

NEIGHBORHOOD DECENTRALIZATION

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CENTER FOR GOVERNMENTAL STUDIES
Washington, D.C.

Neighborhood Programs in Oregon

Urban Oregon—the cities and suburbs in the Willamette Valley—have in recent years experienced new ways of involving neighborhood residents in governmental affairs. The form varies from place to place, but citizen participation has substantially increased.

PORTLAND



On February 7, 1974 the City Council of Portland (population 372,000) adopted an ordinance providing for recognition of neighborhood associations and according them an official consultative role. The ordinance also defined the responsibilities of an Office of Neighborhood Associations, the city's administrative arm for this activity.

Origins

The idea for this arrangement started with an April 1971 proposal from the Planning Commission to create district planning organizations. A mayor's task force worked on the topic during 1972 and recommended a two-tier structure, district and neighborhood. This report went to a new mayor and four commissioners as they began a new four year term in January 1973. Together they make up City Council, and individually each directs a cluster of administrative bureaus.

The new mayor, Neil Goldschmidt, persuaded his colleagues to appropriate

\$104,000 to staff this new approach to citizen involvement in the fiscal year beginning July 1973. Using his powers as mayor, he assigned this responsibility to Mildred Schwab, commissioner of public affairs. She appointed as coordinator Mary Pedersen, who had been working as staff for a neighborhood association.

Ms. Pedersen soon produced a draft ordinance which became the topic of numerous neighborhood meetings and three public hearings of Council. The draft was revised once and later amended by Council to eliminate provision for district planning organizations, strongly opposed by neighborhood leaders who objected to an intermediary level between neighborhoods and city government.

Recognition Process

According to the adopted ordinance, City Council will officially recognize one (but only one) association for each neighborhood, with no overlapping boundaries. To qualify, an association must be open to

all residents property owners, businesses, and nonprofit organizations within the neighborhood. The organizing process must be well-publicized, and there can be no dues.

Staff from the Office of Neighborhood Associations (OONA) has worked with neighborhood groups during the last year and a half to develop acceptable bylaws in order to qualify for recognition. In two instances controversy arose—in a former Model Cities neighborhood where an existing organization did not want to extend membership to businesses and in an affluent neighborhood where the association had a dues structure it wanted to retain. The latter also involved a boundary dispute, which led to a new association forming for part of the area.

Neighborhoods range in size from 2,500 to 18,000 in population. About 30 of them have associations which seem to qualify for recognition with 15 more getting ready, but none has been recognized by Council. This is partly because city staff has not pushed the process but has given higher priority to helping new groups organize. Also, the controversy over the two associations in dispute spilled into this year's budget process, and City Council funded the OONA for only six months (through December 1975) at an annual level of \$193,000 until the recognition procedures can be re-examined. It seems likely that they will be relaxed to permit more variation, or maybe dropped altogether.

Anyway, official blessing does not seem so important now in Portland because even without recognition the associations are already involved in all the activities the

NEIGHBORHOOD PARTICIPATION IN THE PACIFIC NORTHWEST

In our March 1974 issue, we reported briefly on neighborhood committees being formed in several western cities. We have now had an opportunity to visit several cities and metropolitan counties in Oregon and also Seattle, Washington to observe these programs first hand. This issue features their experience.

ordinance specifies: making recommendation on city policies, plans, and priorities; reviewing the city budget; undertaking projects; and engaging in comprehensive planning.

Communications

At the heart of these activities is a two-way communications process. OONA takes initiative for this in a monthly newsletter which carries a calendar of major public hearings and information about current city programs. This staff also works with the Auditor's Office to prepare a weekly digest of forthcoming City Council meetings for newspaper publication. The Bureau of Planning notifies affected associations about zoning matters. The associations, in turn, publish and distribute newsletters, with financial assistance from the city. By deciding which association receives such aid, the Office of Neighborhood Associations gives unofficial recognition.

District Offices

The process is assisted by staff working from district offices. In two districts the city contracts with a neighborhood association which hires a neighborhood coordinator and a part-time secretary. The North Portland office serves six neighborhoods with

51,000 residents, and the Northwest office serves a compact neighborhood of 24,000 people close to downtown. The city directly operates a third district office, which OONA is absorbing from Model Cities. The community action agency takes care of a fourth district. In addition, the Portland Development Commission (the urban renewal agency) provides technical services to several project areas, and OONA has a secretary in a southwest area office and an assistant coordinator downtown. Altogether neighborhoods containing about four-fifths of the city's population receive some degree of staff services.

These field offices are not little city halls, for they do not serve as centers for information and complaints or for service delivery. The city has some administrative decentralization for police, youth services, aging programs, and recreation, but it is not pulled together into multi-purpose centers. The prevailing view of municipal leadership is that Portland is too small to need little city halls.

Neighborhood Activities

Planning was the original interest in setting up the neighborhood network, and it continues to be an important focus. So far two district plans—Northwest and St. Johns in North Portland—have gone through Council. Three more are in the works with staff assistance from the city's Bureau of Planning. Yet, many neighborhood planning projects are short-term and crisis-oriented, such as one neighborhood concerned about street traffic into a popular park and another bothered by truck traffic into an adjacent industrial area.

The neighborhood groups sponsor special projects responsive to neighborhood needs. For instance, in August the Northwest Association organized a one-day clean up with borrowed trucks and volunteer drivers to haul away the accumulation of attics, basements, and yards. Several neighborhood groups operate recycling centers, and others sponsor community gardens. Street improvements are underway in a section of North Portland where the neighborhood association helps residents form "local improvement districts" to pay the costs. Three associations operate youth service centers under city contract, and one also manages a day care center and a senior citizens program. Mini-parks, tree planting, and



Mayor Neil Goldschmidt strongly supports neighborhood associations serving as advocates on city policies.

housing projects are other active interests of the neighborhoods.

These projects and planning involvement are important, but even more significant, according to Mike Burton, president of the North Portland Citizens Committee, is their advocacy role in dealing with city agencies.

Citywide Policy-making

The advice and advocacy roles of the neighborhood associations show up in citywide policy-making processes. During the past two years, Portland has utilized task forces to bring citizen input into the annual budget process. For the current year there are nine budget task forces appointed by the commissioners, involving persons representing citywide organizations, neighborhoods, and other interests. Last year about one-fourth were people active in neighborhood associations. When the city was considering how to allocate federal funds from the Housing and Community Development Act of 1974, the Office of Planning and Development held a meeting with the neighborhood association presidents and conducted five town meetings and four workshops around the city. When city planners from this bureau were working on an arterial street study, they conducted two rounds of 11 district meetings to gain residents' views. The neighborhoods are also represented on a citywide committee working on a housing assistance plan, along with representatives of consumers and providers.

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EUGENE

Eugene (population 90,000) has an official Neighborhood Organization Policy, adopted by City Council on August 27, 1973 by unanimous vote. The

Council has eight members elected by wards, and the mayor may vote in case of a tie. In this case, the initiator was Neil Murray, who joined Council in January 1973 after having served as a neighborhood leader. His proposal was referred for review by the Planning Commission, which held a public hearing and then endorsed it.

Organization and Recognition

The policy provides that City Council will give official recognition to neighborhood organizations with satisfactory charters. To be acceptable, a charter must be drawn up with full participation and publicity, and the organization must be open to any property owner or tenant within the neighborhood. The charter must specify neighborhood boundaries, and Council acts as arbiter for any boundary disputes between neighborhoods.

Responsibility for implementing this policy was assigned to the Planning Department. Already four neighborhood groups were active, and they were soon recognized. City staff provided assistance to leaders in other neighborhoods in drafting charters, publicizing their activities, holding meetings, and finally adopting the charters. Of 16 identifiable neighborhoods, 14 now have council-approved charters. They cover about 90 percent of the population.

Neighborhood Planning

Neighborhood planning is the primary focus of these associations. In this process they start from the Eugene-Springfield Metropolitan Area 1990 General Plan (adopted by the Lane County Council of Governments in 1972) and Eugene Community Goals and Policies (adopted by City Council in 1974). In terms of land use, the 1990 General Plan is mostly color blobs on a

Texts of neighborhood ordinances of Oregon cities are in the Center's publication, *Charter Language and Ordinances on Neighborhood Decentralization*, \$2.00.

map. The associations' task is to prepare a "refinement plan" for their neighborhood. In doing this they receive technical assistance from a two-person staff of the Planning Department's Neighborhood Division, Randi Reinhard and Roberta Deering, and from nine planners in other divisions who work with neighborhoods voluntarily in addition to other duties.

Once drafted, a neighborhood refinement plan goes to the Planning Department staff for review and polishing. Other departments offer their comments. If the planners and the neighborhood association disagree, they try to reach a mutual accommodation. The plan then goes to the Planning Commission and finally to City Council. So far, only one neighborhood plan has been adopted by Council—from the first neighborhood to organize five years ago. A second plan is now going through the Planning Commission after two years work by the neighborhood, and a third is undergoing staff review. Four other neighborhoods are at earlier stages.

Communications

Each neighborhood association publishes a newsletter to keep residents informed. In the larger neighborhoods, newsletters are mailed to association members and others who have attended meetings, and this process might reach 15 to 20 percent of the households. In the smaller neighborhoods, volunteers deliver the newsletter door-to-door and thereby reach all households. (The neighborhoods range from 700 to 12,000 in population.) Cost of reproducing and mailing the newsletters is borne by the Neighborhood Division, which devotes \$20,000 of its \$70,000 budget to this purpose. All funds are handled by the city.

The Neighborhood Division also serves as a channel of communications between city departments and neighborhood associations. The Public Works Department has designated one staff member to handle information referrals to the neighborhood network, and the Parks Department has a public information office which handles this task. The Planning Department sends Council and Planning Commission agenda to neighborhood chairpeople and also project proposals referred from city departments for advice and comment. Announcements go to the editors of the neighborhood newsletters. On more urgent matters, communication is by telephone to affected parties.

Other Activities

From their original physical planning focus, the neighborhood associations are starting to broaden their activities. The neighborhood associations jointly appointed two representatives to a city task force on community development planning where they joined with elected and appointed officials. The chairpersons gather together from time to time to discuss mutual concerns. On one occasion they interviewed candidates for a vacancy on the Planning Commission. The Council subsequently appointed the candidate they supported. Two inner-city neighborhoods are working on social problems. One neighborhood, concerned with construction disturbances, got the city's anti-noise ordinance tightened.

The place of neighborhood associations is still evolving, and various actors are changing in response. The Public Works Department and the Parks Department have had to make some adjustments but have cooperated with this new thrust. Developers have learned they need support from affected associations, so they are attending neighborhood meetings. Neil Murray, who is now president of City Council, observes that even council members with reservations about the Neighborhood Organization Policy see the need for neighborhood associations because as part-time unpaid officials they cannot keep up with everything going on in the city.

SALEM



Salem, the state capital and third in size among Oregon cities (75,000), was the first to adopt an official neighborhood planning program. Efforts got started in two

neighborhoods on a pilot basis in July 1971 with part-time city staff assistance. One of these neighborhoods already had an association, created to fight a proposed public housing project, but in the other area organization started from scratch.

Primary initiator of the program was Robert E. Lindsey, then a council member and since 1973 the mayor. Salem is a council-manager city with eight council members chosen by wards and the mayor elected at-large.

Recognition and Notification

After six months experience the Planning Commission and City Council in successive months (January and February 1972) adopted the first guideline policy on neighborhood planning. This policy sets forth minimum requirements for recognition of neighborhood planning organizations. It requires publicized organizational meetings and broad representation of the total area and diversity of interests present in the neighborhood, including property owners, residents.

As the program unfolded, some businessmen and non-resident property owners complained they were not kept informed of neighborhood activities. In response the city adopted a second guideline policy to assure that all these interests would be properly notified of meetings, studies, and other activities of the neighborhood organizations.

Program Expansion

After two years of low-key operation, Salem expanded its neighborhood planning program in the fiscal year beginning July 1973 through provision for additional staff and money for printing and other organization expenses. Lindsey was mayor then, and he and a council majority wanted the program to go citywide. By the end of 1974 eight organizations had gained official recognition from the Planning Commission and the City Council, and by August 1975 the city was providing assistance to 12 neighborhoods. Three more neighborhoods are organizing and once recognized will bring about 90 percent of the population into the program. Neighborhoods range from 2,000 to 8,000 people.

The biggest organizational controversy involved the central business district where an existing merchant's organization was already active. The dispute involved whether there would be dues and resident members. In the end a new association of businessmen and residents was formed for the neighborhood organization, and the older organization continued its separate operations.

Staff Assistance

The current neighborhood planning budget is \$197,000, partly city revenues but over half derived from federal and state funds for community development, mental health, and emergency jobs. This pays for eleven positions: Community Service Super-

visor Bill Hayden, who has run the program from its beginning, four community service counselors for liaison with the neighborhood organizations, five neighborhood planners, and 1.5 secretaries.

In a "department head letter" City Manager Robert S. Moore has stressed to all city departments the importance of providing information and assistance to neighborhood planning organizations. He emphasized activities of public works and parks and recreation in particular, but also fire, police, utilities, and library.

Neighborhood Activities

As intended, neighborhood planning is the primary focus of Salem's program. To clarify procedures for adopting neighborhood plans, City Council in August 1974 adopted Guideline Policy No. 3. This guideline provides for the plan to be developed by the neighborhood with city assistance when requested. The completed plan must be presented to at least two neighborhood meetings before adoption by the organization, and all property owners must be notified of the presentation. The plan then goes to the Planning Commission, which refers it to city departments and advisory commissions for review and comment. The neighborhood organization receives feedback and has a chance to make modifications. Next the Planning Commission holds a public hearing and makes a recommendation to City Council, which itself conducts a hearing and decides whether to adopt, modify, or reject the plan.

So far Council has adopted plans for

two neighborhoods which had planning assistance from consultants paid by federal urban renewal funds. A third plan, prepared by the neighborhood organization with city staff assistance, is now before the Planning Commission. Seven neighborhoods are in earlier stages of the planning process. As a matter of fact, more immediate land use issues, especially zoning changes and proposed developments, have been of greater concern to the organizations than long range planning. These groups also take an interest in traffic, parks, and community services.

They were only indirectly involved in planning for the federal community block grant; instead another division of the Community Development Department ran newspaper ads to solicit ideas, held public forums, and presented a proposal at a Council hearing.

Opposition and Support

On the one hand, some developers and real estate interests are critical of the program because they see it as blocking developments. On the other hand, Don Dana, chairman of the Northgate Neighborhood Association (the one with the pending plan), feels that the neighborhood groups are only providing another side of the issue for City Council's consideration. A task force from the Chamber of Commerce studied the program and concluded that it was an unnecessary and expensive additional layer of government. But Councilman Dewey Rand, who regularly attends meetings of the two organizations in his ward, feels that the groups help him perform his duties better.



Through Salem's Neighborhood Planning Program, residents throughout the city tackle immediate problems and develop comprehensive neighborhood plans.

OTHER OREGON CITIES

Several smaller Oregon cities have considered ways to use neighborhoods as the base for increased citizen participation, and one is now embarking on a new approach.

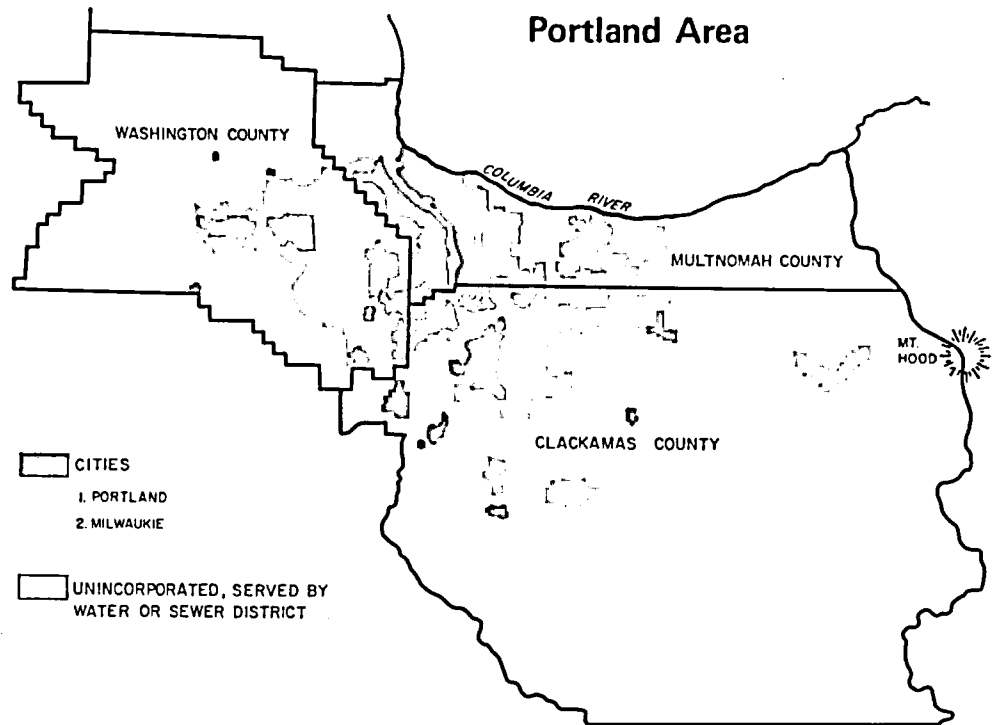
Corvallis. In November 1973 the mayor and City Council of Corvallis (39,000) joined with the Board of County Commissioners to appoint 22 citizens to a Goals Steering Committee. Their assignment was to develop goals and a comprehensive plan for the Corvallis urban area for guidance to the year 1985.

The Goals Steering Committee set up five citywide committees on human needs, physical services, land use, economic development, and governmental activities. It held meetings in eight neighborhoods to elicit citizen views and recruit volunteers for the citywide committees. It was hoped that neighborhood groups would form, but they did not materialize. However, 350 people participated in the citywide process.

The preliminary goals, printed in April 1975, have recommendations in the five functional areas. Stronger citizen participation is advocated on a citywide basis but not a formal neighborhood structure.

Springfield. The City Council of Springfield (35,000) in August 1975 considered but defeated by a 4 to 2 vote a proposal to provide for recognized neighborhood associations. The plan was patterned after Eugene, Springfield's contiguous neighbor, though with no operating funds. The majority felt that the city's two-person planning staff could not handle this additional responsibility. However, the proposal may be modified and reconsidered. If one more council member votes "yes," the mayor, who favors the program, could then break the tie.

Milwaukie. In Portland's suburbs, the City Council of Milwaukie (19,000) in September 1975 adopted an ordinance creating five neighborhood councils, which will function as advisory vehicles to foster greater citizen participation. Five groups will be established, and each member of City Council (five persons elected at-large) will work with one neighborhood group on a six-months rotation. A staff coordinator will facilitate the process. The idea is derived from Simi Valley, California (reported in *Neighborhood Decentralization*, July-August 1974), where Milwaukie's city manager, Harold L. Schilling, previously served.



COUNTIES IN PORTLAND AREA

Spurred by a new state law, the 1973 Land Act (Senate Bill 100), three populous counties in the Portland area are instituting citizen involvement mechanisms at the neighborhood or district level.

Washington County

Washington County (189,000) had a head start when it adopted a comprehensive framework plan in 1973. To achieve the plan's goal of ongoing citizen participation, the Board of County Commissioners in February 1974 agreed to establish a citizens planning organization in each of the county's 14 community planning areas, half urban and half rural.

Ardis Stevenson was hired by the Agricultural Extension office in the county to handle citizen involvement. She brought citizens together at orientation meetings around the county for briefings on current county and municipal planning. Citizens then did their own organizing.

Ten citizens planning organizations are now functioning. Membership is open to all, and they function as town meetings rather than representative councils. Two others were organized but are inactive, and two areas never got effectively organized. The active ones are working on community plans, and county planning staff meets with them on invitation. Two have produced preliminary plans, and the others are still developing goals. In addition, the county notifies

each organization of proposed land use changes affecting its area.

Clackamas County

In Clackamas County (197,000) the Board of County Commissioners this year appointed Robert B. Moody as staff coordinator for citizen involvement. Moody's strategy is to start organizing first in sparsely populated, unzoned rural sections. A new citizens association for the southern quarter of the county is now functioning, and by the end of September he hopes to have two other associations underway for the remaining rural sections.

Next on the agenda later this fall will be "doughnut" areas around three outlying municipalities. (Municipalities do their own planning.) Then an attempt will be made to involve citizens in unincorporated suburban areas. At that stage a countywide advisory group will be established and by next spring divided into functional task forces.

Multnomah County

Multnomah County (545,000, two-thirds in Portland) does not now have district citizen groups for planning. However, the Planning Commission recently hired several persons who formerly worked in Washington County, including Ardis Stevenson. They will be exploring the best way to involve citizens in suburban and rural areas outside Portland, where relatively few civic associations are now active.

Citizen Participation in Seattle

Seattle with 515,000 inhabitants is the largest city in the Pacific Northwest. It has a complex and evolving pattern of citizen participation in local government. Currently emphasis is upon processes of interchange between citizens and officials rather than a formal structure for participation.

Model Cities, Planned Variations

In contrast to the present situation, a more structured arrangement was used previously for Seattle's Model Cities Program. Citizen participation was achieved through a 100-member Citizens Advisory Council consisting of representatives of organizations and agencies, nine task forces in functional fields, a steering committee of officers and task force chairpersons, and membership on boards and committees of operating agencies. The Citizens Advisory Council had authority to approve all proposals before submission to the mayor and City Council, who retained final authority. (Council has nine members elected at-large.) Mayor Wes Uhlman appointed the Model Cities director, based upon the recommendation of a selection committee he set up.

Because of its accomplishments, Seattle became one of 20 Planned Variations cities and received funds from the U.S. Department of Housing and Urban Development (HUD) to extend the Model Cities concept to three more neighborhoods. Citizens councils were formed in each, and representatives from the four neighborhoods joined together in a Unified Citizens Advisory Council.

Alternatives Considered

As Planned Variations progressed, the city began to consider what kind of citizen participation pattern it wanted for the future. Mayor Uhlman asked a task force of city officials to study the issue. They toyed with the idea of setting up officially recognized citizen councils in every neighborhood or community district within the city. But they concluded that the city already had a super-abundance of voluntary neighborhood councils (an estimated 75 in the 94 identifiable neighborhoods) so that a city-sponsored network would be duplicative and counter-productive. Also, Council was

known to be lukewarm to this approach. Instead in 1972 the mayor decided to open several little city halls as vehicles for outreach (see below).

Goals for Seattle 2000

But the idea of recognized community councils was not completely dead. In the summer of 1972 the mayor and City Council established a Seattle 2000 Commission to prepare goals for Seattle and appointed an eighteen-member executive board. Over 1,000 people attended the first meeting in November and forced a change in commission processes, basically to open up the discussion. Fourteen community meetings were held in January and February, and then a dozen task forces went to work and produced recommendations for a total of 147 goals. The Seattle 2000 Commission adopted these goals in May 1973 and then went out of existence. City Council added its endorsement in September, and the mayor concurred.

One of the goals of the Government and Citizen Participation Task Force was to "establish mechanisms to deal with neighborhood/community issues at a sub-municipal level." Implementation would be through formation of neighborhood/community councils officially recognized by the city. But there was no follow-up.

Charter Revision

The possibility of recognized community councils was raised again within the past year by one of the 15 elected freeholders working on a new city charter. He got little support, though. One factor was a rather unhappy experience during previous years with elected area school councils, which were controversial and relatively unproductive. A bigger and more divisive charter issue was whether to elect members of City Council by district. The Board of Freeholders decided to give the voters a separate vote on a provision for six members by districts and three at-large when the new charter goes on the ballot this November.

Model Cities Fades Away

As these events have unfolded, the Seattle Model City Program has gradually faded away. The federal government cut back on funds before a replaced program came forth in the Housing and Community Development Act of 1974. Although City

Council had been generally supportive, a council majority was uncomfortable with the organized pressure they received from the citizens. They were content to do nothing and allow the program to lapse by default. The original Citizens Advisory Council has stayed in existence without funds and staff support, but the three groups added by Planned Variations have dissolved.

However, a number of the programs have continued under other institutional auspices, such as a highly successful health center which is now run by a community-controlled corporation. And quite a few of the staff and lay leaders have moved into other important municipal and civic positions. Foremost of this transition is Walter Hundley, the Model Cities director who is now the city's director of budget and management and one of the top three advisers to Mayor Uhlman. Nevertheless, several local observers note a loss in the lack of continuity of the citizen involvement structure.

Part of the slack has been picked up by the Central Seattle Community Council Federation, which once had Model Cities money and then funds from the United Way. But because the Federation has become involved in such controversies as an interstate highway location and city light rates, the United Way will no longer fund it.

Community Development Block Grant

Instead, Seattle has chosen to use processes which produce a full and open dialogue between local government and the citizenry without a lot of structure. This has been the approach pursued in planning for the new community development block grant program. Responsibility for this planning was assigned to R. W. Wilkinson, Jr., director of the Office of Policy Planning (OPP), another major unit in the mayor's office, and to a task force drawn from city departments.

To get the process rolling, OPP in October 1974 ran a special newspaper supplement in a metropolitan daily inviting citizens to a council hearing on community and city-wide needs and goals. The supplement contained a "community needs ballot," which citizens could send postage free to the city government. The ballot was also printed in five community newspapers and distributed at community meetings which OPP held in Seattle's 12 high school areas. Nearly 1,500 persons returned ballots. Citizens at

the meetings made specific program proposals and agencies offered their recommendations.

Meanwhile, OPP and the interdepartmental task force worked up a statement of community development objectives and strategies and published it in a second newspaper supplement in January 1975. City Council held a public hearing on the statement, and OPP conducted a second round of 12 community meetings. The task force and



OPP next drafted a three year community development program and one year budget, drawing heavily upon citizens and agency proposals. This was printed in a February newspaper supplement with a return ballot for comments. It was considered at nine community meetings, revised, and submitted to Council for a final hearing. At the hearing close to 100 witnesses testified. Council made some changes in the program and budget and then adopted the package toward the end of March.

The city's Department of Community Development will have overall responsibility for implementation. How citizens will be involved in implementation is still being debated. The interdepartmental task force and OPP proposed that the city adopt a municipal citizen participation policy, including a requirement that all policy actions or programs recommended by departments for Council action be accompanied with a "Community Impact Statement" containing the views of impacted citizens, both pro and con. They also recommend phasing out the project area committees (PACS) which functioned previously under the Urban Renewal Program, shifting to neighborhood

corporations for housing rehabilitation, and establishing a citizens area council within each community development area. Council put off a decision on these matters but will take up the subject at a hearing in October.

Neighborhood Planning

In the meantime, the Office of Neighborhood Planning within the Department of Community Development has been working actively with community organizations and residents in 20 neighborhoods on plans for upgrading streets and street-related items. These improvements are paid for by a \$12 million fund drawn from Forward Thrust, a multi-faceted bond issue approved by voters of Seattle and King County in 1968. Community planners attend neighborhood meetings and join with citizens to develop data on problems, send out questionnaires to residents, come up with improvement ideas, rank projects by priorities, and produce a neighborhood plan. The process is open to all residents, and a draft plan is mailed to all who have come to meetings. In one neighborhood a flyer went to every household announcing the meeting at which the proposed plan would be considered.

Once the plan is agreed upon by the neighborhood and the Office of Neighborhood Planning, it goes to the Planning Commission and City Council as a proposed amendment to the Comprehensive Plan. Further participation is achieved at hearings conducted by these bodies. Five neighborhood plans have been adopted, and four more are in the works.

Land Use Review Boards

One of the pioneering efforts of the Model Cities Program was a land use review board, organized to review and make recommendations to city agencies on zoning matters and other land use changes. The process worked well for a while but some of the more active participants dropped out and the board lapsed into inactivity.

The idea received renewed interest when King County began building a huge domed stadium near downtown. To protect nearby areas from adverse impact, City Council in 1973 added a section to the Zoning Ordinance establishing special review districts and authorized special review boards composed of five persons chosen by residents of the district and two appointed

by the mayor. Such boards have power to review and make recommendations on all zoning applications and other matters related to land use and development within the district. The original ordinance created boards for Pioneer Square and the International District near the stadium. Since then boards have been set up for the Pike Street Market and Ballard Historical District.

Community Service Centers

As indicated earlier, Mayor Uhlman in 1972 decided to create several little city halls in order to facilitate citizen access to municipal services. They were attached to the mayor's office and partially funded by Model Cities/Planned Variations money. Council, however, did not fully support this endeavor because of a majority of members suspected that little city halls would become a political tool of the mayor.

In 1974 Council used its budget-making powers to force a transfer to the Human Services Department where they have been converted to community service centers. They now function in seven locations with three more to be added. Each center has a manager and a part-time secretary on the payroll and in most cases staff assigned from other agencies such as a senior citizens service representative and a city light clerk. In a couple of instances, the local chamber of commerce and the community council have offices at the center.

Information and Complaints

At the municipal building downtown, the Citizens Service Bureau serves as a focus for information, referrals, and complaints. Established in 1965 and staffed by five persons, it has operated under three mayors. It is open from 7:00 a.m. until 6:00 p.m., five days a week.

When citizens have specific grievances against city agencies, they may turn to Seattle/King County Ombudsman. He serves as an impartial investigator, makes recommendations to correct unsatisfactory situations, acts as a mediator between citizens and officials, and offers suggestions for improvement of governmental operations. The Ombudsman is appointed for a five year term by City Council and County Council and may not be removed except by a two-thirds vote of each body. He has power over only appointed city and county personnel, not elected officials.

ANALYSIS

Several comparisons and observations can be made about the experience with neighborhood decentralization in the Pacific Northwest.

City Size

Cities of quite a size range are utilizing neighborhood organizations in advisory roles. Seattle (515,000) relies on about 75 voluntary community and neighborhood councils. Portland (372,000) has 30 neighborhood associations awaiting recognition and 15 more getting ready. Eugene (90,000) and Salem (75,000) have respectively 14 and 12 recognized associations. Milwaukie (19,000) in September adopted an ordinance creating neighborhood councils; five are envisioned. However, Corvallis (39,000) conducted meetings in eight neighborhoods in its goals formulation process but did not follow through an intent to organize neighborhood groups. City Council in Springfield (35,000) has voted not to have recognized associations, but an effort is underway to gain a positive vote.

Recognition

Official recognition of neighborhood associations seems to be working out satisfactorily in Eugene and Salem; both have had controversies which they resolved. Portland is hung up on overly rigid organizational criteria, but there is de facto recognition by administrative staff. Washington County provides official acknowledgement of citizen planning organizations, and Clackamas County intends to. Seattle has stayed away from a recognition process. On balance, if city or county government is referring matters to neighborhood associations for advisory opinions and is furnishing staff and newsletter assistance, recognition is desirable because it established legitimacy.

Need for Little City Halls

Seattle has established seven community service centers and is adding three more. Portland has a number of district offices, but none are multifunctional. The other cities do not have neighborhood administrative offices. Our observation is that Portland is geographically extensive enough so that it would be desirable to consolidate several functions in the district offices, which could become little city halls. We also think that Eugene has a couple of areas far enough from downtown that they could use a branch library with an office for a municipal-information clerk. Salem probably does not need such a facility.

Initiative

The local initiators of neighborhood organizations have varied. In Salem it was a

WOULD YOU LIKE TO ATTEND A WORKSHOP ON NEIGHBORHOOD DECENTRALIZATION?

The Center for Governmental Studies is considering holding a workshop on neighborhood decentralization if there is sufficient interest. It would be held in April or May 1976 in a mid-continent location. Costs might run \$25 per person plus transportation and hotel. Emphasis would be upon an interchange among persons already engaged in some aspect of neighborhood decentralization so that they can profit from one another's experience. People from cities not as far along could attend to learn the possibilities.

If you are interested, please let us know. And tell us topics of greatest concern to you, such as neighborhood councils, other processes of citizen involvement, little city halls, other forms of administrative decentralization, specific problems which must be faced and resolved, etc.

councilman who became mayor, and in Eugene a council member who had been a neighborhood leader. The planning commission or its staff advanced the idea in Portland, Washington County, and Springfield. Acceptance in Portland came at urging of the mayor, whose political base is neighborhood oriented; in Washington County the elected Board of Commissioners had to act; and a council majority in Springfield is presently opposed. The city manager was the initiator in Milwaukie, and in other council-manager cities the managers have been supportive. A state requirement for citizen involvement in land use planning was a critical factor in Clackamas County and influential in the other counties.

Effects

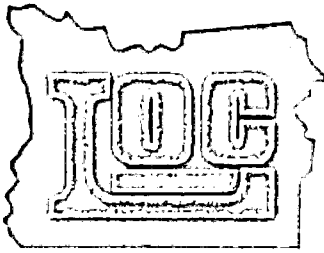
The total effects of the structured approach to neighborhood participation in Oregon and the involvement processes of Seattle are solidly positive. Citizen participation in local government has substantially increased, and neighborhood programs are a training ground for civic and political leadership. Citizen groups are able to articulate neighborhood needs and to follow through with the production of neighborhood plans. They carry out special projects on their own and get city government to undertake needed improvement activities.

Moreover, in all these cities there is a noticeable broadening of the "governing coalition"—the people who determine local policies. Until a few years ago the dominant forces were economic interests and civic leaders with a citywide base. Now the voice of residential neighborhoods is much stronger in policy formulation. Developers are attending neighborhood meetings, and city councils are listening closely to neighborhood opinion. And a couple of mayors and a number of council members have advanced politically by championing neighborhood participation.

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News Letter

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No. III
March 24, 1976

Task Force to Promote State Revenue Sharing Program for Cities

Appointment of a task force of Oregon mayors to promote a state revenue sharing program for Oregon cities has been announced by League president Richard T. Carruthers, mayor, Hammond.

Mayor Lester E. Anderson, Eugene, a past League president, will head up the task force. Other mayors serving on the revenue sharing task force are as follows:

Mayor Ron Bryant, Redmond
Mayor Leonard Cates, Ontario
Mayor Robert Chopping, Astoria
Mayor Miller Duris, Hillsboro
Mayor Roesch Fitzgerald, La Grande
Mayor Neil Goldschmidt, Portland

Mayor Lawrence Gray, Hermiston
Mayor Robert Hale, Coos Bay
Mayor Robert Lindsey, Salem
Mayor Jim McBee, Central Point
Mayor Don Walker, Corvallis

The task force will undertake a public information program and work with legislators and candidates in identifying critical fiscal problems facing Oregon cities and the need for cities to share in state income tax collections in order to avoid deep and damaging cutbacks in city programs and services.

The League executive committee recently decided to request that the 1977 Oregon legislature earmark four percent of state personal and corporate income tax collections for allocation to cities. An allocation formula based upon population with adjustments for local need and tax effort is being developed.

Based on current estimates of 1977 income tax collections, cities would share approximately \$25 million in income tax collections during the 1977-78 fiscal year.

The proposal was recently presented to a subcommittee of the legislative interim committee on intergovernmental affairs, which has been studying fiscal problems of local governments and a number of proposals for state assistance.

"City revenue sources, consisting of local property taxes subject to the six percent limitation, a variety of local fees and charges and existing state and federal allocations, have simply not kept pace with inflation," League president Carruthers noted in announcing the appointment of the task force. "A recent League survey resulted in an estimate of a \$71 million gap between anticipated revenues and needed expenditures over the next three years, excluding capital outlays, if city programs and services are to be kept at their present levels.

"Cities are now in the midst of their most difficult budget season in many years. We foresee the possibility of extensive layoffs of city employees and deep cutbacks in city services unless new revenues can be made available."

A separate story in this issue outlines the revenue and expenditure projections.

"City officials feel that voters at the local level will be reluctant to approve local tax increases in order to maintain city programs and services at their present levels, when income tax collections at the state level are expected to produce revenues greater than the amount needed to maintain state programs at present levels," Task Force Chairman Les Anderson said.

"After all, it is the same taxpayers paying both state and local taxes, and we should be able to balance a deficit at one level with a surplus at the other, and come up with a system of financing city government from the income tax, which responds to inflation," Anderson continued.

A recent statewide public opinion poll confirms the negative climate for approval of taxes at the local level, and indicates a strong preference for sharing state income revenues with cities as a means of providing needed additional revenues to local governments. A separate story in this issue highlights results of the opinion poll.

Court Rules Local Plans Subject to Initiative, Referendum

An informative and significant decision concerning the initiative and referendum powers and their relationship to land use plans was rendered by the full Oregon Court of Appeals in *Allison v. Washington County* on March 8, 1976. The word "informative" is used primarily because most of the court's discussion of the case is dicta—discussion unnecessary for the resolution of the case.

The facts of the *Allison* case are as follows. Allison submitted a preliminary petition for a referendum on a comprehensive plan amendment to Washington County. The plan amendment proposed industrial development in rural areas, development not previously permitted under the original plan. The preliminary petition asked that the amendment be submitted to voters of the unincorporated areas of the county at the next general election. However, the county refused this request contending that 1) amendments to comprehensive plans were not subject to the initiative process, and 2) if such amendments were subject to referendum, all voters of Washington County would have to vote on them.

Both the circuit court and the Court of Appeals upheld the county's decision. However, the Court of Appeals decision was based on the grounds that the petition for the referendum could not be limited to only voters in the unincorporated portions of Washington County. The central constitutional provision at issue in this case is Article IV, section 1 (a) of the *Oregon Constitution* which reads as follows:

The initiative and referendum powers reserved to the people by subsections (2) and (3) of this section are further reserved to the qualified voters of each municipality and district as to all local, special and municipal legislation of every character in or for their municipality or district. The manner of exercising those powers shall be provided by general laws . . .

In reviewing previous case law, the Court of Appeals noted that the word "district" has a broader and more elastic meaning than "municipality". For example, "district" has been construed to include counties and ports (but not school districts). The court concluded that "*the common denominator that runs through most of the cases is that 'district' means something that has been organized for, granted and exercises governmental powers.*" The court held that the unincorporated portions of a county could not meet the criteria of this definition.

Having reached this conclusion, the court went on to discuss the intricacies of the applicability of the initiative and referendum to comprehensive plans and zoning ordinances in general.

The court noted that statewide initiative and referendum powers were added to the *Oregon Constitution* in 1902, while local initiative and referendum powers were added in 1906. Both relate to the peoples' capacity to legislate. The court also noted that the amendment to the comprehensive plan in the *Allison* case involved only legislative action as opposed to quasi-judicial action, and that, under legislative action, there is no constitutional right to notice or hearing as would be required in quasi-judicial decisions. The court concluded that the 1906 amendment allowed use of local initiatives or referenda on statutorially delegated powers if two elements exist:

- 1) There must be a statute to allow for the manner of exercising those powers. The court noted that 1907 legislation, currently codified in ORS Chapter 254, has long since provided for the manner of exercise of the initiative and referendum in such units of government. (*Note: Home rule entities may provide their own procedure by ordinance.*)
- 2) The subject matter to which a local initiative or referendum may apply is determined by whether or not the local government in question has the power to legislate on the subject in question. In other words, "*the local voters have no more or less legislative authority than the local governing body.*"

The court concluded, however, that the applicability of local initiative and referendum to a comprehensive plan amendment or zoning ordinance amendment may rest on the determination of whether the land use law in question is of statewide or local concern. This determination is necessary because no initiative or referendum of local government action would be allowed if there was a finding under the relevant law that a governing body was "executing" or "administering" state legislation. In other words, such actions would not be "legislative", or at least not referable without independent legislative authorization.

At this point in its opinion, the court examined the above issue in more detail and quoted extensively from the decision in *Heinig v. Milwaukie*, 231 Or. 473, 373 P.2d 680 (1962), the landmark Oregon Supreme Court decision on the 1906 constitutional amendment creating home rule for cities. *Heinig* established the test that, where a conflict exists between state legislative and local legislative exercises of constitutional authority, the relevant court's inquiry must determine whe-

ther "the state's interest or that of the city is paramount."

The Allison court concluded that land use controls "apply to myriad and widely disparate situations, foreclosing an either-or approach to the question of statewide or local concern." The court stated that such decisions must be made on a case-by-case basis by applying Heinig to the facts presented.

The court gave as an example of what it might consider to be of statewide concern, the location of heavy industry on a major river or the location of public sewer systems. As an example of what it might consider to be of local concern, the court referred to minimum required setbacks or maximum allowed heights of a fire station. The court noted that when it is determined that an aspect of a plan or ordinance in question is predominantly of local concern, local voters should be allowed to exercise their powers of initiative and referendum.

However, if it is determined that the question at issue is predominantly of statewide concern, further questions must be asked. First, it must be determined whether the legislature delegated authority over the statewide land use concern to the local government. If such authority has been delegated, it then must be determined if local voters have initiative and referendum power in the area of responsibility delegated to the local governing body.

In the Allison case, the court reviewed ORS Chapter 197 (Senate Bill 100) and determined that cities and counties had been delegated responsibility for enacting local laws relating to statewide land use concerns. Further, after reviewing inconclusive Oregon case law and the case law of other states, the court determined that the better policy is one which recognizes that:

... if the legislature wants to delegate . . . statutory power or responsibility over a matter of statewide concern, we think it more reasonable that the right of local initiative and referendum apply to the delegated statutory power.

With regard to the applicability of initiatives or referenda to land use issues of statewide concerns, the court noted that:

The people's lawmaking power is subject to the same standards, controls and limits as the governing body's based upon the state delegation.

It is not clear what the court meant by the use of the term "standards." However, presumably the use of the terms "controls and limits" would mean,

for example, that if a referendum or initiative was applied to a comprehensive plan element which was not consistent with an LCDC goal, the initiative or referendum effort would face the same constraints as it would if it had been promulgated by the local governing body.

Finally, the court noted that, under its own analysis and within the present statutory framework for land use regulation, the comprehensive plan in the Allison case, whether of local or statewide concern, could be referred to voters on a countywide basis. However, because of the scanty facts it had to consider, the court was unable to determine whether the particular industrial development in the rural area was of local or statewide concern. The court concluded that this determination would depend upon the nature and location of the contemplated industrial development.

Survey Shows Cities Face \$71 Million Budget Gap

Oregon cities face a gap of \$71 million between anticipated revenues and projected expenditures over the next three years, according to results of a survey recently completed by the League.

Cities were asked to use a common set of assumptions regarding inflation rates, salary increases and other information in projecting expenditures necessary over the next three years to maintain city services at their present levels. Major capital outlay items were excluded from the projections.

As indicated in the table below, cities confront a \$15.3 million deficit in the 1977-78 fiscal year, \$23 million in the 1977-78 fiscal year, and \$32.8 million in the 1978-79.

The three-year deficit could be dropped to an estimated \$59 million by keeping present city staffs in place and not increasing city programs at all beyond their present levels regardless of population growth.

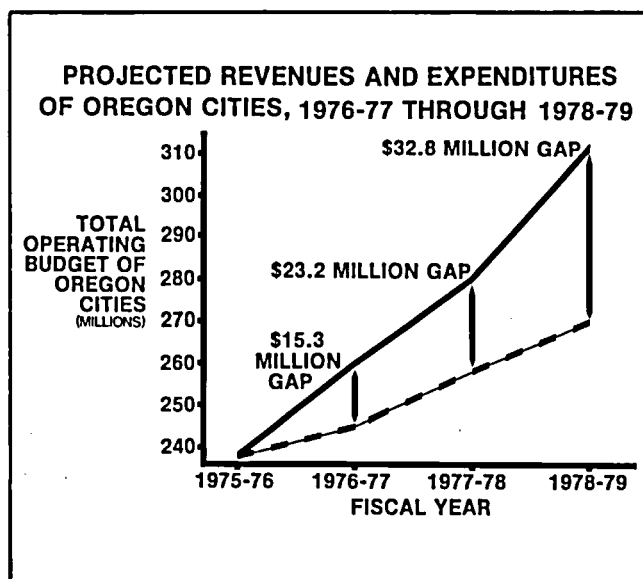
Cities were also asked to estimate the number of city positions that would have to be terminated if budgets were balanced by reducing expenditures to anticipate revenues. Using common assumptions on costs per position, 447 positions would have to be eliminated to balance budgets in 1976-77, an additional 372 in 1977-78, and an additional 372 in 1978-79. This would be a total reduction of 1,091 positions, or 12.3 percent of the 1975-76 total work force of 9,655 fulltime positions.

The projected deficits assume continuation of federal revenue sharing at approximately the present level. If federal revenue sharing were terminated at the end of 1976, the deficit for 1976-

77 would increase by \$7 million and the deficit for 1977-78 and 1978-79 by \$28 million each year.

If federal revenue sharing is not extended, an additional 1,301 positions would have to be eliminated, a total reduction of 2,492 jobs or 25.8 percent of the 1975-76 work force of Oregon cities.

The chart below indicates the anticipated revenue and expenditures over the next three fiscal years.



Noel Klein, Burton Weast Join League Staff

Two persons, both with experience at the local government operating level, will join the staff of the League of Oregon Cities this spring.

Noel J. Klein, 33, director of operations for the city of Beaverton, will assume the position of senior staff associate.

Burton Weast, 30, planning director for Curry County, will assume the position of staff associate.

Klein holds a bachelors degree in economics and politics from Monash University, Melbourne, Australia. He brings to the League staff 15 years of experience in a variety of city administrative positions—including assistant to the city manager in Colac, Victoria, Australia; administrative assistant in Boxhill, Victoria, Australia; finance director for the city of Brighton, Victoria, Australia; and administrative assistant to the city manager, Salem, Oregon. He holds a Municipal Clerks Certificate in Australia and is an associate of the Australian Society of Accountants.

Weast holds an Associate of Arts degree from College of the Siskiyous, Weed, California, and a bachelor of science degree from Southern Oregon State College at Ashland. He has also done

graduate work at SOSOC. In Curry County, he has headed the county planning department and served as planner for the cities of Gold Beach and Port Orford on a contract basis with the county. He also served as acting director of a sub-COG for Curry County in state Administrative District VII. Prior to assuming his county position, Weast worked in private business in Brookings, Oregon, and Eureka, California. He has also worked part time as a radio announcer.

Klein is married and the father of two children, one age three and the other three months.

Weast is married and he and his wife are expecting their first child in April.

Both new staff members hope to attend a number of the regional meetings of the League during the spring in order to become better acquainted with Oregon city officials.

Gary M. Carlson, a member of the League staff since 1971, resigned his position as Director of Intergovernmental Affairs for the League last month to assume the position of Forest Tax Director for Associated Oregon Industries.

The two new appointments bring the League staff up to its authorized total of five professional staff members and four clerical support staff members.

Other professional staff members are Donald L. Jones, executive director; Stephen C. Bauer, assistant executive director; and Nancy M. Swank, information and publications director.

Poll Shows Voters Favor Shared State Income Tax

A statewide poll of Oregonians conducted for the League indicates that, while a majority of Oregon voters are opposed to any new or increased tax, the most appealing kind of tax is a shared state income tax.

The poll, conducted by Bardsley & Haslacher, Inc., in December, 1975, was designed to determine the degree of public awareness of the tax limitations imposed on Oregon cities and counties and whether voters would support additional taxes to offset the costs of growth and inflation. The poll also surveyed which kind of tax most appealed to voters and which city and county services they felt were most in need of improvement. Results of the poll indicate that, although most voters do not understand the six percent limitation, they are unwilling to modify it.

When asked whether the law allowed cities and counties to receive additional tax money to pay for growth and inflation, sixty percent of the sample was unaware of the restrictions of the six percent

limitation (43 percent believed the law allowed allocation of additional funds and 17 percent were undecided).

When asked whether they believed that cities and counties should receive additional tax money over and above the six percent limitation, both those persons aware and unaware of taxing limitations under the current law were reluctant to authorize new or additional taxes. Forty-six percent of the sample believed that cities and counties should receive additional funds, while 47 percent felt they should not.

In a companion poll commissioned by the Oregon School Boards Association, voters indicated more willingness to modify the six percent limitation to provide increased school support.

The six percent limitation was subjected to a repeal test in another section of the poll. Respondents were given a simulated ballot title and asked how they would vote "if an election were being held today." The simulated ballot provided for the modification of the present six percent limitation and for an updated property tax base to pay for increased costs of schools, cities and counties. Thirty-nine percent of the total sample favored repeal, 52 percent opposed it, and nine percent were undecided. Among registered voters in the sample, 38 percent favored repeal, 55 percent opposed it, and seven percent were undecided.

The shared state income tax appealed to the largest number of Oregon voters. Responses to questions on the best way to raise additional revenues for cities and counties are given below:

	Best Way	Would Vote For
Receive a share of state income tax (not now received).....	60%	55%
A sales tax excluding food and medicine.....	19	18
A city-county income tax.....	6	6
A slightly higher property tax ...	5	4
None	8	16
Undecided	2	3
	100%	100%

Finally, those polled were given a list of some of the primary services provided by Oregon cities and counties and asked to indicate which two or three they thought were most in need of improvement. The priorities indicated are shown below:

Services Most in Need of Improvement:	Total Sample
Health care/social services	40%
Streets and roads	40
Police and law enforcement	36
Mass or rapid transit	33
Courts and legal services.....	33
Land use planning and zoning	25
Water and sewage disposal.....	14
Fire	9
Parks and recreation	7
Undecided	5
	242%

Bardsley & Haslach point out that because no one service dominated the list and because the range between the first six services was only 15 percent, the public may feel that there is a need to upgrade many of the services.

The sample for the poll included 800 face-to-face interviews with a cross-section of Oregon adults.

Schedules Determined for League Insurance Programs

Schedules for deciding on rate increases and evaluating benefits in the League of Oregon Cities group health, life and accident insurance programs were recently determined by trustees of the League of Oregon Cities group insurance program. Trustees also revised the relationship with the League's insurance consultant so that assistance in evaluating employee benefit programs is available to all cities.

More than 4,300 employees and 10,000 dependents in 140 Oregon cities are covered under the League's group insurance program. The program was established in 1958 in recognition of the needs of city employees for insurance to help finance hospital-medical-surgical costs and recognition of the greater buying power of a large group. Benefits are determined and carriers selected by the trustees of the group program—Rudy R. Enbysk, city manager, Pendleton; Edward C. Harms, Jr., city attorney, Springfield; and Arnold C. Swanson, councilman, Astoria.

Here is a summary of the group program options available to cities:

Group Health Insurance. Four options are available under the group health insurance program. Two options are based on a fixed dollar limit

on hospital benefits—one on a \$50-per-day schedule and the other a \$55-per-day schedule—plus a schedule of payments for doctor visits and other benefits, and major medical supplemental coverage.

A third hospital insurance program option is a semi-private room comprehensive major-medical program providing for the employee to pay the first \$50 per year beyond basic benefits and then participate in an 80-percent-carrier, 20-percent-employee co-insurance program.

The fourth option is based upon full payment for semi-private room hospital care, regardless of rate, a higher basic schedule for coverage of other costs, plus major medical protection involving co-insurance on all other costs up to \$2,500 and 100 percent coverage for expenses over \$2,500 up to a maximum of \$250,000.

All four coverages are underwritten by Blue Cross of Oregon. Kaiser Foundation Health Plan coverage is available as an option to the Blue Cross program for employees in the Kaiser service area.

Vision Care. A program of group insurance for vision care provides benefits up to \$20 for eye examinations annually for eligible persons under age 17 and biennially for those over 17. Benefits are also provided for lenses and frames according to a schedule based on type of lens. The program is underwritten by Blue Cross and is available only as a supplement to the health insurance program.

Dental Insurance. A group dental insurance program provides for preventive, restorative and replacement dental care according to a fixed schedule. Regular examinations are required in order to receive benefits under the program.

Group Life Insurance. Five options are provided under the League group life insurance program. One provides for group life insurance based on a flat amount per employee, a second different amounts for employees according to a salary schedule, and a third different amounts for each employee based on his own annual salary. Two other options meet requirements of state-mandated life insurance benefits for police officers and fire fighters, but are also available to other employees. One provides the minimum \$10,000 on-the-job coverage mandated by the state for police and fire personnel. The other expands the \$10,000 mandated coverage by providing coverage both on the job and off the job.

Dependents Life Insurance. Dependents life insurance limited coverage for the employee's spouse and dependent children according to a schedule based on age is available to employees covered under the basic life insurance program.

Accidental Death and Dismemberment In-

surance. Coverage is available only in conjunction with life insurance and in the same amount as life insurance carried on each employee.

Salary Continuation Insurance. The group program provides basic benefits of up to 50 percent of salary up to \$1,000 per month starting 90 days after disability and continuing up to five years for sickness or to age 65 for accident. Individual cities with more than 25 employees may obtain different benefits on a tailor-made program.

Rising health and medical care costs and a continuing deficit in claims experience under the League group program have led insurance trustees to conclude that an increase in premium rates will be required during the fiscal year, and information on the rate increase was recently furnished to all of the cities participating in the program. Trustees will continue to review experience during the next few months, and negotiate new premium rates on the most favorable possible basis in time to advise cities of the exact premium rates for next fiscal year by May 1. Trustees have attempted to keep premium rate increases as low as possible in the face of rising costs and the need for increased benefits, and favorable claims experience in the group program always accrues to the benefit of those participating by applying any surplus either to improve benefits or lower premium rate increases.

In view of the magnitude of the required health insurance rate increases, trustees have determined that benefit schedules under the program should remain unchanged for another year despite rising hospital and medical care costs. Each of the health insurance options includes a major medical supplement that does provide coverage to help respond to the higher costs of doctor and hospital care, even though the basic schedules remain unchanged.

Trustees are planning to meet with city managers and others interested in the program at the League convention in November in order to discuss a number of possibilities for benefit improvements.

Trustees also recently revised the relationship with the League insurance consultant, Fred S. James and Company, so that the consultant is no longer compensated on a commission basis by carriers but rather is retained directly by the League. Cities are invited to seek assistance from the League's group insurance consultant in evaluating and comparing various optional coverages available under the League group insurance program, or in reviewing coverages available from other sources.

Further information on the League group insurance program is available by contacting the League office in Salem.

Regional Meetings Include Discussion of League Revenue Proposal

A revenue sharing program which would allocate four percent of state personal and corporate income tax collections to cities statewide will be discussed during 1976 League regional meetings. The state revenue sharing program has been proposed by the League executive committee at the recommendation of the League Task Force on City Revenues, and is discussed in a separate article on the front page of this issue of the *News Letter*.

Each regional meeting will include clinics on state building regulation, the Land Conservation and Development Commission program, and legal development and court cases affecting cities. The clinics will be followed by an open forum workshop discussion for which city officials will develop their own agenda. The workshop will provide an opportunity for those who attend to discuss issues and problems of immediate concern to them. The regional meeting will conclude with a dinner meeting during which the League president and League staff will discuss plans for the 1977 legislative session.

The first League regional meetings will be held the week of March 29, in accordance with the following schedule:

- Monday, March 29 Albany for cities in Benton and Linn Counties**
Clinics: 1:00-4:00 p.m., Hereford Steer, 2780 E. Pacific Blvd.
Workshop: 4:00-6:00 p.m., Hereford Steer
Dinner: 6:30 p.m., Hereford Steer
- Tuesday, March 30 Grants Pass for cities in Jackson and Josephine Counties**
Clinics: 1:00-4:00 p.m., New Municipal Office Building and Council Chamber Building, 101 N.W. 'A' Street
Workshop: 4:00-6:00 p.m., New Municipal Office Building and Council Chamber Building
Dinner: 6:30 p.m., Larry's La Casita Banquet Room, 515 S.E. Rogue River Highway
- Wednesday, March 31 North Bend for cities in Coos and Curry Counties**
Clinics: 1:00-4:00 p.m., Pony Village Motor Lodge, Pony Village Shopping center, Virginia Avenue
Workshop: 4:00-6:00 p.m., Pony Village Motor Lodge
Dinner: 6:30 p.m., Pony Village Motor Lodge

Councilmen, city attorneys, municipal judges, department heads and other interested city officials and citizens are welcome to attend the meetings. Dates and locations for regional meetings scheduled for April and May were listed in the March 3, 1976 issue of the *League News Letter*.

Local Labor Relations Focus of Court Cases, Local Ordinances

The League executive committee and the boards of directors of the Association of Oregon Counties and Oregon School Boards Association have authorized creation of a joint task force on labor relations. Members of the task force will be appointed by the presidents of the three organizations and asked to develop a policy on labor relations and collective bargaining which will be the basis of future legislative efforts of the three associations.

Local labor relations and the state collective bargaining act have been the focus of a number of court decisions and state and local actions during the last two years.

In May of 1975, the Oregon Supreme Court denied review of an earlier Court of Appeals

decision in the *City of Beaverton v. IAFF, Local 1660 et al.* The Supreme Court's denial let stand the Court of Appeals decision which reaffirms the constitutional home rule powers of Oregon cities to govern themselves in matters of "predominantly local concern." At stake in the case was an alleged conflict between Beaverton's labor relations ordinance and the Public Employees Collective Bargaining Act of 1973. The state's Public Employees Relations Board (now known as the Employment Relations Board—ERB) had earlier invalidated Beaverton's ordinance as being in complete conflict with the state statute. Although the court agreed with PERB's findings that significant differences existed between the state act and the Beaverton ordinance, it refused to hold that the state provisions must therefore control. In reaching its decision, the Court of Appeals reviewed the Oregon Supreme Court's

decision in **Heinig v. City of Milwaukie**, 231 Or. 473, 373 P. 2d 680 (1962), to determine whether an issue was of sufficiently local concern to preclude action by the state legislature, in which the Supreme Court set out the following test:

The real test is not whether the state or the city has an interest in the matter for they usually both have, but whether the state's interest or that of the city is paramount... We must make the choice solely upon the basis of our knowledge of the manner in which local and state governments operate and the relative importance of the function in question to the cities and the state as a whole...

In **City of Beaverton v. IAFF Local 1660, et al**, the Court of Appeals held that the 1973 labor relations legislation deals with many matters which are predominantly of local concern and referred the matter back to PERB for a more definitive determination of which sections of the Beaverton ordinance dealt with matters of local concern, to be governed by the ordinance, and which were matters of predominantly statewide concern, to be governed by the 1973 act.

In the wake of the decision, at least seven Oregon cities have adopted local labor relations ordinances. Public sector labor groups have declared their intention to seek a constitutional amendment declaring collective bargaining a matter of statewide concern. A legislative interim committee has commenced study of the problem and the Employment Relations Board has elected to reconsider the Beaverton ordinance on a section-by-section basis in conformance with the Court of Appeals decision.

The city of Hermiston, acting quickly after the Supreme Court denied review of the Beaverton decision, enacted a carbon copy of the contested Beaverton ordinance. The Hermiston City Police Association had previously filed a petition with ERB seeking certification as a representative of a bargaining unit of the city police department. The city objected to the composition of the proposed unit and, relying on the Beaverton decision, asserted that its local ordinance provisions prevailed over the state statutes and that the Employment Relations Board had no jurisdiction in the matter, because the city's ordinance set forth the procedure for establishing city employee bargaining units.

Employee Relations Board agent Roy Edwards held a hearing on the matter and developed proposed rulings and a recommended order concluding:

The state has the predominant interest in determination of an appropriate bargaining unit and the conduct of an election for the Hermiston City Police employees... Only the state can enact a system which will bring uniformity to the resolution of disputes between public employers and the employees throughout the state. It is because the various cities and counties have gone their own ways in such matters in the past that such uniformity is required to minimize labor disputes and maximize peaceful resolution of those labor disputes which do arise in a matter which tends to insure the orderly process of government... The state Employee Collective Bargaining Act pre-empts the entire field of unit determination, labor representative elections, collective bargaining rights, unfair labor practices, and dispute resolution for all matters pertaining to labor relations for employees of home rule charter cities and counties and of non-home rule charter cities and counties. The state act supersedes the Hermiston ordinance...

Board Agent Edwards' proposed order is still pending board adoption.

Employment Relations Board member James Moore, former Beaverton mayor and League president, has prepared an alternative proposed order which states that the purposes and intent language in the existing collective bargaining act sufficiently spells out matters of statewide concern and that the implementation of the bargaining process is a matter of predominantly local concern and should therefore be granted by local ordinance. Moore's proposed order is also pending review by the entire board.

Meanwhile, at the board's request, board agent Edwards has scheduled an investigatory proceeding based on the Court of Appeals' remand of the Beaverton ordinance to the board for a section by section review. Hearings have been scheduled for late March and early April to take testimony from both Beaverton city officials and labor representatives, in an effort to clarify the issue of statewide versus local concern.

In addition to Hermiston, the cities of Ashland, Baker, Bend, Corvallis, and Tillamook have adopted ordinances governing their collective bargaining procedures. Each is different but all provide for an impasse resolution procedure for police and fire disputes different than that mandated by the state collective bargaining act.

The Corvallis ordinance provides for final offer fact finding. If either party refuses to accept the fact finding board's recommendation, either may

file notice of intent to strike or lock out. The Corvallis ordinance was approved by voters in an election held on March 8.

The city of Ontario's ordinance does not directly regulate collective bargaining but provides for a fire and police impasse procedure. If the parties have not reached a mutually acceptable agreement by June 1 of any year, they may:

- 1) Refer the dispute to binding arbitration under the existing provisions of the state collective bargaining act;
- 2) Declare the union demand unacceptable and authorize the employees to strike, subject only to a requirement that the bargaining agent for employees intending to strike give the city ten days' prior written notice of their intent to strike; or
- 3) Initiate an ordinance calling for a special election on a special levy to finance the union demand in excess of the approved budget amount for current salary and fringe benefit costs.

While these cities have been developing local collective bargaining ordinances, a subcommittee of the Joint Interim Committee on Labor and Commerce has been reviewing the state collective bargaining act, focusing on potential conflicts between the act and the state merit system and on problems which local governments experience in relating to the act.

Testifying before the committee, League representatives have explained the undesirability of mandated binding arbitration as a means of resolving collective bargaining disputes.

Several members of the interim committee have indicated support for labor-initiated legislation which would refer a constitutional amendment to the voters. If adopted, the amendment would declare collective bargaining a matter of state-wide concern and eliminate local regulation of the collective bargaining process under the general grant of home rule powers to cities, part of Article XI, section 2 of the Oregon Constitution.

The Local Government Personnel Institute staff coordinates all labor relations matters for the League. Copies of newly adopted city collective bargaining ordinances may be obtained by contacting LGPI at 588-2251. Cities which are considering adoption of collective bargaining ordinances may wish to contact LGPI for assistance and advice.

Court Upholds Assessment for Eventual Benefit

A special assessment for street construction which would eventually (if not presently) benefit abutting property has been upheld by the Oregon Supreme Court. In *Western Amusement Co. v. City of Springfield* (1976), the court sustained the Springfield city council's decision to assess the amusement company's property for street paving since, in the court's view, there was "substantial evidence" of benefit.

Oregon law provides that local government special assessment actions are judicially reviewable under a writ of review. Under such a writ, the court is allowed to reverse a local judgment if there is a "*finding or order not supported by reliable, probative and substantial evidence.*" ORS 34.040 (3). The precise language was added to the writ statute in 1973. The Springfield case is the first special assessment to reach an appellate court since then..

The property in question is the site of a drive-in theater. It is 1,000 feet wide and 1,600 feet deep and 859 feet of the property abuts the proposed street. There is not direct access from the property to the proposed street. Construction of the street was requested by developers of an adjacent property to provide access from a through street. The owners of the property in question sought relief from the special assessment on the basis that the proposed street would not constitute an immediate benefit. The estimated cost of the construction was \$45,000 with about 35 per cent of this amount to be assessed against the amusement company's property.

Despite the lack of direct evidence of present benefit to the petitioner's property, the court found that there was "substantial evidence" to support the council's action because the property owner testified that there might be possible benefit to his property within ten years and because the street would abut a portion of the owner's property.

The court here rejected an opportunity to further extend the *Fasano* decision which held that many local government zoning actions are judicial in nature, that the rights of specific individuals are being adjudicated, and that those proposing a change carry the burden of showing dispositive evidence that the proposed action conforms to statute, ordinance and plan criteria. There has been considerable speculation that other types of decisions by local governing bodies could or would be characterized as quasi-judicial and subject to similar proof requirements. However, in *Western Amusement v. City of Springfield*, while the

court acknowledged that making special assessments is a quasi-judicial function, for a number of policy reasons, it declined to require any greater proof of benefit than traditionally has been required. Among the reasons cited by the court for adopting a limited standard for showing "substantial evidence" in special assessment cases, are the following:

- 1) City councils and county commissions have staffs with greater expertise than the court to decide questions of what property benefits from an improvement.
- 2) Special assessments are made frequently by local governments and, if the court allowed for greater judicial review, it would be flooded with this type of case.
- 3) Even though the levying of a special assessment is a quasi-judicial act, it is also a legislative act (levying a tax) and a decision to tax is not judicially reviewable.
- 4) The court was not aware of abuses in special assessment cases resulting from pressure, local legislative shortsightedness, or the granting of special privileges that have occurred in zoning cases.
- 5) There is a long tradition of exercising judicial restraint in reviewing special assessment levies.

In effect, the court has fashioned a "substantial evidence" rule for court review of quasi-judicial actions which varies with the general context of the individual case, e.g., whether it is a special assessment case or a zoning case.

Traffic Court Conference Will Focus on Revised Traffic Code

The new Oregon motor vehicle traffic code, adopted under Senate Bill 1 during the 1975 legislative session, will be the subject of this year's Oregon Traffic Court Conference, May 5-7, 1976, at the Eugene Hotel in Eugene. Much of the planning for the conference has been done by the Special Courts Committee of the Oregon Judicial Conference.

The conference will focus on classification of traffic crimes and traffic offenses, the disposition of offenders, rules of the road, and court suspensions, procedures, orders, and the processing of paperwork under the new law.

Judge Herbert M. Schwab, chief judge, Oregon Court of Appeals, will deliver the keynote address on Thursday, May 6. Judge Schwab was chair-

man of the consulting committee to the Interim Committee on Judiciary which proposed the traffic code revision.

Registration fee for the conference is \$15.00. Hotel reservations should be made directly with the Eugene Hotel. Further information may be obtained by contacting Ken Thomas, Director, Eugene Office, Division of Continuing Education, 1479 Moss, Eugene, Oregon 97403 (Telephone: 503/686-4231). The agenda for the conference will be sent to all Oregon municipal judges by the Division of Continuing Education.

News Notes . . .

ON YOUR HONOR

The Eugene library has begun a six-month experiment during which patrons will be on their honor to bring back books and other borrowed library materials on time. Library users will continue to receive notices on overdue books and other materials. The first notice will be sent out after a book is overdue. If two weeks later, the book has not been returned, a second notice — a bill for the purchase price of the book — will go out along with a \$1 service charge. If the library's property is not returned after four weeks, the matter will be turned over to a collection agency. It is hoped that the new honor system will cut down on clerical work. For further information, contact James Meeks, City Librarian, City of Eugene, 100 West 13th Avenue, Eugene 97401.

WATER RATES GOING UP

Scio recently raised its water rates for the first time since 1971. The new rates will be \$2.50 for the minimum and 30 cents for each 1,000 over the 3,000 gallon minimum for residents within the city. For those outside the city limits, it will be \$5.00 for the minimum and 40 cents for each 1,000 gallons over the minimum. The old rates were \$2.50 for a 3,000 gallon minimum; 15 cents for each 1,000 gallons over the minimum, up to 100,000 gallons; and 10 cents per 1,000 gallons over 100,000.

Water hookup rates were increased in Sheridan from \$300 to \$600.

BURGLARIES GOING DOWN

The city of Coos Bay has been able to reduce burglaries by 37 percent since a burglary prevention program was begun there in July, 1975. The program, currently run largely with LEAA funds, includes both an education and an investigation program. A crime prevention officer works with the business community and with residents to demonstrate methods of "burglar-proofing" buildings and homes. She is also developing a neighborhood "watch" program designed to make people more aware of possible suspicious activities in their neighborhoods. The city has also acquired four dogs which have been trained to work as part of a burglary investigation team. Four members of the city police department volunteered to work with the dogs. The city has provided the services of its investigation team to Coos County and the cities of Eastside and North Bend. For further information, contact Dick Underdahl, Director of Services, Coos Bay Police Department, P.O. Box 1118, Coos Bay 97420.

Agenda Set for Workshop on Risk Management, Tort Liability

A two-day workshop on tort liability and risk management for cities and counties will be held Thursday and Friday, May 6 and 7. The workshop, sponsored jointly by the League of Oregon Cities and Association of Oregon Counties, will be held at the Greenwood Inn in Beaverton.

The workshop was organized by the League task force on tort liability, appointed last fall to study city problems in obtaining needed liability insurance at reasonable cost. Discussion with insurance industry representatives pointed to the need for local governments to give greater attention to their risk management and insurance programs as one means of making local governments more attractive to the insurance industry and helping hold the line against higher insurance costs.

The workshop is designed to be of most interest to those persons in city or county government with responsibility for organizing and conducting risk management programs and handling the purchase of liability insurance. All local government officials are welcome. The registration fee of \$25 includes luncheons and coffee breaks.

Advance registration is requested, and registration forms and hotel reservation information have been sent to all cities and counties. The outline for the workshop is as follows:

Workshop on Tort Liability and Risk Management for Cities and Counties

Thursday and Friday
May 6 & 7, 1976

Greenwood Inn
Beaverton, Oregon

Thursday, May 6, 1976

- 9:30 a.m. **Registration.**
- 10:30-noon **Theory of Risk Management.**
What is risk management? How does it relate to insurance? What are the procedural steps for implementing a risk management program?
- 12 noon **Lunch.**
- 1:00 p.m. **Risk Management Policy Statements and Manuals.** What constitutes a policy statement? What is the need? What is the difference between a policy statement and a manual?
- 3:15 p.m. **Risk Retention and Pooling.**
Why retain risk? How do you determine the "maximum tolerable level?" Can savings be achieved through pooling with other municipalities?

Friday, May 7, 1976

- 9:00 a.m. **Liability Risk Analysis.** How does a municipality identify risk? What impact does the Tort Claims Act have on public agencies?
- 10:45 a.m. **Broker and Services Selection.**
How do you select an insurance broker—or self-insurance service firm? Who should prepare specifications? What should be included?
- 12 noon **Lunch.**
- 1:00 p.m. **Risk Management Functions.**
Insurance — Record Keeping — Cost Allocation — Loss Control — Loss Adjusting.
Speaker: Donn McVeigh.
- 2:45 p.m. **Contract Review.** Hold-Harmless Agreements — Insurance Clauses — Damage Clauses — Certificates of Insurance.
- 3:30 p.m. **Task Force on Tort Liability.**
Report on developments and open discussion.

Help Wanted at the City Hall

Newberg — Building Inspector. Population 8,200. Salary negotiable. Performs journeyman level inspections of buildings and plumbing, gas and heating installations. Apply to M. C. Gilbert, City of Newberg, 414 E. First Street, Newberg, Oregon 97132.

Tigard — Associate Planner. Population 10,221. Salary \$12,500-\$14,000. Under supervision of planning director, performs professional work relating to current planning programs, zoning ordinances and administration. Acts as staff advisor to planning and zoning commission and to design review board. Degree in planning, architecture or related subject, or equivalent education. Experience in municipal zoning administration, planning and design review. Ability to tabulate and evaluate economic and planning statistics, prepare maps, make public presentations, and review subdivision plats and commercial, industrial and multi-family site development plans. Must have valid Oregon motor vehicle operator's license. For information, contact Dick Bolen, Planning Director, City of Tigard, P.O. Box 23557, Tigard, Oregon 97223 (Telephone: 503/639-4171).

— Assistant Planner. Population 10,221. Salary \$10,500-\$13,000. Responsible for collection and tabulation of data relating to urban land use, population and economic characteristics of city. Assists in analysis of data for planning purposes. Prepares original drafts and planning reports. Degree in planning, architecture or related subject or equivalent education. Ability to tabulate and evaluate economic and planning statistics, prepare maps, and make public presentations. Must have a valid Oregon motor vehicle operator's license. For information, contact Dick Bolen, Planning Director, City of Tigard, P.O. Box 23557, Tigard, Oregon 97223 (Telephone: 503/639-4171).

Tualatin — Public Works Director. Population 3,241. Salary \$1,502-\$1,826. City experiencing rapid growth has position open April 1, 1976 for professional engineer having special qualifications in civil engineering to plan and direct activities in construction, maintenance, wastewater treatment, water system, land use planning, building and other related work functions. Apply City Administrator, City Hall, 18880 S.W. 80th Avenue, Tualatin, Oregon 97062.

LEAGUE OF OREGON CITIES

P.O. Box 928
Salem, Oregon 97308

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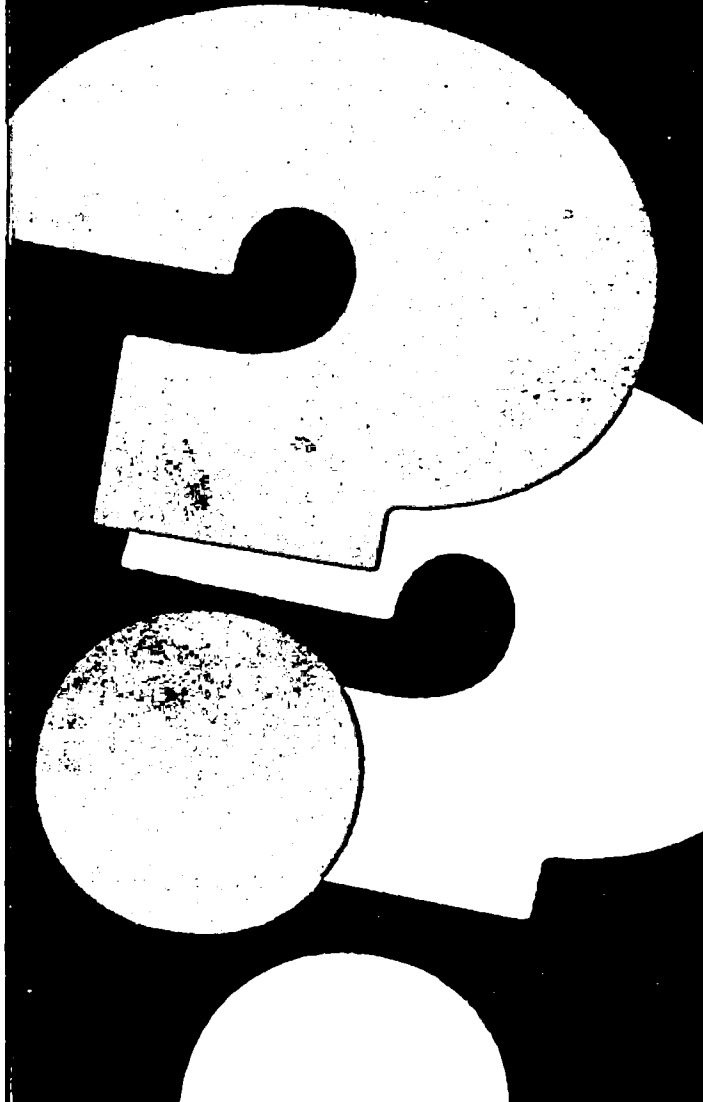
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Mr. Corky Kirkpatrick
City Councilman
2251 Fernwood Circle
Lake Oswego, Oregon 97034

News Letter

**What is the
Port of Portland?**

**What does the
Port of Portland do?**



Port of Portland



700 N.E. Multnomah Street
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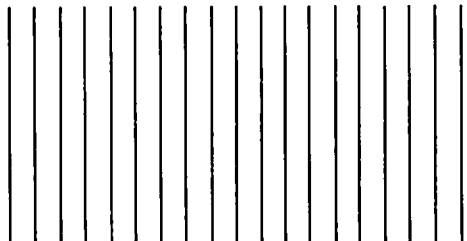
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... if you have a group interested in a Port slide presentation.

... if you are interested in a tour of the Port marine facilities.

... if you are interested in a tour of Portland International Airport.

... if you are interested in specialized information concerning trade, industrial development, or financial information about the Port.

Telephone:

233-8331, ext. 207, or

Write:

Public Affairs Division
Port of Portland
P.O. Box 3529
Portland, OR 97208

For your information

The Port is a locally administered and locally financed municipal agency created and shaped by the Oregon State Legislature.

The Port is directed by a nine-person commission. Its members are appointed by the Governor for four-year terms and serve without pay.

The Port owns and operates Portland International Airport and two small-plane airports at Hillsboro and Troutdale. It also runs five marine terminals, industrial parks at Swan Island and Rivergate, the Swan Island Ship Repair Yard and Kelley Point Park in north Portland.

Grain is the Port's principal export product making the major contribution to the Port's claim as the biggest export port, by tonnage, in the Pacific Northwest.

The Port affects directly and indirectly as many as one of every ten jobs in the tri-county area, and nearly \$300 million in payrolls. Workers who hold these jobs are your neighbors and live in our community.

Like you, the Port is proud to be a member of this community and endeavors to keep our economy healthy and preserve our natural environment.

For our information

Please use this space to express your comments or ask your questions. Just tear off this pre-addressed mailer, and mail to the Port.

Your Name _____

Address _____

Phone Number _____

Thanks!

General Assembly

The General Assembly sets the association's work program and budget and elects officers.

Regular Members

Clackamas County

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

Multnomah County

Fairview
Gresham
Maywood Park
Portland
Troutdale
Wood Village

Washington County

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

Associate Members

Clark County

Camas
Vancouver

Columbia City

Scappoose
St. Helens

The Port of Portland

Tri-Met

The State of Oregon

Board of Directors

CRAG's 13-member Board of Directors adopts plans, sets policies.

Multnomah County

Cities of Multnomah County

Washington County

Cities of Washington County

Clackamas County

Cities of Clackamas County

Cities of Columbia County

Clark County

Tri-Met

Port of Portland

State of Oregon

City of Portland

Cities of Clark County

Columbia Region Association of Governments

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SPEAKING OF CRAG



We live in quite a special place

Within the Columbia-Willamette region is a rich diversity of resources — small rural communities, growing cities, a large metropolitan center, farmland, forests and recreation and scenic areas.

But we're changing rapidly. In the next 25 years we expect another half-million people to join us here in Clackamas, Multnomah, Washington and Clark Counties.

With half again as many of us living here, we must plan ahead to meet increased demands on space, services, transportation, jobs and public funds.

Why should we plan now?

Unplanned growth is so expensive there's hardly a city or county that can

afford to provide the services this kind of growth requires. Taxpayers are refusing to pay the bill. And, what's more, cities and counties are already discovering that problems brought by urban growth affect not only their citizens, but neighboring communities as well.

It's become clear that local governments acting alone can't solve these complex regional problems. And, to ensure the most effective use of tax dollars, local governments need to know what their neighbors are planning to do.

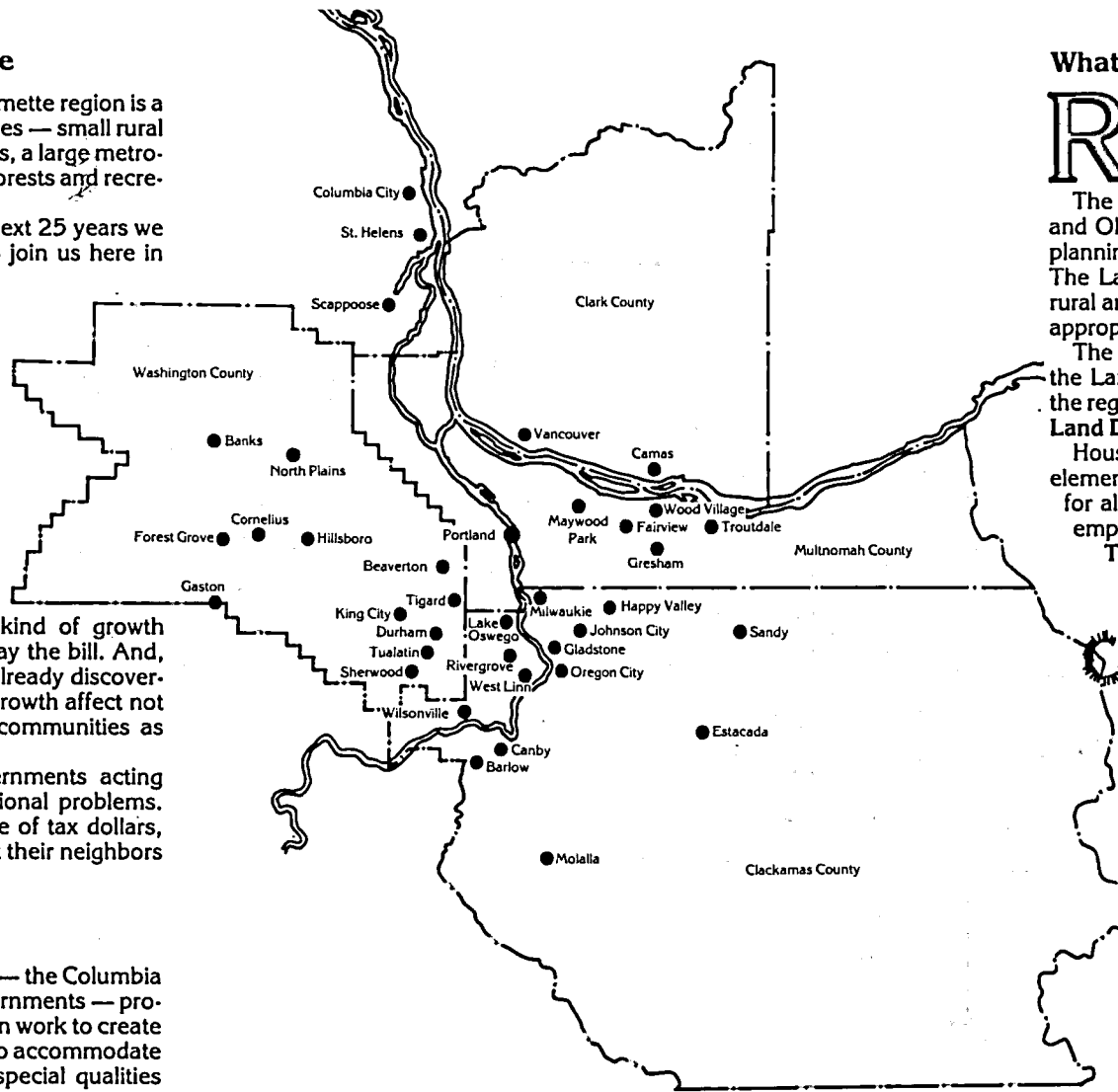
The CRAG Partnership

Our regional planning agency — the Columbia Region Association of Governments — provides a forum where we can work to create a balance between our need to accommodate growth and our desire to retain the special qualities that make this a good place to live.

CRAG is a means for cities and counties facing similar problems to join together to work on cooperative solutions. CRAG's planning process was set up to ensure that decisions about the future will be made locally, and that citizens in the region will have a voice in the decision-making.

Who is CRAG?

CRAG is local mayors, city council members and county commissioners who represent nearly every city and county in the region, plus representatives from the State of Oregon, Tri-Met and the Port of Portland. They make up CRAG's two governing bodies, the General Assembly with 44 members, and the Board of Directors, a mini-assembly with 13 members.



The Board has established technical committees, special task forces and a citizen advisory group, all of which have a major role in making policy recommendations to the Board.

CRAG is also served by a staff of professionals and support persons who carry out the day-to-day planning work of the association as directed by the Board. Monies to support the planning effort come from local, state and federal sources.

Membership in the association is required for Clackamas, Washington and Multnomah Counties and the cities within each. All other members participate voluntarily.

What is CRAG doing?

Right now, they're working on a regional plan which, when completed, will coordinate future growth with the services and resources we'll need.

The CRAG Board recently adopted regional Goals and Objectives, that provide direction to the regional planning process and a Land Use Framework element. The Land Use Framework element identifies urban, rural and natural resource land use areas and describes appropriate levels of development for each.

The combination of these two documents provides the Land Planning Framework for other elements of the regional plan, including:

Land Development

Housing and Economic Development — These two elements give local governments a regional framework for allocating land for houses, and commercial and employment needs.

Transportation

This element provides local government with a transportation system framework for use in preparing local plans and includes: Highways/Mass

Transit/Bikeways/Air/Movement of Goods

Public Facilities

These elements describe how and when public facilities and services will be provided to support the land development elements, and by whom, such as Sewerage/Drainage/Water Supply/Solid Waste/Energy/Public Buildings/Air Quality/Noise/Parks and Open Space.

CRAG also

— Contracts with the state for several programs, including criminal justice and special services for our senior citizens. — Coordinates the local plans of cities, counties and special districts to ensure they fit together and reinforce each other. — Provides technical planning assistance to member agencies. — Reviews requests from local governments for state and federal funds to assure coordination. — Assists local governments in obtaining funds for local projects from public and private sources.

Help plan for our future

The people of CRAG are doing an important job — and they need your support. You can help by taking an interest in intergovernmental problems and issues. Attend public meetings or hearings, or participate in your local planning process. Volunteer for a CRAG advisory committee or join in a workshop on a regional issue — current issues include air and water quality, housing, transportation, energy and parks and recreation.

For more information just call the Citizen Involvement Office at CRAG — 221-1646. They're waiting to hear from you.