

METROPOLITAN CITIZEN'S LEAGUE

(MEMO)

November 16, 1982

FROM: METROPOLITAN CITIZEN'S LEAGUE

TO: PARTIES INTERESTED IN MCL EDUCATION PROJECT

SUBJECT: REQUEST FOR AID IN PRODUCING EDUCATIONAL PROGRAM ON
LOCAL GOVERNMENT

The Metropolitan Citizen's League is currently putting together a permanent educational program on local government. It is the League's feeling that a major component of current citizen concern with government is lack of knowledge about local government. What is long overdue is a program designed to tell the citizens of this area how local government services are provided and paid for. The Citizen's League intends to create a straight forward unbiased program which would be provided free to service organizations, schools, etc. The provision of this program would be a permanent function of the League.

How does your organization fit in? In short we need help. The Metropolitan Citizen's League has outlined the message and has the resources to present the finished program. We do not have the facilities for creating the visual aids and accompanying script which could make this presentation most effective. We are asking you, as an organization vitally interested in the quality of our local government services, if you will help us produce this program.

Our Committee on Education has drafted the message we wish to present and this is attached. We would appreciate your reviewing this and then discussing the possibilities of this project with those in your organization best able to be of assistance with our need. Within the next two weeks a representative of the League will be contacting you to discuss what we hope to be your enthusiastic reaction.

LOCAL GOVERNMENT IN THE PORTLAND METROPOLITAN AREA

I. Introduction

A. What is government? Use quote from State Capitol Bldg. here:

"A free state is formed and maintained by the voluntary union of the whole people joined together under the same body of laws for the common welfare and the sharing of benefits justly apportioned."

Taken apart this means:

1. Government is the voluntary joining together of all of a group of people.
2. The people agree to all follow the same rules.
3. The rules are necessary to provide a basic level of health and safety to the whole group even though they may affect individual members of the group differently.
4. The benefits that can be had by this joining together of people (such as the ability to provide the services each person could not afford individually) are fairly divided among the people.
5. As an example: A group of people whose houses have used septic tanks now join together and form a sewer district because many septic tanks in the area no longer work. Everyone in the area must join so no raw sewage may cause disease and because it will take all of the people together to obtain enough money to build a sewage treatment plant. The rule that everyone must join is for the "common welfare" even though some people have septic tanks that work and others do not. Everyone gets the benefit of sewage treatment from the new plant. Everyone pays some share of the costs - though a person with more land may pay more, and a senior citizen may pay less. This is "just apportionment" decided by the group as a whole.

If some individuals in the group do not participate, the government is weakened or perhaps cannot exist at all. Without their participation the definition above is not met. The "whole body" did not join together. The non-participants will not obey the "same body of laws" and the common welfare is not common. And, since all the others have paid to do away with a potential threat to health, the benefits (and costs) were not "justly apportioned".

B. How do we come to have "local government"?

1. U.S. Constitution provides certain jobs to be done by federal government, and all other powers reserved to states.
2. State Constitution spells out what state government can do, and most other tasks are left to the Legislature to decide what form of government should perform them.
3. State Legislature has determined a number of "jobs" as being appropriately handled at the state level, and so has created agencies to deal with these. State Dept. of Environmental Quality, for instance, handles air pollution.
4. All other forms of local government are either created directly or authorized by laws passed by the State Legislature.
5. These forms of government will be covered in this program in order of the size of area and responsibilities of the government.

II. Regional Level - (and again only looking at Portland Metro area). First, in order then are governments at the regional level. These governments perform jobs which can better be accomplished on an areawide basis. It should be noted that though those forms are first in order of size and scope of operation, they are last chronologically. A relatively recent phenomenon - all of the regional bodies listed below have come into existence since 19__.

A. Port of Portland

1. Area of jurisdiction - Clack., Mult., Wash. Co.s.
2. Governing body ____member lay Commission appointed by Governor.
3. What does it do? - operates docks and terminals, dry docks for ship repairs, runs Portland International Airport, Hillsboro and Troutdale airports, promotes economic development through land acquisition and development, revenue bonding, etc.
4. Financed by: primarily user charges and grants from other levels of government, sale of general obligation bonds and very small tax level. Latter two items are authorized by vote of people.

B. Tri-Met

1. Area of jurisdiction - major portions of Clack., Mult. & Wash. Co.
2. Governing body - Lay ____member commission appointed by governor.
3. What does it do? - provides mass transit including buses and light rail.

4. Financed by: fares, payroll tax authorized by state law, federal and other grants.

C. Metro

1. Area of jurisdiction - major portions of Clackamas, Multnomah and Washington Counties, including all urban areas.
2. Governing body - 12-member elected board (not full-time), elected executive (full-time).
3. What does it do? - operates zoo, dumps, and will operate steam generating plant and major recycling facilities. Does long-range regional transportation planning (such as where do we need freeways, where should light rail lines go, and other issues which cross many jurisdictions). Serves as clearing house for federal money coming to this region. Maintains regional urban growth boundary which delineates which lands are to be developed in next 20 years and which preserved for farms, forest and rural living. Does long-range criminal justice planning and public housing planning.
4. Financing - Federal and other grants and loans, dump fees, per capita assessment paid mandatorially (by state law) by cities and counties inside Metro jurisdiction.

D. Boundary Commission

1. Area of jurisdiction - all of Clack., Mult., & Wash. Co.s.
2. Governing body - 11-member lay commission appointed by the Governor.
3. What does it do? - Provides impartial forum for deciding boundary changes which affect approximately 150 units of government under BC jurisdiction. Makes final decision on boundary changes of all cities and special districts, including formation of new governments and consolidation or dissolution of existing ones.
4. Financing - mandated (by state law) proportional assessments on all units of government within commission's jurisdiction, filing fees.

III. Counties. - The next level of government "below" regional ones are counties. Counties were formed by the state when the state came into existence to act as administrative arms of the state.

- A. Area of jurisdiction - There are 36 counties in the state. Boundaries can be changed or new counties created by vote of the people, but the last change occurred in 1916 when Deschutes county was created.

B. Governing Body - Elected "Boards of Commissioners" for most--or a few "County Courts".

1. Special counties which have voted to have own charter (like a constitution for county) may have any number of commissioners that they like. These counties called "home rule" counties because they have a charter they made themselves to provide the basis of their rules of governance.
2. "Regular" (non-home rule) counties have three commissioners because this is the number dictated by state law for counties without home rule.
3. County commissioners are sometimes referred to as County Board or County Court. (Court comes from old system where one of three was the county judge. Only a few counties still use this system).
4. County Commissioners may be full-time or parttime. In Mult. and Clack. Counties they are full-time. In Washington County they have a limit in the charter that they may be paid no more than \$ per year, except the Chairman is full-time and may be paid up to \$.
5. Washington and Multnomah Counties have "home rule". Mult. Co. has an elected County Executive in addition to the County Board.

C. What does a county do?

1. Mandated services - Certain services are mandated by state law. Counties must provide for tax assessment and collection, elections, record keeping (such as recording of real estate transactions), law enforcement, planning and zoning, road maintenance, (more research needed here for exactness).
2. Other services commonly performed by counties: medical and dental clinics for poor, immunizations against communicable diseases, animal control, parks, libraries, cemeteries, county fairs, county dumps, civil defense, etc. Some other services offered by separate arms of the counties called County Service Districts - These are discussed later.

D. Financing - These services are financed in many ways including user charges, fines, franchise fees, lodging taxes, monies from state and federal government, bond sales and property tax. For instance, the animal control department is partially financed by dog license fees and fines. The planning department is partially financed by fees for building permits. Roads are paid for primarily by gasoline taxes collected and distributed by the state or special road taxes authorized by the voters of the county. Property tax may be used to make up the difference between what various departments can collect from other sources and the total amount necessary to run the department. On a statewide average property taxes account for only _____ % of total county revenues.

E. Let's take a county - To give you a general idea of county government here is a profile of Clackamas County.

1. Area -
2. Population -
3. Assessed Value -
4. (Follow with single line statement for each department stating what they do with how many employees).
5. Finance

a. Expenditures

1. Personal \$ _____ %
2. Materials & Services \$ _____ %
3. Capital Outlay \$ _____ %

b. Revenues

1. Taxes \$ _____
2. Licenses & Permits \$ _____
3. Fines \$ _____
4. Grants and Shared Revenues from State including
_____ % of cigarette, liquor and gas tax
\$ _____ %
5. Federal Grants & Revenues \$ _____ %
6. Charges for Services \$ _____ %
7. Interest \$ _____ %
8. Other Revenues \$ _____ %

IV. Cities - The third level of government is cities. Cities are formed to supply a more concentrated population with a higher number and level of services than counties. When people found themselves grouped more densely together in a place, they found they needed more police, more streets, fire protection, public water and sewer, street lights, and other services that the larger county could not supply. So they formed smaller units called cities. Cities were originally formed (we say incorporated) by the State Legislature, but as more were formed, the Legislature passed a general law prescribing certain steps, which when completed, allowed the city to form without specific Legislative approval. The final step in the process is always a vote of the people in the potential city.

A. Area of Jurisdiction - Cities consist of whatever area was originally proposed to be incorporated plus any areas added

(usually by annexation) since the city was first formed. Oregon cities vary in size from Greenhorn (Baker Co.) with a population of 3 to Portland (Mult. Co.) with a population of 365,863. The latest city to incorporate was Westfir (Lane Co.) in 1979. There are currently 241 cities in Oregon, with 32 of those in the three-county (Clack., Mult. & Wash.) area we are covering today.

B. Governing Body - elected councils.

1. Like counties, cities can have "home rule" charters or operate under the general state statutes ("general law cities"). Unlike counties, most cities have home rule. Under home rule, the charter which the people in the city adopt can specify whatever form of council and governing structure they want. Commonly, cities have 5 or 7 councilors. The mayor may be chosen from among the council by the council itself or the mayor may be a separate position elected by the people. In all but the largest cities the councils are part-time, meeting one to four times or more per month to work on the city's business. In Portland the Council is full-time and each council person actually heads several departments in the city.
2. The Councils do policy work. That is, they decide what general policies, laws and rules there will be. These policies are then carried out by the administrators of the city. For example, the Council sets the water rates and the water department employees read the meters, send the bills and collect the money.

Often city councils hire a professional manager to run the city's day-to-day operations with policy direction from the Council. Approximately half of the 32 cities in this metropolitan area have city managers.

C. What do cities do?

1. Unlike counties which carry out a number of tasks for the state, cities are not mandated to provide certain services - there is a slight exception to this explained later under financing.
2. Cities provide a wide range of services. Basic city services are often these:
 - a. Water
 - b. Sewer
 - c. Fire protection
 - d. Police
 - e. Street maintenance & construction
 - f. Street lights
 - g. Storm drainage.

h. Planning, zoning & building inspection.

Other commonly found services include:

- a. Parks & recreation
- b. Libraries
- c. Senior Citizen Activities
- d. Youth Centers & Activities
- e. Traffic Control
- f. Nuisance Abatement
- g. Design Review
- h. Cemeteries
- i. Public Utilities such as Electricity & Gas
- j. Garbage
- k. Public housing
- l. Public facilities such as stadiums, sports arenas, convention centers, etc.
- m. Municipal Court
- n. Street cleaning

There are probably as many different combinations of these services offered by cities as there are cities. Obviously bigger cities like Portland offer most of these services while smaller ones like Rivergrove or Happy Valley offer far fewer.

3. For each service there is often a separate department, and all the departments together make up the city structure. As the city gets larger and has more employees, there needs to be people who direct the work, people who record the bills, people who write checks, etc. Like any business then, the city has administrative functions which include payroll, personnel, accounting, budgeting, word processing and others.

- D. Financing - City services like those of counties are financed from a variety of sources including user charges, fines, franchise fees, lodging taxes, monies from state and federal government, bond sales and property taxes. In general, cities have a wider range of sources available than counties. Also in general, in cities the property tax revenue as a proportion of total income is significantly smaller than in counties.

E. Let's Look at a City - For an example of a typical suburban city in this area, here is a brief profile of the City of Beaverton.

1. Area -
2. Population -
3. Assessed Value -
4. (Follow with single line statement for each department stating what they do with how many employees).
5. Finance -

a. Expenditures

1. Personnel \$ _____ %
2. Materials & Services \$ _____ %
3. Capitol Outlay \$ _____ %

b. Revenues

1. Taxes \$ _____
2. Licenses & Permits \$ _____
3. Fines \$ _____
4. Grants and Shared Revenues From State Including
_____ % of cigarette, liquor & gas tax
\$ _____ %
5. Federal Grants & Revenues \$ _____ %
6. Charges for Services \$ _____ %
7. Interest \$ _____ %
8. Other Revenue \$ _____ %

V. Special Districts - The fourth level of government in Oregon consists of special districts. State law authorizes a whole host of different kinds of special districts. The law specifies what steps must be gone through to create each kind of special district. Most kinds of special districts are only allowed to perform one particular job though a few can provide a second or third function as a secondary service. There are about _____ kinds of special districts authorized by the statutes. Within this metropolitan area the following kinds of districts are found: Water Districts (_____), Rural Fire Protection Districts (_____), Sewer Districts (_____), Park & Recreation Districts (_____), Street Lighting Districts (_____), Vector Control Districts (_____), Diking & Drainage Districts (_____), Water Use and Control Districts (_____),

Road Districts (), Cemetery Districts (),
School Districts (), (add one or two more).

The total number of these special districts within this three-county metropolitan area is .

Most of the urban service type special districts were first authorized as interim measures to provide urban services to areas which were developing on the fringes of cities faster than the cities could expand under existing annexation laws. Over time the ability of the cities to attract these areas remained the same or even decreased while the "unincorporated areas" grew and the special districts became more permanent.

- A. Area of jurisdiction - Special districts come in all shapes and sizes. The Wolf Creek Water District serves 90,000 customers in East Washington County, while the Burlington Water District in Mult. Co. serves . One cannot characterize a special district in this area with an average size or shape. What can be stated in order to point out the significance of these bodies is that in the urban area alone, about people live in the unincorporated areas, and most of these people are served by several special districts (usually at least a water district, a fire district, a school district and a sewer district).
- B. Governing Body - elected boards of directors, almost uniformly consisting of five members. Within the urban area all but the smallest districts (regardless of which kind they are) rely heavily on paid professional staff. The fire districts have paid departments as opposed to volunteers. The water and sewer districts have managers, utility workers, backhoe operators, etc. Outside the urban area there is heavier reliance on the Boards of Directors and other volunteers (such as volunteer firemen) to accomplish the tasks of the districts.

It is interesting to note that despite the large populations served by these districts, voter turnout at their elections is much

smaller than at elections of cities and counties.

- C. What do special districts do? The list of types of districts given earlier indicates what sorts of services are offered by special districts. The general rule is - they are single purpose. They only have one service to perform and they concentrate on performing it well.

Special districts often (usually in the urban areas) overlap one another. A fire district, water district, and sewer district may all cover the same territory. Special districts may even overlap a city if the city does not choose to offer on its own the service provided by the district. All cities in fact are overlapped by school districts since in this state cities do not provide schools. Thus, a resident in Milwaukie pays taxes and user charges to the city in return for water, sewers, police, fire protection, etc. and pays taxes to the North Clackamas Unified School District as well.

This notion of overlapping can be most easily demonstrated by looking at your property tax statement. On it your taxes are broken out by how much is paid to each different unit of government within which your property is located. (Slide of typical statement with explanation).

- D. Finance - Special districts generally have much more limited sources of revenue than cities and counties. The utility type districts such as water or sewer lend themselves well to user charges and fees for installation of services. These may be augmented by property tax - particularly to fund large capital improvements like reservoirs or sewage treatment plants.

Districts with less tangible services like education and fire protection are heavily dependent on the property tax. This is virtually the only source of revenue for fire districts, whereas school districts do get some state and federal support.

Some other districts such as street lighting and drainage districts levy yearly assessments on property in the district (a flat fee - so many dollars per lot or per acre per year).

E. How a Special District Looks - Here is a thumbnail sketch of Clackamas County R.F.P.D. #1:

1. Area -
2. Population -
3. Assessed Value -
4. The District employs a total of _____ fire fighters and
_____ other personnel. They operate three fire stations
with _____ pieces of fire fighting equipment,
emergency vehicles, a mobile fire prevention trailer, and
other vehicles.

5. Finance -

a. Expenditures

1. Personnel \$ _____ %
2. Materials & Services \$ _____ %
3. Capitol Outlay \$ _____ %

b. Revenues

1. Taxes \$ _____ %
2. Other Income \$ _____ %

VI. County Service Districts - This is not really a separate "level" of local government but these entities are just unique enough so that they do not fit conveniently into either the county or special district category. County service districts are like special districts from an operational and financial point of view but closer to counties in other ways.

A. Area of jurisdiction - county service districts cover different sized areas like special districts and are generally single function - provide only a single service. But they are usually run by county staff.

B. Governing Body - The major distinguishing feature of these types of units of government is that their governing body is the Board of County Commissioners of the county within which they are found. Thus for instance the Clackamas County Board of County Commissioners sits as the Board of Directors of Clackamas County Service District No. 1 which provides sewers to 50,000 people in urban Clackamas Co.

- C. What do CSD's do? County Service district can be formed to provide a wide range of services from enhanced (above the normal county level) police service to storm drains. In fact they have been utilized in this metropolitan area primarily for sewers, street lights, storm drains and road construction. Because they are run by the county it is felt that county service districts can be better coordinated with other county activities than if they had their own board and staff as do special districts.
- D. How are they financed? - Financing is the same for county service districts as it is for special districts.

VII. Summary

February 9, 1983

BOARD OF DIRECTORS

Marlene Bayless
George Beard
Beth Blunt
Philip Bogue
Keith Burns
Ron Cease
Jan Egger
Muriel Goldman
Pat Giardina
Rusty Goldy
Carl Halvorson
Charles Kemper
Ned Look
William Moshofsky
Kenneth Martin
Gene Peterson
Burke Raymond
Robert Stacey, Jr.
McKay Rich
Robert G. Simpson
Jerry Tippens
Bob Weil

This is an invitation to participate in a very exciting educational project. The Metropolitan Citizens' League in conjunction with Cable Systems Pacific, is producing a three-part educational series on local government in our area. The series is designed to inform the general public on the basic structure, financing, and services provided by the level of government closest to them. The series will first be aired on Cable TV, and ultimately we hope to introduce it to the school systems around our area. This will provide information that is usually not regularly included in curricula, but which is vital to the creation of responsible citizenship.

Our coordinator/producer at Cable Systems Pacific is Diane Linn. Diane and our MCL Coordinating Committee have suggested that you may be a perfect choice for a part in our first production. This segment will concentrate on county and city government.

The commitment on your part should you so choose, would be attendance at a walk/talk through session on February 28 in the late afternoon, and about three hours for the actual filming on Saturday afternoon, March 5. A small wine and cheese reception awaits you at the end of the shooting.

If you are willing to help us with this very important project, would you please contact Diane at Cable Systems Pacific --230-2080--or our Committee Chairman, Ken Martin, at 229-5307. Copies of the script will be supplied and any other details worked out at that time.

We certainly hope you will be able to join us.

Sincerely,

Ronald C. Cease, Pres.

RCC/jk

Carol Kirchner - 4589 A SW "Calden", Pld 97217
Ike Kogenstreit 3017 NE 32nd Ave. Port. 97212
Mort Winkel 3619 SW 38th Ave. Port. 97221
Judy Wyers 1127 SE Lambert Port. 97202
Mark Gardiner, Budget Co. - City of Pld - City Hall - #407 - Pld 97204
Jerry Coan 2891 NW Ariel Terrace Port. 97210
Herb Cawthorne c/o Portland School Dist. 501 N. Dixon 97227

Miss

Diane Linn
Cable Systems Pacific
3075 NE Sandy Blvd
Pld 97232

Metropolitan
Citizens League

FILE

5 April, 1983

Dear

The Metropolitan Citizens League would like to thank you for your volunteer effort on our Local Government Education Project. We are most appreciative of your willingness to give so freely of your time and energies.

The "Cities and Counties" segment of this project in which you participated will be edited soon and the Citizens League plans to have a special preview. You are invited to attend this event as our guests.

We feel that this project will go a long way toward informing the general public about their local government and that this is a very important community goal. It is both significant and appropriate that citizens of this community, such as yourself, have volunteered their time to put this message across.

We will contact you when the film is edited and ready for viewing. Thank you again.

Sincerely,

Ronald C. Cease
President, MCL

Kenneth L. Martin
Chairman, MCL Education
Project

RCC/bb

METROPOLITAN CITIZEN'S LEAGUE

(MEMO)

(date)

FROM: METROPOLITAN CITIZEN'S LEAGUE

TO: PARTIES INTERESTED IN MCL EDUCATION PROJECT

SUBJECT: REQUEST FOR AID IN PRODUCING EDUCATIONAL PROGRAM ON
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How does your organization fit in? In short we need help. The Metropolitan Citizen's League has the resources to create the verbal message and to present the finished program. We do not have the facilities for creating the visual (and audio) aids which could make this presentation most effective. We are asking you, as an organization vitally interested in the quality of our local government services, if you will help us produce this program.

Our Committee on Education has drafted the message we wish to present and this is attached. We would appreciate your reviewing this and then discussing the possibilities of this project with those in your organization best able to be of assistance with our need. Within the next two weeks a representative of the League will be contacting you to discuss what we hope to be your enthusiastic reaction.

KM/jl

REPORT TO EXECUTIVE COMMITTEE

The Ad Hoc Committee on Education met September 19th and discussed the proposal that the Citizen's League involve itself in a long term educational effort. Enthusiasm reigned. The goal of the project as articulated by the committee is:

To educate people about what local government is, how it is structured, what services it provides, and how it is financed.

The Committee unanimously agreed that any such project should deal with education only and should not promote any special interest. It was felt that the overwhelming need in this region was for general information on what local government is, how it works and how it is financed and that any bias toward a particular level of local government might weaken the credibility and acceptability of the project with the public it is to serve.

The Ad Hoc Committee discussed several methods for achieving the goal including a slide show, video taping, brochures and various combinations of these. The range of options in order of preference by the Committee are:

1. A professionally produced slide/tape show and a professionally produced video version of same. With whichever is used a Citizen's League Volunteer would introduce the program and pass out a professionally produced brochure (which would basically mimick the show) and answer questions at the end. The video show could be used in most schools and potentially on cable TV.
2. A professionally produced slide/tape show with brochures passed out and questions answered by MCL member.
3. A slide show produced in-house by MCL with written outline text to be given by MCL member. Brochures parroting the show and text if financially feasible.

The Committee favored option one over options 2 or 3 for two reasons:

- 1) There was a fear that an inhouse effort might take longer to come up with a less than perfect product.
- 2) It was strongly felt that the resources for option 1 were available and would be forthcoming for free or small costs because public and private organizations with those resources would be enthused about getting this kind of information to the public.

Option 3 is the minimum acceptable level of activity for this project recommended by the Ad Hoc Committee.

The Ad Hoc Committee recommends establishment by the Executive Committee of a Committee on Education which would have two major tasks, one short term and one permanent.

The short term task should be accomplished by a sub-committee on program planning. The task is to create an educational program on local government. There are four possible elements to this task and each should be accomplished in a specified time period so that MCL can begin meeting the educational goal as soon as possible. Below are the parts of this task and suggested time frames for accomplishing them:

1. Outline the program - put to paper in outline form at least the information on local government which we wish to disseminate. This should be done by MCL people with an emphasis on simplicity and clarity. A draft outline has been prepared by the Ad Hoc Committee and is attached as Exhibit "A". (Approve at Oct. 20 meeting).
2. Write a proposal to obtain financing and/or in-kind services to produce the program. Emphasizing the in-kind services aspect, send this to public bodies like Tri-Met, Port of Portland and the major school districts which have known capabilities to produce such slide shows, video tapes and brochures, or to private enterprises with same capabilities such as Tektronix, PGE, etc. Or call a meeting of media representatives of these organizations and present the idea verbally. The Ad Hoc Committee has prepared a draft of this "proposal" which is attached as Exhibit "B". (Approve at Oct. 20th meeting).
3. Receive responses from public bodies and negotiate with same to get project done (Oct 20th - Nov. 17th). (Complete project for use by MCL by Jan. 1).
4. If not successful in accomplishing project via course outlined above, send proposal emphasizing financing to private and government grant granting bodies (Send out after Nov. 17th with return requested by Dec. 16th).
5. Hire professional PR firm to accomplish project and complete project (Dec 16th- Jan. 31th).

An adjunct to the short term task is to solicit by donation or obtain financing for, whatever hardware is necessary for the project. This will consist primarily of a slide projector with sound system and a screen. A separate sub-committee could be assigned to this task or it could be incorporated into the proposal for the program.

The long term task of the Committee on Education is managing the program. A Citizen's League member should be appointed as manager. That person's task is to maintain the equipment and assure that those using it get it out and back on time.

A speakers list of MCL member volunteers would be maintained by the manager. The manager would receive inquiries and match these with

the speakers. Much of this logistical work could be accomplished by the MCL office when and if there is a full time person there.

The manager would also be responsible for conducting initial and periodic training for those on the speaker's list. Presumably much of the training would deal with the equipment since most of the questions which might be asked could be dealt with out of general knowledge of most MCL members. None-the-less a certain amount of such training could be devoted to the informational content of the program.

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A. What is government? Use quote from State Capitol Bldg. here:

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5. As an example: A group of people whose houses have used septic tanks now join together and form a sewer district because many septic tanks in the area no longer work. Everyone in the area must join so no raw sewage may cause disease and because it will take all of the people together to obtain enough money to build a sewage treatment plant. The rule that everyone must join is for the "common welfare" even though some people have septic tanks that work and others do not. Everyone gets the benefit of sewage treatment from the new plant. Everyone pays some share of the costs - though a person with more land may pay more, and a senior citizen may pay less. This is "just apportionment" decided by the group as a whole.

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1. U.S. Constitution provides certain jobs to be done by federal government, and all other powers reserved to states.
2. State Constitution spells out what state government can do, and most other tasks are left to the Legislature to decide what form of government should perform them.
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4. All other forms of local government are either created directly or authorized by laws passed by the State Legislature.
5. These forms of government will be covered in this program in order of the size of area and responsibilities of the government.

II. Regional Level - (and again only looking at Portland Metro area). First, in order then are governments at the regional level. These governments perform jobs which can better be accomplished on an areawide basis. It should be noted that though those forms are first in order of size and scope of operation, they are last chronologically. A relatively recent phenomenon - all of the regional bodies listed below have come into existence since 19__.

A. Port of Portland

1. Area of jurisdiction - Clack., Mult., Wash. Co.s.
2. Governing body ____ member lay Commission appointed by Governor.
3. What does it do? - operates docks and terminals, dry docks for ship repairs, runs Portland International Airport, Hillsboro and Troutdale airports, promotes economic development through land acquisition and development, revenue bonding, etc.
4. Financed by: primarily user charges and grants from other levels of government, sale of general obligation bonds and very small tax level. Latter two items are authorized by vote of people.

B. Tri-Met

1. Area of jurisdiction - major portions of Clack., Mult. & Wash. Co.
2. Governing body - Lay ____ member commission appointed by governor.
3. What does it do? - provides mass transit including buses and light rail.

4. Financed by: fares, payroll tax authorized by state law, federal and other grants.

C. Metro

1. Area of jurisdiction - major portions of Clackamas, Multnomah and Washington Counties, including all urban areas.
2. Governing body - 12-member elected board (not full-time), elected executive (full-time).
3. What does it do? - operates zoo, dumps, and will operate steam generating plant and major recycling facilities. Does long-range regional transportation planning (such as where do we need freeways, where should light rail lines go, and other issues which cross many jurisdictions). Serves as clearing house for federal money coming to this region. Maintains regional urban growth boundary which delineates which lands are to be developed in next 20 years and which preserved for farms, forest and rural living. Does long-range criminal justice planning and public housing planning.
4. Financing - Federal and other grants and loans, dump fees, per capita assessment paid mandatorially (by state law) by cities and counties inside Metro jurisdiction.

D. Boundary Commission

1. Area of jurisdiction - all of Clack., Mult., & Wash. Co.s.
2. Governing body - 11-member lay commission appointed by the Governor.
3. What does it do? - Provides impartial forum for deciding boundary changes which affect approximately 150 units of government under BC jurisdiction. Makes final decision on boundary changes of all cities and special districts, including formation of new governments and consolidation or dissolution of existing ones.
4. Financing - mandated (by state law) proportional assessments on all units of government within commission's jurisdiction, filing fees.

III. Counties. - The next level of government "below" regional ones are counties. Counties were formed by the state when the state came into existence to act as administrative arms of the state.

- A. Area of jurisdiction - There are 36 counties in the state. Boundaries can be changed or new counties created by vote of the people, but the last change occurred in 1916 when Deschutes county was created.

B. Governing Body - Elected "Boards of Commissioners" for most--or a few "County Courts".

1. Special counties which have voted to have own charter (like a constitution for county) may have any number of commissioners that they like. These counties called "home rule" counties because they have a charter they made themselves to provide the basis of their rules of governance.
2. "Regular" (non-home rule) counties have three commissioners because this is the number dictated by state law for counties without home rule.
3. County commissioners are sometimes referred to as County Board or County Court. (Court comes from old system where one of three was the county judge. Only a few counties still use this system).
4. County Commissioners may be full-time or parttime. In Mult. and Clack. Counties they are full-time. In Washington County they have a limit in the charter that they may be paid no more than \$ per year, except the Chairman is full-time and may be paid up to \$.
5. Washington and Multnomah Counties have "home rule". Mult. Co. has an elected County Executive in addition to the County Board.

C. What does a county do?

1. Mandated services - Certain services are mandated by state law. Counties must provide for tax assessment and collection, elections, record keeping (such as recording of real estate transactions), law enforcement, planning and zoning, road maintenance, (more research needed here for exactness).
2. Other services commonly performed by counties: medical and dental clinics for poor, immunizations against communicable diseases, animal control, parks, libraries, cemeteries, county fairs, county dumps, civil defense, etc. Some other services offered by separate arms of the counties called County Service Districts - These are discussed later.

D. Financing - These services are financed in many ways including user charges, fines, franchise fees, lodging taxes, monies from state and federal government, bond sales and property tax. For instance, the animal control department is partially financed by dog license fees and fines. The planning department is partially financed by fees for building permits. Roads are paid for primarily by gasoline taxes collected and distributed by the state or special road taxes authorized by the voters of the county. Property tax may be used to make up the difference between what various departments can collect from other sources and the total amount necessary to run the department. On a statewide average property taxes account for only _____ % of total county revenues.

E. Let's take a county - To give you a general idea of county government here is a profile of Clackamas County.

1. Area -
2. Population -
3. Assessed Value -
4. (Follow with single line statement for each department stating what they do with how many employees).
5. Finance

a. Expenditures

1. Personal \$ _____ %
2. Materials & Services \$ _____ %
3. Capital Outlay \$ _____ %

b. Revenues

1. Taxes \$ _____
2. Licenses & Permits \$ _____
3. Fines \$ _____
4. Grants and Shared Revenues from State including
_____ % of cigarette, liquor and gas tax
\$ _____ %
5. Federal Grants & Revenues \$ _____ %
6. Charges for Services \$ _____ %
7. Interest \$ _____ %
8. Other Revenues \$ _____ %

IV. Cities - The third level of government is cities. Cities are formed to supply a more concentrated population with a higher number and level of services than counties. When people found themselves grouped more densely together in a place, they found they needed more police, more streets, fire protection, public water and sewer, street lights, and other services that the larger county could not supply. So they formed smaller units called cities. Cities were originally formed (we say incorporated) by the State Legislature, but as more were formed, the Legislature passed a general law prescribing certain steps, which when completed, allowed the city to form without specific Legislative approval. The final step in the process is always a vote of the people in the potential city.

A. Area of Jurisdiction - Cities consist of whatever area was originally proposed to be incorporated plus any areas added

(usually by annexation) since the city was first formed. Oregon cities vary in size from Greenhorn (Baker Co.) with a population of 3 to Portland (Mult. Co.) with a population of 365,863. The latest city to incorporate was Westfir (Lane Co.) in 1979. There are currently 241 cities in Oregon, with 32 of those in the three-county (Clack., Mult. & Wash.) area we are covering today.

B. Governing Body - elected councils.

1. Like counties, cities can have "home rule" charters or operate under the general state statutes ("general law cities"). Unlike counties, most cities have home rule. Under home rule, the charter which the people in the city adopt can specify whatever form of council and governing structure they want. Commonly, cities have 5 or 7 councilors. The mayor may be chosen from among the council by the council itself or the mayor may be a separate position elected by the people. In all but the largest cities the councils are part-time, meeting one to four times or more per month to work on the city's business. In Portland the Council is full-time and each council person actually heads several departments in the city.
2. The Councils do policy work. That is, they decide what general policies, laws and rules there will be. These policies are then carried out by the administrators of the city. For example, the Council sets the water rates and the water department employees read the meters, send the bills and collect the money.

Often city councils hire a professional manager to run the city's day-to-day operations with policy direction from the Council. Approximately half of the 32 cities in this metropolitan area have city managers.

C. What do cities do?

1. Unlike counties which carry out a number of tasks for the state, cities are not mandated to provide certain services - there is a slight exception to this explained later under financing.
2. Cities provide a wide range of services. Basic city services are often these:
 - a. Water
 - b. Sewer
 - c. Fire protection
 - d. Police
 - e. Street maintenance & construction
 - f. Street lights
 - g. Storm drainage.

h. Planning, zoning & building inspection.

Other commonly found services include:

- a. Parks & recreation
- b. Libraries
- c. Senior Citizen Activities
- d. Youth Centers & Activities
- e. Traffic Control
- f. Nuisance Abatement
- g. Design Review
- h. Cemeteries
- i. Public Utilities such as Electricity & Gas
- j. Garbage
- k. Public housing
- l. Public facilities such as stadiums, sports arenas, convention centers, etc.
- m. Municipal Court
- n. Street cleaning

There are probably as many different combinations of these services offered by cities as there are cities. Obviously bigger cities like Portland offer most of these services while smaller ones like Rivergrove or Happy Valley offer far fewer.

3. For each service there is often a separate department, and all the departments together make up the city structure. As the city gets larger and has more employees, there needs to be people who direct the work, people who record the bills, people who write checks, etc. Like any business then, the city has administrative functions which include payroll, personnel, accounting, budgeting, word processing and others.

- D. Financing - City services like those of counties are financed from a variety of sources including user charges, fines, franchise fees, lodging taxes, monies from state and federal government, bond sales and property taxes. In general, cities have a wider range of sources available than counties. Also in general, in cities the property tax revenue as a proportion of total income is significantly smaller than in counties.

E. Let's Look at a City - For an example of a typical suburban city in this area, here is a brief profile of the City of Beaverton.

1. Area -
2. Population -
3. Assessed Value -
4. (Follow with single line statement for each department stating what they do with how many employees).
5. Finance -

a. Expenditures

1. Personnel \$ _____ %
2. Materials & Services \$ _____ %
3. Capitol Outlay \$ _____ %

b. Revenues

1. Taxes \$ _____
2. Licenses & Permits \$ _____
3. Fines \$ _____
4. Grants and Shared Revenues From State Including
_____ % of cigarette, liquor & gas tax
\$ _____ %
5. Federal Grants & Revenues \$ _____ %
6. Charges for Services \$ _____ %
7. Interest \$ _____ %
8. Other Revenue \$ _____ %

V. Special Districts - The fourth level of government in Oregon consists of special districts. State law authorizes a whole host of different kinds of special districts. The law specifies what steps must be gone through to create each kind of special district. Most kinds of special districts are only allowed to perform one particular job though a few can provide a second or third function as a secondary service. There are about _____ kinds of special districts authorized by the statutes. Within this metropolitan area the following kinds of districts are found: Water Districts (_____), Rural Fire Protection Districts (_____), Sewer Districts (_____), Park & Recreation Districts (_____), Street lighting Districts (_____), Vector Control Districts (_____), Diking & Drainage Districts (_____), Water Use and Control Districts (_____),

Road Districts (), Cemetery Districts (),
School Districts (), (add one or two more).

The total number of these special districts within this three-county metropolitan area is .

Most of the urban service type special districts were first authorized as interim measures to provide urban services to areas which were developing on the fringes of cities faster than the cities could expand under existing annexation laws. Over time the ability of the cities to attract these areas remained the same or even decreased while the "unincorporated areas" grew and the special districts became more permanent.

- A. Area of jurisdiction - Special districts come in all shapes and sizes. The Wolf Creek Water District serves 90,000 customers in East Washington County, while the Burlington Water District in Mult. Co. serves . One cannot characterize a special district in this area with an average size or shape. What can be stated in order to point out the significance of these bodies is that in the urban area alone, about people live in the unincorporated areas, and most of these people are served by several special districts (usually at least a water district, a fire district, a school district and a sewer district).
- B. Governing Body - elected boards of directors, almost uniformly consisting of five members. Within the urban area all but the smallest districts (regardless of which kind they are) rely heavily on paid professional staff. The fire districts have paid departments as opposed to volunteers. The water and sewer districts have managers, utility workers, backhoe operators, etc. Outside the urban area there is heavier reliance on the Boards of Directors and other volunteers (such as volunteer firemen) to accomplish the tasks of the districts.

It is interesting to note that despite the large populations served by these districts, voter turnout at their elections is much

smaller than at elections of cities and counties.

- C. What do special districts do? The list of types of districts given earlier indicates what sorts of services are offered by special districts. The general rule is - they are single purpose. They only have one service to perform and they concentrate on performing it well.

Special districts often (usually in the urban areas) overlap one another. A fire district, water district, and sewer district may all cover the same territory. Special districts may even overlap a city if the city does not choose to offer on its own the service provided by the district. All cities in fact are overlapped by school districts since in this state cities do not provide schools. Thus, a resident in Milwaukie pays taxes and user charges to the city in return for water, sewers, police, fire protection, etc. and pays taxes to the North Clackamas Unified School District as well.

This notion of overlapping can be most easily demonstrated by looking at your property tax statement. On it your taxes are broken out by how much is paid to each different unit of government within which your property is located. (Slide of typical statement with explanation).

- D. Finance - Special districts generally have much more limited sources of revenue than cities and counties. The utility type districts such as water or sewer lend themselves well to user charges and fees for installation of services. These may be augmented by property tax - particularly to fund large capital improvements like reservoirs or sewage treatment plants.

Districts with less tangible services like education and fire protection are heavily dependent on the property tax. This is virtually the only source of revenue for fire districts, whereas school districts do get some state and federal support.

Some other districts such as street lighting and drainage districts levy yearly assessments on property in the district (a flat fee - so many dollars per lot or per acre per year).

E. How a Special District Looks - Here is a thumbnail sketch of Clackamas County R.F.P.D. #1:

1. Area -
2. Population -
3. Assessed Value -
4. The District employs a total of _____ fire fighters and other personnel. They operate three fire stations with _____ pieces of fire fighting equipment, emergency vehicles, a mobile fire prevention trailer, and other vehicles.
5. Finance -
 - a. Expenditures
 1. Personnel \$ _____ %
 2. Materials & Services \$ _____ %
 3. Capitol Outlay \$ _____ %
 - b. Revenues
 1. Taxes \$ _____ %
 2. Other Income \$ _____ %

VI. County Service Districts - This is not really a separate "level" of local government but these entities are just unique enough so that they do not fit conveniently into either the county or special district catagory. County service districts are like special districts from an operational and financial point of view but closer to counties in other ways.

- A. Area of jurisdiction - county service districts cover different sized areas like special districts and are generally single function - provide only a single service. But they are usually run by county staff.
- B. Governing Body - The major distinguishing feature of these types of units of government is that their governing body is the Board of County Commissioners of the county within which they are found. Thus for instance the Clackamas County Board of County Commissioners sits as the Board of Directors of Clackamas County Service District No. 1 which provides sewers to 50,000 people in urban Clackamas Co.

- C. What do CSD's do? County Service district can be formed to provide a wide range of services from enhanced (above the normal county level) police service to storm drains. In fact they have been utilized in this metropolitan area primarily for sewers, street lights, storm drains and road construction. Because they are run by the county it is felt that county service districts can be better coordinated with other county activities than if they had their own board and staff as do special districts.
- D. How are they financed? - Financing is the same for county service districts as it is for special districts.

VII. Summary

EXHIBIT B

N O T E :

The attached memo would be sent out on MCL stationery.
It would only be sent to public or private organizations
with some knowledge of the Citizen's League and should
be sent under a cover letter from an MCL member who is
known to the organizational representative being contacted.