

# City of Brookings

## MEETING AGENDA

### **CITY COUNCIL & URBAN RENEWAL AGENCY**

**Monday, February 11, 2013, 7:00pm**

City Hall Council Chambers, 898 Elk Drive, Brookings, OR 97415

The City Council will meet in Executive Session at 6:30pm, in the City Manager's office, under authority of ORS 192.660 (2) (h) to consult with counsel concerning legal rights and duties of a public body with regard to current litigation or litigation likely to be filed.

### **CITY COUNCIL**

#### **A. Call to Order**

#### **B. Pledge of Allegiance**

#### **C. Roll Call**

#### **D. Ceremonies/Appointments/Announcements**

1. Approval to reappoint Garth Richey to Parks & Recreation Commission. [pg. 3]
2. Approval to appoint Betty Pomerleau to the Planning Commission. [Pg.7]

#### **E. Oral Requests and Communications from the audience**

1. Public Comments on non-agenda items – 5 minute limit per person.\*

#### **F. Staff Reports**

1. Authorization for staff to proceed with Phase I of the Wastewater System Development Charge Study. [Building, pg. 10]
  - a. Inventory of high SDC credit buildings [pg. 12]
2. Authorization to staff to investigate and prepare a preliminary budget for implementation of an alternative plan for providing law enforcement, prosecution and prisoner services. [City Manager, pg. 14]
  - a. Curry County 2.1 Budget [pg. 19]
  - b. County Citizen's Committee Recommendations [pg. 20]
  - c. "Does Curry County Have a Fiscal Crisis?" County staff presentation [pg.30]
  - d. Memo re: Forms of County Government in Oregon [pg. 43]
  - e. County Fiscal Crisis Memo [pg. 45]
  - f. City Manager opening comments to County Citizen's Committee [pg. 54]
  - g. City Manager white paper on Economic Development [pg. 59]
  - h. Report to Commissioners from Blue Ribbon Committee [pg. 61]
  - i. "Taking Stock of Form and Structure in County Government," article [pg.62]
  - j. "Shared Services," article [pg.68]

#### **G. Consent Calendar**

1. Approve Council minutes for January 28, 2013. [pg.72]
2. Accept Parks & Recreation minutes for December 13, 2013. [pg.76]
3. Accept January 2013, Vouchers in the amount of \$378,931.03. [pg.78]

## **H. Remarks from Mayor and Councilors**

## **I. Adjournment**

# **URBAN RENEWAL AGENCY**

## **A. Call to Order**

## **B. Roll Call**

## **C. Consent Calendar**

1. Approve Agency minutes for January 28, 2013 [pg. 82]

## **D. Public Comments**

## **E. Staff Reports**

1. Urban Renewal Funding Review. [Executive Director, pg. 83]

## **F. Agency Remarks**

## **G. Adjournment**

\*Obtain Public Comment Forms and view the agenda and packet information on-line at [www.brookings.or.us](http://www.brookings.or.us), at City Hall and at the local library. Return completed Public Comment Forms to the City Recorder before the start of meeting or during regular business hours.

All public meetings are held in accessible locations. Auxiliary aids will be provided upon request with advance notification. Please contact 469-1102 if you have any questions regarding this notice.



# City of Brookings

898 Elk Drive, Brookings, OR 97415  
Phone: (541) 469-2163 Fax: (541) 469-3650  
[www.brookings.or.us](http://www.brookings.or.us)

## APPLICATION TO SERVE ON A CITY OF BROOKINGS COMMISSION, COMMITTEE OR BOARD

### PART I. Contact Information:

Name: GARTH RICHEY Date: 01-28-2013  
Physical Address: 96401 OCEANSIDE DRIVE EAST, BROOKINGS, OR  
Mailing Address: - SAME -  
Email Address: richey.garth@yahoo.com Phone: 541-469-0937

### PART II. Position Selection, Requirements and Restrictions: (Please answer all that apply)

#### 1. Commission/Committee applying for:

	<u>Composition (i)</u>	<u>Term (ii)</u>
<input type="checkbox"/> Planning Commission/Commission for Citizen Involvement (iii)	5 Electors, 2 UGB	4 yrs
<input type="checkbox"/> Budget Committee	5 Electors	3 yrs
<input checked="" type="checkbox"/> Parks and Recreation Commission	4 Residents, 1 UGB	2 yrs
<input type="checkbox"/> Public Art Committee (iii)	3 Residents, 2 UGB	3 yrs
<input type="checkbox"/> Traffic Safety Committee	2 Residents	2 yrs
<input type="checkbox"/> Other (please specify): _____		

2. **City residents:** How long have you lived in the City of Brookings? 4 yrs / 9 mo (yrs/mths)

Are you a City elector (registered voter)? ☒ Yes ☐ No

3. **UGB residents:** How long have you lived in the UGB?: N/A (yrs/mths)

4. **What is your current occupation?** RETIRED

#### NOTES:

##### (i) Membership requirements:

- Resident and UGB status are determined by physical address.
- Residents must reside within the City limits.
- Electors are registered voters of the City of Brookings (verified by County Elections Officer)
- UGB members must reside within the Brookings Urban Growth Boundary or Area. (Contact the Planning Department at 541-469-1137 to determine if you are in the UGB).

(ii) **Term:** Appointments to fill mid-term vacancies will be for the remainder of that term.

##### (iii) Other restrictions:

- No more than two (2) Planning Commissioners may be principally involved, as individuals, members or partners, in the buying, selling or development of real estate for profit. No two (2) members shall be involved in the same kind of business or profession.
- Three (3) Public Art Committee members must have an art background

**PART III. Background Information :** *Attach additional pages if needed:*

1. List your position-related experience and/or background:

SEVERAL YEARS OF PLANNING, BUDGETING  
AND MANAGING PROJECTS.

2. List your work history and educational background, as well as any unrelated volunteer experience:

- B.A. MATHEMATICS
- U.S. NAVY - FOUR YEARS - LT
- RETIREE OF HEWLETT PACKARD
- 40 YEARS IN COMPUTER INDUSTRY
  - 20 YEARS COMPUTER PROGRAMMER
  - 20 YEARS MANAGEMENT
- SERVICE CLUBS
  - ROTARY 15 YEARS
  - LIONS 5 YEARS

3. Briefly describe your interest in this position and what you hope to accomplish:

AS A CURRENT MEMBER OF THE  
PARKS AND RECREATION COMMISSION, I  
WOULD LIKE TO AS PART OF THE  
EXISTING CORE GROUP OF MEMBERS TO  
AID IN THE IMPLEMENTATION OF PARK  
FACILITIES AND SERVICES.

**PART IV. Volunteer Agreement :** *Please read and check off the following before signing:*

- ☒ I acknowledge that I will not be under the direct supervision and control of the City in connection with the voluntary services for which I have applied.
- ☒ I acknowledge that I will receive no compensation or expense reimbursement from the City in connection with any volunteer services for which I have applied.
- ☒ I understand and agree that my volunteer service will be donated to the City at times other than my regular work hours.
- ☒ I understand that if the position I applied for requires me to be an elector of the City of Brookings, that the City has permission to verify my status as a registered voter.
- ☒ I agree to release the City from all matters relating to the voluntary service for which I have applied, including compliance, if any is required, with social security, withholdings, insurance and all other regulations and reportings governing such matters. I assume full responsibility for any injuries or damages suffered by or arising from the voluntary service described herein. (*Planning Commission applicants, see \*\* below*)
- ☒ I agree to release, indemnify and hold the City harmless from and against any and all actions, causes of action, claims, demands, liabilities, losses, damages or expenses, of whatsoever kind and nature, including attorney fees, which City may sustain or incur as a result of errors or omissions in the performance of the voluntary service set forth herein.
- ☒ By signing this application voluntarily and in the presence of the witness listed below, I, the Applicant, do hereby acknowledge that I have read and agree to the terms stated above and that I understand and acknowledge that this document will become public information and may be distributed to the public and news media as part of a City Council Agenda Packet.

GARTH RICHEY

Applicant (print name)

Garth Richey

Applicant's Signature

01-28-2013

Date

JANET RICHEY

Witness (print name)

Janet Richey

Witness's Signature

01-28-2013

Date

**\*\*Planning Commissioners** holding office on April 1<sup>st</sup> of each year are required to file an Annual Statement of Economic Interest with the Oregon Government Ethics Commission (OGE). You may view a sample form at [http://www.oregon.gov/OGEC/forms\\_publications.shtml](http://www.oregon.gov/OGEC/forms_publications.shtml). Official forms are provided by OGE.

**Submit completed applications** by mail or in person to the City Recorder, 898 Elk Drive, Brookings, OR 97415. Regular City business hours are 9:00am – 4:30pm, Monday–Friday.

*Commission and Committee contact information:*

Planning Commission: 541-469-1135

Parks and Recreation Commission: 541-469-1103

Traffic Safety Committee: 541-469-1103

Public Art Committee: 541-469-1135

Budget Committee: 541-469-1123

# GARTH RICHEY

## EXPERIENCE:

### SUMMARY

Retired since April 2003.

1992 to April 2003

- President of a small business providing project management and computer systems integration, installation and support.
- Responsible for budgeting and other financial activities.
- Created and maintained business relationships with larger system integration companies.
- Maintained licensing and required training activities for products from Microsoft, Cisco, and other major manufacturers.

1976 to 1992

- Held various management positions with companies involved in the development of computer applications and computer systems.
- Responsible for developing and implementing plans for large-scale development projects at Digital Equipment Corporation, Citicorp, Sperry, and Control Data Corporation.
- Managed all aspects of programs and projects including definition, design, development, personnel, logistics, and budgets.

1965 to 1976

- Computer programmer in the space program and for Department of Defense.
- Project leader and consultant in the development of operating systems for large multi-purpose computers.

1961 to 1965

- U.S. Navy officer.
- Taught high school level mathematics.
- Computer officer at White Sands Missile Range in New Mexico.

1960 to 1961 – Taught eighth grade mathematics at Dale Junior High School in Anaheim, California.

## EDUCATION:

1956–1960	Albion College B.A., Mathematics	Albion, MI
1965–1968	Miscellaneous mathematics courses at San Jose State, San Jose, California	
1968–2000	Corporate leadership and management seminars	

## INTERESTS:

- Past community activities include club president of Rotary International, coach of a National Junior Basketball team, tutor in mathematics for junior and senior high school students, and leader of a Boy Scout troop.
- Additional interests include reading, travel, geology, current events, history, art, youth sports.



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### APPLICATION TO SERVE ON A CITY OF BROOKINGS COMMISSION, COMMITTEE OR BOARD

#### PART I. Contact Information:

Name: Betty Pomerleau Date: 1-29-13  
Physical Address: 760 Old County Road, Brookings, OR 97415  
Mailing Address: SAME  
Email Address: Sidbe92040@yahoo.com Phone: 541-412-0394

#### PART II. Position Selection, Requirements and Restrictions: (Please answer all that apply)

##### 1. Commission/Committee applying for:

	<u>Composition (i)</u>	<u>Term (ii)</u>
<input checked="" type="checkbox"/> Planning Commission/Commission for Citizen Involvement (iii)	5 Electors, 2 UGB	4 yrs
<input type="checkbox"/> Budget Committee	5 Electors	3 yrs
<input type="checkbox"/> Parks and Recreation Commission	4 Residents, 1 UGB	2 yrs
<input type="checkbox"/> Public Art Committee (iii)	3 Residents, 2 UGB	3 yrs
<input type="checkbox"/> Traffic Safety Committee	2 Residents	2 yrs
<input type="checkbox"/> Tourism Promotion Advisory Committee	TBD	TBD
<input type="checkbox"/> Other (please specify):		

2. **City residents:** How long have you lived in the City of Brookings? 2yr 3mo (yrs/mths)

Are you a City elector (registered voter)? ☒ Yes ☐ No

3. **UGB residents:** How long have you lived in the UGB? 2yr 3mo (yrs/mths)

4. **What is your current occupation?** NURSE

#### NOTES:

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- Three (3) Public Art Committee members must have an art background

**PART III. Background Information :** *Attach additional pages if needed:*

1. List your **related** experience and/or background to the position you are applying for:

None

2. List your **work history and educational background**, as well as any volunteer experience that is **not** related to the position for which you are applying:

Associates Degree in nursing 37 yrs as  
CNA, LVN and RN. I have a teaching background,  
I am computer literate.

I am a member of Daughters of the Nile  
and Ladies of the Oriental Shrine - both groups  
work in association of Shriner's Children's hospitals.

I have, in the past, worked with Humane  
Societies, Girl scouts and have <sup>had</sup> community  
involvement when my children were young.

3. Briefly describe your **interest in this position** and what you **hope to accomplish**:

I Hope to learn a great deal more about my  
new home city; I want to be a part of  
the community, through service.

I would like to increase my knowledge of the  
city physically and by meeting other members of  
the community.

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- ☒ I acknowledge that I will receive no compensation or expense reimbursement from the City in connection with any volunteer services for which I have applied.
- ☒ I understand and agree that my volunteer service will be donated to the City at times other than my regular work hours.
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- ☒ I agree to release, indemnify and hold the City harmless from and against any and all actions, causes of action, claims, demands, liabilities, losses, damages or expenses, of whatsoever kind and nature, including attorney fees, which City may sustain or incur as a result of errors or omissions in the performance of the voluntary service set forth herein.
- ☐ By signing this application voluntarily and in the presence of the witness listed below, I, the Applicant, do hereby acknowledge that I have read and agree to the terms stated above and that I understand and acknowledge that this document will become public information and may be distributed to the public and news media as part of a City Council Agenda Packet.

BETTY Pomerleau  
Applicant (print name)

Betty Pomerleau  
Applicant's Signature

1-31-13  
Date

Bonnie Anderson  
Witness (print name)

Bonnie Anderson  
Witness's Signature

1/31/13  
Date

- ✓ **\*\*Planning Commissioners holding office on April 1<sup>st</sup> of each year are required to file an Annual Statement of Economic Interest with the Oregon Government Ethics Commission (OGE). You may view a sample form at [http://www.oregon.gov/OGE/forms\\_publications.shtml](http://www.oregon.gov/OGE/forms_publications.shtml). Official forms are provided by OGE.**

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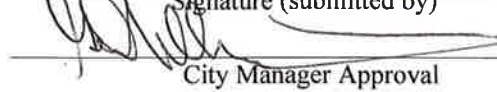
Public Art Committee: 541-469-1135  
Budget Committee: 541-469-1123  
Tourism Promotion Advisory Committee  
541-469-1101

# CITY OF BROOKINGS

## Council Agenda Report

Meeting Date: 2/11/2013

Originating Dept: PWDS

  
Signature (submitted by)  
  
City Manager Approval

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Subject: Reduction of Systems Development Charges (SDC) Study

Recommendation: Authorize staff to proceed with a Phase 1 study of the wastewater SDC charges.

Financial Impact: The estimated costs for engineering evaluation of Phase 1 study is \$7,500.00 to be paid from Wastewater System Development Charge (SDC) funds.

Background/Discussion: The City Council has expressed concern that current wastewater SDCs may discourage new businesses from locating in the City, particularly small businesses wishing to locate in existing buildings. There are several possible ways to reduce SDCs.

- Evaluate reduction in debt service due to recent refinance of Wastewater Treatment Plant (WWTP) loan, if the reduction is significant it may be worthwhile to contract for a new SDC study. The study conducted in 2009 resulted in a reduction of \$4,175 per Equivalent Dwelling Unit (EDU).
- Discontinue CPI increase and/or administrative fee
- Consider percentage decreases of overall SDC based on factors such as seasonal use and pass through. (pass through is the concept that a business would not generate traffic on its own based on proximity to other business types and therefore not be subject to the full transportation SDC)
- Consider exempting all existing buildings from SDC

Infrastructure master plans (i.e. water, wastewater storm drain master plans, etc) serve as the base documents upon which the SDC study is constructed. The master plans identify capital projects that are needed to provide adequate infrastructure to serve development within the community as envisioned in the Comprehensive Plan. The estimated cost of building these capital projects to support new development and capacity expansion is used to determine the amount of revenue needed from SDCs. One factor in the SDC determination formula is the amount of non-SDC funding that may be available to construct elements of the infrastructure improvements. For example, the \$1.7 million in grant funds that would be used to construct the water and sewer infrastructure to serve the airport area and increase the City's water storage capacity can be removed from the overall amount of funding needed from SDCs to fund capital projects. This should result in some reduction in the SDC water and sewer rates as \$1.7 million in local funding...SDCs...would not be needed.

The SDC reduction in 2009 had no impact on new construction. Staff believes that is due to the fact that people building new homes and/or businesses expect to pay for infrastructure, whether they have to install their own or pay to be on a municipal system. Current average cost of installing a private onsite septic system in Curry County is \$10,500.00; this does not include application and permit fees. The problem seems to be with the application of SDC to existing buildings, often the potential business owner is not the owner of the property so is not motivated and cannot afford to pay the SDC. The owner recognizes that they can lease their property to a tenant who would not trigger SDC so they are also not motivated to pay the SDC. Staff believes that exempting existing buildings from SDC is the only way to significantly address the problem of high SDC impacting development. Even this may not provide a solution, as to this date no property owner has appealed to the Urban Renewal Agency for relief of SDC as approved by Council resolution in September 2009.

Policy Considerations: In keeping with the City's commitment to encourage development and commerce.

Attachment(s): inventory of high SDC credit buildings

ADDRESS	BUSINESS NAME OR USE	EDU	SDC COLLECTED
241 Chetco Ave (now 6420 Bridge St)	Christmas Tree Restaurant	4	-
349 Chetco Ave	Dairy Queen	100%	-
401 Chetco Ave	Ron's Oil (gas station)	8 f.s.	-
500 Chetco Ave	Cielito Lindo (old Texaco)	4	-
509 Chetco Ave	Salon conversion from mercantile	420 sq.ft.	4,530.00
515 Chetco Ave	Salon/ Restaurant	100%	15,298.00 convert basement
519 Chetco Ave	Restaurant/ Salon	main floor	2,154.00
541 Chetco Ave	Restaurant/ Salon	main floor	-
548 Chetco Ave	Gas Station	4	-
549 Chetco Ave	restaurant	5	-
609-613 Chetco Ave	restaurant	100%	-
621 Chetco Ave	conversion of 1600 s.f. retail to theater	100%	17,233.00
625 Chetco Ave	restaurant	100%	-
629 Chetco Ave	Pinecone tavern	100%	-
631 Chetco Ave	Kens Tavern	100%	-
702 Chetco Ave	restaurant	main floor	-
703 Chetco Ave	restaurant	30% m.f.	-
706 Chetco	vacant (old Green Door)	4	-
800 Chetco Ave Bldg A	restaurant	75%	-
800 Chetco Ave Bldg C	Beauty salon/ espresso shop	100%	3,026.00 convert from office
815 Chetco	McDonalds	100%	-
835 Chetco	restaurant	100%	-
925 Chetco Avenue	restaurant	50%	-
1002 Chetco Ave	vacant lot (Union 76)	4	-
1006 Chetco Ave	restaurant Subway	100%	-
1007-1011 Chetco Ave	restaurant Vista Pub	75%	-
1025 Chetco Ave	Restaurant/ Salon	100%	-
1029 Chetco Ave	restaurant	420 s.f. m.f.	6,444.36 convert from office
1036 Chetco Ave	Laundromat	100%	-
1101-1105	Restaurant/Bakery/Dog grooming	100%	-
1123 Chetco Ave	Gas Station	16 f.s.	-
1136 Chetco Ave	Restaurant (Pancho's)	100%	-
1143 Chetco Ave	Restaurant (FlyingGull)	100%	-
1210 Chetco Ave	Restaurant (O'Hollerans)	100%	-
1233 Chetco Ave	Restaurant (now vacant lot)	100%	-
1240 Chetco Ave (unit C)	Bakery	100%	-
777 Cottage St	Restaurant (Torreros)	-	-
311 Cove Road **	Cal Or Ambulance (change of use)	-	-
325 Fifth Street	Fred Meyer gas station	14 f.s.	3,670.00 not high use type
350 Fifth Street	Restaurant KFC	100%	-
632 Hemlock St	restaurant	1250 s.f.	3,026.00 convert from office
645 Hemlock St	hair salon/laundromat	100%	-
409 Hillside Ave	hair salon/laundromat	main floor	-
623 Memory Ln	restaurant	100%	-
401 Oak St	Salon/ Restaurant	100%	-
410 Oak St	restaurant (Bowling alley)	20% of m.f.	-

624 Railroad St	restaurant (currently bus station)	100%		
648 Railroad St	laundromat	100%		
701 Railroad St	restaurant (superfly)	100%		
805 Railroad St **	warehouse conversion to public use		\$	7,879.00 not high use type
820 Railroad St	Gas Station	1 f.s.		
845 Railroad St **	convert warehouse to detail shop		\$	716.00 not high use type
525 Willow St	dog grooming	100%		
TOTAL COLLECTED FOR CONVERSIONS:			\$	63,976.36

# CITY OF BROOKINGS

## COUNCIL AGENDA REPORT

Meeting Date: February 11, 2013

Originating Dept: City Manager

  
\_\_\_\_\_  
Signature (submitted by)  
\_\_\_\_\_  
City Manager Approval

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Subject: County Fiscal Crisis

Recommended Motion:

Authorize staff to investigate and prepare a preliminary budget for the implementation of an alternative plan for providing law enforcement, prosecution and prisoner services as described in the Plan B discussion section of the Council Agenda Report dated February 11, 2013.

Financial Impact: See below.

Background/Discussion:

At the City Council meeting of January 28, several Councilors requested information concerning the possible impact of the County service/staffing reduction budget on City services. It was also suggested that I provide the Council with a briefing on the work of the Curry County Citizen's Committee and any other recommendations relating to the County fiscal crisis.

**PROPOSED COUNTY BUDGET**

At the January 28 workshop with County Commissioners, Commission Chair David Brock Smith distributed a one page draft document entitled "Curry County 2.1 Budget."

Commissioners indicated that this was a representation of what the County budget would look like from a staffing level should they be restricted to operating on non-federal General Fund revenues totaling \$2.1 million annually.

Commissioners commented that among the basic assumptions in this proposal were:

- The District Attorney would only prosecute Measure 11 (mandatory sentencing/serious felony) crimes.
- The County would close the jail and contract with Coos County for three beds; Curry County currently operates with 43 beds.
- The number of Sheriff road deputies would be reduced to two.

Staff has reviewed the budget outline and has the following comments:

1. This document does not describe the total size of the County budget and operation; it purports to show only those positions funded through the General Fund. For example, there is no listing for Sheriff dispatchers, Road Department or planning/building services. Staff assumes that this is because these functions are paid for from other special funds, such as 9-1-1 or fees. **However**, the budget outline does include several positions other

that are funded in large part by non-General Fund revenues, such as Economic Development. Essentially, this budget outline does not accurately reflect the proposed overall staffing level of the County and sources of funds available to support those employees.

2. The budget outline indicates that the three existing members of the Board of Commissioners would be retained. The 2012-13 budget shows the salary for three Commissioners at \$182,307, not including benefit costs. Of the “Departments” listed, the Board of Commissioners is the largest. As presented, one might interpret the County operation as having three full-time commissioners/administrators managing a budget of \$2.1 million with 35.35 employees and nine full time elected officials.

By comparison, the City General Fund budget for 2012-13 is about \$4.5 million (including about \$2.2 million in property tax revenue). The City operates with one full time chief administrative officer with a base salary of \$105,000, 31.6 full time employees paid from the General Fund and five volunteer City Councilors.

3. If prosecutions are limited to Measure 11 crimes, how will other offenders be handled? How will this affect the staffing and State funding of the Superior Court?
4. With no jail staff, how will prisoners be transported back and forth to court from Coos County?
5. There is no Sheriff’s detective listed in the budget.

## **IMPACT ON CITY OF BROOKINGS**

### **GENERAL GOVERNMENT**

- How will basic services be affected such as collecting and distributing property tax, recording documents, conducting elections? Will the City be required to pay for these services? If these services are disrupted, it could create problems with cash flow, meeting statutory dates for elections, recording documents such as construction easements (which would impact street projects and private development) and other administrative systems.
- The County constantly being in fiscal crisis and not having consistent management is a deterrent to service consolidation. How can the City enter into contractual agreements with the County if there is no assurance that the County could fulfill its obligations in either funding its share or providing the service? The County and the cities are paying more overall for services because the County’s fiscal future is unclear.

### **LAW ENFORCEMENT**

- The City would need to review its policies on providing mutual aide and responding to emergency calls in the unincorporated area. We are already receiving more calls for service as the number of road deputies declines. How we deal with those calls will require careful consideration and direction to City police supervisors and communications officers. Supervisors are already beginning to restrict responses to the unincorporated area.
- The City would need to maintain a higher level of staffing in order to respond to major crimes and investigations.

- With diminished law enforcement resources in the unincorporated area, the incidence of crime is likely to increase in areas adjacent to the City. Some residual of this will cross over into the City as criminals are not necessarily cognizant of City boundaries.
- The absence of road deputies could foster a perception in the criminal community that Curry County is “lawless” and a good place to harbor their type of business. Again, the City can’t “bar the door” and completely keep these people out of town.
- Closing the jail could set up a legal conflict between the City and the County. The Sheriff is required to provide a jail. If the City is required to transport arrestees to jail in Coos County, who pays for transporting them there? Who pays for housing them there? Who pays for shuttling the prisoners back and forth to court in Gold Beach? It is likely that all but the most dangerous offenders will be cited and released.

**The Brookings Police Department made 491 arrests during 2012, 346 of whom were taken into physical custody, and 249 of whom were transported to County Jail. Also during 2012, 74 youth were arrested or taken into protective custody and 65 crime reports were referred to the Juvenile Department.**

- Reducing the District Attorney’s office will result in less prosecutions, more plea bargains, and could substantially reduce the deterrent element of the criminal justice system. If there are only minor or no consequences for acting badly, the bad guys will act badly, resulting in more calls for police services and more criminal impacts on City residents.
- The same holds true if the Juvenile Department is reduced to a level of ineffectiveness.
- Animal control services have already been eliminated. While the volume of stray dog calls is low, there are currently no resources available to respond to vicious dog or animal abuse reports, other than Brookings Police who are not trained in animal control.

## **FIRE AND RESCUE**

- If there is no search and rescue unit in the Sheriff’s Office, who “picks up the slack”? Most likely the fire departments, including the Brookings Fire Department.
- The Brookings Fire Department also serves as the Fire Department for the Upper Chetco and Brookings Rural Fire Districts. Absence of road deputies has several impacts on the fire department in the unincorporated areas served by the Brookings Fire Department:
  - Firefighters will be called upon more frequently to perform duties such as traffic control at traffic accidents.
  - There will be a greater period of time between the time the firefighters/ambulance arrive and law enforcement arrives at locations which may have involved a crime, such as hit-and-run accidents, domestic violence and arson fires. This will result in a delay in rendering emergency medical assistance in some cases.
  - New policies will need to be developed concerning firefighter response to incidents which may involve a violent situation when no law enforcement officer is available.

- The City will need to assess whether the amount of funds it currently receives from the rural fire districts, and whether the size of its paid and volunteer staffing, is sufficient to provide what may become a higher level of service.

## **PLANNING AND BUILDING**

- We are already experiencing the impacts of reduced staffing in County Planning and Building. Unincorporated area residents, or contractors working in the unincorporated area, contact the City Planning and Building staff for information on County and State codes, knowing that our City staff is also knowledgeable in these areas. This is likely to increase.
- The City has one Building Inspector who is qualified to perform inspections and plan reviews in most areas. However, the County Building Inspector provides service in the City during periods of sick and vacation leave, and one County inspector has an inspection certificate in an area of expertise that the City inspector does not. We would need to rely upon State inspection resources based in Coquille or Coos Bay for backup support.

## **ECONOMIC DEVELOPMENT**

- A County fiscal failure would have a significant negative impact on economic development efforts. While economic development pursuits are already difficult due to issues beyond Curry County's control, the County and the cities would find it even more difficult to recruit new private investment. Prospective residents and employers look at the quality of local services and are reluctant to make investments in communities where they perceive there is a lack of security for their investment, their family and the employees.
- Brookings is the economic center of the south coast of Curry County. Residents of the unincorporated area contribute to the City's economy, and the ability of other institutions, like schools, to provide a broader range of services to both City and unincorporated area residents. Growth in the unincorporated area as well as the City contributes to the overall economic well being of business and government agencies providing services to the broader community.

## **CITIZEN'S COMMITTEE RECOMMENDATIONS**

The Curry County Citizens Committee, appointed by the Board of Commissioners, made 19 recommendations...several of them alternative recommendations...for restructuring County government, increasing revenue and reducing expenditures. A few of these recommendations have been implemented at some level, including (13) increasing permit and license fees and (10) state assumption of some services. The County has also reduced its overall workforce by creating non-profit organizations to perform some County services and transferring assets to those new agencies.

However, most of the Committee recommendations have not been fully pursued. For example, the top recommendation was to initiate the process of transitioning the County form of government to a Commissioner/Administrator form. This would involve the employment of a full-time, professional Chief Administrative Office to manage the day-to-day affairs of the

County and allow part-time or volunteer Commissioners to focus on policy-making and long-term strategies.

The Committee felt that before any tax measure was put before the public, the County needed to demonstrate to the voters that they had made their best efforts to reduce the size of County government, convert as many services as possible to fee-based, and to enact a form of government that would improve operational efficiencies.

### **CITY MANAGER OBSERVATIONS**

The City Manager has issued a number of reports and white papers concerning the County fiscal crisis over the past two years. Please give special attention to the October 24, 2011, report to the City Council on the County Fiscal Crisis and the "Curry Citizens Committee Fiscal Emergency Ideas" whitepaper, both of which are attached. Most of the recommendations in the October 24, 2011, memorandum are still valid, although time is fast running out to have any additional meaningful involvement of citizen's advisory committees. It is time for decision making.

### **PLAN B**

Included in the October 24, 2011, memorandum is a suggested "Plan B" for sustaining essential services for the citizens of Brookings. The essential elements of Plan B would be for the City to hire two additional police officers (since this memorandum, the City has hired one); and fund the employment of a Deputy District Attorney and Secretary to handle the prosecution of Brookings "non-Measure 11" criminal cases.

The City currently operates a "temporary holding facility," which is not a jail. Jail's are highly regulated and labor intensive to maintain. According to Chief Wallace, the maximum amount of time anyone should be held in the Brookings holding facility is four hours. To avoid substantial liability, there should be an employee on duty whose sole function is to monitor the temporary holding facility when someone is in custody there. This could be handled by on-call, non-sworn employees...perhaps reserves paid on an hourly basis...who could also serve on-call to handle prisoner transportation to the jail/court.

If the City were to fund Plan B, the level of law enforcement...extending through to and including prosecutions...would be higher in Brookings than anywhere else in the County. This proposal requires further study and analysis, and should be vetted through the budget process.

### Attachment(s):

- a. Curry County 2.1 Budget.
- b. Curry County Citizens' Committee Recommendations February 1, 2012
- c. "Does Curry County Have a Fiscal Crisis?" presentation prepared by County staff.
- d. Memo regarding forms of County government in Oregon, February 1, 2012
- e. County Fiscal Crisis, October 24, 2011.
- f. City Manager opening comments to Curry County Citizens' Committee, 2011.
- g. City Manager white paper on Economic Development, 2012.
- h. Report to the Board of Commissioners from the Law Enforcement Blue Ribbon Committee, September 25, 2009.
- i. "Taking Stock of Form and Structure in County Government", Public Management magazine, December, 2008.
- j. "Shared Services", Public Management magazine, May, 2011.

Curry County 2.1 Budget  
Draft

Department	Elected	# FTE	Cost to GF
BOC	3-EO	.85-fte	330,454
Clerk-Elections/Recording	1-EO	2.85-fte	209,853
Treasurer	1-EO		109,110
Assessor, Tax & GIS	1-EO	5.2-fte	252,487
Tax Collection			28,000
DA, Victims Assist.	1-EO	2-fte	188,068
Surveyor	1-EO		10,613
Sheriff	1-EO		151,271
Patrol/Civil		2-fte	-
Incarceration	50000	DOC Funds	100,791
Marine & Forest Patrol		2-fte	-
Parole & Probation		6-fte	-
Juvenile		5.2-fte	320,779
Emergency Services		1-fte	49,183
<b>Admin Services costs are not included in the above numbers.</b>			
County Counsel		.3 + .9-fte	74,657
Information Technology		1.5-fte	26,200
Telecom		0.3-fte	73,200
Accounting		1-fte	63,363
Payroll		1-fte	30,737
Occupancy -space utilities minor maint		1.5-fte	89,062
Bldg Repair & Const		.5-fte	66,614
Economic Development		1.25-fte	-
Insurance			60,000
<b>Total</b>			<b>2,184,442</b>

# Curry County Citizens' Committee

## Recommendations

February 1, 2012

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Executive Summary

Recommendations

- |                                  |   |
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| 2. Law Enforcement Services      | 12. Develop a Fair and Equitable Tax Structure that Funds a Reasonable Level of Public Safety |
| 3. Consolidating 9-1-1           | 13. Increase Permit and License Fees  |
| 4. Employee Compensation         | 14. Brookings Airport Improvement   |
| 5. November 2012 Election        | 15. Sale of Surplus County Assets   |
| 6. Budget Committee              | 16. Forest/Timberland/Ag Tax Review   |
| 7. Budget Development            | 17. County Sales Tax  |
| 8. Engage Employee Unions        | 18. Increase Property Tax   |
| 9. Vehicle Maintenance and Use   | 19. Fractional Equities Program   |
| 10. State Assumption of Services |   |

Conclusions

Summary of Additional Proposals Received

## Executive Summary

The Curry County Citizens Committee reviewed and analyzed many suggestions of ways to reduce expenditures and increase revenue gathered from various sources throughout the community and narrow them down to an initial list of those most likely to

contribute to the County's financial well-being. The Committee, working through three work groups attempted to identify a combination of ideas that would reduce expenditures, improve efficiency and thereby reduce cost and bring increased revenue to the county in the short term as well as including suggestions that might take longer to develop but would eventually provide a more long-term sustainable County government. Those work groups focused on structure/governance, expenditures and revenues.

The members of each work group reviewed and discussed each suggestion in detail and determined by consensus which ideas best met the criteria for inclusion. Those concepts were presented to the entire Citizens Committee for consideration. It is important that the community views the Committee proposals as feasible, plausible and necessary both in the context of meeting the public services needs of our community, but to also sustain and protect our unique natural heritage for future generations.

Following more than 30 hours of meetings with County officials, site visits to County facilities, presentations by representatives of the Association of Oregon Counties, the Governor's Office, the County's law enforcement tax measure advisor and private equity advisors, workgroup meetings and hearing public comment, the Committee utilized a consensus process to indicate the level of support for the following 19 recommendations. The level of Committee support for each of the recommendations is indicated as one of the following shown in parenthesis:

- Consensus: A full and unanimous endorsement or range of varying levels of endorsement but with no outright vetoes.
- Majority: A majority of the Committee members supported the recommendation, although there were members who either could not support the recommendation or they had major concerns that could not be resolved in this process.
- Minority: A minority of the Committee members supported the recommendation.

Each and every idea presented was discussed with equal weight, using criteria including possible constraints, adequacy, effectiveness, efficiencies to be gained and any potential side effects. Our consensus is that no one solution offers a "silver bullet" and that it will likely take more than one of these revenue producing enterprises and significant cuts in expenditures to solve this financial crisis. Additionally, any proposed tax increase will require a dedicated educational component to ensure the citizens of the County understand the magnitude of the financial crisis and also fully understand the solutions being brought forward for consideration.

## Recommendations

### **Recommendation 1. Form of Government** *(Consensus)*

The Committee recommends that the Commissioners immediately initiate the process of transitioning the County form of government to a Commission/Administrator form. This would involve the employment of a full-time, professional Chief Administrative Officer to manage the day-to-day affairs of the County and allow part-time or volunteer Commissioners to focus on policy-making and long-term strategies. The Committee felt that greater efficiencies and cost savings could be obtained with a full-time professional managing internally. Commissioners would have more time to devote to strategy and to advocate for the changes we need at the state and federal levels in order to make us financially viable and stable for the long-term, some of which are contained in this report. As a long-term strategy, the Committee also recommends that the Commissioners analyze the advantages and disadvantages of creating a Charter form of governance.

### **Recommendation 2. Law Enforcement Services** *(Consensus)*

The Committee recommends a concept of a joint city/county structure for law enforcement as a long-term strategy. The Commission should form an intergovernmental task force inclusive of representatives of federal, states, county and city law enforcement leaders to determine how to better utilize existing resources, provide for better coordination and provide adequate and efficient public safety for the citizens of the County.

### **Recommendation 3. Consolidating 9-1-1** *(Consensus)*

The Committee recommends consolidating the 9-1-1 and emergency services dispatch centers currently operated by the Curry County Sheriff's Department and the City of Brookings Police Department. It is estimated that such a consolidation could save \$200,000 to \$400,000 annually.

### **Recommendation 4. County Employee Compensation** *(Consensus)*

The Committee recommends that the County conduct an in-depth evaluation of work flow processes, positions, compensation, benefits and potential unemployment costs to identify opportunities for gaining efficiencies and cost savings. We also recommend that the County immediately draft a letter as to the intent of renegotiating both collective bargaining agreements as to not risk missing the advance deadline for the intent of renegotiation and subsequent yearly rollover. This will allow the County to properly prepare for changes that are needed to coincide with our overall financial situation.

### **Recommendation 5. November Election (*Majority*)**

The Committee recommends, by majority, that any tax or levy measure be placed before the voters in November 2012, and not in May 2012. The Committee believes that there is not sufficient time to effectively and adequately create a dialogue about any proposed measure presented in May. In addition, scheduling any ballot measure for November would give the County Budget Committee adequate time to develop its proposal for FY 2012-13.

### **Recommendation 6. Budget Committee (*Consensus*)**

The Committee recommends that the County Budget Committee be expanded to include representatives from the Citizens Committee. Zero Based Budgeting and Priority Based Budgeting techniques should be the foundation in the preparation of the FY2012-13 budget. The Budget Committee should convene and begin work on the FY 2012-13 budget as soon as possible.

### **Recommendation 7. Budget Development (*Consensus*)**

The County Budget Committee should develop a FY 2012-13 budget without regard to mandates; targeting services to be curtailed that are non-essential or that place the General Fund at risk. Even after review of the documentation provided and much deliberation, the Committee was unclear as to what services are mandated, by what authority and what mandated services were supported by the general populace. The Committee recommends that the FY 2012-13 budget be prepared with no anticipated tax increase; while preserving the existing level of reserve funds to the greatest extent possible. If SRS funds are received, those funds should be reserved for carryover to FY 2013-14.

### **Recommendation 8. Engage Employee Unions (*Consensus*)**

Invite employee unions to begin collective bargaining immediately to help address the fiscal crisis. County employees are among the most important stakeholders and therefore must be part of the solution.

### **Recommendation 9. Vehicle Maintenance and Use (*Consensus*)**

Review current practices and internal charges for the maintenance of County vehicles. Consider, in some cases, changing to a mileage reimbursement method for private vehicle use for County business by employees instead of providing a County-owned vehicle.

### **Recommendation 10. Shift Services to State** *(Consensus)*

Consider turning non-essential services over to the State or other entities. Regardless of the usefulness of a service or that they usually pay into the General Fund, if their regular source of funding were to be disrupted the General Fund would be pressured to make up the balance. This poses a significant risk that the County has little control over and should therefore seek to minimize the exposure.

### **Recommendation 11. Transient Lodging Tax** *(Consensus)*

The Committee recommends that the county pursue a Transient Lodging Tax. Clatsop, Deschutes, Hood River, Jefferson, Lane, and Lincoln counties all collect a transient lodging tax in their unincorporated areas. Washington, Wallowa, Union, Multnomah, Lake, Klamath, Grant, and Clackamas collect a transient lodging tax county-wide regardless of whether their cities are also collecting a transient tax. The rate is between 5.0 and 9.0 per cent. According to Oregon Travel Impacts 2011

([http://www.deanrunyan.com/doc\\_library/ORImp.pdf](http://www.deanrunyan.com/doc_library/ORImp.pdf)), nearly 100 cities and counties in Oregon impose local lodging taxes which are independent of the state lodging tax. Significant revenue could be derived from a county-wide tax collected by bed and breakfast establishments, cabins, campgrounds, condominiums, hotels, inns, lodges, RV sites, vacation rentals, and more.

Current state law (ORS 320.350) requires local governments to dedicate 70 percent of receipts from transient lodging taxes enacted or increased after July 1, 2003, to fund tourism promotion or tourism-related facilities and 30 percent to fund city or county services or to finance or repay the debt of tourism-related facilities.

Also recommend amending state law to give counties the authority to use existing revenues more flexibly and to enact new revenue options with the approval of county voters. One example would be to allow all transient lodging tax receipts to be used by counties and cities for “tourism-related services, including emergency services, law enforcement and roads.”

### **Recommendation 12. Develop a Fair and Equitable Tax Structure to Fund a Reasonable Level of Public Safety** *(Consensus)*

The Committee recommends that the Commissioners develop a tax structure that recognizes the disparities in incorporated and unincorporated areas and allows time and adequate funding to transition to a long-term strategy of implementing shared services or taxing districts. One of the major recommendations in the FFP Task Force Report on what counties and county taxpayers can do to help themselves is the formation of county service districts and enactment of local option levies. The FFP Report indicates that Deschutes County, for example, formed a county service district encompassing the unincorporated area and levied a property tax to support Sheriff patrol. Other options were considered by the Committee; however, the Committee felt that the long-term goal of

shared services outlined in Recommendation 2 needed adequate time for deliberation; and in the meantime, some form of short-term funding may be necessary in order to maintain at least a minimum level of services for public safety.

**Recommendation 13. Permit & License Fees (*Consensus*)**

Analyze county permit, fee, and license schedules to determine which could be adjusted. Determine new sources of permitting and fees, such as a County Business License. Unlike the three incorporated cities within Curry County, the County itself does not currently require a business license in the unincorporated areas. Since this would only require the adoption of a County ordinance it is not voter-approval based, thereby avoiding the difficulties of an additional ballot measure. Additional new fee possibilities include telephone franchise fees. An advantage is that review of fees could be started immediately.

**Recommendation 14. Brookings Airport Improvements (*Consensus*)**

Improvements to the Brookings Airport would encourage development in the area. Funds/grants may be available from state/federal emergency management programs, if the airport is designated as an emergency and evacuation airport by the Federal Aviation Administration (FAA) and Oregon Department of Aviation (ODA). Improvements would also make the airport more attractive for redevelopment and allow the county/city/port to create development-ready space for commercial/industrial use. The first step in this recommendation is to apply to the FAA and ODA for the emergency airport status.

**Recommendation 15. County Surplus Assets Sale, Lease or Re-purpose (*Consensus*)**

Inventory and review all County assets to determine if there are any assets that are excess to the county needs and not required for any foreseeable County use. Determine whether that asset should be sold, leased or re-purposed. This could include the sale and lease-back of County-owned structures; an investor could purchase the asset, fund the improvements and lease the asset back to the County. Advantages of selling/leasing property are immediate cash flow, reduction of maintenance, using private capital to make needed improvements and addressing liability issues immediately.

**Recommendation 16. Forestland/Timberland Tax Review (*Consensus*)**

There are two components to this.

1. Review & collect under reported delinquent taxes. Identify forest/timber/agricultural properties that are already being used as residential or look for any tax delinquent acreage and monitor compliance with “harvest and grow” requirements to insure that the lower property tax rate is valid.

2. Identify forest grazing/agricultural properties that can be converted to other uses. Identify parcels of land that are designated as Forest Grazing and/or agricultural, but are too small to be used as such and should, therefore, be changed to R-5 or R-2. Land owners could then sell the land (fees) to potential residents (property taxes) and the residents on this land would create a larger tax base.

### **Recommendation 17. County Sales Tax (*Majority*)**

The Committee recommends, by majority, that a County sales tax strategy that excludes groceries and pharmacy purchases be pursued. Implementing a countywide sales tax would increase revenue, spread the tax burden on residents and visitors alike, and provide a dependable revenue stream. However, statutory authorization by the Legislature is generally required for a local government to impose a local sales tax increase. The state statutes that authorize local government to create taxes of this type may also set specific conditions or requirements such as a condition that a two-thirds vote of the governing body is required to place a sales tax measure on the ballot. These specific conditions or requirements would need further review and analysis.

### **Recommendation 18. Increase Property Tax (*Consensus*)**

If a modest Property Tax is presented to the voters, it should be coupled with other revenue generating suggestions and major expenditure cuts should be considered, and if a comprehensive approach is presented, the measure might pass.

### **Recommendation 19. Fractional Equities Tax Prepayment Program (*Minority*)**

There are about 2,200-2,500 fully owned (no mortgage) homes in Curry County. The Fractional Equities Program allows homeowners to prepay their taxes with equity from their home for a certain period of time, i.e. five years or for life. The framework for this could be ready within three months. This could generate a significant amount of upfront money, but the County may develop a future cash flow problem if the money is not well managed. Since the County's role is tax collector, all taxing entities would have to agree to this program.

### **Summary**

- Federal Government has unilaterally retracted its decades-long agreement to provide ongoing financial support to local governments causing undue hardship
- It is the consensus of this committee that Curry County must find new, sustainable ways of providing and funding the public services that citizens expect and need.

- No single action will solve all our financial problems.
- The reference information used by the committee will be posted to the county website
- A careful analysis is needed to find a combination that:
- Meets current projected budget shortfall in short term
- Looks to the future, but begins now, to craft long-term solutions for economic sustainability
- Seeks solutions that go beyond continually asking the citizens of the County for more revenue through taxes
- As this report represents a “snap shot” in time, we respectfully request that the Board of Commissioners continue reaching out to this Committee and the citizens of the County as we partner to find ways of building a better future for our County and the people who reside here and will want to reside here in the future. Many members of the Committee bring vast knowledge, experience and expertise and are willing to assist.

Finally, there were many good suggestions that were brought forward that have not initially been recommended by the Committee that should be seriously looked at in the future.

The Committee wishes to acknowledge the pro bono work of Oregon Consensus, a program of the Mark Hatfield School of Government at Portland State University, in facilitating the work of the Committee.

### Curry County Citizens' Committee

David Bassett	David Frazier	Brian Hodge
Leroy Blodgett	Randall Gerlach	Mark Hollinger
Tom Denning	Frank Hageman	Bob Horel
Phillip Dickson	Ken Hall	Tom Huxley
Paul Fossum	Terry Hanscam	Daneille Kitchel

Susan Lunsford

Gary Milliman

Tim Patterson

Pete Peters

Dominic Petrucelli

Bruce Raleigh

Sam Scaffo

Christine Stallard

### Additional Ideas/Suggestions

***NOTE: Although many of these may be useful in the future they did not at this time meet the criteria immediate recommendation. For example, some need much more research, some are very long term or dependent upon a change of law. They should not be discounted, but may in the future move from a list of ideas, to a list of practical recommendations.***

1. Allow Mineral Mining of Pacific City
2. Beverage/Prepared Food Tax
3. Bio Fuel Plant
4. Borrow Money From Road Fund
5. Cape Blanco Airport Emergency Services
6. Cost Recovery
7. County Business Asset Tax
8. County Coalition
9. County Seized Land – Residential use. HUD CAF funding -
10. Curry County Carbon Tax
11. Federal Forest County And Schools Stabilization Act Of 2010
12. Franchise Fees
13. Gold Beach To Grants Pass Road
14. Hospital District Boundary Change To Allow Hospital in Brookings
15. O&C Lands Returned To County For Management
16. Oregon Forested Communities Plan
17. Re-institute Economic Development Department
18. Real Estate Transfer Tax
19. Renewable Energy Development – Including Wind Farms
20. Service Specific Donation – Allows Citizens To Donate To Certain Areas Of Their Interest
21. Tax On Private Timber Lands
22. Timber Harvest Tax
23. Graduated Taxes Based Upon Age – Possible Age Related Rebate

24. Pay For Service, i.e. County Bills for Law Enforcement.

25. County Park Project

26. Redeemable Ground Rent

27. Explore Creation of a Council of Governments or Other Intergovernmental Agencies to Share the Cost of Providing Common Services.

# Does Curry County have a Fiscal Problem?

## 2012/13 Curry County Budget

Pie chart - General Fund compared to County Budget.

General Fund is **14%** of the County Budget.

## 2012/13 General Fund Expenditure Budget

Law Enforcement is **64%** of the General Fund Operating Budget.

## General Fund Personal Services

PS are **68%** of GF Operating Budget.

## General Fund Employees by Department

52% TMSTR, 12% SEIU, 25% Non-Rep, 10% Elected

## General Fund Resources by category

Dedicated: Fees, DOC, OSMB, EMPG, 911, Title III, CAFFA, grants, contracts, etc.

New Discretionary Resources to be received during the fiscal year.

Beginning Balance is reserve / unused budget carry forward.

## General Fund Total Resources:

General Fund Resources stacked line chart.

## New Discretionary Resources

SRS decline: 90%, 81%, 73%, 45%, and 42% one year extension.

06/07 includes Road, Interest, & prior year adjustment

## New Discretionary Resources - stacked area.

## General Fund Support Requirements

Law Enforcement is **69%** of General Fund support requirements.

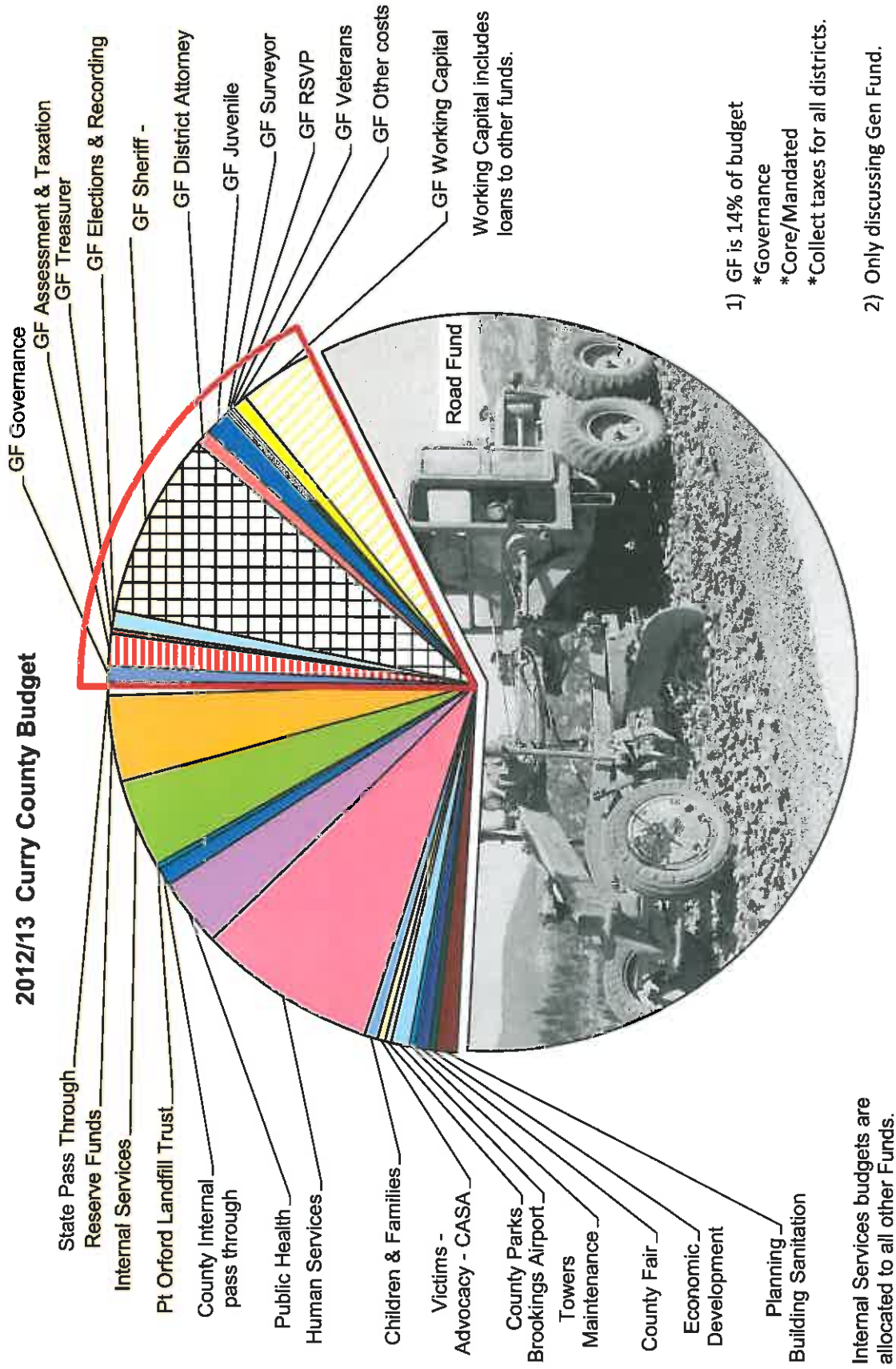
## 2013/14 General Fund Discretionary Revenue

\$ 2,190,786 New Discretionary Resources.

## Burn Down the County - Use All Available Resources?

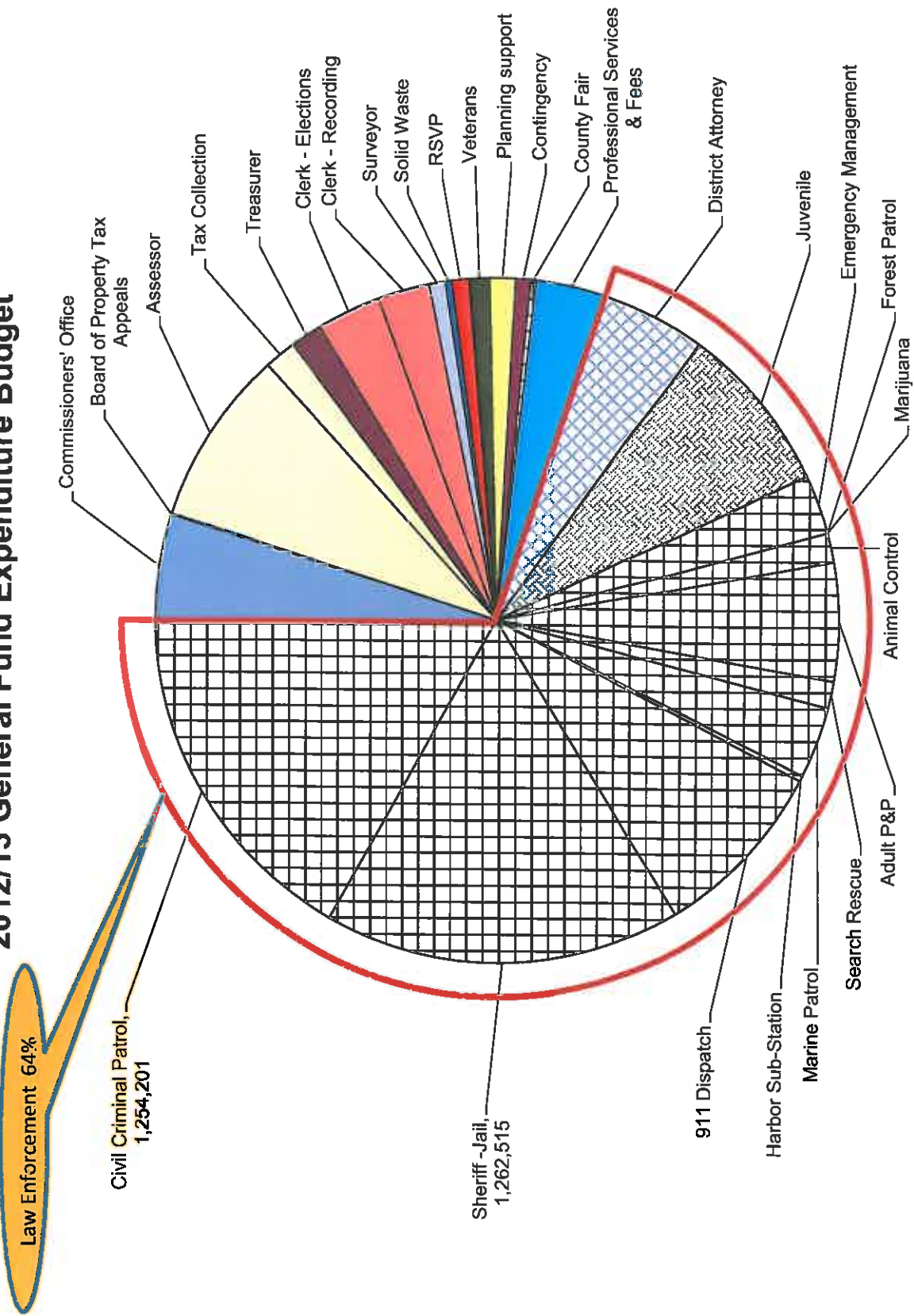
	\$800,000	ONE time adjust SRS, PILT, beginning balance	
Data Tables.		Vehicle Replacement	25,000
		Cable TV	20,000
	145,000	GF Self Insurance	100,000
		Unemployment Reserve	350,000
	710,000	PERS Reserve	360,000
	\$850,000	Working Capital.	
	Not for	Clerk	30,000
	general use.	Surveyor	69,000
		Law Library	20,000
		PEG Access	20,000
	159,000	Sheriff Reserves	20,000

## 2012/13 Curry County Budget



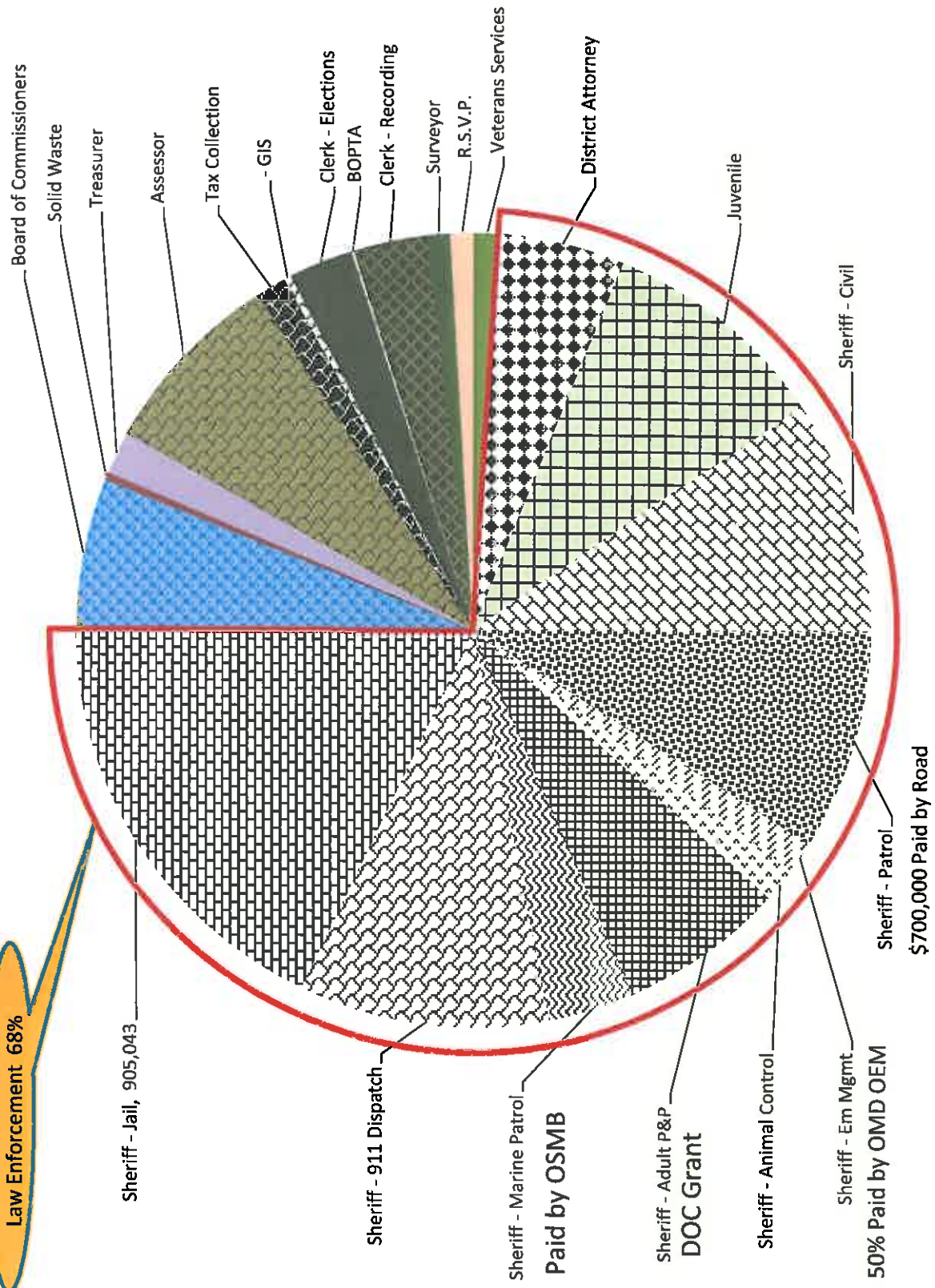
- 1) GF is 14% of budget
  - \*Governance
  - \*Core/Mandated
  - \*Collect taxes for all districts.
- 2) Only discussing Gen Fund.

# 2012/13 General Fund Expenditure Budget

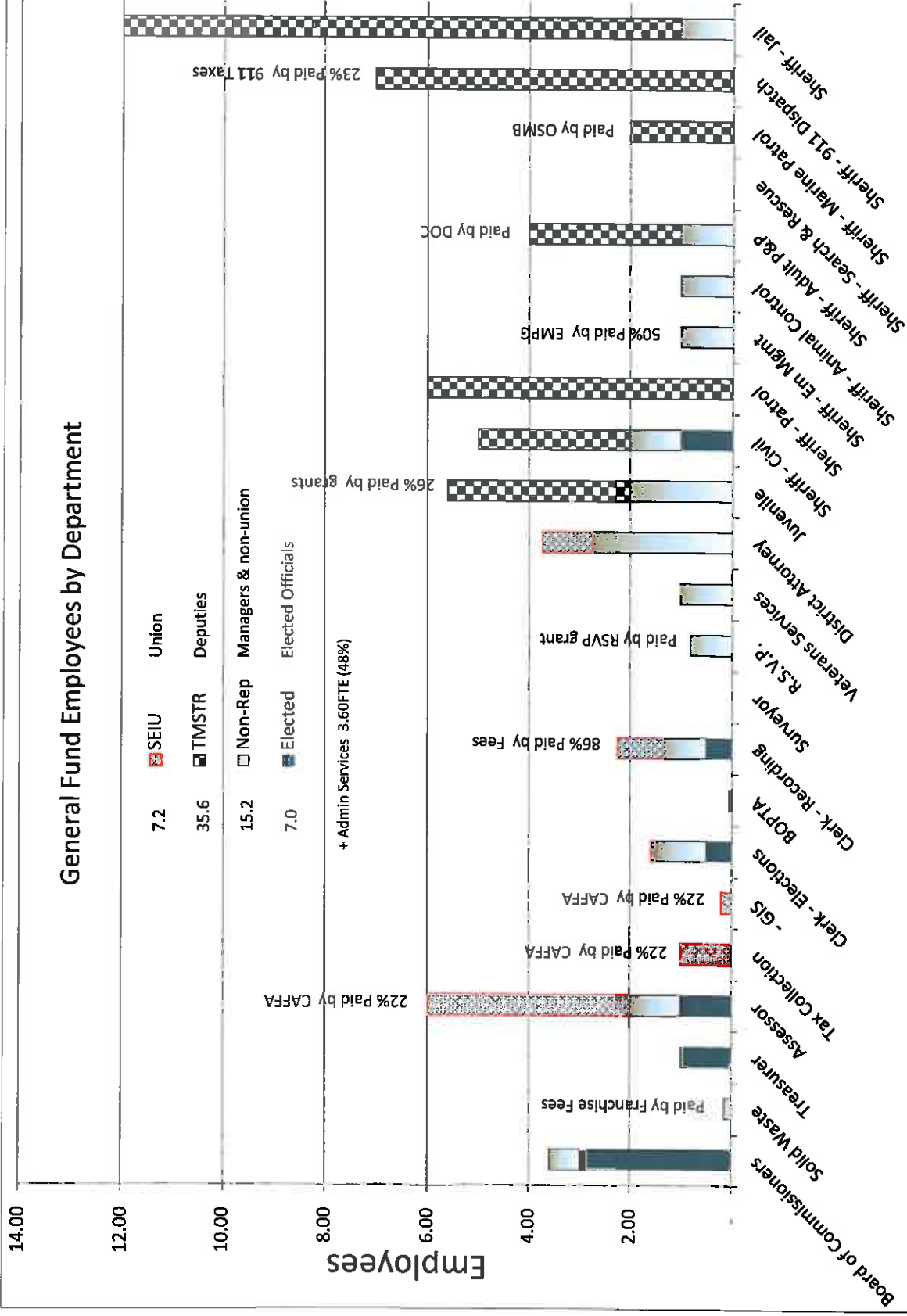


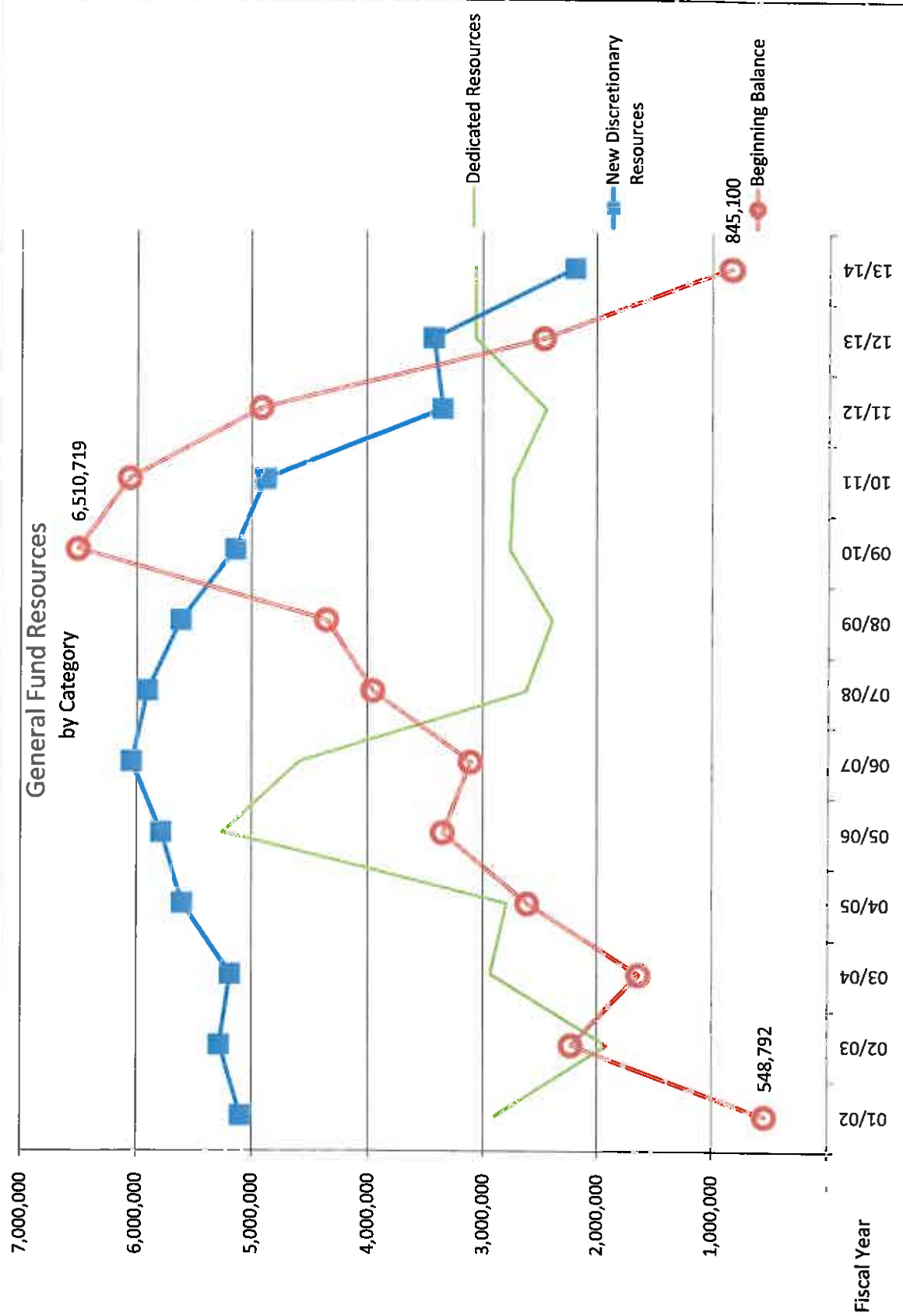
# General Fund Personal Services

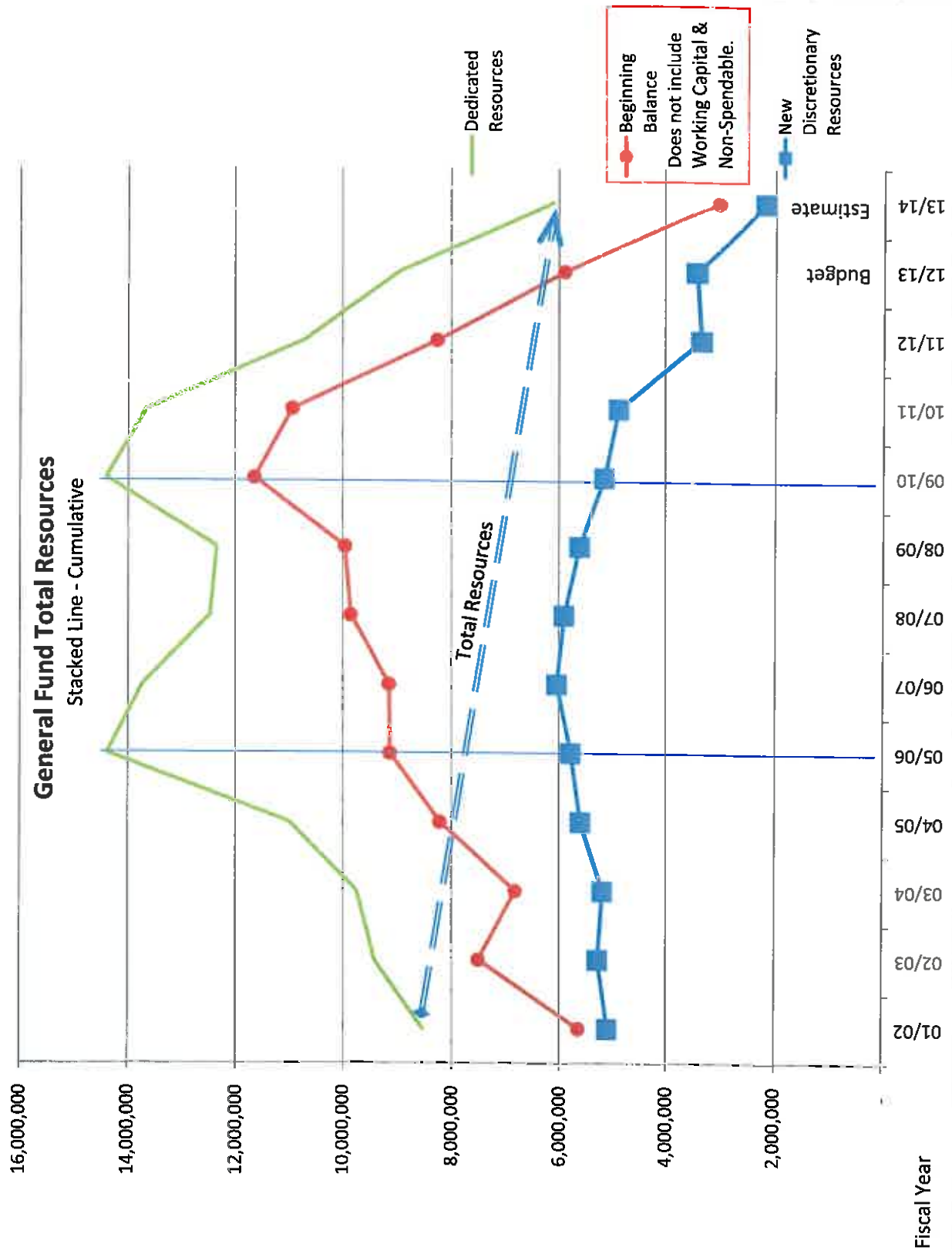
Law Enforcement 68%

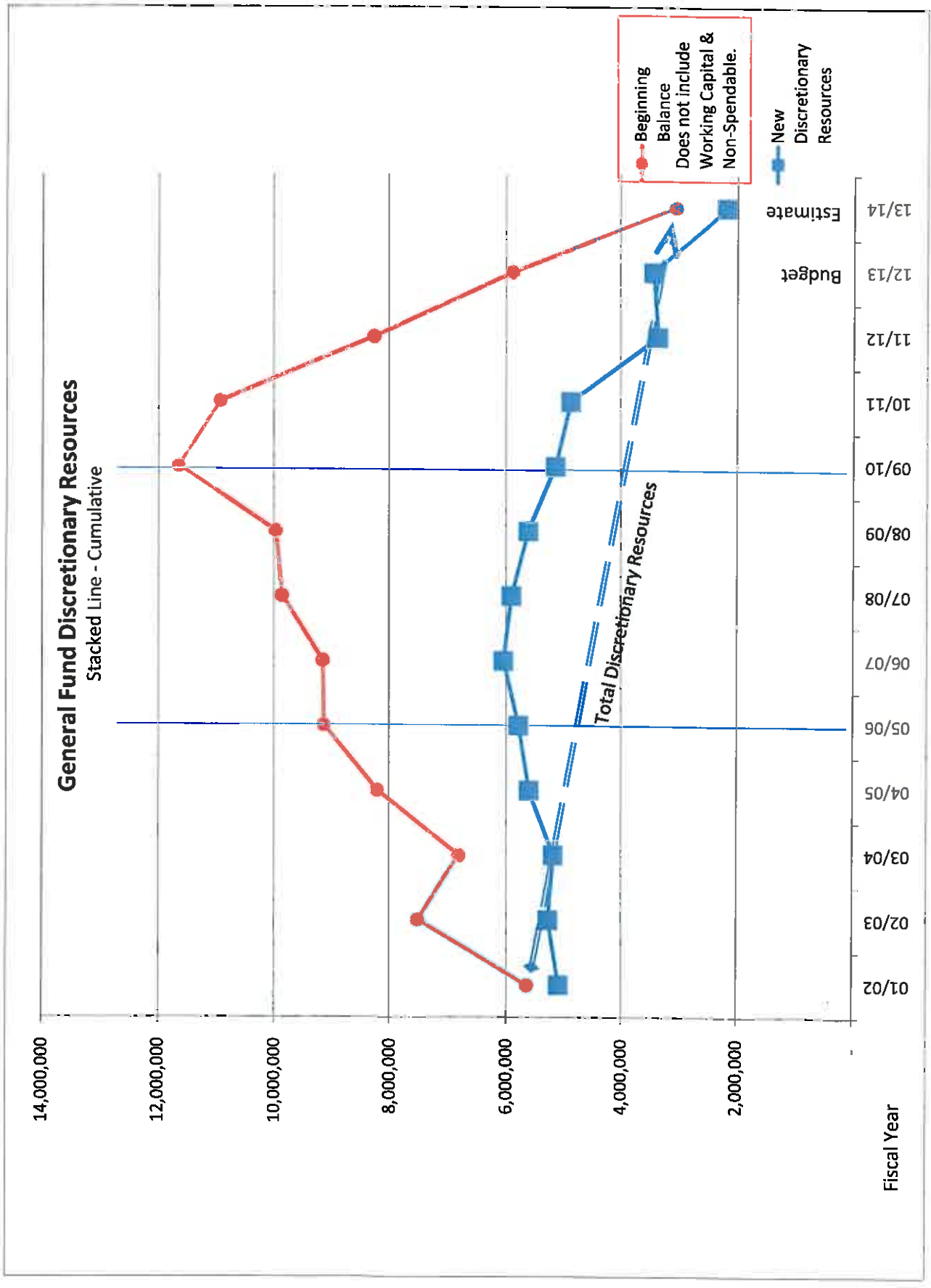


# General Fund Employees by Department

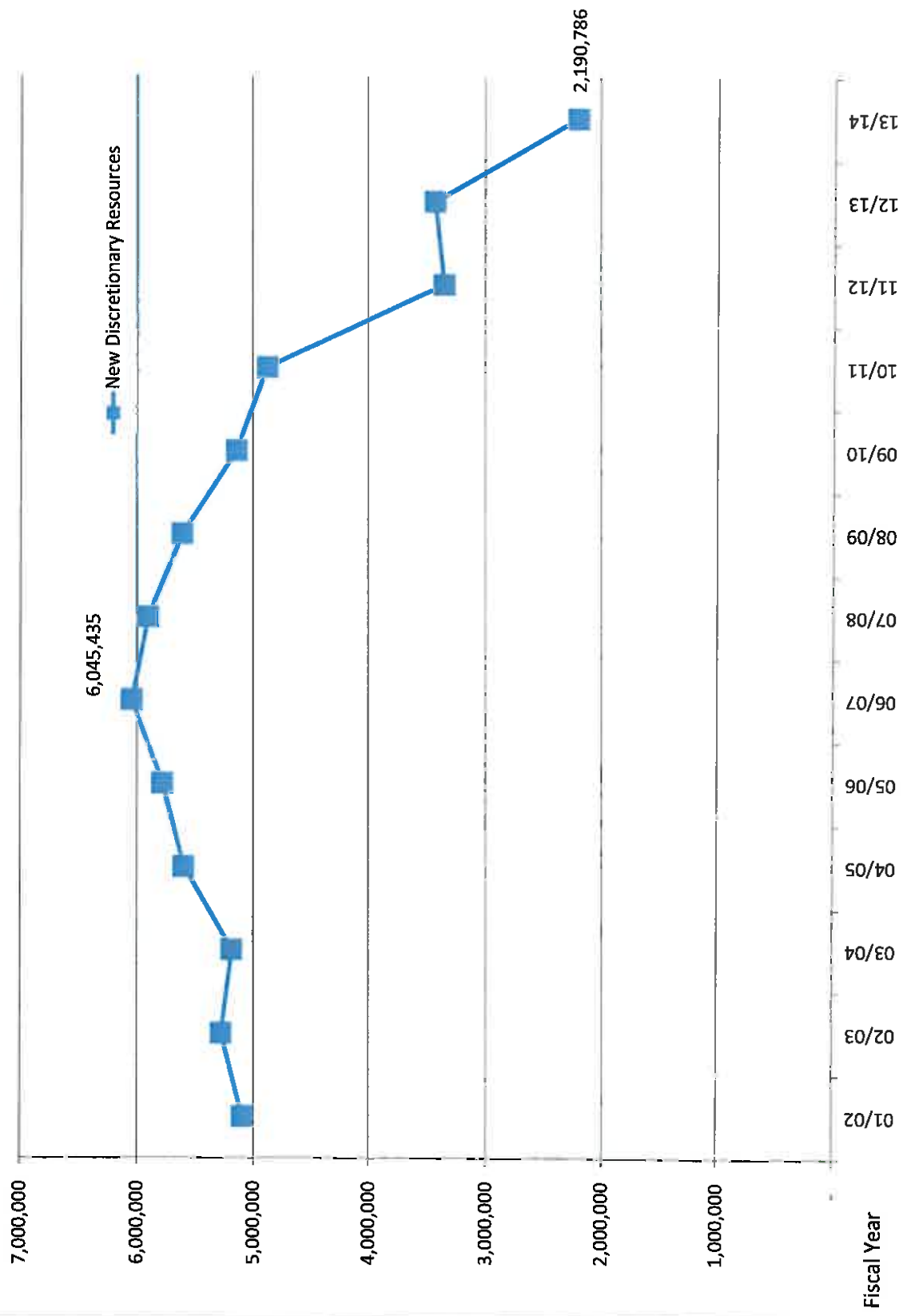






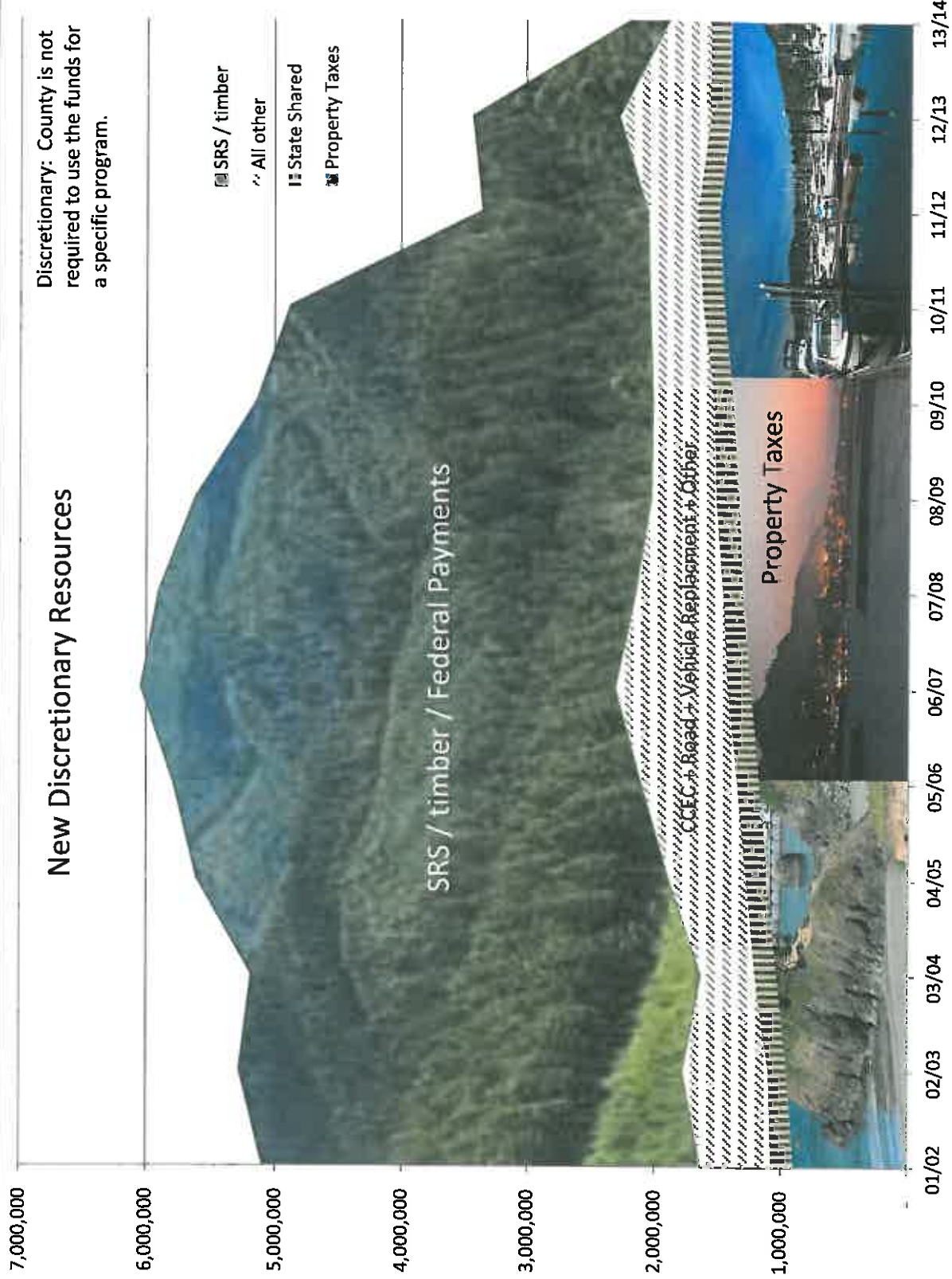


## New Discretionary Resources

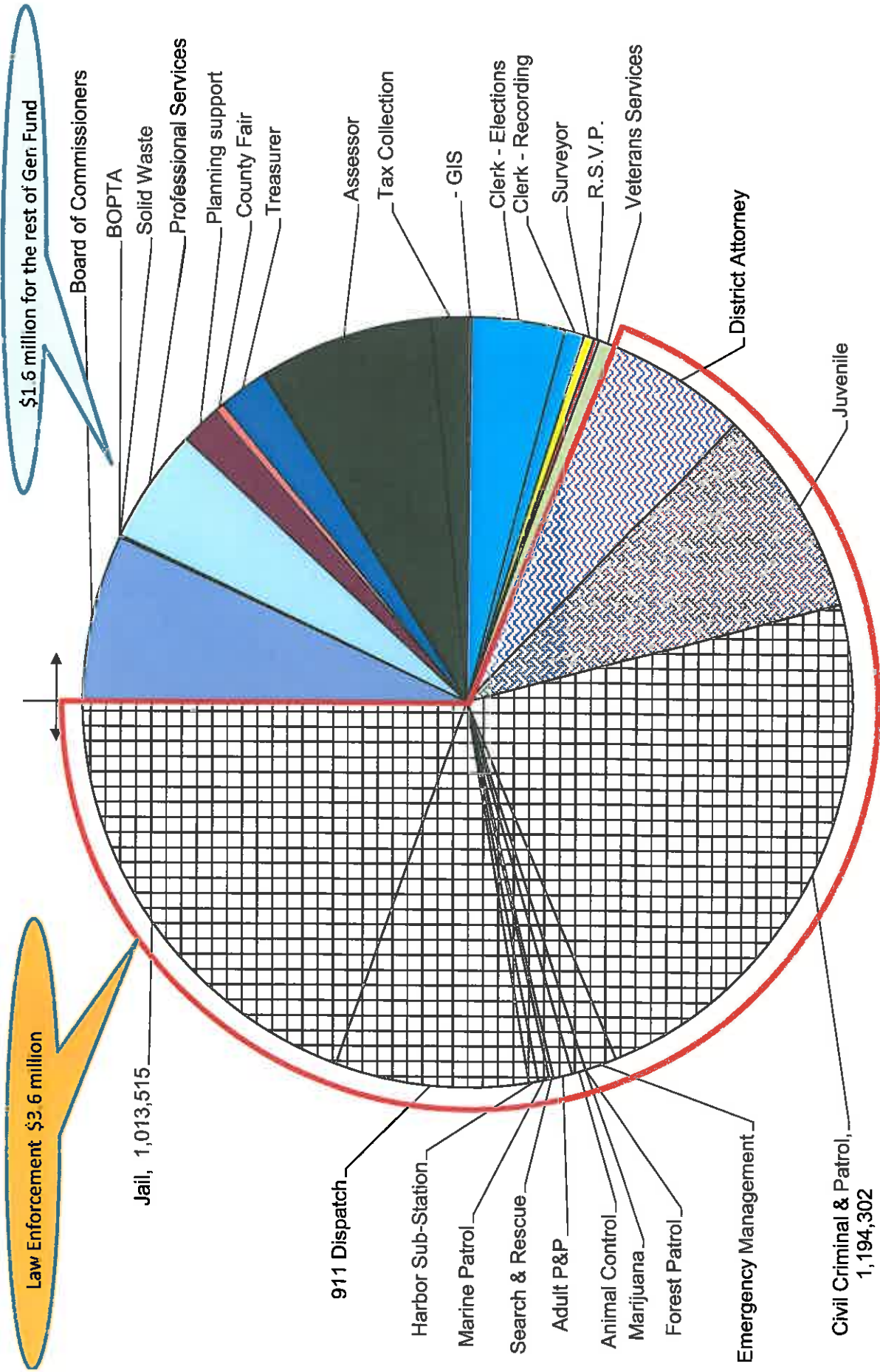


# New Discretionary Resources

Discretionary: County is not required to use the funds for a specific program.



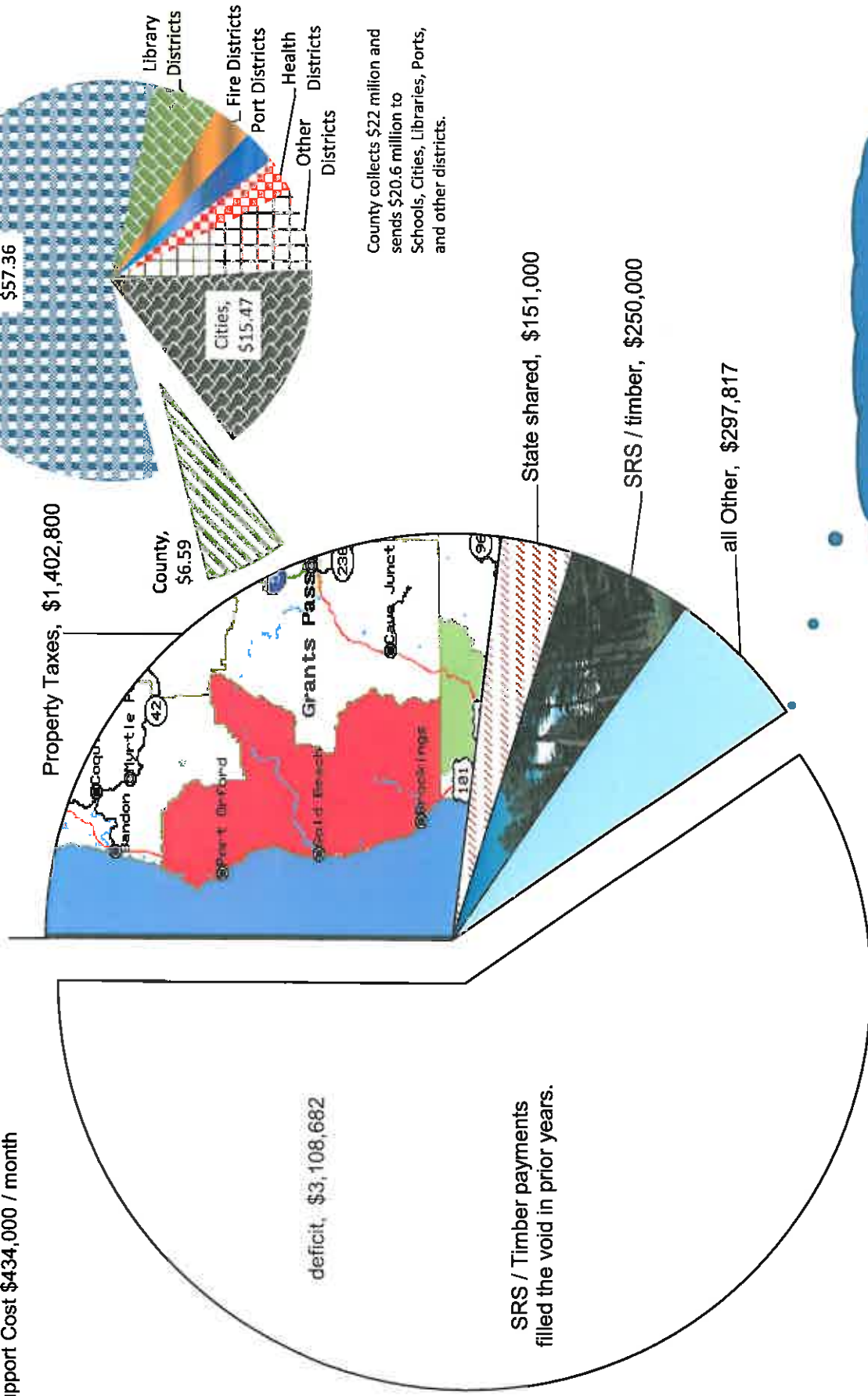
# General Fund Support Requirements 2012/13



Total Discretionary Revenue  
New \$2,101,617

Support Cost \$434,000 / month

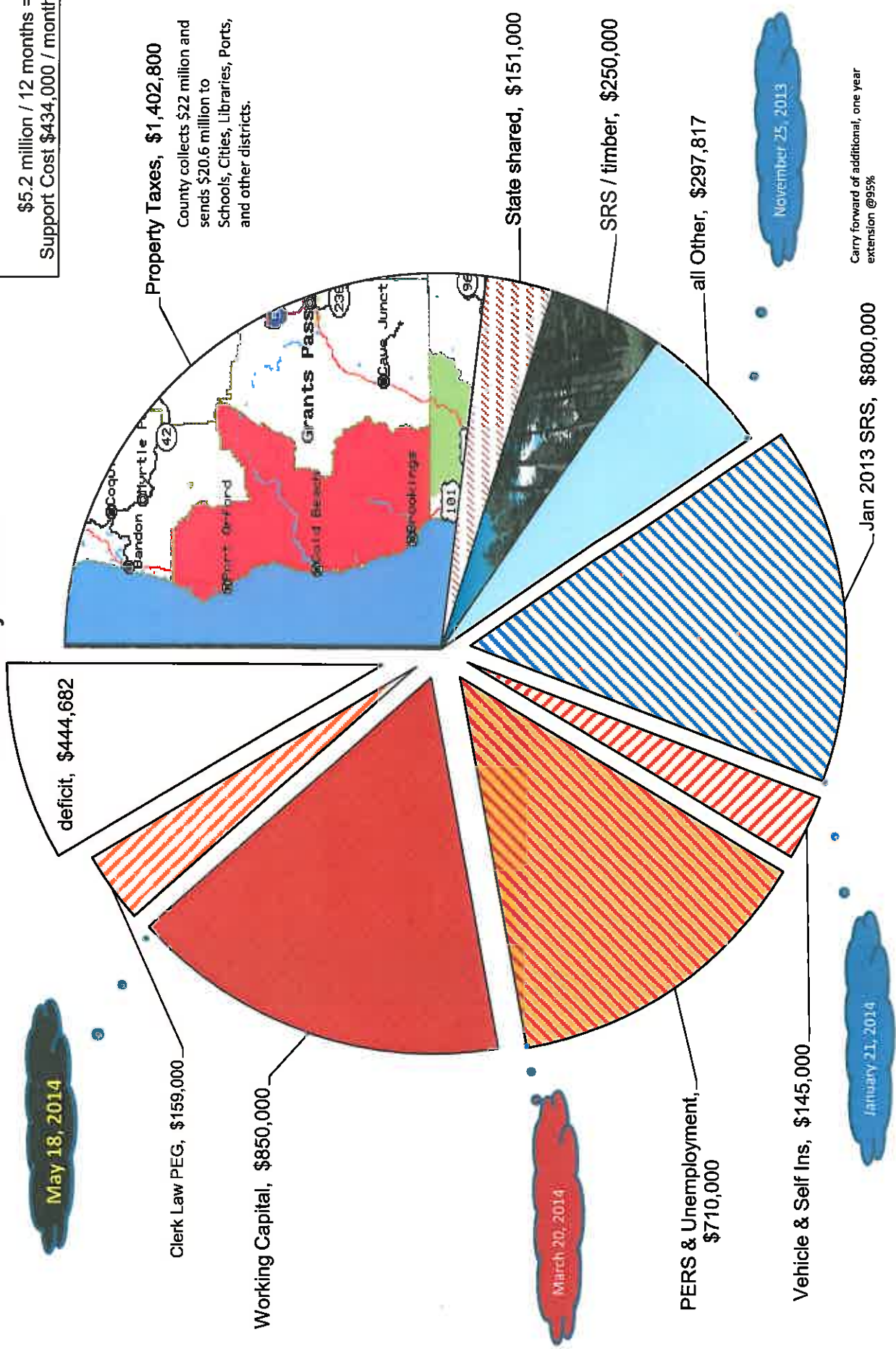
## 2013/14 General Fund Discretionary Revenue



November 25, 2013

## 2013/14 General Fund Discretionary Revenue

Total Discretionary Revenue	\$5.2 million / 12 months =
New \$2,101,617	Support Cost \$434,000 / month





**GARY MILLIMAN**  
*City Manager*

Credentialed City Manager  
International City Management Association

# MEMORANDUM

*Office of the City Manager*

**TO:** Mayor and Council

**DATE:** February 1, 2013

**SUBJECT:** Forms of County Government in Oregon

In preparation for my report on the impact of a County fiscal insolvency on the City of Brookings and recommendations that were made by the Curry Committee on County government restructuring, I obtained the following information from the Association of Oregon Counties.

Attached is a document showing the 36 county structures in Oregon. You will see that Curry County is a **general law** county. General law counties have the ability to write ordinances on any subject not preempted by the state.

**Home rule** counties write their own charter and may do whatever that charter allows. In all but one of the nine home rule counties, the clerk, assessor, surveyor and treasurer are not elected. Jackson County's charter allows for the election of the assessor, surveyor and clerk.

A third form of County governance in Oregon is the **General Law/County Court** structure where the governing body consists of two part time commissioners and a judge. Eight of the state's smallest counties operate under this form.

Every county has an elected sheriff. Multnomah County had an appointed sheriff for several years in the last century, but returned to an elected sheriff by popular demand.

Only Umatilla among the nine home rule counties does not have a county administrator or chief operating officer. Six general law counties, Clackamas, Deschutes, Jefferson, Linn, Marion, and Polk have county administrators under the management structure established by those counties usually by ordinance.

In summary, 16 of Oregon's 36 counties operate with a Commission/Administrator form of government. Eight counties have converted the positions of Clerk, Assessor, Surveyor and Treasurer from elected officials to appointed officials.

## COUNTY STRUCTURES

### GENERAL LAW - COUNTY COURTS

Judge (full time) + 2 Commissioners (part time)

County	County Judge as Chair/Administrator	Non-Partisan		Probate Jurisdiction	Juvenile Jurisdiction
		Judge	Commish		
Crook	X	X			
Gilliam	X	X		X	X
Grant	X	X		X	
Harney	X	X		X	
Malheur	X	X		X	
Morrow	X	X			X
Sherman	X	X		X	X
Wheeler	X	X		X	X

### GENERAL LAW - COUNTY COMMISSION

County	Three Members	Five Members	Full Time		At Large	Non- Partisan	Elected Chair	Administrator
			Chair	Commish				
Baker	X		X		X		X	Chair
Clackamas		X	X	X	X	X	X	Appointed
Columbia	X		X	X	X	X		None
Coos	X		X	X	X	X		None
Curry	X		X	X	X			None
Deschutes	X		X	X	X			Appointed
Douglas	X		X	X	X	X		None
Jefferson	X				X	X		Appointed
Klamath	X		X	X	X			None
Lake	X		X	X	X			Appointed
Lincoln	X		X	X	X			None
Linn	X		X	X	X			Appointed
Marion	X		X	X	X			Appointed
Polk	X		X	X	X			Appointed
Tillamook	X		X	X	X	X		None
Union	X		X	X	X			Appointed
Wallowa	X		X		X		X	Chair
Wasco	X		X	X	X	X		Appointed
Yamhill	X		X	X	X	X		Appointed

### HOME RULE COUNTIES

Date	County	Three Members	Five Members	Elected Chair	At Large	# of Districts	Full Time		Non- Partisan	Administrator
							Chair	Comm		
1972	Benton	X			X		X	X		Appointed
1989	Clatsop		X			5			X	Appointed
1964	Hood River		X	X	Chair	4			X	Appointed
1978	Jackson	X			X		X	X		Appointed
1980	Josephine	X			X		X	X		None
1962	Lane		X			5	X	X	X	Appointed
1967	Multnomah		X	X	Chair	4	X	X	X	Chair
1993	Umatilla	X			X		X	X	X	None
1962	Washington		X	X	Chair	4	X		X	Appointed



**GARY MILLIMAN**

*City Manager*

Credentialed City Manager

International City Management Association

# MEMORANDUM

*Office of the City Manager*

**TO:** Mayor and Council

**DATE:** October 24, 2011

**SUBJECT:** County Fiscal Crisis

The Curry County Board of Commissioners has requested a meeting with the Brookings City Council to discuss the County fiscal crisis and its impact on the City.

Oregon Consensus at Portland State University will also be working with the County to convene a citizens committee as a part of their exploration of how to stabilize Curry County's fiscal situation.

The purpose of this memorandum is to provide the City Council with the City management perspective regarding this matter.

Attached is a letter dated October 20, 2011, to Curry County from Governor John Kitzhaber. The Governor's letter includes the following:

*"The bottom line is Oregon's financial condition is very constrained, and we must change the way we do business to deal with the shortfall in revenue."*

*"We must begin to inform citizens of the possibility that certain essential public services will no longer be provided at even minimally adequate levels in certain counties."*

Also attached is a report entitled "A Review of Conditions in Curry County, Oregon; Issues of Fiscal Health and Economic Development" prepared by an Executive Leadership Fellow at the Oregon Solutions project in September, 2011. This report makes a number of findings and recommendations, outlines the process for declaring a public safety emergency, and provides guidance on how to address the fiscal crisis going forward. A part of this strategy is to develop a "community leaders dialogue and intergovernmental collaboration" as described beginning on page 16 of the report. This appears to be the basis for the requested joint meeting.

I urge the Council to carefully review this report. Note that the report discusses "reallocation of resources" in several instances, a term that is not defined. In my previous California experience, this term was used in connection with restructuring the existing property tax allocation formula and, later, when the State reallocated urban renewal tax increment revenue to other agencies.

## FIRST STEPS TO ADDRESSING THE CRISIS

Upon assuming office as City Manager in a former City facing an immediate fiscal crisis, I used the following guidelines to find solutions:

- What services is the City mandated to perform? What is the City's mission?
- What is the minimum level of services acceptable to the community?
- Can departments be consolidated and the workforce reduced?
- Can union contracts/employee compensation be renegotiated without harming the City's ability to retain and recruit good employees?
- What is the amount of the City's debt? Can it be refinanced over a longer term at lower rates? This could include underfunded retirement or other liabilities.
- Does the City have assets that the City does not need; can those assets be converted to cash? Are there City properties that could be leased to obtain ongoing revenue?
- Can the City contract for some services at a lower cost than providing those services with City employees?
- Review contracts for all suppliers of services and materials to the County.
- Can the City raise fees to cover the cost of some services?
- Are City departments operating efficiently using the latest techniques and minimum staffing?
- Decisions must be made based upon economic and efficient service delivery. While you may have empathy for employees or programs; retaining employees and programs must be tested against the City's mission and ability to provide core services.
- Do everything in public view.
- Political leaders need to define the mission and provide policy direction. Managers need to make organizational changes to

Some of these guidelines are also noted in the September Oregon Solutions report.

In my observation, Curry County has made good progress in a number of these areas. The Brookings City management has met with County representatives to explore possible contract services for planning and building. However, a number of policy and financial impediments were encountered. For example, a key element in being able to handle building inspection more efficiently is the implementation of the State e-permitting system. However, the cost of implementing this system, and the waiting time involved, was a major deterrent.

The County recently sold its former Public Works Yard in Brookings to the City, converting an unused asset to cash.

The City and County are jointly exploring plans for providing infrastructure to the Brookings Airport that would ultimately attract new private investment on County-owned property. The latter of the above moves into a discussion of developing long-term County revenue strategies, which should be addressed as a part of the Oregon Consensus project.

There have been several other consolidations and service contracts to move services from being directly provided by the County to other agencies. The County is also now collecting a fee from the cities of Gold Beach and Port Orford for dispatching services (previously this had

been funded from the County General fund, which includes property taxes paid by Brookings residents).

## **AN OVERALL CITY PERSPECTIVE**

The primary source of revenue to provide general government services to City and County residents is the local property tax. For County services, the local property tax revenue is supplemented with federal Secure Rural Schools funds (also known as “O&C Funds”). O&C funds actually account for more than half of the County’s General Fund Revenue.

The Countywide property tax rate is \$0.5996 per \$1,000 assessed valuation and the City property tax rate is \$3.763 per \$1,000 assessed valuation. City property owners pay property tax to both the City and the County. The County tax rate is the second lowest in the State

In theory, all of those who are paying property taxes to the County should be receiving the same level of services, or at least access to the same level of services. And should also have access to the same services funded by O&C Funds, as these funds are intended to support general government services provided to all County residents.

So, what are those services that are provided to all Curry County residents? While it is difficult to draw a firm line in some areas, there are certainly some clear examples:

- Certain Sheriff’s Department services, including investigation of major crimes, search and rescue, civil services, jail, communications tower maintenance.
- Other criminal justice system services, including prosecution, probation, juvenile services.
- Disaster preparedness and coordination with the State during disaster emergencies.
- Social services, mental health, environmental health (restaurant inspections, etc.) and sanitarian (there are some septic tanks in the city).
- Overall County administration; Assessor, County Clerk/Elections, Recorder, Tax Collector, Treasurer.
- Some portion of County administration, GIS (shared by the City).

City staff feels that it would be possible to identify what services the County provides to all County residents, and what services the County provides to unincorporated area residents. Those services that the County provides to all residents should be paid for from the proceeds of general government revenues...i.e., revenues generated by the countywide property tax and O&C Funds. If O&C Funds are diminished, the overall County property tax rate should be increased to fill the gap.

If the County falls short on revenues necessary to provide services that accrues exclusively or near exclusively to unincorporated area residents then, as is the case with the City, there should be a property tax levied within the unincorporated area to support services provided to

unincorporated area residents. Revenues collected by the County from or on behalf City property owners should not be used to fund services such as the County planning and building, or Sheriff's road deputies.

## **BLUE RIBBON COMMITTEE / ASG STUDY**

In 2008, Curry County convened a Blue Ribbon Committee on law enforcement and retained a consultant, Advanced Strategies Group (ASG), to prepare a law enforcement study leading to a ballot measure for the formation of a law enforcement tax district. This activity involved a group of citizens collecting a large volume of information concerning law enforcement/criminal justice services and needs. There are two, three-inch thick binders in my office containing all of the information gathered during this multi-month exercise. Attached is the basic recommendation developed by the Committee and an Executive Summary of the rather massive ASG study.

The September, 2009, ASG study recommended that the County implement a property tax rate for public safety services of \$1.99 in November 2011, with graduated increases to \$4.24 in the year 2020. Public safety services were defined as Sheriff, District Attorney and Juvenile Department).

A major issue discussed at the Blue Ribbon Committee was equity between City and unincorporated area taxpayers. Why should City property owners pay, in part, for services that were primarily provided to unincorporated area residents, such as Sheriff patrol? Brookings representatives on the Committee proposed a method of assessing the property tax whereby a portion of the new countywide tax would be allocated to cities, which could then use the additional revenue to either improve public safety services within the City or reduce the City property tax rate. Another variation of this proposal was to put a companion City measure on the ballot whereby the permanent property tax rate would be lowered by some amount if the countywide measure passed. This element of the plan was never resolved.

Please see the attached Council Agenda Report for December 14, 2009, for further information concerning the Blue Ribbon Committee/ASG recommendations. A copy of the full ASG study is available in my office.

## **COUNTY TAX MEASURE**

After much discussion and reworking the numbers from the ASG study, the Commissioners voted in August, 2010, to place a measure on the November, 2010, ballot for a law enforcement property tax levy of \$2.27. Instead of starting at \$1.99 and rising to \$4.24 over a period of nine years, the Commissioners proposed a static \$2.27 rate. Over 70 per cent of the voters rejected the measure. There was virtually no campaign. As had been discussed at the Blue Ribbon Committee, it generally requires 12-18 months for the public to "vet" a tax measure. One of the reasons that alternative service delivery methods were not fully vetted by the Blue Ribbon Committee or ASG was because we were faced with a public vetting "deadline" in preparation for the November 2010 election. Both the Committee and ASG completed their work 14 months in advance of the election.

## LAW ENFORCEMENT / CRIMINAL JUSTICE -- TODAY

Currently, the Sheriff's Department provides general law enforcement services in the unincorporated area, and the three cities provide general law enforcement services in their respective jurisdictions. There are 32 budgeted local general law enforcement officers, including the three police chiefs and the Sheriff, providing general law enforcement services to a population of 21,510 spread over 1,648 square miles. All four of these agencies are interdependent at some level. The combined law enforcement budget for the four agencies is currently \$5,316,446.

An October, 2011, report by the Sheriff indicates that funding to support Sheriff's Department operations comes from 18 different sources, ranging from County General Fund to federal Homeland Security funding. Some services, such as search and rescue, are funded entirely from State revenues and donations. County General Fund money is used to support the following Sheriff's divisions:

• Civil and Criminal:	\$1,154,758
• Harbor Sub Station	21,290
• Jail	876,120
• Communications/9-1-1	364,254
• Animal Control	25,706
• Parole and Probation	8,554
• Emergency Services	47,336

The total amount of County General Fund revenues used to fund the Sheriff's Department is \$2,498,018 while the total amount of County property tax revenue is about \$1,200,000. Sheriff Bishop estimates that approximately \$987,000 of the Sheriff's Department budget is attributable to patrol services. More analysis is needed, but it appears likely that more than 50 per cent of the Sheriff's budget is expended for services primarily provided in the unincorporated area (i.e. patrol, communications, harbor substation).

The Sheriff's Department operates a 9-1-1 call center and dispatch center in Gold Beach. In addition to serving the needs of the Sheriff's Department, this communications center provides 9-1-1 services and dispatching for the Gold Beach and Port Orford Police Departments and a number of fire departments north of Cape Ferello.

The City of Brookings operates a 9-1-1 call center and dispatch center in Brookings. In addition to serving the needs of the City of Brookings, this communications center also transfers 9-1-1 calls requiring response by the Sheriff's Department and Oregon State Police, and provides direct dispatching services for five fire agencies and Cal Ore Life Flight. Only Cal Ore Life Flight pays for dispatching services.

The Brookings Police Department budget is \$2,351,569 including 9-1-1 services. \$1,897,769 in General Fund revenues are used to support this budget; this would be equivalent to a property tax rate of approximately \$3.073.

The current organizational structure for providing law enforcement services in Curry County as described above prompts a number of questions.

The current organizational structure for providing law enforcement services in Curry County as described above prompts a number of questions including:

- Are we currently overspending to sustain four separate agencies providing general law enforcement services to Curry County residents?
- Is there a more efficient and equitable way to provide and pay for general law enforcement services?
- What portion of the emergency communications cost is attributable to non-law enforcement activity, and what is the appropriate mechanism for paying that cost?

In 2009 I first advanced the concept of an alternative delivery system for law enforcement services to the County and the three cities. This alternative would be to create three general law enforcement service areas (LESA) within Curry County: North, Central and South.

Conceptually, the boundaries of the North LESA would be from the Coos County line to Ophir. The Central LESA would extend from Ophir to Pistol River. The South LESA would extend from Pistol River to the California State Line. The LESA would include the unincorporated area and the City within the LESA.

For each of the LESA's a determination would be made on an appropriate general law enforcement staffing level to serve the population within the geographic area. Considerations would include response time, hours of coverage, officer safety, service demand (# of calls).

General law enforcement services to each of these LESA's could be provided by the City Police Department (i.e., Port Orford, Gold Beach, Brookings) or by the Sheriff's Department.

The "Lakewood Plan" for law enforcement was first developed in 1958 in the Los Angeles County, where it still functions today. Under this plan, cities large (Santa Clarita, pop. 160,000+) and small (Bradbury, pop. 900) contract with the Los Angeles County Sheriff's Department for law enforcement services. A good example of how this works is in Malibu (pop. 12,500). Malibu contracts with the Sheriff's Department for a certain number of hours of service. A Sheriff's Commander or Captain is assigned as the City's "police chief," attending City Council and management staff meetings. Services and complaint handling are customized to the culture of the contracting community. While a certain number of deputies are assigned primarily to work within the City Limits, they also respond to incidents occurring in adjacent unincorporated territories. Similarly, the rather substantial resources of the Sheriff's Department are available to respond to special circumstances within the City. The result is that the City gets a higher level of service than it would otherwise be able to afford operating its own department, and the County has additional resources available as needed in the unincorporated area.

Note that area of the City of Malibu consists of 20 square miles...about **five times** the area of Brookings...and is 21 miles in length. The distance between Pistol River and the California border is 21.8 miles. The total law enforcement budget is \$5.7 million (keep in mind that California police officer compensation is significantly higher than Curry County), and includes seasonal beach patrol and motorcycle traffic officer services. A total of 18 law

enforcement officers are assigned to Malibu, including supervisors and command staff. Malibu is a reasonable case study to use as part of the evaluation of the south LESA concept.

There are numerous examples of City/County law enforcement contracts in Oregon...I am just less familiar with them.

Perhaps a “Lakewood Plan” could function in reverse, with the County contracting with a City to provide law enforcement services within a designated area of the unincorporated territory. Part of the study would be to determine how many additional police officers would need to be added to the Brookings Police Department to provide 24-hour coverage to the south LESA.

An evaluation of this alternative delivery system was recommended as part of the September 2011 Oregon Solutions report. Sheriff Bishop responded to that report in a memorandum dated October 3, 2011 (attached). In that response, the Sheriff raises certain legal and Constitutional issues. Note that any solution to the County fiscal crisis may require some enabling legislation.

### **A “PLAN B” FOR BROOKINGS**

We have been advised by the Sheriff and others that the County law enforcement system will collapse by 2012 if the 2010 tax levy failed. We were told that this means the County would no longer be able to provide road deputies, operate a dispatch center or jail, or effectively provide prosecution and juvenile probation services. The levy failed and the County may be preparing to make some dramatic service curtailment announcements. The City’s ability to provide an adequate level of law enforcement services would be impacted in the following ways:

1. Today, Brookings police officers are often the only law enforcement officers on duty in Curry County. This situation will become significantly more problematic if there are no Sheriff’s road deputies available to provide backup support or respond to life-threatening emergencies in the adjacent unincorporated area.
2. Lack of jail services may require City police offices to drive longer distances to book arrestees into jail (Coos County or Jackson County) removing them from service in the City for longer periods of time. As a practical matter, fewer people will be booked into jail, which will have a negative impact on crime deterrence. More convicted criminals will be released on probation and experience shorter jail stays.
3. Lack of district attorney prosecution services will result in more cases being “pled out rather than prosecuted. The Brookings Police Department generates a significant percentage of District Attorney cases.
4. Juveniles on probation will receive less supervision and a “triage” system will need to be employed in handling crimes against juveniles and by juveniles.

Lack of adequate law enforcement services in the unincorporated area will have a negative impact on the City’s economic development efforts. Safety is a major consideration for people considering relocation and, should Curry County acquire a reputation of not having adequate law enforcement services available, private investment would be deterred.

At my request, Chief Wallace and Administrative Services Director Janell Howard have developed a preliminary staffing budget for providing what we believe to be an adequate level of law enforcement services for **Brookings** in the event of a collapse of the County law enforcement system. Attached is that budget scenario.

Under this “Plan B” the City would hire two additional police officers to assure 24/7 coverage with two officers on duty at all times, and would fund the employment (by the County) of one Deputy District Attorney, Juvenile Officer and Secretary to handle the prosecution/probation of Brookings criminal cases.

This preliminary budget does not include support systems, i.e., office space, supplies and equipment. It is a conceptual plan that will need more work. However, it is useful in allowing us to have a point of discussion and a preliminary feel for what the cost might be. For example, the property tax rate that would be needed to support the personnel cost of Plan B would be between \$0.5315-0.6558 per \$1,000 assessed valuation; significantly less than the 2010 proposed County levy.

Plan B does not address the loss of the County Jail operation. The County is mandated by State Law to provide jail services. In speaking with Sheriff Bishop, his strategy in the event of a jail closure is to implement an aggressive “cite and release” program. We would continue to deliver arrestees to the County Sheriff’s Office and the disposition of those arrestees would be up to the Sheriff. Whether the County can decline to accept arrestees is an unanswered question at this time. While the City is unable to address the need for a replacement jail independent of the County, the City would be able to devise a method for transporting arrestees to an out-of-county jail. In one of my former cities, we developed a relatively low-cost program for delivering arrestees to a jail that was located 90-120 minutes driving time from the City.

Plan B also does not address the loss of the County dispatch center (Brookings has its own fully-functioning dispatch center) or the disaster services function (Brookings will soon have its own EOC). In a former City, the cost of the disaster services function was jointly shared by the four cities and the County.

While Plan B is still largely conceptual at this time we are confident that we could develop a workable and operationally feasible Plan B. But is it politically feasible?

## **RECOMMENDATIONS**

1. The County should appoint a “Fiscal Emergency Committee” consisting of the County Budget Committee and the three City Administrators/Managers. The role of this Committee should be to address the immediate (next 12-24 month) fiscal crisis.
2. Include the three City Managers/Administrators, Brookings Police Chief Chris Wallace and Brookings Administrative Services Director Janell Howard on the new Curry County Citizens Committee on the fiscal crisis. The role of this Committee should be to address long-term organizational, service delivery and revenue matters.
3. Implement Recommendation #2 from the Law Enforcement Blue Ribbon Committee, which was to convene a Blue Ribbon Committee to explore financing alternatives for

jail replacement by September, 2011, if outside funding for jail replacement was not identified by that time.

4. Include in the program of work for the Curry County Citizens Committee the City/County general government service analysis and exploring law enforcement service delivery alternatives.
5. Request that the State assist the County and the cities with implementing systems that will reduce operating costs, such as the e-permitting system for building permits.
6. Convene a meeting of the three police chiefs and the Sheriff to develop a plan for consolidating the two 9-1-1 centers that can then be taken to the two regional (north Curry/South Curry) 9-1-1 boards and ultimately the political jurisdictions..

**CURRY CITIZENS COMMITTEE**  
**FISCAL EMERGENCY IDEAS**  
**GARY MILLIMAN**

None of the following suggestions standing alone will solve the County fiscal crisis. Some of these suggestions may result in only comparatively minor cost savings. Even so, County administration needs to demonstrate that it has used its best effort to reduce costs and explore all alternatives before asking voters for tax increases or major structural changes.

We need to assume that federal payments will permanently cease.

**MUNICIPAL SERVICES BASIC PRINCIPAL**

There are certain services that the County provides that are also provided by the cities within their jurisdictions. Examples are building inspection, law enforcement patrol and planning. Property taxes paid by property owners within the incorporated cities should not be used to fund these services. City residents are paying property taxes to the cities to pay for these services, and if these municipal-like services are provided by the County to unincorporated area residents, then unincorporated area property owners should pay for those services.

**SERVICE CURTAILMENTS**

Terminate the following services:

1. Building Inspection. The State will provide the service through its offices in Coquille and Coos Bay.
2. Sanitarian. The State will provide the service.
3. Marijuana Eradication.
4. Forest Patrol.
5. Harbor Sheriff Station.
6. Parole and Probation; return service to the State.
7. Sheriff's Road Deputies. If the unincorporated area residents want Road Deputies, do a tax levy in the unincorporated area to fund the \$1.1 million cost.

**CONSOLIDATE JOB FUNCTIONS**

The County has already consolidated several departments and job functions. There may be room for more. At the November 30 meeting, we heard a report from the County Facilities Manager; it makes absolutely no sense to have a County department of 1 ½ employees. This function should be absorbed into some other department. There may be other opportunities. It may require working with unions on job descriptions, but many employees are willing to

assume duties that are “non traditional.” It may require some minor training expense to provide an employee with the additional skills needed to perform other tasks.

### **CONTRACT SERVICES**

Nearly every non-law enforcement service that the County provides with its own employees could probably be contracted to the private sector for a lower cost. You lose some control and service coordination by contracting, but you can reduce the cost. Every service should be evaluated for possible contracting.

This should also be looked at in the reverse. If there are services that the County provides, provides well and have the capacity to take on additional work, make those services available at cost to other local agencies. GIS is a current example. Candidates might include vehicle servicing, road maintenance, building inspection,

### **REVENUE OPTIONS**

The revenue ideas contained in the December 2011 proposal from “Save Curry County” should all be considered. Here are some additional ideas:

- **Cost Recovery.** The City of Brookings has adopted a cost recovery system for many land use applications **and** appeals. The City collects an application deposit fee and tracks all time and related costs for processing that application. If the costs begin to approach the amount of fee deposit, work on the application stops until an additional deposit is received.
- **Create County Service Areas for specific purposes.** One of the major recommendations in the FFP Task Force Final Report on what counties and county taxpayers can do to help themselves is the formation of county service districts and enactment of local option levies. The FFP Report indicates that Deschutes County, for example, formed a county service district encompassing the unincorporated area and levied a property tax to support Sheriff patrol. This could also be done in Curry County. The County/voters could also form county service areas to pay for:
  - The local share of the two existing 9-1-1 centers (two service areas).
  - Building and Planning services in the unincorporated area.
  - Other services on the Service Curtailment list.
  - Jail maintenance and operation.

### **CONSOLIDATE THE NORTH AND SOUTH 9-1-1 PSAP/DISPATCH CENTERS**

Given the condition of the County facility in which this function is housed in Gold Beach and the County’s ongoing fiscal instability, this function should be consolidated into the Brookings 9-1-1 center.

### **BOND MEASURE FOR FACILITIES**

Place a bond measure on the ballot to fund repairs to the jail and courthouse. If it fails, close the jail immediately.

### **COLLECTIVE BARGAINING AGREEMENTS**

Many of the County's employees are members of a union and their compensation is subject to collective bargaining. There have been suggestions to reduce employee compensation in one way or another, including changes in the amount employees contribute to the retirement program or the health insurance premium. Collective bargaining laws present certain constraints for implementing such changes. The County should use its best efforts within the constraints of collective bargaining to reduce and "cap" its contribution to employee benefits.

### **FORM OF GOVERNMENT – COUNTY ORGANIZATION**

Change the form of government to a full time Chief Executive Officer with three part time Commissioners. A lack of professional management has contributed to the current situation as evidenced by the presentation by the Facilities Director. All three Curry County cities and 15 Oregon Counties have a County Manager/CEO form of government.

### **FORM OF GOVERNMENT – SERVICE DELIVERY**

The concept of creating three law enforcement service areas in the County, each served by one of the cities, was raised at the November 30 meeting. This was also briefly discussed by the Law Enforcement Blue Ribbon Committee in 2009. Under this concept, a County Service Area would be formed in the unincorporated territory adjacent to each of the cities; existing school district or ambulance service area boundaries could be used. A tax levy would be enacted in each of those CSA's to generate sufficient funds to pay for law enforcement patrol services comparable to the level of service provided by the adjacent city. This could be expanded to include funding a proportionate share other related services, such as search and rescue, DA and Juvenile. The County would contract with the cities to provide patrol services to these areas, and those contracts would be administered by the Sheriff.

This concept could be expanded to include other services, such as planning and building.

### **COLLABORATE WITH OTHER LOCAL AGENCIES**

All local agencies in Curry County could benefit from a higher level of collaboration in providing services. Through the formation of a Council of Governments or other similar structure, the County and cities...and possibly other local agencies...could jointly and more efficiently fund internal services such as human resources and purchasing, field services such as grounds and

facilities maintenance and emergency planning. Some collaborative arrangements already exist, such as the jointly funded and managed GIS program. While some Council's of Government (COG) have taken on policy and regional planning roles, the scope of the COG could be limited to serving as a collaborative service resource.

### **ALLOW 18 MONTHS FOR A TAX ELECTION**

When the time does come for a property tax election, it can't be rushed. In my experience, it takes about 18 months to organize a campaign and explain the tax measure to the public.

In one of my former cities, 70 per cent of voters approved a one-cent increase in the Sales Tax to fund law enforcement services. We did a lot of advance preparation, including citizen's surveys, to design the tax measure. Key elements of the measure were 1) we clearly demonstrated the need by concisely explaining the city's financial condition and the actions that had been taken to reduce costs, 2) we clearly defined what the funds would be used for, and wrote a restriction on the use of funds into the measure, 3) we also included in the measure a provision for a citizens oversight commission that would produce an annual report on how the funds were used.

A good outline of the essential elements of a successful tax election can be found in the April 2011 *Public Management* magazine. These elements include:

- Seek expert help and guidance. We are not experts on elections. Obtaining sound advice from specialists is smart. This has been absolutely true in every successful ballot measure election in which I have been involved, local and statewide.
- Follow your research. Use survey and polling data information to craft the measure and develop a campaign strategy.
- Ballot language is critical. The core message has to be said in 85 words or less. The ballot title needs to be concise.
- Do not lead with cuts; lead with what's being funded. There will be an urge to identify programs that could be cut if the measure fails, but resist this. Voters see this as a threat.
- Strong community support for a Yes Committee is a must. There needs to be unanimous support from the Commissioners and other elected officials, and they must be actively involved in the campaign. Having an active campaign is instrumental in educating the voters.
- Count on having opposition.
- Communicate with the community again, again and again.

## ***NOT RADICAL ENOUGH? HOW ABOUT THIS:***

### **TOWNSHIPS**

An even more radical idea would be to reorganize city and county government into three townships using school district boundaries. The County's functions would be reduced to providing services that are paid-for by the State as an extension of State government, and certain countywide services such as those provided by the County Clerk, Elections and Assessor. **All** other services...law enforcement, fire, planning, building, parks, libraries, K-12 schools, water, wastewater, cemeteries, ports, airports, roads...would be provided by the township. An elected township council would appoint a Planning Commission, Education Commission and other citizen commissions/boards.

This would reduce the number of taxing districts from 43 to four. Significant cost savings could be realized by eliminating the administrative costs of 40 separate local agencies. This would also eliminate problems that voters often have with the nexus between elected officials, agencies, services and the taxes they pay. And, each township would have a unified strategic or comprehensive plan for education, public safety, land/economic development, water resources, etc.

If you really want to reduce the cost of local government, you need to change the structure of government.

### **ATTACHMENTS**

1. Brookings City Manager report to the City Council on County fiscal crisis October 24, 2011.
2. "Shoreline Washington's Story: Property Tax Increase Approved," Public Management magazine, April, 2011.
3. "Shared Services and Cost Saving Collaboration Deserve Respect," Public Management magazine, May, 2011.
4. "Taking Stock of Form and Structure in County Government," Public Management magazine, December, 2008.
5. "Montebello Budget Limits Put Brakes on City Services."
6. "Guiding Financial Principles" excerpt from Montebello Financial Recovery Plan, June, 2011.

**CURRY COUNTY FISCAL CRISIS**  
**ECONOMIC DEVELOPMENT – THE LONG TERM SOLUTION**  
**GARY MILLIMAN**

Developing a County economic development strategy is beyond the scope of the Citizens Committee, but the future well-being of the County government is heavily dependent upon increased private investment in the economy.

It's a tough time to be doing economic development.

In Brookings, the City has been focusing its efforts on infrastructure improvements, replacing old water and sewer systems, expanding capacity and improving streets. The City completed a complete update of its Comprehensive Plan and Zoning Ordinance, and has completed Master Plans for water, sewer, storm drain and park facilities, and has secured water rights certificates on the Chetco River. The City also worked closely with the Health District, College District and Bi Mart to secure sites and facilitate getting them through the development process. The City approved a Master Plan and infrastructure financing plan for the 1,000-unit Lone Ranch development; and has approved a Detailed Development Plan for the first phase of this development to include a small commercial area and 163 housing units. The project has not moved forward, presumably due to general economic conditions. A 40-unit low/mod income family and disabled housing project is scheduled to begin construction in the spring near downtown. Another area of economic development in which the City has been engaged is developing plans for replacement of the terminal at Del Norte County Airport, and other airport improvements; the County joined this effort in 2010. The City continues to budget for more infrastructure improvements, and has developed a master plan for improving water and sewer service to the Brookings Airport.

Here are some things the County can do in partnership with Brookings and others to pursue private investment and economic development in Curry County:

- Finalize interagency agreements among the service providing agencies in the Brookings Urban Growth Area.
- Enact master plan of development standards for the Brookings Urban Growth Area.
- Prepare a master plan of development for the Brookings Airport and adjacent County-owned land that is currently zoned for public and commercial use. Consider contracting with the Border Coast Regional Airport Authority (the multi-jurisdictional agency that manages the Del Norte County Airport, Ward Field and McBeth Field) to manage the

Brookings Airport and pursue expansion of airport related business activity there.  
Pursue grant funding to undertake the infrastructure improvements.

- Change the orientation of the Public Services Department (Building/Planning/Sanitation) from enforcement to a Development Services Department whose charge is to facilitate development within the parameters of building, planning and sanitation codes. With pending retirements and restructuring, now is the perfect time to make this change.
- In my opinion, Curry County is too small and has too limited a budget to undertake an effective economic development program on its own. My recommendation is that the County pursue membership in the Tri Agency Economic Development Commission (TAEDC) or form a comparable agency in Curry County. The TAEDC is a joint powers agency formed by the City of Crescent City, County of Del Norte and the Port of Crescent City to develop and implement an economic development plan. Their activities include business recruitment, federal/state economic program administration and non-tourism promotion. I facilitated a meeting between Del Norte and Curry County officials, Brookings and Crescent City officials, and TAEDC staff in May to broach the topic of restructuring TAEDC to include Curry County; to my knowledge there has been no follow-up.

## **ATTACHMENTS**

1. City of Brookings 2009 Economic Development Strategy.
2. Earlier economic development strategy outline.
3. Article from Triplicate concerning TAEDC filming project.

# **Law Enforcement Blue Ribbon Committee (LEBRC)**



**September 25, 2009**

**Curry County Board Of Commissioners  
94235 Moore Street  
Gold Beach, Oregon 97444**

**Re: Law Enforcement Blue Ribbon Committee Recommendation**

**Dear Honorable Commissioners,**

**After review of the ASG study and several months of meetings, the LEBRC makes the following two recommendations:**

- 1. Approve the ASG study as the basis for the level of service to be funded through formation of a tax district. Remove jail capital related costs. Reduce the tax rate annually by an equal amount of O & C funds received. Allocate a portion of contingency funds to cities in recognition of law enforcement services provided.**
- 2. Seek outside funding for jail replacement. If not secured within 24 months, convene a Blue Ribbon Committee to explore financing alternatives.**

**These recommendations were in the form of motions which were unanimously approved by LEBRC members present at our 9/23/09 meeting. Should our recommendations be accepted, it is suggested a PAC be formed to begin the public education process. Several members showed a willingness to participate in the PAC as educators.**

**Respectfully submitted,**

**Cy Vandermeer  
Chair, LEBRC**

# Taking Stock of Form and Structure in County Government

by James H. Svara and Kimberly L. Nelson

**C**ounty governments in the United States combine deeply rooted traditional structures and the forms of government developed in the 20th century reform movement. In the August 2008 issue of *PM*, we used the 100th anniversary of the addition of a city manager to the government in Staunton, Virginia, as the occasion to take stock of form of government in cities. It is appropriate to make a similar assessment in counties, which have used the commission-administrator or manager form for more than 80 years.

County and city governments are similar in many respects. Both fill a mission that is shaped by the preferences and needs of their residents, both interact extensively with citizens, and both share an emphasis on service delivery. They are also different in important respects, and these differences affect how they are structured and operate.

Counties are administrative subdivisions of the state, and their functions reflect both the need to provide uniform administration of certain services as well as the effort to provide other services that are unique to a specific county. By their nature, counties are typically larger than cities in land area, population, and budget, and they tend to be programmatically more diverse. In many states, structure and functions are linked to whether the county has a charter, but most counties do not have charters.

Structurally, the traditional county commission form of government was a plural executive, not the equivalent of the mayor-council form based on separation of powers. Both the commission-administrator/manager and the elected executive are often viewed as reform institutions.

The county commission or board of supervisors is responsible for budgeting, personnel, and provision of services under the control of the board, combined along with departments headed by elected line officers and by department heads responsible to boards and commissions that operate under state oversight.

There has been reform of county government but rarely comprehensive restructuring, in part because some features of county government are rooted in the state constitution and difficult to change unless (and even if) the county acquires home rule.

The principles discussed in the August article (available online at [icma.org/pm](http://icma.org/pm)) that distinguish forms of city government apply to counties as well. If the executive authority exercised by the county commission is transferred in whole to a county manager or in part to a county administrator appointed by and responsible to the commission, the essential features of council-manager government are present.

When executive authority is separated from the commission and shifted to an elected executive with or without a chief administrative officer (CAO), the essential features of mayor-council government are found.

In the commission form and the commission-administrator/manager form, separation of powers does not exist. In the elected executive form, separation of powers between the executive and the commission does exist.

### BRIEF HISTORY OF THE REFORM MOVEMENT IN COUNTY GOVERNMENT

Local government reformers in the early 20th century had specific goals for changes in counties. The reformers' agenda for counties in the period 1900–1920 included:<sup>1</sup>

- Appointing more county officials rather than choosing them by election.
- Putting more county officials on salary and eliminating their dependence on collecting various fees for their incomes.
- Establishing home rule or the au-

**Figure 1. Breakdown of Form of Government in Counties, 1989 and 2001.**

Form of government	1989	2001
Commission	61.5% (1,893)	55.4% (1,697)
Commission-administrator/manager	25.4% (781)	31.6% (968)
Elected executive	13.1% (404)	13.0% (398)
Total	(3,078)	(3,063)

Source: National Association of Counties, *County Government Structure* (1989 and 2001).

thority of the county to determine its structure and what services it provides.

- Increasing professionalism in county government.

One way to improve professionalism was for the commission to appoint a competent administrator who would link the commission and the administrative staff of the county—in other words, a county manager or county administrator. In 1927, this new form was adopted for the first time by Iredell County, North Carolina. In 1930, Arlington County, Virginia, became the first county to adopt the commission-manager form by popular vote.

The pace of adoption of reform institutions in counties was slow. By the mid-1960s, 85 to 90 percent of counties still used the commission form of government.<sup>2</sup> In the first decade of the 21st century, just over half of the counties used the commission form.

Progress in acquiring charters and achieving home rule for counties has been even slower and less extensive. Charters provide a specification of governmental structure, functions, and fiscal tools. They offer the government the potential for greater autonomy, and they have often been used as the constitutional foundation for local government.

In 1911, California voters approved the first constitutional amendment to allow counties to adopt home rule charters. During the rest of the 20th century, eligibility to adopt charters spread across the country to 28

states and more than 1,200 counties. Through 2002, however, the number of charter counties had reached only 144, or 12 percent of the counties eligible to adopt a home rule charter.<sup>3</sup>

With or without charters, counties in 32 states may be permitted the freedom to make certain changes locally.<sup>4</sup> In comparison, the municipalities in 43 states have the same kinds of home rule authority. Thus, counties are still more likely to be subject to Dillon's rule limiting governmental powers to those explicitly authorized by the legislature than are cities. Being closely tethered to state government adds to the difficulty and complexity of county government.

### FORM OF GOVERNMENT

Counties show more variation in the characteristics of the forms of government than cities do. In a number of states—for example, Arizona, California, North Carolina, and Virginia—a clearly recognized county manager position is supported by law and tradition. In other states, however, the status is variable and the number of administrators is hard to pin down.<sup>5</sup>

Similarly, the elected executive can be found in organizations that were restructured relatively recently or in counties whose governments have evolved from a long-standing elected county judge system mandated in several states. To an even greater extent than in cities, a form of local government reflects a distinctive set of structures or practices that reflect basic principles but differ in specific details.

The scope and frequency of structural change was initially slower and more limited in counties than in cities, but there is a clear movement toward the commission-administrator/manager form of government. There were only 240 commission-administrator/manager counties in 1976,<sup>6</sup> but the number tripled over the next 13 years. A complete breakdown of the number and percentage of counties using the major forms in 1989 and 2001 presented in Figure 1 indicates how much growth there continues to be in use of this form.

Note in Figure 1 that the number of counties using the commission form without an administrator has declined, whereas the number with either an administrator or manager has increased by another 24 percent in 12 years. The number of counties with elected executives has remained essentially the same. In 2008, ICMA recognizes 190 counties as council-manager governments and 231 as general management governments.

In addition, the use of appointed administrators and elected executives is more prevalent as population increases. Among the largest counties providing information in a 1993 survey, the commission-administrator form was used in 54 percent, elected executive in 39 percent, and the commission form in only 7 percent of the counties.<sup>7</sup>

Thus, many people are being served in a relatively small number of counties where professional administrators or elected executives are likely to be found. Scholar Beverly Cigler has estimated that fewer than 170 counties contain more than half the U.S. population.<sup>8</sup> These counties are most likely to use the commission-administrator/manager form followed by the elected executive form.

Of the counties with elected executives, almost three-quarters are found in three states that have traditionally required all counties to have an elected judge (Arkansas), judge executive (Kentucky), or county mayor or executive (Tennessee). These states have not recently adopted the county executive as a government reform.

Of the counties that have chosen to change the form of government in the 20th century onward, far more have adopted the commission-administrator/manager form of government. Some elected county executives employ a CAO who works with the executive and commission, like CAOs who work for mayors and councils in city government. However, the extent of appointing CAOs across all county executive governments is not known.

Although regional differences are often considered in studies that examine structural differences in counties, the state variable is rarely used. This is perhaps the most important distinction to make when comparing cities and counties. Counties are considerably more dependent on states

### **The consideration of abandoning the use of the commission-administrator form through the referendum process has been rare in counties during the past two decades.**

for financing and face greater legal constraints when choosing form of government than are cities.

The consideration of abandoning the use of the commission-administrator/manager form through the referendum process has been rare in counties during the past two decades. Change in form is less likely to be an issue that voters decide (except as part of the shift to charter county status or city-county consolidation).

Between 1990 and 2008, ICMA has recorded more than 150 referenda to change charters in cities, but only eight in counties. The results, however, have been virtually identical. In approximately three-quarters of the counties and cities, the council-manager form

was retained or adopted. Still, governmental structure has been relatively stable in comparison with cities.

### **OTHER STRUCTURAL FEATURES**

With regard to elections, there are two substantial differences between counties and cities. First, whereas mayors in council-manager cities are now usually directly elected, it appears that most chairpersons in counties are chosen by other commissioners.<sup>9</sup> Only 23 percent are directly elected making them more like the structure of city government recommended by the second Model City Charter that endorsed the council-manager form.

The typical county commission is partisan (82 percent) and elected by district (62 percent) or a combination of district and at-large seats (11 percent). Nonpartisan and at-large elections are more common in cities. The method of selection is viewed as having important impacts on definition of constituency, legislative style, and leadership in cities. Presumably, these characteristics matter in counties as well.

### **ADMINISTRATIVE FRAGMENTATION**

An area of special concern to counties is internal fragmentation. Change in form does not necessarily mean the overall reorganization of county government under the direction of the executive. Counties generally have a high number of elected department heads (for example, sheriffs and county clerks) and a number of quasi-independent agencies, boards, and commissions.

As Sedgwick County, Kansas, County Manager William Buchanan points out, the election of many line department heads (he identifies 10 elected officials) "makes the concept of singular executive authority cloudy at best."<sup>10</sup> These conditions of fragmentation

of authority, lack of centralized decision making, and political

**++ [icma.org/pm](http://icma.org/pm)**

Read the article on taking stock of the form of government in cities at [icma.org/pm/9007](http://icma.org/pm/9007).

competition make counties highly vulnerable to conflict and heighten the need to better understand how to strengthen cooperative patterns of interaction in counties.<sup>11</sup>

Some counties reduce the scope of authority for elected row officers by assigning some of their functions to departments that are accountable to the executive or county administrator. There are, for example, county police departments that handle law enforcement (as in Gwinnett County, Georgia, and Arlington County, Virginia) and county corrections departments that have taken over functions usually administered by the elected sheriff (in Montgomery County, Maryland, and Orange County, Florida).

Separate boards of health, social services, and mental health have been consolidated under a human services board that is advisory to the county commission in Wake County, North Carolina. We need to know more about how common such practices are.

## COUNTIES AND URBAN REGIONS

County administrators have the opportunity to work with town and city managers and other municipal officials on developing regional approaches to issues that don't stop at city boundaries. They often have the need to work with other counties in their region as well. Counties may fall into one of three settings in relationship to urban regions (technically, metropolitan statistical areas or MSAs):

- Non-metropolitan county: 1,941 counties are outside metropolitan areas.
- Single-county metropolitan statistical areas (MSAs): 145 counties encompass the entire MSA.
- Multiple county MSAs: 952 counties are part of these 216 MSAs made up of two or more counties.

The non-metropolitan counties are important governments for small-town and rural populations. They are the biggest governments around, but their small size and lack of a large urban

center limits the resources from which they can draw to provide services.

The single-county metropolitan areas have the potential to encourage planning for the entire region and coordination of the city governments and special districts within their boundaries. If the structural change to city-county consolidation is achieved in these counties, a high degree of regional consolidation is achieved.<sup>12</sup> Single-county regions tend to be moderate-sized, with an average population of 273,000.

Most metropolitan counties are found in larger metropolitan areas

**With or without charters, counties in 32 states may be permitted the freedom to make certain changes locally. In comparison, the municipalities in 43 states have the same kinds of home rule authority.**

with two or more counties. At the upper end of the range, there are 41 extremely large urban regions out of a total of 361 that have six or more counties, have an average population of over 2.5 million, and encompass more than 400 counties.

All counties in dual to multicounty regions need to cooperate and coordinate with other counties as well as with the cities and special districts within their boundaries, and this need increases as the scale of regions grows. Even greater intergovernmental challenges will arise in megapolitan regions encompassing more than one MSA.

## REFORM AND SPENDING

Research has shown differences in county performance indicators based

on form of government. Several studies have found higher per capita expenditures in reformed county governments—those having an appointed administrator or an elected executive—and spending is even greater when the county has a charter.<sup>13</sup>

Reformed counties are likely to have an expanded role in service delivery compared with their unreformed counterparts. Professional administrators help to identify unmet service needs in the county. Scholar Ed Benton finds that spending for regional but nontraditional services—disaster preparedness, comprehensive planning, county (as opposed to neighborhood) parks, and community colleges—increased substantially and at a faster pace than was the case in these counties during the period preceding the change in the form of government.<sup>14</sup>

Many counties are experiencing rapid population growth and greater urbanization. With these changes come an increasing role in service provision and a movement away from the traditional commission government. Reform increases the capacity of local government to address the problems and challenges of their communities. Reformed local government is not simply concerned with greater efficiency and lower spending. This finding from counties needs to be examined more fully in cities as well.

## IMPACT OF COUNCIL-ADMINISTRATOR/MANAGER FORM IN COUNTIES

County administrators and managers have improved the administration of the extensive service delivery responsibilities and management functions of counties and offered advice in handling the growing policy challenges that counties have faced. They have supported the elected commission and enhanced their decision-making capability.

Far fewer studies to measure the impact of different structures and processes have been conducted in counties than in cities. We expect that the benefits of professional practice

found in cities will also be present in county government, but much of this research remains to be done.

Distinctive contributions from the county administrator and manager are particularly important in county government. Internally, the role of the county manager is "coordinator in chief," creating an integrated organization, including officials the manager does not control.

County administrators and managers must be capable of creating a negotiated structure based on coordination and some controls rather than a formally centralized structure.<sup>15</sup> Externally, the county managers must be adept at intergovernmental relations.

County managers deal with state and federal government agencies as a part of their routine operation. They work extensively with nonprofit organizations in human services, and they must help to foster and sustain intergovernmental cooperation and networking with municipal governments and special districts.

In the majority of regions with two or more counties, county managers have a critical role to play as governments need to cooperate with other counties as well.

Given the role of the county manager in fostering intergovernmental and intersectoral cooperation, we would expect the presence of a county manager to reduce conflict related to structural fragmentation in county government. County managers report that an essential feature of their job is facilitating relationships between and among elected and administrative officials, although one study suggests that the presence of an appointed manager increases conflict in county government.<sup>16</sup>

It is likely that the presence of a professional administrator increases the scrutiny given to requests from elected department heads or autonomous commissions compared with a greater tendency to accommodate requests in the commission form. Buchanan observes that objections by the county manager to proposals that promote partisan advantage are likely to produce conflict.<sup>17</sup>

County administrators need to pro-

vide independent and honest professional advice to elected officials. The approach of county administrators is not the same as the assertive behavior of the elected executive who may generate conflict by seeking power over the commission. Former County Administrator David Krings, Hamilton County, Ohio, has observed that confusion about who is responsible for performance "can result because of the power mix between the elected board and elected executive."<sup>18</sup>

### HOLDING ITS OWN

Governmental reform is taking hold in county governments. A majority of counties still use the commission form, but the numbers are declining. The elected county executive form is holding its own but still is largely found in three states where there is a long-standing state mandate to use the form.

The commission-administrator/manager form has been continuously growing and now represents almost one-third of the counties in the United States. Because the form tends to be found when population is greater, these counties serve far more than one-third of the American population.

Counties have been slow to take advantage of the opportunity for home rule although many counties are pursuing a comprehensive array of traditional, urban, and regional services without home rule charters.

County administrators must take full advantage of limited resources and be adept at persuasion and building partnerships. They are developing a high level of competence in using collaborative leadership methods both within and beyond their organizations.

The council-manager form and the expanded use of chief administrative officers offer a model approach to blending political and professional leadership in complex counties as well as more clearly structured cities. In both settings, the goal of professional administrators is to support sound governance by elected officials, serve the public with dedication and compassion, and manage public affairs with a commitment to excellence and innovation. **PM**

<sup>18</sup>H.S. Gilbertson, *The County: The "Dark Continent" of American Politics* (New York: The National Short Ballot Organization, 1917).

## PM's 90 Years

**An excerpt from the January 15, 1934, *City Managers' News Letter*:**

December 1933 brought in more subscriptions to *Public Management* than any December on record. Many cities are subscribing for their entire council at the special rate of \$2.50, available to councilmen as a group. If your councilmen are not receiving this journal, January is a good month to begin. It will certainly help the councilmen to a better understanding of your day-to-day problems.

The January issue just out contains an article by Paul V. Bottors in which he states that there is a definite agitation for federal relief direct to cities instead of through state relief bodies. His article contains other last minute developments in Washington on PWA, CWA, planning, and housing.

In another article, Charles E. Merriam, member of the National Planning Board, says that cities must look to the federal government. The same issue contains a symposium on how cities in eight different states are handling the liquor problem. Can any public official hope to keep up to date these days without *Public Management*?

—Clarence Ridley, Executive Director

# ICMA

## Calendar of Events

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Visit [icma.org/calendar](http://icma.org/calendar)

### UPCOMING IN 2009

#### February 12-13

Leading Practices Conference: A Whole New Mind: Moving Our Communities from the Information Age to the Conceptual Age, Park Inn, Asheville, NC

#### Young Leadership Professional Institute

March 4-5, Savannah, GA

March 18-19, Jersey City, NJ

April 1-2, Oak Brook, IL

April 15-16, Boulder, CO

#### ICMA Regional Summits

March 5-6, Southeast Savannah, GA

March 19-20, Northeast Jersey City, NJ

April 2-3, Midwest Oak Brook, IL

April 16-17, Mountain Plains / West Coast  
Boulder, CO

#### April 25-May 2

ICMA SEI University of Virginia  
Charlottesville, VA

<sup>2</sup>Herbert Sydney Duncombe, *County Government in America* (Washington, D.C.: National Association of Counties Research Foundation, 1966), p. 9.

<sup>3</sup>Dawn Cowan and Tanis J. Salant, *County Charter Government in the West* (Tucson: University of Arizona and National Association of Counties, 1999).

<sup>4</sup>Dale Crane, Platon N. Rigos, and Melvin B. Hill, Jr., *Home Rule in America: A Fifty State Handbook* (Washington, D.C.: Congressional Quarterly Press, 2001), table A3.

<sup>5</sup>For example, in Alabama, the role of the county administrator "is as varied as the size, population and powers of Alabama's county commissions" and is "dictated primarily by local laws and local politics, rather than by state statute"; see "Changing Philosophy Means Change in County Administration," *The County Line*, January/February 2000, [www.acca-online.org/acca\\_mag/countycommissioner/2000/001-coline.htm](http://www.acca-online.org/acca_mag/countycommissioner/2000/001-coline.htm). When the state delineates the commission-administrator form of government statutorily, as in North Carolina, it is probably easier for counties to move towards professional management.

<sup>6</sup>David J. Krings, "Appointees Mean Counties Succeed," *City & State*, Perspective, October 9, 1989.

<sup>7</sup>Susan A. MacManus, "County Boards, Partisanship, and Elections," in *The American County*, ed. Donald Menzel (Tuscaloosa: University of Alabama Press, 1996), 56, reports on 83 counties that reported information about form of government.

<sup>8</sup>Beverly A. Cigler, "Administration in the Modern American County," in *The Future of Local Government: The Hansell Symposium*, ed. H. George Frederickson and John Nalbandian (Washington, D.C.: ICMA, 2002), p. 158.

<sup>9</sup>All data in this paragraph are from the ICMA Form of Government Survey taken in 2002. The results of the 2007 survey will be reported in *The Municipal Year Book 2009*.

<sup>10</sup>William P. Buchanan, "Response," in *The Future of Local Government*, p. 175.

<sup>11</sup>Kenneth Klase, Jin W. Mok, and Gerald M. Pops, "County Conflict and Cooperation," in *The American County*, 92-105.

<sup>12</sup>Since 1805, city and county governments have been combined 38 times; see Kurt Thurmaier and Suzanne Leland, "Lessons from 35 Years of City-County Consolidation," in *The Municipal Year Book 2006* (Washington, D.C.: International City/County Management Association, 2006). Since 1990, nine of 40 refer-

enda to approve city-county consolidation have been successful.

<sup>13</sup>Victor S. DeSantis and Tari Renner, "The Impact of Political Structures on Public Policies in American Counties," *Public Administration Review* 54 (May/June 1994): 291-295; and J. Edwin Benton, "County Service Delivery: Does Government Structure Matter?" *Public Administration Review* 62 (July-August 2002): 471-479.

<sup>14</sup>J. Edwin Benton, "The Impact of Structural reform on County Government Service Provision," *Social Science Quarterly* 84 (December 2003): 858-874. David R. Morgan and Kenneth Kickham, "Changing the County Form of Government: Effects on Revenue and Expenditure Policy," *Public Administration Review* 59 (July/August 1999): 315-324, showed no difference in revenue and expenditure policies.

<sup>15</sup>James H. Svara, "Leadership and Professionalism in County Government," in *The American County*, 109-127.

<sup>16</sup>William J. Pammer, Jesse Lightler, and David Watson, "Fostering Cooperation in Counties: Governing by Cajoling: Conversations with County Managers," *Public Administration Quarterly* 24 (Fall 2000): 305-319; Kenneth A. Klase and Soo Geun Song, "Evaluating the Influence of the County Manager Form of Government on County Conflict," *Public Administration Quarterly* 24 (Fall 2000): 286-304.

<sup>17</sup>Buchanan, "Response," in *The Future of Local Government*, p. 177. Buchanan's examples include opposing an unneeded staff increase proposed by an elected registrar of deeds who has ties to a party majority on the commission as well as an unsuccessful attempt to end the review of worker compensation claims by an attorney who is the county chairman of the political party that controls the commission.

<sup>18</sup>Krings, "Appointees Mean Counties Succeed" in *City & State*.

James H. Svara is professor, School of Public Affairs, and director, Center for Urban Innovation, Arizona State University, Phoenix, Arizona ([james.svara@asu.edu](mailto:james.svara@asu.edu)). Kimberly L. Nelson is assistant professor, Division of Public Administration, Northern Illinois University, DeKalb, Illinois ([klnelson@niu.edu](mailto:klnelson@niu.edu)).

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## TAKEAWAYS

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- › Learn a tested and proven shared services/public-private partnerships “recipe” with a focus on serving an organization’s greatest needs.
  - › Discover the importance of being a solution center and offering programs and innovations that address organizational needs, while also allowing an organization to be a driving force in the process.
  - › Discover the advantages of shared services programs that can help an organization achieve its own successes.
- 

**S**hared services, many of which are public-private partnerships (PPPs), refer to the operational philosophy that involves centralizing functions once performed by individual organizations. In day-to-day operations, problems and opportunities arise that are ideal for collaboration. This abundance of possible shared services and partnership opportunities can be overwhelming though, and it can lead to difficulty identifying which projects to try. The best determining factor for success is for the customer to be the driving force behind any collaborative effort.

The North Central Texas Council of Governments (NCTCOG) serves 240 member governments—or customers—of which 170 are cities. It has had the opportunity to spearhead a large number of shared services and PPP initiatives in recent years, and in this article I want to share what we’ve learned.

In fact, shared services fulfill NCTCOG’s mission to strengthen the individual and collective power of local governments and to help them recognize regional opportunities, resolve regional problems, and make joint decisions. These initiatives are primarily designed to solve common needs of NCTCOG’s member governments, but they often reach a statewide audience as well.

### Steps for a Successful Collaboration

A common recipe for success can be applied to any collaboration effort. By nature, however, shared services are unique and have elements that will apply exclusively to each individual project. For projects to be successful, it is best to tailor an approach that takes individual differences into consideration for each shared services program.

After identifying a problem or opportunity that can be remedied through a shared services approach and also identifying the local government stakeholders, NCTCOG then takes the next step in the process and functions as the coordinating organization. This is followed by determining which entity or entities—also called organizations in this article—can serve as a project champion. Project champions need to be recognized leaders within the stakeholder community because they are crucial for the success of any shared services project, as they lend both credibility and energy to the project.

## Create a Winning Approach

When deciding whether a proposed shared services project is feasible to pursue, NCTCOG and the prospective participants use these criteria:

- Does it have the potential to save money?
- Does it have the potential to provide equal or better service levels?
- Can a governance structure or operational process be devised that assures that the participating local governments share in the control of the program?

If these questions can be answered in the affirmative, then we proceed to the next step.

## Developing the Request for Proposals

The request for proposals (RFP) process begins with research by the planning organization, the project champions, and any other entity that desires to participate in identifying potential solutions to the chosen problem or opportunity. This leads to an understanding of the project dynamics and sets the stage for initial discussions with prospective private and public sector service providers. Conversations with service providers allow insight into opportunities for standardization and other cost-saving measures while validating the parameters necessary to create a credible RFP.

Identifying opportunities for standardization is one of the most important due-diligence steps, and it should be performed collectively. The 80-20 rule is a good guide for assessing opportunities for standardization. In other words, ferret out the things that each participant does in common 80 percent of the time so that they can be the focal point for maximizing

efficiencies and economies of scale.

After this step is accomplished, it is essential to visit with the potential service providers and get their input and understanding of the program being suggested. Doing this allows potential failure points to be exposed.

It is recommended that a significant amount of time be spent with the subject matter experts (SMEs) and the technical experts from potential service providers during this step. Opportunities for cost savings using this approach will generally be significant.

Our experience has been that an element vital to crafting the RFP is understanding how the private or public sector provider will deliver the service. If the procurement is based solely on our understanding of the problem and the solution, we may inadvertently limit the opportunities to provide a more innovative and cost-effective approach to solving the problem.

When the due diligence has been performed, a nonbinding statement of interest is sent to potential users of the service. After these statements are returned, this information will be summarized for the RFP. One critical piece of information for the responders is an indication of the volume of activity or transactions that can be anticipated, as this will be important as pricing discounts are considered.

Participation usually far exceeds the initial statements of interest that are returned. As the RFP is developed, it may take several iterations to reach a version that satisfies all groups; therefore, maintaining some flexibility will allow for creative responses. The RFP should also be scalable to various group sizes. After the RFP draft is completed, it needs to be reviewed by the participants or a representative committee to create the official version.

It is helpful for the committee to be composed of SMEs. For best results, they should be from various-sized entities in order to gain varying perspectives concerning the shared services initiative.

After responses to the RFP have been received, a selection committee should meet to review the submittals. RFPs should be scored on the basis of predetermined selection criteria so scoring is unbiased.

## Implementation

It is often a good idea to assemble a pilot group to participate in the initial implementation, again including entities of various sizes for this group. Pilot programs are an excellent way to discover unforeseen problems and remedy them before rolling out the program to a larger audience.

During this implementation phase, encourage communication among the stakeholders to get a reading of components working well and those in need of improvement. These are ready-made networks for exchanging ideas and information and are invaluable during the process. When the pilot has proved successful, a more robust rollout can be initiated.

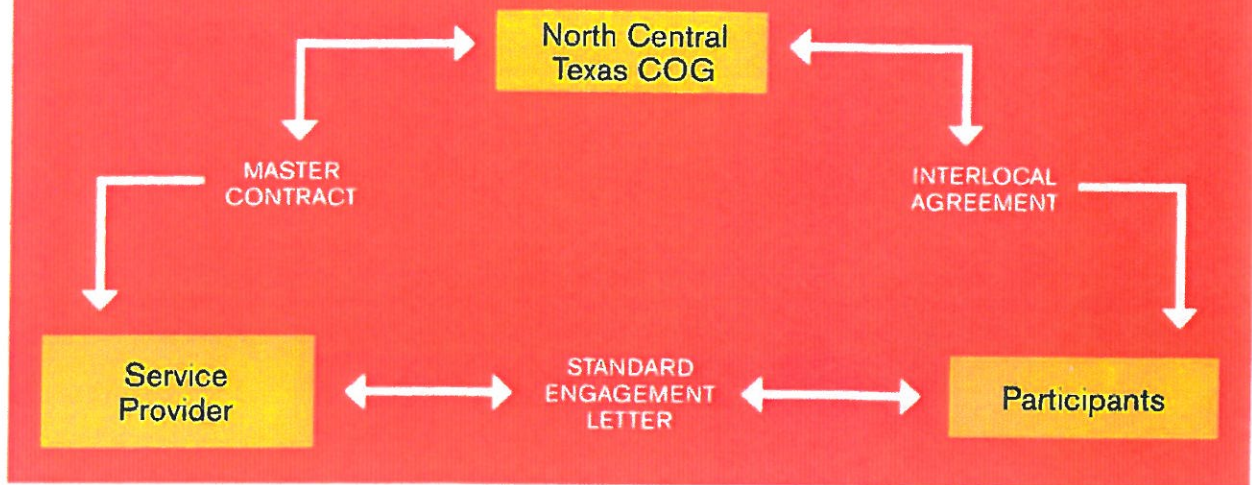
## Planning Organization and Facilitator

The streamlining of administrative activities is one of the biggest opportunities for shared services projects. Here are ways to streamline access to the project:

- The planning organization executes a master agreement with the selected service provider, and it is structured to allow the participating organizations to gain access through interlocal agreements.
- The participants execute an interlocal agreement with the planning organization.
- The participants can then engage the service provider through a service agreement to perform the required services.

The facilitator normally assumes responsibility for many of the administrative duties that would ordinarily be done by an individual organization or a service provider.

This graphic shows the structure of a shared services/public-private partnerships program.



### Participating Organizations

Participating entities can benefit significantly from shared services. Because individual purchasers are consolidated into an organized, volume-purchase arrangement, the participants are able to realize lower prices while still benefiting from a high-quality provider. This approach also eliminates the need for each entity to go through an individual selection process and to incur the costs involved in issuing and evaluating proposals. This is especially true for small to medium-size organizations.

NCTCOG has been able to leverage the collective bargaining power of several groups to negotiate a lower price for the contract. With the importance of cost reduction during these difficult economic times, it's notable that NCTCOG's shared services programs have been able to generate savings of 25 to 50 percent for participants.

### Service Provider

The service provider benefits by being able to reach many organizational clients with just one proposal, thus increasing its market penetration and enhancing its ability to sell other services in the future. The provider also benefits from the standardization of operations realized in the shared services arrangement, which

reduces risk for the service provider and allows better pricing to be experienced by the participants.

The clients also can forgo the expense of conducting individual contract negotiations. All of these factors give a service provider ample motivation to reply to an RFP and to partner with the planning organization.

### Examples of NCTCOG Shared Services

**iCommunities: A Success Story.** The iCommunities program created an extensive Internet mapping service that was combined with a set of powerful GIS, database, and Internet technologies. These tools allow local governments to distribute key information to their constituents and other communities within the region.

Residents are able to access specific neighborhood information such as zoning, building and activity statistics, and event notices. Information can be distributed to organizational staff on various program, asset, and work management activities. Traditionally, establishing a tool such as iCommunities would mean that each entity would incur hefty costs for hardware, personnel, and networking. Through this shared services program initiated by

NCTCOG, cities can have ready access to this powerful tool for a low cost.

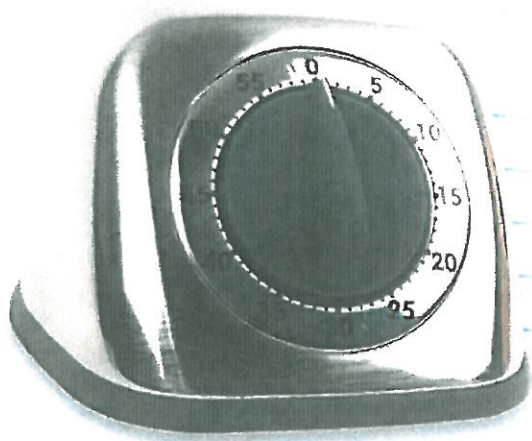
Participants pay a fee to support one network and a group of technicians who service the entire participant list. As individual participants request additional functionality from the iCommunities program, the enhancements become available to all participants. A base-level functionality is automatically applied to all participants.

Additional functionality is offered on a fee basis; specific features can be set up to accommodate unique needs of a specific organization and costs charged according to complexity and extra support needs. The sharing of knowledge and innovation is one of the most positive by-products of this collaboration.

### The Small City Accounting Project:

**Lessons Learned.** Even with the best of intentions, not all PPPs are successful.

With each new collaborative effort, however, lessons are learned. NCTCOG's Small City Accounting Project is one such example. Riding on the success of a shared services initiative to acquire enterprise resource planning software to handle accounting, purchasing, and human resources functions for three large-member groups, participants



PARTICIPATING ENTITIES CAN BENEFIT SIGNIFICANTLY FROM SHARED SERVICES. BECAUSE INDIVIDUAL PURCHASERS ARE CONSOLIDATED INTO AN ORGANIZED, VOLUME-PURCHASE ARRANGEMENT, THE PARTICIPANTS ARE ABLE TO REALIZE LOWER PRICES WHILE STILL BENEFITING FROM A HIGH-QUALITY PROVIDER.

decided that smaller entities could benefit from a similar project.

The project, unfortunately, never really progressed. The reason for this lack of advancement is that, although the larger entities were already interested in the concept and approached NCTCOG to facilitate the purchasing process, the smaller entities were contacted to determine their interest after all the parameters had been developed.

In this case, the project would have found more success had it been customer driven. The best shared services occur when the planning organization is either approached by the entity or seeks ideas from it directly.

**Compensation Management Services: Looking to the Future.** A current NCTCOG initiative is under way to assist with compensation analysis, design, and best practices implementation. Salary costs usually make up, on average, 70 percent of a local government's general fund budget. Yet tools that readily provide the ability to quickly and accurately analyze, monitor, and control these costs are lacking, as is the ability to assess the impact that changes to salary structures have on benefits and other components of compensation packages.

Various city managers in NCTCOG's 16-county region requested assistance

in identifying potential solutions for evaluating these costs in real time. Through the procurement process, a vendor with a multifaceted web-based solution has been identified. The vendor's web tools have the capability to provide projections of personnel costs using scenario-based analytics, and they also contain current salary data so that any participating organization is able to determine the competitiveness of its compensation and benefit plan.

Other features make it easy to measure internal compensation equity. A major benefit of this program is that it increases the ability of an organization's human resources staff to carry out many functions that are currently done by consultants. This project was approved by the NCTCOG executive board in January 2011, and we are now in the implementation stage.

### Strategy for Success

Consider this course of action for shared services success:

**1. First and foremost, underpromise and overdeliver!** It is important to establish achievable results. If you set unattainable milestones or goals, you can undermine your credibility.

**2. Begin the procurement process with the end goal in mind.** Look

toward the future throughout the RFP research, development, and scoring process. With forethought, you can avoid many of the traps and delays that can evolve during the process. Look for opportunities to standardize because standardization is usually one of the largest contributors to reducing risk and achieving cost savings.

**3. Use a grassroots approach based on a crawl-walk-run philosophy.** It is best to start with a small pilot group and perfect the program before rolling out to a larger audience. Project champions are crucial in building a strong foundation for shared services projects as they have a real interest and commitment to performing the due diligence necessary to support the program and to assuring its success.

For more information on the NCTCOG shared services programs, visit the website at [www.nctcog.org/sharedservices.asp](http://www.nctcog.org/sharedservices.asp). I think our recipe can be used successfully by other local governments that want to navigate the shared services options available today. **PM**



**MONTE MERCER** is deputy executive director, North Central Texas Council of Governments, Arlington, Texas ([mm Mercer@nctcog.org](mailto:mm Mercer@nctcog.org)).

# City of Brookings

## City Council Meeting MINUTES

**Monday, January 28, 2013**

City Hall Council Chambers, 898 Elk Drive, Brookings, OR 97415

### **Call to Order**

Mayor Hedenskog called the meeting to order at 7:08pm, following the Joint City/County Workshop.

### **Roll Call**

Council Present: Mayor Ron Hedenskog, Councilors Bill Hamilton, Brent Hodges, Jake Pieper and Kelly McClain; a quorum present.

Staff Present: City Manager Gary Milliman, Finance & HR Director Janell Howard, Public Works & Development Director Loree Pryce, City Attorney Martha Rice Parks & Tech Services Supervisor Tony Baron, Planning Manager Donna Colby-Hanks and City Recorder Joyce Heffington.

Others Present: Pilot Reporter Jane Stebbins and approximately 12 others.

### **Ceremonies/Appointments/Announcements**

**Councilor Hodges moved, a second followed and Council voted unanimously to appoint Carol Bayne to the Budget Committee.**

### **Staff Reports**

*Discussion and direction on City comment to proposed Department of State Lands rule concerning motorized vehicles on Chetco River.*

City Manager Milliman provided the staff report.

Public Comments: Dianna Blazo and Lois Kirby both commented that they were against the rule.

Councilor Hodges said he opposed the rule and having any additional restrictions on the river's use. "We have this somewhat rogue group," Hodges added, "that's acting on its own accord to impose these rules and for some reason they think we need to bend and compromise, and this is a situation [where] I don't feel the least bit inclined to do that."

Councilor Pieper said the "sole purpose" of the group responsible for proposing the rule was "to promote an extremist, radical environmental agenda." And that the group was "literally on par with religious extremists that just can't be reasoned with." While there were some uses that should be looked at to protect and improve the river, because of who was proposing this rule, Pieper said he was "adamantly opposed to it." He added that the City Council, as community leaders, "should send a strong message that this doesn't fly here; that we don't support them or their agenda."

Councilor McClain said he was against the rule and that he'd seen no more than 10 vehicles making the crossing in the four years he lived here. McClain said there was no scientific proof that vehicle crossings were harming the water and he thought the proposed rule was "an overreaction."

Councilor Hamilton said he was against the rule. He said that, because he had difficulty walking, for a time he'd enjoyed being able to take his vehicle out and fish off the tailgate and he'd seen maybe 15 vehicles crossing the river in the three years he fished there.

Mayor Hedenskog said his goal, when he'd initially reviewed the rule, had been to make sure that it was clear that the restriction was for the main body of the river, not sub-channels and that he'd never made a stand on the issue itself.

Mayor Hedenskog reviewed three alternatives prepared by the City Manager to be submitted to the state as a letter or resolution and Councilor Pieper said he thought a resolution was more fitting.

**Councilor Pieper moved, a second followed and Council voted unanimously to approve Resolution 13-R-999 using Alternate 2, [stating that the Brookings City Council opposes the proposed rule as it is an attempt to address an environmental degradation issue that is unproven, and unduly restricts Brookings residents who have used the Chetco River as a recreational and economic resource for decades].**

#### **Public Hearings/Ordinances/Resolutions/Final Orders**

*Public Hearing on file LDC-2-12, proposing existing airport as outright uses in Brookings Municipal Code (BMC) Chapter 17.40, Public Open Space (P/OS).*

Mayor Hedenskog opened the legislative public hearing in the matter of file LDC-2-12 at 7:39pm.

Under exparte, Councilor Pieper stated that he lives close to the airport and sees it frequently. Hearing no declarations of conflict or personal interest, or objections as to jurisdiction, Mayor Hedenskog reviewed the guidelines and Planning Manager Colby-Hanks reviewed the staff report. There were no public comments and the hearing was closed at 7:43 pm.

**Councilor Pieper moved, a second followed and Council voted unanimously to approve text adding existing airports as an outright use in Chapter 17.40, Public Open/Space of the Brookings Municipal Code.**

*Ordinance 13-O-707 amending Section 17.40.020, Permitted uses, of Chapter 17.40, Public Open Space (P/OS) District.*

**Councilor Pieper moved, a second followed and Council voted unanimously to do a first reading of Ordinance 13-O-707 by title only.**

Mayor Hedenskog read the title.

**Councilor Hodges moved, a second followed and Council voted unanimously to do a second reading of Ordinance 13-O-707 by title only.**

Mayor Hedenskog read the title.

**Councilor Pieper moved, a second followed and Council voted unanimously to adopt Ordinance 13-O-707, [amending Section 17.40.020, Permitted uses, of Chapter 17.40, Public Open Space District].**

*Resolution 13-R-998 revising the appeal process for Public Art Committee decisions.*

Planning Manager Colby-Hanks reviewed the staff report, explaining that there were conflicting processes for appeal and the proposed change would resolve that conflict.

**Councilor Pieper moved, a second followed and Council voted unanimously to approve Resolution 13-R-998 revising the appeal process for Public Art Committee decisions and repealing Resolution 08-R-905.**

*Resolutions 13-R-996 setting System Replacement Fees and 13-R-997 financing infrastructure related to November 19, 2012 storm.*

Director Howard provided the staff report.

**Councilor Hodges moved, a second followed and Council voted unanimously to adopt Resolution 13-R-996 setting System Replacement Fees**

**Councilor Hodges moved, a second followed and Council voted unanimously to adopt Resolution 13-R-997 financing infrastructure related to the November 19, 2012 storm.**

### **Staff Reports**

*Authorization to execute contract with GRI for geotechnical design and construction support for the Beach Lift Station Site Restoration project in an amount not to exceed \$42,250.*

Director Pryce gave the staff report.

Mayor Hedenskog asked about the cost of last year's storm damage and City Manager Milliman said it was around \$550,000 and that storm replacement fees can also be used to replace worn out infrastructure.

**Councilor Hodges moved, a second followed and Council voted unanimously to authorize the City Manager to execute a professional services contract with GRI to provide geotechnical engineering design and construction support for the Beach Lift Station Site Restoration project in the amount not to exceed \$42,250.**

*Acceptance of City of Brookings Audit for fiscal year ending June 30, 2012.*

Director Howard provided the staff report.

**Mayor Hedenskog moved, a second followed and Council voted unanimously to accept the City of Brookings Audit for fiscal year ended June 30, 2012.**

### **Consent Calendar**

1. Approve Council minutes for January 28, 2013
2. Authorize the City Manager to execute a one year contract with U.S. Geological Service to continue recording water levels for the Chetco River
3. Receive monthly financial report for December, 2012

**Councilor Pieper moved, a second followed and Council voted unanimously to approve the Consent Calendar as written.**

### **Remarks from Mayor and Councilors**

Councilor Pieper remarked it might be a good time to assign some tasks to the Public Art Committee and asked that this be a future agenda item.

Councilor McClain said that the airport annexation was coming across as being more complicated than it was and he hoped a joint City/County workshop could be held to discuss this issue.

Mayor Hedenskog said he would like to have another workshop on the annexation.

Councilor Pieper said that it was "a waste" of his time to go over the County's financial problems as Council had been through it before.

Mayor Hedenskog said the County needed the opportunity and venue to discuss and educate the local community about its financial issues and proposed allowing the County to present at a Council meeting.

Councilor McClain said he would be interested in hearing some creative ideas on the County's financial issues, but was not interested in hearing about the tax. He mentioned that City Manager Milliman had presented some good ideas that Council should have a chance to talk about.

Milliman said he could provide an informational piece on ideas that the County had, and had not, implemented as well as a report on the direct impact the County's financial problems could have on the City.

**Adjournment**

Councilor Pieper moved, a second followed and Council voted unanimously to adjourn by voice vote at 8:19pm.

A meeting of the Urban Renewal Agency immediately followed.

Respectfully submitted:

ATTESTED:  
this \_\_\_\_ day of \_\_\_\_\_ 2013:

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Ron Hedenskog, Mayor

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Joyce Heffington, City Recorder

MINUTES  
BROOKINGS PARKS AND RECREATION COMMISSION  
December 13, 2012

**CALL TO ORDER**

Chair Patricia Brown called the meeting to order at 7:02 pm followed by the Pledge of Allegiance.

**ROLL CALL**

*Present:* Commissioners Garth Richey and Don Vilelle; Chairperson Patricia Brown

*Also present:* Parks/Tech Services Supervisor Tony Baron

*Absent:* Commissioner Don Laque

**APPROVAL OF MINUTES**

**A. Motion made to approve the minutes of September 27, 2012 as written; motion seconded and Commission voted; the motion carried unanimously.**

**PUBLIC APPEARANCES**

None

**REGULAR AGENDA**

None

**INFORMATION UPDATES/DISCUSSION ITEMS**

- Parks Capital Improvement List of 2013-2014 - Parks/Tech Services Supervisor Tony Baron reviewed the 2011-2012 Capital Improvement List and provided informational updates on the projects status. Many projects have been completed or are in progress. Tony to compile a new list of projects and requested Commissioners review and prioritize the projects before the January meeting.
- Dog Park - Tony introduced discussion of developing an "Unleashed Dog Area" at a city owned location, as dogs are not allowed unleashed in parks and believes there may be city areas that could be developed for pet owners to allow dogs to run off leash. "Unleashed Areas" are typically two separately fenced flat grassy areas to allow separate areas for incompatible dogs. Stout Park, Easy Manor Park, Bud Cross Park, Azalea Park all mentioned as possible sites, all sites would need fencing. Commissioner Vilelle and Richey both stated they would rather see the skate park fenced before spending money on fences on a dog park. Tony Baron believes interested dog owners will come forward and initiate efforts to take on the project. He will map out three different areas and submit to Commissioners for review.

**STAFF UPDATES**

- Maintenance of Chetco Bridge Overlook - No new progress, still waiting to negotiate an intergovernmental agreement with ODOT to take over some of the maintenance of the roadside in the Chetco Bridge area. Tony advised that Brian Tillung is trying to install a flag pole in that area also. Eventually hope to have a park area established.
- Progress on Parks Projects
  - *Bud Cross Park* - moving along, sidewalks/ramp almost complete.
  - *Azalea Park Foundation* - Memorandum of Understanding has been signed which includes the formal gardens and their input on how to handle the native azaleas. The Foundation volunteers are dwindling and hope is to recruit younger members.
  - *Lower Stout Park* - no updates or minutes from their meeting. They are trying to get the transformer and irrigation to the well.
  - *Social Security Bar Access* - Path of river has changed and now a pothole with a pool of

water is at the foot of the boat ramp and people are crossing the pool to get across to the sandbar and riverbank thus deepening the pothole, possibly getting stuck and having vehicle oil eventually washing into the river. Oregon Parks & Rec is now involved, as the pothole can no longer be filled without going through the process of obtaining a permit from Army Corp of Engineers and having various organizations establishing rules on crossing the river which have people taking sides.

- *West Family Foundation Grant Award* - Tony applied for and has received a \$10,000 grant to partially fund the replacement of the \$26,000 backstops at Bud Cross Park. Hopes to fundraise or obtain further grants to raise the rest of the costs.

## **COMMISSIONER REPORTS/COMMENTS**


**Commissioner Richey** - wondered the amount of time the City contributed to lighting up Azalea Park for Natures Coastal Holiday. Tony did not know the total amount of time, but the PW crew did spend a great amount of time on the event. Commissioner Richey advised the volunteer groups putting up the lights this year dwindled greatly and not as many people showed up to help. All of the organizations are suffering from low turnout of volunteers; need to encourage more groups of people to volunteer for various activities, with leaders providing organizational direction.

Congratulations to Commissioner Vilelle for his award of the 2012 Volunteer of the Year.

## **ADJOURNMENT**

With no further business before the Commission, the meeting adjourned at 8:10 pm. Next meeting is scheduled for January 24, 2013.

Respectfully submitted,

  
~~Patricia Brown, Chair~~ Don Vilelle, Co-chair  
(approved at January 24, 2013 meeting)

## Report Criteria:

Report type: Summary

GL Period	Check Issue Date	Check Number	Vendor Number	Payee	Check GL Account	Amount
01/13	01/31/2013	68771	4984	Johnathan Nunes	10002005	28.60- V
01/13	01/10/2013	69766	2178	Watershed, Inc	10002005	407.00- V
01/13	01/03/2013	69841	5069	911 Supply Inc	10002005	110.23
01/13	01/03/2013	69842	682	Al's Radio Shack	10002005	37.97
01/13	01/03/2013	69843	4802	ASCAP	10002005	327.00
01/13	01/03/2013	69844	1169	Brookings Electronic Svs Inc	10002005	362.38
01/13	01/03/2013	69845	313	Brookings Vol Firefighters	10002005	2,250.00
01/13	01/03/2013	69846	528	Caselle, Inc	10002005	769.33
01/13	01/03/2013	69847	1840	Chetco Federal Credit Union	10002005	3,053.00
01/13	01/03/2013	69848	3834	Clean Sweep Janitorial Service	10002005	752.00
01/13	01/03/2013	69849	822	Coast Auto Center	10002005	391.78
01/13	01/03/2013	69850	4882	Coastal Heating & Air	10002005	100.00
01/13	01/03/2013	69851	1745	Coastal Paper & Supply, Inc	10002005	948.35
01/13	01/03/2013	69852	151	Curry Coastal Pilot	10002005	67.50
01/13	01/03/2013	69853	648	Curry County Sheriffs Office	10002005	2,929.23
01/13	01/03/2013	69854	575	Dell Marketing L.P.	10002005	3,574.04
01/13	01/03/2013	69855	1	Billie Epping-Fate	10002005	39.24
01/13	01/10/2013	69856	2340	Diamond Communications, Inc	10002005	.00 V
01/13	01/03/2013	69857	4646	Frontier	10002005	651.97
01/13	01/03/2013	69858	199	Harper, Richard	10002005	300.00
01/13	01/03/2013	69859	4671	Holiday Inn	10002005	372.05
01/13	01/03/2013	69860	4171	In-Motion Graphics	10002005	386.11
01/13	01/03/2013	69861	162	Kerr Hardware	10002005	1,300.92
01/13	01/03/2013	69862	202	League of Oregon Cities	10002005	1,168.40
01/13	01/03/2013	69863	5024	Lincoln Commercial Pool Equipm, Inc	10002005	177.47
01/13	01/03/2013	69864	4573	Methodworks	10002005	550.00
01/13	01/03/2013	69865	4269	Milliman, Gary	10002005	67.50
01/13	01/03/2013	69866	1115	Terry Murray	10002005	120.00
01/13	01/03/2013	69867	4443	Napa Auto Parts	10002005	246.28
01/13	01/03/2013	69868	334	North Coast Electric Company	10002005	3,567.00
01/13	01/03/2013	69869	1330	Northwest Uniforms, Inc	10002005	586.00
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01/13	01/03/2013	69872	3814	Optics Planet	10002005	230.58
01/13	01/03/2013	69873	311	Paramount Supply Company	10002005	870.19
01/13	01/03/2013	69874	322	Postmaster	10002005	820.00
01/13	01/03/2013	69875	3751	Proficient Automotive	10002005	907.20
01/13	01/03/2013	69876	4852	Loree Pryce	10002005	49.95
01/13	01/03/2013	69877	3369	Schwabe Williamson & Wyatt PC	10002005	78.00
01/13	01/03/2013	69878	316	South Coast Storage & Industry	10002005	150.00
01/13	01/03/2013	69879	2586	TMG Services Inc	10002005	419.97
01/13	01/03/2013	69880	2863	Verizon Wireless	10002005	386.31
01/13	01/03/2013	69881	861	Village Express Mail Center	10002005	34.63
01/13	01/03/2013	69882	2122	Cardmember Service	10002005	2,965.06
01/13	01/03/2013	69883	169	Waste Connections Inc	10002005	314.12
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01/13	01/03/2013	69885	4694	Travis Wright	10002005	267.00
01/13	01/03/2013	69886	4131	Zumar Industries Inc	10002005	826.05
01/13	01/10/2013	69887	2340	Diamond Communications, Inc	10002005	.00 V
01/13	01/11/2013	69888	882	Advanced Security Systems	10002005	70.50
01/13	01/11/2013	69889	3236	AT&T Mobile	10002005	17.07
01/13	01/11/2013	69890	3996	Beery Elsner & Hammond LLP	10002005	450.00
01/13	01/11/2013	69891	4939	BI- Mart Corporation	10002005	347.77

GL Period	Check Issue Date	Check Number	Vendor Number	Payee	Check GL Account	Amount
01/13	01/11/2013	69892	714	Brookings Signs & Graphics	10002005	47.73
01/13	01/11/2013	69893	4193	C & K Markets, Inc	10002005	262.94
01/13	01/11/2013	69894	5070	Cannon Solutions America	10002005	69.97
01/13	01/11/2013	69895	4736	C-More Pipe Services CO.	10002005	4,895.00
01/13	01/11/2013	69896	183	Colvin Oil Company	10002005	5,530.81
01/13	01/11/2013	69897	1	Laura Green	10002005	112.16
01/13	01/11/2013	69898	1	Gene & Colleen Gurney	10002005	14.66
01/13	01/11/2013	69899	1	George & Bonnie Kuppler	10002005	39.03
01/13	01/11/2013	69900	1	Francis McCourt	10002005	37.20
01/13	01/11/2013	69901	1	Doris Minas	10002005	38.27
01/13	01/11/2013	69902	1	Marlene Moltane	10002005	27.22
01/13	01/11/2013	69903	1	Stuart Watkins	10002005	1.82
01/13	01/11/2013	69904	2340	Diamond Communications, Inc	10002005	125.00
01/13	01/11/2013	69905	298	Freeman Rock, Inc	10002005	224.50
01/13	01/11/2013	69906	4646	Frontier	10002005	20.12
01/13	01/11/2013	69907	198	Grants Pass Water Lab	10002005	256.00
01/13	01/11/2013	69908	167	Hach Company	10002005	312.80
01/13	01/11/2013	69909	328	Les Schwab Tire Center	10002005	52.48
01/13	01/11/2013	69910	4498	Mauldin Electric	10002005	773.00
01/13	01/11/2013	69911	2940	McLennan Builders Inc	10002005	19,601.97
01/13	01/11/2013	69912	283	Mufflers & More	10002005	173.75
01/13	01/11/2013	69913	4487	Net Assets Corporation	10002005	240.00
01/13	01/11/2013	69914	340	NFPA	10002005	165.00
01/13	01/11/2013	69915	3159	Northcoast Health Screening	10002005	360.00
01/13	01/11/2013	69916	5008	Online Information Services	10002005	76.30
01/13	01/11/2013	69917	427	Oregon Pacific Company	10002005	520.00
01/13	01/11/2013	69918	2089	OVFA	10002005	140.00
01/13	01/11/2013	69919	187	Quality Fast Lube & Oil	10002005	43.25
01/13	01/18/2013	69920	4363	Robert N. Black, Attorney	10002005	.00 V
01/13	01/11/2013	69921	3093	Shelton Turnbull Printers Inc	10002005	156.36
01/13	01/11/2013	69922	582	South Coast Office Supply	10002005	42.94
01/13	01/11/2013	69923	380	Stadelman Electric Inc	10002005	816.25
01/13	01/11/2013	69924	2863	Verizon Wireless	10002005	80.02
01/13	01/11/2013	69925	169	Waste Connections Inc	10002005	2,269.69
01/13	01/11/2013	69926	5071	Wes' Towing	10002005	69.00
01/13	01/11/2013	69927	5011	Xylem Water Solutions USA, INC	10002005	10,596.80
01/13	01/16/2013	69928	2505	Aramark	10002005	105.80
01/13	01/16/2013	69929	256	B & B Excavation	10002005	150.00
01/13	01/16/2013	69930	3469	Brenntag Pacific Inc	10002005	6,836.41
01/13	01/16/2013	69931	715	Budge McHugh Supply	10002005	105.50
01/13	01/16/2013	69932	5070	Cannon Solutions America	10002005	60.65
01/13	01/16/2013	69933	588	Cardinal Services Inc	10002005	1,085.76
01/13	01/16/2013	69934	3015	Charter Communications	10002005	84.90
01/13	01/16/2013	69935	3844	Donna Colby-Hanks	10002005	50.00
01/13	01/16/2013	69936	182	Coos-Curry Electrical Cooperat, INC	10002005	3,272.38
01/13	01/16/2013	69937	151	Curry Coastal Pilot	10002005	267.32
01/13	01/16/2013	69938	166	Dan's Auto & Marine Electric	10002005	436.06
01/13	01/16/2013	69939	259	Da-Tone Rock Products	10002005	1,137.35
01/13	01/16/2013	69940	575	Dell Marketing L.P.	10002005	194.35
01/13	01/16/2013	69941	2640	Dyer Partnership Inc., The	10002005	12,442.65
01/13	01/16/2013	69942	5073	Edwards Roofing	10002005	8,046.00
01/13	01/16/2013	69943	5076	Employment Relations Board	10002005	500.00
01/13	01/16/2013	69944	5074	Wesley Ferraccioli	10002005	657.49
01/13	01/16/2013	69945	153	Ferrellgas	10002005	1,566.82
01/13	01/16/2013	69946	4646	Frontier	10002005	886.17
01/13	01/16/2013	69947	5065	Gold Beach Lumber	10002005	6,629.76

GL Period	Check Issue Date	Check Number	Vendor Number	Payee	Check GL Account	Amount
01/13	01/16/2013	69948	1130	H.D. Fowler	10002005	6,150.05
01/13	01/16/2013	69949	5075	President and Fellows of Harvard Colleg	10002005	11,800.00
01/13	01/16/2013	69950	4741	M & J Glazebrook Construction	10002005	14,964.40
01/13	01/16/2013	69951	4498	Mauldin Electric	10002005	480.00
01/13	01/16/2013	69952	2940	McLennan Builders Inc	10002005	4,771.84
01/13	01/16/2013	69953	329	New Hope Plumbing	10002005	3,795.00
01/13	01/16/2013	69954	537	Oregon Teamster Emp Trust	10002005	2,930.85
01/13	01/16/2013	69955	5072	Palm Cleaning	10002005	145.00
01/13	01/16/2013	69956	4815	PLATT	10002005	1,260.00
01/13	01/16/2013	69957	4852	Loree Pryce	10002005	67.16
01/13	01/16/2013	69958	4639	Red Sky Roofing	10002005	340.00
01/13	01/16/2013	69959	3	Harris Beach Homeowners	10002005	328.42
01/13	01/16/2013	69960	3	Michael Olsen	10002005	201.28
01/13	01/16/2013	69961	3	Leon Walker	10002005	62.24
01/13	01/16/2013	69962	4363	Robert N. Black, Attorney	10002005	2,174.75
01/13	01/16/2013	69963	380	Stadelman Electric Inc	10002005	10,824.00
01/13	01/16/2013	69964	2125	State of OR Water Resource Dp	10002005	75.00
01/13	01/16/2013	69965	4525	TL Productions, Inc.	10002005	1,703.85
01/13	01/16/2013	69966	990	UPS	10002005	53.78
01/13	01/16/2013	69967	4370	Verizon Business	10002005	227.26
01/13	01/16/2013	69968	2863	Verizon Wireless	10002005	26.33
01/13	01/16/2013	69969	861	Village Express Mail Center	10002005	53.56
01/13	01/16/2013	69970	5077	William West	10002005	240.00
01/13	01/16/2013	69971	4131	Zumar Industries Inc	10002005	123.13
01/13	01/16/2013	69972	3907	Rock Island Design	10002005	2,767.32
01/13	01/24/2013	69973	4856	911 Supply	10002005	67.49
01/13	01/24/2013	69974	682	Al's Radio Shack	10002005	18.97
01/13	01/24/2013	69975	4909	AterWynne LLP	10002005	637.50
01/13	01/24/2013	69976	1233	Bart Kast Builder	10002005	1,750.00
01/13	01/24/2013	69977	2407	Blue Star Gas	10002005	1.00
01/13	01/24/2013	69978	4827	Boldt, Carlisle & Smith LLC	10002005	3,095.00
01/13	01/24/2013	69979	148	Brookings-Harbor Chamber of Commere	10002005	50.00
01/13	01/24/2013	69980	715	Budge McHugh Supply	10002005	84.97
01/13	01/24/2013	69981	5070	Cannon Solutions America	10002005	286.11
01/13	01/24/2013	69982	3015	Charter Communications	10002005	990.00
01/13	01/24/2013	69983	3844	Donna Colby-Hanks	10002005	69.00
01/13	01/24/2013	69984	183	Colvin Oil Company	10002005	6,068.10
01/13	01/24/2013	69985	317	DCBS - Fiscal Services	10002005	512.13
01/13	01/24/2013	69986	1	Jose Flores	10002005	23.16
01/13	01/24/2013	69987	1	Beverley Haines	10002005	255.15
01/13	01/24/2013	69988	1	Lee, David	10002005	2.10
01/13	01/24/2013	69989	1	Mary Mendoza	10002005	57.61
01/13	01/24/2013	69990	1	Richard Pearce	10002005	1.65
01/13	01/24/2013	69991	371	Department of Environmental Quality	10002005	7,209.00
01/13	01/24/2013	69992	749	Emerald Pool & Patio	10002005	98.14
01/13	01/24/2013	69993	3342	Fastenal	10002005	166.12
01/13	01/24/2013	69994	4646	Frontier	10002005	199.36
01/13	01/24/2013	69995	4989	Gaylord Klinefelter Contracting	10002005	11,029.00
01/13	01/24/2013	69996	5078	Geotechnical Resources, Inc	10002005	5,481.25
01/13	01/24/2013	69997	4128	GSI Water Solutions Inc	10002005	640.00
01/13	01/24/2013	69998	5024	Lincoln Commercial Pool Equipm, Inc	10002005	375.50
01/13	01/24/2013	69999	3678	Kenneth Manuele	10002005	150.00
01/13	01/24/2013	70000	4498	Mauldin Electric	10002005	506.00
01/13	01/24/2013	70001	2940	McLennan Builders Inc	10002005	740.43
01/13	01/24/2013	70002	4981	McLennan Excavation, Inc	10002005	24,252.64
01/13	01/24/2013	70003	433	NCL of Wisconsin	10002005	138.51

GL Period	Check Issue Date	Check Number	Vendor Number	Payee	Check GL Account	Amount
01/13	01/24/2013	70004	3935	Northern California Glove	10002005	340.00
01/13	01/24/2013	70005	1573	Northwest Business Systems	10002005	316.92
01/13	01/24/2013	70006	4559	Oregon Assoc. of Clean Water Agencies	10002005	607.00
01/13	01/24/2013	70007	687	Owen Equipment Company	10002005	477.44
01/13	01/24/2013	70008	378	Quality Control Services	10002005	680.00
01/13	01/24/2013	70009	207	Quill Corporation	10002005	156.23
01/13	01/24/2013	70010	3	Peter Ftacnik	10002005	33.85
01/13	01/24/2013	70011	5029	RPM Powder Coating	10002005	100.00
01/13	01/24/2013	70012	612	Strahm's Sealcoat & Striping, INC	10002005	525.00
01/13	01/24/2013	70013	3752	Trace Analytics Inc	10002005	75.00
01/13	01/24/2013	70014	432	USA Bluebook	10002005	2,622.80
01/13	01/31/2013	70015	882	Advanced Security Systems	10002005	140.00
01/13	01/31/2013	70016	682	Al's Radio Shack	10002005	4.49
01/13	01/31/2013	70017	993	ATCO International	10002005	100.00
01/13	01/31/2013	70018	255	Batteries Plus	10002005	131.00
01/13	01/31/2013	70019	1169	Brookings Electronic Svs Inc	10002005	20,000.00
01/13	01/31/2013	70020	416	Brookings Lock & Safe Co	10002005	35.00
01/13	01/31/2013	70021	212	Chem Quip Inc	10002005	2,372.29
01/13	01/31/2013	70022	3834	Clean Sweep Janitorial Service	10002005	700.00
01/13	01/31/2013	70023	182	Coos-Curry Electric	10002005	24,590.05
01/13	01/31/2013	70024	284	Day Management Corp	10002005	973.00
01/13	01/31/2013	70025	575	Dell Marketing L.P.	10002005	35.58
01/13	01/31/2013	70026	1	Robert Elayer	10002005	21.58
01/13	01/31/2013	70027	371	Dept. of Environmental Quality	10002005	405.00
01/13	01/31/2013	70028	4894	Anella Ehlers	10002005	46.90
01/13	01/31/2013	70029	298	Freeman Rock, Inc	10002005	373.56
01/13	01/31/2013	70030	5065	Gold Beach Lumber	10002005	59.98
01/13	01/31/2013	70031	2153	Gov Finance Officers Assn	10002005	380.00
01/13	01/31/2013	70032	3961	Grizzly Fence & Construction	10002005	758.50
01/13	01/31/2013	70033	4981	McLennan Excavation, Inc	10002005	45,692.15
01/13	01/31/2013	70034	4901	Mountain View Paving, Inc	10002005	825.00
01/13	01/31/2013	70035	1844	My-Comm, Inc	10002005	80.00
01/13	01/31/2013	70036	685	Neilson Research Corporation	10002005	613.80
01/13	01/31/2013	70037	4984	Johnathan Nunes	10002005	28.60
01/13	01/31/2013	70038	4428	Raymond Page	10002005	12.00
01/13	01/31/2013	70039	4815	PLATT	10002005	899.81
01/13	01/31/2013	70040	3751	Proficient Automotive	10002005	170.00
01/13	01/31/2013	70041	187	Quality Fast Lube & Oil	10002005	83.00
01/13	01/31/2013	70042	207	Quill Corporation	10002005	1,259.11
01/13	01/31/2013	70043	5079	The Service Center	10002005	68.50
01/13	01/31/2013	70044	582	South Coast Office Supply	10002005	33.65
01/13	01/31/2013	70045	380	Stadelman Electric Inc	10002005	2,549.94
01/13	01/31/2013	70046	5080	Superfly Distilling Company	10002005	1,895.93
01/13	01/31/2013	70047	2586	TMG Services Inc	10002005	1,305.19
01/13	01/31/2013	70048	432	USA Bluebook	10002005	150.70
01/13	01/31/2013	70049	5011	Xylem Water Solutions USA, INC	10002005	7,895.25
01/13	01/31/2013	70050	4131	Zumar Industries Inc	10002005	147.65
Grand Totals:						378,831.03

# City of Brookings Urban Renewal Agency Meeting MINUTES

City Hall Council Chambers, 898 Elk Drive, Brookings, OR 97415

**Monday, January 28, 2013**

## **Call to Order**

Chair Hedenskog called the meeting to order at 8:20pm.

## **Roll Call**

Agency Present: Chair Ron Hedenskog, Directors Bill Hamilton, Brent Hodges, Jake Pieper, and Kelly McClain; a quorum present.

Staff Present: Executive Director Gary Milliman, Finance & HR Director Janell Howard, City Attorney Martha Rice and City Recorder Joyce Heffington.

Others Present: Curry Coastal Pilot Reporter Jane Stebbins and approximately 3 others.

## **Consent Calendar**

- Approve Agency minutes for November 13, 2012.

**Director Pieper moved, a second followed and the Agency voted unanimously to approve the Consent Calendar as written.**

## **Public Comments**

Tim Patterson, Brookings, asked Council to consider reinstating the Urban Renewal Façade program, targeting specific buildings, if funding is available.

Mayor Hedenskog asked Executive Director Milliman to comment and Milliman said he could provide a report on Agency funds to Council on the next agenda. Councilor Pieper asked that it include a summary on the façade program.

## **Staff Reports**

*Acceptance of Agency's Audit for fiscal year ended June 30, 2012.*

Director Howard provided the staff report.

**Director Hodges moved, a second followed and the Agency voted unanimously to accept the Brookings Urban Renewal Agency's Audit for fiscal year ended June 30, 2012.**

## **Adjournment**

Director Hodges moved, a second followed and the Agency voted unanimously to adjourn by voice vote at 8:26pm.

Respectfully submitted:

ATTESTED:

this \_\_\_\_ day of \_\_\_\_\_ 2013:

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Ron Hedenskog, Chair

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Joyce Heffington, City Recorder



# CITY OF BROOKINGS

## URBAN RENEWAL AGENCY

### AGENDA REPORT

Meeting Date: February 11, 2013

Originating Dept: Executive Director

  
Signature (submitted by)  
  
Executive Director Approval

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Subject: Urban Renewal Funding Review

Recommended Motion:  
Discussion only.

Background/Discussion:

#### **DOWNTOWN PROJECT FINANCING**

The Agency funded the reconstruction of 11 blocks of downtown streets in 2009-2011, including undergrounding of overhead utilities, water and sewer line replacement, storm drain improvements, street lights and curb/gutter/sidewalk installation. This \$3.3 million project was financed in July 2009. The 2012-13 debt service is \$334,441 and continues through June 2020.

#### **COVE ROAD**

The Agency funded \$187,000 of the Cove Road Realignment Project in 2012. The project costs totaled \$508,000; the remainder of which was paid with funds from Streets System Development Charges (SDC), Streets System Replacement (SRF), Water SDC, and Water SRF monies.

#### **AZALEA PARK INFRASTRUCTURE PROJECT**

Several years ago, the Agency allocated \$16,000 to be used to pay for the extension of utility service into Azalea Park to support the construction of a second snack shack and restroom facility adjacent to the athletic fields. This project has not moved forward due to a change in design for the athletic fields that will affect the alignment of the utility services.

#### **BI MART**

The Agency agreed to use \$80,000 in URA funds to "write down" the sales price of the City property to Bi Mart. Under the terms of an agreement between the City and the Agency, the Agency is to pay the City \$80,000 as the difference between the subject property appraised value and the sales price. Payments are to be made from increases in property tax revenues to the Agency from the Bi Mart property. The first payment is to be made this year for approximately \$10,000.

#### **FAÇADE PROGRAM**

The Agency operated a façade improvement matching grant program during the period 2006-2008. During this period the Agency made grants totaling \$275,545 which were matched by

private investment totaling \$361,153 to improve the façades of 24 buildings in the downtown area. The average grant was \$11,481.

## **FUTURE PROJECTS**

### **North Bank Chetco River Road Sewer Extension**

In 2012, the Agency tentatively approved the use of \$200,000 in URA funds to assist in the cost of extending sewer service to several large parcels on North Bank Chetco River Road. A portion of this area is within the URA. The project developer has submitted a new proposal to the City which would not serve properties within the URA, thus making the project ineligible for URA funding.

### **Railroad Street**

The City has applied for \$2,510,000 in grant funding for the reconstruction of Railroad Street between Oak Street and Center Street. The total estimated project cost is \$4,510,000 and it is anticipated that URA funds would be used to pay for the \$1,750,000 match through a new debt financing. If approved for grant funding, this project would not be constructed until 2015-18.

### **Hemlock Street**

Reconstruction of Hemlock Street between Oak and Wharf Street was prioritized as the next major street improvement project to be constructed with URA funds. The estimated construction cost was \$853,000 in 2009, not including utility undergrounding. It is our understanding that Coos Curry Electric Cooperative relocated major power line facilities from Railroad Street to Hemlock some years ago in anticipation of the couplet project, and that it would be extremely expensive to underground the Hemlock Street electric utilities. The City unsuccessfully pursued grant funding for a portion of the Hemlock Street cost in 2009. Since that time, the City's attention has turned to Railroad Street as a result of the Cove Road improvements and new development occurring there; and because the climate for grant funding for Railroad Street seems to be more favorable.

### **North Chetco Improvements**

In an unsuccessful grant application about four years ago, the City proposed to use URA funding as the local match for the installation of sidewalks along Chetco Avenue from where they end north of 5<sup>th</sup> Street to Easy Street. This project was not funded.

## **PROJECT LIST**

Attached is the list of approved expenditure categories and projects that was adopted with the Urban Renewal Plan in 2002. Any project undertaken by the Agency using URA funds must be consistent with this category/project list.

## **AVAILABLE FUNDS**

The Agency is anticipating refinancing outstanding debt of \$2,885,000, from 4.66% to 3.0% or less in 2013. At the same time, the Agency planned and budgeted to finance approximately \$1,000,000 to fund the construction of a segment of Railroad Street. The City subsequently applied for grant funding to pay for 60 per cent of the cost of the entire Railroad Street project. Thus, staff has not proceeded with this financing. This means that \$84,000 which is budgeted for servicing the new debt will not be used for that purpose this year; but a larger indebtedness will be needed in 2015-18 to fund the Agency/City share of the Railroad Street project, if grant funding is approved.

These unspent funds could be held as cash to contribute toward the Railroad Street project match in the 2015-18 period, or could be reallocated to other projects.

Attachment(s):

- a. Brookings Renewal Plan Project Table.
- b. Façade program summary.

<b>BROOKINGS RENEWAL PLAN</b>	
<b>Table 2</b>	
<b>Estimated Cost of Project Activities</b>	
	<b>Estimated cost</b>
<b>Public Parks &amp; Open Spaces</b>	<b>\$1,582,500</b>
Create a Central Plaza	
Walkways and Plazas	
Local Nature Interpretive Areas	
Looped walkway from downtown to public parks	
Wetlands Park at Old Mill Pond	
Enhance Chetco Park and other parks in project area	
<b>Streets and Public Utilities</b>	<b>\$3,165,000</b>
Improve Railroad St, Chetco Av, Fern, Willow, Spruce, Hemlock, Alder & Wharf Sts	
Assist Street improvements in CIP	
Assist Water, Sewer, Storm improvements in CIP	
<b>Streetscape</b>	<b>\$791,250</b>
Accent Paving	
Decorative lighting	
Street trees , planters, landscaping	
Benches, trash receptacles, bike racks	
Street & Directional signs	
Public art	
Gateway monuments and landscape features	
Under grounding of overhead utilities	
<b>Pedestrian, Bike, &amp; Transit Improvements</b>	<b>\$791,250</b>
New bike paths in renewal area	
Pedestrian connections to waterfront	
<b>Other Public Facilities</b>	<b>\$2,373,750</b>
Public Restrooms	
Enhancement of public museum	
Relocate City Hall	
Performing Arts Center	
Community Center	
<b>Public Parking Facilities</b>	<b>\$791,250</b>
New lot at Fern & Spruce	
New lots at pockets along Railroad St.	
New RV parking lot	
<b>Development and Redevelopment</b>	<b>\$3,165,000</b>
Assist development of new medical facility	
Assist development of higher education facilities	
Assist in construction or expansion of job creating facilities	
<b>Provide Low Interest Rate Loans &amp; Incentives</b>	<b>\$791,250</b>
<b>Preservation &amp; Rehabilitation</b>	<b>\$791,250</b>
<b>Program Administration</b>	<b>\$1,582,500</b>
<b>TOTALS</b>	<b>\$15,825,000</b>

# Facade Improvement Program Overview

**Total available, 06-08** \$ 275,568 Project Total **24**

**Total Match:** \$ 275,545 (Paid out)

**Balance :** \$ 23 (rounded)

<b>#</b>	<b>Approved Projects Physical Address</b>	<b>DBA</b>	<b>Total Cost</b>	<b>Committed FIP Match</b>	<b>Running Balance</b>	<b>Amount Paid</b>	<b>Year Comp</b>
1	815 Railroad	Coos Curry Electric	11,290	5,645	269,923	5,645	2006
2	509 Chetco Ave	Colours Gallery	2,700	1,350	268,573	1,350	2006
3	624 Fleet St	Fitzgerald Building	860	430	268,143	430	2006
4	515 Chetco Ave	Gallery Restaurants	5,514	2,757	265,386	2,757	2006
5	611 Spruce	Roberts & Associates	19,940	9,970	255,416	9,970	2007
6	630 Fleet St.	Brookings Natural Foods	3,500	1,750	253,666	1,750	2006
7	554 Chetco Ave	Lorings Lighthouse	50,000	20,000	233,666	20,000	2007
8	815 Railroad	Coos Curry Electric (signage)	6,932	3,466	230,200	3,466	2006
9	555 Chetco Ave	Brookings Chiropractic	46,800	20,000	210,200	20,000	2007
10	410 Oak St.	Azalea Lane	41,225	20,000	190,200	20,000	2006
11	365 Wharf	Bernie Bishop Mazda	21,500	10,750	179,450	10,750	2007
12	517 Chetco Ave	Babin & Keusink, PC	6,154	3,077	176,373	3,077	2007
13	2 Ross Road	The Center	44,672	20,000	156,373	20,000	2007
14	704 Chetco	Curry Collections	42,440	20,000	136,373	20,000	2007
15	549 Chetco	(vacant)	38,200	19,100	117,273	19,100	2008
16	604 Railroad	Local Market	35,000	17,500	99,773	17,500	2007
17	620 Hemlock	Humane Society Thrift Shop	35,821	17,911	81,862	17,911	2007
18	509 Chetco	Exotic Wood	7,500	3,750	78,112	3,727	2007
19	621 Chetco	Theatre	46,410	20,000	58,112	20,000	2008
20	609 Chetco	Suzie Q's	14,050	7,025	51,087	7,025	2008
21	519 Chetco	Chetco Plaza	80,438	20,000	31,087	20,000	2007
22	654 Chetco	Banana Belt	1,600	800	30,287	800	2007
23	520/522 Hemlock	Storage facility	20,574	10,287	20,000	10,287	2008
24	702 Chetco	His Haven of Hope	53,600	20,000	-	20,000	2008

**\$636,720**

**Total Paid** \$275,545

**Unpaid Committed Balance** \$ -

\$361,153 Leveraged

11,481 Avg Grant

\* includes additional \$6373 approved by Council for 702 Chetco project



# February 2013

February 2013						
Su	Mo	Tu	We	Th	Fr	Sa
3	4	5	6	7	1	2
10	11	12	13	14	8	9
17	18	19	20	21	15	16
24	25	26	27	28	22	23

March 2013						
Su	Mo	Tu	We	Th	Fr	Sa
3	4	5	6	7	1	2
10	11	12	13	14	8	9
17	18	19	20	21	15	16
24	25	26	27	28	22	23
31					29	30

	Monday	Tuesday	Wednesday	Thursday	Friday
	Jan 28	29	30	31	Feb 1
Jan 28 - Feb 1					4:00pm 5:00pm CC - Staff
Feb 4 - 8	4	5	6	7	8
	11:00am 12:00pm CC - VIPS 4:00pm 6:00pm CC - Council Wkshp 7:00pm 10:00pm FH-FireTrng	9:00am 10:00am CC - Site Plan 4:00pm 5:00pm CC - Staff	12:00pm 1:00pm CC - Stout Park 7:00pm 9:00pm FH-PoliceResrvs	10:00am 4:00pm CC - Muni Court	
Feb 11 - 15	11	12	13	14	15
	7:00pm 10:00pm FH-FireTrng 7:00pm 9:30pm CC-Council	9:00am 10:00am CC - Site Plan 3:00pm 4:00pm CC - Staff 4:00pm 6:00pm CC - TPAC	10:00am 11:00am FH-BRFD	9:00am 10:30am CC-Crm Stoppers	
Feb 18 - 22	18	19	20	21	22
	Presidents Day - Closed 11:00am 12:00pm CC-VIPS 7:00pm 10:00pm FH-FireTrng	9:00am 10:00am CC - Site Plan	6:00pm 8:00pm CC - Budget Workshop	11:00am 12:00pm CC- Public Art Comm 7:00pm 9:00pm CC - Parks & Rec	
Feb 25 - Mar 1	25	26	27	28	Mar 1
	7:00pm 9:00pm CC-Council 7:00pm 10:00pm FH-FireTrng	9:00am 10:00am CC - Site Plan 6:00pm 8:00pm CC-Budget Workshop			

# March 2013

March 2013						
Su	Mo	Tu	We	Th	Fr	Sa
3	4	5	6	7	1	2
10	11	12	13	14	8	9
17	18	19	20	21	22	23
24	25	26	27	28	29	30
31						

April 2013						
Su	Mo	Tu	We	Th	Fr	Sa
7	1	2	3	4	5	6
14	8	9	10	11	12	13
21	15	16	17	18	19	20
28	22	23	24	25	26	27
	29	30				

	Monday		Tuesday		Wednesday		Thursday		Friday	
	Feb 25		26		27		28		Mar 1	
Feb 25 - Mar 1										
Mar 4 - 8	4		5		6		7		8	
	11:00am 12:00pm CC - VIPS 4:00pm 6:00pm CC - Council Wkshp 7:00pm 10:00pm FH-FireTrng		9:00am 10:00am CC - Site Plan 7:00pm 10:00pm CC-Planning Comm		12:00pm 1:00pm CC - Stout Park 6:00pm 8:00pm CC-Budget Workshop 7:00pm 9:00pm FH-PoliceResrvs		10:00am 4:00pm CC - Muni Court			
Mar 11 - 15	11		12		13		14		15	
	7:00pm 10:00pm FH-FireTrng 8:00pm 10:30pm CC-Council		9:00am 10:00am CC - Site Plan 3:00pm 4:00pm CC - Staff		10:00am 11:00am FH-BRFD 5:30pm 7:30pm CC - Victims Impact		9:00am 10:30am CC-Crm Stoppers			
Mar 18 - 22	18		19		20		21		22	
	11:00am 12:00pm CC-VIPS 7:00pm 10:00pm FH-FireTrng		9:00am 10:00am CC - Site Plan				11:00am 12:00pm CC- Public Art Comm			
Mar 25 - 29	25		26		27		28		29	
	7:00pm 9:00pm CC-Council 7:00pm 10:00pm FH-FireTrng		9:00am 10:00am CC - Site Plan				7:00pm 9:00pm CC-Parks & Rec			