

December 15, 1970

Mr. Eldon Hout, Chairman
Columbia Region Association of Governments Executive Committee
429 S. W. Fourth
Portland, Oregon 97204

Gentlemen:

At your November 20th meeting, we were directed to prepare a report to you respecting the organization, operation and financing of the Columbia Region Association of Governments. This directive was broadly defined in the following three questions:

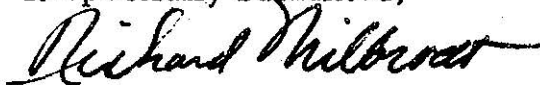
- 1). What should be the scope of CRAG goals and objectives?
- 2). How should CRAG be organized in order to achieve maximum participation from members and non-members for the accomplishment of CRAG goals?
- 3). What should the level of financing be to meet the above and how should this obligation be raised?

The attached report attempts to answer these questions and represents our recommendations to you. It is our hope that these recommendations will result in a strengthened administrative structure for CRAG and provide the means whereby your committee and the CRAG staff can accomplish the important role which a council of governments can serve in a metropolitan area. Several of these recommendations will require an amendment to the CRAG constitution and, if approved by your Board, the Executive Director should be instructed to prepare the necessary amendments for consideration by the General Assembly.

The Advisory Committee met frequently for long efforts to complete this report. Homer Chandler, the Executive Director, was in attendance at every meeting and offered assistance and cooperation at all times for which we extend our appreciation.

We will be in attendance at your special meeting December 21st to discuss this report with you and answer any questions which may arise.

Respectfully Submitted,



Richard Milbrodt, Chairman
CRAG Advisory Committee

RM/lw

REPORT TO CRAG EXECUTIVE COMMITTEE

Prepared by: Advisory Committee
December 14, 1970

I. GOALS & OBJECTIVES:

In order to define the role of CRAG a careful examination was made of resolution no. 5 adopted by the General Assembly in November, 1966, (Copy attached). This resolution sets forth the purpose of CRAG and describes goals and objectives to meet that purpose.

It was our finding that the resolution is well written and does not require revision at this time. Rather, it appears necessary to more frequently examine the statement to be certain that CRAG is meeting its intentions. At the same time, based on experience of the first four years of existence, some adjustment is needed to the organization, staffing and financing of CRAG in order to achieve the intentions of resolution no. 5.

II. ORGANIZATION:

Present organization was analyzed and evaluated against constructive criticisms related to the processing of matters, completion of staff work and over-all performance of CRAG. These criticisms basically are:

- a). Lack of participation in CRAG decisions by non-member agencies with considerable interest in the subjects;
- b). Need for improved communication between various advisory committees, staff and the Executive Committee; and,
- c). Need for increased attention to a general plan as opposed to the highly specialized elements of the general plan.

Attached is a revised organization chart which we recommend to you as a means of meeting the above three points. The primary features of this organization are as follows:

- 1). The name of the Executive Committee should become Executive Board and the name of the Advisory Committee should be the Advisory Board. All other Advisory Committees should be known as Technical Committees.
- 2). The Advisory Board, or a representative, should attend each meeting of the Executive Board. Further, the Advisory Board should be concerned with the full spectrum of management responsibilities with respect to the making of recommendations to the Executive Board for consideration. This includes: legislation, budget, re-organization proposals, public relations and general administration. As the needs of these responsibilities require it, special ad hoc technical committees can be created.
- 3). The CRAG membership base needs to be broadened and a framework created for maximum contribution to policy formulation and program achievement by the appropriate levels of constituent members.

To accomplish this last point, we recommend establishment of six functions, or departments, within CRAG. Each function would be served by both CRAG staff and a technical committee composed of constituent members. This will create a dual structure of staff organized together with supportive advisory panels (Technical Committees) at all levels to improve the breadth of work, offer well supported alternatives and provide the Executive Board with a stronger position from which to make decisions.

The function and role of CRAG staff is to provide staff work under the direction of the Executive Director through the department heads (e. g. transportation planner).

The staff and technical committees inter-act to provide recommendations to the Advisory Board and on to the Executive Board. The staff should challenge the Technical Committees with alternatives which represent the regional or metropolitan approach to problem solving.

The Technical Committee should be responsible for developing concepts and approaches for the planning process and be reacting with and to staff prepared materials for a final recommendation. To function effectively in this matrix requires considerable attention to inter- and intra-group coordination and with staff and committees.

- 4). Functions which the CRAG organization should include within its framework are: area development, transportation, public services, social services, justice and education. These functional programs are defined as planning for the regional aspects of:

Area Development - Includes comprehensive regional land use planning.

Transportation - Includes air, surface, water, rail and transit.

Public Services - Includes sewage collection and treatment facilities, water supply and distribution systems, air pollution, noise pollution, solid waste and surface water and flood control and related public services functions.

Social Services - Includes housing, health, welfare and recreation.

Justice - Includes law enforcement, court systems, prosecution of crime, rehabilitation of offenders, custody of offenders, probation and related.

Education - Includes elementary, secondary, community college and higher education activities.

Note: Not listed here but shown on the original chart is a group called "Support Services". This is a housekeeping activity for the management of CRAG, does not require a technical committee and is not considered a functional program for the purpose of this report.

- 5). The Advisory Board should be expanded from its present nine members which represent constituent members of the Executive Board to include at least one ex-officio member from each of the six functional technical committees.
- 6). The Executive Board, from time to time, depending upon the subject matter before it, may expand its membership on an ad hoc basis to include representation from the policy making members of the particular jurisdiction or agency concerned with the subject. For example, in the field of transportation when the Executive Board is scheduling decisions that involve the transportation function, the membership of the Executive Board would be expanded with voting rights extended to persons from the policy making body of the appropriate transportation agencies.

III. STAFFING AND FINANCING:

a). Staffing:

Following adoption of these proposals, it is recommended that the assignment of the Advisory Board, CRAG staff and Technical Committees should be to determine what the scope of CRAG's role in regional planning is.

Until this is resolved, it is almost impossible to determine the size of staff and level of financing that will allow CRAG to meet its obligations. However to meet CRAG's minimum needs, we recommend that the Executive Board approve at this time the creation of three new positions: These should be:

- 1). An Assistant Director whose primary duty will be to coordinate the planning efforts of the functional departments;
- 2). A Transportation Director;
- 3). A Transit Coordinator who will serve under the direction of the Transportation Director.

It is further recommended that CRAG should seek financial assistance from the Oregon and Washington Highway Divisions to reimburse CRAG for the salaries of the two transportation personnel.

It is further recommended that the 1971 - 72 budget be increased sufficiently to finance the position of Assistant Director and that this position then be filled immediately.

It should also be pointed out that the three new positions should be considered as minimal in meeting CRAG's staffing needs. Therefore, we suggest that the Executive Board should be prepared to supplement the current budget prior to the 1971 - 72 year or an increased new budget when the staffing needs are more definitely understood.

It is suggested as salaries for the three positions:

\$22,500 - Assistant Director
\$20,000 to \$21,000 - Transportation Director
\$18,000 - Transit Coordinator

b). Financing:

It is recognized that approval of the recommendations in this report will require an increase in financing over the current level. It is our belief, however, that CRAG has completed its development period and must now improve its depth and capability of staff in order to more effectively meet area wide regional planning needs. This requires an improved financial base. To accomplish this, we recommend several approaches, all of which should be pursued as no one alone can relieve the present fiscal dilemma.

- 1). State Appropriations: The State of Oregon has expressed a sincere interest in councils of governments as they offer the only means to keep local government functional at the same time that area-wide requirements are attained. The time has come for definite financial aid for the CRAG to meet its obligations. CRAG members should exercise all available means to produce state financial assistance commencing July 1, 1971.
- 2). Associate Memberships: In keeping with the concept of expanded participation in CRAG activities, the Executive Board should give consideration to a form of membership other than that enjoyed by the present constituent members. This alternate form we would designate "associate membership." The amount of annual dues for such membership should be determined by the Executive Board based on recommendations from CRAG staff. Associate members would be extended participation of staff personnel on appropriate Technical Committees and members of the policy-making board of associate members would be extended voting privileges on those subject matters of direct concern.
- 3). Special Contracts: Immediate attention should be given to execution of contract agreements with agencies holding major interest in the CRAG work program without a requirement for voting rights. One such example would be highway departments from Oregon and Washington. Such a contract agreement would enable recruitment and retention of highly qualified professional staff on a continuing basis. Again, precise recommendations from CRAG staff are needed as to amount of contract and type of agency this policy would cover.
- 4). Fees: Consideration should be given to requesting federal agencies to permit payment to CRAG (and other councils of governments) from each

grant program approved for an agency within the jurisdiction of CRAG.

Such payment could be either percentage of the grant or a processing fee based on a fixed amount per application.

- 5). Per Capita Assessment: As a last resort, consideration needs be given to raising the per capita assessment paid by constituent members. This is not the first priority for revenue in recognition of monetary limitations facing all members. Realistically, however, this source cannot be overlooked and in the last analysis, is the only method to compensate the CRAG treasury should the above alternates be proven not feasible or inadequate.

c). General Management:

Two additional items warrant attention by the Executive Board which do not fit into any of the above categories but are indirectly included in all of them. They are: allocation of grant priorities and physical facilities of the CRAG organization.

- 1). Grant Priorities: One important role of CRAG, to date under emphasized, is to assign priorities to federal grant applications so that regional needs are met on an orderly basis. At the present time, grant-in-aid applications are processed as submitted by the applicant and the review by CRAG has been to assure no conflict with existing plans or previously approved grants. It is recommended that the CRAG staff be authorized to develop a means of rating grants in terms of regional needs and present such a rating system to the Executive Board for consideration. This would permit a means for guiding federal and state agencies as to the relative need for grants on an area-wide scale over and above the immediate qualifications of the applying agency.

- 2). Office Space: Present quarters for CRAG are inadequate. No room exists for staff expansion, office layout is awkward for efficient management, building transportation is unacceptable, parking is unavailable in conjunction with the office and meeting facilities do not meet the needs of the groups which must meet there. It is therefore, recommended new facilities be acquired for occupancy on or before July 1, 1971 and the cost thereof be included with the added financing which this report proposes.

In considering new quarters, it is recommended that space be ample enough to accomodate needs of the Metro Service District and any other similar metropolitan operation. This would be in keeping with the emphasis that we believe need be placed on area-wide regional planning.

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CIRAG TABLE OF ORGANIZATION

