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DEPARTMENT OF
PUBLIC WORKS

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March 15, 1988

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Transportation & Community Development Committee
Sacramento, California

Honorable Members in Session:

SUBJECT: The Local Government Reorganization Commission Work Program

SUMMARY

The Local Government Reorganization Commission began meeting in January, 1988, to consider greater local government efficiency and the possible consolidation of city, county and special district operations. The attached report outlines the work program and scope of study the Commission has developed. Roy Brewer, Chairman of the Commission, will be present at the March 15, 1988 meeting of the Transportation and Community Development Committee to answer questions about the report.

RECOMMENDATION

This report is submitted for Committee information only.

Respectfully submitted,

ROBERTA LARSON
ADMINISTRATIVE SERVICES OFFICER

APPROVED FOR COMMITTEE INFORMATION:

DAVID R. MARTINEZ
DEPUTY CITY MANAGER

APPROVED:

MELVIN H. JOHNSON
DIRECTOR OF PUBLIC WORKS

March 15, 1988
All Districts

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**LOCAL GOVERNMENT REORGANIZATION
COMMISSION**

FOR AGENDA OF
March 15, 1988

To: Board Of Supervisors/
City Council

From: Local Government Reorganization Commission

Subject: March 1 Progress Report

RECOMMENDATION

It is the recommendation of the Local Government Reorganization Commission that the Board of Supervisors and the City Council;

Receive and file this report.

BACKGROUND

The Commission is pleased to report that the Local Government Reorganization Commission has made significant progress in implementing the reorganization study recommended by the Metropolitan Chamber of Commerce and approved by the Board of Supervisors and City Council on December 15, 1987.

The Commission officially began its activities on January 8, 1988 and continued to meet virtually every week in order to quantify its work program and implement the study.

Attached are the Commission mission statement, outline of subcommittee tasks, as well as the overall work program and timetable to complete this study by the Board of Supervisors' and City Council's imposed deadline of June 1, 1988.

SCOPE OF STUDY AND MISSION STATEMENT

The Commission was created to:

-consider greater local government efficiency, more cost effective delivery of services, enhanced ability to address and solve problems of a regional nature, and the reorganization and/or consolidation of city and county governments, or of special districts; and

-study the questions of such local government efficiency, cost effective delivery of services, ability to address and solve problems of a regional nature, and reorganization and/or consolidation, and report its conclusions and recommendations to the Board of Supervisors and to the City Council----no later than June 1, 1988.

One of the early and difficult tasks faced by this Commission was to match the resources offered by the Metropolitan Chamber of Commerce (Metro Chamber) and the local governments with the broad scope of the study originally approved in September, 1987.

Therefore, the Commission refined its goals and scope of study to:

- undertake a broad assessment of metropolitan problems;
- identify the continuum of minor to significant alternative government structures;
- determine if a need exists which justifies any modification of current City, County, and Special Districts; and,
- if justified, develop action oriented recommendation(s) for approval by the Board of Supervisors and the City Council which would at least ultimately improve one or more of the following:
 - a. government services;
 - b. utilization of existing personnel, resources and facilities;
 - c. decision making; and/or,
 - d. utilization the limited fiscal resources.

In addition, the issue of reorganization is understandably very sensitive and the Commission believes strongly that its objectivity should not be prejudged or compromised. It is important that the mission statement clearly indicate that this Commission has not predetermined the efficacy of any

modification of the existing structures of local government and will not do so without adequately establishing the need for such recommendations. Furthermore, the Commission finds and determines that it has neither the time nor the financial capability, nor is the Commission charged with the responsibility, to:

- a. draft a charter to effect consolidation;
- b. undertake a definitive and detailed fiscal or management analysis of the City, County or Special Districts;
- c. prejudge the efficacy of any alternate government structure;
- d. undertake a study to produce a ballot measure for the November 1988 general election.

This statement does not preclude an ultimate recommendation which might include consolidation or submitting some matters to the voters in the November general election.

Attachment 1 also includes a description of the major objectives the Commission intends to accomplish which have been incorporated into an approved work program.

WORK PROGRAM

The original Metropolitan Chamber of Commerce concept paper envisioned the formation of a 11 member steering committee utilizing 11 subcommittees each composed of several citizens. The Commission was to be supported by research and analytical staff from 4 of the "Big Eight Auditing Firms" as well as a part-time intern. In addition, the City and County volunteered one coordinator to assist in the management of the project.

On January 8, 1988 the Commission staff submitted a comprehensive work program for our review. The Commission did not approve this plan. Instead an Executive Committee was formed to review this plan and develop its own work program. During the past 60 days much has been accomplished.

The Commission formed a Legal Subcommittee which is currently researching the many legal questions associated with government

reorganization. The Executive Committee has developed goals and timetables, solicited nominees and appointed members to serve on subcommittees, defined the work program and initiated the project. The Metro Chamber has provided office space, equipment and staff assistance to the Commission, and the Sacramento Board of Realtors is providing research assistance and a part-time graduate student intern. Further, documentation and public testimony has already been received regarding the 1974 Charter amendment effort. Historical information and advice regarding future actions has been secured from L.A.F.C.O. Lastly, we have reviewed the consolidation efforts of other jurisdictions. We are proud of our accomplishments to date and but much remains to be done.

Attachment 2 is a brief description by month of the plan which consists of:

- Phase 1- requires the consultants to gather base data and identify areas which might be appropriate for reorganization.
- Phase 2 - utilizes the subcommittees to refine the needs assessment and suggest specific government activities which they deem would benefit from some form of modification or reorganization.
- Phase 3- requires the Commission to review all subcommittee reports and determine its priorities and recommendation(s) for Board of Supervisors and City Council approval.

The use of subcommittees in our plan is very critical because it:

- a. provides a mechanism for broad-based citizen participation in this important study;
- b. assists the Commission in identifying specific functional areas where there are opportunities for improving existing government service; and,
- c. enables the Commission to make recommendations to you in a much faster and more knowledgeable fashion.

On January 8, 1988 Mayor Ann Rudin met with the Commission and expressed her concern that the Subcommittees be composed of as representative a cross section of the Sacramento community as possible. To that end the Commission contacted virtually all major civic organizations in Sacramento, as well as the County Community Advisory Councils, each elected official, and proponents of the incorporations requesting

nominees to serve in this important volunteer effort. Utilizing suggestions from these groups as well as a list of unsolicited citizen requests, the Commission will approve over 100 volunteers. The Commission is pleased to report that we believe we have fulfilled the Board of Supervisors' and City Council's desires.

The eight subcommittees are currently reviewing information within their functional areas which include:

1. Transportation and air quality;
2. Fire;
3. Law enforcement;
4. Parks and recreation;
5. Water;
6. Public works;
7. Government structure; and
8. Land use.

Each subcommittee is chaired by a Commissioner and all subcommittees are now undertaking their data gathering and analysis. Attachment 3 details both the types of information they are developing as well as the format utilized to report their findings.

This plan by necessity has had to be reduced in scope with less reliance on consultants and more on the volunteer efforts of Commission members. It also relies heavily upon the willingness of subcommittee members to do much of the work during an eight week period. Nevertheless, The Commission is pleased to report that the activities identified in the months of January and February are already accomplished.

CURRENT CHALLENGES

Three of the four original consultants agreed to provide some analytical support and are near completion of Phase I of the three-phase work program. This effort has provided the Commission with a generalized data

base reflecting current local government operations as well as identifying the units of government which might be appropriate for reorganization. Unfortunately they have not agreed to provide any further assistance. The consultant staff indicates that an additional 200 hours of consultant services are needed to complete the project or the scope of the subcommittee comparative analyses will be reduced. It is estimated that if additional volunteer consultant support cannot be found, \$20,000 will be needed to finance this shortfall. In addition, the Commission's part-time intern will leave by April 15, and another individual will be required. Currently the Metro Chamber is exploring the possibility of additional support.

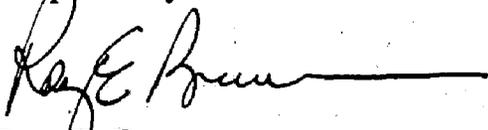
Notwithstanding these challenges, the Commission is confident that it will accomplish its approved mission by June 1, 1988.

FUTURE EXPECTATIONS

Over the remaining three months the Commission will hold meetings in each of the County Planning Advisory Council areas as well as each of the City Council Districts in an effort to assess the desires of Sacramento residents. Of course, the Commission will continue to meet publicly, as we have during the past sixty days, to receive suggestions on ways to improve local government. This information combined with the recommendations of the subcommittees, public testimony and our own research will provide an overall basis to formulate recommendations which we hope will improve local government services.

On behalf of the Commission, I thank you for your trust and pledge our best to meet your challenge.

Respectfully Submitted,



Roy E. Brewer
Chairman,
Local Government
Reorganization Commission

RES/bw

Approved by the Local Government Reorganization Commission on the 25th day of February, 1988 by unanimous vote by those present.

LOCAL GOVERNMENT REORGANIZATION COMMISSION

COMMISSION MISSION AND OBJECTIVES

MISSION

1. This Commission's Mission is to:

- a. Utilize citizen participation in the form of subcommittees;
- b. Undertake a broad examination of the major problems within Sacramento;
- c. Identify the continuum of alternative government reorganizations available to address the identified problem areas;
- d. Determine if a need exists which would justify modifying the current City, County and Special District forms of government.

2. If justified, develop action oriented recommendation(s) for approval by the Board of Supervisors and City Council and for review and comment by the public, including but not limited to special districts, with the intent to ultimately improve one or more of the following:

- a. Government services;
- b. Utilization of existing personnel resources and facilities;
- c. Decision making; and or
- d. Utilization of limited local revenues.

After review of the enabling resolutions, existing resources, timetable and work program, and after a thorough discussion, the Commission finds and

determines that it has neither the time nor the financial capability, nor is the Commission charged with the responsibility, to:

- a. Draft a Charter to effect consolidation of the City, County and Special Districts;
- b. Undertake a detailed fiscal or management analysis of the operations of these units of government;
- c. Prejudge the efficacy of any alternate government structure;
- d. Undertake a study to produce a ballot measure for the November 1988 general election.

OBJECTIVES

Identification of Problems

1. Identify major area-wide problems most likely of a multi-jurisdictional nature, including:

- a. Major service delivery, physical and planning issues of an area-wide multi-jurisdictional nature, for example, transportation, water, air quality, and others;
- b. Major fiscal constraints since passage of Proposition 13, which complicate effective governmental service delivery and solutions to these area-wide or inter-departmental problems;
- c. Other constraints such as population growth, land use changes and local desires which inhibit effective delivery of services.

2. Identify, utilizing subcommittees composed of a cross section of interested citizens, major problems which are limited in scope and generally not multi-jurisdictional but in which service delivery and/or decision making could be improved. (Example: City/County Library, Implementation of 911, and others).

- a. Identify public entities which have merged or otherwise reorganized and determine if improvements have been achieved.
 - b. Identify public entities appropriate for service improvement through reorganization and/or improved cooperation.
 - c. Identify public entities which should retain their existing government structure.
3. Determine the problems perceived by community leaders in which local incorporation is deemed to provide adequate solutions.

Identification of Solutions

1. Identify various governmental structural alternatives.
2. Identify existing governmental functions which are appropriate for reorganization.
3. Match reorganizations with the existing governmental structure most likely to result in improved services, planning and/or cooperation if changes were to be implemented.
4. Prioritize for specific action and implementation by the Board of Supervisors and City Council.

Revised 2/11/88

WORK PROGRAM BY MONTH

The following is a brief description of the major events to accomplish this 6 month project. The Commission is pleased to report that the activities identified through February, 1988 have already been completed.

SEPTEMBER

1. On September 8, 1987, the Sacramento Metropolitan Chamber of Commerce(Metro Chamber) secures Board and City Council approval for a joint effort to review consolidation of local government.
2. Metro Chamber begins reviewing nominees to serve on "City- County Local Government Reorganization Commission"(Commission).

DECEMBER

1. On December 15, 1987, the Board and City Council formally appoint Local Government Reorganization Commission nominated by the Metro Chamber of Commerce.
2. Staff outlines tentative work program according to the Board and City Council deadline.
3. Consultants quantify Phase I including work product outputs and time lines.

JANUARY

1. Commission meets on January 8, 1988, adopts by-laws and elects Chairperson, Vice Chairperson as well as forms an Executive Committee. The Commission continues to meet weekly to organize and gather information regarding past efforts.
2. Executive Committee develops its recommended mission statement, work program and timetable for Commission approval by February 19, 1988.

3. Commission establishes Legal Committee to advise Commission. Requests legal advice regarding:
 - a. identification of legal opportunities and impediments including environmental reports required for City/County reorganization;
 - b. identify recommended local or state laws, if any, to facilitate reorganization;
 - c. legality of conducting an advisory election.

Phase I

4. Consultants began Phase I-review of government services expenditures and revenues. In addition, consultants inventory those services with potential for reorganization or consolidation.
5. Consultants are requested to scope the questionnaire for the subcommittees Phase II work program.
6. Nominees to serve on subcommittees are solicited from elected officials, civic organizations, community organizations and proponents of incorporation.
7. Begin review of 1974 effort to consolidate local government.
8. Review LAFCO (Local Agency Formation Commission) efforts since 1974 to facilitate reorganizations, incorporations, and recommendations for future actions.

FEBRUARY

1. On February 15, 1988, the consultants report findings of Phase I- including services and functions appropriate for reorganization.

2. Documentation is received from the County and City fiscal officers regarding current constraints and opportunities available to finance local government.
3. On February 5, 1988, Nominees are selected to serve on 8 subcommittees (each chaired by a Commissioner) as follows:
 - a. Transportation and Air Quality
 - b. Water
 - c. Law Enforcement
 - d. Public Works
 - e. Land Use
 - f. Parks and Recreation
 - g. Government Structure
 - h. Fire
4. Commission approves subcommittees and work program on February 19, 1988.

Phase II

5. Subcommittees begin, hopefully with the assistance the consultants, to review of their respective functional areas. to identify and prioritize:
 - a. review and prioritize opportunities for improved services;
 - b. services which ought to be provided on a county-wide basis;
 - c. services which could be controlled and provided at the local community level;
 - d. services which ought to be controlled and provided at both the local and county-wide levels.

6. Consultants assist Subcommittees by initiating Phase II-
 1. comparative analysis of functional reorganization;
 2. review and respond to specific request for analysis from the Subcommittees. (Consultants).
7. On February 19, 1988, the Commission secures information from S.A.C.O.G regarding the major metropolitan problems in Sacramento including air quality, water, transportation and suggested alternate forms of government to facilitate solutions to these issues.
8. Commission approves March 1, progress report as required by the Board and Council resolutions.

MARCH

1. PRESENT MARCH PROGRESS REPORT TO BOARD OF SUPERVISORS AND CITY COUNCIL.
2. Commission interviews leaders of current incorporation movements, Elk Grove, Rancho Cordova, and Citrus Heights, to Determine if consolidated government with local control would resolve their concerns.
3. Interviews Mayors of Folsom, Iselton, Galt, and Sacramento as well as the Board of Supervisors.
4. Two Commission members attend each of the Community Planning Advisory Council meetings and meet with community groups in each of the City Council Districts to identify local concerns.
5. Consultants report back regarding Phase II-Identify potential local reorganization issues such as:
 - Local control;
 - Zoning and land use;
 - Police and fire protection;
 - Parks and recreation;
 - Representation on Regional government;

Water, flood control, cemetery;
 Solid waste management;
 Highways and bridges;
 Libraries; and
 Revenue resources.

6. Commission receives testimony from Special District Association to determine concerns of local control and impediments to acceptance of consolidated government.
7. Information is received regarding air quality problems in Sacramento from the Air Pollution Control District.

APRIL

1. Subcommittees report status of their work including development of findings and recommendations for review by the Commission in May.
2. Identify preliminary issues, opportunities and impediments to consolidated government structure and associated issues.
3. Commission continues to receive information on issues such as:
 - Local control;
 - Zoning and land use;
 - Police and fire protection;
 - Parks and recreation;
 - Representation on county-wide government;
 - Water, flood control, cemetery;
 - Solid waste management;
 - Highways and transportation;
 - Libraries;
 - Borough form of local government; and
 - Revenue resources for borough.
4. Consultants may initiate Phase III- analysis of fiscal impact of alternate form of consolidated City/County Government.

MAY

1. Legal Committee reports back legal recommendations including any legislative or voter approvals needed to accomplish reorganization.
2. Consultants finalize Phase II-analysis for the subcommittees and subcommittees report back to the Commission regarding their specific recommendations.
3. Subcommittees report findings and their suggested recommendations for improvements in the existing government structures.

Phase III

3. Commission review subcommittee findings and recommendations.
4. Commission finalizes its recommendations
5. Draft final report for Commission review and modification and approval as appropriate.
6. Conduct public meetings to secure public reaction and advise regarding the Commission's tentative recommendations.
7. Review public testimony and modify final report accordingly.

JUNE

1. Present final recommendation to the Board of Supervisors and City Council for appropriate action.

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LOCAL GOVERNMENT REORGANIZATION

COMMISSION

INSTRUCTIONS FOR SUBCOMMITTEES

You have been selected, under the auspices of the Local Government Reorganization Commission, to serve on one of the following subcommittees:

- a. Transportation and Air Quality
- b. Public Works
- c. Planning and Land Use
- d. Water
- e. Fire
- f. Law Enforcement
- g. Government Structure
- h. Parks and Recreation

Each of these subcommittees will be chaired by a member of the Commission who will help guide you through the next six-week study and the development of your final reports. It is important that the subcommittee do the research and make succinct recommendations. The trust of this effort is the utilization of knowledgeable and concerned citizens such as yourself to identify changes in local government you believe are appropriate and desirable. The Commission's job, with your help, is to review your reports, develop a consensus, and formulate recommendations for possible governmental change.

The work of the subcommittees constitutes Phase II of a three-phase study of governmental reorganizations in Sacramento City and County. Phase I consisted of analytical research and reports conducted by volunteer private accounting firms in each of the functional service areas. Their work will be the primary resource and starting point for each subcommittee. Phase III will involve a review of each subcommittee's report by the Commission for determination of priorities for reorganization to be recommended to the Sacramento City Council and Board of Supervisors.

Attached is a suggested outline for your work product. It identifies the various elements of the research and recommendations you will be undertaking in reviewing the functional areas assigned to your subcommittee. Your final report is due to the Local Government Reorganization Commission by May 1, 1988. During the month of May, the Commission will discuss your report in public session and utilize your suggestions as the basis for their recommendations to the Sacramento Board of Supervisors and City Council by June 1988.

The attached outline or the final work product is divided into five parts.

PART I - DESCRIPTION OF FUNCTIONAL AREAS

Part I is a brief description of each of the functional areas the subcommittee will be reviewing. This information can be obtained from the Phase I consultant report. PLEASE LIMIT THIS SECTION OF YOUR REPORT TO NO MORE THAN TWO PAGES FOR EACH OF THE FUNCTIONAL AREAS.

PART II - BACKGROUND DATA

The Consultants report will contain most of the information needed for this section. However, as the subcommittee reads other background information, interviews department heads, and investigates specific problem areas, additional background information will be identified. These data should also be added to this section.

Finally, the subcommittee should identify those functional areas in which they intend to concentrate their efforts. The Consultant reports will hopefully serve as a guide to the identification of these areas of potential service improvement. The subcommittee is free to identify other areas to concentrate their efforts.

The Commission has obtained much information which may be helpful in your identification of problem areas and concentrate your investigation. These are available from the chairperson of your subcommittee. One major source of information was the work of the 1971-74 Sacramento Charter Commission effort, which contains extensive analysis of municipal service provides. Although your subcommittee will have to update some of the information, much will have applicability today. A list of this information as well as other sources is attached to this instruction sheet.

THIS SECTION SHOULD BE LIMITED TO TWO PAGES FOR EACH OF THE FUNCTIONAL UNITS OF GOVERNMENT OR GOVERNMENTAL ALTERNATIVES EXPLORED BY THE SUBCOMMITTEE.

PART III - STATEMENT OF PROBLEMS AND CIRCUMSTANCES FACING FUNCTION

The first subcategory, apparent ineffectiveness, relates to whether or not the job is getting done. The second subcategory, apparent inefficiency, relates the level of productivity (output) with the level of costs (input) of the service. These indices and costs can be based on the consultants' Phase I report. The third category, apparent inequities, relates to the discrepancies in the level of service and cost of service among different user groups.

The first part of this section, a. (problems), identifies "What" is the nature of the problem which has potential for improved service through reorganization.

The second, b.(circumstances), identifies "Why" the problems exist and leads to potential solutions. For instance, solid waste is partially collected according to political boundaries rather than the most cost effective routing which presumably would be the case if these boundaries were ignored. Therefore the "What" is that solid waste is not collected in the most efficient routing on a county-wide basis. The "Why" is because the routing is done by political boundaries.

This example may not apply to the specific functional area your subcommittee will investigate, but it demonstrates the types of investigative analysis and reporting that the Commission will be expecting from this portion of the study. The consultant reports, the 1974 review of services by the Charter Commission, and your interviews with department heads will be most helpful in this phase of your work.

(Special note to the Government Structure subcommittee)

Part III.a. and Part III.b. of the outline for the government structure subcommittee focuses on a the components of sweeping as well as more conservative changes in the existing government structures of the City, County and Special District forms of government. Hypothetically, these options could range from a new Charter form of government or annexation of the unincorporated areas by the City of Sacramento to a large but limited special district governing only very specific services. However, this outline is meant to be suggestive only. The subcommittee is to explore the efficacy of such changes and recommend the most appropriate for the Commission's consideration.

Information from the 1974 Charter Commission, staff analysis of other consolidated governments, the legal subcommittee report as well as personal interviews you will conduct with department heads, special district administrators and other appointed as well as elected officials will be very helpful to your subcommittee. The Commission will be meeting with community groups to assess the desires of local residents to make decisions at the local level, and this information will also be available. Finally, each of the other subcommittees will be reviewing and updating the 1974 study which identified the division of existing local governmental services between the metropolitan government and the local community council.

This effort is not intended to prejudge the efficacy of such a consolidated government but rather to provide information on such a division of decision making should the government structure subcommittee and subsequently the Commission determine that this is the most appropriate recommendation to improve local government services.

THIS SECTION SHOULD BE LIMITED TO THREE OR FOUR PAGES FOR EACH OF THE FUNCTIONAL UNITS OF GOVERNMENT OR GOVERNMENTAL ALTERNATIVES EXPLORED BY THE SUBCOMMITTEE.

PART IV

After investigation of the areas of concentration, you should identify those organization units of government which would produce better services if reorganized in some form. The spectrum of reorganizational mechanisms written by Dr. Glen Sparrow is included for your use. Once the subcommittee has identified those units of government which are appropriate for reorganization or merger, the subcommittee should decide on the most appropriate form of reorganization.

(special note to Government Structure Subcommittee)

Part IV of the outline for the government structure subcommittee is similar to the other subcommittee outlines and assesses the feasibility of the various alternative form of consolidated government. The feasibility, however, relates to the various forms of full to limited consolidation explored by the subcommittee.

THIS SECTION SHOULD BE LIMITED TO TWO PAGES.

PART V

This section describes succinctly the recommendations of the subcommittee, including the reasons why a particular solution was selected. THIS SECTION SHOULD BE LIMITED TO ONLY ONE PAGE.

Each subcommittee chairperson will identify a meeting time and place convenient to the majority of the subcommittee members. The purpose of this study is to utilize volunteer, broad-based citizen expertise in researching and developing recommendations. Staffing for the subcommittees, including consultant services, are not available. However, secretarial help may be allocated by the Metropolitan Chamber of Commerce through temporary help.

Finally, these instructions are meant to be suggestive only. The subcommittee chairperson and its members are free to explore better government in a manner most suitable to their thoughts and ideas. However, the report format, a mid-April oral status report, and the May 1, 1988 deadline for your final recommendations must be followed.

The Commission recognizes your unique ability to meet this challenge and wishes to express its sincerest appreciation for your willingness to volunteer for this important effort.

RES

88-125

**LOCAL GOVERNMENT REORGANIZATION
COMMISSION**

**ATTACHMENT TO INSTRUCTIONS
LIST OF STUDIES**

1. Politician Or Professional? The Debate Over Who Should Run Our Cities Continues - By Jane Mobley
2. Final Report 1971 - City/County Consolidation Steering Committee
3. Water Policy Recommendations 11/24/1987 - Sacramento County Department Of Public works.
4. Proposal For The Incorporation; Of Citrus Heights, Feasibility Analysis By The Local Agency Formation Commission.
5. Overview Of The Sacramento County Air Pollution Control District.
6. A Description Of Local Government And A Recommendation For Change In The Halifax Area Of Colusa County-Halifax Area Study Committee.
7. Proposed 1988 Budget - City Of Sacramento
8. Final 1988 Budget - City Of Sacramento
9. 1988 Staff Report; Revenues Unique To Cities - Jack Crist, Deputy City Manager
10. 1988 Staff Report; Changes In The City's Revenue Profile - Sacramento City Staff
11. Final 1988 Budget - County of Sacramento
12. Final 1988 Budget - Sacramento City/County Housing Authority And Redevelopment Agency
13. 1986 Annual Report - Sacramento City/County Housing Authority And Redevelopment Agency

14. Directory Of Sacramento County Service Providers
15. 1974 Task Force Report #90, Metropolitan And Community Powers-1974 Charter Commission
16. 1984 Staff Report; Citrus Heights Incorporation Proposal - John O'Farrell, Executive Officer of L.A.F.C.O.
17. 1986 Staff Report; Incorporation History - John O'Farrell, Executive Officer of L.A.F.C.O.
18. Neighborhood Statistics From The 1980 Census

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02/18/88

found discriminatory effect in Lubbock denied it in Abilene because Hispanics had been elected in proportion to their percentage of the population, without ever inquiring as to whether they were the choice of the Hispanic community (*Velasquez v. Abilene*, October 22, 1982¹). The southern district court of Texas denied a preliminary injunction against the at-large election system of Beeville independent school district (*Gonzales v. Beeville School District*, February 24, 1983¹), finding that in the 12-year period between 1970 and 1982, Anglos, with 50 percent of the population, won 29 terms of office, while Hispanics, with 47 percent of the population, won only three. Relying on the phrase in section 2(b) "That nothing in the section establishes a right to have members of a protected class elected in numbers equal to their proportion of the population," the court did not find such disparity of election success as being of discriminatory effect, even though that phrase is a qualifier to the words which immediately precede it: "The extent to which members of a protected class have been elected to office in the state or political subdivision is one circumstance which may be considered."

The judge in the Beeville case pointed out that "the 1982 amendment to the Voting Rights Act has not yet been interpreted by any appellate court." Then he proceeded to interpret the "totality of circumstances" language of the amendment as meaning essentially the same as the "panoply of factors" which the Fifth Circuit Court of Appeals had set out in *Zimmer v. McKeithen* (485 F. 2d 1297 at 1305, 1973), without distinguishing criteria of proof which relate to discriminatory effect from those which define intent. By such reasoning, "intent" is incorporated into "effect" so that only the most direct elements of political effect, registration, voting and running for office are protected. Presumably, appellate courts will correct these apparent lower court errors. Otherwise, the effect test will be effectively nullified.

Meanwhile, the new language of the Voting Rights Act was successfully used in the 1982 city council redistricting in El Paso, without going to court. The council rejected the recommendation of its own districting advisory committee in favor of one advocated by a coalition of Hispanic public action groups called El Concilio. El Concilio, with the advice and support of the director of Texas Legal Aid's Voting Rights Litigation Project, achieved its victory after pointing out that the advisory committee's plan would be actionable in federal district court under the 1982 amendments.

In court or in pressure politics it is the willingness and the ability to use the law in defense of one's political status which demonstrates mature political power. The political maturation of blacks and Hispanics under the pro-

(continued on page 494)

Metropolitan Reorganization: A Theory and Agenda for Research

by Glen Sparrow and Lauren McKinsey*

Scholars and practitioners alike raise a skeptical eyebrow whenever the subject of metropolitan reorganization is broached. Despite some 30 or more years of searching for model solutions to problems of duplication, overlap, voter confusion, soaring service delivery costs and planning dilemmas in complex urban environments; few workable, replicable or acceptable reforms have been found. The metropolitan malaise seems little improved, while nothing really new has been added to the laundry list of structural solutions. While academicians debate, local officials increasingly struggle to meet day-to-day service demands with insufficient revenues. The big-picture consolidation alternatives have been rejected repeatedly by the voters. What is there now to give impetus to the cause of metropolitan reorganization? Why is it worth anyone's attention to revisit the strategy of reform?

One answer may lie in the cyclical nature of reform. Reform tides rise and fall, and some analysts have recently observed that the tide may be rising now on a more receptive shore. Interest in "local control" inspired by the Reagan administration could enhance the prospects of metropolitan reorganization. The New Federalism debate actually has inspired contradictory—imaginative and pragmatic—hypotheses with regard to the question of metropolitan service consolidations. The imaginative hypothesis affirms that the unshackled states will devise better ways to remodel and redesign local service jurisdictions, giving the latter greater freedom and financial flexibility. The pragmatic hypothesis holds that the reality of the fiscal squeeze instead will force the elimination of fragmentation and duplication of local service delivery in the name of cost savings.

Whatever the dubious future of New Federalism, the imaginative hypothesis must be discarded as myth and rhetoric. The states require no greater freedom from the federal government to design better local service delivery structures. Usually, the problem resulted from limitations in state law, which

*Glen Sparrow is director, Institute of Public and Urban Affairs, San Diego State University. Lauren McKinsey is professor of Political Science, Montana State University.

¹The Texas district courts' cases have not yet been reported.

required progressive local governments to make an end run around the state, seeking aid and reinforcement from the federal government. The absence of federal incentives may renew the likelihood of state-local confrontation.

The pragmatic hypothesis is more believable. Fiscal restrictions, at all levels, should force metropolitan regions to contemplate adoption of more efficient service systems. If in some cases the federal government is abjuring responsibilities and leaving the choice for continued service up to state governments, the states' choice is either to provide localities with the financial resources they need or to allow greater flexibility to localities to solve the problems themselves. The budget crunch at the state level may dictate the latter choice. There may yet be progress in the face of adversity.

SPECTRUM OF ALTERNATIVES

The metropolitan reform optimists have some reasons, therefore, to reconsider available choices. A good point of departure is Thomas Scott's 1968 article in the *Western Political Quarterly* in which he introduced the concept of viewing metropolitan structural changes on a continuum, ranging in ascending order from "acceptable" or minor change to "radical" or revolutionary change. The designations reflected metropolitan voters' reaction to reform schemes. Using this spectrum concept, with service delivery as the major consideration, a broader, more contemporary array of alternatives may be devised, as follows:

Cooperation. Cooperation has long been available to local governments, but should be considered in the intergovernmental context as the number and interdependency of governments increase. This concept can work not only between elected officials and governments but also between appointed boards and commissions. For example, why not schedule joint meetings between city and county planning commissions to explore issues of mutual concern? Or meetings between the school board and the city or county governing body to discuss land use decisions that will have an effect on both? The idea should extend to administrators and appropriate departments.

Privatization. The idea of contracts with the private sector to provide specific services is still rather controversial. There is need for more detailed analysis of its potential, quality and cost benefits. Local governments must increase their capacity to negotiate and administer contracts with the private sector if greater use is to be made of this mechanism. While this alternative is not normally considered among metropolitan reform possibilities, metropolitan-wide privatization will certainly affect service delivery and reorganization.

Interlocal Agreements. There has been an increase in these arrangements, which can be formal or informal, can deal with policy issues or with service delivery, and are voluntary and usually reciprocal. They provide for joint action which often results in financial savings from economies of scale, while maintaining jurisdictional identity

and control. An example would be the mutual aid agreement between fire or police agencies of neighboring jurisdictions.

Contractual Service Agreements. These are contracts between a larger government, for example a county, and a smaller government to provide service at a competitive price, some more cheaply. The smaller government often can procure a fuller range of services at lower cost, while the larger government can provide the service to a greater number of users at a lower cost per unit. The contract scheme is best exemplified by the Lakewood Plan in Los Angeles County.

Functional Transfers. In recent years it has been found that numerous services are being dropped by cities and taken over by other levels of government, particularly counties. These services include airports, libraries, tax collection, jails and public health. Obviously, there is no guarantee that the county or any other unit will come to the rescue. Perhaps the best example of a mutually agreed on use of this mechanism is the Atlanta-Fulton County joint decision to reassign functions between them. This resulted in reduced duplication and an appreciable improvement of services.

Voluntary Regional Councils of Governments. These bodies, which the federal government imposed on local governments through the A-95 review process, introduced an opportunity for interlocal cooperation and coordination. They have been especially successful in dealing with planning and infrastructure projects. The future is unclear, however, because of reductions in federal funding and the Reagan proposal to turn over control of the COGs to state governments.

Annexation. This traditional device for increasing the size and tax base of a municipality has an uneven history. Like many processes available to local governments, annexation is controlled by state policies and its success has varied. In recent years, policy has been liberalized in southwestern states such as Oklahoma and Texas. In California the adoption of Proposition 13 has fostered a new view of annexation. A property tax ceiling usually means that the area to be annexed will not have its property taxes increased.

Special Districts. Metropolitan reformers have consistently objected to the creation of additional special purpose, single service districts. They continue, however, to be the form of local government with the highest growth rate—an increase of 2,771 since 1977, according to the 1982 census of governments. While uncoordinated growth of special districts is not advisable, local leaders should not dismiss them out of hand. The special district, carefully considered and structured (for example, the dependent district) may in some instances provide a logical solution.

Boundary Commissions. Greater use can be made of this device, in those states which provide for it, for formally bringing together government representatives. The commissions usually have statutory power to act in many areas, including planning and governmental cooperation. They also have staff and, in most cases, adequate funding, and the potential for producing significant change at the local level.

Regional Service Delivery. The mandating of regional bodies to participate in poli-

cymaking for state and federal programs has created numerous overlapping single purpose bodies in need of coordination, especially in the areas of health, training and law enforcement. In exploring the potential mechanisms available to the urban administrator, however, these bodies should not be ignored. The creation of an umbrella multi-jurisdictional organization has been proposed and should be reexamined.

Charter Amendment. This method of achieving change in local government is often overlooked. The evolution of a charter to meet the changing needs of the community is, after all, one of the important reasons for home rule government. Careful selection of amendments can produce dramatic changes. Charter amendments can be proposed by the city council or by a revision committee, and can be very successful if used in a planned and consistent manner.

Metropolitan Special Districts. The creation of such an entity is usually accomplished by state statute which may give it a broad grant of powers, such as with the Port Authority of New York and New Jersey. Or it may provide for only one function, as with the Bay Area Rapid Transit District. Or it may provide for a multi-jurisdictional district which may add functions by voter approval, as in the case of the Municipality of Metropolitan Seattle District. The main argument in favor of the metropolitan special district is that it can serve an entire area regardless of the number of jurisdictions present. The method of selecting representatives to the district governing body continues to be a subject of much debate, and differing examples exist. This method of service delivery should be evaluated closely and considered in populous metropolitan areas.

Reorganization of Special Districts. A mechanism for reorganizing special districts should be explored in metropolitan areas wishing to alleviate some fragmentation. Merger has proved highly successful for school districts. Contra Costa County, California, has had some success in merging fire prevention districts. Efficiency could be explored in those areas of special district service provision that indicate economies of scale.

Urban County. With this plan the county becomes the provider of certain services such as sewage treatment, water distribution, solid waste collection and disposal, and air pollution control, among others. (This is similar to functional transfers but involves more formal planning and provision of services.)

Home Rule Charters. The charter of government offers many jurisdictions increased control over the administration and funding of services. Cities and counties in many states have this option available to them. This method of metropolitan reform is considered to be controversial as it usually requires the election or appointment of a charter commission, a political campaign and a referendum on the proposed charter. Public debate on the issues, however, may have a positive educational effect.

Metro-Federalism. Sometimes termed two-tier, this form of metropolitan reform approaches the radical end of the spectrum. The traditional scheme calls for a

metropolitan-wide umbrella government to provide those distributive services to which all citizens are entitled in somewhat equal amounts, and a series of smaller, geographically defined governments with limited policymaking and service powers. This form of government provides for greater local control and grass roots decision making, along with economies of scale. The government of Toronto perhaps provides the best example.

Comprehensive Urban County. This type of metropolitan reorganization retains the municipal governments in place and uses the county government to provide an agreed-upon selection of metropolitan services. The relationship between the smaller and larger governments may be somewhat strained at times, and the system can tend to become very formalized or legalistic. The government of Miami-Dade County is the best example of this type.

Neighborhood Decentralization. Although there are no formal examples of this type, there is a decided trend in some metropolitan areas toward greater neighborhood or community control. Neighborhood decentralization can take two basic courses. In one there is greater political control through elected neighborhood councils or representation on citywide bodies. In the second type, administrative control is exercised through neighborhood determination of service levels and methods.

City-County Consolidation. Since the Second World War this method has been attempted approximately 77 times and has been successful only 17 times, mostly in the southeast. This type of reform is most drastic (or radical in Scott's terms) and is very difficult to achieve. The plan usually calls for the merging of local governments into a single city-county government. The more successful mergers in terms of service provision and citizen approval are: Nashville-Davidson County (1962), Jacksonville-Duval County (1967) and Lexington-Fayette County (1974).

PLANNING FOR INCREMENTAL CHANGES

The premise of the reform agenda is that some form of areawide government is meritorious. Simplification, economies of scale, better comprehensive planning and tax/service equity are thought to result as a matter of course from its adoption. But, there are tradeoffs with other principles such as citizen access, officials' accountability or voter representation on governing boards. The crux of the issue, once it has been decided that a reorganization is warranted, is the type strategy to pursue.

Full-blown consolidation has great reform appeal. It promises a neat structural simplification, and the referendum campaign provides a symbolic rallying point. Consolidation, it has been argued, also offers the greatest potential for cost savings. But, not all services necessarily are better or more economically delivered areawide, as the public choice theorists have stressed. The fatal flaw remains: voters have not shared the euphoria of the reformers (state laws also often require extraordinary majorities for consolidations to pass).

Service agreements or transfers are the form of simplification most readily available to local officials, usually without the need for voter approval. The best route to reform could be through emphasis on citizen satisfaction with service delivery; i.e., the success of one service transfer might lead to others. This is the spillover hypothesis, the intellectual origins of which are derived from the literature on international integration and regionalism which states that successful cooperation in some ventures will induce efforts to cooperate in others. According to this theme, integration is a function of increasing scale, either over a larger territorial unit or a larger number of governmental functions.

Spillover when applied at the local level indicates that one interlocal agreement will lead to others between the same units and, perhaps, to formal structural change. City-county consolidation could, therefore, result from a pattern of political integration in which a sequence of service transfers leads to the formal structural change. Both the international and the national experience suggest that integration proceeds incrementally or not at all. Metropolitan consolidation efforts seemingly have violated this principle in their "all-or-nothing" approach, and have been rejected at a high rate. Attempts to combine a limited number of functions have been much more successful. The question is whether these individual service consolidations can provide an impetus to unification. Or to state the issue more simply, does familiarity breed contentment?

Insufficient attention has been given to the spillover principle as a strategy of metropolitan reorganization. That strategy would be to discover and plan a sequence of events or agreements which maximizes the probability of achieving the optimum number of functional transfers in a given community. In generating a test model, a number of rationales for selecting the first service merger deserves attention. Among the criteria which should be considered are the following: least symbolic or politically sensitive; most administrative as opposed to policy related; greatest potential for economic savings; availability of federal assistance; and least threatening to popular control.

Transfers of functions result from a desire to get rid of costly services or to accept responsibilities in order to increase a local power base. Under the pragmatic conditions of the spillover hypothesis, the sole criterion is that of greatest probability of success. The initial choice is critical, since failure to make it work could poison public receptivity to subsequent efforts. Agreement must be achieved first on relatively non-controversial functions in order to produce acceptance for later experimentation with more controversial ones. The functions should have low public visibility at the time of transfer but subsequently acquire high symbolic value. The fact that functional transfers are not seen by

opponents as part of a deliberate web of intergovernmental activity is perhaps the essential ingredient in their success.

The spillover process does not need to culminate in formal consolidation in order to be valuable. Only a few communities enter into such agreements with the idea of moving quietly toward greater integration. But if the direct rewards of a single transfer are advantageous, satisfaction should be expected to stimulate additional attempts—up to a threshold where no more increments are desirable or possible. A service transfer, therefore, can have both an immediate practical goal and a longer-term reorganization effect.

Several studies have been undertaken in regard to service transfers. These data might be used to develop case studies of local entities that have accomplished several service transfers in order to test the viability of spillover as a conscious tactic for achieving a semblance of metropolitan governance. It is possible that the local officials have developed an awareness of the strategic relationship between functional transfers and perhaps have even actively pursued a strategy of building one successful transfer on another. It might even be demonstrated that in certain cases the constellation of individual transfers is as effective as a formal consolidation. The following points would need to be explored: what services were transferred and in what order; the purposes of the individual transfers; whether a sequential strategy was expressly pursued, and whether or not the outcomes were rewarding.

It is recognized that this approach shortchanges consideration of a multitude of other factors which potentially affect the proclivity of local units to share, trade or transfer services. A comprehensive theory of metropolitan integration would consider proximity, social distance, transaction flow analysis, political influence and structure, among others.

One problem with the spillover approach is that it generates little civic following in that its premise rests on the sustained incremental decisions of local officials. Building an areawide government over time, however, may require the continued support of generations of public officials; the momentum and focus may be hard to sustain unless supporting citizen groups can be drawn into the effort at some point. Conversely, the best reason to try the spillover approach is that the alternative, wholesale approach has been shown not to work due to lack of support by voters. It is not possible in our system, as it should not be, to achieve political success without the knowledge and support of the electorate.

CONCLUSION

Cost of service delivery may well have become the current overriding consideration of all governments. This phenomenon, however, is analagous to electricity or natural gas conservation: costs are likely to rise whether you

conserve or not, but they will rise less rapidly if you do. There is a pragmatism afoot in our metropolitan areas, one bred of concern for high taxes and adequate service delivery. Citizens are not interested in change that simply produces a neater or more rational structure; they want effective government with an emphasis on service. Citizens may not understand the problems and complexities of delivering the myriad of services they require, but disruption, cancellation or change is recognized rapidly. Increasingly, the "efficiency," "economy" and/or "effectiveness" with which local government provides services are considered by citizens as more important than other functions.

The incremental or spillover thesis is consistent with the idea that citizens want results, not grandiose reorganizations that threaten conflict. The most sensible strategy which will ensure efficient services and may evolve into a rational metropolitan government is the ad hoc approach. It also appears tactically sound to begin with the service where the greatest saving is possible. While this may be a different view of reform, it is consistent with recent changes in expectations and administration and service delivery.

The Voting Rights Act (continued from page 486)

tection of the Justice Department and the federal courts was the great achievement of the Voting Rights Act as amended through 1975. The new act is destined to become an instrument of that maturity. As such, its impact likely will go far beyond the political rights of language, ethnic or racial minorities.

The old law lacked an institutional procedural framework for the development of a constitutionally legitimate, operational definition of discriminatory effect. Under the new act, every federal district court has jurisdiction to consider in an adversary proceeding the discriminatory effect of any element or aspect of the representative selection process, including the many forms of gerrymandering, slating and campaigning. The courts might, for example, consider the discriminatory effect of nonpartisanship, incumbent gerrymandering, or widely disparate campaign expenditures. From such a wide range of judicial experience, the circuit courts and the Supreme Court can be expected to synthesize operational definitions of sorts which, though unlikely to be definitive, most likely will set the limits of constitutional permissibility. Every legitimate segment of American political interest stands to gain from such guidelines to the extent that they enable the electoral process to reflect more accurately the hierarchy of real public interest. In this respect history may recognize the Voting Rights Act amendments of 1982 as the foundation of democratic pluralism in a representative selection system which has too long tolerated the remnants of its aristocratic origins.

Marketing Public Services: Test of Costs and Need

by James H. Ammons and Thomas R. Dye

There is a great deal of uncertainty in government—about how much public service citizens really want, and how much they are prepared to pay out of their own pockets. The marketplace helps to resolve these questions. If a city chooses to sell a public service to its citizens, then its citizens can directly decide how much of it they want at what cost. The resulting sales (or lack thereof) can help guide the city in deciding how much service to provide.

"MARKETING" CITY SERVICES

The marketplace also helps resolve distributional problems. Some people want more of one particular service. People who want more frequent trash collection, or trash picked up behind their house so they do not have to carry it out to the street, may be offered such services at an additional price. In the same fashion, extra police services may be purchased for shopping malls or construction sites or nightclubs or large apartment complexes. Residents who want street lights in front of their houses may purchase them.

The political appeal of user charges is their appearance of fairness—people who benefit from a public service are charged directly for it. This notion is easily understood and readily accepted. User charges protect minority interests in that those who do not want a service are not forced to purchase it, as they must when it is paid for by tax revenues voted by majorities.

User charges, like privately produced goods, should reflect the cost of production. Ideally, this would include outlay for fixed costs as well as for each unit of current output, plus administration and transportation. Without the test of the market, we have no assurance that the costs of a public service are not greater than its benefits. With user charges that reflect the full cost of production, the test will come when citizens either purchase the service or do something else with their money. User charges reduce uncertainty about the desired nature and quantity of public service. If some citizens demand a

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LOCAL GOVERNMENT REORGANIZATION COMMISSION

.....SUBCOMMITTEE

PHASE II WORK PRODUCT OUTLINE

- I. Description of Functional Area
 - A. Describe Major services or activities this function involves
(can be restated from Phase I work product)

- II. Background Data
 - A. Describe number of units of local government involved
 - B. Budget and staff resources of each
 - C. Describe differences in stated service objectives among entities
 - D. Other pertinent data from Phase I work product

- III. Statement of Problems and Circumstances Facing Function
 - A. Problems (examples)
 1. Apparent ineffectiveness of service providers in accomplishing stated service objectives
 2. Apparent inefficiencies in existing delivery of service, utilizing indices and cost developed in Phase I
 3. Apparent inequities in level of service provided to various areas and user groups

 - B. Circumstances (context of problems)
 1. Issues which cross jurisdictional boundaries and require mutual action
 2. Lack of coordinated planning that cuts across jurisdictional boundaries
 3. Barriers in current system
 - a. Geography
 - b. Differing Service levels
 - c. Ownership of assets (water-rights, facilities, equipment, cash reserves)
 - d. Labor cost differentials between jurisdictions
 - e. Historic development of different jurisdictions
 - f. Other barriers

4. Barriers cannot include "lack of Money"
 - a. Assume that all tax-supported services are already short of money
 - b. Assume that all user fee-supported services can finance whatever is reasonably needed

IV. Statement of Opportunities Facing Function

- A. Determine if Function is appropriate for reorganization
 1. Ability to rationalize service area boundaries to realize efficiencies
 2. Ability to use new technology more effectively
 3. Ability to better bargain with external powers (e.g., state or federal government)
 4. Effects of additional population and economic growth on functional area
 5. Potential for community level control of service function, assuming two-tiered level of government and rationale of 1974 CCLGR study.

V. Recommendation for a Course of Action

- A. Subcommittee recommendation for reorganization from the spectrum of alternatives developed by Sparrow and McKensey, including:
 1. Full scale city/county/special district consolidation
 2. Limited reorganization of special districts of similar type (fire, water, parks, etc.)
 3. Creation of special purpose county-wide districts to reorganize certain activities
 - a) For example, a single county-wide wholesale water district
 - b) For example, a county-wide transportation authority
 4. Greater use of contracting between jurisdictions to obtain services from the lowest cost provider
 - a) For example, mutual aid agreements
 5. Other reorganization options
 6. Continue the status quo

VI. Preparation and Format Considerations

- A. Assume average length of subcommittee report is 15-20 pages**
- B. Conduct public hearings involving key officials from each function.**
 - 1. Phase 1 -- gather data on problems, opportunities, and current system problems.**
 - 2. Phase 2 -- discuss alternatives**

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LOCAL GOVERNMENT REORGANIZATION COMMISSION

GOVERNMENT STRUCTURE SUBCOMMITTEE

Phase II Work Product Outline

I. Background Data

- A. Describes the Units of local government involved.
- B. Budget and staff resources, can be restated from Phase I.
- C. Other pertinent data.

II. Statement of Problems and Opportunities Facing Function

Problem (examples):

- A. Apparent metropolitan wide problems and inefficiencies in the delivery of services
- B. Apparent inequities in level of service provided various areas
- C. Issues which cross jurisdictional boundaries and require mutual action
- D. Lack of coordinated planning that cut across jurisdictional boundaries

Opportunities (examples):

- A. Identify other jurisdictions which have consolidated or formed a limited area-wide form of local government.
- B. Match various area-wide alternatives with the Sacramento problem.

III a. Potential Solution -- Full Consolidation

Determine if full consolidation would tend to facilitate solutions to area-wide, and/or, limited jurisdictional problems and identify skeletal consolidated structure which would be the most appropriate solution for Sacramento.

A. The Office of the Mayor

1. Council/City Manager form of government vs. Mayor/Council term.
2. Qualifications and manner of election
3. Powers:
 - A. Vote on Council
 - B. Veto Power
 - C. Appointment of City Manager, Chief Administrative Officer, and/or department heads
 - D. Preparation of annual executive budget
 - E. Appointment of boards and commissions subject to confirmation of council
 - F. Other powers and duties

B. Legislative Branch

1. Expansion of size of council to assure adequate representation
2. At-large vs district elections
3. Full time or part time duties
4. Level of compensation
5. Level of clerical and professional support
6. Term of office
7. Powers:
 - A. Preparation vs approval of budget
 - B. Setting tax rate
 - C. Appointment vs confirmation of department heads
 - D. Pass regulatory ordinances
 - E. Conduct public hearings
 - F. Relation to and balance of powers with mayor
8. One tier vs two tier
 - A. Independent community councils vs dependent
 - B. Representatives from community council to comprise main city council

C. Community Councils

- A. Powers
 1. Specified powers vs advisory only
 2. Means of delegation powers to community councils
(in charter, by contract, by agreement, etc.)

- community councils (recreation, zoning, parking, etc.)
- 4. Prioritization by community councils of service provided by metropolitan government
- 5. Sources of revenue for community councils

B. Structure

- 1. Method and criteria for establishing community council (size, number, boundaries)
- 2. Number of members and method of election
- 3. Compensation of community council members
- 4. Staff of community councils

C. Metropolitan Administration

- 1. Administrative officers (sheriff, district attorney, assessor, auditor/controller)
 - a. Method of selection (elected vs appointed)
 - b. Duties and powers
- 2. Boards and Commissions
 - a. Method of appointment
 - b. Reporting responsibility
 - c. Advisory vs regulatory
 - d. Relation to community councils

III b. Potential Solutions -- Alternative to Consolidation

A. Determine other legal alternatives to a Charter Amendment which could achieve an effective area-wide government with delegation of some local community decisions: (from legal subcommittee)

- 1. Assess likelihood of success

B. Identify alternate government structures which are special purpose but would facilitate solutions to area-wide multi-jurisdictional problems:

- 1. Prioritize such special purpose governments
- 2. Identify the nature and extent of its powers.

IV. Assessment of Feasibility

- A. Assess the political climate necessary for voter approval of a Charter Amendment to effect consolidation.
- B. Identify the possible community benefits achievable through consolidation.
- C. Identify the legal requirements to achieve consolidation. (from legal subcommittee)
- D. Identify the services which would be provided at the county-wide level and those in which local communities could determine service levels. (from the other subcommittees)
- E. Identify the structure, decisions, and services which could be made at the local community level from the other subcommittees.

V. Recommendation for a Course of Action

- A. Subcommittee recommendation for reorganization from the following set of choices:
 - 1. Full scale city/county/special districts consolidation
 - 2. Limited reorganization of special districts of similar type (fire, water, parks, etc.)
 - 3. Creation of special purpose county-wide districts to reorganize certain activities, for example:
 - a. A single county-wide wholesale water district
 - b. A county-wide transportation authority
 - 4. Greater use of contracting between jurisdictions to obtain services from the lowest cost provider. (mutual aid, etc)
 - 5. Other functional consolidation options - incremental change
 - 6. Continue the status quo

VI. Preparation and Format Considerations

- A. Assume average length of subcommittee report is 15-20 pages
- B. Conduct public hearings involving key officials from each function.

1. Phase 1 -- gather data on problems, opportunities, and current system problems.
2. Phase 2 -- discuss alternatives

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