of public desires from a representative group rather than special interest spokesmen.

WHY OFFICIALS BENEFIT        The main by-product of the process is increased understanding and trust between citizens, city officials and public administrators.

Neighborhood forums can resolve minor local problems, thus freeing the central policy body from time spent on routine neighborhood "brush fires." Neighborhood units provide opportunities for innovation. They provide testing ground for pilot projects.

Warren indicates applying the functional criteria (economic efficiency, fiscal equity, political accountability and administrative effectiveness) presents a basic problem for the design of decentralization units. He says, "A local unit below a minimum size cannot provide a full range of services economically or effectively."

Decentralization proposals, according to Warren, must consider the question of geographic area, population size and public services involved. He said, "The range and type of services will determine the significance of community control."

Abstracted from Chapter IV,  
Guidelines and Strategies for  
Local Government Modernization

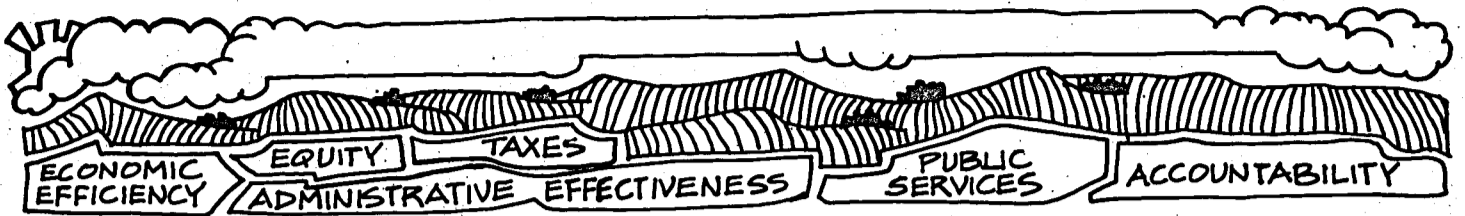
### HOUSE COMMITTEE DICTATES MODERNIZATION

By a 21-20 vote, the House Government Operations Committee adopted an amendment offered by Rep. Benjamin Rosenthal (D-N.Y.) to the federal revenue sharing re-enactment. The provision would encourage each state to develop a master plan and timetable for modernizing state and local governments.

The master plan, after approval by the state legislature, would be forwarded to the secretary of the treasury. Each year the governor would file a report with the Treasury Department indicating what steps in the plan were accomplished.

Federal Revenue Sharing is expected to hit the House floor right after Memorial Day following action by the House Appropriations committee. Senate consideration will come when the House passes a bill.

# TIER SHEET



## TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. Sixth, Room 244 Portland, Oregon 97201 (503) 229-3576

NUMBER 4

June 15, 1976

### METRO MANAGERS MEET WITH COMMISSION REPRESENTATIVES

Commission representatives Ron Cease, Carl Halvorson and Kay Rich attended a meeting of city managers and county administrators in the Tri-County area to discuss Commission activities and local government concerns. The meeting, held at the Tualatin Ramada Inn on June 3rd, was organized by Gresham City Manager Bob McWilliams and 22 city and county administrators participated.

The two-hour meeting proved most fruitful for the Commission representatives in terms of discussing local government concerns. There appeared to be common agreement that certain governmental functions are regional in nature and, therefore, the responsibility of area-wide government. However, concerns were raised about the difficulty in defining regional issues and distinguishing between matters of regional and local interest.

In addition, the participants expressed interest in the concept of centralizing or consolidating regional government (perhaps through an elected board with umbrella coordinating responsibilities for the Tri-County area) as it would help alleviate some of the intergovernmental difficulties in dealing with five regional entities. And although some didn't feel that elected regional government represents the panacea to our problems, many felt that it deserved careful consideration as it might provide a more effective and representative forum for the resolution of regional issues.

Several managers were apprehensive about the prospects for any meaningful reorganization in the near future as it was suggested that based on past experience, little political leadership is likely to emerge until a crisis situation develops. It was further pointed out that reorganization proposals often run into trouble when cost savings cannot be shown or when local control is jeopardized - - and oftentimes these two objectives conflict with one another when efforts to centralize are attempted.

One of the city managers reported on the operations and responsibilities of the Metropolitan Council in Minnesota. Formerly employed by a city located in the Twin Cities' area, the manager indicated that intergovernmental relations between the Council and local jurisdictions were good.

Several administrators suggested that because there are so many special levies being used by the various local governments without any effort to determine the ability of the area to carry the tax burden, an area-wide entity should be charged with the responsibility to review the fiscal impact of various levies and help prioritize the needs.

The meeting concluded with a discussion on the fiscal impact of reorganization and there were differing views expressed as to whether any cost benefits would be realized at the area-wide level by consolidating or centralizing regional government. However, some participants felt that costs could be saved by the local jurisdictions as multiple-agency planning and intergovernmental-related costs might be reduced significantly.

### IMPORTANT CALENDAR NOTE

Please put the July 15th Commission meeting date on your calendar now. Howard Hallman, President of the Center for Governmental Studies (Washington, D. C.) and panel member of the National Academy of Public Administration, will keynote the July meeting with a discussion on "The Role of Neighborhoods in a Restructured Metropolitan Government". Hallman, formerly the Director of Neighborhood Improvement for the Redevelopment Agency, has authored several books and articles on local government, including Neighborhood Government in a Metropolitan Setting.



## MERGERS AROUND THE NATION

Reports on two mergers in progress - - the Las Vegas - Clark County consolidation and the new unified municipality in Anchorage - - are contained in the April, 1976 issue of the National Civic Review (Vol. 65, No. 4).

The 1975 Nevada legislature passed a law which provides in practical terms for the consolidation of Las Vegas and Clark County, effective January, 1977. Legally, both government entities will continue to exist. However, eight of the 11-member county commission serve on

LAS VEGAS/CLARK the city commission which is presided over by an elected mayor. Most of their departments will be joint. There will be a city-county manager who will be the chief administrator for both entities. The boundaries of Las Vegas will be expanded to include four unincorporated towns and some unincorporated areas of Clark County.

Like many rapidly growing urban areas, the Las Vegas Valley has been hampered in its responses to growth by multiple and competing political entities. Since 1968, several studies have been conducted on urbanization problems and the conclusion in each case was that the most efficient and rational approach to growth could be achieved by bringing all, or at least most, of the valley under a single government. Both annexation and disincorporation of Las Vegas which would then be governed directly by the county commission were considered but proved to be politically infeasible. The feeling was that the four years required for a constitutional amendment to allow city-county consolidation were too long in view of the problems and that a referendum would very likely fail.

The result was the Las Vegas - Clark County consolidation law which is now in the process of implementation. But a major unknown at this stage is the effect of current litigation. Las Vegas has sued Clark County and there is a class action suit against both. Issues include complex state and federal constitutional questions and a Nevada Supreme Court decision is expected soon.

On September 9, 1975, the unified municipality of Anchorage was created as voters approved a home rule charter merging Anchorage, ANCHORAGE Girdwood, Glen Alps and the greater Anchorage borough. A concurrent majority was required for approval.

The municipality is governed by a 11-member assembly elected by districts. The mayor, elected for a three-year term, is the chief executive, appoints all department heads subject to assembly confirmation and may veto ordinances. A veto may be overridden by a two-thirds vote of the assembly at any time during the following 21-day period.

The charter also provides for a manager appointed by the mayor (subject to assembly confirmation) who is responsible to the mayor for the overall conduct of administrative functions. If the mayor is absent from the city or incapacitated, the manager exercises the powers of the mayor with the exception of emergency and veto powers. Citizens are authorized to use the recall to remove any elected official from office.

## FEDERAL REVENUE SHARING UPDATE

The House overwhelmingly approved on June 10th, by a vote of 361 to 35, a 3 3/4 - year continuation of federal revenue sharing guaranteeing \$6.65 billion in annual payments to cities, counties and states with few controls on how the money can be spent.

The amendment which urged local governments to consolidate their operations (see Tier Sheet, Number 3, June 1, 1976) was rejected by the House. Also deleted from the proposal were provisions which would have toughened the civil rights protections. The House inserted a requirement that local residents be given an opportunity to participate in decisions on the spending of revenue sharing monies.

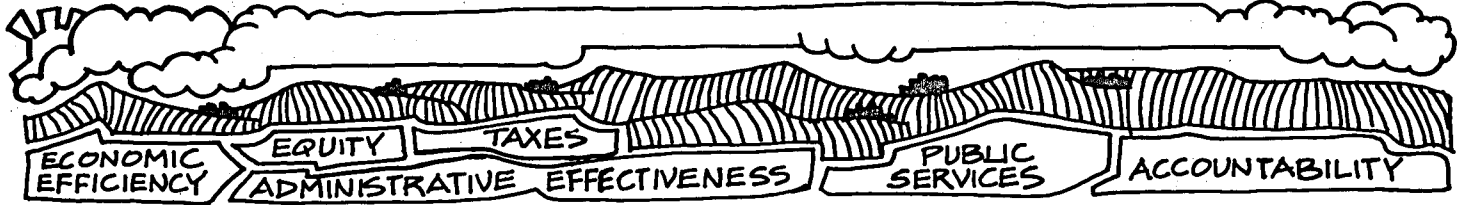
The bill now goes to the Senate and it is expected that state and local government officials will attempt to lobby for increased appropriations to cover the costs of inflation.

## FOR THOSE WHO MISSED NAFTALIN

KBPS Radio will broadcast Arthur Naftalin's May 20th Commission speech at 1:00 p.m., Wednesday, June 23. Tune-in to 1450 Khz AM!



# TIER SHEET



## TRI-COUNTY LOCAL GOVERNMENT COMMISSION

Ronald C. Cease, Chairman  
Carl M. Halvorson, Vice Chairperson  
A. McKay Rich, Staff Director

1912 S.W. Sixth Avenue, Room 244  
Portland, Oregon 97201  
(503) 229-3576

June 22, 1976

### MEETING NOTICES

<u>COMMITTEE</u>	<u>MEETING TIME</u>	<u>GUEST SPEAKER</u>
I <u>HUMAN SERVICES</u> PSU, Smith Memorial Center, Room M107	Tuesday, June 29 - Noon	Assignment of Human Services to Models - Commissioner <u>Charles Jordan</u>
"	Tuesday, July 6 - Noon	Aging Services - <u>V.J. Huffman, Dir.</u> , Div. on Aging, CRAG <u>Bob Holderidge, Dir.</u> , Area on Aging, Dept. of Human Res., City of Portland
II <u>PUBLIC WORKS AND PUBLIC TRANSPORTATION</u> CRAG Conf. Rm. D	Wed., June 30 - Noon	TBA
"	Wed., July 7 - Noon	TBA
III <u>LAND USE, RECREATIONAL &amp; CULTURAL ACTIVITIES</u> CRAG Conf. Room	Tues., June 29 - Noon	Land Use - Assignment of functions for both two- tier & three-tier models

<u>COMMITTEE</u>	<u>MEETING TIME</u>	<u>GUEST SPEAKER</u>
III <u>LAND USE, RECREATIONAL &amp; CULTURAL ACTIVITIES</u> CRAG Conf. Room	Tues., July 6 - Noon	Cultural Services
IV <u>PUBLIC SAFETY</u> CRAG Conf. Room	Mon., June 28 - 4:00 p.m.	Law Enforcement Services - <u>Lee Brown</u> , Dir., Mult. Co. Dept. of Justice Services <u>Donald Jones</u> , Chief of Police, Milwaukie
"	<u>Tues.</u> , July 6 - 4:00 p.m.	Juvenile Justice - <u>Duane Frazier</u> , Coordinator, Counseling Service, Mult. Co., I.E.D. <u>Jerry Harkins</u> , Juvenile Court Administrator, Washington County
V <u>FINANCE, TAXATION, ADMINISTRATIVE SERVICES</u> CRAG Conf. Rm. D	Thurs., July 1 - Noon	Revenue sources for Middle Tier of Three-tier Model
"	Thurs., July 8 - Noon	Assignment of revenue sources for middle and lower tiers of Three-tier Model

EXECUTIVE COMMITTEE

Kopper Kitchen  
Ione Plaza

Wed., June 30 - 7:30 a.m.

TBA

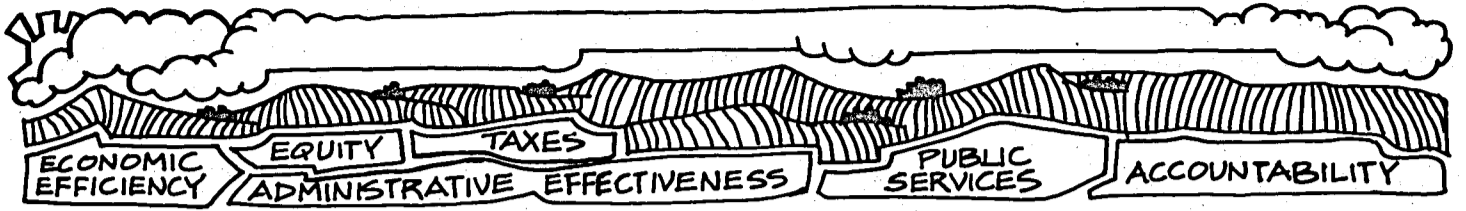
COMMISSION MEETING

Smith Memorial Center  
PSU

Thurs., July 15 - 7:30 p.m.

Howard Hallman, NAPA

# TIER SHEET



## TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. Sixth, Room 244 Portland, Oregon 97201 (503) 229-3576

NUMBER 5

June 29, 1976

### COMMITTEES TAKE ACTION ON FUNCTIONAL ASSIGNMENTS

Some tentative functional assignments have been made by the Public Works and Transportation and the Land Use, Recreational and Cultural Activities Committees. These actions represent the first steps taken by Commission members in making actual functional assignments which will be presented next month for the full Commission's consideration.

Last week, the Public Works and Transportation Committee completed its analysis of both water and solid waste functions after reviewing staff reports and comments presented by the various resource persons.

The solid waste functional assignments do not represent any significant change with current local government responsibilities in that disposal functions would remain with the upper tier level (the Metropolitan Service District) and the lower tiers would retain the collection and franchising functions.

However, major functional assignment changes were adopted by the Committee with regard to water. The Committee voted unanimously to shift responsibilities for water supply, treatment, storage and major transmission and inter-ties to the upper tier. The lower tiers would continue to exercise the responsibilities for the distribution system for users, collection of water bills and other retailing functions. The water wholesaling functions were assigned to the upper tier because of the difficulties lower tier jurisdictions have in dealing with the problems of adequate storage facilities, inter-ties and maintenance of water quality. Concern over whether current water sources are adequate for

the future also played a role in this decision. It should be noted that the various local government and special district resource people were divided on these proposed changes.

In its past two meetings, the Land Use, Recreational and Cultural Activities Committee has made functional assignments regarding library and parks and recreation services.

Resource persons were invited to make presentations and based on their recommendations the functional matrices were overhauled to better reflect the various aspects of the services. The Committee requested its staff to develop a series of charts to graphically illustrate the various functions performed by the different levels of government. The charts incorporated proposed changes in assignments as well and, after several revisions, final charts were adopted reflecting tentative functional assignments.

For example, in the area of library services, notable functional changes include the transfer of technical processes (cataloguing, covering books with jackets, etc.) and the ordering and acquisition of books to the upper tier. Acquisition funding and planning remains at the lower tier levels as does the selection of books to be acquired in conjunction with the library citizen advisory committees. Significant cost savings are expected to be realized by consolidating the actual acquisition of books and the technical services at the upper tier level. The librarians appeared to be wholeheartedly in support of these and other library functional assignments which were, to a large degree, based on their initial suggestions.

DRAMATIC POPULATION SHIFTS IN U.S.  
RECORDED BY CENSUS BUREAU

The U.S. Bureau of the Census published recently its estimates of the population of metropolitan areas in the United States as of 1974 which indicate a dramatic and unprecedented change in U.S. growth patterns. For the first time in this century, the nonmetropolitan population grew at a faster rate than the metropolitan area population. Metropolitan areas increased by 3.4 percent from 1970 to 1974, but non-metropolitan population grew by 5.5 percent. The metropolitan areas of over two million population experienced a zero growth rate during the last four years, and eight of the fifteen largest SMSAs actually lost population.

The Portland Metropolitan area grew by 7.4 percent, a population increase almost twice the national average for metropolitan areas. Yet, surprisingly, Multnomah County lost population by a rate of 2.9 percent. This population decline is attributable to a net loss in migration; 22,900 more persons left Multnomah County than those who became new residents. Both Clackamas and Washington Counties increased their population at a substantial rate of almost 21 percent. Clark County, Washington grew almost as much with a 16.3 percent increase from 1970 to 1974.

Charles R. Warren, Project Director, National Academy of Public Administration

SENATE CONSIDERS ENDING MULTIPLICITY

A bill to end the multiplicity of competitive planning efforts required of localities by different federal agencies was offered to the Senate by Warren G. Magnuson.

As Magnuson introduced the bill he said, "Unless and until urban areas begin to forge regional growth and development strategies, our inner cities will remain artificially distinct from their dependent but seemingly unresponsive suburbs. Of course, this will lead to further decay and the death of more core cities."

"We all deplore the haphazard pattern of growth which has characterized urban development in this country," Magnuson told fellow Senators. "Existing federal planning requirements exacerbate that chaos."

The Intergovernmental Coordination Act of 1976 is designed to initiate discussion in the Congress of an emergent problem facing local governments across the nation. Magnuson commented, "Federal agencies today require local governments to undertake a myriad of potentially conflicting planning activities.

The federal government encourages the fragmentation of regional planning into exceedingly narrow fields. Transportation, community development, clean air, economic development, health care, equal opportunity, social services and others each can be handled distinctly under the present system of regional planning.

The bill favors areawide planning agencies composed of local elected officials. Federal programs would be required to relate to one another and conform to whatever areawide growth management plan local officials choose to adopt.

Wes Uhlman, mayor of Seattle, requested the legislation and helped Magnuson draft the proposal. He said, "I have become firmly convinced that solutions to the problems of urban growth must be sought at the regional level as well as at the local. One of the greatest hidden costs of government today is the cost that we impose by duplicating services and facilities which already exists in built-up areas that could accommodate growth."

SOCIAL SECURITY DEFECTIONS

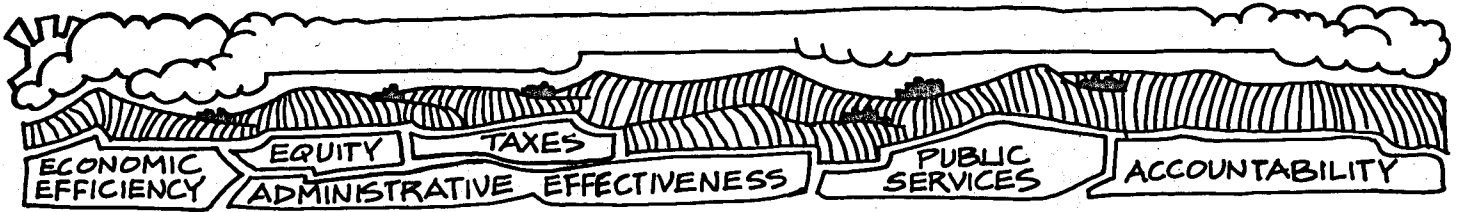
Local governments are dropping out of the Social Security program. Since 1959, some 322 local governments and 44,667 employees have dropped out, most of them in California, Louisiana and Texas. And 207 other governments with 53,187 workers have given the required two year notice of termination. Alaska, with 12,659 state workers, is first state to file notice of intent, and New York City is considering a pullout for its 230,000 employees to save the city \$200 million.

REGIONAL TAX PROPOSED  
FOR DETROIT AREA

A regional tax similar to the Minneapolis-St. Paul one has been proposed by the Michigan governor to channel tax money from growing communities into Detroit and other stagnating cities.

The regional tax-base sharing program would apply to commercial and industrial growth. No existing business in the seven-county region would be affected, but a portion of tax revenues from any future growth would be shared throughout the region on a formula basis with the city showing growth sharing about half of the taxes collected.

# TIER SHEET



## TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. Sixth, Room 244 Portland, Oregon 97201 (503) 229-3576

NUMBER 6

July 28, 1976

### COMMISSION TAKES FIRST STEP TOWARD DEVELOPING REORGANIZATION PROPOSAL

The Commission approved a motion at its July 15 monthly meeting to adopt conceptual short and long range reorganization alternatives for the purposes of providing a more detailed focus for its committees and to obtain comments and suggestions from various community groups and the general public.

In the short range alternative, a Tri-County Council would be established to serve as the major policy-making body for those matters deemed areawide. Its members would be directly elected by, and accountable to, the voters of the Tri-County whether they should be elected at large or by district, their terms of office and compensation, what type of administrative and financial structures should be used, etc.

The short range alternative, most of which can be provided for at the upcoming legislative session, would be a major step towards achieving a more visible and accountable governing

SHORT RANGE 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.

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 Service District and any new functions or aspects of functions the Commission may recommend to 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 (counties, cities, and special districts) on a contractual basis.

The relationship of the Port of Portland and Tri-Met to the Tri-County Council has not yet been clearly determined. It might be similar to that of the Sewer

Board and Transit Board to the Twin Cities Metropolitan Council. That is, the Tri-County Council might appoint the members of their governing boards and would have general policy and certain budgetary control over them. They would, however, basically continue to perform their service functions as they do now.

Lower tier governmental structures would not be affected by this proposal though larger cities (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 the more local councils for performance of selected services. This would not require any action by the Legislature.

The Commission recognizes 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

LONG RANGE tier, 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 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.

Please refer to the Commission mailing C-78 for the proposed reorganization models.

Howard W. Hallman may have forgotten to bring his T-shirt emblazoned with the motto "Good Neighborhoods Grow Beautiful People", but his Portland visit provided him with ample opportunity to discuss neighborhoods and their role in local government.

A local government consultant and advocate of citizen involvement through neighborhood organizations, Hallman had a full schedule of activities during his visit September 15th. He did interviews with the Oregonian and Oregon Journal and taped public service program interviews with KOIN-TV, KGW-TV and KATU-TV. He also did a television news spot with KOIN.

Hallman met that afternoon with two-dozen local practitioners who work with neighborhood organizations. Participants came from Eugene, Salem, Vancouver and the Tri-County area to discuss various neighborhood programs, organizing techniques and problems with Hallman who has gained national recognition as an authority on this subject. Hallman is currently the president of the Center for Governmental Studies, Inc., Washington, D.C.

Hallman keynoted the Commission's monthly meeting with a discussion on neighborhoods and their role in government. He pointed out that for most neighborhood organizations, the relationship with local government is only advisory rather than delegation of decision-making authority or assignment of service operations. In this sense, they are not an embodiment of

neighborhood government which implies further political decentralization. However, he noted that some neighborhoods run a few programs and others have a potential for substantive power. Hallman predicted that in the future some of them may evolve into full-fledged units of neighborhood government.

"For now", Hallman explained, "neighborhood organizations fulfill several purposes. From local government's perspective, they provide a channel for two-way communication which hopefully will benefit both sides, and they have the capacity to carry out activities supplemental to municipal and county services. From the resident's perspective, neighborhoods function as organizations dedicated to preserve and enhance neighborhood interests and they act as an advocate of neighborhood needs. From a broader civic viewpoint, they promote a greater sense of community and serve as a forum for developing new civic leadership."

While acknowledging that the political relationships between neighborhood organizations and local government officials may sometimes be irritating and occasionally controversial, Hallman emphasized the necessity of that "creative conflict" factor. Recognizing that politics is essential to the effective functioning of representative government, Hallman maintained that neighborhoods have a worthy contribution to make and urged the Commission to not lose sight of the role citizens would play in the Tri-County Council proposal.

#### BRICKLEY MEETS WITH METRO MAYORS

Alan Brickley, Mayor of West Linn, met with 14 mayors from the Tri-County area on July 9th at the Oregon Mayors' Conference at the Inn at Otter Crest. The meeting was hosted by Mayor Wally Graham of Lake Oswego and Brickley briefed the mayors on the Commission and its activities to date.

The initial tenor of the meeting was one of skepticism based primarily on the fact that some of the Commission members had been prominent in the City/County Consolidation effort and the mayors were concerned that the smaller cities would be "swallowed up" in any reorganization effort. Brickley stressed that decentralization is an important facet of the Commission's effort.

No specific suggestions came up during the meeting, but the mayors asked for the opportunity to review and comment on Commission proposals prior to final adoption. In Brickley's opinion, the meeting was constructive and though their concerns were probably not completely allayed, the meeting demonstrated a willingness to open the decision-making process of the Commission which will go a long way toward gaining their support.

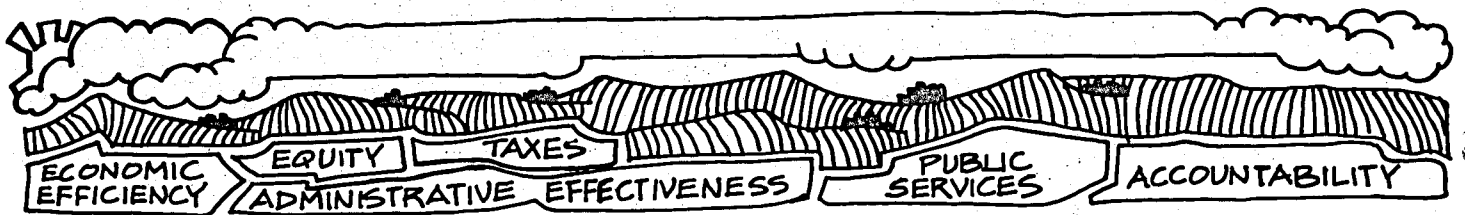
#### BANKS FILES SUIT

When the city of Banks filed a class action complaint against Washington County for its service collection fee, the Tigard Times quoted from the complaint, "Banks is a member of a class of 16 cities, 18 school districts, five intermediate education districts, eight fire districts, nine water districts, two recreational districts, Portland Community College and the Unified Sewerage Agency." Regardless of whether the complaint that the county action would cost taxpayers some \$1,200,000 is valid...maybe we can come up with a better answer to the whole problem.

"Reformers who champion governmental integration often ignore the question of political feasibility of their reforms. The necessary voter support has not been forthcoming."

Community Politics, edited by Charles M. Bonjean, Terry N. Clark and Robert L. Lineberry. p. 85

# TIER SHEET



## TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. Sixth, Room 244 Portland, Oregon 97201 (503) 229-3576

NUMBER 7

August 18, 1976

### REORGANIZATION PROPOSALS FOCUS OF AUGUST 26th MEETING

The main agenda items at the next full Commission meeting, set for 7:30 p.m., Thursday, August 26, will be the structural, financial and functional recommendations proposed by the various standing committees. And though all actions by the Commission at that time will still be of a tentative nature, the refinement of the short and long range alternatives will be important from a directional standpoint.

This meeting will be the first real opportunity for all Commission members to exchange and discuss the more detailed recommendations prepared by the standing committees. The staff will consolidate

the committee activities and recommendations up to this point into a single summary report for distribution to the members prior to the meeting.

The other agenda item will be a brief presentation of the speakers' bureau slide show. The slide show will still be in rough form at that point and the Public Information Committee is interested in obtaining your comments and suggestions.

We hope you are planning to be in Room 338, Smith Memorial Center, on the 26th as it will be the Commission's last chance to discuss the tough questions of reorganization before the October 2-3 Conference.

#### NAPA PANEL TO MEET IN PORTLAND

The National Academy of Public Administration's Panel on Two-Tier Metropolitan Government will hold its quarterly meeting in Portland on September 9th and 10th.

The September 9th agenda includes progress reports from the officers of the Denver Study Project and the Tri-County Local Government Commission in the afternoon.

The Commission will host an informal reception in honor of the Academy Panel in Ballroom B of the Hilton Hotel from 5 - 7 p.m. that evening. State and local government public officials, business, civic and labor leaders will be invited to attend. Commission Chairman Ronald Cease and Panel Chairman York Willbern will open the program with reports on the status of the project.

A no-host cocktail reception will follow at 5:30 p.m. Commission members are urged to attend the September 9th reception.

The Panel will conclude its assessment of the project to date and conduct its regular business on Friday.

#### ACIR REPORTS ON FUNCTIONAL ASSIGNMENTS

The Commission has just received several copies of the latest informational report prepared by the Advisory Commission on Intergovernmental Relations (ACIR) on the assignment of functional responsibilities.

The report is entitled "Pragmatic Federalism: The Reassignment of Functional Responsibility" and is the work of Joseph F. Zimmerman, Professor of Political Science at the State University of New York, Albany.

This report builds on the earlier ACIR study of intergovernmental service agreements by presenting and analyzing data on the formal transfer by municipalities over 2,500 population of responsibility for functions and components of functions to other governmental units. It also includes data on the assumption of responsibility by these municipalities for functions and components never previously performed.

Copies of the report are available for your use in the Commission library.



COMMUNITY INVOLVEMENT PROGRAM  
PICKS UP STEAM

With the Commission's adoption of the tentative reorganization alternatives, it has been possible to initiate a community involvement program. The proposed reorganization concepts are being used as the focus for a series of informal discussion meetings with various community groups and public bodies.

To date, Commission representatives have met with the Portland City Council, Tri-County area legislators and legislative candidates (these meetings are still in process), the Legislative Interim Committee on Intergovernmental Affairs, Tri-County area city managers, Portland Neighborhood Association leaders, Lloyd Anderson of the Port of Portland and Steve McCarthy of Tri-Met.

Arrangements have been made for meetings with all three county Boards of Commissioners, Speaker of the House Phil Lang and Senate President Jason Boe, the metro Committee of the League of Women Voters, the Washington County League of Women Voters, the Washington County Community Planning Organization Leaders' Group, the Hillsboro Chamber of Commerce, the Tri-Met Board and Portland Action Committees Together (PACT).

The response so far has been generally positive to the overall concepts. The concept of a simplified system of regional government has received support

from almost all the participants. And, the need for an elected policy-making board at that level has also been voiced by a near unanimity.

Comments and opinions have differed with regard to the responsibilities a Tri-County Council should exercise and whether Tri-Met and the Port should be integrated into the Council. Concern for improving intergovernmental relations has been expressed by many and some have suggested that local government officials be included on the Council as ex-officio appointed members. And, not surprisingly, there has been some concern expressed about changing the power structure and the effect the reorganization proposal would have on the current turfs (or turfdoms).

A more detailed report on the results of the community involvement program will be prepared for your consideration prior to the October Conference.

As you may have noted, we still have a long way to go in touching base with all the various community groups and public bodies. Any help you can provide in making arrangements for an informal discussion meeting with groups or organizations you belong to or are familiar with will be most welcomed. Please contact Bill Cross for scheduling assistance.

## RESOURCE REVIEW

### HABITAT FORUM: IS SMALL BEAUTIFUL?

The following excerpts are from John Braddock's article "Habitat Forum: Is Small Beautiful" which appeared in the July 4, 1976 issue of Northwest Magazine.

"Fed up with government? Overwhelmed by technology? Feeling faceless among the masses in our cities?

Take heart. It seems most peoples of the world are with you.

This was one of the strongest impressions to come from 2-1/2 weeks of discussions about human settlements at Habitat Forum, the "counter conference" to the official United Nations Habitat conference, both held in Vancouver, Canada, at the beginning of June.

While the UN conference in downtown Vancouver was attended by government delegates from 134 nations, Habitat Forum was a place where those engaged in the nuts and bolts of human settlement could have their say - the architects, engineers, planners, sociologists and private citizens. And as they talked in the plenary sessions and numerous workshop groups...it became apparent there is a global groundswell for smaller communities that are self-supporting, with simplified technologies.

Small is beautiful. Big is ugly. People are in revolt against big governments, big corporations, big technologies. Above all, they want to control their own lives.

The Habitat Forum plenary sessions revolved around nine themes. These can be

summarized as: environment, cultures, resources, habitation, participation, ownership of land, community action, rural development and appropriate technology.

In a mood of to-heck-with-the-experts, numerous speakers went to the microphones and demanded citizen control - not just "participation" - of community planning. They said governmental officials and technicians should be available only to provide a service, not to direct.

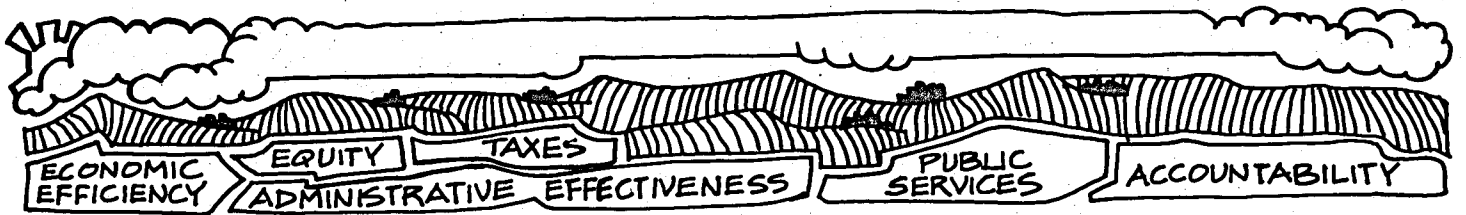
They refuted the inevitability of city growth. They suggested instead the development of new towns, new villages, each with a mix of interrelated commercial and agricultural and industrial enterprises; for, as a number of pundits explained, the main reason for the present rural-to-urban shift is to search for jobs.

And this task of bringing back jobs into rural areas is where appropriate technology comes in. As it was defined at the forum, appropriate technology should enable items to be produced from indigenous materials, with local skills, cheaply, simply and in a quantity that meets local needs.

Some speakers said the sense of self-supporting communities should be translated into distinctive neighborhoods within cities, with the same idea of community variations, community control, a chance to reduce the environment to a point where the individual becomes important.

The focus is on the small."

# TIER SHEET



## TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. Sixth, Room 244 Portland, Oregon 97201 (503) 229-3576

NUMBER 8

September 1, 1976

### COMMISSION FURTHER DEFINES REORGANIZATION CONCEPT

The Commission members took another step last Thursday evening toward defining the reorganization concepts tentatively adopted in July. Again, it should be emphasized that the actions taken at the meeting last week should not be considered final. However, as this was the last full Commission meeting prior to the October Conference, these decisions do at least represent the starting point from which the Commission will proceed at the two-day session.

In spite of some parliamentary confusion, members reached a consensus on several important issues. They overwhelmingly approved using the Metropolitan Service District's legislation as the vehicle for the proposed Tri-County Council. The proposal would not create another entity but would modify the existing statute to establish an elected Tri-County Council to provide the service functions of MSD and the planning functions of CRAG.

It was then moved that Tri-Met and the Port of Portland be accountable to the Tri-County Council in a manner yet to be determined by the Commission. Following a rather lively debate, this motion was approved by a vote of 24 to 7 with one abstention. A motion to integrate Tri-Met into the Tri-County

Council in the same manner as CRAG and to consider the Port's relationship separately at a later point in time failed.

Finally, Commission members unanimously approved (five abstentions) a motion to have the committees investigate the feasibility of including all regional agencies within the jurisdiction of the Tri-County Council thereby adding the Portland Metropolitan Area Boundary Commission and the Health Services Agency to the scope of the Commission's reorganization endeavors.

In addition, the standing committees made brief presentations to the Commission on the status of their functional analyses. Steve Telfer, Chairman of the Finance and Taxation Committee, outlined the various financing options that have been considered by his Committee and summarized the Committee's tentative conclusions and recommendations.

### OCTOBER CONFERENCE REPORTS

The time is closing fast on the October 2-3 Conference. Once again, the Committees must put together their findings and recommendations.

Deadlines for the rough and final drafts of the Committee reports are September 9th and 15th respectively. The Committee reports will then be mailed to the members on September 24th.

And though Joseph Pulitzer might not have been impressed with the literary style, they promise to be interesting reading.

### SLIDE SHOW PREVIEW!!

You're invited to attend a special preview of the speakers bureau slide show presentation at 4:30 p.m., Thursday, September 9th. The slide show preview will be held in the Council Suite of the Hilton Hotel and precedes the reception for the National Academy of Public Administration Panel on Two-Tier Metropolitan Government at 5:00 p.m.

The Public Information Committee invites your suggestions and comments regarding the slide show and the accompanying basic speech. The presentation is not in its final form yet and modifications will be made based on the recommendations from the preview.

So, come to the NAPA Reception a half-hour early and help critique the show. New theatre policy -- no popcorn ... and no refunds.

## THERE IS MORE THAN ONE GROUP IN TOWN LOOKING AT PUBLIC HEALTH ISSUES

The Commission's Committee on Human Services is not the only group in town exploring the reorganization of public health functions. The Clackamas County Board of Commissioners requested the State Health Division to evaluate Clackamas' County Health Department.

The evaluation, which was completed this June, suggests that counties consider abandoning the concept of county health departments because they are too costly and not an appropriate use of public health resources. It recommended consolidating two or more county agencies to form district health units.

The report stated that, generally, qualified administrators, nursing directors and public health trained physicians command large salaries. These costs could, and perhaps should, be spread over a larger population/tax base than available in a single county.

The State Health Division concluded that, ultimately, this type of arrangement will have to be considered. "In terms of real improvement of public health services and for best use of public health resources, the district idea offers many far-reaching advantages. However...a great deal of groundwork would be required to determine the feasibility of such a venture."

The Human Services Committee is considering this and other public health issues against a backdrop of federal proposals for an expanded public financing role (i.e., national health insurance plan) and legislation proposed in this state to define more precisely which services have been mandated to the counties along with a 50% direct state matching fund proposal for these health services. The latter legislation has been drafted by the Conference of Local Health Officers and the State Health Division in order to achieve a standard level of public health services across the state. Oregon is one of four states without any direct state funding for county public health departments.

Besides the area of health, the Human Services Committee has analyzed aging services, manpower programs, children and youth services, mental health and family services, individual social services and community-based programs.

"The forms of interaction, together with the metropolitan character of housing and employment markets, create a broad area of common interest. The optimum use of shared facilities and resources calls for a high level of cooperation and for coordinated action by interdependent communities."

Community Politics, edited by Charles M. Bonjean, Terry N. Clark and Robert L. Lineberry. p. 85

## MINNEAPOLIS METRO CITED

Saturday Review, in the August 21 issue, picked Minneapolis as one of the five most liveable cities in the United States. The writer says, "Defying climate and other adversities, it may well be the nation's number one experimental laboratory for new urban ideas."

The Citizen League gets credit for much of the accomplishment. "The Citizens League has pushed hard for the metropolitan-development concept," the writer says. "The state legislature has responded by creating a metropolitan council (metro) with its own tax base. It is the most advanced regional planning and managerial concept of its kind in this country. Metro affects about 300 communities, commissions and districts in seven counties. It is not a supergovernment; individual communities still run their own affairs. But at a metropolitan level, the council has a good bit to say about regional planning, population sprawl, land use, airports, sewage disposal, low-cost housing, public transit and equitable sharing of revenues derived from localized growth. Whether Metro can divert or reroute costly and unnecessary sprawl while helping to preserve the inner cities and small outlying towns is still uncertain, but the prognosis is encouraging."

## STUDENT RESEARCH TEAM REPORTS COMPLETED

The work done by the student research teams from the Portland State University "Urban Community in Perspective" program is now available in the Commission's library. The teams, under the direction of Dr. Nohad Toulan and Commission member Dr. Douglas Montgomery, have completed and released the following reports:

Finance and Taxation: A Regional Approach  
Rajani Devi, Connie Fitzgerald & Pete Pendleton

Conceptual Cognizance Among Members of a Metropolitan Reorganization

Study Group: The Tri-County Local Government Commission

Brad Quinn Post, James White, Thelma Reynolds & Richard Piland

A Report on Land Planning in the Tri-County Area

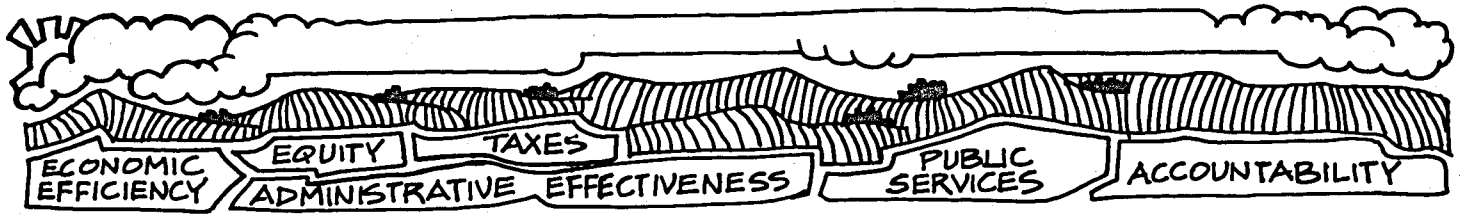
R.C. Byrd, Betty W. Burt, Robert Goldin & Edward Huang

Regional Organizations in the Portland Metropolitan Area

Kathryn Farr, David O. Jermain, Martha Lemke, Ann Mishler & Richard Whipple

The Neighborhood Organizations and Citizen Involvement survey and the Local Government and Intergovernmental Relations report on Urban Counties and Cities are not yet available.

# TIER SHEET



## TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. Sixth, Room 244 Portland, Oregon 97201 (503) 229-3576

ISSUE NUMBER 9

January 26, 1977

### LEGISLATIVE UPDATE

During the first week of the session the Commission's legislative proposal, H.B. 2070, was referred to the House Committee on Intergovernmental Affairs. Representative Glenn Otto (D-Troutdale) is the Chairman and Paul Hanneman (R-Cloverdale) is the Vice Chairman. Committee members include Jim Chrest (D-Portland), Nancie Fadeley (D-Eugene), Rod Monroe (D-Portland), Glen Whallon (D-Milwaukie), Mary Burrows (R-Eugene), Lloyd Kinsey (R-Portland) and Mike Ragsdale (R-Beaverton).

Kay Rich and Bill Cross met with Rep. Otto last week to discuss his committee's agenda and priorities. It appears that the reorganization proposal and state revenue sharing will be the two major issues before the Committee. Otto was anxious to get moving on our bill and indicated that he is firmly committed to getting the reorganization proposal out of committee and to the floor for full consideration. However, at this point, he has reserved judgment on the various aspects of the bill until after the Committee's work sessions and public hearings.

The Commission is scheduled to make a full presentation to the Committee at 1:30 p.m., Friday, January 28. Cease, Halvorson, Simpson and Rich will explain the legislation and the problems it addresses. All other Commission members are invited to attend.

The Committee will then conduct a series of evening public hearings in the Tri-County area to solicit citizen comments. The Multnomah County hearing will be held in the Portland City Hall at 7:30 p.m., Monday, February 14. The second hearing will be held in Clackamas County at the Clackamas High School at 7:30 p.m., Wednesday, February 16. The Washington County hearing will be held at 7:00 p.m., Thursday, February 17 at Portland General Electric's Western Division Building in Beaverton.

Each of the hearings will open with a brief summary of the proposal and a one-page explanatory statement will be distributed to the public. Depending on the number of citizens interested in testifying, there may be a time limit on individual testimony. The Commission is

assisting the Intergovernmental Affairs Committee with publicity for the hearings and our Tier Sheet newsletter will be sent out to our mailing list with the hearing dates.

We anticipate that the harshest vocal opposition to the proposal at these hearings will probably come from anti-regionalists who are not interested in making regional government work better but instead would like to see it completely abolished. We can also expect some opposition to specific provisions of the bill from constructive critics of regional government as it is today but who may simply differ philosophically with aspects of the Commission's approach.

As you may already know, both Senate President Jason Boe and House Speaker Phil Lang are supportive of the proposal. At this time, the Governor has not taken a position on this matter though it is possible that this might change as the session progresses. In general terms, there appears to be sufficient interest from many metropolitan area legislators to ensure serious consideration of the proposal and most non-metropolitan legislators have indicated that they would probably support the proposal if a solid majority of the Tri-County legislators are behind it.

Though neither CRAG or MSD have taken an official position on the legislation, it is likely that a number of their board members will oppose some of the basic concepts of the reorganization plan. Mayor Neil Goldschmidt has indicated that he can support the major elements of the proposal but would prefer a transition period with a mixed board of directly elected and appointed local government officials. The Portland Chamber of Commerce will be lobbying for the bill, several other Chambers are considering the legislation including Beaverton, Gresham and Tri-City. It appears likely that the Lake Oswego Chamber will endorse the concepts and the League of Women Voters are still in the process of reviewing the bill and developing a consensus. The Multnomah County Democratic Central Committee adopted a resolution support-

ing the proposal and it looks likely that the Clackamas County Board of Commissioners will consider a resolution favoring the basic principles.

We are continuing our efforts to solicit support from other local governments, community organizations, party central committees, Chambers and other interested groups. Any assistance you can provide in this process is desperately needed. Obviously the more community support we can demonstrate, the better our chances for keeping the basic elements of the proposal intact. In addition, we need to identify individual supporters who are not affiliated with the Commission to encourage them to testify at the public hearings. Please send Bill Cross names of individuals whom you think would be interested in testifying so that we can make sure they are notified of the hearing dates. The broader the cross-section, the better.

We also need your continued help

in tightening up the bill draft. Any comments you hear, particularly feedback from conversations with legislators, should be communicated to Bill Cross or Kay Rich. Amendments and refined language can then be considered for introduction to the Committee during the work sessions. In this way the bill will hopefully be sent to the floor in the kind of shape that will at least ensure consideration of the bill on its merits rather than on non-substantive issues. Rep. Jim Chrest (D-Portland) has indicated that he will assist us in this process and we are confident the Committee Chairman will also help us in this effort.

Finally, please continue to contact our metropolitan legislators with respect to the importance of this bill to the Tri-County community. It is critical that we develop a solid core of Tri-County legislators who will support and work for the passage of the basic concepts embodied in H.B. 2070.

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#### NETHERLANDS DEBATES END OF APPOINTED EXECUTIVE SYSTEM

There is increasing support for an elected mayor in the Netherlands. This comes after generations of acceptance of an appointed executive in Dutch municipal government. The position of mayor, presently appointed by the crown, is being challenged on a broad basis. Already two of the six major political parties, including the Labor party; one of the two largest in The Netherlands, have endorsed the change from appointed to elected mayors in their platforms.

All of The Netherlands is divided into municipalities which often include both rural and urban areas. Dutch municipalities operate under a kind of modified cabinet system. A council is popularly elected by proportional representation on a partisan ballot. Following their election, the council selects a board of "aldermen." This group ranges from two to six members depending on the size of the city.

Together with the mayor, this group functions as the local government. They initiate most policy proposals and administer day-to-day city affairs. The mayor presides and is a voting member of this body. He also presides over the elected council but has no vote.

The office of the mayor is traditionally one of great status, prestige, and influence. Though appointed by the national government, it is expected that the mayor will be representative of his municipality.

Why then is there a move toward an elected executive?

Proponents of the change explain that meaningful democracy requires directly accountable policy-making public officials. The electoral process is considered the best way to assure direct accountability. Advocates of the elected mayor contend that because this democratic principle is thoroughly accepted elsewhere in Dutch politics it is also

applicable for mayors at the municipal level. Again, the mayor is viewed as a representative of the municipality and not of the nation. Because of this proponents see no need to have the position filled by national appointment. They would prefer to have a locally elected political leader with a stated program. It is only through broad policy choices between candidates and their programs that the public will gain significant influence on the direction of government.

Defenders of the existing system tend to value the goals of efficient and fair administration of public services more highly than party responsibility and clear cut policy leadership. They fear greater politicization of the office of the municipal chief executive. There is also concern about the loss of intergovernmental harmony which they fear would occur whenever municipalities put themselves against the central government.

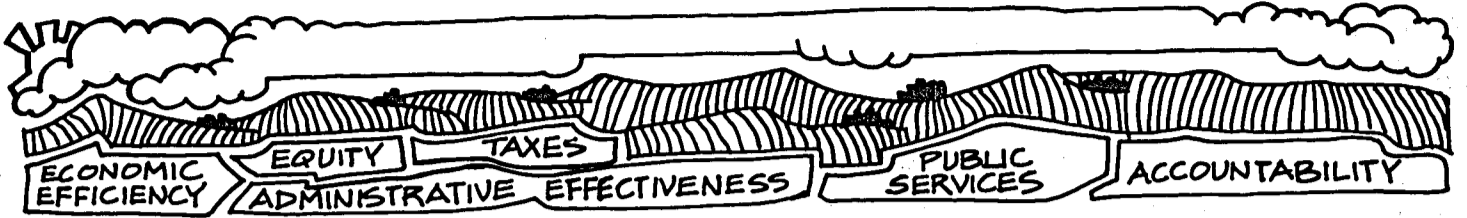
Is there a possibility for change?

It is not surprising to find a divergence of opinion between the general public and municipal officials on the question of the appointed versus the elected local executive. One would expect the current municipal officials to favor and support the status quo more strongly than citizens, and this has proved to be the case.

If the transition does occur, it will probably be a slow process. But now, for the first time, there is some possibility for action toward what is publicly perceived as greater democratization.

Summary by Liz Mitchell, from an article in the November issue of National Civic Review

# TIER SHEET



## TRI-COUNTY LOCAL GOVERNMENT COMMISSION

Ronald C. Cease, Chairman  
Carl M. Halvorson, Vice Chairperson  
A. McKay Rich, Staff Director

1912 S.W. Sixth Avenue, Room 244  
Portland, Oregon 97201  
(503) 229-3576

ISSUE NUMBER 6

February 3, 1977

## PUBLIC HEARINGS SCHEDULED

Public hearings are to be held in Clackamas, Multnomah and Washington Counties on the Tri-County Local Government Commission's legislative proposal which, simply put, would change our form of government at the regional level so that it too -- just as city, county, state and federal governments -- will have to seek regularly the consent of the governed and be directly accountable to them.

The Commission's proposal was introduced as H.B. 2070 by the Interim Committee on Intergovernmental Affairs. It was referred to the House Committee on Intergovernmental Affairs. Representative Glenn Otto (D-Troutdale) is the Chairman and Paul Hanneman (R-Cloverdale) is the Vice Chairman. Committee members include: Jim Chrest (D-Portland), Nancie Fadeley (D-Eugene), Rod Monroe (D-Portland), Glen Whallon (D-Milwaukie), Mary Burrows (R-Eugene), Lloyd Kinsey (R-Portland) and Mike Ragsdale (R-Beaverton).

On January 28, the Commission made an informational presentation to the Intergovernmental Affairs Committee. Commission officers Ronald Cease (Chairman) and Carl Halvorson (Vice-Chairman), Bob Simpson, one of the Commission members who assisted in the drafting of the bill, and the Commission's staff director McKay Rich explained the legislative proposal and the various regional governance problems that the bill addresses.

The Intergovernmental Affairs Committee has scheduled a series of evening public hearings in the Tri-County area to solicit citizen comments on this proposal. Each of the hearings will open with a brief summary of the proposal and, depending on the number of citizens interested in testifying, there may be a time limit on individual testimony.

The Multnomah County hearing will be held in the Portland City Hall, 1220 SW 5th Avenue, Portland, at 7:30 p.m., Monday, February 14. The second hearing will be held in the Clackamas High School, 13801 SE Webster Rd., Milwaukie, at 7:30 p.m., Wednesday, February 16. The Washington County hearing will be held at 7:00 p.m., Thursday, February 17 at Portland General Electric's Western Division Building, 14655 SW Old Scholls Ferry Rd., Beaverton.

Copies of H.B. 2070 can be obtained prior to the hearings from either the Commission's office or the Legislative Distribution Center, Room 49, State Capitol, Salem, 97310.





# WHAT'S AT STAKE

The public hearings and subsequent legislative action on this proposed regional government reorganization will determine to a significant degree who will be making our regional decisions in the future and how those decisions will be made -- decisions that affect the way we live and the community we live in. What use of regional significance will be made of our lands, what major highways will go where, how will we coordinate the planning of social services and housing, our solid waste disposal, the air we breathe and the water we drink are included in the matters that our regional agencies have a voice in.

Will these decisions continue to be made by functional specialists and appointed officials free from broad public control and oftentimes remote from the people? Or will we elect our regional policy-makers and make them directly responsible to the people.

Will regional policies and programs continue to be executed by hired chief administrators who lack both a political constituency and a direct line of accountability to the citizens? Or, will we make our top executive officer directly accessible to the people through the ballot box?

Will we continue to accept the proliferation of special-purpose regional agencies in the Tri-County area which has complicated comprehensive planning and led to uncoordinated growth and wasted tax dollars? Or, will we reduce the number of regional agencies by restructuring MSD, CRAG and Tri-Met and, in the process eliminate duplication, save tax dollars, promote coordinated planning, enhance program efficiency and effectiveness, and lay the foundation for an orderly Tri-County development?

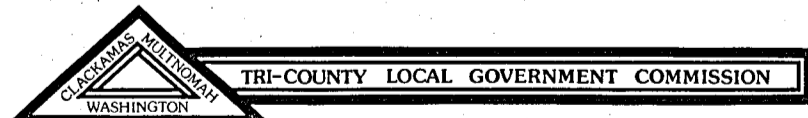
The Commission knows that putting the political control of our Tri-County community into the hands of the citizens and their elected representatives isn't going to be easy. And, this may be the only opportunity we'll have in the near future to change Tri-County regional governments from invisible, insulated governments that are highly bureaucratized to a more simplified structure that is under the self-direction of citizens.

The legislators want to know what you think about the proposal. The choice is your's. Don't let this opportunity slip away.

## CALENDAR OF PUBLIC HEARINGS

COUNTY	TIME	DATE	PLACE and ADDRESS
MULTNOMAH	- 7:30 p.m.	- Monday, February 14	- Portland City Hall 1220 SW 5th Ave., Portland
CLACKAMAS	- 7:30 p.m.	- Wednesday, February 16	- Clackamas High School 13801 SE Webster Rd., Milwaukie
WASHINGTON	- 7:00 p.m.	- Thursday, February 17	- Portland General Electric's Western Division Bldg. 14655 SW Old Scholls Ferry Rd., Beaverton

The Tri-County Local Government Commission is funded by a grant from the National Academy of Public Administration and local public and private contributions. Tier Sheet is prepared by Corky Kirkpatrick, Chairperson of the Commission's Public Information and Citizen Involvement Committee, and Bill Cross, Public Information Coordinator.



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agencies. To eliminate duplication, promote coordinated planning, enhance program effectiveness, save tax dollars and lay the foundation for an orderly metropolitan development, the measure repeals CRAG and transfers its regional planning and coordinating functions to MSD. The measure revises MSD's boundaries to include only the urban areas of the three counties so that residents who may have derived few direct benefits from regional government as it is now will no longer be in its jurisdiction.

For those rural portions of the Tri-County area that are not included in MSD's boundaries, the counties will assume the role CRAG previously played in land-use planning.

Currently, MSD has the authority to assume the public transportation function of Tri-Met and H.B.2070 further provides that the Boundary Commission can be brought under MSD control by an affirmative vote of the people.

The affect of this reorganization will be to establish out of the hodgepodge of special-purpose agencies a directly-elected, general-purpose government at the metropolitan level. It changes Tri-County regional government from rather invisible, insulated government to a more simplified structure under the self-direction of citizens.

The proposal increases the number of authorized (not mandated) MSD functions to include the metropolitan aspects of new water supply and treatment facilities, regional parks and cultural facilities, regional correctional facilities and programs and coordination of human services. This will provide MSD the opportunity, if funding can be secured, to effectively address problems that the Commission and people identify as critical in nature and of area-wide concern. The measure stipulates that MSD cannot provide any of these additional services until either a property tax base or income tax has

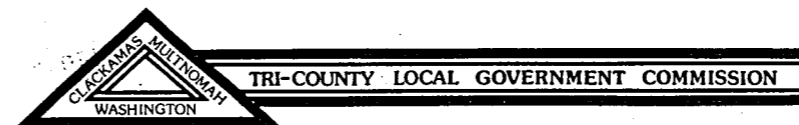
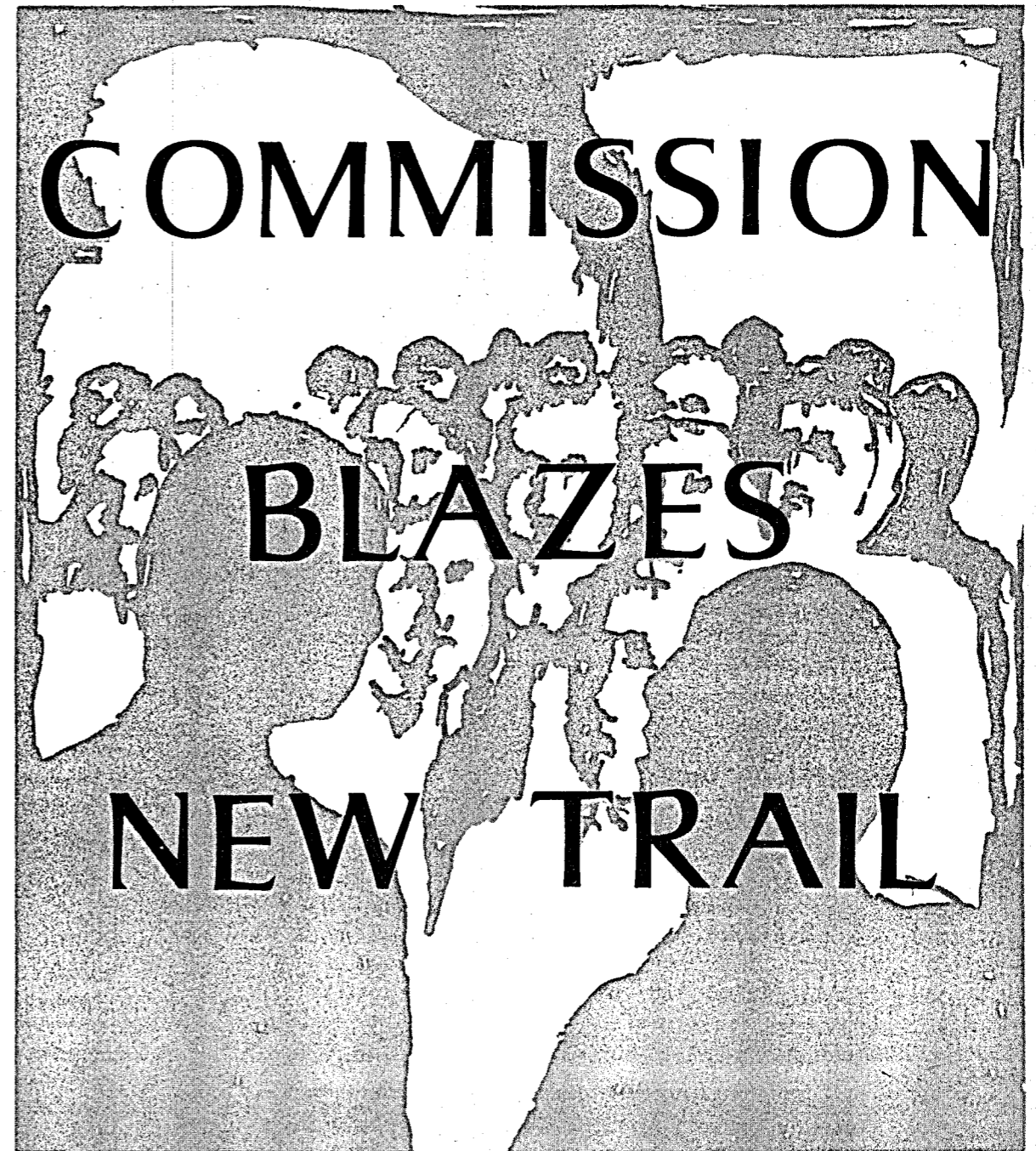
been authorized by the voters, and carefully limits these additional functions to include only activities of area-wide impact so that current local powers and functions of cities and counties will not be eroded.

Existing revenue sources of MSD and CRAG (and Tri-Met, if integrated) would be continued. However, the city and county dues assessment currently employed by CRAG will be limited to 51¢ per capita per year (currently the assessment is 48¢) and would be eliminated by June 30, 1981, thereby requiring the council to develop other revenue sources freeing the local governments of this financial burden. In providing MSD with the widest possible range of financing methods available, the measure includes authorization for an income tax (up to 1%) subject to the approval of the voters.

H.B.2070 has been referred to the voters of Multnomah, Washington and Clackamas counties for their approval or rejection in the 1978 primary election. If approved, the initial election of the councilors and executive officer will be held in the 1978 general election and candidates receiving a plurality will be elected. The MSD/CRAG integration would be effective January 1, 1979.

### COMMISSION SUNSETS

The Commission concluded its activities and closed down its office on June 30th. However, members of the Commission voted to establish a non-profit tri-county citizens league which will be incorporated sometime this summer. Tri-County citizens will be encouraged to join. Copies of the Commission's final report can be purchased at a cost of \$2.00. Requests for additional information about the referral or for copies of the final report should be directed to: Ronald C. Cease, 229-3044.



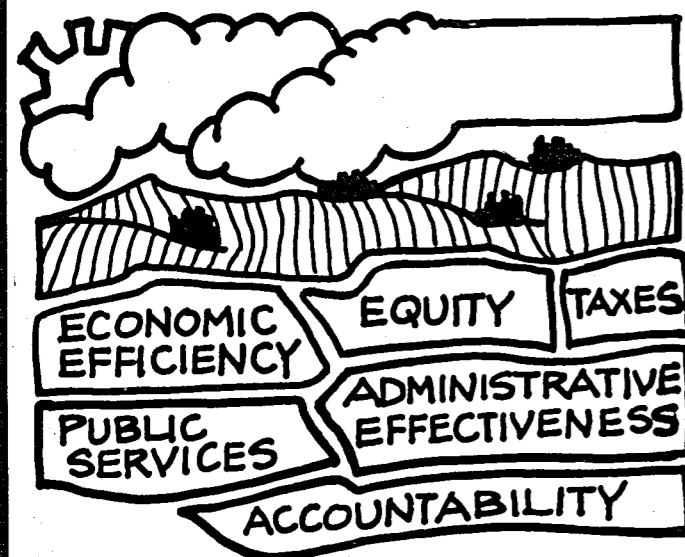
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**NOT ALL CITIZEN REPORTS  
GATHER DUST**

The 1977 Legislative Assembly of Oregon approved legislation which, if approved by the voters, represents a major change in metropolitan government, its structure and its ability to come to grips with the realities of metropolitan life.

The legislation, H.B. 2070, is the product of an 18-month local government improvements project conducted by the Tri-County Local Government Commission. The Commission was formed in December, 1975, after the Portland and Denver metropolitan areas won a nationwide competition to receive grants for studies of local government reorganization. The Commission received \$100,000 from the National Academy of Public Administration matched by \$50,000 from local public and private sources.



**COMMISSION BLAZES NEW TRAIL**

By securing legislative passage of H.B.2070, the Commission developed and implemented an action plan. And, if the voters approve this measure in the 1978 primary, the Portland-metropolitan area will have a directly-elected area-wide government that contrasts with a gubernatorially appointed government in the Twin Cities area in Minnesota. Though initially this legislation represents a modest step toward a more simplified and accountable form of metropolitan governance, the measure also contains the potential for a more effective structure by which area-wide problems can be addressed by government in the future.

**THE PROPOSAL**

H.B.2070, as approved by the Legislature and referred to the people, will reorganize and democratize area-wide government in the Portland-metropolitan area.

It will change government at the regional level so that it too -- just as city, county, state and federal governments -- will have to seek regularly the consent of the governed and be directly accountable to them. The measure makes the Metropolitan Service District's governing board a 12-member directly elected council which will become the major policy-making body for area-wide matters.

Council members will be elected from single-member apportioned districts of approximately 60,000 people on a

non-partisan basis. The part-time councilors will serve four-year terms and will be responsible only for those matters of regional concern and significance.

The election process will increase the visibility of the Metropolitan Service District (MSD) that was created by a vote of the people in 1970 and area-wide government in general. More importantly, it will involve, in a more realistic and direct way, the citizens of the metropolitan area in making decisions about their area-wide public problems. Electing councilors from apportioned districts will enhance accountability, keep campaign costs down and is the best way to ensure equitable representation of both urban and suburban interests.

To foster coordination and cooperation among all local governments, H.B.2070 establishes an advisory committee of elected city and county officials to work with the MSD council. This arrangement had proven successful for the Twin Cities Regional Council.

In keeping with the American system of distinguishing between the policy-makers who frame the laws and the chief executive who proposes and enforces the laws, the measure separates the legislative and executive powers with corresponding checks and balances. It makes the top executive officer directly responsible to the people through the ballot box on a non-partisan, at-large basis.

The executive officer will neither be a member of the Council nor have veto powers but will execute the Council's policies and serve as the political leader for MSD at large as contrasted to the councilors who will be elected from smaller electoral districts.

The other main feature of the bill is that it will stop the proliferation of special-purpose regional agencies and actually reduce the number of current

**THE WORK OF THE COMMISSION**

The 65-member Commission of citizens and public officials divided its work into three phases. The first concentrated on "problem identification" and concluded with a two-day conference at which the Commission adopted broad policy guidelines as criteria for whatever reform proposals might be considered.

In launching the second phase "analysis of alternative", the Commission concentrated its efforts on designing a simplified system of area-wide governance that would reduce the number of existing governments, but still attend to the common needs of the entire metropolitan community. This emphasis was in large part due to the Commission's perception that of all the problems identified, the proliferation of special-purpose regional agencies governed by appointed officials posed a serious situation that was receiving little consideration from other organized groups and governmental entities.

Thus, the Commission believed it could make its most significant contribution in this area and focused its effort on developing an action plan that would create no new level of government and that could be submitted to the Legislature. After holding nearly 200 meetings with resource people, citizens, public officials, administrators and community organization representatives, the Commission put together its final recommendation on restructuring regional governance at a two-day public conference in October, 1976.

The last phase of the Commission was devoted to implementing the regional governance proposal and to developing final recommendations on city-county relationships, special districts, the neighborhood movement and long-range alternatives. These recommendations are contained in the Commission's final report.