

1/3 meeting



# MULTNOMAH COUNTY OREGON

## MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

1120 S.W. Fifth Avenue  
Suite 1500  
Portland, Oregon 97204  
(503) 248-3525

### MEMBERS

Ann Porter, *Chair*  
Mark Johnson, *Vice-Chair*  
Florence Bancroft  
Lana Butterfield  
David J. Chambers  
Liberty Lane  
Monica Little  
Bruce McCain  
Paul Norr  
Marcia Pry  
Casey Short  
Nicholas Teeny  
LaVelle VandenBerg

### STAFF

William C. Rapp  
*Administrator*  
Shirley Winter  
*Secretary*

### PUBLIC MEETING NOTICE

Wednesday, January 3, 1990  
7:30 p.m.

P.C.C./Sylvania Campus  
Cedar Room

12000 S.W. 49th Avenue  
Portland, Oregon 97219

(Directions and map on reverse side)

### AGENDA

#### 1. Invited Testimony

Charles Cameron, Washington County Administrator  
Mike Swanson, Clackamas County Chief Executive Officer  
Gordon Tiffany, Clark County Executive

#### 2. Public Testimony

#### 3. Committee Business

Approval of 12/13/89 Minutes  
Approval of 12/20/89 Minutes  
Other Business

### TENTATIVE FUTURE MEETINGS

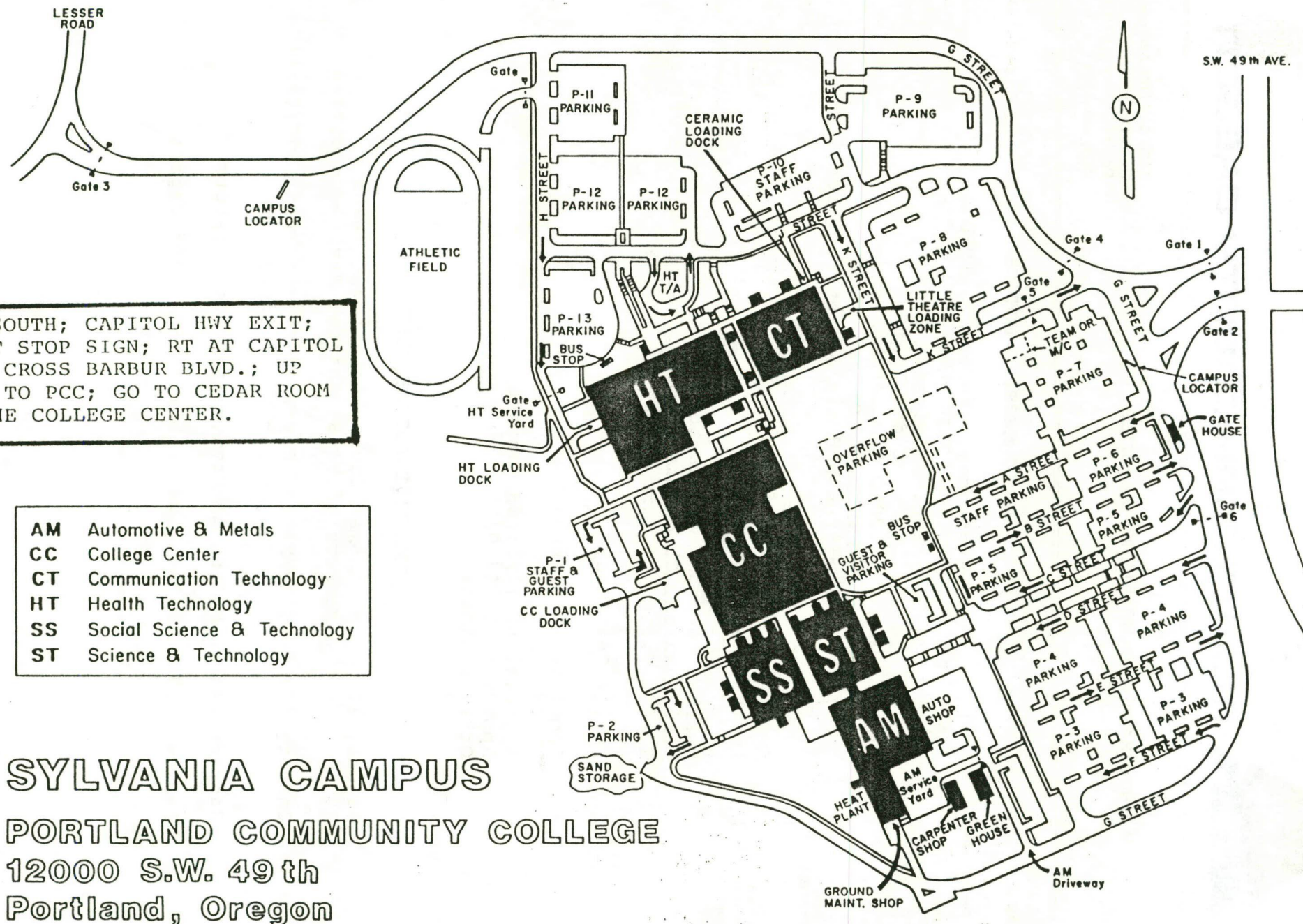
January 10: Multnomah County Department Heads  
Members of 83-84 Charter Review Committee

January 17: City/Metro Representatives (at PCC/Cascade  
Campus-North Portland)

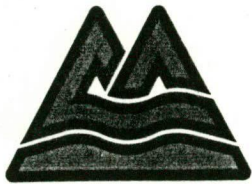
January 24: Multnomah County State Legislators

February 17: All day work session on staff report









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Shirley Winter  
*Secretary*

## MINUTES JANUARY 3, 1990

Pursuant to notice by press release to newspapers of local circulation throughout Multnomah County and on the mailing list of the Committee, a public meeting of the Multnomah County Charter Review Committee was held at PCC/Sylvania Campus, Cedar Room, 12000 SW 49th Avenue, Portland, Oregon. The meeting convened at 7:32 p.m.

### Members Present

Ann Porter, *Chair*  
Mark Johnson, *Vice-Chair*  
Lana Butterfield  
David Chambers  
Liberty Lane  
Monica Little  
Bruce McCain  
Marcia Pry  
Casey Short  
Nicholas Teeny  
La Velle Vanden Berg

### Members Absent

Paul Norr  
Florence Bancroft

### Invited Testimony

Charles Cameron, Washington  
County Administrator  
Mike Swanson, Clack. Cnty.  
Chief Executive Officer  
Gordon Tiffany, Clark  
County Executive

### Staff Present

Bill Rapp, Administrator  
Donna Tucker, Secretary

### INVITED TESTIMONY:

#### Charles Cameron, Washington County Administrator

Mr. Cameron distributed materials consisting of (1) an outline of his presentation, (2) Washington County organization chart, (3) 1989-90 Washington County Budget, (4) 1989-90 Washington County Administrative Office budget; (5) a document entitled, "Management Decision Making: The County-Wide Perspective," dated September 19, 1989; and (6) a report prepared by the International City Management



Association, dated October 26, 1984, entitled, "Similarities and Differences Between County and City Management."

Mr. Cameron outlined the structure of Washington County government, as follows:

- Washington County uses the council manager form of government; the organization has passed a variety of tests to be formally acknowledged by the International City Management Association in this capacity.
- The board consists of five commissioners; four district, one at-large. All commissioners perform on an equal basis, providing the same services to the community. There is no commission staff; county administrative office staff is used.
- The county administrative office consists of four additional professional staff members, one intergovernmental manager, one intern, and five support staff.
- There are eleven departments/offices; seven of the department heads are appointed by the county administrator and serve at his pleasure; one is appointed by the board of commissioners (county legal counsel); three are elected (district attorney, auditor, sheriff). In addition, there are four smaller offices (such as the block grant office) with the department head appointed by the county administrator.
- External responsibilities carried out by the chair and board of commissioners include: (1) serve as conduit and assessor of public need, (2) determine policy direction of the county, (3) provide legislative and quasi-judicial responsibility, and (4) maintain intergovernmental relations with peers (participation on many Washington County and statewide boards and committees).
- Internal responsibilities carried out by the county administrator include: (1) implementation of policies adopted by the board, (2) meeting with peers, (3) development, analysis of requests and preparation of budgets for approval by county commissioners; (4) general management, consisting of organizational analysis, program evaluation, personnel and labor relations, discipline and grievance resolution, and asset management, and (5) staff support to board of commissioners.
- Board of commissioners' time is distributed between handling current issues of concern, such as land use, water quality, transportation, and solid waste; intergovernmental boards,



committees and commissions; constituent representation, and commission meetings.

- County administrator's time is divided between implementation of board goals, fiscal administration, providing direction to department heads, and staff development and evaluation of programs.

Cameron gave some examples of methods used by Washington County to insure that there is adequate communication between the board and the county administrator's office. They are:

1. Mission and value statements, such as, County 2000 Business Plan.
2. Annual specific goals.
3. Performance evaluations and accomplishments of county administrator and department heads.
4. Formal direction from board of commissioners.
5. Informal communications between county administrator, board of commissioners and department heads.

Specific suggestions offered by Cameron to the committee are:

1. Adopt a council-manager form of government for the following reasons:
  - A. Increased representation because of ability to determine critical community needs through better communication, and implementation of support for those needs.
  - B. The ability of the administrator to forward allocation plans, provide quality control functions and provide objective input drawn from experience, skills and education.
  - C. Increased professionalism because of ability to attract those who are educated in county government and marriage of political and business approaches.
2. Consider appointing the sheriff because of the complexities of law enforcement today and the possibility of not finding anyone locally to meet current needs and to eliminate the competition for resources.

Cameron suggested that any general questions be saved until all three of the speakers were done. The committee agreed and there



were no specific questions for him at the time.

Mike Swanson, Clackamas County Chief Executive Officer

Mr. Swanson stated that he agrees with Mr. Cameron's presentation. He then clarified the fact that his position, chief executive officer, is the same as county administrator; his title has no additional significance.

Swanson has served as chief executive officer for Clackamas County for the past three years and is the newest employee in upper management. Since that time, Clackamas County has been in a transition period with the goal of achieving the same high quality of government as Washington County.

Swanson serves with three county commissioners who are elected at-large. The sheriff, district attorney, assessor, treasurer, clerk, recorder and surveyor are elected. Since 1987, the treasurer has served as Director of Finance, thereby consolidating four separate financial organizations into one.

Appointed positions include: Director of General Services Administration, Director of Department of Utilities, Director of Department of Human Services, legal counsel, Director of Department of Transportation and Development, Director of Intergovernmental Affairs, and Director of the Department of Human Resources. All of these positions are presently being redefined.

Currently, the majority of Swanson's time is spent in organizational change issues; one of the major changes made last year was removing major department heads from civil service and placing them on performance contracts, as is done in Washington County. He is also responsible for (1) translating into action the goals of the commissioners, (2) evaluating all department heads except county counsel and, of course, his own; these are evaluated by the board, (3) performing objective analysis of issues, and (4) meeting with the board from 5-10 hours per week, mostly on organizational issues.

Swanson's staff includes two secretaries and he will be hiring a clerk of the board and a staff analyst at the board level.

The chair of the board in Clackamas County is responsible for conducting meetings and being the spokesperson for the county. Swanson only relates specifically with the chair in order to discuss topics that she may be speaking with a group about in her role as chair. Otherwise, he meets with all board members equally. Other than discussing her speaking engagements, he has no special relationship with the chair.



Swanson then gave the committee a draft of materials compiled in an attempt to redefine the roles of the board of commissioners, chief executive officer and department heads. These materials consist of: (1) county organization chart, (2) board of commissioners organizational roles with examples of authority, (3) chief executive officer organizational roles with examples of responsibilities, and (4) an outline of the roles of department heads.

Examples of responsibilities of the board of commissioners include authority to: adopt the budget, hire and fire CEO and county counsel, set all compensation, adopt long-range plans and provide leadership to the county.

Examples of responsibilities of the administrative officer are authority to: hire and fire department heads, responsibility for the form of county organization and to provide leadership.

The role of department heads is to: recommend to the CEO budget and resource allocations, hire and fire department staff, assure board and the CEO that policies are implemented, provide information to the CEO, implement a system of accountability for the department, establish administrative processes for department, communicate with staff, develop and recommend policies to CEO and to be sensitive to the quality of the workplace.

Bruce McCain asked if Swanson would like Clackamas County to have a charter. Swanson stated that he would like to have a charter eventually. Even though he and the staff presently have a good relationship, it would help to clarify roles and issues.

Casey Short asked if Multnomah County would have to go through an arduous transition period (as Clackamas County currently is) if administrative changes were made. Swanson replied that any change in administration will create tension; prior planning and role definition are a must and a grace period should be allowed. In addition, the committee should consult with people currently in the county organization; give staff input in defining their roles and the board's role. Turn this tension into creativity.

Gordon Tiffany, Clark County Executive

Mr. Tiffany outlined his personal background and education. He has a Masters of Public Administration and has worked in public administration for approximately 16 years. He has served in his present position for two years. He also noted that his title might be inappropriate. An "executive" usually refers to an elected position; "administrator" or "manager" is more appropriate.



Tiffany stated that Clark County is a non-charter county operating under general law. There are three full-time commissioners and eighteen additional elected positions; they are Assessor, Auditor, Clerk, Coroner, Prosecuting Attorney, Sheriff, Treasurer and six superior court and five district court judges.

Since the early 1980's, Clark County has had to restructure the county staff in order to handle increasingly complex issues. The County Executive position was created in 1985 to centralize administrative responsibility.

Clark County has a population of 226,000 of which 72% are residents of the unincorporated county. The county provides a broad range of urban services to these residents and has a variety of formal and informal arrangements to provide urban services either directly or cooperatively with municipalities.

Tiffany stated that, even though there are some situations where an elected executive is appropriate, it is his belief that an appointed executive makes democracy more effective because it:

1. Empowers voters' elected representatives by allowing the Board to focus on policy leadership and by placing overall responsibility in the elected board, rather than separating accountability into competing elective offices.
2. Provides for competent management, as the appointed executive is selected solely on the basis of proven ability to manage a local government rather than on skill in campaigning.
3. Frees policy makers to concentrate on policy rather than having to use their time to manage daily operations. It is the Board's job to develop and communicate the vision, to set policies, and to monitor operations, but not to operate departments.
4. Allows the executive to manage with no partisan political duties, no need to take time off to campaign, and no need to raise campaign funds (thereby reducing any appearance of conflict of interest in county management). The administrator will emphasize efficient businesslike approaches to management rather than political issues.
5. Is the most popular form of local government organization in the United States. Further, the principle of an appointed manager responsible to a policy board is similar to proven private corporate organization.



6. Provides for flexibility, allowing numerous locally determined variations in specific responsibilities and organizational details.
7. Reduces patronage, with personnel decisions based on merit without regard to political affiliation.

Tiffany reviewed the materials distributed to the committee, which consist of:

1. A memorandum on his background, his current position and executive management.
2. "Criteria and Guidelines for Recognition of a Council-Manager Position" and "Criteria and Guidelines for Recognition of a General Management Position," adopted by the International City Management Association. Tiffany suggested the committee use these documents as guidelines.
3. Introduction to the "Model County Charter," published by the National Civic League, Inc. in Denver, Colorado. This document is due to be completed soon and Tiffany suggested the committee obtain a copy for their review. Of specific interest to the committee is the section entitled, "The Model Charter: A Guide."
4. Task force report from St. Louis County, Minnesota, entitled, "The Impact of the County Administrator Form of Government on St. Louis County," dated June 1988.
5. Job description for the Clark County County Executive.

Tiffany stated that after reviewing some of the charter review minutes and the Multnomah County Charter, he wanted to discuss some issues he believes are important:

1. It is important that a central staff be used for all board members; this eliminates competition between individual commissioners and staff and promotes cooperation.
2. Multnomah County should consider providing municipal services as a wholesaler, possibly using Dade County, Florida as a model. This ties in with Resolution A.
3. A single personnel system and mandated budget process should be used in order for the county government to operate efficiently.
4. It depends on the work load whether the board of commissioners should be full or part-time; they should be paid accordingly.



The Clark County commissioners are full-time and paid \$50,000+/year. The commissioners earn that salary and more.

Casey Short asked who sets commissioners' salaries for Clark County. Tiffany stated that they are set by the commissioners themselves; he approves of this method of setting elected officials' salaries. He suggested salaries be set during one term for the next term. It is his belief that Multnomah County would benefit from setting salaries in this manner; the voters in Multnomah County have not been responsible in keeping salaries up to date.

Bruce McCain asked if Clark County has a centralized personnel system for employees of all elected officials and staff. Tiffany said they do, but under Washington law, deputies and police officers are civil service employees, which is a separate process handled within the overall personnel system. There is a single personnel staff performing the recruitment process, setting procedures and setting salaries. Under further questioning by McCain regarding collective bargaining, Tiffany stated they have 981 employees of which 117 are not represented through collective bargaining.

#### Question and Answer Session with Cameron, Swanson and Tiffany

David Chambers asked Cameron if he believes county government is moving away from civil service toward performance contracts. Cameron stated that Washington County is unique in that 70% of the employees are not represented by a union; performance contracts should be used with non-union employees. Washington County's highest priority is in the management staff of the county.

Marcia Pry stated that in the previous charter review, county administrators were characterized as job-hoppers; she asked if these gentlemen agreed with that statement. Cameron said it has been a problem in some areas in the past, but the National City Management Association has set standards and expectations which, along with the cost of relocation, have mitigated the problem. Swanson stated that one of the reasons county administrators may change jobs is for job security. Tiffany said he believes that when the job is completed, that is the time to move. He agreed that job security is also an issue and believes that a strong severance agreement should be incorporated in the employment agreement; some larger cities offer six-months severance pay to the city manager.

Liberty Lane asked Swanson and Cameron to comment on whether or not their commissioners each have an individual staff. Swanson stated that for the past two years Clackamas County has given each commissioner the option of hiring one part-time person; the duties



of that person are strictly clerical and not analytical. All other staff members report to Swanson. Cameron stated that Washington County Commissioners have no staff; his office does needed clerical work for the commissioners.

Bill Rapp asked the three speakers to discuss the difference between a strong and weak administrator, how they see themselves in this regard and whether all three have the freedom to make decisions regarding department heads. Tiffany stated that the person with less formal authority lacks autonomy in making decisions, but is not really thought of as weak; you hire the person with the qualifications needed for the position. Tiffany said he has as much authority as the commissioners allow him. Swanson stated that he has a tremendous amount of autonomy which is in direct proportion to his sensitivity/communication with the board. Cameron agreed with the other two in that he also has a great deal of autonomy, but it is directly related to his relationship with the board. The three speakers seemed to agree that the degree of autonomy stems less from what is expressly stated in the charter (if there is one) and more from the administrator's personal relationship with the board.

David Chambers asked Cameron if he is a native Oregonian and whether it is typical that most county managers in this form of government come from out of state. Cameron said he grew up in California and attended the school of public administration in California and has worked for the city of Los Angeles, San Luis Obispo County and a county in northern California. He began with Washington County seven years ago as assistant county administrator and was appointed county administrator four years ago. Cameron said the craft of public service is universal throughout the United States and demographics and issues are often identical; therefore, it is possible to practice anywhere in the country.

Ann Porter asked if county administrators deal with citizen involvement groups, such as the one in Multnomah County. Cameron said Washington County also has a citizens committee which communicates more with the board of commissioners than with the county administrator, even though he is available to assist them. Tiffany stated that Clark County has a variety of citizen involvement groups with a staff person assigned to each to assist with their needs; however, they report to the board of commissioners. Swanson stated that Clackamas County has much the same situation; however, Clackamas County is in a transition period and is attempting to expand citizen involvement.

PUBLIC TESTIMONY:

Bob Goldstein

Mr. Goldstein said that some of the statements made by the invited speakers did not relate to what the committee is trying to accomplish and did not apply to Multnomah County. He suggested that the committee look at previous editions of the charter, and specifically at provisions taken out of the charter to determine why, in fact, they were deleted. He also asked that no final decisions be made too early.

COMMITTEE BUSINESS:

Approval of Minutes

Ann Porter asked if there were additions or corrections to the minutes of December 13, 1989, and December 20, 1989.

Bill Rapp stated that the December 13 minutes should be amended to show that Liberty Lane and Lana Butterfield were present. They were approved as corrected.

Bill Rapp said the December 20 minutes should be amended beginning on page three, line two, to read, "the auditor should not be allowed to run at any time for another county office during ..."  
The minutes were approved as corrected.

Other Business

Bill Rapp announced that the next meeting will be on January 10th in the Multnomah County Board Room at 7:00 p.m.

The meeting adjourned at 9:25 p.m.



**MULTNOMAH COUNTY  
CHARTER REVIEW COMMITTEE  
1120 S.W. 5th AVE., SUITE 1500  
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LaVelle VandenBerg

December 27, 1989

Gordon Tiffany  
Clark County Executive  
P.O. Box 5000  
Vancouver, Washington 98668

### STAFF

William C. Rapp  
*Administrator*  
Shirley Winter  
*Secretary*

Dear Mr. Tiffany:

Thank you for agreeing to testify before the Multnomah County Charter Review Committee at its January 3rd meeting. The meeting will begin at 7:30 p.m. in the Cedar Room at the PCC/Sylvania Campus (see the enclosed agenda for directions and map).

The Committee would appreciate a presentation of up to 15 minutes on Clark County structure especially as it relates to your position (for example, exactly how you interact with the governing body), suggestions as to issues the Committee should direct its attention to and any specific recommendations you have regarding changes in the Multnomah County Charter. It would be appreciated if you could submit 20 copies of a prepared statement.

Thank you for your willingness to participate in the Committee's review of the current charter. I look forward to seeing you on Wednesday, January 3rd.

Sincerely,

William C. Rapp  
Administrator

WCR:saw



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William C. Rapp  
*Administrator*  
Shirley Winter  
*Secretary*

December 27, 1989

Charles Cameron  
Washington County Administrator  
151 North First Street  
Hillsboro, OR 97124


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December 27, 1989

Mike Swanson, Chief Executive Officer  
Clackamas County  
906 Main Street  
Oregon City, Oregon 97045

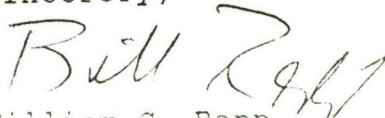
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William C. Rapp  
*Administrator*  
Shirley Winter  
*Secretary*

January 4, 1989

Charles Cameron  
Washington County Administrator  
150 N. First Avenue  
Hillsboro, Oregon 97124

Dear Mr. Cameron:

Thank you very much for your presentation to the  
County Charter Review Committee on January 3rd.

Your recommendations will receive serious considera-  
tion as we gather information about Multnomah County  
government.

Your time and effort on our behalf are appreciated.  
Please feel free to come to our meetings or call  
Committee Administrator Bill Rapp at our office at  
any time. Thank you again.

Sincerely,

Ann Porter, Chair  
Charter Review Committee

AP:saw





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January 4, 1989

Mike Swanson  
Chief Executive Officer  
Clackamas County  
906 Main Street  
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Charter Review Committee

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January 4, 1989

Gordon Tiffany  
Clark County Executive  
P.O. Box 5000  
Vancouver, Washington 98668

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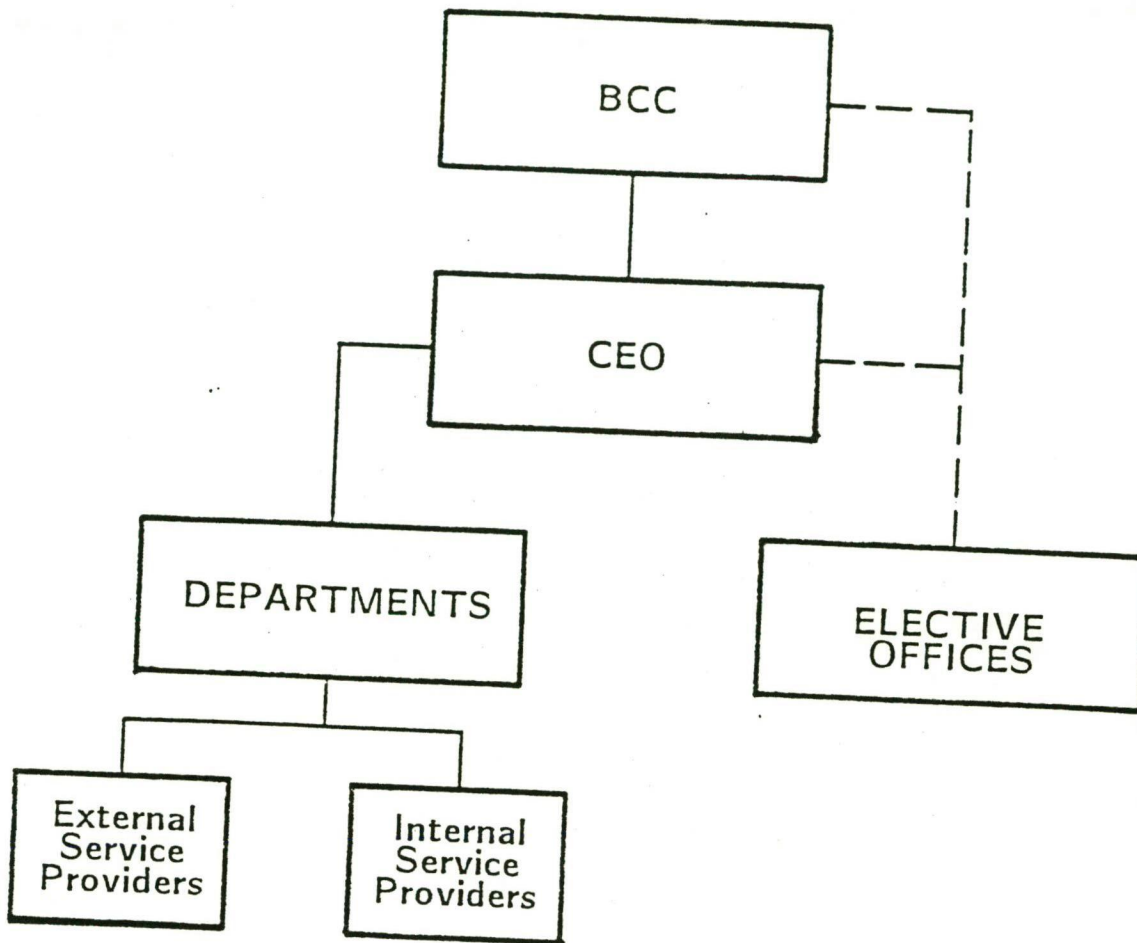
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Sincerely,

Ann Porter, Chair  
Charter Review Committee

AP:saw





Feedback lines: -----

Lines of Authority \_\_\_\_\_

## MOST IMPORTANT ORGANIZATIONAL ROLES

### BOARD OF COMMISSIONERS

1. The Board is accountable to the electorate for the effective management of the County.
2. Establish and communicate the County's values, vision, and policies.
3. Listen to and evaluate the needs of the citizens for better community relations and County planning.
4. Be visible to the public and communicate with the electorate the activities and achievements of the County.
5. Communicate with the departments and staff for program planning and policy formulation.
6. Act as a quasi-judicial body to evaluate facts and present decisions, as necessary.

### Examples of Responsibilities:

1. Budget authority.
2. Authority to hire and fire CEO, County Counsel.
3. Set all compensation.
4. Adopt long-range plans.
5. Set example -- provide leadership to the County.



## MOST IMPORTANT ORGANIZATIONAL ROLES

### CHIEF EXECUTIVE OFFICER

1. To manage the affairs of the County in behalf of the Board of Commissioners.
2. To insure that County policies are consistently applied.
3. To develop a system of accountability for County departments.
4. To recommend to the Board a balance of resource allocation consistent with established goals and objectives and program priorities.
5. To provide the Board with staff recommendations that include facts, options, and consequences.
6. To insure County produces best product within legal constraints, and financial and personnel resources.

### Examples of Responsibilities:

1. Hire and fire department heads.
2. Responsible for the form of County organization.
3. Set example -- provide leadership.

## THE ROLE OF DEPARTMENT HEADS

1. Recommend to the CEO budget and resource allocations.
2. Hire and fire department staff.
3. Assure Board/CEO policies are implemented.
4. Provide information to the CEO.
5. Implement a system of accountability for department.
6. Establish administrative processes for department.
7. Communicate with staff.
8. Develop and recommend policies to CEO.
9. Be sensitive to the quality of the workplace.




## M E M O R A N D U M

TO: MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

FROM: GORDON TIFFANY, CLARK COUNTY, WASHINGTON  
COUNTY EXECUTIVE

DATE: JANUARY 3, 1989

SUBJECT: INVITED SUBMITTAL



### PERSONAL BACKGROUND

- Current position since January 1988
- Previously County Administrator, Mesa County Colorado - 5 years
- Various city management positions in Florida and Illinois since 1973
- Taught Public Administration at Mesa State College, Colorado
- Currently on Board of the National Association of County Administrators
- Various professional associations and committees including International City Management Association's county Committee
- Master of Public Administration, University of Puget Sound, Tacoma, Washington

### CURRENT POSITION

Clark County is a non-charter county operating under general law. There are three Commissioners, full-time, with the following additional elected positions: Assessor, Auditor, Clerk, Coroner, Prosecuting Attorney, Sheriff, Treasurer and six Superior Court and five District Court judges.

The county is typical of many general law counties in the evolution of the current administrative organization. Since the early 1980's, the county government has been called upon to handle increasingly complex issues; resources are never adequate for the need; and in our case, we have become the regional government. Professionalizing the county staff has been accomplished over time by conscious decision of the Board of Commissioners. The County Executive position was created in 1985 to centralize administrative responsibility.

Clark County is growing, now with a population of 226,000 of which 72% are residents of the unincorporated county. The county provides a broad range of urban services to these residents, and has a variety of formal and informal arrangements to provide urban services either directly or cooperatively with our municipalities.

I have attached a copy of the current job description. A side note: the "County Executive" title is most often used for an elected position. I would like to change the title to County Administrator, Chief Administrative Officer, or some other more conventional title.

#### EXECUTIVE MANAGEMENT

I believe that an appointed executive is most appropriate for county government because it makes democracy more effective. Here's how:

1. Empowers voters' elected representatives by allowing the Board to focus on policy leadership and by placing overall responsibility in the elected board, rather than separating accountability into competing elective offices.
2. Provides for competent management, as the appointed executive is selected solely on the basis of proven ability to manage a local government rather than on skill in campaigning.
3. Frees policy makers to concentrate on policy rather than having to use their time to manage daily operations. It is the Board's job to develop and communicate the vision, to set policies, and to monitor operations, but not to operate departments.
4. Allows the executive to manage with no partisan political duties, no need to take time off to campaign, and no need to raise campaign funds (thereby reducing any appearance of conflict of interest in county management). The administrator will emphasize efficient businesslike approaches to management rather than political issues.
5. Proven success, the most popular form of local government organization in the United States. Further, the principle of an appointed manager responsible to a policy board is similar to proven private corporate organizations.
6. Flexible, allowing numerous locally determined variations in specific responsibilities and organizational details.
7. Reduces patronage, with personnel decisions based on merit without regard to political affiliation.



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#### RECOGNITION

The International City Management Association has established criteria and a process to recognize local government positions with overall management responsibility. I have attached a copy of these criterion and guidelines. Recognition would be either as a council-manager position or a general management position with the distinction being the degree of autonomy.

#### MODEL CHARTER

Enclosed ia a proof copy of the Introduction to the Model County Charter, due for publication by the National Civic League imminently. This introduction discusses various issues with which you are dealing. The Civic League continues in this updated charter to recommend, as it always has, "centering responsibility for the administration of county services to a single professional administrator, the county manager, subject to appointment, removal, and general supervision by the council."

Also enclosed is a Task Force Report from St. Louis County (Duluth) Minnesota which evaluates that county's first year of operation with an appointed professional administrator.

## Criteria and Guidelines for Recognition of a Council-Manager Position

(Adopted October 11, 1969, and revised July 22, 1989)

**Appointment.** The manager can be appointed by a majority of the council for a definite or indefinite term and must be subject to termination by a majority vote of the council at any time.

*Guideline.* It is recognized that the process for appointing the manager may include participation by others in nominating or recommending candidates to be considered. However, the final responsibility or authority of appointment as well as dismissal of the

manager must lie with a majority of the council.

**Policy formulation and implementation.** The position should have direct responsibility in policy formulation as well as policy implementation.

*Guideline.* Final authority for policy formulation rests with the council, but the manager should play an integral role in developing and analyzing alternatives for the council's consideration and be responsible for implementation of council-approved policy.

**Budget.** The manager shall be designated by legislation as having responsibility for preparation of the proposed budget for council's consideration and as having responsibility for implementation of the council-approved budget.

*Guideline.* While the manager should have responsibility for preparing and presenting the budget to the council, it is recognized that many parties often participate in the budget process and may contribute to the development of the manager's recommended budget. Once approved by council, the manager is responsible for implementing and administering the budget.

**Appointing authority.** The manager shall have authority by legislation for the appointment and removal of at least most of the heads of the principal departments and functions of the local government.

*Guideline.* The manager's ability to independently select the most qualified personnel for key department head positions and remove them when necessary is essential to his or her administrative effectiveness. Within



this context, it is recognized that a manager may choose to consult with and seek consensus from council on the appointment and dismissal of key department heads.

Though the preferred arrangement is for the manager to have independent authority to appoint and remove key department heads, recognition in the C-M category will also be extended to those communities in which council is given the authority by legislation to confirm, validate or ratify such personnel actions, as long as responsibility for recommending them remains with the manager.

**Organizational relationships.** Those department heads whom the manager appoints should be designated by legislation as administratively responsible to the manager.

**Qualifications required for position.** The qualifications for the position should be based on the educational and administrative background of candidates.

*Guideline.* Appointment to the manager's position should be based on professional experience, administrative qualifications, and education to ensure that the community is served by a competent, well-trained professional. Political affiliations should not in any way influence appointment.

### Criteria and Guidelines for Recognition of a General Management Position

(Adopted April 19, 1969, and revised July 22, 1989)

**Appointment.** The position shall be filled by appointment made by an elected representative and/or representatives and shall be responsible to an elected representative and/or representatives.

*Guideline.* This criterion relates to the basic concept that overall management is the link between the political leadership and program execution. It is essential that the person filling the position of overall management be appointed by and responsible to the legislative body or the chief elected official of the local government.

**Policy formulation and implementation.** (Same as for council-manager position.)

*Guideline.* The position of overall management has a primary characteristic of responsibility for creative initiative in the development of public policy alternatives and recommendations for consideration by elected officials throughout the broad spectrum of the local government's functions. Responsibility for policy formulation means that the person in the position has access to the council and works with its members even though he/she may report directly to the mayor. In the case of a council-appointed administrator, his/her access should be direct.

**Budget.** The position should have major responsibility for preparation and administration of the operating and capital improvement budgets.

*Guideline.* Both elements should be present because it is through the administration of the operating budget that basic management control is exercised, and it is the budget preparation process that concerns itself with resource use. In applying this criterion, the term "major responsibility" refers to appointed positions and not elected positions. This may become critical in evaluating the work of a mayor-appointed administrator.

**Appointing authority.** The position should exercise significant influence in the appointment of key administrative personnel.

*Guideline.* The direct or legal appointive power will vary considerably. The fact that the position may have authority only to recommend the appointment of department heads should not in and of itself exclude the local government from recognition. Neither is there any fixed formula as to which or how many appointments must be influenced.

It will be necessary to view this in the context of the position's total responsibility, particularly the budget process. One important element is that the position should have authority to appoint a sufficient share of the management staff to control budget preparation and administration.

**Organizational relationships.** The position should have continuing direct relationships with operating department heads on the implementation and administration of programs.

*Guideline.* The important factor here is that the position be recognized within the local government organization as the principal general management professional. The relationship is most clear if the position has direct supervision over department heads. The real issue, however, is what day-in and day-out influence the position has over department heads. At a minimum, it should be expected that overall management responsibility includes the status of first peer among administrative peers in a horizontal organization.

**Qualifications required for position.** (Same as for council-manager position.)

*Guideline.* This criterion simply means that the person should be chosen on merit and that he/she should have significant administrative experience and educational background. It excludes the strictly "political" appointment. It does not mean, however, that the person must have local government experience per se.

THE REVISED EDITION OF THE  
MODEL COUNTY CHARTER WILL  
BE PUBLISHED AT THE END OF  
DECEMBER 1989.

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## INTRODUCTION

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**P**ublication of the revised edition of the *Model County Charter*, reaffirms the long held commitment of the National Civic League to the increasing importance of county government in the American federal system. During the last half of the twentieth century counties have experienced significant changes in both their role and structure, but they must continue the process of adjustment as they are required to cope with critical social, economic and environmental problems in urban, suburban and rural areas.

Considering the enormous diversity of counties, it may be considered presumptuous to present a "model" form which obviously will not fit all or even a majority of American counties. Repeated is an assertion made in the introduction to the 1956 edition of the *Model County Charter*:

No model charter or law can be drafted which should be adopted anywhere without change. The vast differences in the size, resources and problems of the 3,000-plus organized counties would in themselves make it impossible to prescribe a single basic law or charter equally applicable to all. When to these differences are added the differences in constitutional and legal provisions for county government and differences in political habits and traditions, it is clear that there can be no single neatly packaged answer to the whole problem of governmental organization and power for every county.....The *Model* is offered, therefore, not as a panacea but as a resource, seeking to embody as much as possible of the best and most up-to-date thinking on the basic structure of county government....goals for drafting home rule or special county charters....for the preparation of optional county charter laws or for amendments of provisions of state constitutions and laws where those provisions prevent or impede the modernization of county government.

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The revised *Model County Charter* continues to endorse a structure in which all the powers of the county are vested in the elected governing body which appoints as the county's chief executive a professional manager who is continuously responsible to and removable by the elected governing body.

As was indicated in the earlier edition, the *Model* must be modified to fit local circumstances. Some alternatives are provided in the model text, others suggested in the commentary, and a basic departure from the endorsed form is covered in an appendix dealing with an elected chief executive structure.

### ***Prospects for Progress***

Critics of county government have subjected it to more political invective than any other level of government. It has been described as clumsy, antiquated, ramshackle, headless, crooked, and, of course, inefficient and expensive. It was called the "dark continent" of American politics and "the courthouse gang" was the label given to what some considered the "last ditch" stand of the old fashioned political system.

While the name-calling was going on leaders of the National Municipal League (now the National Civic League) were urging that the same approach which they were proposing for the reform of municipal government was applicable to counties. As early as 1913 the council-manager plan based upon the "short ballot" principle was seen as the way to simplify county government. Unfortunately, most people didn't read beyond the title page of the National Short Ballot Organization's little 1917 book, *The County: The Dark Continent of American Politics*. It was a plea for reconstruction of county government. It lauded the California's 1911 County Home Rule Constitutional Amendment and the Los Angeles County Charter adopted in 1912.

At the same time Reformer Richard S. Childs, leader in both the Short Ballot Organization (which he and Woodrow Wilson had founded a few years earlier) and the National Municipal League, had launched the campaign for council-manager government in cities. He



also was talking about the "prospect for progress" in county government and stated the essentials of county reform:

A satisfactory solution of the many problems can be worked out only by a steady process of evolution, under conditions that give scope for experiment, free from needless Constitutional restrictions. The counties must be free to advance individually and not be in perpetual lockstep. Let the more progressive counties feel their way cautiously forward, to be followed by others when the value of a given step is clearly proved by experience.

The path of progress will surely be in the general direction of unification and simplification. Some of the elective officers must be transferred to the appointive list, and those, who remain elective must be built up in power, influence, and conspicuousness until they command the discriminating attention of the electorate. The ballot must not continue to be too long to remember, but must be shortened sufficiently to come within the complete oversight of the voters. Responsibility must be clearly located. The county must be given a definite head. The limbs and body must be joined together and put under the easy control of a brain. Not otherwise can the people of a county secure an organism that will be an effective and efficient servant.

### *Principles of a Model*

By 1930 Mr. Childs and the other reformers in the National Municipal League, seeing the success of the Model City Charter in fostering adoption of the council-manager plan by cities, were confident enough to prescribe the "Principles of a Model County Government":

- Provision of a wieldy but representative policy determining body elected by the people and responsible to them for the conduct of county government.
- Creation of a single responsible executive head chosen by the policy-determining body and accountable to it for the administration of

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the county services, i.e. a manager.

- Choice of administrative officers through appointment by the chief executive, thus providing a short ballot and centralized administrative control.
- Concentration of activities in a few departments on the basis of function.
- Provision of a substantial degree of flexibility to permit adjustment to varying local situations.
- Subject to local constitutional requirements, the proposed plan is suitable for embodiment either in a county government law of state-wide application or in an individual county charter (see NATIONAL MUNICIPAL REVIEW, August 1930, p. 565, and September 1933, p. 456).

In 1930 the League published *A Model County Manager Law* based on these principles. This was almost an act of faith on the part of the reformers. There was little enthusiasm among incumbent county officeholders to undertake change and very little civic support for doing so because of the lack of confidence in counties to emerge from longheld practices. Also to many citizens counties seemed extraneous, an unnecessary layer of government, and saw no reason to improve it. For local government services they looked to "city hall". Some residents of incorporated municipalities just didn't think they needed the county. "Give its state functions to the state and its local functions to the city," they said with a closed mind to the possibilities of a greater role for counties.

Further state constitutions presented formidable obstacles to county reform. Often a uniform system of county government was prescribed in the constitution for counties large and small. The idea of a chief executive appointed or elected had very limited appeal. There was, however, some pioneering experience in a number of counties. By 1933 nine California counties had taken advantage of the county home rule amendment and had adopted charters. Most of these had appointed administrators. An appointed administrator for



a non-charter county had been originated in North Carolina. Three Virginia counties already had managers following the lead of Virginia cities. The first two elected county chief executives were created when Nassau and Westchester counties in New York adopted charters in the mid 1930s.

### ***Regional Potential***

At the same time the National Municipal League issued its pioneering report on government in metropolitan areas in the United States. It made a strong statement on the potential of county government for meeting metropolitan problems:

Where county boundary lines coincide with those of the region the county government, revamped and modernized, may serve as the foundation on which to build a regional organization. In other cases, in which the region covers two or more counties, the county may be preserved as a constituent part of a federated government, its historic role being modified in accordance with the demands of a new situation. (see National Municipal League, *The Government of Metropolitan Areas*, 1930, p.388).

During the New Deal era, World War II and the years immediately following, relatively little happened on the county reorganization front and in general little was done to reduce constitutional obstacles. Missouri, the state which originated the municipal home rule charter concept in the 19th century, adopted a new constitution in 1945 which extended the opportunity to adopt home rule charters to the state's largest counties. St. Louis County was quick to take advantage of this with its own charter approved in 1950. Montgomery County Maryland had begun to operate under a charter in 1948.

Meanwhile the logic of making counties responsible for area-wide functions caught on, partly because hard-pressed cities wanted the suburban areas out in the county to share the burden of functions serving more than city residents. As the principle subdivisions of the state counties long had the major responsibility for performing services which are provided state-wide, e.g. judicial administration, elec-



tions, detention, and roads. But they became increasingly involved in operating parks, libraries, hospitals, airports, health and welfare, waste disposal—indeed every “municipal type.” service. Counties, notably Los Angeles County, became wholesalers of services to municipalities.

### ***Form Follows Function***

Forward looking county officials welcomed the new responsibilities, but some accepted this new role reluctantly. It became evident that the traditional rural forms were inadequate. The fundamental architectural principle *form follows function* describes the evolution of county government in the last three decades and is a precept which can guide its future.

In the early 1950s the National Association of County Officials was a sleepy organization, an “old boy” network with only a parttime staff. Beginning in the late 1950s it accepted the responsibility for providing leadership in building an agenda to strengthen the organizational, functional and financial base of county government. NACO was renamed the National Association of Counties. In 1959 it held the first Urban County Congress and made a strong case for the important role of counties in providing urban services and their great potential for dealing with substate regional problems, particularly in metropolitan areas. Later NACO’s New Counties U.S.A. Center gave special attention to county reorganization.

The 1955 report of the Commission on Intergovernmental Relations (the Kestenbaum Commission) pointed out that the evolution of intergovernmental relations in the United States had enhanced the importance of counties as a part of the decentralized element of the American federal system:

The intermediate position of the county between the state and municipal governments in some areas, and its position as the primary area of local government or administration in others, have steadily enlarged its importance in intergovernmental relations. It continues to serve in its traditional role as an



agent of the state for law enforcement, judicial administration, the conduct of elections and other important functions. At the same time, county governments have gradually been acquiring functions and powers of a municipal character, some of them transferred from municipalities with inadequate area and resources. The result is that in most states the responsibilities of local government are increasingly being divided between municipalities and counties. This movement has been accelerated in recent years by the fact that the national government has found the county more convenient than the municipality as a base for a number of grant-aided programs.

The county seat is commonly the headquarters for officials administering certain federal programs, and the county government is often the only available local unit with which the national government may cooperate. In three fields where federal grants-in-aid directly affect large numbers of people—welfare, health, agriculture—the county is involved in varying degrees....as counties assume more and more responsibility for carrying out programs for the state government, or for the national-state governments, the need for improved county government becomes more urgent.

Unquestionably, a major, if not the most important, item on the NACO agenda from the early 1960s on was to mobilize the political power of counties as a lobbying force in Washington. The expansion of county eligibility for federal grants of an urban character attested to NACO's effectiveness. In one five year period counties' direct federal aid increased by over 800%. There is no question that this effort moved county governments into the major league of lobbyists along side the cities. This direct aid which bypassed the states supported many enormously important programs but some have suggested that it let state government off the hook. Now, with federal aid diminishing will state responsibility be ready to fill fiscal gaps? County government has assumed a conspicuous place in intergovernmental relations. County officials are full partners in the Advisory Commission on Intergovernmental Relations.



***Flexibility and Adapatability***

NACO in 1959 at that first Urban County Congress not only emphasized the functional dynamics of counties but also the importance of new and stronger structures. Metropolitan Dade County, city-county consolidation in Baton Rouge, Los Angeles County's Lakewood Plan were show-cased along with attention to city-county and county-state cooperation. In the 1960s and 1970s counties achieved some important progress in state constitutional change which opened up opportunities for greater organizational flexibility. Both Alaska and Hawaii came into the union with well conceived home rule provisions in their constitutions. New constitutions in Pennsylvania and Montana set in motion significant reviews of local government and the opportunity for counties to adopt charters with the same home rule status as municipalities. Amendments to the Arkansas and Tennessee constitutions mandated elected executives for all counties. Illinois, Iowa, Louisiana, South Dakota and Utah have new constitutional provisions which expand local discretion at the county level. Statutory provisions for alternative forms have been adopted in many states with a new emphasis upon flexibility in non-charter counties. With the great expansion of the functional importance of counties it was apparent that their form had to change.

Change was not as drastic or as rapid as some reformers might have wanted but it came. Witness the fact that now there are almost 700 counties with appointed administrators. Their National Association of County Administrators has close ties with the International City Management Association which has brought a high level of professionalism to local government administration. By a recent count there are 375 elected county executives. To be sure the mandated executives in Arkansas, Tennessee and Kentucky account for well over half of these but there are over 100 in other charter and non-charter counties. Whether elected or appointed the executive is a well established feature of modern county government.

The policy-making side of county government has also undergone change. In some places the county commission has been converted into a legislative body, turning administration over to the professional administrator. In others under the one man-one vote



judicial mandate, single-member district legislative bodies have replaced less representative systems.

The guidelines of the reformers, particularly those contained in the *Model County Charter*, provide a point of departure for those designing reorganization proposals for specific counties. Present day model-builders are by no means as doctrinaire as the reformers of 50 years ago. They know that there are no absolutes, that flexibility and adaptability are required. Fortunately, increasing numbers of incumbent officeholders are also demonstrating their recognition of the importance of flexibility and the necessity of making adjustments to change.

There hasn't been a rush to take advantage of the increasing legal availability of county home rule charters. Nonetheless, the fact that the non-charter counties with professional administrators have made the change in the last two decades, indicates that 1) the movement is recent, and 2) we may look forward to more conversions in the future. Moreover, of the 85 home rule county charters adopted to date, 68 have been put in place since the 1959 Urban County Congress.

What about consolidations? There has been an inclination to dismiss city-county consolidation as a futile approach to local government reorganization because so many attempts have failed. It is more appropriate to note, however, since New Orleans and Orleans Parish in Louisiana were merged in 1805, there have been 27 successful consolidations and of these 15 have taken place since 1960 and all but one of these were adopted by referendum. The consolidations in Nashville/Davidson County, Jacksonville/Duval County and Indianapolis/Marion County Unigov have been especially noteworthy, but it is important to note that some recent consolidations have been in smaller places, e.g. Anaconda/Deer Lodge County and Butte/Silver Bow County in Montana. There has been a significant amount of functional consolidation within the framework of county government. There has been very little interest in consolidation of smaller counties, however, the question is being raised where drastic declines in population have occurred.



It is clear that demands upon counties will continue to increase. Pressures to preserve openspace and provide environmentally sensitive services, e.g. waste disposal, water supply, increasingly must be addressed by counties because the problem can seldom be solved by individual municipalities. More municipalities are recognizing that solutions cannot be achieved if they act alone. Some say that this is because of fiscal pressures and the fact that the elimination of general revenue sharing means that every unit can no longer expect a check from Washington.

Counties and other local governments are due some support, fiscal and otherwise, from the federal government, but it is clear that such support will increasingly be targeted to deal with problems of particular severity and that the day of something for everybody is over. It is essential that joint action be encouraged and counties must be equipped to play a central role in cooperative undertakings, some of which may be mandated as a condition to the limited federal assistance made available. County- municipal relationships vary greatly, but there is no doubt that both levels of local government will be involved in an increasing number of interlocal agreements, joint exercise of powers relationships, service contracts and technical assistance.

County-state relationships have certainly improved but the record is uneven and again the state can and should provide support in various forms and should remove constraints which stifle innovation at the local level. Indeed, states should provide incentives for structural improvements in county government and functional consolidation and the use of the county as a vehicle for meeting substate regional problems.

The theme of this introduction is an assertion of the principle "form follows function". It is when the function of county government changes that its form adjusts to accommodate that change. In the closing decades of the twentieth century county government in the United States is experiencing more significant changes than at any time since counties were established on the North American continent in the seventeenth century.

"County government is the product of a thousand years of piecemeal growth. Its foundations were laid in medieval England, and the superstructure has slowly risen through the intervening centuries.



Like some old sprawling castle it bears the imprints of many a builder and its rambling arrangement betrays the utter absence of consistent plan." (Introduction to 1956 edition of the *Model County Charter*). When uniformity has been imposed on county government it has lost the vibrance which has sustained it over the centuries as durable when at the same time it has adapted to change.

The revised edition of the *Model County Charter* is designed to assist in the process by which county government continuously adapts its form and structure to meet new and changing demands.

### THE MODEL CHARTER: A GUIDE

It must be emphasized repeatedly that the *Model County Charter* is not a panacea, nor should any county adopt it without modifications necessary under state law, taking into account local traditions and practices. Counties vary greatly in size, in the number of functions they perform and in their relationships with the state and other units of local government. These differences must be considered as a home rule charter is drafted for a particular county. The *Model* serves as a guide.

The *Model* applies to the county some 75 years of experience in local government and provides for:

1. A substantially integrated county government in place of the collection of loosely connected independent officers and agencies that comprise the typical county government today.
2. A representative policy-determining body or council of manageable proportions, elected by the voters and responsible to them for the general conduct of county affairs.
3. A single administrative head or manager chosen by the council and accountable to it for the effective administration of county services.
4. The choice of principal administrative officers by appointment by the chief executive, thereby achieving a short ballot, unified administrative control and fixed responsibility for county administration.



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5. A substantial degree of flexibility in the administrative structure to permit its adjustment to changing local needs and conditions.
6. Modern procedures for fiscal management.

### ***Powers***

This *Model*, as all of the League's model charters, is designed to enable a local government to make full use of home rule powers as the constitution and laws of the state permit. In the first place, it assumes that a county has wide discretion with respect to the form and structure of its government, including the method of selection of the principal county officials. Secondly, the model "powers" provision claims all powers available to the county including the authority to provide municipal-type services. The difficult problem of adjusting home rule claims of the county and municipalities within it is recognized and broad authority is given for joint exercise of powers and cooperative intergovernmental relationships.

### ***The Council***

In a true sense the county council provided by the *Model* is the governing body with general control over county affairs. All powers of the county except as otherwise provided by law are assigned to the council. The name "county council" is used rather than "county board" or "county commission" to emphasize the policy-making role of the council. Board or commission carries the connotation of an essentially administrative rather than a legislative role. It should be noted, however, that the name given to the governing body will be determined by local preference and that many county boards and commissions are in fact legislative in character.

The importance of the representativeness of the council cannot be over-emphasized. This is a particularly sensitive issue when counties have urban, suburban and rural areas. The *Model* assumes that it is necessary to tailor provisions for the composition and method of electing the council to the needs of each county. There is no universally acceptable method. Therefore, model provisions for several alternatives are provided. In all cases the "equal protection" constitutional requirement, i.e. "one person-one vote," must be honored.



When districts are used special attention must be given to the redistricting process, including districting criteria. Guidance on this is provided in the elections article of the *Model*.

Two alternative methods are provided for the election of the county council chairman and stress is placed upon the leadership potential of this office. The chairman may be comparable to the non-executive mayor in council-manager cities, serving as chief legislator and leader of the policy-making team, as well as the ceremonial head of the county and its intergovernmental representative.

### ***Manager***

A fundamental feature of the *Model* is the provision for centering responsibility for the administration of county services in a single professional administrator, the county manager, subject to appointment, removal and general supervision by the council.

The council-manager form seems particularly appropriate for county government. Unlike cities, counties have not had a tradition of a strong elected chief executive, a mayor, based upon a "separation of powers" principle. The administration of county affairs has generally been by a number of separately elected officials with the central core of county government, both legislative and administrative powers, in the county board or commission. The council-manager plan is a direct and logical evolution from government by commission. It preserves and strengthens the unity in policy making which the commission was supposed to provide, and achieves unity and responsibility in administration, which commission government did not provide. Thus the council-manager plan is not so drastic a break with the tradition of county government as an elected executive plan, because it continues to vest over-all responsibility in a representative body rather than dividing it between an elected council and an elected chief executive. The members of the county council continue to be the responsible parties so far as the electorate is concerned though they exercise their responsibility for administration through their appointed agent, the manager.



The really big break with tradition comes when a reorganized county government brings under council control and administration by the appointed manager, functions previously performed by independently elected officers or substantially independent boards and commissions. Legal and political considerations may limit the extent to which this can be done. Indeed, most counties operating with appointed administrators represent some degree of compromise. Some separately elected officers are continued, but various arrangements are made particularly in the budget process to give a greater degree of centralized policy and management coordination. The manager may perform some services, particularly of a housekeeping nature, for independent officers and agencies. The existence of responsible professional management at the core of county operations tends inevitably to improve the tone of the entire county government.

One of the most important developments in county government has been the strengthening of professional management in counties which do not operate under their own charters. In some states this is accomplished by state enabling statutes providing optional forms of county government. In other places non-charter counties adopt resolutions, ordinances or local laws which put in place effective systems providing for professional administrators. Provisions of the *Model*, particularly the article on the manager, can be used as a point of departure for those drafting such legal instruments. However, the *Model* will be supplemented by a separate publication designed specially to assist non-charter counties in strengthening the legal basis for professional management.

### ***Organization and Procedures***

The *Model* provides for the establishment of county departments, offices and agencies by the county council. It does not provide a model scheme of departmental organization because of the great variety in county functional responsibilities. Although some charters may appropriately provide for specific departments, care should be taken to avoid freezing into a charter any departmental setup in a manner making adaptation to changing conditions difficult. The *Model* does provide for a legal officer with alternative methods of appointment included.



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importance of their place in our governmental system. The National Association of County Officials [now the National Association of Counties] is taking an active part...in the effort to strengthen and justify that faith. The *Model County charter* is offered as a contribution to the same cause.

Terrell Blodgett  
William N. Cassella, Jr.  
November 1989

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*Terrell Blodgett is Mike Hogg Professor of Urban Management, Lyndon B. Johnson School of Public Affairs, University of Texas, Austin; chairman of the Model Charter Revision Project Committee and former chairman of the National Civic League.*

*William N. Cassella, Jr. is coordinator of the Model Charter Revision Project and former executive director of the National Municipal League.*



# Saint Louis County

100 North 5th Avenue West, Rm. 202, Duluth, Minnesota 55802-1287 (218) 726-2450

December 28, 1989

Gordon Tiffany  
County Executive  
Clark County  
1013 Franklin Street  
P.O. Box 5000  
Vancouver, Washington 98668

Dear Gordon:

In response to your letter requesting articles and information on professional county administration to be included in ICMA's "Responsive Local Government" package, I am attaching a copy of the Task Force Report on the County Administrator Form of Government here in St. Louis County. The County Board appointed a citizens task force after one year of operation of the county administrator form which produced this report. The report is very positive towards the changes made since professional county management was implemented in 1987. If I can provide any additional information, please feel free to contact me.

Sincerely,

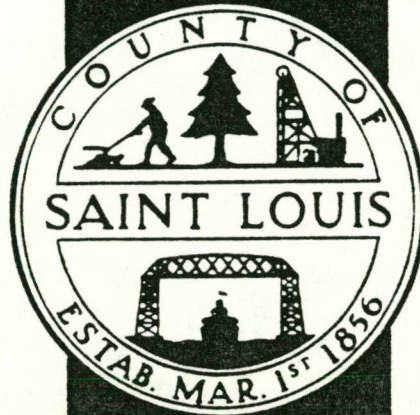
Karl Nollenberger  
County Administrator

dh

Attachment



# **TASK FORCE REPORT**



## **The Impact of the County Administrator Form of Government on St. Louis County**

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ST. LOUIS COUNTY, MINNESOTA  
JUNE 1988

# **TASK FORCE REPORT**

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# **TASK FORCE REPORT**

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## **EXECUTIVE SUMMARY**

### **Background**

In 1986, the Minnesota Legislature passed legislation allowing St. Louis County to adopt a County Administrator plan. The present County Administrator took up his duties February 17, 1987. Later that year, the St. Louis County Board passed a resolution to form a Task Force to investigate the impact of the County Administrator system on St. Louis County.

The Task Force completed its work June 6, 1988. The group reviewed the current County Administrator System, identified strengths and weaknesses in County Board priorities, and made recommendations addressing each of the four points of charge.

### **Review and Recommendations**

#### **A. Impact of County Administrator on County Operations.**

1. In spite of some setbacks, the Administrator System has, thus far, had an overwhelmingly positive impact on County government.
2. The budget process has been improved significantly.
3. The Administrator System has allowed a separation of policy-making and administrative functions to begin.
4. County officials and employees generally display a healthy determination to make changes work.
5. The Administrator has made departments more equally accountable and cooperative toward the common mission of County government.

#### **B. Review of County Board Priorities and Recommendations on These or Additional Priorities.**

1. The County Board needs to address the policy-making priorities and allow the Administrator and department heads to work on the management-related priorities, reporting their findings back to the Board.
2. The policy goal of Affirmative Action needs to be re-prioritized, with emphasis on equal opportunities for minorities and women, especially in key administrative positions.
3. The Board should continue to re-assess its role in economic development.
4. Public information/relations activity should be given a higher priority.



# **TASK FORCE REPORT**

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## **C. Recommended Areas of Responsibility for the County Administrator.**

1. The Administrative re-organization and consolidation of departments, already underway, should continue with improved interdepartmental communications strongly emphasized.
2. The Administrator should be given additional responsibility to manage the day-to-day affairs and operations of the County.
3. The County should seriously consider making the Auditor an appointed position, answerable to the Administrator, since the Auditor's functions are primarily managerial.
4. The County Administrator should have coordinative oversight responsibilities for the departments with elected department heads, and direct oversight of departments with appointive department heads.
5. The Administrator should have a strong role in monitoring County costs and budgets.

## **D. Review of Duties and Responsibilities of County Commissioners and Recommendations of Continuation of or Additional Duties.**

1. The large volume and complexity of policy issues facing the County demand full-time attention and response from the County Board.
2. Performance criteria applying to all Commissioners should be developed consisting of a description of the basic expectations demanded of those holding that position.
3. Commissioners need to become "experts" on the complete range of public policy issues which impact the entire County.
4. In addition to regular Board meetings, the Commissioners should establish a regular schedule of open public meetings, to be attended by the full board, for informational exchange between the Board and the public.
5. The Commissioners should increase interaction among themselves, with emphasis on improving interpersonal relations.
6. Commissioners need to focus on policy and to de-emphasize their administrative role.



# **TASK FORCE REPORT**

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## **COUNTY COMMISSIONERS AND ADMINISTRATOR**

### **Commissioners**

<b>First District</b>	Gary Doty
<b>Second District</b>	Marilyn Krueger
<b>Third District</b>	William Kron
<b>Fourth District</b>	Herbert Lamppa
<b>Fifth District</b>	A. Lloyd Shannon
<b>Sixth District</b>	Liz Prebich
<b>Seventh District</b>	Jerry Janezich, Chair

**Administrator**     Karl Nollenberger

## **ST. LOUIS COUNTY MISSION STATEMENT**

*"The mission of St. Louis County is to provide to its people those services mandated and/or expected by its citizens so as to provide a good quality of life."*

# **TASK FORCE REPORT**

## **HISTORY OF ST. LOUIS COUNTY REFORM OF COUNTY GOVERNMENT AND FORMATION OF TASK FORCE**

Four unsuccessful attempts at adopting a new form of County government were made between 1973 and 1978. In 1986, the Minnesota Legislature, at the strong urging of the St. Louis County Commissioners, passed legislation which permitted St. Louis County to adopt a county administrator plan. The present County Administrator took office on February 17, 1987. On December 28, 1987, the St. Louis County Board adopted a resolution authorizing a Task Force to examine the impact of the County Administrator form of government on operations in St. Louis County. Each Commissioner was allowed one appointment to the Task Force, with final approval of the County Board. The following persons were appointed to the Task Force:

1. Kurt Soderberg
2. Mary E. Ryland
3. Terry Ulshafer
4. Terry Brownell
5. Dale W. Olsen
6. Lisa Radosevich Pattni
7. Michael J. Fay

The members were to commence as soon as possible after February 15, 1988.

The County Board issued the following charge to the Task Force:

- A. To review the impact of the County Administrator on St. Louis County operations.
- B. To review the list of priorities established by the County Board and make recommendations on these or additional priorities.
- C. To recommend areas of responsibility for the County Administrator.
- D. To review the duties and responsibilities of County Commissioners and to recommend continuation of or additional duties and responsibilities.



# **TASK FORCE REPORT**

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## **BACKGROUND ON TASK FORCE**

The first meeting of the Task Force took place on March 8, 1988, and meetings were subsequently held every one or two weeks over three months' time. All meetings were open to the public.

Materials were made available through the office of County Attorney Alan Mitchell, such as: copies of state statutes, charts of departmental organization, budget figures, and County Board agenda materials for March, April and May of 1988.

The Task Force conducted interviews with the County Administrator, all seven Commissioners, elected county officers, department heads, other county employees, and public constituents. Public hearings were conducted in Virginia and Duluth.

It was strongly felt by the Task Force members that, although their appointments were by individual Commissioners, they nevertheless had complete freedom of thought and expression. Although a diversity of backgrounds brought together a variety of opinions, consensus was reached with amazing ease and usually with unanimity. This Task Force feels confident and comfortable in its conclusions. All Task Force members voiced a deep commitment to improving County government.



# **TASK FORCE REPORT**

## **TASK FORCE REPORT AND RECOMMENDATIONS**

### **A. Review the impact of the St. Louis County Administrator on County operations.**

The Task Force on St. Louis County government operations views the County Administrator and the system accompanying the changes as overwhelmingly positive as far as it has gone. It also appears that the St. Louis County board members view the Administrator and reorganizational changes as only the beginning of a long process to bring the County into conformance with modern management methods.

We would qualify the success of the Administrator System only from the standpoint that there are more innovative and positive changes which may yet be accomplished. Most of the comments about the Administrator System received by the Task Force were extremely positive, particularly those related to the budget and the organizational changes which are already in place.

The County Commissioner System is a system which has deep historical roots. Despite the changes in society, technology and governmental relations, there had been little or no change in the actual system of decision-making in St. Louis County at the Board level. We believe the Administrator System is a step in the direction of modernizing the decision-making process. We will suggest several changes which, if implemented, would update the Commissioners' role to fit the present and future needs of County government.

### **The Task Force concludes:**

1. Operation of the Administrator System thus far is overwhelmingly positive.
2. The Administrator System has provided a visible, central leadership position to execute the day-to-day affairs of County government.
3. The Administrator System provides for recognition and enhancement of "professionalism" within the County structure.
4. The budget process has most significantly improved.
5. The Administrator System has begun to de-politicize the administrative decision-making process.
6. The Administrator System has begun a sorting out of policy making from administrative functions.



# **TASK FORCE REPORT**

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7. Some of the Administrator's initial reorganization efforts did not work out well, and this has led to some confusion and morale problems.
8. The public wants to expand their understanding of County government and their communication with County officials.
9. Officials and employees impacted by the Administrator System generally display a healthy determination to make the changes work.
10. The Administrator has made departments, regardless of size or budget, more equally accountable and cooperative toward the common mission of County government.

**B. Review the list of priorities established by the St. Louis County Board and make recommendations on these or additional priorities.**

From our review of the priorities or "targets" established by the Board and the management team, there appear to be two or three levels of priorities. These range from broader policy issues such as economic development, jail construction, and solid waste management to the more mundane but essential priorities such as reform of the risk management system and personnel system. Some of these priorities can be addressed only by the Board, and some have little or no meaning or importance to the Board. We believe that the Board should establish general goals related to policy issues and then allow management to identify strategies which will be reported back to the Board.

In establishing the general goals for the County, Commissioners should focus their efforts on soliciting information from County department heads, local government officials, and citizens.

There is need for a kind of "top down" goal setting by the Commissioners, established with input from the Administrator as well as from the above-mentioned groups. After gathering this information in public meetings and forums, the Commissioners should set the major policy goals for the County.

There appears to be a mixture of policy goals and management goals, with the Board attempting to be all things to all of the County. There is a need for the Board to do what the Board can do best, and to have the Administrator and the management team do what they do best. The lines are blurred considerably now. We recognize that the lists of priorities provided by the Board had not been ranked within the four groupings, but the general comments still apply.



# **TASK FORCE REPORT**

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Several of the priorities warrant further discussion because of their importance to the County and its citizens:

**AFFIRMATIVE ACTION:** The Task Force views with concern the predominantly white male hierarchy with little apparent role for women and minorities, especially in key administrative positions. The Task Force recommends a much stronger emphasis on the policy goal of Affirmative Action, with direction to the Administrator and department heads to develop specific targets which are to be met. This item must be monitored and subjected to periodic evaluation.

**ECONOMIC DEVELOPMENT:** We view with some question the Board's "economic development" target in its list of priorities. There is some concern over the County's inclination toward providing direct services, especially since there are existing agencies which already provide or will be providing those services. Those agencies include the IRRRB, ARDC, NEMDA, Northeast Ventures and others. Rather than acting in a primary role, we see the County Board in a supportive role to existing agencies.

**COUNTY-WIDE VIEWPOINT:** Involvement by Commissioners should be on a county-wide basis. Acquaintance with all Commissioner districts is a necessity. Although elections take place by districts, the Task Force believes that the magnitude of present-day issues necessitates a broadening of the narrow "my constituents" attitude into one of county-wide knowledge and concern. Too frequently reference was made to "4 to 3" votes, usually implying a North versus South or a rural versus urban stance. With the assistance of sound research and interpretation, careful cost analysis, and committee-of-the-whole involvement, wiser and more defensible action should take place. Commissioners need to restructure their time and priorities and become acquainted with issues and problems throughout the entire County.

**PUBLIC INFORMATION:** Public information/relations activity should be given a higher priority. The public wants to know more about County government and needs to hear more from County officials. Further, the Open Meeting Law should be producing more open discussion, which may also encourage wider news coverage. Newsletters should provide an additional vehicle for communication.

**COST CONTROL:** Citizens question the value received for dollars spent. While assuming that strict accounting and auditing procedures are practiced, there is still a demand on the part of the public for assurance of fiscal responsibility.



# **TASK FORCE REPORT**

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## **C. Recommend areas of responsibility for the St. Louis County Administrator.**

The course of action established by the Board during the past year appears to be sound. We strongly recommend that the consolidation of departments which was started be continued to its logical conclusion of having all County departments report to the Board through the Administrator. The Administrator should also be given coordinative oversight responsibilities for the elected departments. When these reporting relationships are firmly established, the Administrator should then emphasize the kind of communications necessary to bring cohesiveness to an organization this large.

The County should seriously consider making the office of Auditor an appointed position. The auditor appears to be performing management functions which should be performed by an appointed official with review by the Board and the State of Minnesota.

The concept of elected department heads within the current structure has worked well in most cases. However, there are clear statutory provisions which allow elected department heads to act unilaterally. This type of activity could possibly demonstrate a negative attitude within the County government operational process.

There is concern that the Administrator System may allow for "empire-building." It is imperative that both the Administrator and the Board monitor this system to ensure that it does not lead to greater expenditures and costs. Staff additions should not be made without efficiencies or cuts in other areas.

The Administrator should manage the day-to-day affairs and operations of the County, with the Board concerning themselves with true policy areas and responsibility to relate and respond to the citizens of the County.

Several areas of additional responsibility recommended for the Administrator include:

1. Development of a newsletter for the Commissioners to provide communication with the public. This publication should include items of information from the Administrator and Commissioners.
2. Development of a simplified phone number system for the general public, making County government more accessible. Include clear telephone access information in the newsletter.
3. A stronger role for the Administrator in monitoring costs and budgets throughout the year in efforts to cut the costs of County government. This would include monthly cost summaries for the Board.



# **TASK FORCE REPORT**

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4. Assistance in alleviating turf disputes which still exist among some department heads. This is true whether the department heads are elected or appointed.

## **D. Review the duties and responsibilities of County Commissioners and recommend continuation of or additional duties.**

The issue of the Commissioners' status is one which can truly be addressed only by the Board or the electorate. There are compelling arguments for either making the Commissioners part-time or keeping them at full-time status. A strong case may be made for a part-time County Board if the County were to adopt the Elected Executive or County Manager systems available under Minnesota Statutes, Chapter 375A. A case could also be made for reducing the size of the County Board from seven to five Commissioners. Under the present Administrator System, the Board retains ultimate control over County policy and operations; the Administrator serves at the pleasure of the County Board. In such, the Board retains a continuing, combined legislative-executive-oversight function, which argues for a more comprehensive role for the Commissioners than might be the case under the Elected Executive or Manager forms of County government.

If a change of job status to part-time is contemplated, it should only be done with the following in mind:

- a. The potential savings in Commissioners' salaries may well be offset by additional management costs.
- b. There may be a reduction of control by the public.
- c. Part-time Commissioners may not be as available for extra meetings, lobbying, study and public access.
- d. The quality of candidates may be an issue.
- e. The size of St. Louis County is unique.
- f. Leadership expectations and involvement in intergovernmental relations may need to be revised.
- g. The impact of societal changes and modern methods is significant.

However, we are convinced that the Commissioner's role can easily be considered a full-time responsibility, even after modifying the job responsibilities to those duties which truly encompass "policy" concerns. Performance criteria applying to all Commissioners should be developed consisting of the basic expectations of those in the position. This would be a complete departure from a free-wheeling situation, where job duties are based on each individual's personal history, preferences and sense of political duty.



# TASK FORCE REPORT

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In justifying this full-time commitment, which we believe is needed by St. Louis County, we envision these well-defined job duties as stressing the Board's involvement in learning, developing strategies, and evaluating the overall operation of the County. The St. Louis County Board should, in an official capacity, focus large amounts of attention on the major policy issues, such as:

- Study and meet (as a Board) on jail construction;
- Study and meet to receive input on solid waste issues, tour facilities and formulate decisions;
- Become "experts" on the complete range of public policy issues;
- Develop forums to educate the public and receive public input on the issues facing the County. All Task Force members encountered a vast lack of knowledge on the part of the public on subjects dealt with by the County Board. This would seem to underline the need for dissemination of information and for the familiarity of all Commissioners with all parts of the County;
- Place emphasis on lobbying and participating in meetings and organizations which relate directly to County government. Primary commitment should be given to St. Louis County business, with other activity, though often important, receiving lower priority and attention.

One of the overwhelming reactions which we have had is that there are major issues which the County needs to address over the next few years. However, the Commissioners are still dealing with administrative aspects of road plowing, bridge repairs, job referrals and reorganization of small departments. We recommend that the Commissioners should continue to appoint task forces and advisory committees, but these should be enhanced with strong Commissioner involvement. We believe that often the large decisions are made without enough involvement by the Commissioners or not made at all, while the small decisions are studied to death. We propose a reordering of priorities.

The following are additional recommendations to the Board:

1. We recommend an independent review after two years, addressing the same charges assigned to this Task Force. We have determined that it is still too early, at this point, to assess the total impact of the Administrator form of County government.
2. There is a strong sense that the Commissioner's position is one which is actually a full-time responsibility. However, there is no current policy that requires a Commissioner to devote full-time effort. The idea of performance criteria as expressed earlier will ensure that all Commissioners understand their common role within County government.



# TASK FORCE REPORT

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3. In addition to regular Board meetings, we recommend regularly-scheduled open public meetings, attended by the full Board, be established for informational exchange between the public and the Board. These meetings should be held in each district on a rotating basis.
4. We recommend increased interaction among Commissioners, both on an informal and formal basis, with emphasis on improving interpersonal relations.
5. For improved County government, Commissioners need to focus on policy and de-emphasize their administrative role.
6. Consideration should be given by Commissioners to efficient use of the Administrator's time. Individual conferences should be kept to a minimum, favoring instead open public sessions.
7. Commissioners should consider establishment of an improved process to set Commissioners' salaries. The present system is unsatisfactory.

The Task Force requested copies of the agenda of Board meetings for the months of April and May and of individual time logs from Board members. From these sources, the following items were gleaned as but a partial list to illustrate the broad range and multitude of subjects involved in County government:

## COUNTY BOARD POLICY INVOLVEMENT

Organizational structure for management	Grievances	Juvenile detention centers	Grant applications
Civil Service Commission appointments	Contract ratification	Tax-forfeited land; sale, repurchase	Information & Referral
Renewal of leases	Fund transfers	Natural disasters	Right-of-way easements
Ratification of contracts	Petitions	Human rights	Private sale authorization
Arrowhead Counties Association resolutions	Tax increment districts	Firearms	Horticulture peat harvest
Planning and Zoning	Capital improvements	Snowplows	Urban Land Management
Comprehensive water planning	Legislative lobbying	Affirmative Action	Reclassification of land
Public hearings - scheduling and attending	Legislative program review	Railroads	Free conveyance to governments
Liquor licenses	Criminal justice system	Homestead property	Timber and Forest Service
Waste management	Health and welfare insurance	Research Center	Radio system improvement
Budget setting	Rehabilitation and treatment centers	Safety regulations	Herbicide treatment
Information system equipment	Board and lodging rates	Building services	Sanitation services
Vehicle replacement	Property taxes	Lighthouse for the Blind	Child Care services
Audits	Court system - Jury - Jail	Federal programs	Canvassing Board
Highway detours	Highway concerns	State programs	Physical Exams
Award of bids for purchases	IRRRB, ARDC, Ironworld, etc.	Target issues	pre-employment
Recycling decisions	Fairgrounds	Work Readiness	Land assessment
Access roads and right-of-way	Computerization	AFDC, GA, MSA, MA	Tourism
Harbor development	911 System	Homeless accommodations	Camp operation
Seaway Port Authority	Water and road restrictions	Mentally retarded care	Jobs and training
	Media and public information	Indian Reservation concerns	Forest management
	Nursing homes; children's homes	Hospital home care	Landfill
		Water line repair	County Extension Service
		Catholic Protection System	Lakes and streams
		Rule 14 Funds for communities	Speed surveys and limit
			Gravel pits and mines



# **APPENDIX**

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## **TOP TARGET PRIORITIES MAY 1987**

1. Restructure budget process with analysis of programs
2. Public/private jobs program to eliminate welfare for unemployed employables
3. Define county's role in economic development
4. Reformation of county government
5. Reduce property tax burden
6. Stabilize budget over period of time
7. Evaluate organizational structure
8. Develop employee input and incentives program
9. Communications system between employees, management and board
10. Consolidation of various boards
11. Encourage better tax climate
12. Evaluate work hours
13. Assess privatization opportunities
14. Departmental evaluation and potential consolidation
15. Evaluate compensation program
16. Need one personnel system
17. Communication (via information dispersal program) our mission/actions
18. Comparing mandated vs. discretionary services
19. Increase legislative lobbying
20. Define/redefine board policies on a continuing basis
21. Evaluate negotiating process

## **SPECIFIC TARGETS FOR ST. LOUIS COUNTY TO FOCUS ON DURING THE NEXT 2-3 YRS. (May 1987)**

1. More employment with lower welfare costs
2. Restructure budget process with analysis of programs
3. Develop employer input and incentives program
4. Departmental evaluation and potential consolidation
5. Increase legislative lobbying efforts
6. Consolidation of boards
7. Reformation of county government
8. Encourage better tax climate
9. Study home rule

Source: St. Louis County Board



# APPENDIX

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10. Reduce property tax burden whenever possible
11. Examine labor process
12. Communicate to constituents via P/R process our mission/actions
13. Need one personnel system
14. Public/private jobs program to eliminate welfare for unemployed
15. Define county's role in economic development
16. Change methods to be more productive
17. Explore joint powers agreements with other units of government
18. Reduce sick leave
19. Evaluate/restructure information system (EDP)/Plan
20. Assess other privatization opportunities
21. Define/Redefine county board policies-continuing basis
22. Establish employee involvement mechanisms
23. Evaluate compensation program and agree on course of action
24. Evaluate vertical layers (longevity) of pay plan
25. Evaluate risk management efforts
26. Evaluate negotiating process
27. Evaluate organizational structure
28. Compare services mandated vs. provided
29. Expanded information from EDP
30. Need research and planning department
31. Better evaluation system of service supv. & DH personnel
32. More supervisory training
33. Consolidate labor agreements
34. Evaluate Supervisor/Employee ratio
35. Standardization of fringes, etc. in negotiated agreements
36. Evaluate auto policy
37. Stabilize budget over period of time
38. Review relations with constitutional officers
39. Communication system employees/management/board
40. Evaluate grievance board
41. Evaluate work hours
42. Review compensatory time process/procedures

Source: St. Louis County Board



# **APPENDIX**

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## **TARGET SETTING SESSION — MAY 9, 1988**

### **Priorities by Four Groups**

#### **1. HIGHEST PRIORITIES**

##### **A. Organizational Analyses**

- Emphasis on Efficiency
- Alter methods of productivity
- Review communications systems - data/voice/radio/telephone
- Examine supervisor-employee ratio

##### **B. Economic Development**

- Broad approach
- Provide atmosphere conducive
- Involve/define departments
- Develop program/role
- Develop data base for economic development for use for all agencies
- Determine financial commitment level
- Coordinate public private
- Industry specific training
- Commit to long term perspective

##### **C. Personnel System**

- Replace Civil Service/Merit System
- Examine by 11/1/88
- Organize full service personnel function - Affirmative Action/fringes/labor- management/training
- Legal implications

##### **D. Risk Management Program**

- Examine cost and liability
- All insurances involved
- Follow-up on accidents quickly and comprehensively
- Explore whys of accidents
- Prevention oriented program

##### **E. Corrections/Jail Study**

- Long term perspective
- Resolve issue soon
- "Sell" to people
- Emphasize total corrections system approach

Source: St. Louis County Board

# **APPENDIX**

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- Involve judges
  - Determine sentence to serve program feasibility
  - Consider work-for-profit orientation for jail industries
  - Involve all the participants in correctional system in ongoing role
- F. Public Private Jobs Program
- Commitment of monies - State-Federal-County
  - Work readiness population - target
  - Community Investment Program - Land Investment part
  - Examine role of County versus State as employer
  - Correlate with industry specific training
  - Use programs that have return and produce something of value
  - Separate welfare from work conceptually and in practice
  - Correlate job counseling needs of work readiness participants with jobs effort (support system needs)
  - Disseminate data on problems to public
- G. Solid Waste
- Develop waste reduction, recycling program
  - Examine waste technology alternatives
  - Maintain landfills for interim
  - Retain engineering assistance
  - Organize waste management section
- H. Budget Process Refinement
- Communication during process
  - Budget stabilization
  - Tax reduction
  - Cross use of employees for efficiency and new efforts
- I. Employee Participation/Involvement Effort
- Develop in departments - County-wide perspective

## **2. SECOND HIGHEST PRIORITIES**

- A. Employee Incentive Program
- Develop/examine all options
  - Need to recognize higher level performance
  - Suggestion/reward program
- B. Employee Training Program
- Management-supervisor-front line efforts

Source: St. Louis County Board



# APPENDIX

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- Inservice training
- Expand current initiative
- Recognize value
- Career development emphasis
- C. Affirmative Action Efforts
  - Promotional within
  - Recruitment efforts
  - Take initiative to females/minorities through career development
- D. Public Information/Relations Program
  - Push mission statement
  - Deal with significant issues of County to public
  - Public/press/internal areas to be addressed
- E. Continue Reformation of County
  - Review changes already made
  - Mechanism to deal with judges in the system - due to increasing roles and impact on County costs
  - Arrowhead Regional Corrections - Multi-County versus St. Louis County system - Explore alternatives - whole corrections system approach
  - Other internal changes
- F. Planning and Research
  - Long term development
  - Initiate efforts
- G. Legislative Lobbying Efforts
  - Reporting system back to departments
  - Prioritizing of issues by departments during session
  - Attorney's involvement in interpretation of statutes
  - Target the legislation for departments rather than mass effort
  - Attention to rule making/agency relationships
  - Question funding commitment to do above
  - Legislators meeting before the session
- H. Capital Improvement Program
  - Infrastructure needs assessed
  - Five year planning
  - Eliminate peaks and valleys of funding needs
  - Construction team within County - to deal with architects, engineers, etc.

Source: St. Louis County Board

# **APPENDIX**

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## **3. THIRD HIGHEST PRIORITY**

- A. Land Base File
  - Geophysical file to include all departments/activities
- B. Intergovernmental Service Delivery Opportunities
  - Explore with cities, schools
- C. Communication Effort Board-Management - Employees
- D. M.I.S. Development
  - Applications throughout County
- E. Workers' Compensation Issues
  - More input on physicals (pre-employment) relating to workers' compensation
  - Training for hiring relating to workers' compensation - job specific
  - Workers' Compensation Reinsurance Account - question its worth
  - Light duty employment - explore alternatives - cross department lines

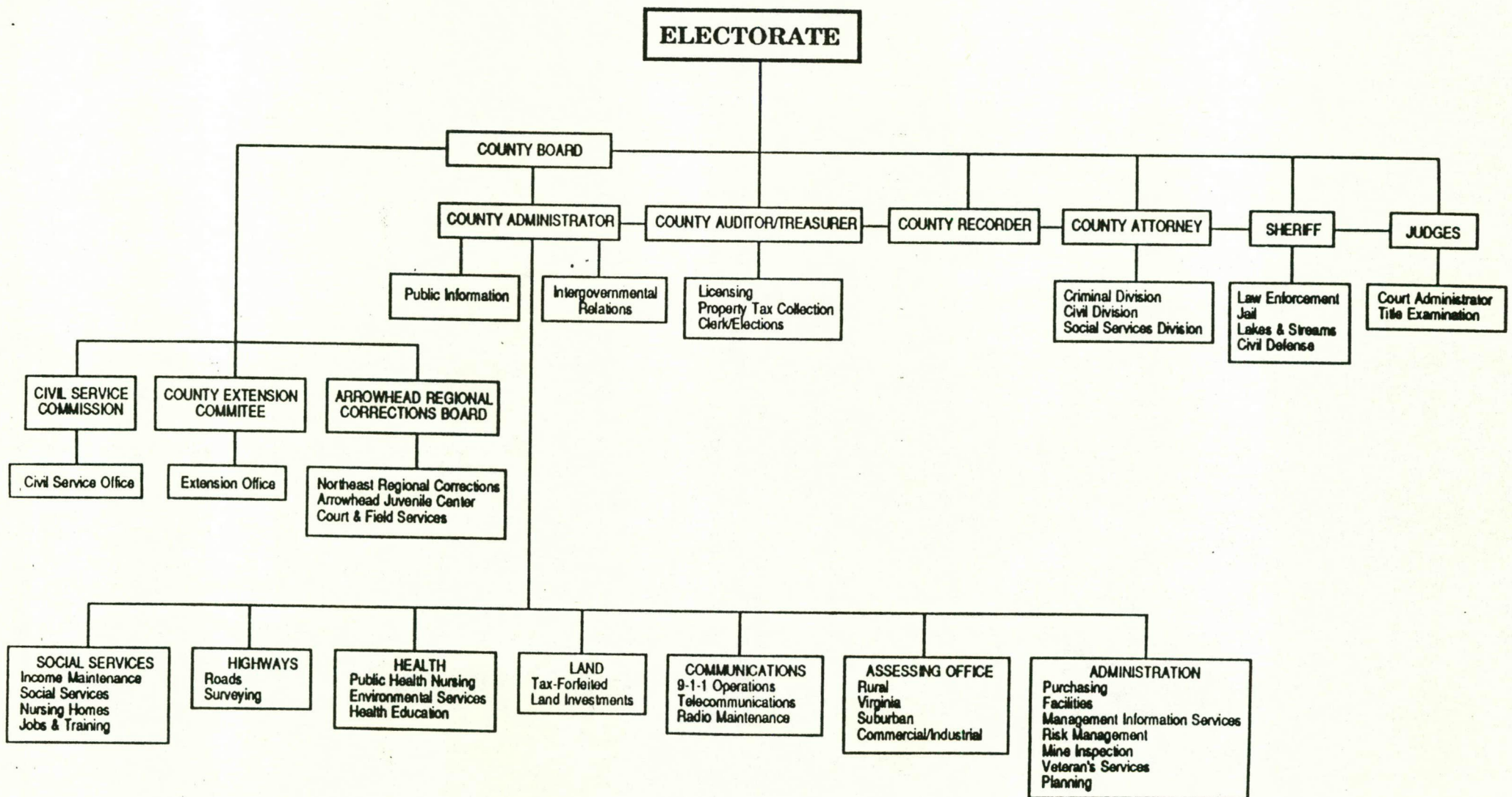
## **4. LOWEST PRIORITIES**

- A. County-wide Services
  - Consolidation of Range activities
  - All departments examine
  - Differentiate management and services in analysis
  - Evaluate Hibbing and Ely Offices of engineering
  - Efficiency - equipment/staffing mobility examination
  - Promote County-wide attitude - eliminate district concept
- B. County "Oneness"
  - How to enhance
- C. Comprehensive Look at Sick Leave
  - Philosophy of use (cash versus insurance)
  - Alternative uses for benefits
  - Use of sick leave (reduce)
  - Negotiating strategies
- D. Negotiation Issues
  - Standardize Work Week - 37-1/2 - major issue (exception for emergency personnel for 40)
  - Pay grade steps - reduce

Source: St. Louis County Board



# 1988 ORGANIZATIONAL SUMMARY



Source: St. Louis County Administrator

# APPENDIX

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- Evaluate fringe benefit package - disseminate information on cost of package
- Compensatory time evaluation
- Consolidation of bargaining units
- Uniformity of benefits
- E. Facilities Management
  - Space needs in County
  - Best buy options - evaluate regularly
  - Responsibility by someone in organization
- F. Mental Health Statutes Implementation
- G. State Maxis - Automated Information System - Implement in Social System
  - Devoting resources
- H. Minnesota Conservation Corporation Support
  - Legislation
  - Use of program
- I. Human Service Board
  - Health, corrections, social service consolidation
  - Planning for effort
  - Departments of Human Services and General Government - consider two functions in County
  - Explore underlying philosophies
  - How to coordinate human service components alternatively

Source: St. Louis County Board



# APPENDIX

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## RELEVANT STATISTICS FOR ST. LOUIS COUNTY

**Population of County:** 220,000 approx. (1980 U.S. Census figures)

**Size of County:** 7,100 square miles, 7,000,000 acres. North to South approximately 130 miles; East to West approximately 60 miles. *Largest County in Minnesota - one of the largest in the United States*

**Miles of Roads:** 3,000

**Seven Commissioner Districts**

**Population of Each District:** Average 30,000

**Size of Each District:** From 20 to 3,780 square miles

**Number of Employees:** 2,200

**Of 87 Counties in Minnesota,  
4 have 7 Commissioners; the  
remainder have 5.**

**Size of Budget:** \$175,000,000 for 1988 (\$180,000,000 in 1987)

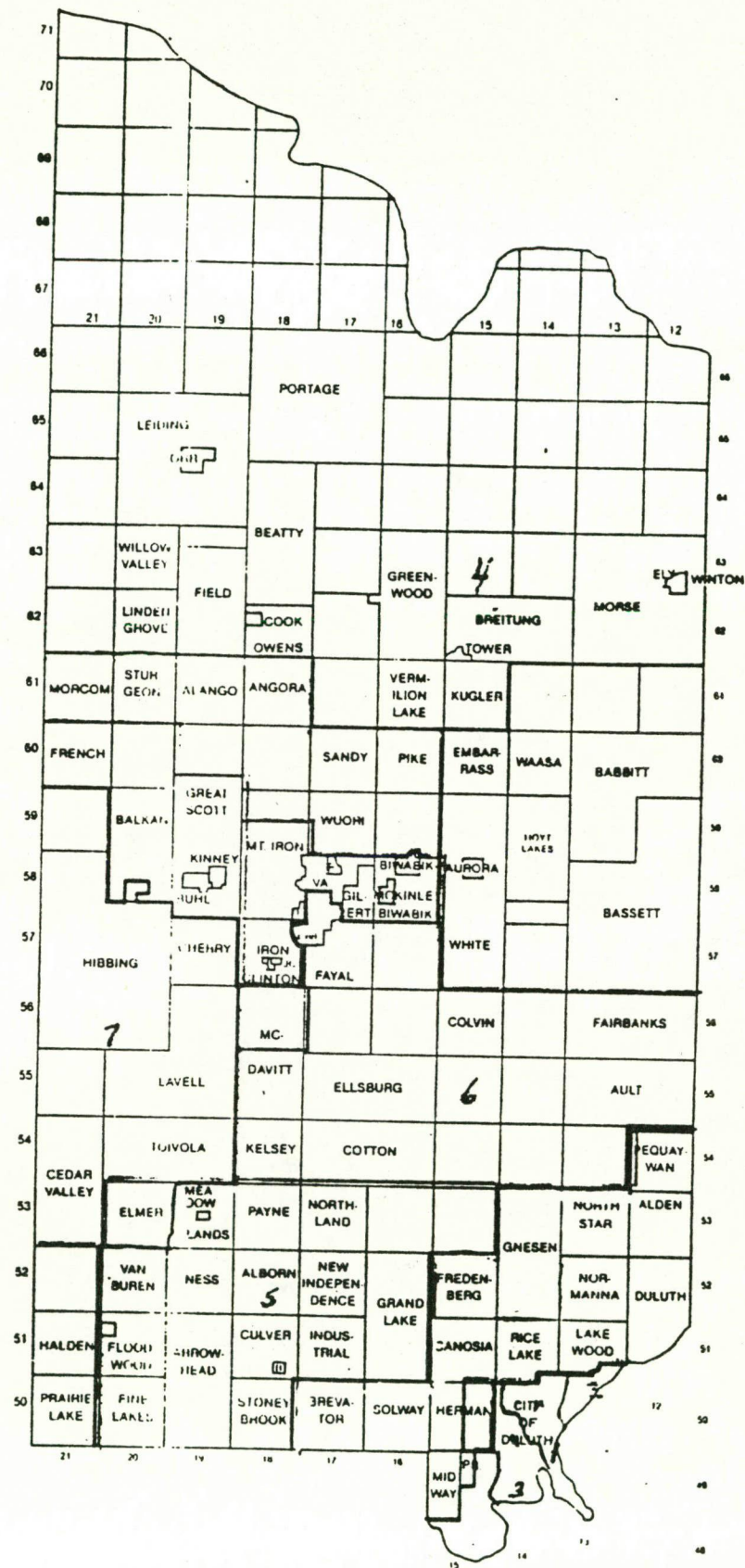
**Largest Departmental Budget:** Social Services - \$81,000,000\*

**Board of Commissioners' Budget:** \$409,000\*

**Commissioners' Salaries:** \$34,000\*

\*1988 Budget figures.

Source: St. Louis County Board





COUNTY EXECUTIVE

Subject to policies determined by the Board of County Commissioners, provides top management leadership to County functions as assigned by the Board.

CLASS CHARACTERISTICS

Positions in this class are appointed by the Board of Commissioners and are accountable directly to them. The County Executive has management authority over all County departments and employees reporting to the Board of County Commissioners.

Considerable authority is delegated to the Executive for overall County planning, administration and coordination according to County policies as determined by the Board of County Commissioners. The Executive is responsible for County budget development and control, program coordination, management policy formulation and organizational structuring.

EXAMPLES OF DUTIES

- \* Directs, through County departments and agencies, all program planning and implementation and directly supervises the work programs and performance of County departments and staff reporting to the Commissioners.
- \* Responsible for preparing County revenue and expenditure forecasts and developing and administering the County's budget including developing recommendations and reports to ensure the County's strong fiscal management.
- \* Directs the preparation, review, presentation and control of all County and special district budgets.
- \* Responsible for determining major departmental policies and strategic planning for County operations.
- \* Represents the County before legislative bodies, on committees and in public meetings.
- \* Attends all meetings of the Board of County Commissioners to present information or recommendations on pending matters and to receive policy direction.
- \* Directs special projects, makes investigations and recommendations on matters as requested or assigned by the Board.



KNOWLEDGE, SKILLS AND ABILITIES

- \* Thorough and complete knowledge of financial management and budgetary principles and methods in large organizations, including those unique to local government.
- \* Thorough knowledge of principles, practices and techniques of management as applied in complex government, including labor relations, employee supervision and work load management.
- \* Considerable background in managing citizen involvement in government. Knowledge and the ability to deal tactfully with the public and private sector representatives and to exercise skill and judgment in managing County public relations.
- \* Knowledge of State legislative processes, as related to local government.
- \* Knowledge of funding practices of state and federal agencies.

The individuals in this class should possess skills necessary to:

- \* Plan, organize, direct and coordinate the work of a large, complex organization representing the entire spectrum of County government operations and public services.
- \* Evaluate a continuous array of fiscal, budgetary, administrative and technical problems and develop recommendations for their solution.
- \* Present comprehensive reports and recommendations to elected officials.
- \* Represent the County in meetings with elected officials, the public and the press.
- \* Establish and maintain effective working relationships with elected officials, representatives of other governmental units, citizen groups and County employees.

MINIMUM QUALIFICATIONS

Education, training and experience which demonstrates possession of the knowledge and skills stated above. Qualifying experience would typically include extensive experience as an administrator or principal assistant administrator of a governmental organization in which, as the chief executive or a principal assistant, the candidate reported to or worked closely and regularly with a legislative body.

Classification Specification  
developed in County Commissioner's  
Office - January, 1987





Washington  
County  
Administrative Office

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**Submittal to  
Multnomah County  
Charter Review Committee**

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JANUARY 3, 1990

MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

PRESENTATION NOTES

JANUARY 3, 1990

I. Structure (Council Manager)

A. Five Commissioners

1. Four District, One at Large
2. Save Chair Function, All Equal
3. No Board of Commissioner Staff

B. County Administrator

1. Four Additional Professional Staff, One Intergovernmental Manager, One Intern
2. Five Support Staff

C. Departments/Offices

1. Eleven Departments
  - a. Seven Appointed By County Administrator
  - b. One Appointed by Board of Commissioners
  - c. Three Elected (District Attorney, Auditor, Sheriff)
2. Four Offices All Appointed By County Administrator

II. Interaction With Chair and Board

A. Responsibilities

1. Chair and Board of Commissioners (External and Visible)
  - a. Conduit and Assessors of Public Need
  - b. Determine Policy Direction of County
  - c. Legislative and Quasi Judicial Responsibility
  - d. Intergovernmental Responsibility with Peers
2. County Administrator (Internal and Not Outwardly Visible)
  - a. Implementation
  - b. Intergovernmental Responsibility with Peers
  - c. Budget Responsibility
  - d. General Management
    - (1) Organizational Analysis
    - (2) Program Evaluation
    - (3) Personnel and Labor Relations
    - (4) Discipline and Grievance Resolution
    - (5) Asset Management
  - e. Board of Commissioner's Staff Support



B. Time Distribution

1. Board of Commissioners
  - a. "Hot" Issue Management
    - . Land Use
    - . Water Quality
    - . Transportation
    - . Solid Waste
  - b. Intergovernmental Boards, Committees and Commissions
  - c. Constituent Representation
  - d. Board of Commissioner's Meetings
2. County Administrator
  - a. Goals Implementation
  - b. Fiscal Administration
  - c. Department Direction
  - d. Staff Development

C. Bonding Mechanisms

1. Mission and Value Statements
2. County 2000 Business Plan
3. Annual Goals
4. Performance Contracts
5. Board of Commissioner's Formal Direction
6. Informal Communication

III. Suggestions

A. Adopt Council-Manager Form of Government

1. Division of Labor Clarity
  - a. Representation
    - . Draw Critical Input from Variety of Communities
    - . Develop Positions that Make Sense and Enjoy Support
    - . Translate and Deliver
  - b. Administration
    - . Forward Allocation Plans
    - . Provide Quality Control Function
    - . Provide Objective Input Drawn from Experience, Skills, Education

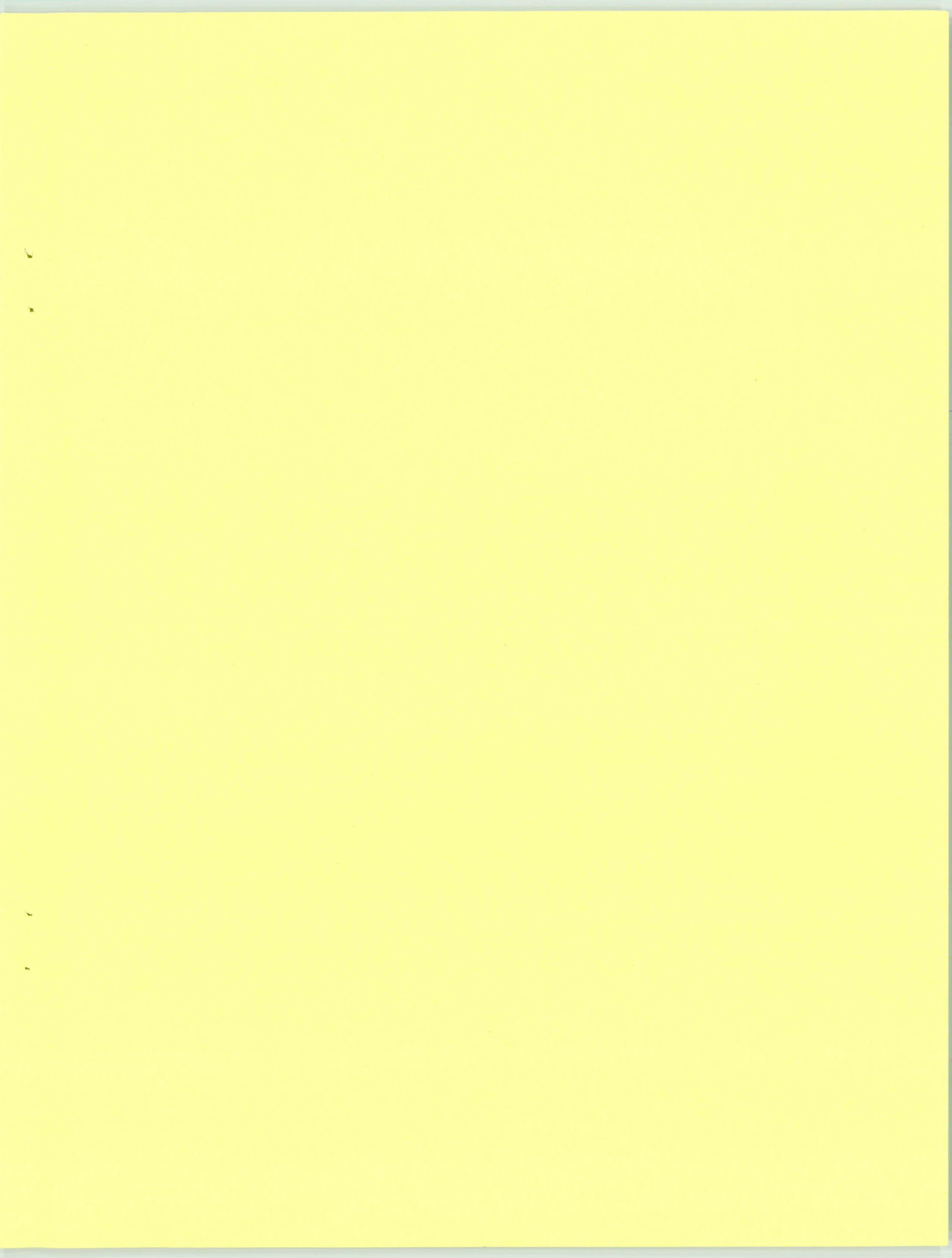
2. Professionalism

- a. Thorough Objective Analysis
  - . Meets all Board Information Needs
- b. Recruitment
- c. Accountability
- d. Credibility of Worthy Proposals
- e. Culture
  - . Process
  - . Fairness
  - . Can Say No

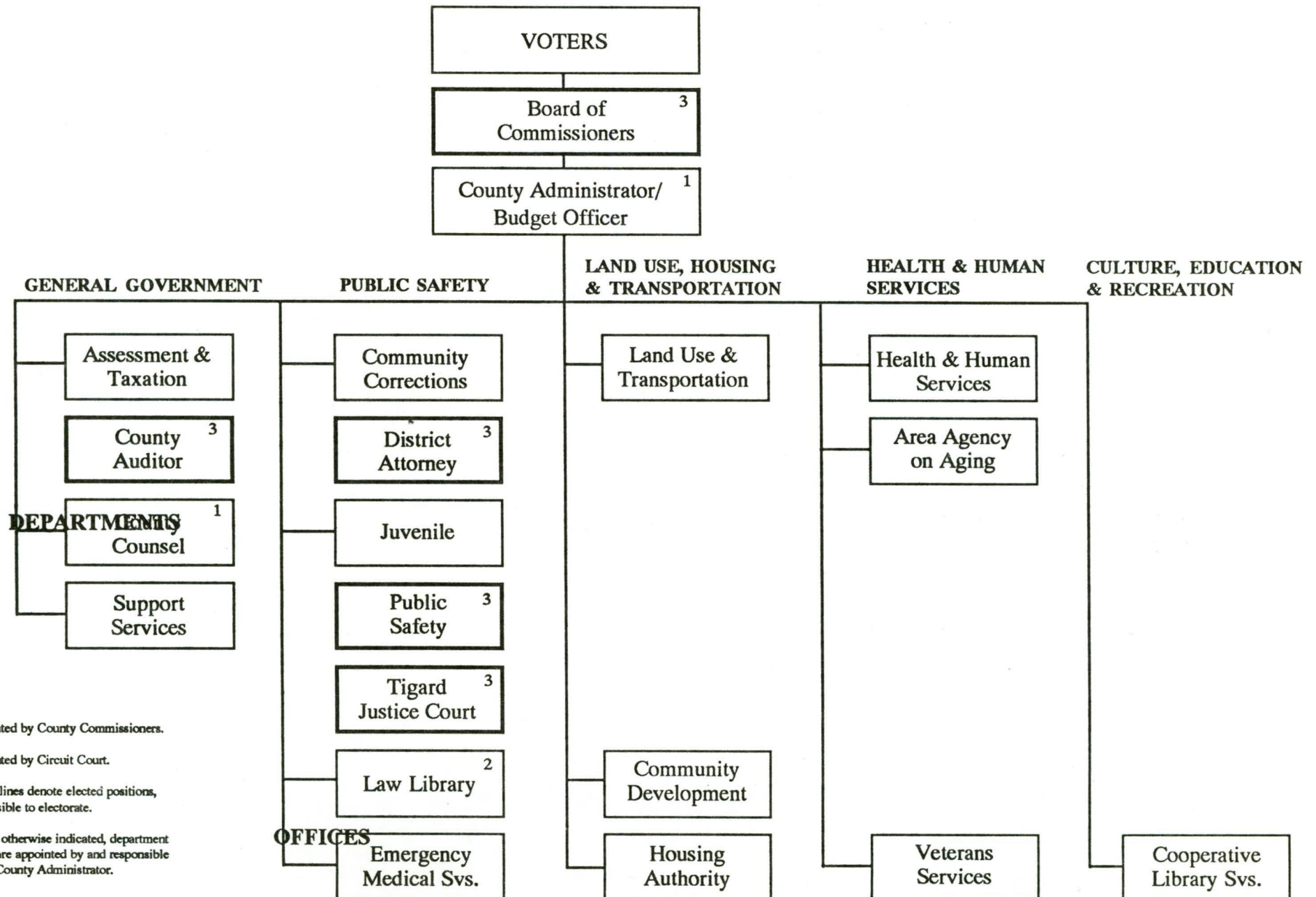
B. Appoint Sheriff

- 1. Recruitment Pool
- 2. Compete for Resources on Level Field





# County Organization Chart



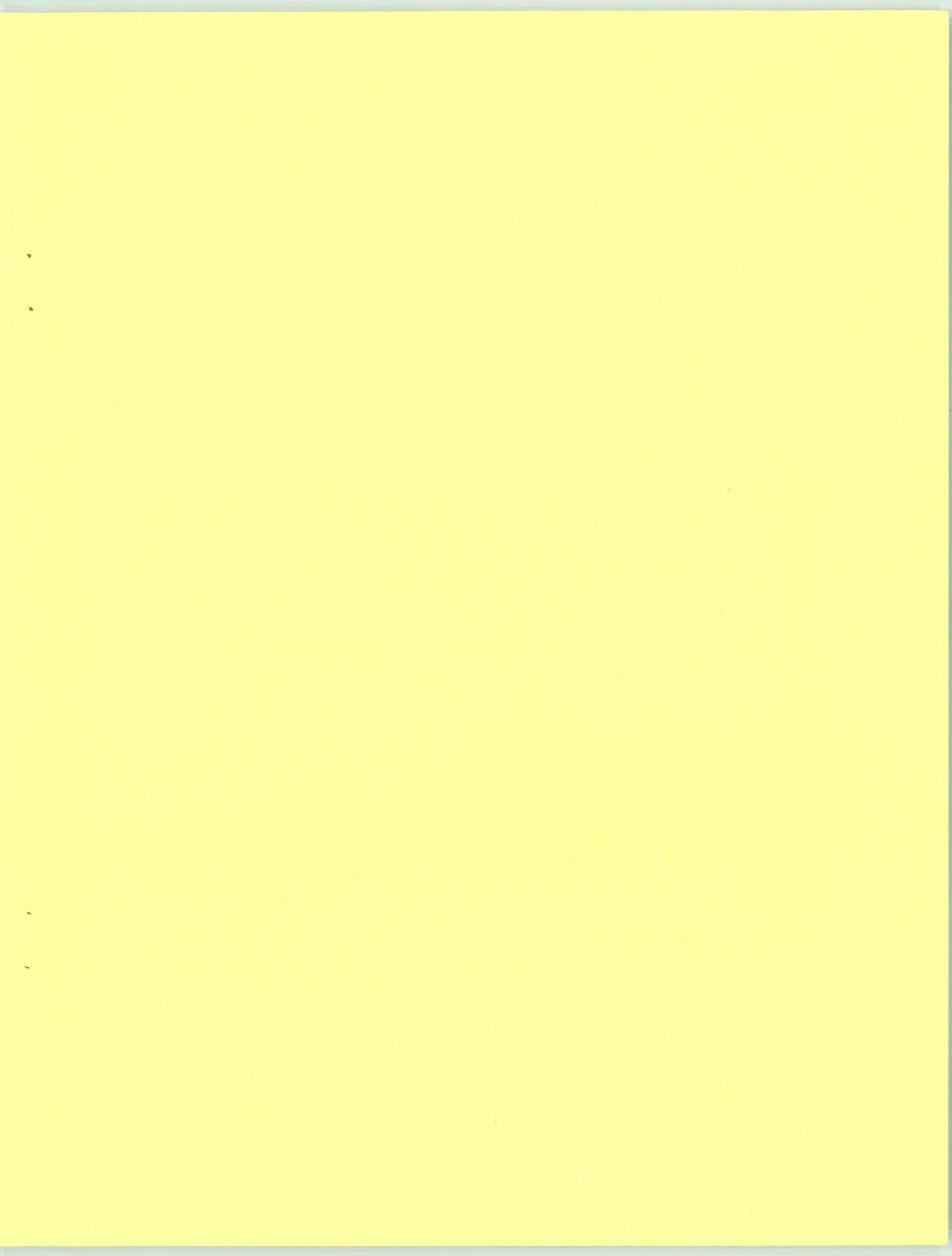
1 Appointed by County Commissioners.

2 Appointed by Circuit Court.

3 Heavy lines denote elected positions, responsible to electorate.

Unless otherwise indicated, department heads are appointed by and responsible to the County Administrator.





W A S H I N G T O N C O U N T Y



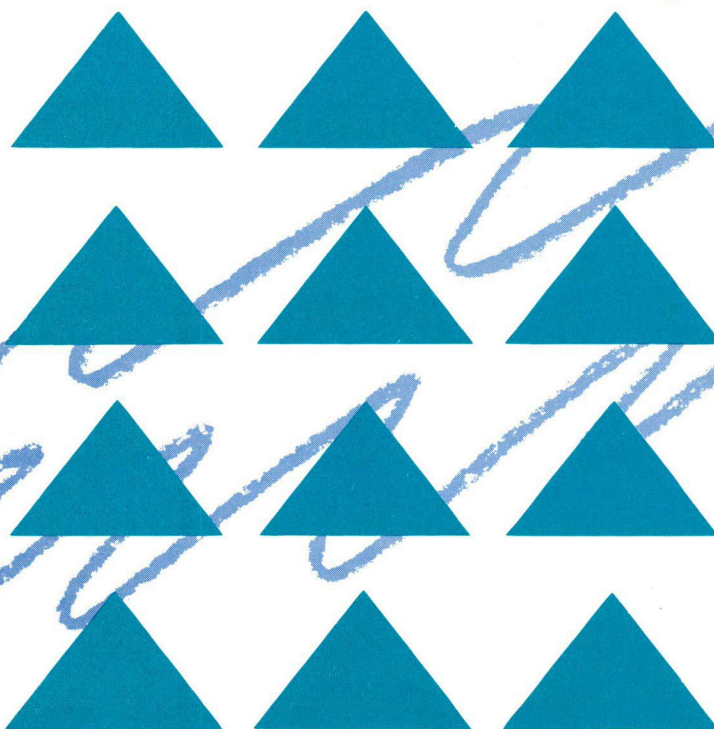
Special Issue

An Official Information Publication of Washington County

Vol. 4, Issue 1

## BUDGET IN BRIEF

An Inside Look at the 1989-90 Fiscal Year Budget



WASHINGTON COUNTY

Meeting the Future Now



# To the Citizens of Washington County:

Over the past several years, Washington County has worked diligently to create the financial and program underpinnings necessary to sustain the County's growth and prosperity through the year 2000. At the same time, we have sought to provide our citizens with clear, understandable information so that they can make the critical decisions necessary to ensure that the future is as bright and promising as we anticipate it to be.

As we enter the mid-point of the initial County 2000 five-year financial plan, the foresight of our citizens is paying off. It appears — with a minimum of reservations — that the tax base approved by voters in 1986 will enable County government to provide effective, equitable services through the planned five years. In addition, the three-year levy for an Enhanced Sheriff's Patrol District, approved by voters of that urban unincorporated district in 1987, has provided the increased level of law enforcement protection those citizens have chosen. And our citizens twice have approved tax levies for the Major Streets Transportation Improvement Program (MSTIP), which will allow our major road system to meet current capacity and safety needs.

Thanks to an informed citizenry, Washington County has a clear policy direction and a solid financial base from which to operate. Still, many challenges remain ahead. Among them is retaining the confidence of the citizens and voters who have placed faith in their government in the most revealing of ways — by approving the tax base levies, County service districts and underlying philosophies that guide and support County government.

This "Budget In Brief" report is an important part of maintaining the trust and confidence of our citizens. With your continued support, Washington County can proclaim that it is "meeting the future now" as it marches confidently toward the year 2000.

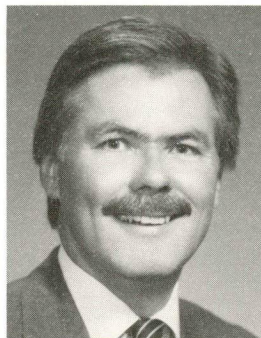


Bonnie L. Hays  
Chairman, Board of County Commissioners



It is obvious, by the fiscal year covered in this budget summary document, 1989-90, that Washington County is laying the groundwork now for the last decade of the twentieth century.

For me, that conjures up a vision of an advanced, creative, clearly-focused and motivated organization — one that can respond to the challenges of the new decade and the coming new century with vigor, flexibility and confidence.



This budget, and the County 2000 financial plan that it supports, gives our community this sense of confidence. The inflation and fiscal chaos that marked many budgets of the late 1970s and early 1980s is gone. In its place is a government that, while still dependent upon swings in the national and local economy, has its financial footing on solid ground and its policies aimed at the right targets. County government is enjoying a period of stability and security made possible by having a strong sense of direction and widespread community support. We are, indeed, "closer to the future than the past."

The 1989-90 budget reflects that enviable position. It is the product of several years of thought and action by County government but, more importantly, of the work of dedicated citizens who helped shape the long-range vision and who, in recent months, helped hone the new budget into conformance with that vision.

We believe that this budget maintains the Board of County Commissioners' commitment to live within our voter-approved tax base for five full years, and to adhere to policy directions that protect our community and preserve County government's ability to provide services equitably and justly.



Charles D. Cameron  
County Administrator



# Closer To the Future Than the Past

## TRANSITIONING TO A NEW DECADE

As Washington County approaches the final decade of this century, it is midway through its transition from a county government struggling to make ends meet to one capable of meeting the needs of a growing, spirited, advanced urban community.

Ten years ago, the County's budget message reflected the condition of county government: The 1979-80 budget was called "workable and balanced," but its authors acknowledged that it did not meet the "required capital improvements, office and court space, or social needs" of the community. It was heavily dependent upon federal funds and, to keep pace with the rapid increase in cost of living, it included a hefty 10 percent wage adjustment for non-represented employees.

By contrast, the 1989-90 budget is sound and solid — a strong underpinning for a healthy and growing community — based upon a carefully developed long-term financial plan. It is well-weaned from the federal dollar, but more dependent upon the national and local economy. Inflation and fiscal chaos are well under control in an atmosphere of guarded fiscal security.

This transition began in earnest three years ago when Washington County embraced its County 2000 financial plan — a five-year set of budgetary and program decisions that are creating a "new" County organization for the future. The difficult decisions embodied in County 2000 remain the principles upon which the 1989-90 budget is built.

Those principles include living within the voter-approved tax base for five years — until 1991-92 — improving public safety and justice programs as County priorities and equitably distributing traditional county-wide services.

Specifically, the original goals of County 2000 included efforts to:

- Eliminate inequities among those who benefit from services funded by county-wide property taxes.
- Focus on providing an efficient and effective base level of traditional county-wide services within available resources.
- Create options for residents wishing to pay for and receive enhanced services beyond the county-wide base level. (Specifically for local road maintenance and enhanced Sheriff's patrol, the County Service District approach will be offered as an option for urban unincorporated residents who desire, authorize and fund higher service levels.)
- Provide a stable and conservative property tax base to finance appropriate county-wide services via the General Fund.
- The County's public safety and criminal justice system (excluding Sheriff's patrol beyond a base level of .5 officers per thousand population) will receive the highest priority.
- Remaining county-wide services will have steady or decreasing property tax base support.

Upon implementing County 2000 philosophies in the 1987-88 fiscal year, voters approved a new property tax base and the creation of two County service districts. Voters approved funding for an Enhanced Sheriff's Patrol District, beginning in 1988-89, and denied funding for the County Service District, which was designed to improve local road maintenance.

## LONG-TERM FINANCIAL PLANNING

In meeting County 2000 priorities, the 1989-90 budget continues the strategy of long-term financial planning.

The tax base approved by voters in 1986 was intended to support County 2000 service levels for five years. The most current financial review supports the continued use of three important tools for helping the County maintain this long-term perspective: (1) a revenue stabilization fund, (2) explicit budgeting for salary adjustments and (3) a prudent General Fund contingency.

### REVENUE STABILIZATION

Some current resources must be set aside in order to maintain current General Fund service levels in future years because County revenues are not increasing as rapidly as the cost of providing services. To address this, the budget continues the Revenue Stabilization Fund at a slightly higher level. The County expects to draw upon this fund in the fifth year of the County 2000 financial plan.

### SALARY ADJUSTMENTS

To more clearly identify the "true costs" of services, salary adjustments are budgeted on a departmental basis. Previously, it was assumed that salary savings from vacant positions would partially offset salary adjustments, and they were not budgeted by department. Salary savings will continue to be carried forward for use in subsequent years.

### CONTINGENCY FUND

The final key component of the County's long-term financial plan is to maintain a prudent General Fund contingency for major unforeseen emergencies. The budget assumes that the Contingency Fund will remain untouched this budget year.



# 1989-90 Budget Highlights

## FINANCIAL SUMMARY

**T**he adopted budget for 1989-90 is \$142,807,124 — of which \$33,495,686 (23%) is General Fund.

This represents a three percent and two percent increase, respectively, over the 1988-89 adopted budget.

The primary reasons are:

- Receipt and expenditure of additional state road fund revenues to help reduce the backlog of road and bridge maintenance;
- Budgeting for the use of Major Streets Transportation Improvement Program (MSTIP 1) serial levy funds carried forward from previous years;

- Additional state mental health funds for the developmentally disabled; and
  - Budgeting for the use of accumulated traffic impact fee funds held in abeyance until the Transportation Plan Update was completed.
- Taking into account a change in the way liability and casualty insurance costs are now budgeted, the effective increase in the General Fund budget is actually approximately five percent. The primary causes of this \$1.5 million increase are:

- Salary adjustments granted to employees (\$800,000);

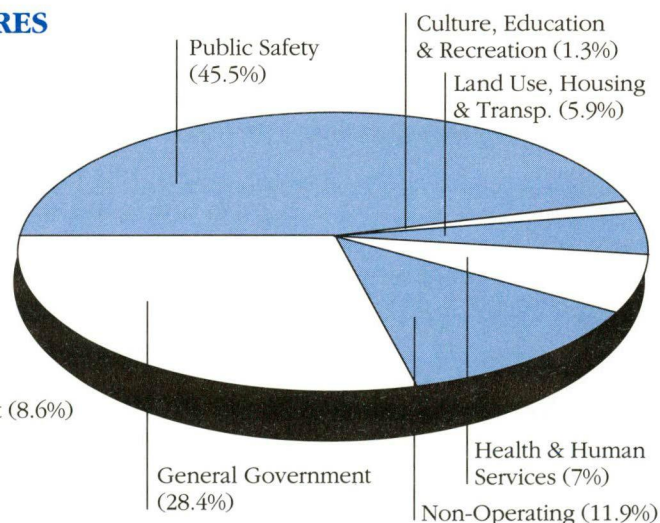
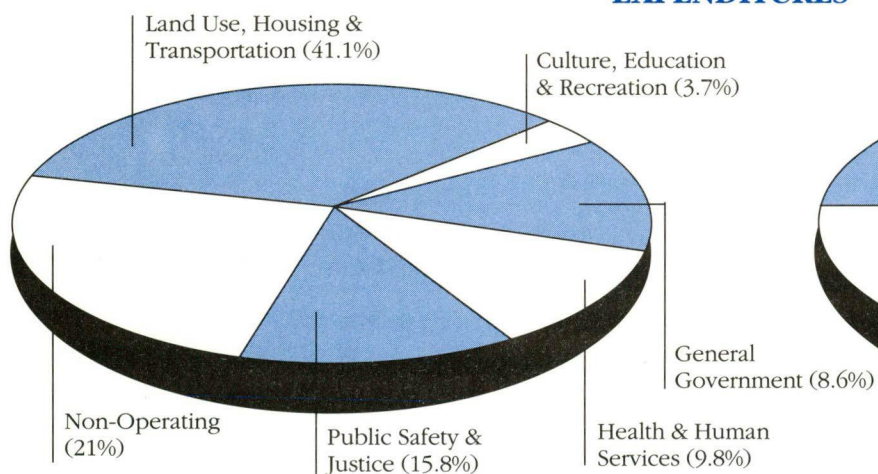
- Additional building operating and maintenance costs associated with the new Public Services Center and other minor staff changes, all of which are included in the Facilities Management Division (\$335,000);
- An increase in the General Fund contingency as a prudent reserve (\$327,000);
- Miscellaneous minor increases in various expenditure categories in each department (\$38,000).

The figures below summarize the 1989-90 General Fund and All Funds budgets. A more complete budget breakdown appears on pages 11-12.

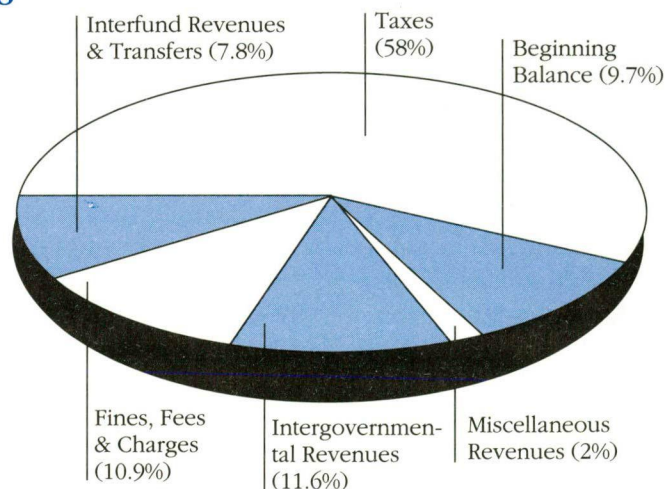
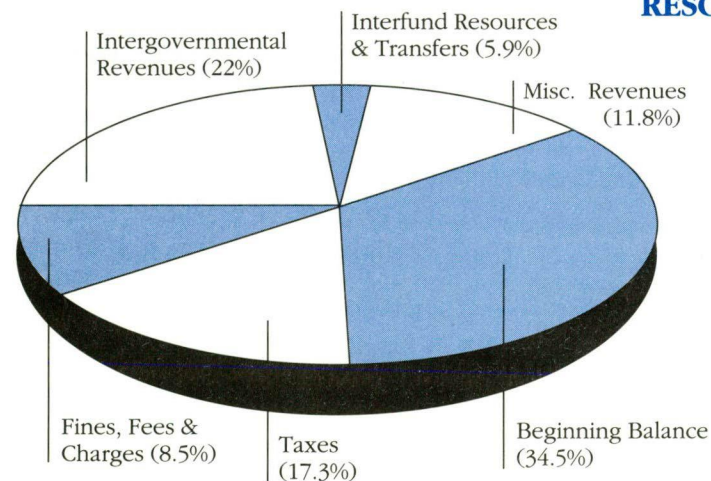
### ALL FUNDS (\$142.8 million)

### GENERAL FUND (\$33.5 million)

#### EXPENDITURES



#### RESOURCES





# Departmental Summaries

**K**ey initiatives of the 1989-90 budget are summarized below by functional area. They include:

## **GENERAL GOVERNMENT**

Improvements in operational efficiencies and practices are priorities for 1989-90. These include an expanded auditing capacity in the County Auditor's office, more sophisticated personal computer work stations and county-wide information systems, and the consolidation of administrative functions from rental sites into a new County Administration Building.

## **PUBLIC SAFETY & JUSTICE**

1989-90 is the second full-year funding (\$2,298,000) for the Enhanced Sheriff's Patrol District (ESPD), which increases patrol service level in the urban unincorporated area by approximately 230 percent. Also budgeted is \$185,000 for overall justice system improvements that will be identified through a collaborative effort of public safety and justice system participants.

Additional monies are included to improve the Sheriff's antenna/communication sites throughout the County. Finally, the full impact of increasing prosecutors' salaries to maintain the competitiveness of our salary plan is now included in this budget.

## **LAND USE & TRANSPORTATION**

With additional state gas/weight mile tax revenues as approved by the Oregon Legislature, significant headway is being made into the Board of Commissioners' prioritized list of road maintenance projects. In addition, the budget contains funds which can be leveraged for additional federal, state and local funds for road improvement projects.

With the completion and implementation of the Transportation Plan Update, road capital improvement project activity is at an all-time high in Washington County. This will be the first year that major road capital (extra capacity) expenditures will occur using traffic impact fee (developer-paid) resources.

## **HEALTH & HUMAN SERVICES**

Significant increases in state funding for mental health services (\$1.2 million) are dedicated to continued improvements in the inadequately-funded developmental disabilities program. In addition, the budget completes the organizational and staffing changes resulting from the consolidation of the old Health and Mental Health departments in 1988.

## **CULTURE, EDUCATION & RECREATION**

The 1989-90 budget reflects a plan for long-term continuation of the Citizen Participation Organization (CPO) program. The budget also represents the last year of the three-year Cooperative Library Services property tax serial levy. Given the dramatic increase in county-wide circulation activity associated with the levy, a new funding package will be evaluated and submitted to voters in 1990.

## **OTHER BUDGET HIGHLIGHTS**

Other important elements of the 1989-90 adopted budget include:

- Funds for economic development activities:
  - \$25,000 to the Tualatin Valley Economic Development Corporation for facilitating the partnership among the County's major cities, chambers of commerce and businesses;
  - \$19,000 for the costs of compiling the County's comprehensive economic development plan; and
  - \$6,000 to the Portland Development Commission for business recruitment and marketing activities provided in the County.
- Funds to continue the County's contribution toward a collaborative effort to creating a surface water management authority (\$56,000 split equally between the General Fund and Road Fund).
- The County continues to live within the voter-approved five-year tax base for general fund operations.



# Budget Policies & Process

## IMPLEMENTING DIRECTIONS

**W**ashington County's budget is prepared through a process that begins with goals, objectives and budget policies established by the Board of County Commissioners. These are the implementing directions for County Departments in preparing their budget requests, which are submitted to the County Administrator's office for review and analysis.

It is the County Administrator's responsibility to prepare a Proposed Budget for consideration by the Budget Committee, which is comprised of the Board of Commissioners and five appointed lay representatives. The Budget Committee holds public hearings on the Proposed Budget and ultimately acts on an Approved Budget.

The Approved Budget is taken to the Board of Commissioners for final consideration, during which public hearings again are held. After final changes, the Board adopts an Adopted Budget, which is then finalized, printed and distributed for use as the fiscal plan for the upcoming year.

A copy of the 1989-90 Adopted Budget can be obtained from the County Administrator's office.

### GENERAL FUND BUDGETS

For fiscal year 1989-90, the Board of Commissioners has set forth goals and objectives consistent with the County 2000 long-range financial plan. Of most concern is the General Fund, which is derived from the general property tax base and with which the County has the most discretion.

The Implementing Directions include the following:

The 1989-90 General Fund budget shall be developed to ensure that current proposed service levels can be funded through the 1991-92 fiscal year within expected available resources.

- To ensure that County 2000's five-year goals are met, this budget shall fund General Fund supported Departments at 1988-89 current staffing levels (unless funding is available from other sources).
- New (non-property tax) revenues shall be pursued to the fullest extent possible for all services, and total costs shall be identified for fee-setting purposes for all fee-supported services.

- New discretionary programs shall not be undertaken unless the Board has previously determined that the new program is a high priority activity consistent with County 2000. It is understood that should outside funding expire, the program shall be terminated unless otherwise specifically authorized by the Board.
- Efforts to assign internal costs where they occur shall be continued in order to clearly define the true cost of each direct internal or external service the County provides.
- Transfer monies to/from the Revenue Stabilization Fund to ensure adequate General Fund resources are available over the five-year expected life of the County's tax base.
- If State funding is reduced for programs funded primarily by the State, the County should not increase its share to make up the difference.



# General Government

## BUDGET HIGHLIGHTS

The General Government functional area consists of general administrative, service and policy functions of County government, including the Board of County Commissioners, County Administration, County Counsel, Auditor, Assessment and Taxation and Support Services. The adopted 1989-90 budget for General Government services is \$12.4 million.

### COUNTY AUDITOR

The budget contains new funds to enable the Auditor to perform additional audits. These are needed due to expansion of County functions and services, such as the Enhanced Sheriff's Patrol District, and an increasing desire by the Board of County Commissioners for efficiency and accountability of County government.

### ELECTIONS

Budgeted expenditures are reduced from the previous year based on an anticipation of fewer and smaller elections, in part because of the "safety net" provisions for school funding.

### DATA PROCESSING

Funds to provide additional support for new systems, personal computer applications and office automation, as well as for acquiring enhancements to county-wide information systems, are included in the

budget. These steps will increase internal efficiencies; however, the County's information system needs continue to exceed available resources.

### OTHER SUPPORT SERVICES

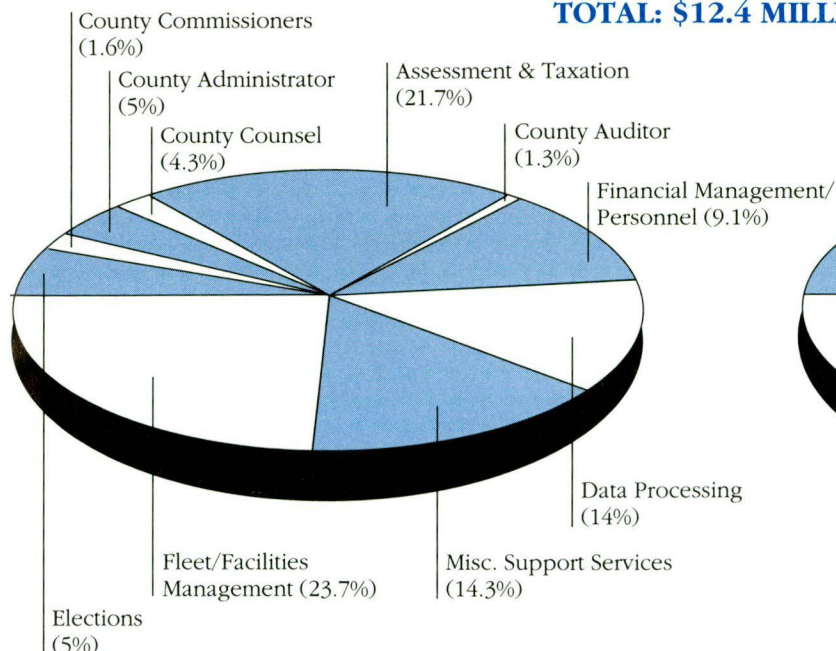
The budget includes funding for a classification and compensation study to ensure that the County competes for the best available personnel to serve its citizenry and to provide additional building management and janitorial services for the new Public Services Building.

### PUBLIC SERVICES BUILDING

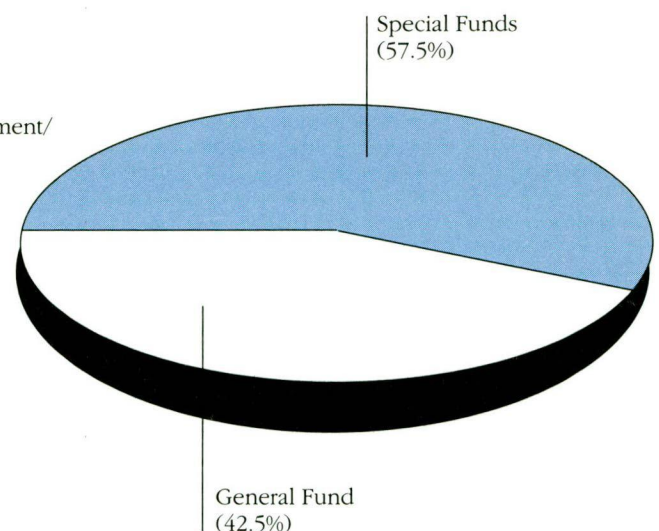
The long-awaited opening of the new administration building will occur this March, enabling management and support functions to be consolidated efficiently and to provide improved public access to County staff and services.

## BUDGET SUMMARY

**TOTAL: \$12.4 MILLION**



## FUND SUMMARY





# Public Safety & Justice

## BUDGET HIGHLIGHTS

County 2000 gives priority to public safety and criminal justice programs for General Fund expenditures. The 1989-90 budget allocates 45.5% of the General Fund to Public Safety and Justice programs.

A major initiative, born out of County 2000, has been to complete the implementation of the Enhanced Sheriff's Patrol District (ESPD), funded with a \$3.3 million three-year serial levy, which has significantly augmented policing functions within urbanized unincorporated areas. Patrols have increased to one officer per 1,000 residents — a 230% increase in patrol level.

Correspondingly, County residents have seen a dramatic improvement in emergency response times and the availability of police for all citizen calls.

The total Public Safety and Justice budget for 1989-90 is \$22.5 million — 68 percent of which is from the General Fund.

### PUBLIC SAFETY

The budget includes security improvements at the jail and an improved radio communications system so that officers have uninterrupted contact with police dispatch.

### DISTRICT PATROL

This will be the second year of operations for the Enhanced Sheriff's Patrol District. An addition of 64 deputies has resulted in response times of five minutes or less for emergency calls for police assistance.

### DISTRICT ATTORNEY

An additional deputy district attorney to handle increased case-loads in both the juvenile and non-support units is included in this year's budget. The budget also reflects the reclassification of all deputy district attorney positions, which will help ensure that the County retains and attracts the best available prosecutors.

### RESTITUTION CENTER

Two residential aide positions have been added to enable the 88-bed minimum security Center to shift more inmates to custodial home supervision ("house arrest") — which has increased from an average daily caseload of 16 individuals last year to 35 this year — while maintaining appropriate levels of supervision at the Restitution Center.

### COMMUNITY CORRECTIONS

Recently awarded the highest possible national rating, increased revenues will help the program serve more offenders in community settings, thereby relieving pressure on the County jail.

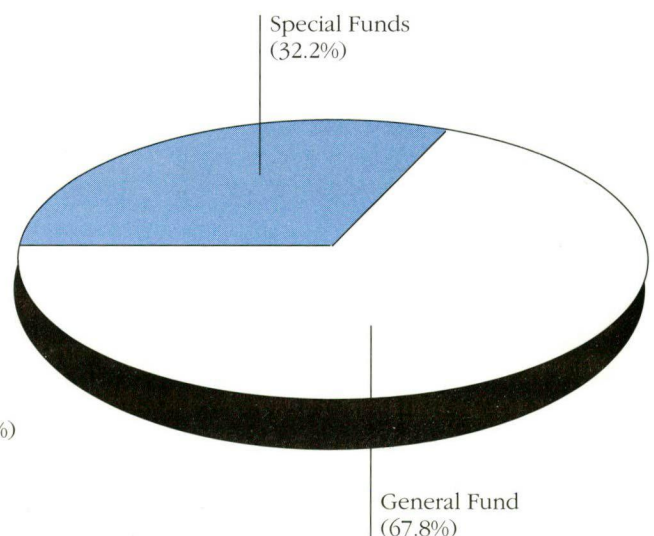
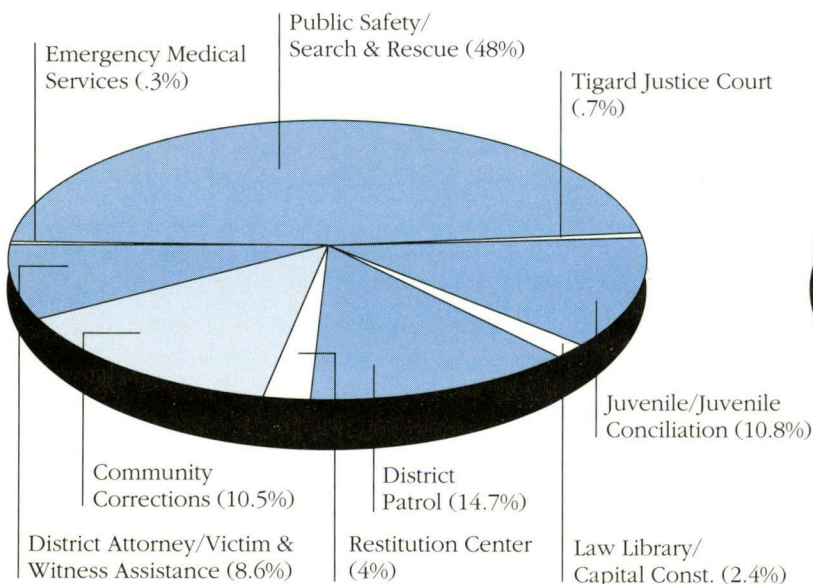
### JUVENILE

A new admissions counselor will help handle increasing numbers of juveniles coming into contact with the justice system. The position enables the County to provide more cost-effective information, referral and transport services.

## BUDGET SUMMARY

## FUND SUMMARY

**TOTAL: \$22.5 MILLION**





# Land Use, Housing & Transportation

## BUDGET HIGHLIGHTS

**T**he relatively high costs of road construction and maintenance in a rapidly growing County account for the size of this budget — \$58.7 million, or 41% of all County expenditures. Almost 97% of these funds are from federal, state or county revenue sources other than the County General Fund.

A significant part of the budget is the Major Streets Transportation Improvement Program (MSTIP), which leverages a voter-approved serial levy with state and federal funds for major road improvements. Many MSTIP 1 projects are underway in 1989-90. (MSTIP 2, just approved by voters, will result in budget adjustments in order to implement projects as quickly as possible.)

This functional area budget also handles the growing number of development-related services, projects and overall planning efforts in the County, including building inspections, code enforcement and community planning. Efforts to serve the low-to-moderate income needs

of the community through the community development block grant program are included in this budget as well.

### ENGINEERING

The budget reflects an "all time high" in road construction anticipated in 1989-90. Additional positions will help the County manage construction contracts, which are expected to be double those of previous years as the result of the MSTIP 1 and MSTIP 2 programs, and implementation of the County's Transportation Plan Update (TPU).

### TRAFFIC IMPACT

A major increase in road construction activity, supported by the Traffic Impact Fee (TIF) from new development, is anticipated. TIF resources will be spent in accordance with the recently-adopted TPU, which provides direction for funding, maintenance and improvements to the county-wide road system.

### PLANNING

This year's funding will ensure completion of the state-mandated review of the county-wide Comprehensive Plan, update of the land development code, initiation of a five-year process of updating community plans and an increase in economic and demographic data and analysis.

### LAND DEVELOPMENT

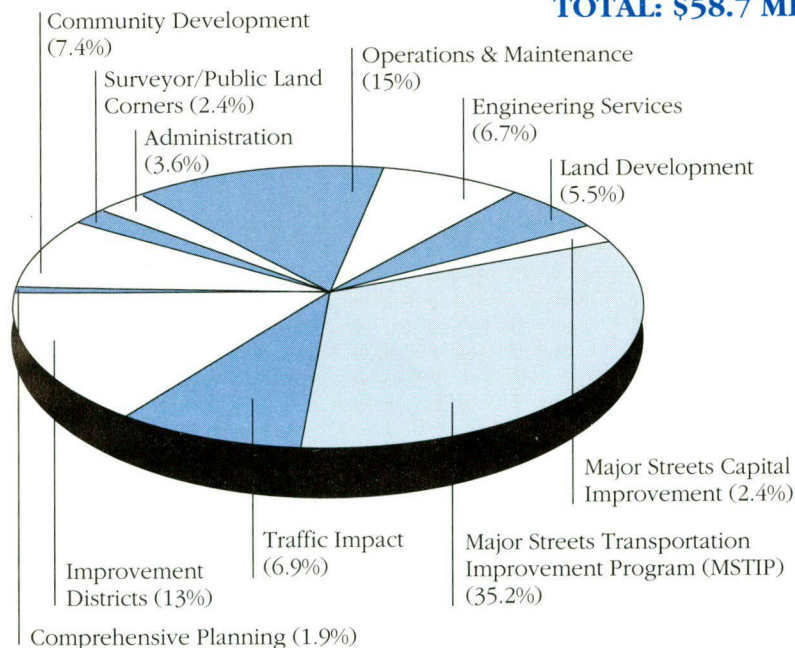
Increased development applications (up 8%) and pre-application activity (up 60%) are resulting in greater demands for plan review and site inspections. The budget includes an automated land development system and increased computerization to improve productivity.

### OPERATIONS & MAINTENANCE

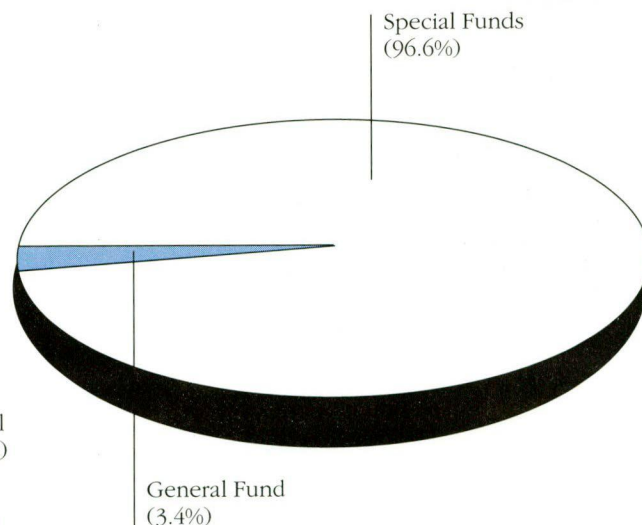
More maintenance funds, stemming from increased state gas tax and weight/mile tax revenues, are allowing for improved maintenance, particularly for road overlays, patching and bridge maintenance which have not kept pace with demands.

## BUDGET SUMMARY

**TOTAL: \$58.7 MILLION**



## FUND SUMMARY





# Health & Human Services

## BUDGET HIGHLIGHTS

**A** consolidated department of Health and Human Services is working closely with the private business, health care and social service community to develop an array of services that treat the "whole person" and respond to growing concerns, such as migrant health, AIDS, alcohol/drug abuse and developmental disabilities.

Under County 2000, it is no longer assumed that the County will be the direct provider of needed services. In many cases, community resources will be the primary means to meet the health and social needs of our citizens; in other cases, the County will fund, but not directly provide, the needed services.

The total Health and Human Services' functional area budget for 1989-90 is \$14 million.

### MENTAL HEALTH

An increase in state funds, primarily to serve the developmentally disabled, accounts for most of the increase in mental health funding. The state's efforts to downsize large state institutions are coupled with efforts to improve community-based services for dependent populations, which will help the developmentally disabled become more self-sufficient and successful in living within the community.

### PUBLIC HEALTH

A "status quo" budget reflects continued reorganization of the overall Department and maintenance of effort in environmental and community health programs. Initiatives for recycling yard debris and an interpreter/educator for Hispanic services are included in the budget as well.

### JUVENILE SERVICES COMMISSION

Entirely funded with state resources, the Commission's activities — which include juvenile diversion, family crisis intervention and 24-hour intake services — remain similar to 1988-89, with the exception of new services for runaway and homeless youth.

### AREA AGENCY ON AGING

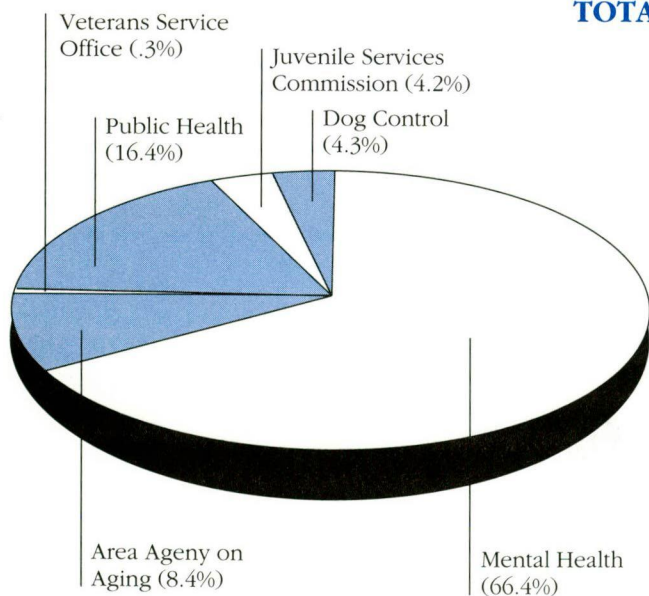
Separately administered, the Area Agency on Aging program remains at essentially the same service level as 1988-89 with a recommendation, however, that other governmental, private sector or non-profit groups be evaluated for their ability to provide desired service enhancements in the future.

### DOG CONTROL

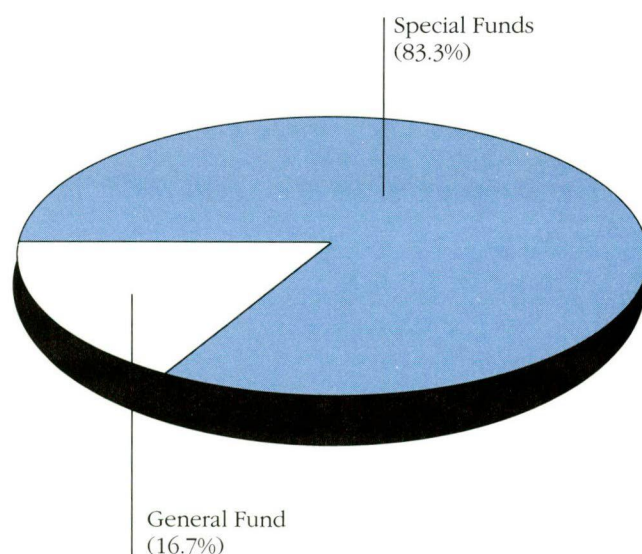
An increase in operating contingency is budgeted to help attain long-term financial security for the Dog Control Fund and to develop a capacity for addressing inadequacies at the animal shelter.

## BUDGET SUMMARY

**TOTAL: \$14 MILLION**



## FUND SUMMARY





# Culture, Education & Recreation

## BUDGET HIGHLIGHTS

**W**ashington County's endowment of beautiful land, clean air and strong agriculture are protected through the combined efforts of County, regional and state agencies.

The County's role, in light of County 2000, is to provide at least minimal support for agriculture, parks and water management.

### EXTENSION SERVICE

The budget effectively increases General Fund support for the Agricultural Extension Service by nine percent for its services in agriculture, home economics, forestry, 4-H and other areas. The County also contracts with the Extension Service to provide Citizen Participation Organization (CPO) program support. The costs for CPO support are found in Non-Operating budgets (see page 10).

### PARKS

Supported primarily by user fees, the budget contains some General Fund revenues for County-owned and maintained parks. This year's budget supports a "mini-master plan" for Hagg Lake Park, which will include an evaluation of future staffing and improvement needs at the popular park.

### LIBRARY SERVICES

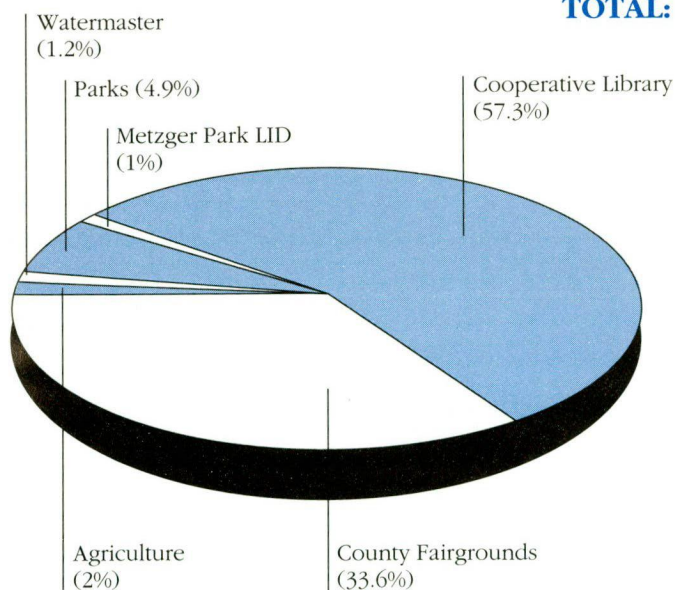
In the final year of a three-year property tax serial levy, the Cooperative Library Services budget remains essentially the same as last year — although circulation activity is expected to increase for the third straight year. County-wide, 2.1 million transactions were handled by the libraries within the Cooperative in 1988.

### COUNTY FAIRGROUNDS

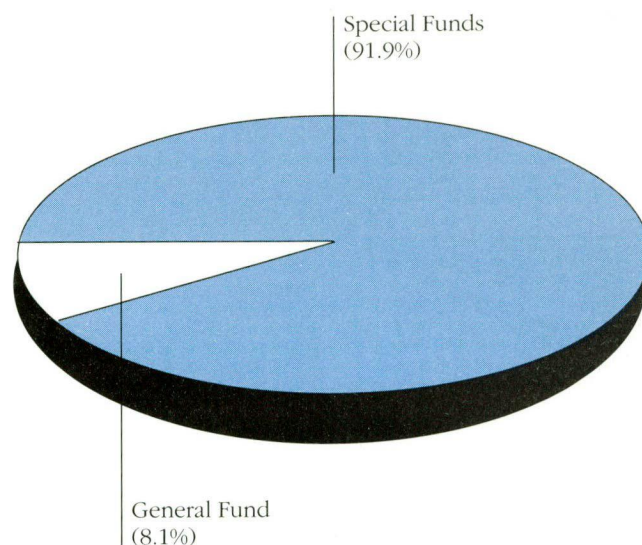
The fairgrounds' operating budget has been increased by about 25% for a new covered show ring, improvements to the Main Exhibit Building and general repair and maintenance. The County Fair Board also has applied for an \$874,000 grant from the Oregon Tourism Alliance to expand and remodel the grandstands and construct a new agricultural exposition pavilion.

## BUDGET SUMMARY

**TOTAL: \$5.2 MILLION**



## FUND SUMMARY





# Non-Operating Budgets

## BUDGET HIGHLIGHTS

In addition to operating programs, the County budget contains funds which are not directly attributable to departmental programs — such as insurance needs, support for schools and capital projects (facilities).

Key funds include the County's General Fund contingency account, Revenue Stabilization Fund, Fleet Replacement Fund and a fund for additional office space (primarily the new Public Services Building). Budgeting for these reserves and other supportive needs of County government is critical to maintain long-term fiscal stability and prudent management of public resources.

### NON-DEPARTMENTAL

Expenditures not directly attributable to County programs are contained in this budget item. This year's budget includes funds for a contracted full-time CPO coordinator at the Agricultural Extension Service, economic development activities and potential enhancements in the public safety and justice system. It also maintains full funding for three Youth Service Centers and reflects modest increases for the Washington County Community Action Organization and Domestic Violence Resource Center.

### OFFICE SPACE FUND

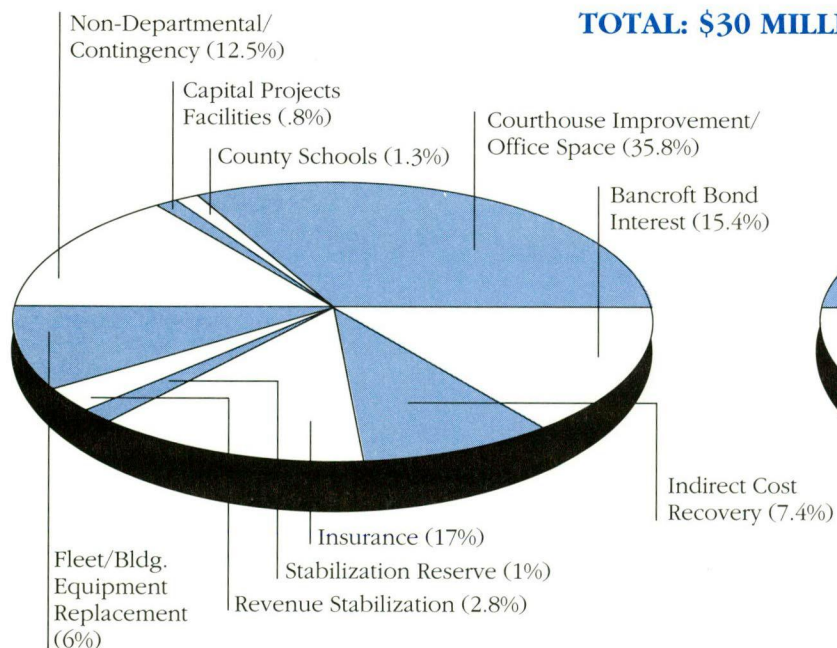
Created for the new Public Services Building project, it covers Phases II and III of construction. Phase II, the construction of the new Public Services Building, will be completed this spring. Phase III, the remodeling of the current Administration Building, will begin this year as well. This has all been done with the intent of improving public access to County services.

### OTHER FUNDS

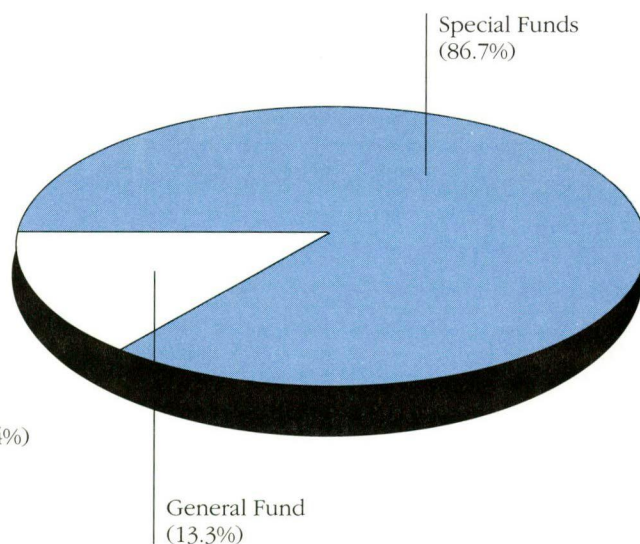
The 1989-90 budget includes other important funds, as well, including capital projects and facilities, equipment replacement, vehicle replacement, life insurance, liability and casualty insurance, workers' compensation insurance, medical insurance and unemployment insurance.

## BUDGET SUMMARY

**TOTAL: \$30 MILLION**



## FUND SUMMARY





# SCHEDULE OF ADOPTED APPROPRIATIONS FY 1989-90

GENERAL GOVERNMENT	EXPENDITURES	RESOURCES
Board of Commissioners	\$ 201,401	\$ 200
County Administrator's Office	622,943	200
County Counsel	532,274	202,130
County Auditor	162,426	0
Elections	618,753	192,300
* Assessment & Taxation	2,684,075	1,057,015
Support Services	303,037	26,314
Financial Management	662,153	128,200
* Personnel	453,017	53,040
Data Processing	1,728,213	235,159
Central Services	205,368	100
Facilities Management	1,353,372	56,250
TOTAL GENERAL FUND	\$ 9,527,032	\$ 1,950,908
Fleet Management	\$ 1,573,289	\$ 1,384,085
Internal Services	735,503	735,503
Telecommunications	521,092	521,092
TOTAL SPECIAL FUNDS	\$ 2,829,884	\$ 2,640,680
TOTAL ALL FUNDS	\$ 12,356,916	\$ 4,591,588

PUBLIC SAFETY & JUSTICE		
Public Safety	\$ 10,782,774	\$ 358,325
District Attorney	1,872,572	288,788
Tigard Justice Court	161,277	230,000
Juvenile/Juvenile Conciliation	2,435,552	622,159
TOTAL GENERAL FUND	\$ 15,252,175	\$ 1,499,272
Law Library/Library Capital Construction	\$ 549,632	\$ 211,026
District Patrol	3,298,432	3,298,432
Restitution Center	890,931	890,931
Community Corrections	2,371,045	2,371,045
Victim/Witness Assistance	65,713	65,713
Emergency Medical Services	67,076	67,076
Search & Rescue	12,410	1,000
TOTAL SPECIAL FUNDS	\$ 7,255,239	\$ 6,905,223
TOTAL ALL FUNDS	\$ 22,507,414	\$ 8,404,495

LAND USE, HOUSING & TRANSPORTATION		
LUT Comprehensive Planning	\$ 1,095,707	\$ 740,918
LUT County Surveyor	886,808	793,295
TOTAL GENERAL FUND	\$ 1,982,515	\$ 1,534,213
LUT Administration	\$ 2,125,556	\$ 8,742,637
LUT Operations & Maintenance	8,787,518	636,600
LUT Engineering Services	3,906,532	2,487,100
LUT Land Development	3,238,682	2,508,411
Community Development	4,338,047	4,338,047
Major Streets Capital Project	1,406,665	32,000
Public Land Corners	514,585	360,700
Transportation Improvement Prog. Ser.	20,661,134	2,068,350
Traffic Impact	4,028,621	1,197,500
Miscellaneous Improvement Districts	7,717,371	4,401,950
TOTAL SPECIAL FUNDS	\$ 56,724,711	\$ 26,773,295
TOTAL ALL FUNDS	\$ 58,707,226	\$ 28,307,508



# SCHEDULE OF ADOPTED APPROPRIATIONS

## (CONTINUED)

### HEALTH & HUMAN SERVICES

	EXPENDITURES	RESOURCES
Veterans Service Office	\$ 40,038	\$ 12,500
Public Health	2,296,948	1,661,702
TOTAL GENERAL FUND	<u>\$ 2,336,986</u>	<u>\$ 1,674,202</u>
Juvenile Services Commission	\$ 595,854	\$ 570,192
Dog Control	601,857	590,044
Mental Health/HB 2145	9,321,481	9,139,460
Area Agency on Aging	1,172,683	1,163,434
TOTAL SPECIAL FUNDS	<u>\$ 11,691,875</u>	<u>\$ 11,463,130</u>
TOTAL ALL FUNDS	<u><u>\$ 14,028,861</u></u>	<u><u>\$ 13,137,332</u></u>

### CULTURE, EDUCATION & RECREATION

Agriculture	\$ 103,846	\$ 0
Watermaster	64,908	44,900
Parks	255,459	156,000
TOTAL GENERAL FUND	<u>\$ 424,213</u>	<u>\$ 200,900</u>
Metzger Park LID	\$ 51,275	\$ 51,275
Cooperative Library	2,994,800	2,811,490
County Fairgrounds	1,755,619	1,499,400
TOTAL SPECIAL FUNDS	<u>\$ 4,801,694</u>	<u>\$ 4,362,165</u>
TOTAL ALL FUNDS	<u><u>\$ 5,225,907</u></u>	<u><u>\$ 4,563,065</u></u>
TOTAL OPERATING	<u><u>\$ 112,826,324</u></u>	<u><u>\$ 59,003,988</u></u>

### NON-OPERATING

Non-Departmental	\$ 2,089,797	\$ 23,377,705
Contingency	1,656,989	0
Capital Projects Facilities	225,979	0
TOTAL GENERAL FUND	<u>\$ 3,972,765</u>	<u>\$ 23,377,705</u>
County School	\$ 381,850	\$ 381,850
Fleet Replacement	1,743,487	670,600
Courthouse Improvement Bd. Sk.	1,481,930	1,460,361
Bancroft Bond Interest	4,613,521	488,600
Indirect Cost Recovery	2,214,292	2,214,292
Medical Insurance	3,216,383	2,958,573
Miscellaneous Insurance	1,913,707	1,771,113
Stabilization Reserve	290,774	26,000
Additional Office Space	9,239,722	1,055,585
Revenue Stabilization	847,206	77,000
Building Equipment Replacement	65,163	65,163
TOTAL SPECIAL FUNDS	<u>\$ 26,008,035</u>	<u>\$ 11,169,137</u>
TOTAL NON-OPERATING	<u><u>\$ 29,980,800</u></u>	<u><u>\$ 34,546,842</u></u>
TOTAL ALL FUNDS	<u><u>\$ 142,807,124</u></u>	<u><u>\$ 93,550,830</u></u>

### SERVICE DISTRICTS & HOUSING AUTHORITY

Service District for Lighting	\$ 1,261,986	\$ 977,000
Enhanced Sheriff's Patrol District	3,645,405	3,274,249
Washington County Housing Authority	8,695,340	8,219,298
SUBTOTAL	<u>\$ 156,409,855</u>	<u>\$ 106,021,377</u>
Beginning Fund Balance		\$ 50,388,478
TOTAL BUDGET	<u><u>\$ 156,409,855</u></u>	<u><u>\$ 156,409,855</u></u>



# Budget Committee

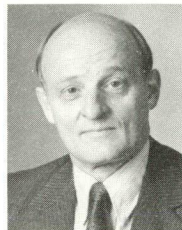
**W**ashington County's annual budget is prepared through an extensive process that includes a significant amount of public review and scrutiny. At the heart of this process is the Budget Committee, which is composed of the Board of County Commissioners and five citizens appointed by the commissioner for their district.

## CITIZEN MEMBERS

**ROBERT J. ELFERS**

*At-large*

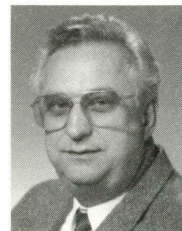
Mr. Elfers is Administrative Partner of Schwabe Williamson & Wyatt, a law firm. His career also includes service as Executive Director of the Oregon State Bar and as Chief Administrator for Lane County.



**CLETUS NIEBUR**

*District 1*

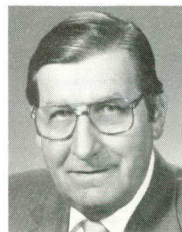
Mr. Niebur is the Vice President of Livingston Securities, a Portland securities brokerage firm. Prior to that, Mr. Niebur had served for 15 years as Vice President of Black & Company Securities.



**BILL BLOOM**

*District 2*

Chairman of the Budget Committee, Mr. Bloom is a former State Senator and currently Labor Relations Director for Tri-Met. He also is Chairman of the Tualatin Valley Fire and Rescue District Board and a member of the Civil Service Commission.



**DENNY J. PURKEY**

*District 3*

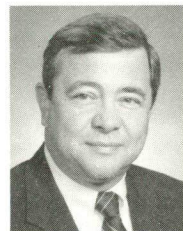
Mr. Purkey is a business and licensed tax consultant who lectures at professional, business and tax seminars. He owns Management Business Systems, Purkey's Tax Service and Denlor, Inc.



**ROBERT H. COLFELT**

*District 4*

Mr. Colfelt is Vice President and Manager of the Forest Grove District of U.S. Bank. Formerly President of Valley National Bank, Mr. Colfelt also is Board Chairman for the Tualatin Valley Economic Development Corporation.



## COMMISSIONERS

**BONNIE L. HAYS**

*Chairman*

Chairman since 1986, Ms. Hays has served on the Board of County Commissioners since 1980. Previously, she taught high school and was Branch Manager for Transamerica Title Insurance Company.



**STEVE LARRANCE**

*District 1*

Appointed to the Board in 1987, Mr. Larrance was elected to a full term in 1988. The owner of Larrance Manufacturing Co., he is a cabinet maker and general contractor.



**EVA M. KILLPACK**

*District 2*

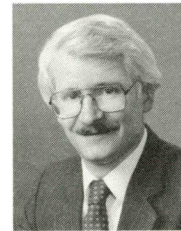
First elected in 1982, Mrs. Killpack served as a Commissioner by appointment in 1980. She has served on the County Planning Commission and is active in Citizen Participation Organizations (CPOs).



**ROY ROGERS**

*District 3*

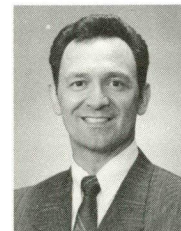
Commissioner Rogers is a partner in Pauly, Rogers and Co., P.C., Certified Public Accounts. He was first elected to the Board in 1984. Previously, Mr. Rogers had served as the Mayor of Tualatin.



**JOHN E. MEEK**

*District 4*

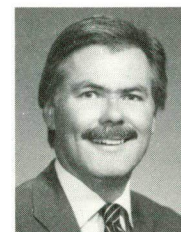
An insurance agent and owner of John E. Meek & Associates, Inc., Mr. Meek was first elected to the Board in 1982. He has served on the Cornelius City Council and currently is a member of the Washington County Fair Board.



**CHARLES D. CAMERON**

*County Administrator*

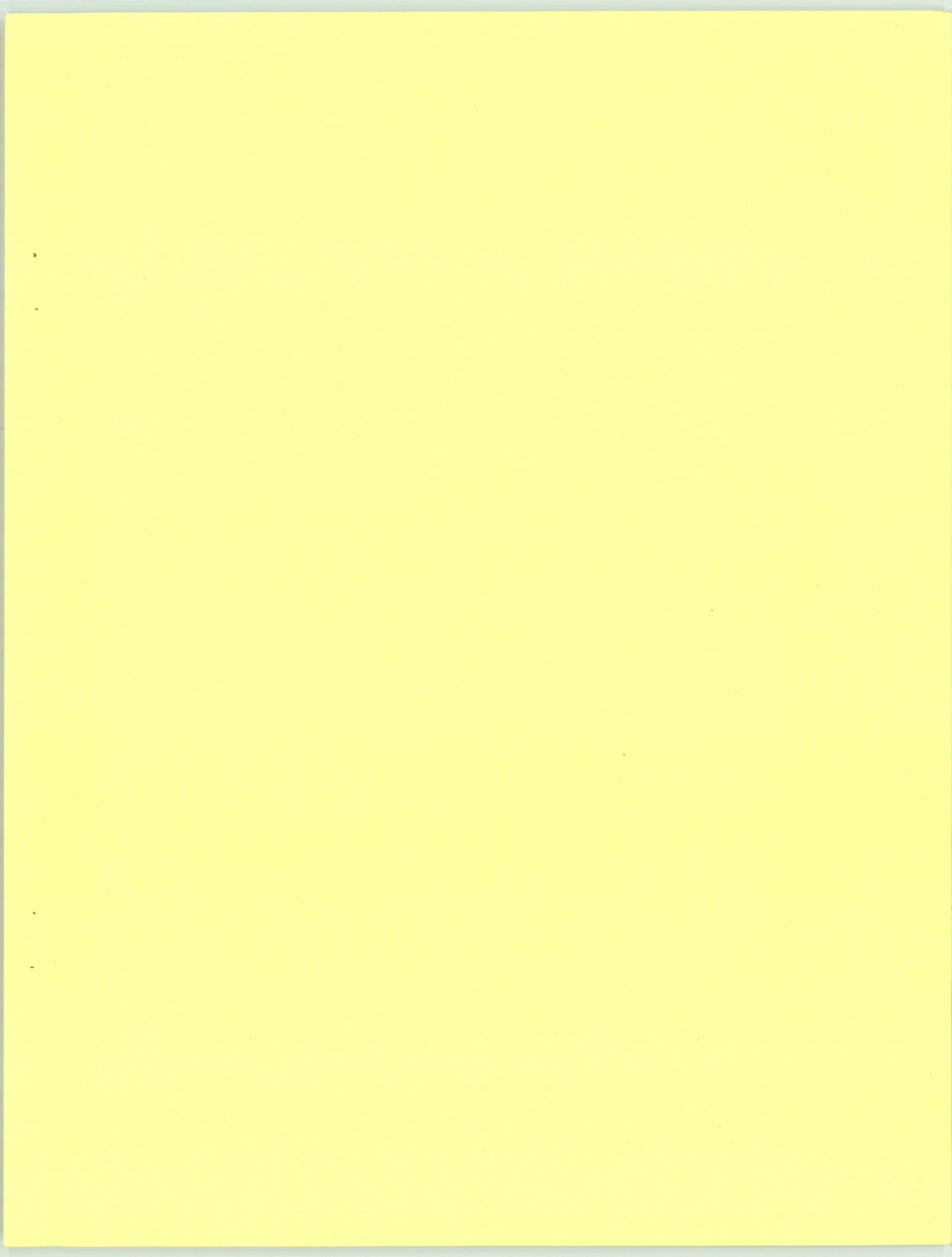
As chief administrative officer for the County since 1986, Mr. Cameron serves as the assigned Budget Officer for the Board. He is responsible for reviewing departmental funding requests and proposing a budget to the Budget Committee.





WASHINGTON COUNTY *FUTURES*  
Washington County Administration Building  
150 N. First Avenue  
Hillsboro, OR 97124

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GENERAL GOVERNMENT  
 ORG. UNIT: ADMINISTRATIVE OFFICE 110  
 FUND: GENERAL FUND 001

## BUDGET DETAIL

	ACTUAL 1986-87	ACTUAL 1987-88	BUDGET 1988-89	REQUESTED 1989-90	RECOMMEND 1989-90	APPROVED 1989-90	ADOPTED 1989-90
SERVICE PROGRAMS							
COUNTY ADMINISTRATION	304,783	332,773	402,484	432,115	431,715	431,715	441,960
BUDGET ANALYSIS	121,694	153,839	155,837	175,070	175,070	175,070	180,983
	<u>426,477</u>	<u>486,612</u>	<u>558,321</u>	<u>607,185</u>	<u>606,785</u>	<u>606,785</u>	<u>622,943</u>
FUNDING SOURCES							
DEPARTMENTAL REVENUES	236	272	200	200	200	200	200
GENERAL FUND AMOUNT NEEDED TO BALANCE	<u>426,241</u>	<u>486,340</u>	<u>558,121</u>	<u>606,985</u>	<u>606,585</u>	<u>606,585</u>	<u>622,743</u>
PERMANENT POSITIONS	10.00	10.00	11.00	11.50	11.50	11.50	11.50

PURPOSE STATEMENT: The County Administrator serves as the administrative arm of the Board of Commissioners, functioning as liaison between the Board and County departments interpreting Board goals and policies and providing executive direction to departments. Specifically, the County Administrator interprets and implements Board policies, oversees County programs and projects; selects and evaluates the performance of appointed department heads; performs analyses leading to the improvement of County services; serves as Budget Officer and prepares and administers the annual budget; and provides direct administrative and clerical support to the Board of Commissioners.

### SERVICE PROGRAM DESCRIPTION

1. County Administration: Includes implementing Board of Commissioners goals and policies, overseeing the day-to-day administration of County government, administering the management performance plan, providing liaison between departments and the Board of Commissioners, resolving policy conflicts between departments,



SERVICE PROGRAM DESCRIPTION (cont'd)

preparing Board of Commissioner meeting agendas, evaluating Federal and State legislation, performing organizational and other special studies and providing information to the public.

2. Budget Analysis: Includes preparing, implementing and monitoring the County's annual budget. Assists departments in the preparation and administration of budgets, including coordination and recommendation of changes in appropriation/revenue levels, staff requirements, programs and quarterly reports.

COUNTY ADMINISTRATOR'S ANALYSIS

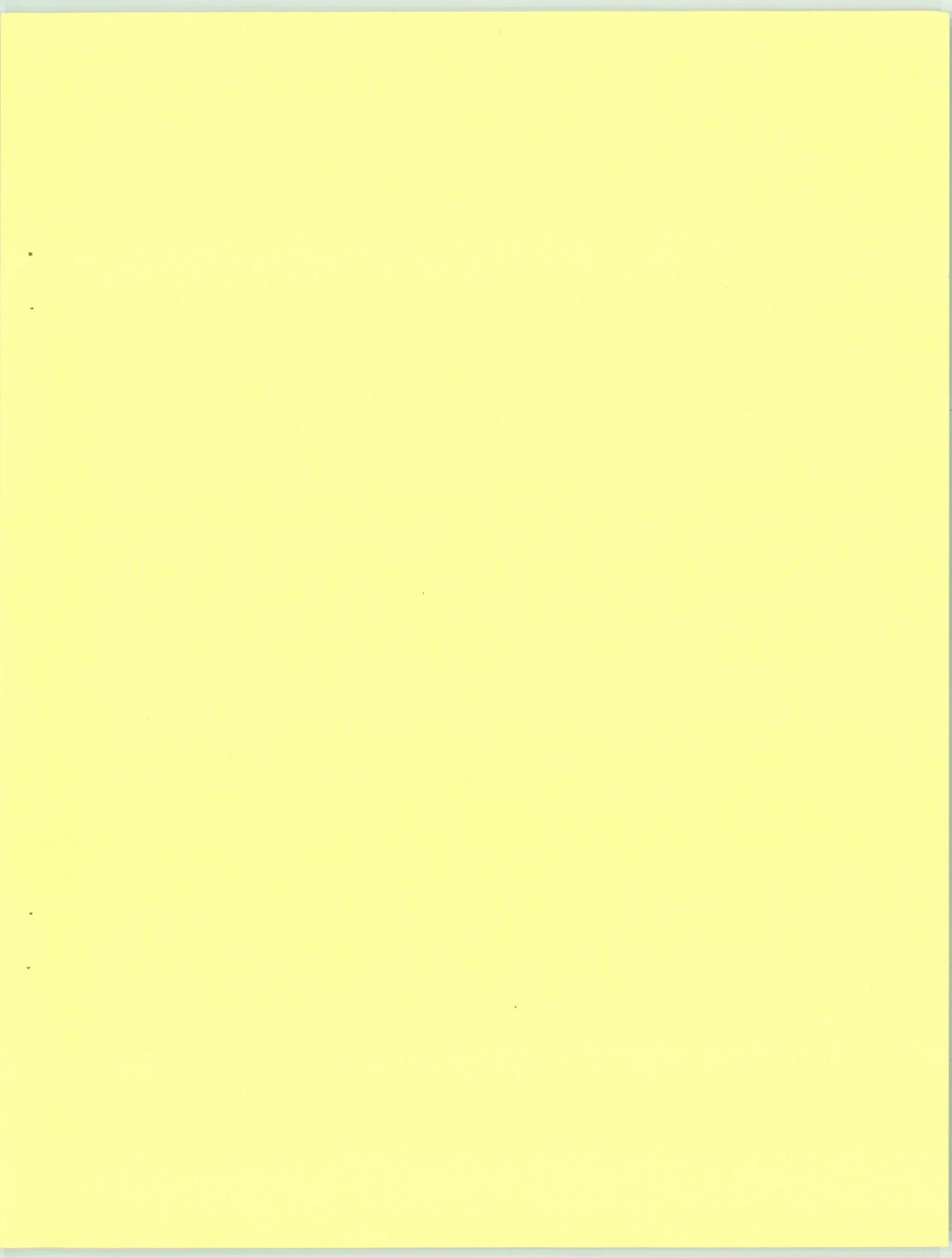
Summary of Department's Requested Budget: The funding request for the Administrative Office reflects an increase of approximately nine percent (\$48,864) above the adopted level for the 1988-89 fiscal year.

The requested funding level includes a new Associate Clerk position (full time for the last six months of the year or .5 full time equivalent) scheduled to be employed following the move to the Public Services Building. This position will be needed to assist with the increased work load created by the Intergovernmental Relations position and the Emergency Medical Services Coordinator who will be located within the Administrative Office in the new building. Salary and benefit cost increases for the existing staff including the 1988-89 Board approved cost of living adjustment granted to all non-represented employees are reflected in the requested budget. Funds for these increases were intentionally not appropriated into departmental budgets in the 1988-89 budget process.

Materials and supplies costs are also expected to increase in fiscal year 1989-90. This is caused by expected activity levels and changes in the fees for services provided internally by other County programs including word processing and photocopy services. The photocopy charge is a new fee to cover the Administrative Office's share of the costs of a replacement photocopy machine and related supplies under a new program in the internal services fund. Finally, the 1989-90 budget request reflects an increase for publication notices of Board meetings, budget publication notices and other related matters.

Highlights of Administrator's Recommendation: I am recommending that this budget be approved as requested with a minor reduction (\$400) in private mileage expenses. Funding at the recommended level will provide for the continuation of existing service levels in the Administrative Office with the changes described above.





# WASHINGTON COUNTY

*Internal Correspondence*

Sept. 19, 1989

To : Department Heads and Office Managers

From : Charles D. Cameron, County Administrator

Subject : MANAGEMENT DECISION MAKING: THE COUNTY-WIDE PERSPECTIVE

The Administrative Office and a number of department heads have recently been engaged in discussions aimed at identifying our roles and expectations of one another. An important focus of these discussions has been the topic of management decision making, and a need for further clarification of the elements of a good decision has emerged.

As a first step towards this clarification, an outline entitled "Management Responsibility in Decision Making" was distributed. The outline stressed the Board of Commissioners' goal of enhancing accountability in the County and identified several related concerns. It also identified a major goal of the Administrative Office regarding decision making: to reduce the number of inadequately supported proposals. This document expands on the original outline and is intended to provide concrete guidance on the development of fully supported management proposals.

5106M





WASHINGTON  
COUNTY,  
OREGON

**MANAGEMENT DECISION MAKING:**

**THE COUNTY-WIDE PERSPECTIVE**

**DEVELOPING PROPOSALS**

Throughout the year, managers at all levels of County government are developing new approaches to the County's problems and innovative ways to meet the County's objectives. These ideas, based on individual experience and on-the-spot knowledge of programs and departments, are vital to the improvement of County services in all areas.

An insightful new idea, by itself, is seldom useful. Before it can receive serious consideration, it must be thoroughly developed into a management proposal. The purpose of this document is to help develop insights into full-fledged proposals. The challenge is to support the core idea with an explicit philosophical basis, to consider it from a variety of critical perspectives, to consider alternatives, and to evaluate them objectively. The payoff can include faster approval of proposals and increased autonomy as a decision maker.

The development of a complete management proposal is a two step process:

1. **Creative/Innovative Phase.** Insight, experience and detailed knowledge of circumstances combine to generate new, creative ideas. This part of the process can happen spontaneously, or it can occur in a planned "brainstorming" session.
2. **Critical/Analytical Phase.** At this stage, the ideas that have been generated are put "through the wringer". The philosophy or policy underlying them must be examined. This phase will typically also include an analysis of the financial and personnel implications as well as many other considerations. In addition, the merit of alternatives must be weighed. Finally, when a decision is made, appropriate supporting documentation must be prepared.

These phases are, of course, not entirely distinct. New alternatives may be introduced during (or as a result of) analysis, and some critical analysis may occur as new ideas are developed. The reason for distinguishing the two phases is to highlight the two kinds of thinking which go into a complete proposal. Viewed from this perspective, the strength of our organization is in the first phase. Managers at all



levels in the County have done an excellent job of generating insights and ideas. However, in many cases, the responsibility for the second phase--critical analysis--has been placed on other department staff and the County's "central" offices, particularly the Finance Division, Personnel and the Administrative Office. This division of labor is extremely unhealthy for the County. It casts managers into the narrow role of "advocates". In the long run, this can erode communication and trust within the organization.

An important part of Washington County's operating philosophy is our conviction that all of our managers are County managers first and foremost. They are expected to approach problems and proposals from a County-wide perspective. This means that managers at all levels have a responsibility to participate in the second phase of proposal development--that is, to critically examine their own ideas and to document that examination.

### Philosophical Basis

Every proposal should be supported with a "reason why". Frequently, managers assume that the reason behind a proposal is obvious and does not require discussion. In other cases, the immediate problem the proposal is intended to solve is substituted for the underlying reason for the proposal. But examining and communicating the "philosophical basis" of your proposal is not just an intellectual exercise. There are at least two practical benefits:

Examining the philosophical basis of your proposal helps you to see it from a County-wide perspective. In most cases, management proposals arise out of problems or opportunities which confront the manager in the context of his or her program or department. To begin to see the proposal from a County-wide perspective, the manager has to "detach" it from its immediate, day-to-day context and ask some fundamental questions about it. Questions like, "What kind of organization would do what I am proposing? What values would such an action demonstrate? Are these values consistent with the values of our customers, our Board and the citizen in general? Such questions can help you to focus on what your proposal will mean for the County as a whole.

Communicating the philosophical basis of your proposal helps others to understand it in the broadest possible context. When department staff, Personnel, Finance and the Administrative Office are called upon to review your proposal, they are certain to ask, "Why should the County do this? How will this help the County reach its goals?" If you are successful in communicating the philosophical basis for your proposal, reviewers will be more likely to see the relationship between your proposal and the County's overall service mission and goals.

What constitutes a satisfactory "philosophical justification"? Standards and values can be drawn from a number of sources, ranging from the stated mission and goals of the County (in County 2000 or elsewhere) to



fundamental ethical principles and human values. Professional standards and good management practice can also play a role in philosophical justification if handled properly. The thing to keep in mind is that the philosophical basis of your proposal must be understandable to individuals outside of your particular program, department or profession. So, if you intend to rely on standards unique to a particular service (health care, law, accounting, etc.), you should be prepared to explain what those standards are and why they are important.

### Issues and Perspectives

There is a very old story which recounts the experience of three blind men who tried to determine the shape of an elephant. After obtaining an elephant (presumably supplied by the Purchasing division), each man tried to judge the shape of the creature by feeling a part of it. "Ah," said the man who felt the elephant's trunk, "an elephant is long, slender and flexible, like a snake." "No," said the second, who felt the elephant's massive side. "An elephant is like a great wall." The third, after wrapping his arms around one of the elephant's legs, said, "You are both fools. This is not an elephant at all...it is an oak tree."

The point of this admittedly simple story is that any complex object can be approached from many different angles and that each angle may yield different information about the object. An important part of the critical analysis phase is the evaluation of the proposal from a variety of perspectives and in light of a variety of issues. Several important issues which should be considered at some point in the life of any proposal are identified below. Each will be more relevant to certain cases than to others, but all of them must be addressed in some fashion. Your experience and professional knowledge will undoubtedly suggest several additions to this list.

- o Personnel Implications
- o Financial and Budgetary Implications (cost, funding source, payback time, etc.)
- o Consistency with Board policy and intent
- o Impact on other County programs and departments
- o Media interest and the County's public image
- o Liability exposure
- o Collective bargaining/labor implications
- o Precedent the proposal may set for others
- o Impact on service recipients (i.e. customers)
- o Impact on other citizens



Taking the time to think about each of these issues can help you compile a complete picture of your "elephant".

The depth of analysis required to address each issue is something which can only be determined on a case-by-case basis. Obviously, a proposal for a major capital outlay which is expected to yield a long-term cost savings through reduced personnel expenses will require a complete financial analysis and a thorough discussion of the personnel issues involved. A proposal which is expected to generate a great deal of media interest should examine the implications for the public perception of the County and so on.

How much of this analysis should be included in formal, written form in the proposal? Again, this depends upon the circumstances. In general, proposals which address "hot issues" or which require Board action will require more complete documentation. The "hotter" the proposal, the greater the need for written evidence that the issues above have been addressed in sufficient depth and detail. This means that managers at all levels need to be sensitive to the current "topical" concerns of the Board and the citizen.

Even in cases where relatively little formal, written documentation is called for, you should be able to discuss any of the issues listed above as it relates to your proposal..

#### Consideration of Alternatives

There is almost always more than one possible solution to a problem, and the key to finding the best solution is the careful and objective evaluation of the alternatives against well defined criteria. In most cases, your proposal will be the end result of some sort of selection and evaluation process. That process may have been informal, or it may have been elaborate and painstakingly detailed. In either case, it is important that you be able to demonstrate that you have adequately considered alternative courses of action and that you have a rational reason for the decision you ultimately made. This can enhance your credibility and speed the review and approval process by relieving central office staff of the chore of reassessing alternatives.

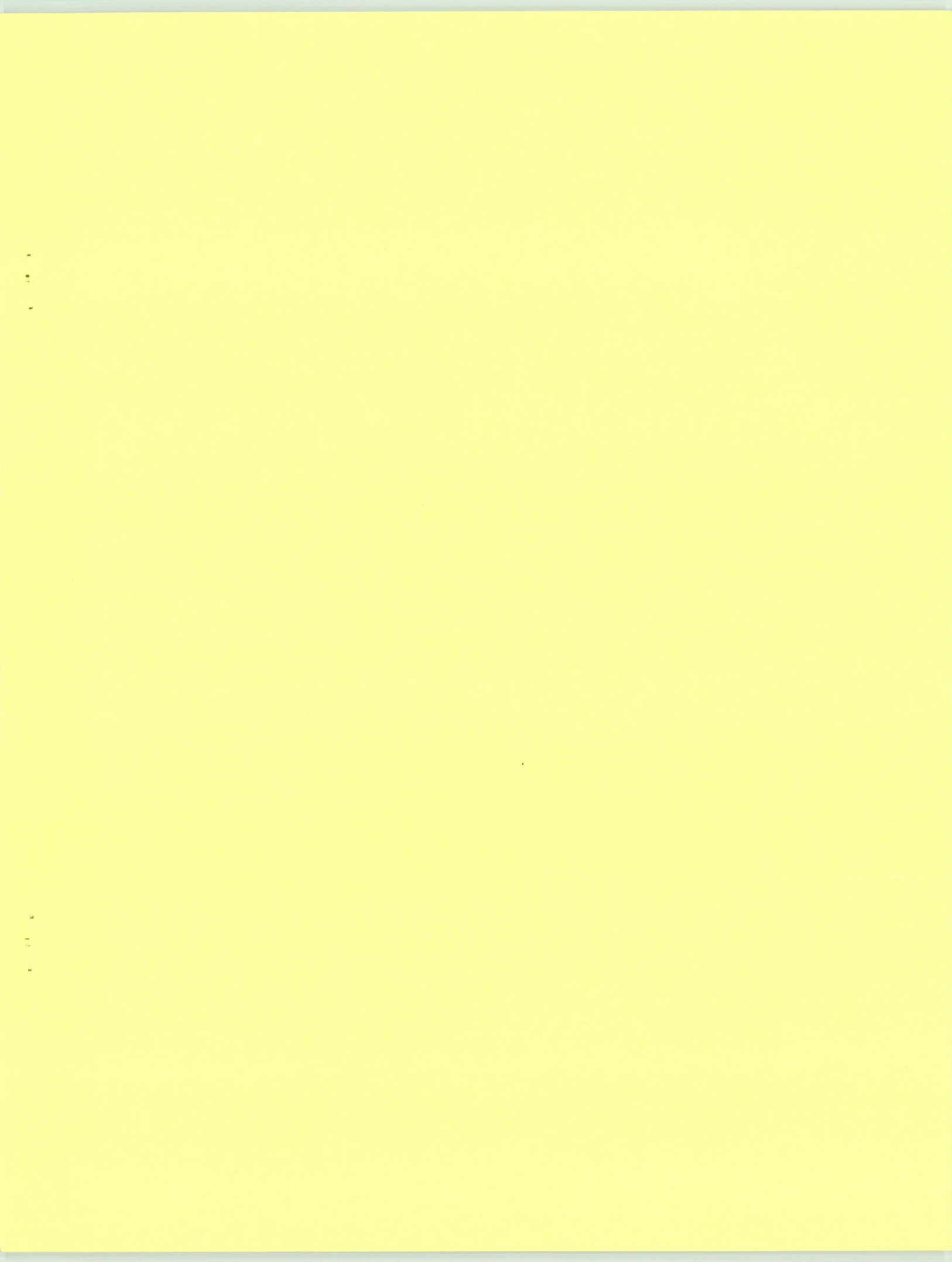
A full documentation of your decision would include a list of the alternatives considered, a list of the criteria you employed in evaluating them, some discussion of why you chose the criteria you did (and how they were weighed), an evaluation of each alternative against each criterion (with supporting analysis, if appropriate), and final recommendations. However, as above, the degree to which you must document your selection process depends upon how "hot" the issue is and on whether Board action is called for. A twenty page dissertation is definitely not necessary in most cases.



#### THE PAYOFF

This document might have been entitled, "How to Get a Proposal Approved". Following the suggestions and guidelines that have been described will indeed increase both the speed of the review process and the chance that your proposal will ultimately be approved. But the real payoff is much broader and more important.

The real payoff, in the long run, will be a different—and improved—working relationship between managers at all levels of the County (including those in the "central" offices). By demonstrating your awareness of and concern for County-wide issues in your proposals, you can help to develop a climate of increased trust and professional respect among County managers.

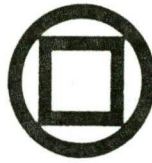




1120  
G Street  
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20005

Area Code 202  
626-4600

**International  
City  
Management  
Association**



*Handwritten notes:*  
Clerk  
Treasurer  
Secretary  
Chairman  
Vice Chairman

The attached report was prepared by the  
1983-84 ICMA County Committee  
David G. Hunscher, Chair

## SIMILARITIES AND DIFFERENCES BETWEEN COUNTY AND CITY MANAGEMENT

For all practical purposes the roles of a Chief Administrative Officer (CAO)\* of a county and a city are identical -- both are responsible for the management of local government. Their mutual goal is to serve the public good in a professional and efficient manner. Historically, there has often been a failure to recognize that these two positions are one profession, sharing many common characteristics. This failure results from a lack of familiarity with the background, style and responsibilities of a city or county administrator, as well as a misperception of the organizational characteristics and responsibilities of local government.

In examining similarities as well as differences between county and city administrators, there are several factors which prevent generic comparisons in that they preclude a clinical approach. However, they also underscore the futility of perpetuating age old perceived differences.

The first critical factor is that there is no clear and definable line segregating what constitutes city services and what constitutes county services. The provider of a particular "local government" service is determined by the needs, attitudes and political perceptions of a particular geographical area. Whereas the prevailing area of county service delivery may still be within the realm of human services, there are numerous regions throughout the country in which traditional "municipal" services are the responsibility of the county.



Secondly, which governmental entity provides which services cannot be cast in concrete even within one region. As the needs and attitudes of the public change so does the assignment of service delivery.

These factors should be kept in mind when examining the two types of administrative positions. However, in order to afford a comparison of administrators in cities and counties, the following is based primarily on traditional role concepts for the two levels of local governments.

In an effort to further dispel this misperception the ICMA newsletter and dues billing statement have been modified to reflect the true nature of the organization, "the Professional Association of Appointed Administrators Serving Cities; Counties, Regional Councils, and Other Local Governments." This change will be made in other ICMA publications as well. Current requirements for ICMA membership, whether for an individual or a local unit of government, are standardized.

This paper has been prepared and reviewed by a committee composed primarily of administrator from various regions throughout the country (ICMA members). The discussion is limited to those local units of government which meet minimum ICMA membership requirements.

#### PROFESSIONAL QUALIFICATIONS

The academic backgrounds of professional county and city administrators are

similar. They frequently attend the same schools, take the same courses and have the same career goals. For professional administrators an advanced degree is the norm, usually emphasizing public administration, business administration and management, and economics.

### EMPLOYMENT CHARACTERISTICS

Cities, because of their historically denser populations (which have higher expectations and usually produce more revenue) have, for a longer period of time, required the expertise of a professional administrator. In turn, as county governments have grown in complexity and in population density they have also recognized the benefits of professional management. The experience required for a county administrator will be comparable to that for a city administrator in a similiarly sized community; a city and a county serving a population of 250,000 will most likely have similar management needs and executive requirements.

The current practice of larger cities and counties is to recruit nationally for a professional administrator. Individual qualifications are reviewed by a recruitment committee and qualified persons are subsequently interviewed by the committee. Once the recruitment committee has selected an individual, the candidate must win the official support of the council or board. Typically, appointed administrators serve at the pleasure of a board or council and can be removed from office by a majority vote of the board or council.



As might be expected, the salaries of city and county government executives are comparable. The Municipal Year Book, published annually by ICMA, lists the salaries of administrators in cities, counties and regional councils. A review of this publication clearly illustrates the similarity in the salary ranges for these positions.

Fringe benefits for county and city administrators, as outlined in ICMA's Compensation 84, are also roughly comparable. County administrators generally fare better than their city counterparts in severance pay for voluntary or involuntary departure, local and state retirement plans, annuities, and auto allowance. City administrators fare better with deferred compensation plans, moving expenses, and automobiles for personal use.

The political environment within which an administrator must function is variable; more a result of individual community characteristics than a result of city/county organizational diversity. In general, however, county administrators must function in a more partisan political environment.

Most city department heads are appointed by the administrator. Similarly, many county department heads are appointed by the administrator, but many others are elected by the public or appointed by a board or commission. Not surprisingly, the political accountability of boards, commissions and councils varies throughout the country.

## RESPONSIBILITIES

Though both City and County administrators are responsible for the preparation, presentation and administration of an annual budget, they tend to face different constraints because of the larger impact on counties of state government. A city administrator, as a result of predominantly locally raised revenues, has more flexibility to reflect, in the city's budget, locally determined activities and programs. Experimentation in new and innovative program administration is thus much more easily implemented.

The predominance of "outside" (i.e., state and federal) funding sources and the accompanying regulations and guidelines with which a county must comply require different types of innovation on the part of those preparing a county budget. The budget prepared by an administrator of a county whose realm of service delivery is restricted to traditional county services reflects the unique nature of the county/state relationship. Counties, traditionally viewed as regional subdivisions of the state, have somewhat less flexibility in the preparation of an annual budget. However, it should be noted that in large urban counties in which county government also provides a full range of "municipal" services these differences fall away completely.

The responsibility for policy formulation in the local units of government rests



primarily with the council members, commissioners and supervisors. In both cities and counties the administrator is responsible for implementing these policies, and increasingly plays an important part in the development of the policies.

Although the responsibilities are equally important, city and county administrators have varying degrees of administrative control. The city administrator tends to have more flexibility in controlling the administration of a local unit because of the ability to appoint and remove almost all department heads. A county administrator, because of the larger number of elected department heads and department heads appointed by boards or commissions, has less ability to remove certain department heads. However, counties almost always have more departments providing a wider variety of services.

#### ORGANIZATIONAL CHARACTERISTICS

Cities and counties both provide a wide variety of services for citizens, and often provide services for the same population. In general, services provided a city are more visible to the citizens of the community than those provided by a county. City services are usually more directly felt by a broader segment of the citizenry than those of the county and are generally viewed as positive.

Counties are the providers of "last resort." County services tend to be of a broader nature, emphasizing "people issues." However, the trend in many urban counties is toward a system of traditional county services augmented with services more often associated with cities. In addition to the spectrum of human services, these counties also provide such services as roads, water and sewage systems, parks, and police and fire protection.

### CONCLUSION

The administration of local government is a highly specialized and complex task. If the governing body of a local governmental entity, be it a county or city, has determined that it requires a professional to assume the responsibilities for administrative functions, then the qualities sought in an administrator and his or her fundamental administrative responsibilities are the same. The perception that the administrative characteristics of a county are drastically different from those of a city needs revision. Chief administrative officers of local units of government have similar backgrounds, responsibilities and goals; the local units they represent often provide similar services to the citizens and usually complement the services provided by the other. Surely the profession is better served by emphasizing the characteristics and needs these administrators have in common rather than dwelling on their differences.

\*CAO - referred to as administrator in this report.



This paper is a product of a committee effort. The input provided by the ICMA - County Committee in the formulation of this document is greatly appreciated.

A special thanks to the following individuals who were instrumental in the preparation and review of this final draft.

David G. Hunscher - Controller/Administrator, Washtenaw County, Michigan  
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Richard Watson - Administrator, Solano County, California  
John Witherspoon - County Manager, Guilford County, North Carolina

Upon approval from and with the support of the ICMA County Committee, the chair of the County Committee will forward this paper to the ICMA Board.

PORTLAND COMMUNITY COLLEGE

ROOM CONFIRMATION

DATE: 12/20/89

EVENT #: 90 / 0095

FROM: CAROL GLADSTEIN *CG*

TO: BILL RAFF

RE: CONFIRMATION OF ROOM REQUEST FOR MULTNOMAH CO. CHARTER REVIEW COMM.

YOUR REQUEST TO USE THE ROOMS LISTED BELOW ON THE SYLVANIA  
CAMPUS HAS BEEN APPROVED.

ASSIGNED ROOM(S)

BLDG.	ROOM	START TIME	END TIME	START DATE	END DATE	DAYS(S)
CC	CEDAR	7:30PM	9:30PM	90/01/03	90/01/03	---W---

*I-5 south; Capital Highway Exit;  
Rt at stop sign; Rt at Capital Highway;  
Cross Barbur Blvd; ~~up~~ up hall to PCC; go to  
Cedar Room in College Center.*



Portland Community College  
Waiver And Release By Facilities Users Form

90-95

It is agreed that all use of College facilities shall be undertaken by the Applicant at the Applicant's sole risk and that the College, its directors, and employees shall not be liable for any injuries or damages whatsoever which may occur to the Applicant or Applicant's guests, arising out of or connected with the use of any College facilities. The College shall not be liable for any loss or theft of personal property. Applicant expressly releases, indemnifies, and holds the College, its directors, and employees harmless from any and all losses, costs, claims, demands, damages, or liabilities whatsoever resulting from or arising out of the use of any College facilities by the Applicant or Applicant's guests.

I agree to the above stated conditions.

By: \_\_\_\_\_

*Wm C. T. R. H.*

Title: \_\_\_\_\_

*Administrator*

Company or Group: \_\_\_\_\_

*Mult. Co Charter Review Committee*

Date: \_\_\_\_\_

*12/26/89*