


Section 23 (d)

**County Supervisors Association of California
County Modernization Commission 1973**



COUNTY MODERNIZATION COMMISSION

June 13, 1973

Dear Fellow Supervisor:

On June 1, 1973 the CSAC Executive Committee approved a recommendation of the CSAC County Modernization Commission calling for a major positive effort to be undertaken by the Commission to spearhead the strengthening and modernization of local government. The proposal includes the recommendation that the CSAC Commission conduct a major project which will develop various models of local government, and which will take into full account the variety of differences that exist between the various areas of the state--particularly those differences among urban, suburban and rural areas.

To embark upon a project of this magnitude at this time calls for a significant commitment from each county and every county supervisor. Never have we been more convinced that we are at a crossroads in a time which requires aggressive, positive action from each of us. A new in-depth study of county government by our own Modernization Commission may well conclude that no major changes are needed in many of our counties. On the other hand, if change is needed, surely we cannot sit idly by and watch others impose their plans upon us. The debate is now on, and county government, through CSAC and its County Modernization Commission, must be prepared and ready to participate fully.

To implement the project, the Commission's proposal calls for a full-time director on a one year contractual basis, operating within a budget of \$100,000 to be funded by voluntary contributions from counties based upon assessed valuation. The enclosed report discusses the project in detail. It reviews completely the background of the CSAC County Modernization Commission, the reason for the study, and the specific proposal to be undertaken.

To be successful, this project will require the active participation

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of all of us. So that we can get our tasks underway as soon as possible, we would urge the following action:

- 1) Each supervisor read the attached report in its entirety, and become familiar with the issue of county government modernization.
- 2) Discuss with your county's member of the CSAC Board of Directors the presentation and discussion of the project held at the June 14, 1973 Board of Directors meeting.
- 3) Set a time on your board agenda at the earliest possible date for consideration of your county's financial participation in the project.

Thank you for your interest and participation.

Sincerely,

Donald M. Hillman, President
County Supervisors Association
of California

Donald F. Peterson, Chairman
CSAC County Modernization Commission

DMH:clh

Enclosure



COUNTY MODERNIZATION COMMISSION

CSAC COUNTY MODERNIZATION COMMISSION

...BACKGROUND

...CHARGE TO THE COMMISSION

...GUIDING PRINCIPLES

...STUDY METHODOLOGY

BACKGROUND

REASON FOR CREATING THE COMMISSION

IN SEPTEMBER, 1972 GOVERNOR REAGAN, IN A MAJOR ADDRESS IN SACRAMENTO, ASKED:

DO WE HAVE THE WILL AND THE COURAGE TO LOOK AT OUR

✓ GOVERNMENTAL STRUCTURE; TO EVOLVE A PRACTICAL PLAN WHEREBY TASKS AND SERVICES PERFORMED BY GOVERNMENT WILL BE ASSIGNED TO THOSE LEVELS OF GOVERNMENT BEST QUALIFIED TO HANDLE THEM; TO CONSTRUCT A REVENUE SYSTEM TO MATCH WITH SUFFICIENT TAX SOURCES FOR THE TASKS ASSIGNED TO EACH LEVEL OF GOVERNMENT? ARE WE WILLING TO LOOK AT TRADITIONAL BOUNDARIES AND COUNTY LINES TO SEE IF THEY MEET THE PRESENT DAY NEEDS OF CALIFORNIA?

✓ I...HAVE A DREAM...THAT PERHAPS CALIFORNIA CAN SET A STANDARD OF GOVERNMENT REFORM THAT WILL MAKE POSSIBLE EFFICIENCY

AND ECONOMY IN GOVERNMENT AT A LEVEL NEVER BEFORE REALIZED.

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✓ THE GOVERNOR FOLLOWED THIS UP BY HIS PRESENTATION AT THE CSAC ANNUAL MEETING IN PALM SPRINGS. IT WAS AT THIS TIME THAT HE ANNOUNCED THE CREATION OF A SPECIAL TASK FORCE ON THE SUBJECT OF LOCAL GOVERNMENT REFORM. THIS TASK FORCE HAS SINCE BEEN ACTIVATED AND IS NOW OPERATING UNDER THE DIRECTION OF ROBERT HAWKINS.

✓ OTHER STUDIES AND PROPOSALS WERE ALSO TAKING PLACE AT APPROXIMATELY THIS SAME TIME. THE LEGISLATURE CREATED A SPECIAL JOINT COMMITTEE ON THE ORGANIZATION AND FINANCING OF LOCAL GOVERNMENT WHICH PRODUCED A REPORT CALLING FOR CHANGES IN EXISTING STRUCTURE AND PROCEDURES. (✓) THE LEAGUE OF CALIFORNIA CITIES EMBARKED UPON ITS ACTION PLAN FOR THE FUTURE OF CALIFORNIA CITIES IN AN EFFORT TO DEAL WITH CITY EFFORTS AT MODERNIZATION. IN ADDITION, THE CALIFORNIA REAL ESTATE ASSOCIATION, THE PRESIDENT'S ADVISORY COUNCIL ON INTERGOVERNMENTAL RELATIONS, THE NATIONAL ASSOCIATION OF REGIONAL COUNCILS, AND THE NATIONAL ASSOCIATION OF COUNTIES THROUGH THEIR NEW COUNTY USA PROGRAM HAVE ALL BECOME INVOLVED IN THE STUDY OF LOCAL GOVERNMENT ORGANIZATION. (✓)

✓ IN THE FACE OF THESE EVENTS, CSAC BECAME ACUTELY AWARE OF THE NEED TO DEAL IN A POSITIVE WAY WITH THE LOCAL GOVERNMENT MODERNIZATION ISSUE. THIS, AS WELL AS THE PASSAGE OF THE PROPOSITION 20 COASTAL INITIATIVE, THE IMPOSITION OF TAX RATE LIMITS ON COUNTIES, EMERGING FEDERAL LAWS AND REGULATIONS, THE GROWING PRESSURE TO HANDLE URBAN PROBLEMS ON A REGIONAL LEVEL, AND THE INCREASING DEMAND FROM VARIOUS QUARTERS TO REDRAW COUNTY BOUNDARIES GAVE RISE TO PRESIDENT HILLMAN'S ANNOUNCEMENT OF THE ESTABLISHMENT OF A COUNTY MODERNIZATION COMMISSION.) AS PRESIDENT HILLMAN SAID IN ANNOUNCING THE COMMISSION, "IF THE

STRUCTURE OF COUNTY GOVERNMENT IS TO BE EXAMINED, THEN IT IS COUNTY GOVERNMENT REPRESENTATIVES THEMSELVES WHO MUST TAKE THE LEAD IN THESE EFFORTS." THE CHOICE WAS CLEAR: CSAC COULD EITHER STAND ON THE SIDELINES AND WATCH OTHERS DETERMINE THE FUTURE OF COUNTY GOVERNMENT, OR IT COULD ENTER INTO THE DEBATE IN A POSITIVE WAY SO THAT COUNTY GOVERNMENT COULD PLAY A MAJOR ROLE IN SHAPING ITS OWN DESTINY. GIVEN THESE ALTERNATIVES, THE CSAC COUNTY MODERNIZATION COMMISSION WAS CSAC'S ANSWER--A POSITIVE RESPONSE DESIGNED TO ACT AS AN ACTIVE LIAISON WITH THE GOVERNOR'S PROJECT TASK FORCE, THE LEGISLATURE, THE LEAGUE OF CITIES AND OTHERS AS THIS EXAMINATION OF LOCAL GOVERNMENT STRUCTURE AND SERVICES GOT UNDERWAY.

MEMBERSHIP COMPOSITION

THE MEMBERS OF THE CSAC COUNTY MODERNIZATION COMMISSION WERE CAREFULLY SELECTED TO BE FULLY REPRESENTATIVE OF ALL GEOGRAPHIC AREAS OF THE STATE AND ALL POINTS OF VIEW. IN ADDITION TO ITS CHAIRMAN, SUPERVISOR DON PETERSON OF HUMBOLDT COUNTY, THERE ARE TWO MEMBERS FROM EACH OF THE SIX REGIONAL ASSOCIATIONS, THE CHAIRMAN OF THE CSAC GOVERNMENT OPERATIONS COMMITTEE, THE CHAIRMAN OF THE CSAC REVENUE AND TAXATION COMMITTEE, AND TWO SUPERVISORS FROM THOSE FIRST ELECTED IN 1972. ALSO SERVING ON THE COMMISSION IN AN EX-OFFICIO CAPACITY ARE THE ELECTED OFFICERS OF CSAC.

A GREAT DEAL OF CARE WENT INTO THE SELECTION OF THE COMMISSION MEMBERS TO MAKE IT AS REPRESENTATIVE AS POSSIBLE OF ALL GEOGRAPHICAL AND PHILOSOPHICAL ASPECTS OF COUNTY GOVERNMENT.

CHARGE TO THE COMMISSION

THE COMMISSION RECEIVED THE FOLLOWING CHARGE FROM PRESIDENT HILLMAN:

1. To take a fresh, new, in-depth look at existing county government structure, services and financing. The objective of your study: the strengthening and modernization of California counties.
2. To seek out new efficiencies and economies--better ways to conduct the public's business.
3. To report to the CSAC Executive Committee for general policy direction and guidance, and to submit proposals and recommendations to the Executive Committee as necessary.
4. When major changes or additions to county policy as provided for in the California County Platform are proposed, to submit these policies to the Executive Committee for referral to the CSAC Board of Directors for adoption and inclusion into the Platform.
5. To serve as liaison on behalf of county government with the Governor's Local Government Reform Project. To work closely with the Governor's Task Force, the Legislature and others as they review the structure and functions of local government.
6. To review, and if necessary, to propose revisions to CSAC's policy on Regional Organizations, so that it properly reflects county government's position on how we should deal with those problems for which counties have responsibility but which extend beyond county boundaries.
7. To examine the allocation of public service responsibilities, determining if changes should be made to provide a more logical division of service responsibilities among levels of government; and in conjunction with this, to develop a logical revenue structure to implement those decisions.

ADMINISTRATIVE OFFICERS ADVISORY COMMITTEE

✓ IN ONE OF ITS FIRST ACTIONS, THE COMMISSION REQUESTED THE COUNTY ADMINISTRATIVE OFFICERS ASSOCIATION TO APPOINT AN AD HOC ADVISORY COMMITTEE TO ASSIST THE COMMISSION WITH ITS WORK. THIS COMMITTEE WAS SOON FORMED AND, AS A BEGINNING POINT, DEVELOPED A SET OF PROPOSED

PRINCIPLES WITHIN WHICH IT FELT THE COMMISSION COULD CARRY OUT ITS CHARGE. THESE PRINCIPLES WERE STUDIED, REVISED AND ADOPTED BY THE COMMISSION AS FOLLOWS:

THE COMMISSION ADOPTS THE FOLLOWING PRINCIPLES TAKING INTO FULL COGNIZANCE THE DIFFERENCES THAT EXIST THROUGHOUT THE STATE.

1. The Commission shall give priority consideration to the allocation of public services and the jurisdictions most capable of performing those services.
2. As an element of its research relative to the allocation of services, the Commission's study shall be directed toward legislation that would simplify and expedite the alteration of boundaries of counties, cities and special districts.
3. The authority to support the cost of public services should be commensurate with the responsibilities of the governmental entity performing the service. Legislative acts should conform with this concept.
4. The internal organizational structure of counties and cities should be subject to greater discretion and control of the local governing body.
5. In formulating its recommendations, the Commission shall not be limited to the forms and structures of existing units of local government.
6. All units of local government should provide for optimum participation of the electorate.
7. In its consideration of the structure of local government and the allocation of responsibilities, the Commission shall consider efficiency, responsiveness, and the needs of people for understanding of, participation in, and identification with, their local government.
8. The Commission study shall include recommendation of guidelines and standards such as population, assessed valuation, and area for the creation of new units of local government.
9. As a means of insuring responsiveness, the Commission shall give consideration to the matter of the ratio of representatives to the electorate in general purpose units of local government.
10. Elected governing bodies of local governmental units should have adequate authority that is not diluted by the election of ministerial officials.

MODERNIZATION COMMISSION PROPOSAL

STUDY ALTERNATIVES

WITH PRESIDENT HILLMAN'S CHARGE AND THE TEN PRINCIPLES AS DIRECTIONAL GUIDELINES, THE COMMISSION THEN BEGAN WORKING ON ITS NEXT TASK--TO DETERMINE PRECISELY HOW IT SHOULD PROCEED WITH THE SUBJECT OF THE MODERNIZATION OF LOCAL GOVERNMENT. AT THE REQUEST OF THE COMMISSION, THE CAO ADVISORY COMMITTEE DEVELOPED TWO ALTERNATIVES FOR THE COMMISSION'S CONSIDERATION. THE ALTERNATIVES REFLECT THE TWO CHOICES AVAILABLE TO CSAC IN PURSUING THIS EFFORT: 1) TO REACT TO PROPOSALS OF THE GOVERNOR, THE LEGISLATURE AND OTHERS, REFLECTING THE VIEWS OF COUNTY GOVERNMENT TO THE EXTENT POSSIBLE, OR 2) IN A POSITIVE WAY THROUGH THE COMMISSION, TO PREPARE COUNTY GOVERNMENT'S OWN CONSTRUCTIVE PROPOSALS FOR THE MODERNIZATION OF LOCAL GOVERNMENT.

AFTER FULL AND LENGTHY DELIBERATION IT WAS DECIDED BY THE COMMISSION, AND CONFIRMED BY THE CSAC EXECUTIVE COMMITTEE, THAT THE ALTERNATIVE WHICH WILL PUT COUNTY GOVERNMENT IN THE MOST POSITIVE POSSIBLE POSITION REGARDING THE ISSUE OF LOCAL GOVERNMENT MODERNIZATION AND REORGANIZATION WAS ESSENTIAL. FOR THIS REASON, AN APPROACH CALLING FOR THE COMMISSION AND CSAC TO DEVELOP ITS OWN RECOMMENDATIONS FOR A MODERN AND EFFICIENT FORM OF LOCAL GOVERNMENT WAS DECIDED UPON.

STUDY PROPOSAL

TO CARRY OUT THE POSITIVE THRUST, AND AGAIN WITH THE HELP OF THE CAO ADVISORY COMMITTEE, THE COMMISSION CALLED FOR A MAJOR STUDY EFFORT THAT WOULD DEVELOP VARIOUS MODELS OF LOCAL GOVERNMENT. OF PRIMARY IMPORTANCE WAS THE RECOGNITION BY THE COMMISSION THAT IN THE DEVELOPMENT

OF THESE MODELS THEY MUST RECOGNIZE THE DIFFERENCES THAT EXIST THROUGH-
OUT THE STATE, PARTICULARLY THE DIFFERENCES BETWEEN RURAL, SUBURBAN
AND URBAN COUNTIES.

THE DEVELOPMENT OF THESE VARIOUS MODELS OF LOCAL GOVERNMENT WOULD BE DONE WITHIN THE FRAMEWORK OF THE CHARGE TO THE COMMISSION AND THE TEN ADOPTED PRINCIPLES. IN DOING SO, THE STUDY CALLS FOR CONCENTRATION IN THREE PARTICULAR STUDY AREAS:

1. The allocation of public service responsibilities among state and local government--Are services being performed by the proper unit of government? Are there sufficient resources and/or tax base available to provide the service?
2. The internal machinery of county government--devising models which will recommend streamlined methods and structures for performing the responsibilities of county government.
- ✓ 3. The kinds and numbers of governmental units within any given county--Are there too many units of local government?

✓ { IT WAS FURTHER AGREED THAT THE STUDY SHOULD INVOLVE AND INCLUDE }
✓ { THE PARTICIPATION OF THE LEAGUE OF CALIFORNIA CITIES TO THE GREATEST }
✓ { EXTENT POSSIBLE. }

STAFFING THE PROJECT

SEVERAL ALTERNATIVE METHODS OF UNDERTAKING THIS PROJECT WERE CONSIDERED, INCLUDING THE USE OF CONSULTING FIRMS, COORDINATION THROUGH A COLLEGE OR UNIVERSITY, AND THE CONTRIBUTION OF STAFF ASSISTANCE FROM VARIOUS COUNTIES. ALTHOUGH ALL OF THESE ARE VIABLE SUPPLEMENTAL TOOLS THAT MAY BE USED ONCE THE PROJECT GETS UNDERWAY,

{ IT WAS DECIDED THAT THE PROJECT WOULD REQUIRE A FULL-TIME STAFF DIRECTOR TO CONTROL AND CONDUCT THE PROJECT ON A DAILY BASIS. } IT WAS FURTHER DECIDED THAT THE PROJECT COULD BE COMPLETED WITHIN A YEARS TIME; AND THAT THE DIRECTOR SHOULD HAVE A BACKGROUND OF PRACTICAL

EXPERIENCE IN LOCAL GOVERNMENT.

BUDGET FOR THE PROJECT

THE BUDGET FOR THE PROJECT IS RECOMMENDED AT A LEVEL OF \$100,000. THIS WILL PROVIDE FULL FUNDING FOR ONE YEAR, WITH COSTS ESTIMATED AS FOLLOWS:

Staff Director (one year contract)	\$ 30,000
Staff Analysts	30,000
Clerical	8,000
Professional Services	20,000
Supplies & Office Expense	12,000
Total	<u>\$100,000</u>

FINANCING THE PROJECT

IN ORDER THAT EVERY COUNTY MIGHT BE A FULL PARTICIPANT IN THE PROJECT, IT WAS AGREED THAT FINANCING SHOULD COME FROM VOLUNTARY CONTRIBUTIONS FROM EACH COUNTY. SO THAT EACH COUNTY CAN CONTRIBUTE IN FAIR PROPORTION TO ITS ABILITY TO PAY, A SCHEDULE WAS ADOPTED SPREADING THE PROPOSED BUDGET ON THE PROPORTIONATE ASSESSED VALUATION OF EACH COUNTY. USING THIS BASIS, THE CONTRIBUTIONS PER COUNTY WOULD BE IN THE FOLLOWING AMOUNTS:

Alameda	\$ 5,173	Marin	1,227	San Mateo	3,476
Alpine	19	Mariposa	56	Santa Barbara	1,209
Amador	114	Mendocino	301	Santa Clara	5,713
Butte	503	Merced	480	Santa Cruz	641
Calaveras	153	Modoc	67	Shasta	461
Colusa	136	Mono	103	Sierra	23
Contra Costa	3,135	Monterey	1,212	Siskiyou	225
Del Norte	93	Napa	390	Solano	690
El Dorado	379	Nevada	212	Sonoma	983
Fresno	1,923	Orange	7,917	Stanislaus	865
Glenn	143	Placer	484	Sutter	264
Humboldt	478	Plumas	183	Tehama	184
Imperial	344	Riverside	2,330	Trinity	70
Inyo	135	Sacramento	2,248	Tulare	852
Kern	1,866	San Benito	131	Tuolumne	159
Kings	256	San Bernardino	3,105	Ventura	2,082
Lake	181	San Diego	6,172	Yolo	446
Lassen	73	San Francisco	3,938	Yuba	134
Los Angeles	33,728	San Joaquin	1,287		
Madera	271	San Luis Obispo	577	Total	<u>\$100,000</u>

SUMMARY

IN SUMMARY, THE CSAC EXECUTIVE COMMITTEE HAS TAKEN THE FOLLOWING ACTIONS:

1. ADOPTED THE RECOMMENDATIONS OF THE CSAC COUNTY MODERNIZATION COMMISSION THAT CSAC EMBARK UPON A MAJOR POSITIVE EFFORT IN THE FIELD OF LOCAL GOVERNMENT REFORM. THIS POSITIVE EFFORT TO TAKE THE FORM OF A STUDY PROJECT WHICH WILL DEVELOP VARIOUS MODELS OF LOCAL GOVERNMENT; MODELS WHICH WILL TAKE INTO FULL ACCOUNT THE DIFFERENCES THAT EXIST AMONG RURAL, SUBURBAN AND URBAN COUNTIES.
2. HIRE A PROJECT DIRECTOR ON A ONE YEAR CONTRACT IN AN AMOUNT NOT TO EXCEED \$30,000 TO DEVELOP AND CARRY OUT THE PURPOSES OF THE STUDY.
3. ON THE BASIS OF REQUESTED VOLUNTARY CONTRIBUTIONS FROM EACH COUNTY, ON A BASIS PROPORTIONATE TO ASSESSED VALUATION, TO ESTABLISH A BUDGET OF \$100,000 FOR THE FULL COST OF CONDUCTING AND CARRYING OUT THE PROPOSED PROJECT.
4. TO ENCOURAGE EACH COUNTY TO NOTIFY CSAC AT THE EARLIEST POSSIBLE DATE AS TO THEIR PARTICIPATION IN THE STUDY EFFORT SO THAT WORK CAN BEGIN IMMEDIATELY TO SELECT THE PROJECT DIRECTOR AND GET THE STUDY UNDERWAY.