

PART I

SEC

5

1072

P 1115-156

A.OIC

VG COUNTY DOCUMENT

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King County. Freeholders.

Minutes and records. Part I:
Sec.5; Correspondence-incoming
and outgoing. January 4, 1968 -
November 1, 1968.

6266

FILED 1979

GF-15

STATEMENTS §
1

CORRESPONDENCE (CHURCHILL, 1841)

ELECTED OFFICIALS

CITIZENS

FREEMEN

FREEHOLDERS PLAN OF WORK

PHASE I

1. Intensive information and background material gathering, through interviews, go-see trips, reading, discussion etc.
2. Definition of "county home rule" under Amend. 21 from AG's office.
3. Set up office, hire staff, equipment, stationary, library etc. (include files from 50-52 Freeholders)
4. Plan Public Relations and publicity including a monthly fact-sheet.

PHASE II

1. Reach a consensus on broad areas of agreement on goals of Charter, role of King County government-present and future.
2. Propose preliminary framework - draft in outline form based upon broad areas of agreement.
3. Circulate to elected officials to get reaction, response
4. Revise, add more details as agreed upon.

PHASE III

1. Circulate 2nd draft to citizen groups, parties and public for a schedule of four public hearings. (Central, North, East-side, South King County) Allow up to 30 days after hearings for written reactions and responses.
2. Begin preparation of Report to support proposed charter sections.
3. Circulate to King County officials, State legislators, city officials. (Suggest Legislative changes which may be needed)

PHASE IV

1. Rewrite, add last details,
2. Legal review of the final draft for final corrections.
3. Circularize confidentially to team of experts who would include public administrator, political scientist, fiscal expert, planner, engineer, sociologist and editor. (Review by this independent group would be more valuable than a consultant)
4. Stimulate formation of an independent citizen's Committee for King County Charter, broad based, well-financed, active speaker's bureau, bumper strips etc. etc. (After last charter Ellis recommended this action begin 8 months prior to Election.)

PHASE V

1. Unveil proposed County Charter and set-off Charter Election Campaign. ("Full time campaign manager, 4 months before election.") Ellis
2. Publicity, TV, Debates, with all freeholders involved in active role in the explanation of the Charter.

PHASE VI

1. Election Day, November 5, 1968
2. Passage of Charter - Watchdog during period of transition (Based on long-range philosophy that change in county will take a generation, at least)
3. Failure of Charter- Work for major change through state Legislature (Optional County Charter, Optional County Code) or enter 20yr. retirement
4. Either way pass or fail- lobby for state laws needed such as budgeting, state medical examiner, V. CUNY 4445

RESOURCE PEOPLE WHO COULD SIGNIFICANTLY CONTRIBUTE TO KING
COUNTY BOARD OF FREEHOLDERS (J. CONRY)

General Knowledge

Mr. Donald Sampson, Executive Director
Legislative Council
Olympia, Wn.
(former Freeholder)

Mr. Herb Legg
Attorney General's Office
Olympia, Wn.

Mr. John Chambers
Wn. Assoc. of County Comm.
106 Maple Park
Olympia, Wn.
(Very well-informed)

Mr. Lloyd Anderson
Cornell Howland, Hayes
and Merryfield
Executive Building
Portland, Oregon
(Mult.Co. Charter Chrmn.)

Mr. Ken Tolenaar
Bureau of Municipal Research and
Service
University of Oregon
Eugene, Oregon

Mr. Jim Ellis
IBM Bldg.
Seattle, Wn.

Mr. Al King
Kirkland, Wn.

Dr. Brewster Denny
School of Public Admin.
University of Wn.

Miss Ruth Ittner
Bureau of Govt.

Donaho
Donaho and Associates

Mr. Slade Gorton
46th District Legislator
Legis. Interim Committee
Local Government

Prof. Robt. Warren
Political Science Dept.
University of Wn.

Specific Knowledge

County elected, appointed officials and board or commission chairman.

Former officials, Mr. Richard Trowbridge, (former Budget Director under
Scott Wallace)

Mr. Scott Wallace

Mr. Henry Sidell, (on Brock Adams Staff)

State Auditor
Robert V. Graham
Olympia Wn.

Snohomish County Commissioner
Richard Tyler, (ex-Sno.Co.
Planning Dtr.)

Mrs. Eleanor Brand
1st V.P LWV of Wn
(Expert on taxes and Assessor's Office)

Mr. Richard Page
Forward Thrust

Mr. Daryll Bastian,
Attorney, King County Planning Commission

Mr. Robert McAbee
Puget Sound Govt. Conf.

Dr. Richard Slavin, Director
State Planning and Community Affairs Agency
Olympia, Wn.

In Re: King County Charter.

23425 -- 26th Ave. South,
KENT, Wash., Zip 98031.
Feb. 21st, 1968.

To the Fifteen Freeholders,

Dear Ladies and Gentlemen:

This communique is respectfully offered to you at this time in the hope that it may be of some help to you in your monumental task of drawing up a County Charter which hopefully may provide King County with a new and better form of governmental structure than it now has. It is hoped that your final product may prove to be effective, efficient, streamlined, provide as far as possible against graft, dishonesty and bribery; and yet be attractive enough so that when offered for ratification that the Public will accept it.

Geographically King County contains a larger area than either Rhode Island or Delaware; and its population in 1960, as shown by the figures quoted in the World Almanac, was greater than that of any one of the following named States of the American Union, to-wit: Alaska, Delaware, Hawaii, Idaho, Montana, Nevada, New Hampshire, North Dakota, Rhode Island, South Dakota, Utah, Vermont, Wyoming.

The Seattle Post-Intelligencer noted editorially on May 18th, 1966 that King County is still operating under a governmental form set up in 1854, when the region was undeveloped and "every tax-paying visitor to the courthouse was known by his first name to county officials." Today the forest trails and wagon roads, also the horses and the wagons, have all but disappeared, and since few people will take the trouble to walk, even to the nearest super-market, we live in an era which features hard-surfaced streets and auto-transport, either by bus or by automobile.

As a result many people, very many people, who barely recognise their next door neighbors on sight, may travel fifteen, twenty, or even thirty miles or more, twice a day in going to and from their place of employment. And when they wish to spend some time, with either their dearest friends or nearest relatives, it may be necessary to travel at least as far, or even farther.

Therefore it would appear that the King County of today has outgrown any possible similarity to the English Shires which furnished models for our present county government, and has become in truth a vast modern metropolitan City. Yet the basic elements of Human Nature, including its passions and its selfishnesses, remain just about what they were when Norman William invaded Saxon England in the year 1066.

Ability and Integrity are not necessarily combined as qualities of the same individual. Yet an honest and efficient government is most greatly to be desired. Also: Public Peace, Health, and Safety must be maintained -- for those are the primary reasons for the establishment of a government. At the same time it will be essential to preserve Checks and Balances between the Administrative, Judicial, and Legislative branches.

The past experiences of the City of Seattle should be helpful. Seattle has always had the Mayor and Council form of City government.

Years ago the Council was bicameral, and consisted of a Board of Aldermen and a Common Council. It appears that there was very much bickering and dickering; so that progress failed. Therefore the Board of Aldermen was abolished, and the City's Legislative Body became Unicameral.

For many years Seattle's political campaigns and elections were held on a Partisan basis, and the City's Councilmen were elected by the Ward system. Seattle at last realized that the personal qualities of the man Himself were vastly more important than the Party-tag on his coat lapel, and abolition of partisan City elections followed. The Ward system also perished; for in the "wheeling and dealing" which^{had} resulted, it appeared that not only did ward-heelers and ward-bosses tend to profit thereby, but also the richer wards got everything they wanted, while the poorer suffered. Today, with Seattle elections held on a city-wide non-partisan basis, any voter may approach and interview any Councilman, or even the Mayor, with a good chance that he will be listened to; for that official may want his vote at the next election. After all, every vote counts; and it should never be forgotten that Oliver Cromwell was elected from his district of St. Ives, to that long Parliament which ultimately cut off a king's head: by a majority of JUST ONE VOTE. (See Green's Short History of England.)

Incidentally partisan elections of County Commissioners by Districts haven't served King County too well in the past. For usually we have wound up by having two of them gang up against the third; with the result that he and his constituents might about as well stay home until after the next election.

It is therefore respectfully recommended that Partisanship and Districting be abandoned, and that henceforth the County Legislative Body, and the County Mayor -- if there is to be one -- shall be elected on a non-partisan basis and without regard to their place of residence, so long as they reside within King County, and are qualified Voters (and preferably freeholders) therein.

As to number: Some have suggested that the number seven is a Lucky Number. Let it be said that the number three has often been regarded as a lucky number also. Therefore three times three, or Nine, should really be a Magic Number. In confirmation let it be noted that Seattle has been served by a Council of nine members for over forty years, and in all that time there has been no serious agitation to either reduce or increase the number of Councilmen, so evidently the number nine has been a satisfactory choice.

For many years the term of office for Seattle's councilmen was set at three years, and three members were up for election each year. This system had its advantages. It kept the council members reminded that their offices were not held in fee; it kept the electorate reminded that it had civic as well as family duties to perform; and yet there was provision for continuity of policy by virtue of the fact that two-thirds of the members remained in office, from one year to the next, at all times. There seemed at times that there was a tendency for those members who were up for re-election to run as a team against the field of newcomers. This possibility has been met in recent years by requiring the candidates to file for office and be elected "by Position". By this simple expedient each man up for re-election has to run on his own personal record. This is undoubtably both just and good.

As between the "Commission and Manager" and the "Mayor and Council" forms of government it is believed that the Public would prefer to "Buy" (or choose) the "Mayor and Council" form, as being the more familiar form. Sometimes a name helps a lot. The firm

of "Robb and Steele" for instance, found it desirable to spend much money in advertising: "Don't be afraid of the name".

The Council is the Legislative Body and customarily has the authority to over-ride a Mayor's veto by a two-thirds majority vote. The Council provides by its acts the money to pay the bills, and one is thereby reminded of that ancient adage: "The man who pays the piper calls the tune".

The Mayor has the task of seeing that the "Acts" of the Council are carried out. It is therefore desirable that he not only be familiar with their wording, but also with the arguments, both pro and con, which preceded their adoption. It certainly was not an accident that among the most efficient mayors of Seattle one finds the names of "Hi" Gill, Arthur Langlie, and "Dorm" Braman. These men had served in the Council before they became Mayor. It is believed that one of the prime duties of a County Mayor should be the task of presiding at the meetings of the County Council. If there could be found a way to arrange for it, it might be well to require that the County Mayor shall first have served on the County Council.

The tasks facing the Mayor of the City of Seattle are varied and numerous. Those which would face such a sprawling urban unit as King County would be of the same order, only perhaps more varied and more numerous. It is thought therefore that it might be well to provide the Mayor with a Chief Administrative Assistant or Chief of Staff; who should be appointed by the Mayor, with the approval of a majority of the Council, for a term of perhaps four years, and who -- under the general supervision of the Mayor -- would discharge the administrative duties of that office. This Principal Assistant Mayor therefore must be a highly qualified man, both as to ability and integrity; and should only be removable for malfeasance in office, or for demonstrated incompetence.

Inasmuch as the duties of the Mayor will consist principally of presiding at Council meetings, meeting and greeting the public, and providing general orders to his Aide; in other words act as General Chairman of the Board, it is suggested that perhaps the County Council might be authorized to elect him to his office.

In essence then, the above outline suggests a variant of the Commission and Manager scheme of government under a Mayor and Council format, with the managerial post hopefully limited enough so that the Manager cannot become a king. With respect to salaries: it is realized that full-time work deserves and should receive full-time pay. However it has been noticed that School Boards, Park Boards, the City Planning Commission, all function on a no-salary basis; while members of the Port of Seattle Commission receive salaries of one dollar per year each -- plus allowances for legitimate expenses. Perhaps, therefore, if County Council meetings can be held down to one, or at most two, meetings per month; it might be feasible to persuade eminently competent civic-minded citizens to undertake the service as County Council members, and possibly even the chairmanship as Mayor, for the nominal salary of one dollar per year.

If so, it would seem unlikely that it would be necessary to hold Hundred-dollar-a-Plate Dinners to capture enough money to pay costs of campaigning for these offices.

There is one unit provided in the Seattle City Charter which is believed to be quite unique, and not found among other cities. It is called the Board of Public Works. As a Board its primary purpose is the letting of Contracts; for construction, garbage collection, water supply, or what have you. But the make-up of the Board is unique. Each member is a specialist in his own field. The plans and specifications for each contract are carefully examined and if found to affect the operations of more than one member of the Board they are circulated to each of the Departments affected so that notes may be made as to what is being proposed. After completion of the contract the records of the completed work are recirculated so that the various Departments affected may bring their own records up to date. Membership of the Board of Public Works is vested in the City Engineer, the City Superintendent of Buildings, and the Superintendents of City Parks, City Water, and City Light. Your attention is respectfully invited to those sections of the Seattle Charter which relate to the qualifications and duties of each of these gentlemen, both individually and as a Board. It is felt that such attention may be found of value to you in your efforts to produce a Great Charter, for the Seattle Charter in its present form reflects the problems met by a great City, and the expedients employed to meet those problems, after almost a hundred years of trial and error, study and try again. (Seattle was incorporated by the Legislature as a City in 1869).

With regard to the Judicial Branch of County Government. There was a time when Judges were nominated on Partisan Tickets, and elected as Democrats or Republicans, and sometimes a young lawyer just out of Law School, whose only practical qualification was the possession of License to Practice Law, would file his candidacy; or some older man, despairing to make a living at regular practice would file; so once in a while inept and incompetent persons got elected. So the Rules were changed to make Judicial elections by Position, or by Department, and on a Non-Partisan basis. As now handled the results have seemed to be gratifying. However it may be of interest to cite an item appearing on Page 153 of a volume entitled "United States. Formation of the Union"; the same being "House Document No. 398. -- 69th Congress, 1st Session", published by the Gov't Printing Office, Washington, 1927. It purports to be a transcript from one of the Journals of the American Constitutional Convention; and quotes Doctor Franklin as follows:

"Docr Franklin observed that two modes of chusing the Judges had been mentioned, to-wit, by the Legislature and by the Executive. He wished such other modes to be suggested as might occur to other gentlemen; it being a point of great moment. He would mention one which he had understood was practiced in Scotland. He then in a brief and entertaining manner related a Scotch mode, in which the nomination proceeded from the Lawyers, who always selected the ablest of the profession in order to get rid of him, and share his practice among themselves. It was here he said the interest of the electors to make the best choice, which should always be made the case if possible."

Doctor Benjamin Franklin was reckoned to be wise, even in his own time; so if the King County Bar Association will nominate two candidates for each Judgeship as election time comes around, perhaps we of the general electorate may always elect good Judges.

"King County presently elects seven independent administrative officers." ---- "They hire their own staffs, set up their own employee salary schedules, job qualifications and training procedures."

The costs of a county-wide election campaign, for any one of these offices, must almost certainly exceed a year's salary for the officer elected to fill it. This fact has led to numerous curious ~~practices~~ practices; some of which are merely questionable, while others are clearly unethical or even criminal; ranging from compulsory contributions to "Flower Funds" and "Campaign War Chests" by appointees, and spoilsmanship in making their appointments; to special privileges permitted to favored individuals who had made large campaign grants.

But to consider the Offices individually:

The office of County Clerk, functions primarily to serve the Superior Court, and to keep all Court records and files. It is respectfully suggested that the Judges of the Superior Court be authorized to appoint the County Clerk. To the extent that he collects fines and case filing fees, and pays out witness and jury fees, he ought perhaps to be -- or to employ -- a qualified book-keeper.

The County Auditor performs many functions, largely clerical. He acts as County Recorder of Deeds and many other documents which relate to Real Estate and to Personal Property; directs the Department of Motor Vehicle licensing, and the Department of Elections; issues Marriage Licenses; collects and forwards License and Recording Fees to the proper parties; works with, and checks on the fiscal activities of, the other County Departments and Officers, -- particularly, of course, the Treasurer; and acts as Clerk of the Board of County Commissioners. It is thought that the County Council as proposed above might reasonably be allowed to select its own clerk, ~~even~~ even as Seattle's City Council now does; but that if the Auditor is to become an appointive official, the only body which is truly neutral enough to exercise such a prerogative is the King County Superior Court. Further, that considering the Fiscal involvements of the County Auditor, it is respectfully suggested that it might be as well to require that he shall be a Qualified and Licensed Certified Public Accountant.

The County Assessor has responsible charge of evaluating all King County Real Property, and such forms of Personal Property as may be, from time to time, by Law prescribed, for Taxing Purposes. It is believed that the best qualified and most responsible men in the Real Estate Appraisal field are very apt to be members of the American Appraisal Institute. Members of this organization are required to take special Appraisal studies, and qualify by taking a very searching examination which they MUST PASS. The organization also requires high ethical performance of its members. It is therefore respectfully suggested that, in the interests of Truth, Fair-play and Justice to all, that the County Assessor shall henceforth be appointed by the Judges of the King County Superior Bench, and that one of his essential qualifications shall be this: that he must be a Member (in good standing) of the American Real Estate Appraisal Institute.

The duties of the County Treasurer are pretty well known to your Honorable body. There have been at least two former County Treasurers who got into serious trouble with the Law, either through lack of integrity or from inability to control and keep proper check over the actions of subordinates.

It is respectfully suggested that the County Treasurer shall be appointed by the County Mayor after conference with His Honor's Principal Administrative Aide. That the appointment must be ratified by at least a majority of the County Council. That the term of Office may reasonably be indefinite as long as the incumbent demonstrates ability and integrity. And that one of the qualifications for holding this office shall be this: that the appointee shall be a qualified and licensed Certified Public Accountant in good standing.

The Coroner's duties are unique. It is his duty to investigate all deaths from suspicious causes, or where the decedent was unattended by a physician. He also has authority to call inquests, and is the only public official in the County who has authority to make certain arrests. The Coroner's duties are medical and legal, and of the first order of importance. In the past the office has at times been sought, and even occupied, by Porticians; who presumably sought to profit from disposal of the bodies of the unidentified and the indigent poor. Present thinking is that it is better that the Coroner should be a qualified physician. It is respectfully suggested that since his principal occupation is to search out and report on facts which may be needed by the Courts in making just decisions; and that in doing so he should be independently free from ties which might bind him to the will of the County Mayor and Council, or County Commission and its Administrator, and especially free from compulsory pressures which might be applied either by the Sheriff or the Prosecuting Attorney; very probably the Coroner should be appointed by the Judges of the King County Superior Court. It is believed that the officer should be appointed, rather than elected, for reasons heretofore mentioned -- both above and elsewhere in this letter.

We come now to the consideration of the Offices of County Sheriff and County Prosecutor. The two positions which have the responsibility of providing the Public with Peace and Safety. The Sheriff must have the deathless courage of former Sheriff Matt Starwich and of former Seattle Police Chief Claude Bannick. The Prosecutor must have courage and ability equal to those qualities as exhibited by the late Ewing Colvin and the late Alfred Lundin. How consistently to ensure that men of their quality will fill the offices is not known. Chief Bannick was appointed by Mayor Bertha Landes who was elected in a non-partisan City election. The other three gentlemen were elected to office in partisan elections. Sheriff Starwich had office in the Prohibition Era, which made his job even harder.

It is respectfully suggested that in the course of your studies you take occasion to interview former Seattle Mayors William F. Devin, Gordon Clinton and, if still living and available, Charles L. Smith. Also former Councilman and occasionally Acting-Mayor David Levine. All four of these gentlemen became fairly well acquainted with the problems of Seattle, and it is believed that King County, as of today is merely an overgrown City, with big-city problems. Also it is thought that you might get some good leads from former Deputy-Prosecutor David J. Williams, a long time associate of the late Ewing Colvin. Mr. Williams was one of the Freeholders who served on the committee which drew up the County Charter which failed of ratification.

From something he once said, it is believed that he anticipated that it would fail of ratification. So an interview is suggested.

Planning. The City of Seattle has heretofore found it to be eminently desirable provide for the appointment of a Planning Commission and to set up a City Planning Office. To anyone who has become at all familiar with the plats in the older sections of the City, the reason and necessity for Planning is immediately obvious. For previous to 1910, or thereabouts, each platlor designed and filed his plat without much regard to how it fitted in with the surrounding plats. The result was that the City just "grewed like Topsy", and much expensive Condemnation work had to be done in order to establish Arterial Streets. In the opinion of some people there should be closer coordination, even today, between the City Planners and the Engineering Department. King County should benefit from study of Seattle's past errors and successes. Any "Planning Commission" should be advisory only; or so it would seem; and the Planners of Suburbia might, perhaps, well work under the County Engineer. For he is the official who is responsible for the proper location, design, and construction, of all County Highways. Also his signature of approval must appear on all Plats, before the County Commissioners (or their successors in office) will accept them, or the County Auditor will file them for Record.

Personnel. One of the poignant memories associated with 33 years of service in the City Engineering Department is the remembrance that every time a new County Commission was elected we soon greeted a new staff of janitors and elevator operators. Not because the former personnel was inefficient in their operation of push-brooms or elevators, but because a new lot of doorbell-ringers wanted to be rewarded for ringing doorbells and passing out campaign literature, and the Commissioners recognised their indebtedness to them. After 1937 it was customary to find a new County Engineer also, every time the janitorial staff was changed; and shortly thereafter there would be a majority of new faces in the County Engineer's Department. And for the same reasons. The City of Seattle had discarded this method of selecting personnel many years before, and had adopted a Civil Service System. To critics it must be admitted that Civil Service is not perfect. But no human institution is. Perfection is an Ideal, and if it exists in reality, Perfection exists only in Heaven. Seattle has a Civil Service Board which is appointed by the Mayor. The Board has a Secretary, who is also the Chief Examiner. Applicants for appointments under Civil Service receive credit for honorable military or naval service; are given qualifying examinations which they must pass, are interviewed by the personnel clerk of the Department in which they seek employment and if judged worthy of trial are given a temporary appointment. At the end of the trial period, if performance has been acceptable, the appointment is confirmed. After that: time served and merit shown govern pay raises and opportunity to take new examinations. In brief that is the system as remembered. It is worthy of a detailed study by your Honorable Body. One of the complaints alleged against Civil Service is that it encourages time-servers and drones. A great deal depends on the Boss. Enthusiasm filters from the top down. It does not bubble up from the bottom.

Respectfully Submitted,

Charles R. Stank

*Cop. sent to Mr. Davis.
Exec. Sec. Munic. League*

R E P O R T

TO THE KING COUNTY FREEHOLDERS

ON A

HOME RULE CHARTER

From -
The Municipal League of Seattle
and King County
February 26, 1968

INTRODUCTION

This report has been prepared by the Municipal League of Seattle and King County as a service to the elected Freeholders. Its purpose is to provide helpful information and hopefully a starting point in the preparation of a Home Rule Charter for King County.

This report is the result of a year-long effort of over fifty volunteer members of the Municipal League. This committee established as its objective a study of the existing King County Government as well as possible alternatives with their advantages and disadvantages--particularly as these alternatives are applied to King County and its political realities. The group also imposed upon itself these limitations and conditions:

1. Keep in sight the kind of government deemed desirable by the people in King County.
2. Develop information that the Freeholders will want to consider but do not try to do their job for them.
3. Seek a structure of government that will
 - a. Be capable of meeting demands of a changing society.
 - b. Attract and hold capable personnel to positions both elective and appointive.
4. Recognize that "change for the sake of change" is not necessarily desirable.

To accomplish this study the members were divided into four subcommittees: Finance, County Commissioners, Independent County Offices, and Comparative County Government.

Work included:

1. The study, observations and recommendations of each member.
2. Numerous interviews with elected and appointed county officials as well as experts in political science and government.
3. A review of other county charters and methods along with related literature on county government.
4. A review of the recommendations of other civic groups as well as a consultant's report on King County.
5. Over 50 meetings and work sessions.
6. A 150 page report from subcommittees.
7. Gathering of reference material, later to be made available to the Freeholders.

EXISTING COUNTY GOVERNMENT

The basic structure of the existing County Government was established by the first territorial assembly in 1854, when the population was largely rural, sparse and scattered. Today King County contains over one million people, and by 1985 it is estimated it will have another three-quarter million.

It is not likely that anyone today would organize a county as King County was organized a century ago. The County Commissioners have both legislative and administrative powers and duties. There are seven other independently elected officials with administrative duties and five independently appointed administrators. Each acts independently. Each establishes his own methods of administration. An overall goal is difficult to establish. Coordinated effort or planning is also difficult to achieve.

The following are general suggested improvements:

1. Separate administrative and legislative powers and functions.
2. Increase the number of legislators.
3. Create a strong, overall administrator.
4. Create modern procedures for fiscal planning and management.
5. Provide better methods for individual citizens to present ideas and complaints as well as identify with and feel a part of their government.
6. Provide for long-range planning as well as for accomplishment of long-range goals.

King County is not likely to escape from new and larger demands for services and programs. With its present structure (organization), King County is poorly equipped to anticipate, plan for, and perform the tasks and functions necessary in the years ahead.

The comparison is often made between a local unit of government and a commercial business. However, they each have different purposes and objectives. These differences often require different structures. A public corporation cannot be administered in all instances on the same basis as a profit making business.

ADMINISTRATOR

An important improvement to the structure of King County Government would be a provision for a single executive or administrator. Presently, there is no central authority which is responsible for the administration of the entire operation of county government. The ten elected administrators receive their basic direction and guidance from the State Constitution and Laws. Administrative requirements imposed on the Commissioners, along with the independent authority of the other elected officials have virtually prevented the commissioners from looking at the total operations of the county and establishing policy and direction for it.

RECOMMENDATION

It is recommended that the position of an administrator be created, separate from the legislative body and with authority to:

1. Coordinate county services and functions as well as develop cooperation and communication among county officials and departments.
2. Develop cooperation with departments of the Federal and State government as well as units of local government.
3. Be responsible for administration of county programs and services.
4. Provide supporting services and insure efficient uniform management for all county departments.
5. Eliminate unnecessary duplication in administrative operations.
6. Recommend policy, programs, priorities and objectives for consideration by the legislative body and implement those approved.
7. Prepare annual and long-range budget requests, balancing department needs against overall objectives and available revenues.
8. Develop and maintain an efficient and central personnel system based on merit.

BASIC STRUCTURE

Two forms of basic structure that provide for a single administrator were considered. These were the council-manager system and the elected chief executive system.

COUNCIL-MANAGER SYSTEM (County Manager Plan)

The council-manager system is characterized by an elected legislative body that appoints an administrative manager. The legislative body in addition to its legislative powers and duties, sets policies and directs the manager. It also approves the budget and other plans submitted by the manager.

Features of Council-manager system are:

1. Provides for a distinct separation of administrative and legislative functions, while tending to make the administrator more responsive to the legislative body.
2. Greatly increases the likelihood of obtaining a/qualified administrator.
technically
3. Tends to insulate administration from politics because the administrator is not elected by voters, though appointed administrators do not escape entirely from the pressures and demands of special-interest groups in day-to-day operations,

4. The manager appoints all or most of the department heads.
5. There usually is continuity of administration even when the legislative body changes.

County government has performed well with a council-manager system of government. The plan is in use in ten states, including California, Florida, Georgia, Maryland, Montana, New York, North Carolina, Tennessee, and Virginia. This organizational structure is successfully used by the Port of Seattle and the various school districts. However, the objectives, services, needs and problems of these single-purpose, local governments are much less complex and varied than those of King County.

The experience of other counties and cities indicates that certain charter provisions are critical for success with the council-manager plan. These are:

1. Prevent a legislative member from interfering in the actual administration or work of the manager.
2. Appoint the manager to serve at the pleasure of the legislative body and to be dismissed by that body only by a majority vote. The only cause for removal should be failure to perform competently.
3. Prevent an existing member of the legislative body from being appointed manager.
4. The council is the policy-making body.
5. All administrative duties and functions are placed under complete control of the appointed manager.
6. Avoid placing administrative responsibilities under separate boards, commissions, or committees.

ELECTED CHIEF EXECUTIVE SYSTEM

Examples of elected executives are the President of the United States, governors, and the mayors of many large cities, such as Seattle. County government has performed well with an elected executive system of government. This system is used, for example, in Georgia, Louisiana, Maryland, Missouri, New York, and Wisconsin.

Features of the elected executive system are:

1. The executive is elected separately and at large.
2. The elected executive system provides an opportunity for chief executive officer to be elected on the basis of policies and programs that he advocates.
3. An elected executive is apt to be and is expected to be responsive to the electorate, while an appointed manager is responsive to the council.

4. An elected executive may or may not have administrative skill and training.
5. The legislative body approves policy, tax levels, spending levels, priorities, plans, programs and objectives.
6. The legislative body has the necessary authority to conduct investigations as well as evaluate programs and performance of departments.
7. The executive appoints all of the administrative department heads, and the legislative body may have authority to approve appointments.
8. The elected executive has the power of veto over legislation.
9. The legislative body has power to override an executive's veto.

INDEPENDENTLY ELECTED ADMINISTRATIVE OFFICERS

King County presently elects seven administrative officers in addition to the three commissioners. These independently elected officials hire their own staffs, set up their own employee salary schedules, job qualifications and training procedures.

The offices of Auditor, Assessor and Treasurer are discussed in the fiscal section of this report. The office of Prosecuting Attorney is presently elective and the State Constitution prevents a Home Rule Charter from making this office appointive. However, the committee recommends that provision be made that the administrative and legislative body may employ legal advisers.

Coroner. The functions of the Coroner are to investigate deaths, suspicious or unattended by a physician and determine cause of death. The Coroner also has authority to call inquests.

Recommendation. The Coroner's duties are medical and legal. Since these functions are administrative, the office should not be elective. The medical Examiner system adopted by some states and counties should be investigated.

Sheriff. The functions of the Sheriff are to investigate crimes and arrest people accused of crimes, operate county jail and enforce orders of the courts in civil and criminal cases.

At the present time the Sheriff exercises some policy-making responsibility, particularly in the level of law enforcement. Example--toleration policy re gambling, etc.

Recommendation. The League recommends that this policy-making should be the responsibility of either an elected county executive or a legislative body through an appointed manager. The office of Sheriff should be appointive and many of the present record-keeping functions should be transferred to a department of records if such were established.

Clerk. The functions of the office of Clerk are to serve the Superior Court and to keep all court records and files.

Recommendation. This is a purely administrative function and should not be headed by an elected official, but should be appointed by the courts. Certain miscellaneous record-keeping functions presently in this office (record of chiropractors' licenses, etc.) should be transferred to Department of Records if such is established.

LEGISLATIVE BODY

The legislative body has the basic function of establishing policy for county government. Three commissioners make up the present legislative body. Such a small number is not desirable because it limits the opportunity for presentation of a wide variety of viewpoints. In addition some areas remote from Seattle feel they have no representation or voice in county government.

Recommendation. The number of legislators should be increased and their administrative responsibilities should be transferred to the administrator's office discussed in previous sections of this report.

In general, the number of legislators should be:

1. Large enough to provide adequate representation for all citizens and large enough to permit division into committees.
2. Small enough to be workable as well as not excessively expensive to the taxpayers.
3. Be an odd number to prevent a deadlock.

Of the 23 charter counties surveyed, half had five legislators. The others had seven or more, except one county which had three. Monroe County, New York, has twenty-nine. The combined City and County of Nashville and Davidson County, Tennessee, has forty.

Presently, in King County, the commissioners are nominated by districts and are elected at large. The City of Seattle elects councilmen at large by position.

Features of elections at-large as compared with elections by district are:

1. The most interested and capable individuals may be elected regardless of where they live in the county.
2. Elected individuals tend to have a better perspective of the needs of the county and are better able to make decisions on that basis.
3. People in rural areas and remote communities are less likely to be adequately represented.
4. Name familiarity of candidates tends to carry more weight.
5. A county-wide campaign is more costly and tends to limit candidates to those who can afford the expense of a political campaign.

6. Voters must evaluate candidates for a greater number of positions.
7. A legislator's responsiveness to individual voters tends to be lessened.

Features of election by districts as compared with elections at-large are:

1. More adequate representation for individuals in rural areas.
2. Results in a shorter ballot.
3. Provides greater opportunity for contact between the voters and candidate.
4. More likely that legislation will take into consideration the views of people in different districts.

Recommendation. It is recommended that an odd number of at least seven legislators be nominated by district and elected at large. The final election ballot should contain the names of the two candidates from each district receiving the highest number of votes regardless of party. The legislators should serve full-time and be paid enough to attract well-qualified and capable individuals. Provisions should be made for redistricting by a group other than the legislative body during every census year. The Freeholders should establish the original district boundaries.

PARTISANSHIP

A few charter counties in the United States elect officials on a nonpartisan basis. So does the City of Seattle. There appears to be a trend toward this feature in local government. Many of the present independently elected county officials stated a preference to be elected on a nonpartisan basis.

Features of nonpartisan elections are:

1. County problems and issues become more important than party dominance and party discipline.
2. A candidate for elective office is able to campaign on his own merits and platform.
3. Merit plays a larger role than party affiliation in the appointment and removal of administrative officers.

Features of partisan elections are:

1. There is inherent opposition to the party in power and to an elected official. The party on the outside is looking for poor performance. It is often easier to unseat an undesirable official.
2. Conflict of party viewpoints and criticism is generally healthy and desirable.
3. Political parties tend to create more interest in government by creating greater citizen interest in voting.

4. With a two-party system, partisanship at the county level provides a training ground for new party leaders.

Recommendation. The League takes no position concerning partisan or nonpartisan elections. If partisan elections are continued there is a particular need for a personnel system under which capable and dedicated county employees will not be removed each time the political situation changes.

There is a possible alternative. If political party identification is allowed but not required a candidate could choose to be partisan or nonpartisan in his campaign. If political parties wish to have influence in county government they must then bring forth and/or support qualified candidates. A candidate would be free to develop his own platform or issues or to accept those of a political party. Provision should be made for a candidate to remain independent or identify himself with a political party in his campaign, as he chooses.

PERSONNEL SYSTEM

Presently each elected county official handles all personnel matters for his organization. He hires, fires, promotes and establishes salaries as well as policies and procedures. There is no uniformity of standards between offices. The undesirable effects of spoils and patronage are present to some degree. One exception is the Sheriff's office which has its own Civil Service System established by state law.

Other personnel problems discussed by elected officials are:

1. It is difficult to attract young career people to employment.
2. Salaries in general are too low in comparison to salaries elsewhere.
3. The line-item budget fixes the salary for each position. Changes may only be made with the next budget on special approval of the Commissioners. This inflexibility often results in paying new employees with little or no experience at the same rate as experienced and capable employees.

Civil service systems were created to eliminate the cost and inefficiency of the spoils system. However, some disadvantages of the traditional civil service system are:

1. Tends to retain inefficient and other undesirable employees.
2. Destroys incentive of many capable and desirable employees because of the rigidity and "red tape" involved in promotion and pay increases.
3. Tends to reduce the administrator's power to assign employees to jobs on the basis of their capabilities and the needs of their office.

RECOMMENDATION

It is recommended that a single county personnel system be developed that will:

1. Place the personnel office under the direction of a county administrator.

2. Rely on merit in all hiring, promotions, salary increases and assignments.
3. Provide for the training and periodic evaluation of individual employees.
4. Consider complaints of individual employees.
5. Provide an employee retirement program.

FISCAL SYSTEM

BUDGET

A budget for county government is a plan for the use of monetary resources by all the county departments. The formulation of the budget starts with the separate requests made by the heads of the various departments. At present, these requests are given to the county auditor, who adds them up into an overall preliminary budget, and passes it on to the county commissioners. The responsibility for analyzing the budget requests and weighing the needs of one department or program against the needs of another rests entirely with the county commissioners. Moreover, the role of the county commissioners is largely one of reacting to the preliminary budget presented to them; they have little hand in framing the proposals of various departments in the light of changes in policy that call for increasing or decreasing funds for different programs.

The budget which the county uses today is a "line item" or "appropriation" budget which requires each contemplated expenditure to be identified in great detail. Once the commissioners approve a particular line item, that expenditure cannot be altered or used for any different purpose without specific approval of the commissioners. This allows little flexibility in administration and needlessly takes the time of the commissioners when requests are made for changes in the budget.

RECOMMENDATIONS:

The following recommendations are made concerning budget procedures:

1. The preparation of the budget should be under the supervision of a full-time budget director who is appointed by the county administrator. This would enable the administrative branch of the county to prepare an integrated plan for submission to the legislative body.
2. The format of the budget should be changed from the "line item" approach to a program or performance budget. This involves allocating funds in lump sums to programs rather than identifying restrictively each item of proposed expenditure. Budget activities should be expressed not only in dollar amounts but also in a narrative description of the programs contemplated.
3. Individually budgeted items within a program should be subject to change by the administrative department concerned with that portion of the budget, so long as the total amount allocated to the program is not increased.

4. The legislative body of the county should adopt long-term capital improvement plans.
5. Appropriations for operating expenses should lapse at the end of the fiscal year for which made, unless action is taken by the legislative body, before the end of the year, to continue the appropriations. Appropriations for capital improvements should not lapse at the end of a fiscal year.
6. The legislative body should be empowered to provide, in the budget, emergency funds from regular tax funds up to some dollar or millage limit. Emergency expenditures should be authorized upon a vote of the legislative body in more than a majority but less than a unanimity.
7. A budget message should be prepared by the administrator.
8. The legislative body should be authorized to establish a system of disbursement which would eliminate the use of warrants.

INDEPENDENTLY ELECTED FISCAL OFFICERS

Assessor

Present functions: The assessor evaluates property throughout the county for purposes of taxation; he registers and lists foreign corporations; he certifies property valuations in special taxing districts for purposes of issuance of bonds; and he determines compliance of taxing districts with the 40-mill limit.

Recommendations: Presently the Assessor establishes the assessed value of property in King County. The Treasurer applies a millage rate to this assessed value in order to determine the tax amount on each parcel of property.

While valuation by the Assessor is a matter of judgment, it does not involve any issues of public policy. The League feels the assessor should be appointed by the county administrator with the approval of the legislative body.

Auditor

Present functions: The fiscal functions which the auditor now performs are the checking of all requests for disbursements of money by the various county departments, to see that the proposed expenditure is within the budget reserves for that department; he certifies debts owed the county; he accounts for the treasurer's debits and credits and submits an annual state fund account to the State Auditor; he makes an annual public exhibit of county finances; he registers, draws and issues warrants; and he examines the books of the treasurer and counts the money in the treasury. In addition, the auditor performs many non-fiscal functions. He acts as the county recording officer for deeds and other documents; he directs the Department of Motor Vehicle licensing and the Department of Elections; and he acts as clerk of the Board of County Commissioners.

Recommendations: The non-fiscal functions of the auditor should be exercised by other administrative officers who are responsible to the county administrator. The auditor should be appointed by the legislative body and should perform the "post audit" role which auditors now generally perform in private industry--i.e., examining and making recommendations concerning the improvement of procedures within each department for the authorizing of expenditures, and making

of spot checks to test the accuracy of the control system in each department. The "pre-audit" procedure of checking each expenditure, before it is made, should be the responsibility of the department making it, and the auditor should not be required to duplicate this work as he presently does. Rather the auditor should become the legislative body's overseer of the adequacy of the fiscal control procedures used by the administrative branch of the county government.

Treasurer

Present functions; The treasurer collects and holds tax funds; he invests surplus monies; he takes care of debt service on outstanding obligations and disburses monies in redemption of warrants; and he performs these functions not only for the county itself but for a variety of municipal corporations as well.

Recommendation. The county treasurer should be appointed by the administrator.

COMMUNICATIONS

King County government should communicate with its citizens. A public Information Department should be created reporting directly to the administrator. A department to handle inquiry and complaints should also be created, separate from the Public Information Department.

Nine countries are using a Citizen Protector, commonly known as an Ombudsman. These individuals are professionally qualified, readily accessible, politically independent, completely detached from government and authorized to inquire into administrative shortcomings. In these nine countries, this external critic has been very successful, principally as a means of establishing communication and understanding between an individual citizen and his government.

Recommendation. An office should be established to carry the functions of an Ombudsman.

CHARTER

It is recommended that the Home Rule Charter be simple, short and provide for the greatest possible administrative and legislative flexibility. It should avoid the kind of detail that is likely to require frequent revision. This detail should be developed and adopted by the administrative and the legislative bodies.

The charter should be written in a manner easily understandable. Included should be a method for citizens to recall any elected officials. The initiative and referendum methods of citizen expression and control should also be provided. Several other charter features that provide citizen safeguards and insure checks and balances are recommended in the Basic Structure section of this report.

The charter should confer on the legislative body all legislative powers not prohibited by state constitution and statute. This will permit the county to respond to local needs more readily than it can today.

Recommended powers and duties of the legislative body and the administrator are discussed in the Basic Structure, Legislative Body, Personnel System, and Fiscal

System sections of this report. Legislative powers and functions should be separated from administrative powers and duties. The administrator should have veto power over decisions of the legislative body who should in turn be able to overturn the veto with a two-thirds' majority vote.

The charter should not have any residence restrictions for prospective appointed administrators or other prospective employees, but should establish qualifications for all of the principal appointed officials.

Terms of office for elected officials should be four years with half of the legislators elected every two years.

TRANSITION

The transition from existing county government to that established by charter must be carefully analyzed and planned. Otherwise, county functions and services could be disrupted and many capable, desirable, and experienced employees may be lost to county service.

Consideration should be given to retaining some office holders for a period of time. In addition, the independently elected officers should be classified as county employees so that they may be given an opportunity to serve in the new administrative organization when their term expires. Provisions should be made to permit existing county employees to assume equivalent positions under the Home Rule County personnel system.

Experience in Multnomah County, Oregon, indicates there should be a lapse in time between approval of the charter and the first elections under it. Lawsuits and possible injunctions found Multnomah County citizens voting for two sets of officials--one under the old system and one under the charter.

Robert D. Covach
UNDERSHERIFF
William J. Walsh
CHIEF - CRIMINAL DIVISION
H. W. Booth
INSPECTOR
Lee W. Scott
CHIEF - JAIL DIVISION
Thomas T. Nault
CHIEF - DETECTIVE DIVISION
James B. Ewing
CHIEF - CIVIL DIVISION



KING COUNTY SHERIFF'S DEPARTMENT
10th floor/King County Court House/Seattle, Washington 98104/MAin 2-6688

JACK D. PORTER, Sheriff

**SHOULD THE POSITION OF SHERIFF IN KING COUNTY
BE MADE ELECTIVE OR BECOME APPOINTIVE?**

March 4, 1968

The "Digest of County Manager Charters and Laws", as published by the National Municipal League, 10th edition, 1967, reviews the Home Rule Charters of 41 counties in the United States governed by a Board of elective County Commissioners and appointive County Managers. Forty of the subject counties provide for the Sheriff to be elected and one (Multnomah County) provides for an appointive Sheriff. Dade County, Florida, a charter county, originally provided for the office of Sheriff to be appointive, but six years later, in 1963, changed this provision so that the Sheriff became elected.

I have been in communication with all the Sheriffs of these 41 counties and have found that they overwhelmingly support the feeling that the position of Sheriff should be elected. The validity of their opinions may be attacked on the basis of a normal interest in job security; however, when Home Rule Charters, with all of the preparatory planning and research prior to their adoption, overwhelmingly support the elective Sheriff premise and have retained this concept for many years, it would seem that the majority of thinking and the better thinking lies on the side of the Sheriff being elected.

One of the largest counties in the United States, the County of Los Angeles, California, is organized on the County Manager form of government and in this county the Sheriff, Peter J. Pitchess, is elected. Sheriff Pitchess' letter in response to my inquiry seems to be applicable to the question at hand. His letter states:

"It is my opinion, for reasons to be developed subsequently, that the office of Sheriff should remain an elective rather than an appointive position. There is no officer in county government who has a greater responsibility, or who more directly touches the lives, rights and liberties of individual citizens than the Sheriff.

"Consequently, it is essential that the Sheriff, particularly as an officer of the court, have power to execute process independent of pressure or influence from any other branch of county government.

"He should be answerable only to the people, either through the elective process or through statutory safeguards administered by the State Attorney General and the County Grand Jury.....

"At election time voters are not required to give any reason for voting against a public official, whereas to remove an appointive official, particularly one under Civil Service, requires in most instances a showing of good cause.

"In my opinion, an elected Sheriff is subject to less political pressure than an appointed Sheriff, because he is not under the control of any particular individual or group.

"It is probably true that an elected Sheriff is to some extent subject to pressures of one kind or another. However, when political pressures have been brought to bear in an effort to influence the law enforcement function of the Los Angeles County Sheriff's Department, they have been ignored or firmly rebuffed.

"Therefore, the end purpose of the Office of Sheriff in Los Angeles County has been a matter of achievement without fear or favor.

"On the other hand, I seriously doubt the possibility of an appointed Sheriff resisting pressure to this extent. Because the function of the Board of Supervisors covers such a diversified area, they are subjected to much greater political pressure than is the Sheriff. An appointed Sheriff would have to be extremely sensitive to the pressures exerted on the Board, because any action on his part which would increase or distort the pressure on the appointing individual would undoubtedly affect the standing of the Sheriff in the eyes of the Board.

"There are no California statutory provisions which provide the Board of Supervisors with authority over the Sheriff. However, the Board may indirectly hamper the Sheriff in the performance of his duties through passage or revocation of ordinances at the County level or through various budgetary controls.

"With the exception of budgetary controls granted him through the Administrative Code, the Chief Administrative Officer (County Manager) has no direct authority over the Sheriff.....

"In summary, it is my belief that the position of Sheriff should be completely independent from any interference by the legislative or judicial branches of local government. Above all, he should remain free of the control and direction of an administrator who is himself an appointed officer."

My personal conviction regarding the question as to whether the position of Sheriff of King County should remain elective or become appointive, is that the position, unquestionably, should remain elective.

In that law enforcement is undoubtedly one of the most sensitive governmental services and more closely affects the intimate lives of the citizens than does any other public service, the people of the community should retain a direct control over its chief administrator. When a body of seven or nine County Commissioners, elected by the people, appoint a County Manager, who in turn appoints a Sheriff, the people would be at a loss to know how they should vote in order to remove a Sheriff whose policies were objectionable. How would they decide which Commissioners to vote against and which Commissioners to vote for? If the position of County Manager, instead of being appointive by the Board of Commissioners, were elective, in order to express their feelings against the Sheriff's policies, the voters' only recourse would be to vote against the County Manager.

There are many very significant and vital policy decisions made by the Sheriff of a metropolitan area which are of great concern to each individual citizen and which directly affect his life. To mention a few, the Sheriff must set policies governing the behavior of juveniles and the manner in which their encounters with law enforcement are handled. While King County has a resolution governing the curfew hours of juveniles, these curfew hours cannot be enforced rigidly, as many juveniles going home from an authorized teenage affair are on the streets after the legal curfew hours. The Sheriff's policies as to whether juveniles should be referred to the Youth Center and perhaps confined there, as opposed to being released to their parents with the case being adjusted by interview in the Sheriff's Juvenile Control Bureau, is another vital policy.

The amount of time patrol cars should spend writing traffic tickets and a broad or narrow interpretation of traffic laws is another policy set by the Sheriff which is of vital concern to the citizens, as too lenient a policy would endanger lives and property and too strict an enforcement policy would become an irritant.

The assignment of available police personnel, area-wise throughout the 1966 square miles of unincorporated King County, providing for the safety and protection of some 410,000 residents, is of extreme importance to the citizens residing in these communities. The Sheriff must at all times be able to justify the fairness of having twice as many patrol cars in one general area than he has assigned to another.

The three major rehabilitation programs presently in effect in the King County Jail, which have received national recognition for their progressiveness, are another example of the Sheriff's policy making responsibility. The Work Release Program, the inmate education program, and the Cedar Hills Alcoholic Treatment Center were created as a result of administrative decision and policy.

The manner in which Deputy Sheriffs carry out their duties, conduct themselves in public, react to racial problems, as well as their basic qualifications and standards of training, are all a part of the Sheriff's policy making function.

As you can see, the Sheriff bears a tremendous responsibility in the area of policy making and the examples given above are just a sample of many that he makes in the course of his duties. The ability to make these decisions requires an experience in law enforcement administration. In order to properly evaluate and decide the many policies involved, the Sheriff must be a person who has a basic experience in law enforcement, a considerable experience in police administration, and a close contact with the various segments of the community and its leaders so that he may insure that community needs are reflected in the decision making process.

If the entire area of administration and policy making for the King County Sheriff's Department were to be placed in the hands of a business administrator, the final authority for all decisions would rest in the hands of a man who is not elected by the people and responsive to their wishes and, more importantly, a man who would be totally without any experience, training, or education in law enforcement administration.

If the Sheriff were appointed by the County Manager and this County Manager could remove him from office without the confirmation of the Board of County Commissioners (and this is the situation in most existing Home Rule Charters) the Sheriff would be under a continuous pressure and should this pressure be misguided or springing from ignorance or inexperience, he would be placed in a completely untenable position.

If the County Manager were a person possessing all desirable attributes of perfect management, the position of an appointive Sheriff would be meaningful and proper. Any defects, however, in the personality, education or experience of the County Manager could make the position of the Sheriff extremely uncomfortable and could seriously impair law enforcement service to the community.

I believe it is within the jurisdiction of the Freeholders to write into the Home Rule Charter certain minimum qualifications for candidates who file for the elective position of Sheriff. These specifications should provide for a certain period of time spent in police administration, involving a law enforcement agency serving a population of at least 20,000 people. Other minimum specifications could be provided. I would suggest that all candidates fill out a background questionnaire stating their eligibility and that the County Manager be given sole discretion as to whether the candidate has fully met minimum requirements and is eligible to run for the elective office of Sheriff.

I further feel that there are some functions within the Sheriff's Department that lend themselves admirably to the direction of a County Manager. While this particular idea has never been developed in any Home Rule Charter so far evolved, I feel that it is an efficient method by which to achieve effective and economical governmental service.

Through Charter provisions the County Manager could be given administrative jurisdiction within the Sheriff's Department of specified functions which are in keeping with the basic purpose of his office and are in line with the education and experience of a person who would be selected as County Manager.

The functions a County Manager could oversee and control within the Sheriff's Department are budget planning, records keeping, office equipment and data processing, payroll, fiscal accounting, purchasing, vehicle equipment management, and similar matters. By controlling these functions the County Manager could coordinate these activities with those of other county departments and thus assure an economical and effective county-wide operation.

The Home Rule Charter, on the other hand, should provide for an elective Sheriff, directly responsive to the people, who would retain sole authority over the law enforcement area consisting of normal police functions and those policy decisions affecting the manner in which law enforcement controls and directs the activities of the citizenry, the moral tone to be set in the community, the degree of involvement of law enforcement into juvenile activities, etc.

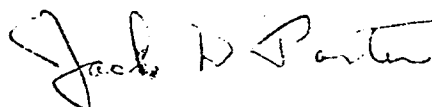
Any conflict of opinion between the County Manager and the Sheriff as to whether a certain issue or problem falls within the jurisdiction of one or the other, would be submitted to the Board of County Commissioners for a final decision. In this manner, we

provide a check upon both the County Manager and the Sheriff in those marginal areas which inevitably arise.

From its beginning, the State of Washington has existed under a government in which, by law, the chief law enforcement official of the county is the elected Sheriff. He is not only responsible for the myriad of duties and functions directly connected to the Sheriff's Department, but also shares responsibilities in Civil Defense, is solely responsible for all search and rescue operations, and, by law, is responsible for the protection of the lives and property of citizens residing within the many municipalities in the county in the event municipal law enforcement were to deteriorate or operate in an illegal manner. In the latter case, the Sheriff's Department becomes the reserve police force for the City of Seattle and all other municipalities within King County. In that the people residing within these municipalities also vote for the Sheriff, he should remain responsive to their needs and to their collective opinion as to what is good for their communities.

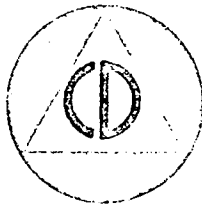
In summary, I strongly urge that the position of Sheriff of King County remain elective and that the proposed County Manager be given the authority of direction over the normal fiscal and records keeping functions within the Sheriff's Department. In this manner we would have an expert in business matters directing the normal business functions of the Department, and an expert in police administration directing the many functions of law enforcement that do not fall within normal business patterns.

Very truly yours,

A handwritten signature in dark ink, appearing to read "Jack D. Porter". The signature is fluid and cursive, with the first name "Jack" being more prominent.

JACK D. PORTER, SHERIFF
KING COUNTY, WASHINGTON

JDP:ch



SEATTLE-KING COUNTY CIVIL DEFENSE

500 MERCER STREET

SEATTLE, WASHINGTON 98109

MA. 2-5900, EXT. 493 - JU. 3-2095

MAYOR OF SEATTLE
J. D. BRAMAN

KING COUNTY COMMISSIONERS
JOHN T. O'BRIEN, 1ST DIST.
ED MUNRO, 2ND DIST.
JOHN D. SPELLMAN, 3RD DIST.

ROSCOE C. BURR
LT. COL. AUS (RET.)
DIRECTOR

March 5, 1968

COMMITTEES

SPECIAL

ADVISORY COUNCIL
ADVISORY COMMITTEE

STATE OF WASHINGTON

COMMUNICATIONS ADVISORY
DISTRICT 2 JOINT PLANNING
FOOD RESOURCES TASK GROUP
MEDICAL ASSOCIATION CIVIL DISASTER
RADIOLOGICAL ADVISORY
SMALL CRAFT ADVISORY

SEATTLE-KING COUNTY

EMERGENCY MEDICAL SERVICES
EMERGENCY TRANSPORTATION SERVICES
EMERGENCY WELFARE SERVICES
LOCAL SOCIETY DISASTER
LITTLE AREA HOSPITAL COUNCIL DISASTER
NURSES' ASSOCIATION DISASTER
AMERICAN RED CROSS DISASTER
SEARCH AND RESCUE
U.S.O.A. EMERGENCY PLANNING
RADIO OFFICERS (RACES)
PUBLIC UTILITIES PLANNING
PUBLIC INFORMATION ADVISORY
INDUSTRY ADVISORY - RADIO-TV
COMMUNITY AND FAMILY SERVICES
FIREMEN'S ASSOCIATION PLANNING

Mr. Paul R. Meyer, Executive Secretary
Board of King County Freeholders
905 A King County Court House
Seattle, Washington 98104


Dear Sir:

For fear I may have given a wrong impression last Saturday,
this letter is written to clarify the position I took.

I was asked if I believed that from an organizational stand-
point Civil Defense should be included in the Public Safety
Department of Government. To this I agreed, however, the
role of Civil Defense is that of coordinator of emergency
services and should be placed at the highest level of
executive direction.

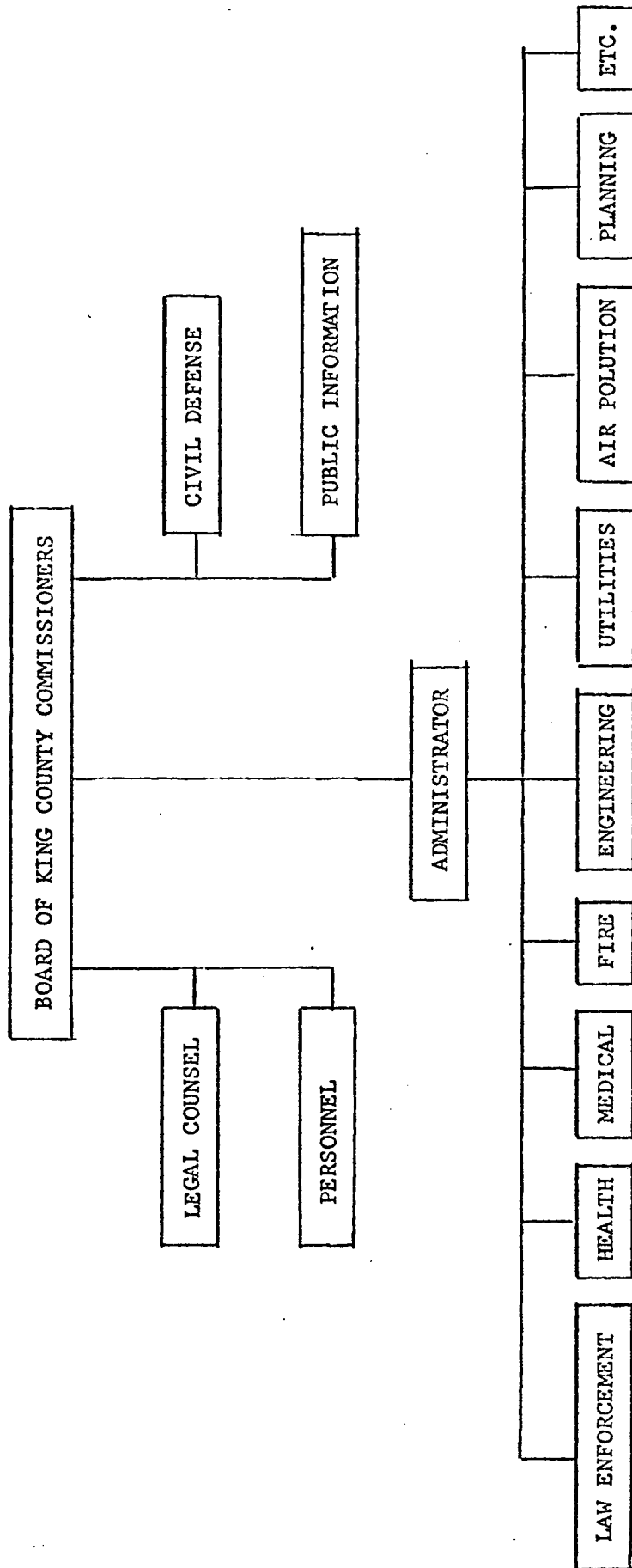
Perhaps the attached organizational chart will help explain
the level of organization required for Civil Defense that
would permit Executive Heads of Government to function in
time of declared natural or war caused disaster.

Sincerely,


ROSCOE C. BURR

RCB:gmd
Attachment





The above chart does not include all King County Departments. It is developed only to show where Civil Defense as an organization should be located in the King County organizational structure.

March 11, 1968

Mr. Richard R. Albrecht, Chairman
Board of King County Freeholders
905-A King County Courthouse
Seattle, Washington 98104

Dear Dick:

Thanks very much for your letter of March 8, 1968. I will be unable to appear personally at your March 16 meeting due to a conflict with a meeting of the Legislative Council committee on Local Government, but I should like to share a few thoughts on the questions contained in your letter. If you wish me to expand on them at some later time, I shall try to do so.

Most of the questions as to the legislative body relate to one another, and a change in the answer to one question may very well change the others, but without caveat, here goes:

I believe that the legislative body should be large enough to be reasonably represented, probably at least as large as the Seattle City Council up to a maximum of perhaps 15 members. Any commission of this size should almost certainly be chosen strictly by single member districts as at-large elections would both be expensive and would be unlikely to reflect thoughtful citizen participation. Terms should be not more than 4 years on a staggered basis. I believe that the offices should be nonpartisan in nature in order to attract the greatest possible number of qualified candidates; this is a less important consideration, however, with a large, single district legislative body than it is if the Board is constituted more or less like it is at the present time.

The Board should be salaried and considered part-time officials. They might be given quasi-judicial functions in the fields of zoning variances and the like, though I have not really put enough thought in this area to feel confident of my answer.

Very truly yours,

LITTLE, CANDY, SCOTT, PALMER
& SLEMONS

Slade Gorton

SG:vh

1145

Mr. Richard R. Albrecht
March 8, 1968
Page Two.

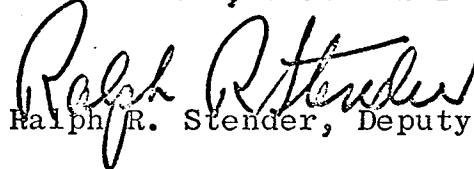
R.C.W. 36.22.010 provides in part also that the Clerk of the Board must be in attendance at all meetings of the Board at which they intend to transact any business whatsoever. He is also delegated by law to keep and to affix the county seal on all documents passed by the Board and record the vote of each member when there is a division of vote or at the request of any member present.

In the past there has been recommendations to various groups that the Commissioners appoint their own clerk and at the first glance this would seem reasonable; however, he would necessarily have to accede to the wishes of his employer should he wish to continue his employment. For this reason, I believe the State Legislature in its wisdom provided this check on the governmental body that has the powers of spending, disposition of county property, establishing and vacating county roads, etc. For these reasons, I personally urge your body to include in the proposed County Charter that the Clerk of the Board of County Commissioners remain as an employee of the County Auditor.

We are proud of the manner in which this office, since the inception of King County, has kept the records of the Board and for your attention is attached a copy of the first meeting of the Board of King County Commissioners, dated March 5, 1853.

Very truly yours,

BOARD OF COUNTY COMMISSIONERS
ROBERT A. MORRIS, Clerk of Board

By:  Ralph R. Stender, Deputy

Seattle King County Washington Territory.

Be it remembered that on this 5th day of March A.D. 1853. the County Commissioners Court of King County. was convened at the house of R. S. Maynard in the Town of Seattle. and duly organized in accordance with an act of the Legislative Assembly of Oregon Territory.

Present L. M. Collins and A. A. Denny. Commissioners and H. L. Greer. Clerk. The following business was had & transacted.

Ordered. that the following named persons be summoned to serve as grand Jurors-To wit: George Holt, Jacob Mapel, Samuel Mapel, Henry Pierce, Henry Smith, Edward A. Clark, and James Wilson. And as Petit Jurors: David McHenry, Wm. H. Bell, John Sampson, John Hoff, Mr. Carr, David Maurer, John Noble & Henry Vanasse.

Ordered. that the court adjourn to meet on the first Monday in April.

Signed A. A. Denny

L. M. Collins, Commissioners,

Seattle April 1st 1853.

County Commissioners Court met pursuant to adjournment. Present Judges A. A. Denny & L. M. Collins.

Ordered that Wm. H. Bell be & he is appointed Supervisor of District No. 1. and that George Holt be and hereby is appointed Supervisor of District No. 2.

Ordered that all that portion of the County of King lying North of Duwamish River be included in Dist. No. 1. and that part lying South of the Same be included in Dist. No. 2.

West Seattle CHAMBER OF COMMERCE

(Formerly West Seattle Commercial Club)

4210 S. W. Oregon Seattle, Washington 98116
West 7-5550

March 13, 1968

Richard R. Albrecht, Chairman
Board of King County Freeholders
905-A King County Courthouse
Seattle, Washington 98104

Dear Mr. Albrecht:

Thanks for your invitation to attend your Freeholders meeting on March 16th. This notice was received only yesterday, March 12th, too late for our Chamber to make any studied constructive suggestions.

A consensus among several of our officers indicated the need for a total upgrading of our King County procedure, based upon a minimum of elected officers, on a non partisan basis and under the Executive direction of a single voice of authority. The Commissions could be enlarged from the rule of 3 to 5 or 7, and as an advisory commission. A more coordinated operation would benefit the total area.

Much more study is needed for any superficial recommendation. Possibly we may be invited to participate in another.

Sincerely,

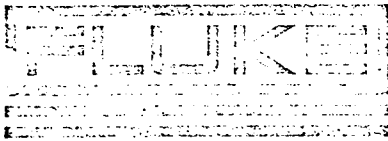


Norm Beers
Executive Secretary

NB:ml

cc: Jack Andrew, President
Manager of Seattle First Nat'l Bank
West Seattle Branch

MAR 14 1968



JOHN FLUKE MFG. CO., INC.

P. O. BOX 7428 • SEATTLE, WASHINGTON 98133 • PHONE 206 774-2211

JOHN M. FLUKE Phone 774-2371
President

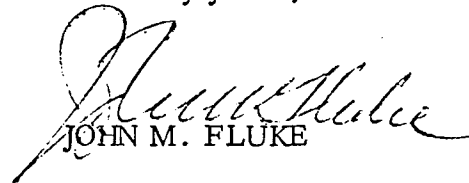
14 March, 1968

Mr. Richard R. Albrecht
Chairman
Board of King County Freeholders
905-A King County Courthouse
Seattle, Washington 98104

Dear Mr. Albrecht:

In reply to your invitation of 8 March to join you on the 16th to discuss the County legislative body, it will be impossible for me to be with you on that date since I will be in the East at that time. Perhaps I could take advantage of being with you on a latter date since this conflict prevents my accepting your invitation.

Sincerely yours,


JOHN M. FLUKE

JMF:sr

MAR 15 1968

1150

LEGISLATIVE BODY

GENERAL

The number should be increased and its administrative duties should be removed. Each member should be nominated and elected by district on a partisan basis. The body should serve full time and be well paid.

DUTIES

Perhaps the number of members and their need to serve full-time hinges upon the duties expected of the legislative body and the tasks King County government is likely to undertake in the future. Some of the duties of the legislative body should be:

1. Investigate, review and analyse actual county performance of services, programs and plans. Included here should be evaluation of the three efficiencies:
 - a. Efficiency of organization--providing for and stimulating the maximum contribution from each employee.
 - b. Efficiency in performing each task--obtaining the greatest return for the money spent,
 - c. Efficiency in tasks undertaken. Were the most important jobs fulfilled?
2. Study review and adopt policies, programs and plans for the county.
3. Study, review and adopt laws and ordinances.
4. Study, review and adopt goals and objectives such as the number and amount of services to be provided.
5. Study, review and adopt annual budgets as well as long-range capital improvement plans and budgets. Included here should be the priorities for each program, plan, and service.
6. Establish assessment ratios and millage rates for property in keeping with state laws.
7. Approve appointments of the Administrator.
8. Create boards, commissions and committees.
9. Hear and act upon citizen complaints and grievances.

A part-time legislative body probably will have difficulty performing these tasks well. A part-time member will probably not be able to gain enough knowledge to make the best decisions or to provide the desirable checks and balances of the Administrator. In addition, a part-time legislator is too often completely influenced by a full-time administrator with a full-time staff.

Meetings of a part-time legislative body often occur evenings and extend late into the night. A part-time legislator with little or no pay from such remote communities as Enumclaw, North Bend, Carnation or Duvall may have little or no interest in such meetings held in Seattle.

SEPARATE ADMINISTRATION

Separation of administrative and legislative powers along with the checks and balances of one against the other provides the greatest freedom for individuals from an oppressive government.

NOMINATION AND ELECTION

Americans characteristically believe that the representative democracy of our Federal Government--legislators nominated and elected by district (Senators by state)--provides the greatest Representative, Responsive and Responsible (3R's) form of government.

Yet, at the local level, we often choose our legislators on a different basis. At the county level, there are too few districts for rural and remote area representation or for a wide variety of viewpoints. The at-large, final election makes a Commissioner responsible to everyone; hence, Responsible and Responsive to no one. However, the present organization of government almost eliminates responsive action by a Commissioner.

In addition, a citizen presently is unable to gain identity with and feel a part of the process of legislative decision-making.

PARTISANSHIP

Regardless of the failures, commissions or shortcomings of our two-party system, it provides the necessary opposition to elected officials. The City of Seattle has been involved in non-partisan elections for some time. Yet, an organization was formed that successfully unseated two City Councilmen. The need for opposition, constructive or destructive, then seems necessary and will probably develop, permitted or not.

At any rate, a non-partisan government does not eliminate political differences. Non-partisanship may tend toward mediocrity since there is no effective opposition. Voter skepticism and apathy may also result since only one side of an issue, proposal or plan is promoted.

LECKENBY COMPANY

1402 IBM BUILDING • SEATTLE, WASHINGTON 98101 • (206) MA 4-2877



March 15, 1968

OFFICE OF THE CHAIRMAN
WILLIAM S. LECKENBY

Mr. Richard R. Albrecht, Chairman
Board of King County Freeholders
905-A King County Courthouse
Seattle, Washington 98104

Dear Mr. Albrecht,

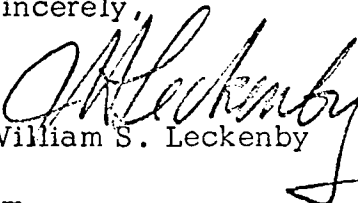
Much as I would like to, I will be unable to attend the public forum tomorrow morning at 10 -- since I will be out of the city.

I would, however, like to make you aware of my views on the County Legislative Body, as outlined in the attachment to your letter.

1. Size - 7 or 9.
2. Chosen - combination of district and "at large."
3. Length of office - 4 years.
4. Elected on a partisan basis.
5. Compensated by a combination of per diem and salary.
6. Considered part-time officials.
7. They should NOT be given any powers or duties beyond the passage of ordinances and policy guidelines.

With kindest regards,

Sincerely,


William S. Leckenby

am

MAR 15 1968

1153

THE COUNTY LEGISLATIVE BODY

(Presented to the King County Freeholders Committee on March 16, 1968)

I believe that the administrative and policy-making functions of county government should be separated. The legislative body should determine policy, with day to day administration of that policy the responsibility of a separate county officer. The size and complexity of county government requires a full-time legislative body.

Within that frame of reference, I believe that members of the legislative body should be both nominated and elected by districts. I hold this belief for the following reasons:

- (1) Responsiveness of county government to the people would be enhanced. Legislators would identify much more with the people to whom they are responsible and would tend to be more accessible to their electorate. This lack of accessibility and responsiveness is one of the more glaring weaknesses of our present system.
- (2) The electorate in each district would be represented by the legislator of their choice. At-large elections leave this choice to others.
- (3) Election by districts, if district boundaries are properly drawn, will increase the probability that unincorporated areas will be adequately represented. At-large elections give an inordinate amount of control to the core area, which has its own government. Those of us who reside in unincorporated areas are much more affected by county government than are city residents.
- (4) District elections would shorten the ballot and increase the probability of an informed electorate.
- (5) District elections would tend to increase individual identity and involvement within the electorate. Government would therefore be closer to the people whom it serves.

In anticipation of the usual response from those who are antithetical to district elections, I would add that this is not the old "Ward system". It was one feature of most Ward systems, but not the only nor even a critical one. Abuse of the Ward system, or "Rotten Borough" politics as it is sometimes called, was possible in the American urban society of 50 to 75 years ago largely due to three factors:

- (1) Large numbers of poorly educated and many foreign-born residents in cities;
- (2) Control and allocation of welfare funds by districts; and
- (3) Control and allocation of patronage by districts.

The possibility of abuse in these areas today is exceedingly minimal. Welfare is now under the purview of federal and state governments. Patronage would be largely eliminated by including in the county charter a merit personnel system and providing for separation of administrative and legislative functions.

I believe also that county elections should remain partisan. There is no evidence that non-partisan government is demonstrably "better" than partisan government. To adopt non-partisan elections, therefore, would seem to be change only for the sake of change. The retention of partisan elections would also retain the healthy concomitant of an organized opposition.

STATEMENT MADE BEFORE KING COUNTY BOARD OF FREEHOLDERS.

Ladies and Gentlemen of the Board of Freeholders:

I am Mrs. Ludwig Lobe, and I am here today representing the Leagues of Women Voters in King County. We thank you for the invitation to speak with you today. Members of the five Leagues in King County have studied county government and ways to improve it over the past few years. Although we have not reached conclusions on all the specific questions you have asked, we do have some definite agreements about the county legislative body.

We support a government for King County which incorporates the principles of separation of powers, a system of checks and balances, a system of clearly fixed responsibility, sound management practices, responsiveness to the electorate and to changing conditions, and the concept of intergovernmental cooperation.

Our primary concern about the county legislative body is that its duties be legislative only, and that it not assume executive and quasi-judicial functions. A county as large and diverse as King County needs a legislative body that can concentrate on the broad, complex problems of the area and prepare and pass legislation to solve these problems. When legislators are overburdened with administrative responsibilities and are required to make judicial decisions, they cannot concentrate on passing the best legislation. Mixing legislative, administrative and judicial functions also violates the safeguards of the American system of checks and balances.

SIZE: The Leagues of Women Voters in King County agree that the legislative body should be enlarged. It should have at least five members, but might have as many as nine; we have no firm position on the maximum number advisable. A three-member commission is too small to be responsive to the electorate. It is an unsatisfactory number for a governing board that hopes to take effective action, particularly when they are elected on a partisan basis.

Rec'd
1155
MAR 16 1968

HOW CHOSEN: The League has no position on how the commissioners should be chosen other than that they should be elected.

LENGTH OF OFFICE: We also have no position on the length of the commissioners term of office. Good practice, however, usually has the terms staggered so that continuity is provided.

PARTISAN vs NON-PARTISAN: The League has gone into the question of whether the legislative body should be elected on a partisan or non-partisan basis. We found that both methods of election have certain advantages and drawbacks and came to no conclusion about which method is preferable..

COMPENSATION and FULL-TIME or PART-TIME OFFICIALS: We have no position on how the commissioners should be compensated or on whether they should be part-time or full-time officials. We did not go into either of these interrelated issues.

POWERS AND DUTIES: We feel very strongly that the legislative body should be legislative only and not be concerned with details of administration. Regardless of the appointment or election of an administrator, he should be charged with the duties that carry out the policies set by the legislative body.

Now that a county charter is about to be drafted, the Leagues in King County will restudy certain phases of county government. During the next two months, we shall be giving some concerted attention to the particular problems, you, the Freeholders, are attempting to solve. We hope to reach some new areas of agreement, and that early in June, before final decisions are made by you, there will be another opportunity for us to present these to you.

We would also appreciate receiving lists of those questions which you are asking citizen groups at future meetings. This will help us to prepare statements for future hearings.

Thank you .

PRESIDENT

Leo Schwabe

*home phone
216-5889*

Federated East Side Clubs

OF KING COUNTY, WASHINGTON

P. O. BOX 66 MERCER ISLAND, WASHINGTON 98040

VICE-PRESIDENT

Harvey Miller

March 18, 1968

RECORDING SECRETARY

Bernice Lefler

CORRESPONDING SECRETARY

Elizabeth Nelson

Board of King County Freeholders
905-A King County Court House
Seattle, Washington 98104

TREASURER

Everett Murray

Gentlemen:

TRUSTEES

Philip Dazey
Jack Forbes
Harry Garber
Donald Knopf
Edith Lange
Ellen MacHenry
Henry McCullough
James A. Wickman

In response to your questions concerning the
County Legislative Body, we recommend the-following:

1. The size should be nine members but not less than seven.
2. They should be chosen by districts.
3. The length of office should be four years staggered.
4. No comment.
5. They should receive a minimum salary and an adequate per diem.
6. They should be part time officials.
7. They should not be given any powers and duties beyond the passage of ordinances and policy guide lines.

STANDING COMMITTEES:

EDUCATION

HIGHWAYS

INDUSTRIAL

LEGISLATIVE

MEMBERSHIP

PARKS

PLANNING & ZONING

PUBLIC RELATIONS

Sincerely yours,

Leo Schwabe
Leo Schwabe
President

LS:en

MEMBER ORGANIZATION

Lake Community Club
Lake Community Club
Bellewood East Community Club
Chevy Chase Community Club
Cougar Mountain Community Club
Crestair Community Club
Eastgate Community Club
Factoria Community Club
Five Corners Community Club

Greater Bellevue Chamber of Commerce
Hilltop Community Club
Horizon View Community Club
Imperial East Community Club
Issaquah Chamber of Commerce
Juanita Crest Community Club
Juanita Community Club
Killarney Circle Community Club
Kirkland Chamber of Commerce

Lake Heights Community Club, Inc.
Lake Hills Community Club
Lake Sammamish Community Club
Lake Sammamish Property Owner's
Association
Mercer Island Community Club
Mockingbird Hill Community Club
Monhaven Community Club, Inc.
Newport Hills Community Club

Overdale Park Community Club
Pine Lake Community Club
Preston Community Club
Robinsglen Community Club
Robinswood Community Club
Rose Hill Community Club
Sherwood Forest Community Club
Somerset Community Club
Spirit Ridge Community Club
Sunset Community Club

1157

COUNCIL OF CHURCHES OF GREATER SEATTLE
2005 FIFTH AVE., FOURTH FLOOR
SEATTLE, WASHINGTON 98121

PHONE: MA 4-2595

*Elliott M. Couden, Pres.
1615 S.W. Cambridge
Seattle 98106
767-4756*

March 20, 1968

Mr. Richard R. Albrecht, Chairman
Board of King County Freeholders
Room 905-A King County Courthouse
Seattle, Washington 98104

Dear Mr. Albrecht:

Because of a previous commitment to attend a meeting of the Central Area Civil Rights Committee from 10 to 12 on Saturday, March 16, it was impossible for me to attend the Open Hearing which you had scheduled at that time to hear remarks and opinions regarding the legislative body of the County Government.

Our president, Mr. Elliot Couden, is unable to get away from his place of business on Saturday. However, he has asked me to forward the following suggestions covering the various questions you posed in your letter of March 8:

1. With regard to the size of the legislative body, we suggest 16 commissioners.
2. We believe that they should be elected, one each from a legislative district.
3. They should serve a four-year term.
4. They should be elected on a partisan basis.
5. They should be compensated by a combination of per diem and salary basis.
6. They should be considered part-time officials.
7. They should have no administrative, judicial, or quasi-judicial powers and responsibilities.

Sincerely yours,

Lemuel Petersen

Lemuel Petersen
Executive Minister

1153

MAR 22 1968

March 21, 1968

Mr. Richard R. Albrecht
1115 N.W. 196th
Seattle, Wash. 98177

Dear Mr. Albrecht:

I still think, as I mentioned at your Freeholder's meeting Saturday, March 16th, that it is very important that we have it stated in the new county charter that it would be illegal for any city or county officials to be a party to adding anything to our public water supply without the vote of the people. I know that Mr. McKenna said this would have to be done in our respective districts, but if the city and county offices are to be consolidated as Mr. Munroe wishes it is even more imperative that this item be put in your original charter. It would be much simpler to put it in now instead of trying to come up with an amendment to the charter later. All I am asking is the right of the people to be considered in this case--the right for them to have a chance to vote on it. I am enclosing a brochure on fluoridation which I hope you will take time to read and maybe pass it on to some of the other freeholders.

"The inclusion of this item could read as follows:
The King County Officials shall not add, or cause or allow to be added to the public water supply of the cities or towns included in said county any form whatsoever of any drug or chemical substance not absolutely proven to be necessary to insure its purity and potability. This restriction shall specifically include, but not be limited to, fluoride in any form whatsoever."

I sincerely hope that you will consider this request and realize the importance that it holds. If necessary I could obtain many signatures in agreement with this request. Thanking you in advance for your consideration I remain

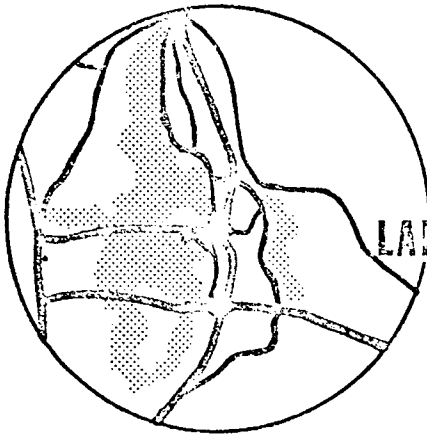
Very truly yours,
Mrs. George Perry
Mrs. George Perry
14616 S. E. 178th Pl.
Renton, Wash. 98055

1159

Mr. Albrecht

I would also like to refresh your memory on my second idea of making it mandatory for the county school districts to furnish an annual budget report to the taxpayers paying taxes in each particular school district. Besides showing how the taxpayers money is being spent it should also include names and views of persons who are serving on the school board .

Mrs. George Perry
14616 S.E. 178th Pl.
Renton, Wn. 98055



OFFICERS
Bob T. Gardner, President
Charles O. Morgan, Vice-President
Robert P. Klamser, Treasurer
Simone McFadden, Rec. Secretary

LAKE WASHINGTON GOOD ROADS ASSOCIATION

111 - 116th AVENUE S. E. BELLEVUE, WASHINGTON

SPECIAL ACTION COMMITTEE

Alfred E. Leland • Kay Johnson • Neil McReynolds
Gerhardt C. Graep • Willard Karg • Frank Clark
Herbert Metke • Brian J. Lewis • Robert D. Eberle

March 25, 1968

Mr. Paul Meyers
Executive Secretary
King County Freeholders
King County Courthouse
SEATTLE, Washington

Dear Mr. Meyers -

The Lake Washington Good Roads Association would like to express the view that we are very much in favor of having the County Commissioners elected by District rather than generally throughout the County.

Our reasoning for this is that it will promote greater responsibility on the part of the Commissioner to his constituents as well as giving a more equitable distribution of voter control over the entire County.

Sincerely yours,

LAKE WASHINGTON GOOD ROADS ASSOCIATION

Bob T. Gardner
Bob T. Gardner
President

BTG/sm

*1215 S.E. 4th Pl.
Bellevue 98004
(2/68)*

1161

LECKENBY COMPANY

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March 26, 1968

OFFICE OF THE CHAIRMAN
WILLIAM S. LECKENBY

Mr. Richard Albrecht, Chairman
Board of King County Freeholders
905-A King County Courthouse
Seattle, Washington 98104

Dear Mr. Albrecht,

I regret I cannot attend the April 2 public forum per
Paul R. Meyer's March 19 letter.

My answers to his questions are enclosed.

Sincerely,

A handwritten signature in cursive script that reads "Bill".

William S. Leckenby

Enclosure

am

MAR 27 1968

1162

Subject: The Chief Executive.

1. The individual should be elected separately.
Reason: This is an executive position and hopefully would be filled by a person who is elected as a capable executive. Many times a person with legislative capability, who might be elected because his party is in the majority, is not a capable executive.
2. No - in line with the answer to the previous question.
3. No - the executive should not be a voting member of the legislature. If he is elected separately to be the chief executive, he will have his hands full in that capacity.
4. The executive should have a veto on matters concerning the budget. He probably should not have a veto beyond that.
5. The executive should be elected for a four-year term.
6. The compensation for the Chief Executive should be about 80 to 90% of that for the Governor of the State.
7. The office should be partisan.
8. The executive should be allowed to appoint all department heads and remove them, with the possible exception of the County Auditor.
 - a. Legislative body should have control only to the degree of confirming the various appointments.
 - b. This confirmation should apply only to the principal offices.
9. The powers and duties of the Chief Executive should be as follows:
He should provide over-all direction and administration of the operation of the County.
He should develop and prepare a long range plan to make the objectives and needs of the County.
He should execute these in accordance with legislation in existence or as subsequently provided by the legislative branch.
He should prepare and submit budgets for approval of the legislative branch.
He should recommend legislation to the legislative branch, counseling with them regarding adoption of proposed legislation.
He should establish effective controls over the business transactions of the County.
10. The charter should specify only in general the responsibility of the Chief Executive. Most of the job description of the Chief Executive should be specified by statute.

SCHNEIDER, SMYTHE & SALLEY

ATTORNEYS AT LAW

29 FIRST STREET NORTHEAST
AUBURN, WASHINGTON 98002

TELEPHONES:
TE 3-1660
VE 9-2660

LYLE R. SCHNEIDER
ROBERT M. SMYTHE
JAMES L. SALLEY

March 28, 1968

Mr. Richard R. Albrecht
Chairman, Board of King County Freeholders
905-A King County Courthouse
Seattle, Washington 98104

Dear Richard:

I will be unable to attend the March 30th meeting of the Freeholders. Since this meeting is to be concerned with the legislative body, I want to express my views on this subject briefly.

The more I have studied the legislative process and listened to the men who work with various legislative groups, I concur with the broader view first expressed by Norm Ackley. He reasoned we should have as many commissioners as we have legislative districts in the county. I would favor not less than nine nor more than 15 commissioners; one commissioner to be elected from each district. If the legislative body is to be less than 15, the freeholders should redistrict the county into as many districts to equal the total number of commissioners. No commissioner to be elected at large. The commissioners are to serve full time and select their own chairman. Their salaries could be established within the \$12,000.00 to \$25,000.00 range.

The commissioners could run for election on terms of office for at least four years to six years on a partisan or non-partisan basis. My experience in city elections proved to me the commissioners could run on a non-partisan basis, and serve on a non-partisan basis and do a job real well without political declaration. (The California system is non-partisan.)

A chief executive officer is to be elected at large for a term of four to six years, at a salary range of \$25,000.00 to \$40,000.00 plus expenses. He would have veto power and be responsible for executive control over heads of departments, the same as a city manager or city mayor.


This is a base framework and the rest can be filled in as we go.

Mr. Richard R. Albrecht
Chairman, Board of King County Freeholders

March 28, 1968

I particularly take issue with many of the exponents of the necessity of partisan elections. Show me the evidence or proof where partisan officials have performed better and done a better job and are of a higher caliber than non-partisan officials. Being elected by districts and on a non-partisan basis will cut the cost of elections, attract better qualified, interested citizens to run and will result in better performance in office with no political promises or obligations to be fulfilled.

Sincerely yours,



Lyle R. Schneider
Freeholder

P. S. Please read this at the meeting to express my views in my regretted absence. Thank you.

P. S. Since I am now reconciled to the fact that we should have a commissioner elected from each district, it is not nearly as important to have the chief executive officer or county administrator to be elected. The public must have representation and it will get that representation through its district commissioner. Therefore, I am not opposed at all to having the commissioners hire their own county administrator who would be responsible to the commissioners under a like salary of \$25,000.00 to \$40,000.00 a year, and would be an executive who would work with the commissioners as a group, and with special committees of commissioners, and would act as the executive arm of the commissioners.

THURLOW M. HEGGLAND
3200 SIXTH AVENUE
SAN DIEGO, CALIFORNIA 92103

April 1, 1968

Mr. Paul R. Meyer,
905-A King County Courthouse,
Seattle, Washington

Dear Mr. Meyer,

As requested in your letter of March 29th,
enclosed is a biographical sketch.

I am looking forward to meeting
with your Board of Freeholders. The editorial
you enclosed is most interesting and in
many respects is typical of the situation
I would expect to find. Incidentally, San
Diego County has had an appointed Auditor
since 1932, I believe.

I expect to arrive Friday evening
on United, flight #286, due in Seattle at
7:12 P.M., & will go directly to the Hilton
Lun.

See you Saturday,

Cordially,

T. M. Heggland

April
~~December~~ 1968

Biographic Profile

THURLOW MARTIN HEGGLAND

Residence 3200 Sixth Avenue
San Diego, California 92103
Phone - Area Code 714 - 297-2189

Occupation Chief Administrative Officer
County of San Diego
214 County Administration Center
San Diego, California 92102
Phone - Area Code 714 - 239-7711

Born December 22, 1904, Chicago, Illinois

Parents H. Martin Heggland, D.D.S. (b. Norway)
Thora Ellison Heggland (b. Chicago, Ill.)

Siblings C. Monroe Heggland (Deceased) (b. 1896)
Stanley E. Heggland - Snyder, N.Y. (b. 1898)
Leird A. Heggland - Madison, Wis. (b. 1906)

Family M. - Alice M. Witt - April 27, 1927
Son - Radoy Witt Heggland - July 15, 1928
Manager of Exploration, North America,
Continental Oil Co., Houston, Texas
(M. - Nancy Redd of Los Angeles, June 12, 1949)

Grandchildren - Sherry Heggland, Nov. 23, 1951, ^{Houston, Texas}
Sally Heggland, Oct. 24, 1962, ^{Houston, Texas}

Education Elementary - Lincoln School, Evanston, Ill. 1917
Evanston Twp. High School 1921
Northwestern University, Evanston, Ill. 1925
B.S. in Commerce
Graduate Work - Utility Economics, Northwestern
University 1929-32
Public Administration, Univ. of
Southern California 1937-39

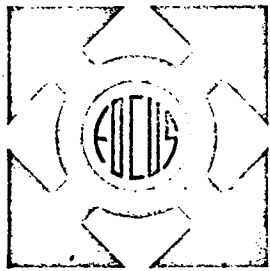
Military Capt., and Major - AUS, 1943-1946,
Service in European Theater, Civil Affairs
and Military Government. Attached to combined
U. S. and British Civil Affairs Unit #2/19, 1944-45;
in charge of Displaced Persons section in central
zone of Norway, May-Nov., 1945; Welfare Section,
SHAEP, Frankfurt, Germany, Nov. 1945-Feb. 1946.
Bronze Star.

Employment 1925-1932 - with Public Service Company of Northern Illinois, various capacities in Oak Park, Maywood and Chicago, Ill.
1932-1936 - owner-operator of gasoline service stations in Los Angeles.
1936-1936 - Vice President Retail Petroleum Dealers Assn. of Southern California.
1936-1949 - various administrative positions, County of Los Angeles.
7/1/49 - 2/19/51 - Asst. Chief Administrative Officer, County of San Diego.
2/19/51 - 6/30/51 - Acting Chief Administrative Officer, County of San Diego. (Appointed "acting" following death of County's first Chief Administrative Officer, Alfred H. Campion, on Feb. 18, 1951.)
7/1/51 - ~~2/1/68~~^{3/1/68} Chief Administrative Officer, County of San Diego.
4/1/68 - RETIRED

Professional Affiliations Member - International City Managers' Assn.
Municipal Finance Officers' Assn.
American Society for Public Administration (Past President, San Diego Chapter)
Western Governmental Research Assn. (Past President)
National Assn. of County Administrators (Past President)
National Assn. of Counties (Currently ~~Past~~^{Past} Director)
Administrative Officers Advisory Committee of County Supervisors' Assn. of Calif. (Past Chairman)
Relief Advisory Committee, County Supervisors' Assn. of California
Past Member, Governor's Welfare Study Commission
Member, Peace Officers' Standards & Training Commission, State of California

Civic Affiliations Current - Advisory Board, Boys' Clubs of San Diego
Board of American Red Cross, S.D. Chapter
Board of Armed Services YMCA
S.D. County Council of Boy Scouts
Member - Navy League of U. S.
Board of S.D. Economic Research Bureau
Member - Rotary Club of San Diego
Past - Board of Community Welfare Council
Board of Community Chest
Board of United Community Services

Special Clubs Member, Kona Kai Club
Member, Guyanaca Club



FEDERAL WAY COMMUNITY COUNCIL, INC.

P. O. BOX 1057
FEDERAL WAY, WASHINGTON
98003

April 2, 1968

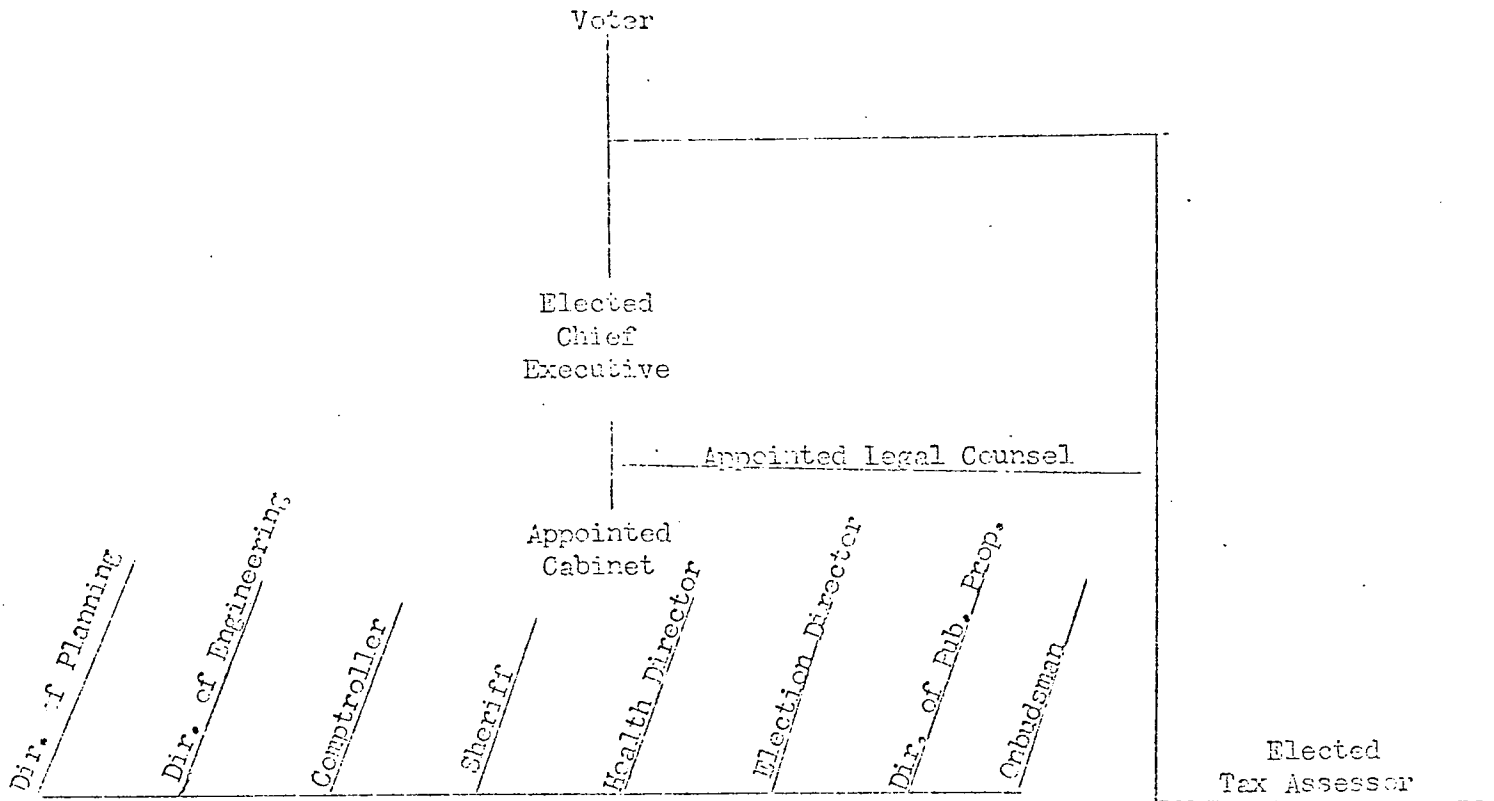
In response to your letter of March 19, the Federal Way Community Council would like to submit the following recommendations for your consideration. Any questions should be directed to Jim Laase at FU 3-0701 (work) or VL 9-4047 (home). He can also be reached at the above address.

Joan Frederick, Secretary
Federal Way Community Council, Inc.

APR 2 1968

1169

ADMINISTRATION



APPOINTMENTS TO BE CONFIRMED BY THE LEGISLATIVE BODY

CHIEF EXECUTIVE SHALL SERVE A 4 YEAR TERM

CHIEF EXECUTIVE SHALL HAVE POWER OF VETO

LEGAL ASSISTANT BE APPOINTED BY EXECUTIVE TO PROVIDE LEGAL COUNSEL
TO ADMINISTRATIVE AND LEGISLATIVE BRANCHES

LEGISLATIVE

Voter

Elected

Legislative Body

13 to 17 Members

Elected
Auditor

MONETARY CONTROL BY APPROPRIATION

INDIVIDUAL LEGISLATORS TO BE ELECTED BY INDIVIDUAL DISTRICTS

DISTRICT BOUNDARIES TO BE ADJUSTED LIKE THE ALASKA PLAN, WITH
APPROVAL TO BE BY SIMPLE MAJORITY OF THE LEGISLATIVE BODY

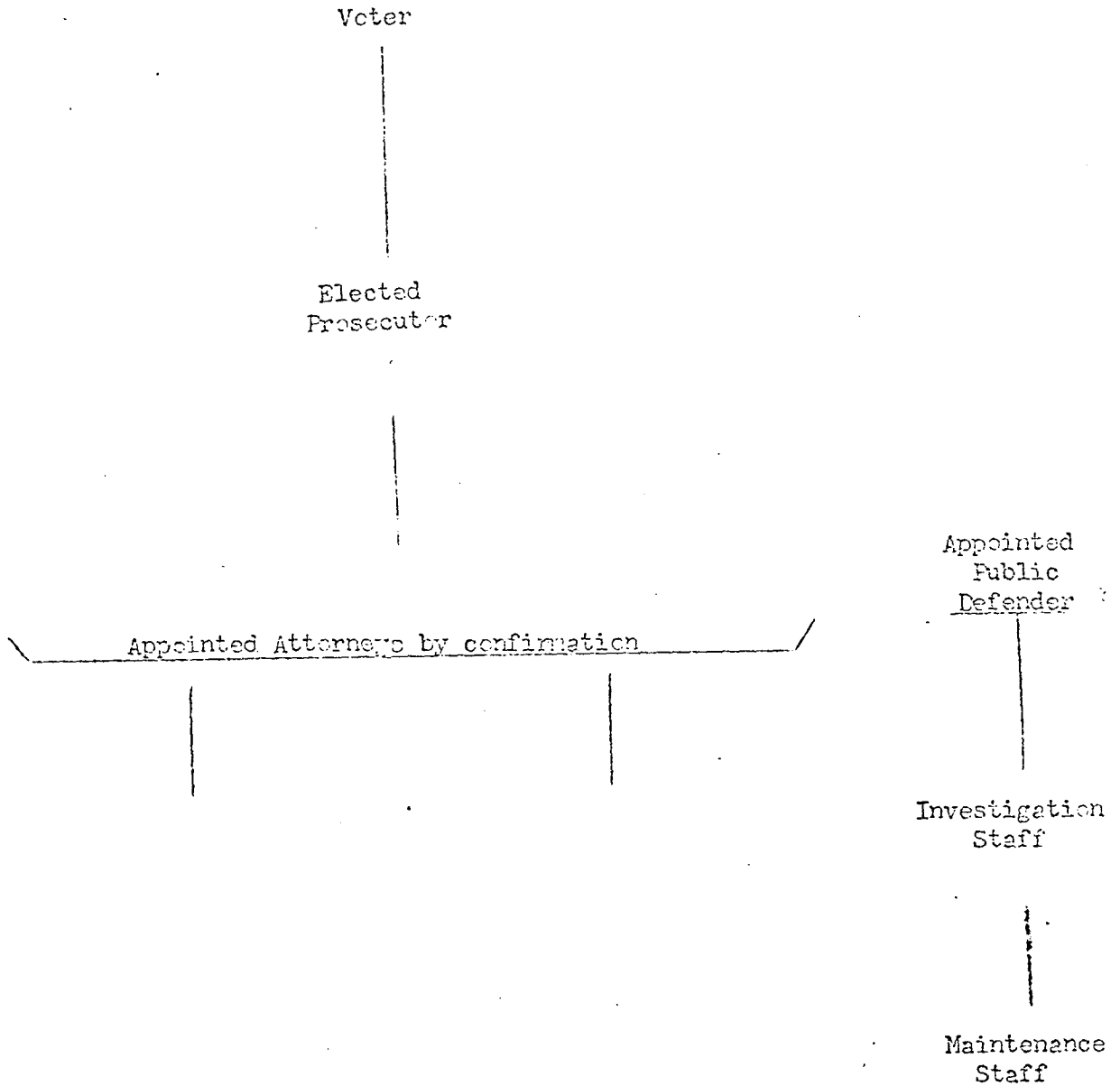
2/3 MAJORITY TO OVERTHROW VETO

2 YEAR TERM (TO REFLECT WILL OF ELECTORATE)

LEGISLATORS WILL BE FULL TIME

CONTROL INTERGOVERNMENTAL RELATIONS

JUDICIAL



PUBLIC DEFENDER TO BE DIRECTLY APPOINTED BY LEGISLATIVE BODY

GRAND JURY RIGHTS TO BE RETAINED

P E R S O N N E L

THE CHARTER SHALL INCLUDE UNIFORM PERSONNEL PROCEDURES. PROVISIONS SHALL BE MADE FOR PERIODIC PUBLISHED MANAGEMENT AUDITS.

B O A R D S A N D C O M M I S S I O N S

THERE SHALL BE NO COMPENSATION FOR SERVICE ON BOARDS OR COMMISSIONS.

AUTHORITY OF BOARDS AND COMMISSIONS SHALL BE LIMITED TO ADVISORY IN NATURE. (UNLESS CONTRARY TO STATE OR FEDERAL STATUTES.)

BOARDS AND COMMISSIONS SHALL EXIST AT THE PLEASURE OF THE LEGISLATIVE BODY.

APPOINTMENTS TO BOARDS OR COMMISSIONS BY THE EXECUTIVE SHALL BE CONFIRMED BY THE LEGISLATIVE BODY.

I N I T I A T I V E , R E F E R E N D U M & R E C A L L

THERE SHALL BE PROVISION FOR REASONABLE RIGHT OF THE CITIZEN TO INITIATIVE, REFERENDUM, AND RECALL. THE FULL CONSENSUS OF THE FEDERAL WAY COMMUNITY COUNCIL WAS THAT INITIATIVE AND REFERENDUM IS AN ESSENTIAL PART OF COUNTY GOVERNMENT.

ANSWERS

1. THE APPOINTED COUNTY MANAGER IS BELIEVED TO BE THE MOST EFFICIENT METHOD. HOWEVER, WE BELIEVE PRACTICAL POLITICS DICTATE AN ELECTED EXECUTIVE.
2. NO. HE SHOULD BE ELECTED.
3. NO. SEPARATION OF POWERS.
4. YES.
5. 4 YEARS.
6. CHIEF EXECUTIVE - SUPERIOR TO THE MAYOR OF SEATTLE.
LEGISLATIVE BODY - SUPERIOR TO SEATTLE CITY COUNCIL.
7. PARTISAN.
8. YES, HIRE BY CONFIRMATION.
9. DUTIES - PREPARE BUDGET, MANAGE COUNTY AFFAIRS, IMPLEMENT LEGISLATION
POWERS - APPOINTMENTS AND MANAGE COUNTY AFFAIRS
10. YES. REQUIRED TO BE AN ELECTOR IN KING COUNTY.

April 2, 1968

WHAT BELLEVUE AREA RESIDENTS THINK OF THEIR GOVERNMENT

Background

B.A.S.I.C. began at a meeting 16 February 1967, in the auditorium of the Puget Power Building, sponsored by "Greater Bellevue Citizens' Council for Community Development." The Greater Bellevue Chamber of Commerce was the motivating force; the stimulant to a group of interested citizens, brought together to discuss problems and define areas of interest and responsibility.

With help from the Bureau of Community Development of the University of Washington, who acted as a guide in this study situation, a steering committee was elected from among the interested attendees at the meeting of 16 February. This group, who soon called themselves B.A.S.I.C. (Bellevue Area Self-Improvement Council), immediately set about the task of developing a community census and opinion survey. With at least one meeting every two weeks from the date of inception until the actual survey poll in October, every available source of information was explored to make the questions useful, intelligent and meaningful. The following paragraphs present the results of the "Government" section of the survey. The actual questions and answers are given on the last two pages of this report.

Survey Results

The B.A.S.I.C. survey indicates that most area residents (60%) are satisfied that their local government responds to most of their needs and desires (see Question 34). However, most of those surveyed (55%) admitted they were not really well informed about the powers, responsibilities and limitations of their local government (see Q. 36). This apparent discrepancy may reflect the difference between understanding "how" local government works and recognizing "what" actions that government takes which most affect the individual life. It is worthy of note that, in contrast to most other questions about government, only 9% of the interviewees were uncertain whether or not they were well informed about the powers of local government.

The future structure of the city, county and metropolitan governments of the Bellevue area is not clear in the minds of residents of the area. Half of us anticipate a need to consolidate our units of local government, 23% feel no need to consolidate, and a large 27% don't know what to think about consolidation (see Q. 35). If, as is often assumed, the "undecided" vote should split about half and half, this would mean over 60% in favor of consolidation.

The direction of consolidation, however, is not firm in the minds of the Bellevue area residents. Two questions bore on this problem:

Q. 37 what type of local government do you prefer?

Q. 38 if a metropolitan form of government is developed for the entire Seattle area, which would you prefer?

The answers to Q. 37 show that sentiment is evenly divided among residents of incorporated areas between the Mayor-Council form and the Council-Manager form of local government. The undecided vote is clearly enough to swing the vote either way. The residents of King County in the Bellevue area show a greater preference for a Manager-Commission form of county government than a Board of Commissioners alone. Here, if the undecided vote were split half and half, the result would be a majority in favor of the County Manager. Therefore, we recommend your consideration of a County Manager-Commission form.

The question of what type of metropolitan government is preferred (Q. 38) presents a mixed picture. The largest vote favored a single metropolitan government with direct representation from existing areas, but this largest vote was only 29% of the total. Here, it is instructive to look at the difference between these results and the vote that might be expected if the interviewees answered at random. The latter results would give a 20% vote for each possibility. It appears, then, that two of the questions depart enough from this random 20% to be statistically significant: A and C. Choice A says that only about half of those who might choose at random chose a city government providing such as police and fire protection, etc. with county government providing area-wide functions. This probably indicates a definite negative reaction to this choice. Choice C, on the other hand, shows nearly half again as many votes as might be expected on a random basis. It seems reasonable, therefore, to say that more of those interviewed chose a single, area-wide metropolitan government with direct representation from existing areas than any other choice. This reinforces the answers to Q. 35 of anticipating a need to consolidate our local units of government.

Finally, Q. 39 shows that Bellevue area residents are uncertain about the accessibility and willingness to communicate of their local government officials. The size of the "don't know" vote (38%) probably means that many people have not really attempted to inform themselves about their local government. We, therefore, suggest that the Freeholders may wish to consider some provision in the charter to encourage two-way communication between the government and the citizens.

The Government Committee of B.A.S.I.C. appreciates the opportunity to present these results of our survey to the Freeholders. We are in the process of analyzing these results further and hope to be in contact with you again soon.

Respectfully submitted
B.A.S.I.C. Government Committee

RE *Kesterson*

R. E. Kesterson, Chairman
O. C. S. Brahe-Pedersen
R. C. Haller
Mrs. J. T. Strickland
A. J. Vettori

B.A.S.I.C. SURVEY ANSWERS
GOVERNMENT SECTION

Q. 34 Do you think local government responds to most of your needs and desires?

YES	60%
NO	16
?	24

Q. 35 Do you anticipate a need to consolidate our units of local government?

YES	50%
NO	23
?	27

Q. 36 Do you feel you are well informed about the powers, responsibilities and limitations of local government?

YES	36%
NO	55
?	9

Q. 37 What type of local government do you prefer?

Residents of incorporated areas

MAYOR-COUNCIL	40%
COUNCIL-MANAGER	39
?	21

Residents of unincorporated King County

COMMISSIONERS	33%
MANAGER-COMMISSION	44
?	23

Q. 38 If a metropolitan form of government is developed for the entire Seattle area, which would you prefer:

- A. City government providing such as police and fire protection, etc., with county government providing area-wide functions.
- B. City government providing municipal functions, with extension of Metro into area function, e.g. garbage disposal, air pollution, etc.
- C. Single, area-wide metropolitan government with direct representation from existing areas.
- D. Continuation of present forms of government.
- E. Don't know.

A	12%
B	22
C	29
D	16
?	21

Q. 39 Do you think your local officials are readily accessible and attempt to communicate?

YES	38%
NO	24
?	38

STATEMENT MADE BEFORE KING COUNTY BOARD OF FREEHOLDERS

Ladies and Gentlemen of the Board of Freeholders:

I am Mrs. Harold Mozer. I represent the Leagues of Women Voters in King County. We have studied the structure of county government and have come to agreement on general criteria for evaluating such a structure. We hope during the next two months to re-examine our position and to consider many of the specifics involved in writing a charter. If our members find new areas of agreement, we would like to inform you of them.

We believe that any new form of government should improve governmental operations and facilitate the solution of urban area problems. We support a governmental structure that is responsive to changing conditions. Therefore, a charter should be a written expression of fundamental law without statutory provisions, such as salaries, which can rapidly become out of date. We support a shortened ballot which follows the principle that jobs requiring skill be appointive, those requiring policy making be elective. We feel that the charter should allow for sound management practices and integration of services.

Although we have achieved agreement on these principles, most of them do not apply specifically to the questions you have asked. However, because we viewed the county executive as an administrator rather than a policy maker, our members have expressed a preference for an appointed county administrator. Although not specifically stated, I believe that our members agreed that he would be appointed by the legislative body and would serve at their pleasure. Under those circumstances he should not be involved in policy making; he should neither participate in voting nor have a veto power. His salary should be set by statute not by charter.

We have no consensus on specific powers and duties. Since we support a separation of powers and clearly fixed responsibilities, we would hope that the executive would have sufficient power so that he could be held accountable for the operation of the executive branch of county government.

Thank you for giving us this opportunity to express our views.

should all be elected by the people. It is
the people's right + privilege to elect
the officials who run the various depts.
to which they are elected. In this manner
We, the people, have the right + privilege to
keep these officials in office, if we feel they
have conducted the duties + functions of their
office in a good + proper manner. I do
not like the proposal of a County Manager,
or Administrator, appointing these officials.
If this "Tammany Hall" or "Political Boss"
proposal were put into effect, these County
Officials would Not be responsible to the
people - the voters - but only to the "Head Man".
I still want to be able to vote for or
against any County Official - as per my
own thinking.

Harry Jordan
5419 Baker Ave NW
Seattle 98107

(PERSONAL OPINION ONLY)

BOARD OF KING COUNTY FREEHOLDERS

Questions for Consideration at Public Forum

April 24, 1968 - 7:30 p.m.

Shoreline High School
"Little Theatre"

Subject: Establishing functional departments and determining which heads should be appointed or elected.

1. Assuming the creation of the following divisions of county government, which should be headed by an appointive or elective supervisor? Would you advocate a different division or suggest additional departments be specified in the charter?

<u>DEPARTMENT</u>	<u>ELECTION</u>	<u>APPOINTMENT</u>
A. Public Work		
B. Finance		
C. Public Safety		
D. Medical and Social Services		
E. Administrative Services		
F. Other		

2. Among the existing county offices, which can be altered by the Charter, which do you think should remain appointive and which elective? Please give reasons for your choice.

<u>OFFICE</u>	<u>ELECTION</u>	<u>APPOINTMENT</u>
A. Assessor	Yes	
B. Auditor	Yes	
C. Clerk	Yes	
D. Coroner	Yes	
E. Sheriff	Yes	
F. Treasurer	Yes	

Washington County Oregon

JOHN C. ANICKER, CHAIRMAN
ELDON HOUT, COMMISSIONER
WILLIAM MASTERS, COMMISSIONER
LAYTON NYBERG, COMMISSIONER
MURTON C. WILSON JR., COMMISSIONER



RICHARD MILBRODT
COUNTY ADMINISTRATOR

April 3, 1968

Paul Meyer, Executive Secretary
Board of King County Freeholders
905 A King County Courthouse
Seattle, Washington, 98104

Dear Paul:

Many thanks for the invitation to appear both before your group officially and to chat with you and the chairman of the Board of Freeholders a couple of days later. The informal questioning was certainly appreciated because, as I am sure you are aware, with members of the Board of Commissioners present, it was somewhat difficult to answer questions with the frankness and candor that the freeholders deserved.

Enclosed I am sending 14 copies of our county charter as amended together with 14 copies of the ordinance which establishes my position and incorporates the basic management structure of the county. Again let me repeat my previous offer to say that if there is any way I can provide assistance to you, do not hesitate to ask. It was a pleasure meeting you and your freeholders and I wish you the best of luck and encouragement in your important task.

Very truly yours,

Rich (lw)

Richard Milbrodt
County Administrative Officer

RM/lw

Enclosure



King County

STATE OF WASHINGTON

Seattle

CIVIL SERVICE COMMISSION

Jack Youngberg

JOSEPH E. KANE, CHAIRMAN

HULBERT S. MURRAY

STANLEY C. PETERS

James P. Foster

August Antonino

ZONE 4

CHIEF EXAMINER AND SECRETARY

S. J. PATRONI

COUNTY-CITY BUILDING

The Board of King County Freeholders
905A County Court House
Seattle, Washington 98104

APR 8 1968

Gentlemen:

Your letter of March 26, 1968 to this Commission invited expressions of opinions on matters before your Board. Charged as we are with providing civil services for the Sheriff Department, we state herein some brief recommendations, placing in written form those made orally during your March 2, 1968 meeting.

Recommendation No. 1:

Charter drafts on personnel administration in the county should be made after consultation with widely experienced authoritative sources who have been for years concerned first hand with personnel management and administration. A suggested trioka could be a recognized local authority in industry, a dean of business administration of a recognized university and a consultive individual recommended by The Personnel Association of 1313 East 60th Street, Chicago, Illinois 60637. Among your attorneys charged with writing charter provisions, one should have a background of civil service laws. (A recognized authority in this field is H. Eliot Kaplan, author of the text, The Law of Civil Service).

Comment:

With the sources of information recommended available for consultation, much local misinformation, derived from narrow sources here and elsewhere, can be factually challenged.

An example of opinions based on narrowly oriented surveys is the recent Civil Service Initiative 239. The draft of this Initiative, you will note, contains no provisions for a personnel department, the heart of good personnel administration and management. A League-drafted earlier Civil Service initiative is the forerunner of present Initiative 239. It is practically a copy of the League's 1967 version and neither contained provisions for a personnel department under Civil Service. The League's recent recommendations to your Board, it is noted, reverses their original position against any personnel department. A central personnel department is now advocated.

Recommendation No. 2:

Place all personnel administration and management matters under County Civil Service. Write a charter provision that prevents nepotism and political considerations entering personnel selection processes while insuring competitive testing and selection of personnel untainted by political pressures. Write a charter provision making continued job tenure dependent upon satisfactory or better services and make procedure for removal based upon unsatisfactory or marginal job performance simple but just.

Comment:

It can be done!

Recommendation No. 3:

If a semi-political personnel administration and management system is chosen by your Board for county use, do not include the Sheriff Department. Politics in any form should have no say or control over policies related to the selection of personnel for law enforcement agencies.

Comment:

The FBI is an excellent example of what can be accomplished with investigative organization completely separated from political pressures or controls.

Senator Estes Kefauver's book, Crime in America, reporting on law enforcement agencies throughout the country, cites many reasons why complete divorcement of politics and law enforcement is essential for protection of our democratic processes.

Recommendation No. 4:

Charter provisions covering county personnel administration and management should insure continuation of the present King County Civil Service Commission for the Sheriff Department under RCW 41.14 for at least three years from date charter provisions receive voters' approval.

Our experience, the State Personnel Board's and others, shows at least three years are required before any new personnel system can begin to operate effectively and handle all appropriate demands for services.

Comment:

This Commission, operating since February 1959, went through the difficult process of changing a political system to a civil service system of selection through competition. Time needed to accomplish this was numbered in years, not months. A similar time schedule was experienced by the Washington State Personnel Board. Establishing rules, setting qualifying

standards for entry and promotional opportunities, writing job specifications, making job surveys, classifying jobs, holding hearings, etc., are only some of the necessary elements that must be treated and retreated to excise unacceptable job appendages that are part of any political selection system.

Any disruption of personnel services for the Sheriff Department wrought by changes introduced in personnel administration would affect effective law enforcement in King County during troubled times.

A governing body can ill afford jeopardizing the effectiveness of its peace-keeping law enforcement agency. Though we are proud that our Sheriff Department's high state of effectiveness is in no small measure due to services this Commission provided and the standards it set under RCW 41.14, we would be happy to turn over the reins to a demonstrably superior proven jurisdiction upon that activity's reaching a state of effective operations assured of success. The Commission could then feel its donation of thought, time and energy at charity (bargain) rates should logically end in good hands.

It is our understanding that the suggested Civil Service Bill you requested us to submit during your March 2, 1968 meeting is no longer desired. We were informed your attorneys will draft charter provisions covering personnel administration in county departments and units. In view of this change, our very rough draft of suggested Civil Service Bill provisions will be filed.

Should the Board of Freeholders decide that county-wide civil service is the means of coping with the growing personnel needs of King County, it is suggested that such responsibilities be placed under the present King County Civil Service Commission and its Chief Examiner and Secretary serving the Sheriff Department.

For recommendations regarding the logicalness and effectiveness of this arrangement, you are referred to the past and present Civil Service Commissioners who have served.

Very truly yours,


SJP/mc

1185 1/2

1512 Northwest 63d Street
Seattle, Washington 98107

SUnset 4-8971

April 12, 1968

Mr. Paul R. Meyer
Executive Secretary
Board of King County Freeholders
905-A King County Court House
Seattle, Washington 98104

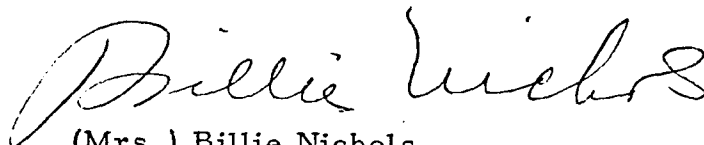
Dear Mr. Meyer:

Thank you for your communication, with
enclosures, of April 9th.

Presently, it is expected that both Walter
Barclay and I will attend the meeting at Kent City Hall
on April 18th at 7:30 p.m., and we appreciate being
invited. Just how much we will be able to add to the
meeting is doubtful at this time, since we know so little
of what the proposed charter will provide as to elected
or appointed officials, etc. Perhaps we can make more
adequate suggestions at the April 27th meeting.

Thank you again.

Yours very truly,


(Mrs.) Billie Nichols

Ladies and Gentlemen of the Board of Freeholders:

Because we did not have specific answers to your questions, we have not asked for permission to speak on a personnel system. However, we wish to explain our thinking on this subject.

In our consensus on county governmental structure the League of Women Voters in King County support a merit system. No specific provisions are detailed.

At the time that the League throughout the state were working for a state civil service law, a series of yardsticks were used to evaluate proposals. You might find these worthy of consideration in relation to a county personnel system.

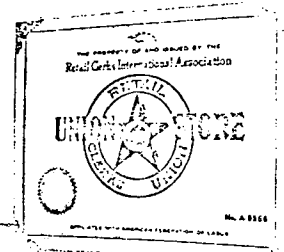
1. A board or commission should be appointed to represent the general public interest rather than a special interest or party.
2. A personnel department with a qualified director should be established.
3. Rules and regulations for the operation of the system must be prepared by the director for adoption by the Board. They should reflect good personnel practices and procedures, such as advancement on merit, dismissal of incompetents, and working conditions and pay rates to attract competent employees.
4. Positions which are primarily policy-determining should be excluded.
5. Employees should be blanketred in except those most recently employed who must pass qualifying exams. Rules must permit dismissal of incompetent or unqualified employees.
6. Financing provisions for personnel operations should be specified.
7. The Model Civil Service Law should be used in evaluating proposals where more detailed guidance is needed.

Although these criteria may be applied to a merit system, the charter should remain a document of fundamental law and the details of a merit system should be provided in statutory law.

PHARMACISTS

AND

Retail Drug Store Employees Union



STANLEY C. PETERS, Secretary Treasurer

2819 First Avenue, Seattle, Washington 98121

MAIn 4-3630

April 16, 1968

Mr. Richard R. Albrecht, Chrm.
Board of King County Freeholders
905A King County Courthouse
Seattle, Washington 98104

Dear Mr. Albrecht:

I will be unable to attend the forum regarding views on the personnel system under the County Charter this April 18, 1968. However, as a member of the King County Sheriff's Civil Service Commission for 8 1/2 years I had opportunity to observe some of the personnel problems connected with the operation of a division of the County.

Following basically the lines of your questionnaire, I would say that a personnel system for a Charter County should be by a separate Commission operating under Charter provisions. The Personnel Director should be responsible to the Commission. The personnel policy should be a basic policy set by law interpreted by the Commission. It must be written within the limits of the Charter provisions. At all times, care must be taken to keep the commission free from political influence. The Commission should be responsible for setting classifications, grade assignments, a training department and administration of examinations. Advancement should be within the department through competitive examination. There should be no restriction placed in the Charter upon recruitment. This decision should be left to the Commission so as to conform to the conditions as to availability of personnel. The decisions as to whether tests should be open or closed should also be left to the Commission.

Without a question of a doubt I would say the Commission should be authoritative within the limits of the Charter provisions. Key people under the Chief Administrator, policy makers under department heads should be exempt from the Charter provisions under a personnel system. All other employees should come under the Charter provisions.

The personnel Commission should have the final say as to discharge. The only reason for discharge being failure to properly perform the work prescribed or proven dishonesty.

In setting up the personnel Commission funds should be made available to the commission sufficient to operate in a satisfactory manner. They must be sufficient to permit operation of the department under the performance budget set by the commission.

1183

APR 17 1968


Great care must be taken to remove the pressure of political influence from the personnel commission when their decisions are being made.

I might say that the Sheriff's Civil Service Commission, although operating on a very limited and insufficient budget, has been doing a very satisfactory job. The Sheriff's Department of King County has shown vast improvement in the past 9 years and some of the credit for this is owing to a smooth running Civil Service Commission working constantly in the best interests of the people of King County.

The Chief Examiner, S. J. Patronie, has done a remarkable job under considerable limitations and I would suggest that any personnel system to be set up for the County should consider utilizing his services.

Sincerely yours,

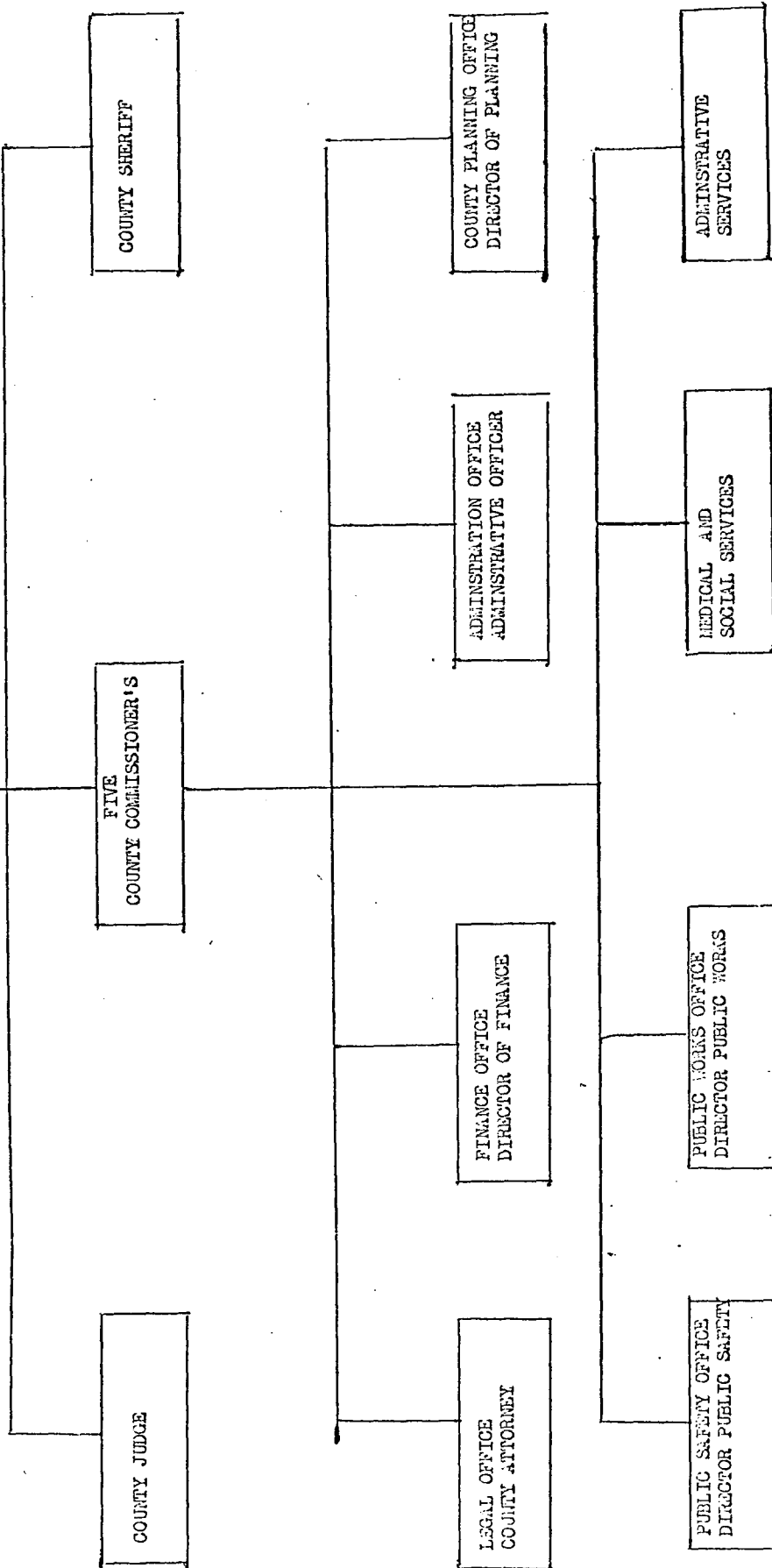
PHARMACISTS AND RETAIL DRUG STORE
EMPLOYEES UNION, LOCAL NO. 330


Stanley C. Peters
Secretary-Treasurer

SCP:mef

SUGGESTED ORGANIZATION
OF KING COUNTY - 4/17/68
Wm. Riley Sturgeon

VOTERS



1420

APR 18 1968

The Vashon-Maury Civic Assembly

P. O. Box 283

VASHON, WASHINGTON 98070

20 April 1968

Richard R. Albrecht
Chairman
Board of King County Freeholders
965A King County Courthouse
Seattle, Washington 98104

Dear Mr. Albrecht:

The Vashon-Maury Island Civic Assembly recognizes the importance of the job your board is doing, and we appreciate receiving the announcements of the public forums. When we have suggestions or comments we will present them in person or by letter.

Our executive board has discussed the questions to be considered at the April 24 forum. The following recommendations represented the consensus of the group:

1. A department head position where:
 - a. the operation of political checks and balances is important (e.g. the audit function)
 - b. the department's function needs to be responsive to current public philosophy.
2. A department head position should be appointive where:
 - a. special technical competence is essential.
 - b. incentives of an elected position are not adequate to attract professionally qualified candidates.
 - c. continuity of administration is essential.
 - d. the function is routine (e.g. administrative services).
3. Appointments should be made by the legislative body from a small slate of candidates selected by a civil service process.

The Vashon-Maury Civic Assembly

P. O. Box 283

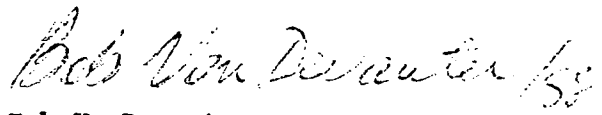
VASHON, WASHINGTON 98070

II

4. Appointment without the intervention of a civil service process would be appropriate for ad hoc activities.
5. Private organizations could be hired to perform functions where:
 - a. independence from political pressure is essential.
 - b. procedures and standards are well-established (e.g. financial audit).

We hope the Board of King County Freeholders will be able to hold one of its public forums on Vashon Island. If so, the Civic Assembly will be happy to help with any necessary arrangements.

Very truly yours,



Bob VanDeventer, Pres.

BV:gg



COMMUNITY DEVELOPMENT COUNCIL OF SHORELINE

P.O. BOX 7166, SEATTLE 98133

100 pm 5/42

April 24, 1968

PRESIDENT
Robert J. Sill
18008-13th N.W.

**ADMINISTRATIVE
VICE PRESIDENT**
Dr. Ron Gusa
3530 N.W. 166th

**OPERATIONS
VICE PRESIDENT**
John C. Anderson
3561 N. E. 166th St.

**SECRETARY AND
LEGISLATIVE OFFICER**
Mrs. Minor H. Baker (Tora)
2132 N. 172nd St.

TREASURER
Richard W. Seed
16020-37th N.E.

**PUBLIC RELATIONS
DIRECTOR**
Mrs. Paul Burton (Nancy)
4619 N.E. 195th

**NEWSLETTER AND
SPEAKERS BUREAU DIRECTOR**
Paul W. Ford
336 N.W. 189th 112-7348

PLANNING OFFICER
Blaine Highfield
17780-13th N.W.

DIVISION CHAIRMEN
Appearance and Planning
John Blankinship
17045-12th N.W.

Education
Robert Ross
118 N. 177th

Local Government
Richard C. Buckland
18200 N.E. 183rd

Parks and Recreation
James A. Block
17817 Wayne Ave. N.

Public Services
Steven A. Windell
14825-15th N.W.

Social Services
Mrs. Warren Burton (Isabelle)
18527-1st N.E.

Board of King County Freeholders
King County Court House
Seattle, Washington

Gentlemen:

The members of the Coordinating Board of the Community Development Council of Shoreline wish to commend the Board of King County Freeholders for the techniques and energy with which you are preparing a home-rule charter for this county. Recognition of the need for charter-government is growing, and has been fostered by the procedures for public information and participation which you have adopted.

This Board would like to offer the following recommendations for your consideration. It is our opinion that:

1. There should be a complete separation of legislative and administrative functions in King County Government.
2. County elections should remain on a partisan basis.
3. County Legislative Body:
 - a. The legislative body should have broad legislative and investigative authority;
 - b. The legislative body should be composed of seven or nine members serving full-time for four-year staggered terms;
 - c. Legislators should be nominated and elected by districts;
 - d. Minimum compensation for legislators should be equivalent to the latest rate authorized for commissioners in Class AA counties;
4. County Legislative Districts:
 - a. Boundaries of the county legislative districts should be established by the Superior Court Judges, acting as a body;
 - b. In their entirety, the districts should lie either within or outside the City of Seattle;

- c. Districts should represent, as nearly as possible, equal numbers of people; and
 - d. The county should be redistricted by the Superior Court Judges following each Federal census of population.
4. Chief Executive Officer or Administrator:
- a. The County Administrator should be appointed by and serve at the pleasure of the legislative body;
 - b. The executive should be professionally qualified for the position; the legislators should have the widest possible latitude in his selection; we see no reason to include position qualifications in the charter, and would be greatly disappointed if a residence requirement were established;
 - c. An appointed executive should not be given a vote or veto in the legislative group;
 - d. The executive should appoint all department heads, with the advice and consent of the legislative body;
 - e. The executive should have full authority and responsibility for the administration of county governmental affairs;
 - f. He should prepare the county budget for submittal to the legislative group;
 - g. His compensation should exceed that of the elected legislators by at least one-third.
5. Independent County Officials:

We feel the present system of electing some of the administrative department heads is a fundamental weakness of the existing form of county government. These positions are comparable to those presently filled by appointment of the Commissioners. Ideally, professional standards would be set for each position and the most highly-qualified applicant would be appointed. We recognize, however, that there is strong public feeling favoring the traditional election of several of these officials, and that adoption of the charter would be jeopardized if that feeling is not respected. Therefore, we recommend that:

- a. The CORONER should be a physician licensed in the State of Washington, appointed to office by the County Administrator;
- b. The TREASURER should be appointed by the County Administrator;
- c. The COUNTY CLERK should be appointed by the Judges of the Superior Court with the advice and consent of the legislative body;

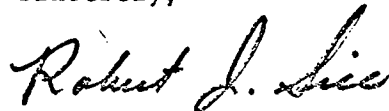
- d. The ASSESSOR , ideally, would be appointed from the membership of the Appraisal Institute, however we feel it is unrealistic to remove this office from the rolls of elected officials at this time.
- e. The AUDITOR should be a Certified Public Accountant and appointed to his position, however we recommend the charter provide that this office be filled by election.
- f. The SHERIFF should remain an elected official, but should not be in the position of setting law-enforcement policies.

6. Personnel System

We recommend that the charter provide for the administration of county employees through a merit system based on ability and performance, and a system of appeals for grievances.

We appreciate the opportunity to express these opinions to you.

Sincerely,



Robert J. Sill, President
Coordinating Board

467
565
22 x 109 = 2,20

April 25, 1968

Mr. J. B. Schneider
Lecturer in Urban Planning
Department of Urban Planning
UNIVERSITY OF WASHINGTON
Seattle, Washington 98105

Dear Mr. Schneider:

I want to thank you for taking the time to telephone the other day and explain the background of Mr. Waxman's paper.

The paper is excellent, and I think Mr. Waxman should continue particularly to explore the intergovernmental cooperation aspects which he touches on. It might be well, in this regard, for him to cite some case studies that have resulted from the 1967 intergovernmental cooperative act passed by the legislature.

Another area of concern is the two-level taxing concept which is prohibited by our State Constitution. It might be valuable to have some comment and research in this regard, based upon what other states, like Tennessee, have done. I am referring specifically to Davidson County, which had in their charter an urban and rural service district which was upheld by the Tennessee Supreme Court.

As I have indicated to you, the paper is the kind of document which we will find very useful in a separate report which we are contemplating releasing to the public after the Charter is drafted. I have not as yet made Mr. Waxman's paper available to the Freeholders, but will do so in the near future when we reach the point of preparing a separate report.

I look forward to seeing you again and having a chance to talk to you at greater length in this regard.

Very sincerely,

BOARD OF KING COUNTY FREEHOLDERS

Paul R. Meyer, Executive Secretary

PRM:hg

1196

UNIVERSITY OF WASHINGTON
SEATTLE, WASHINGTON 98105

*College of Architecture and Urban Planning
Department of Urban Planning*

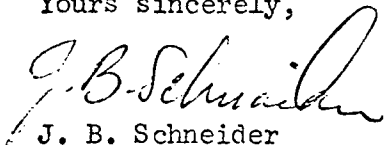
March 20, 1968

Mr. Paul R. Meyer
Executive Secretary
King County Freeholders
Room 905A
King County Courthouse
Seattle, Washington

Dear Mr. Meyer:

Enclosed is a paper which was prepared by one of my students in our metropolitan planning workshop course. It presents a proposal for a new governmental structure in King County which is based on a synthesis of some of the best ideas and experience currently available on this subject. I hope you will find it to be of interest and that you will give both Mr. Waxman and myself your reaction to the ideas expressed in this paper.

Yours sincerely,



J. B. Schneider
Lecturer in Urban Planning
Department of Urban Planning

JBS/cs
Enclosure

GOVERNMENTAL REORGANIZATION IN KING COUNTY: A PROPOSAL

by Edward R. Waxman*

The problems faced by most American metropolises have been examined at great length by countless writers and do not have to be repeated here. One point, however, is well worth mentioning:

The fundamental metropolitan problem is not that there are difficulties in supplying public services or ameliorating social and economic disparities. It is that governments in metropolitan areas are often unable to cope with these issues. The system of local government in the United States has many achievements to its credit, but, like any social system, it also has its disadvantages. Within metropolitan areas, many important issues of public policy can no longer be handled by local communities acting alone; their small areas of jurisdiction are inadequate for either administering areawide services or resolving areawide problems.¹

Another way of phrasing the point is to say that for certain issues and problems the entire metropolis is the only logical "local area" and one that lacks effective, representative, local government.

A number of approaches have been devised in an attempt to provide the metropolis with effective government on an areawide basis; among them are the following:

1. Extraterritorial powers;
2. Intergovernmental agreements;
3. Voluntary metropolitan councils;
4. Metropolitan special districts;
5. Urban counties;
6. Municipal annexation;
7. Municipal consolidation;
8. City-county separation;
9. City-county consolidation;
10. Metropolitan federation.

Several of these approaches have been used in the Seattle metropolitan area: the Puget Sound Governmental Conference is a voluntary (regional) council, the Municipality of Metropolitan Seattle is a metropolitan special district, there have been numerous instances of municipal annexation in the area over the years, and the cities of Kirkland and Broughton have been attempting to consolidate since 1951.

* The author is a second-year graduate student in the Department of Urban Planning at the University of Washington and is presently writing his master's thesis on the politics of metropolitan transportation planning in the Seattle area. He holds a B.A. degree from Duke University in Political Science.

Although it is not the purpose of this paper to describe and evaluate the various approaches to metropolitan governmental reorganization, the fact should be emphasized that aspects of each of the approaches--especially those used in Toronto, Nashville-Davidson County, and Miami-Dade County²--are potentially applicable to the unique circumstances presently existing in the Seattle metropolitan area. Of special note is the charter proposal currently being developed by the freeholders of King County. The citizens of King County are fortunate in that Washington is one of only thirteen states which offer their counties constitutional home rule. A charter election held in King County in 1952 saw the defeat of home rule proposals, but there is belief that public attitudes may have been changed by recent developments in the administration of county affairs. King County Commissioners Ed Munro and John Spellman have both called for a thorough revision of governmental organization throughout the county:

Munro has criticized the "divided government" of more than 200 taxing districts in King County for fire, water and sewer services.

Munro has said: "I'm convinced that, in the long run, there's only going to be one government at the local level. Your problems are area-wide and your government should be area-wide too."³

Counties should offer the same municipal functions as cities, [Spellman] said. In the next few years the legislature will allow this as well as lay the groundwork for a metropolitan county, he predicted.⁴

King County is not coterminous with the Seattle metropolitan area, but the opportunity for governmental reorganization within the county still has significance for the entire metropolitan area.

The following proposal for a reorganized governmental arrangement in King County seeks to combine the most favorable and desirable aspects of the previously mentioned approaches into a governmental structure specifically tailored to meet local needs. The proposal is meant to suggest relationships rather than to define precise institutional forms; it could be achieved through a series of incremental changes as well as through a county home rule charter adoption. Comments and criticism of the proposal would be welcomed.

Proposed Reorganization of King County Government

1. The entire county--except for the national and state forest lands--would be designated the General Services District (G.S.D.), within which the County government would perform the following functions and provide the following services:

assessment of property	debenture borrowing
taxation of property	taxation of general retail sales
collection of fines	and services
planning	public housing
airports	zoning, subdivision, housing,
port facilities	building, and all other codes
expressways and arterial roads	traffic regulations
air and water pollution control	garbage disposal sites
water supply: purification, pump-	storm drainage
ing, and trunk distribution	electricity
school sites, attendance areas,	welfare
buildings, capital costs, and	regional libraries
operating costs	hospitals
regional parks and zoo	Seattle Center, stadium, etc.
police protection	courts and jail
medical examiner	business licensing
registry and land titles	civil defense
voter registration	administration of civic elections

2. An area roughly equal in extent to the King County cordon area delimited by the Puget Sound Regional Transportation Study would be designated the Urban Services District (U.S.D.), within which the County government would perform the following functions and provide the following services:

fire protection	public transportation
sanitary sewage trunk system and	urban renewal
disposal plants	

3. Within the U.S.D. existing municipalities would be consolidated into twelve municipalities roughly equal in extent to the "analysis towns" delimited in the population and employment distribution study done for the De Leuw, Cather and Company public transportation plan report; within each municipality the municipal government would perform the following functions and provide the following services:

taxation of property	collection of fines
local improvement charges	local planning
administration of zoning and sub- division codes	municipal parking lots
street cleaning and street lighting	local streets and roads
traffic lights	sidewalks and crosswalks
connecting sewage systems	pavement markings
local water distribution	refuse collection
local parks and golf courses	operation of public schools
local libraries	community centers
public health services	recreation programs
business licensing	dog licensing and pounds
	marriage licenses

4. Outside the U.S.D. existing municipalities would operate in much the same way and would stand in much the same relationship to the County as they now do.
5. Taxation would be handled as follows: functions performed and services provided throughout the G.S.D. would be financed by a G.S.D. tax levied at a uniform rate throughout the G.S.D.; functions performed and services provided throughout the U.S.D. would be financed by a U.S.D. tax levied at a uniform rate throughout the U.S.D.; functions performed and services provided throughout a municipality would be financed by a municipal tax levied at a uniform rate throughout the municipality. As to the kinds of taxes which could be levied, municipalities would be limited to the property tax and other local taxes; and the County would be limited to the property tax, other local taxes, and a general retail sales and services tax of between $\frac{1}{2}$ % and 1%.
6. Additional revenue sources--such as licenses and permits, fines, forfeitures and penalties, income from the use of money and property, and charges for current services--could be utilized by both the County and municipal governments.
7. All grants-in-aid, from all sources, would come directly to the County government rather than to the individual municipal governments. Allocation of grants to the municipalities would be made on the basis of need, taking into consideration also utilization of fiscal capacity, administrative efficiency, and other suitable measures. A proportion of the grants would be applied to County expenditures.

8. The County government would be structured as follows:
 - a. The Chief Administrative Officer would be elected at large to a four year term and would be able to succeed himself no more than twice.
 - b. The Chief Legislative Officer--who would preside over the Legislative Council and cast tie-breaking votes--would be elected at large to a four year term and would be able to succeed himself no more than twice.
 - c. The Legislative Council would consist of eight Members elected from single member districts and eight Members elected at large, each to a four year term and with no limit on succession. The Councilmanic districts would be apportioned according to the "one man-one vote" concept.
 - d. County Court Judges would be elected at large, each to a four year term and with no limit on succession.
 - e. The County Prosecutor, Public Defender, and Sheriff would each be elected at large to a four year term with no limit on succession.
 - f. The County Superintendent of Schools would be elected at large to a four year term with no limit on succession.
 - g. All other County offices would be appointive.
9. County elections would be held every year, on a four year cycle, according to the following schedule:
 - a. First year--Chief Legislative Officer, two Council Members from districts, two Council Members at large, one-fourth of the County Judiciary, and Sheriff.
 - b. Second year--two Council Members from districts, two Council Members at large, one-fourth of the County Judiciary, and Public Defender.
 - c. Third year--Chief Administrative Officer, two Council Members from districts, two Council Members at large, one-fourth of the County Judiciary, and Prosecutor.

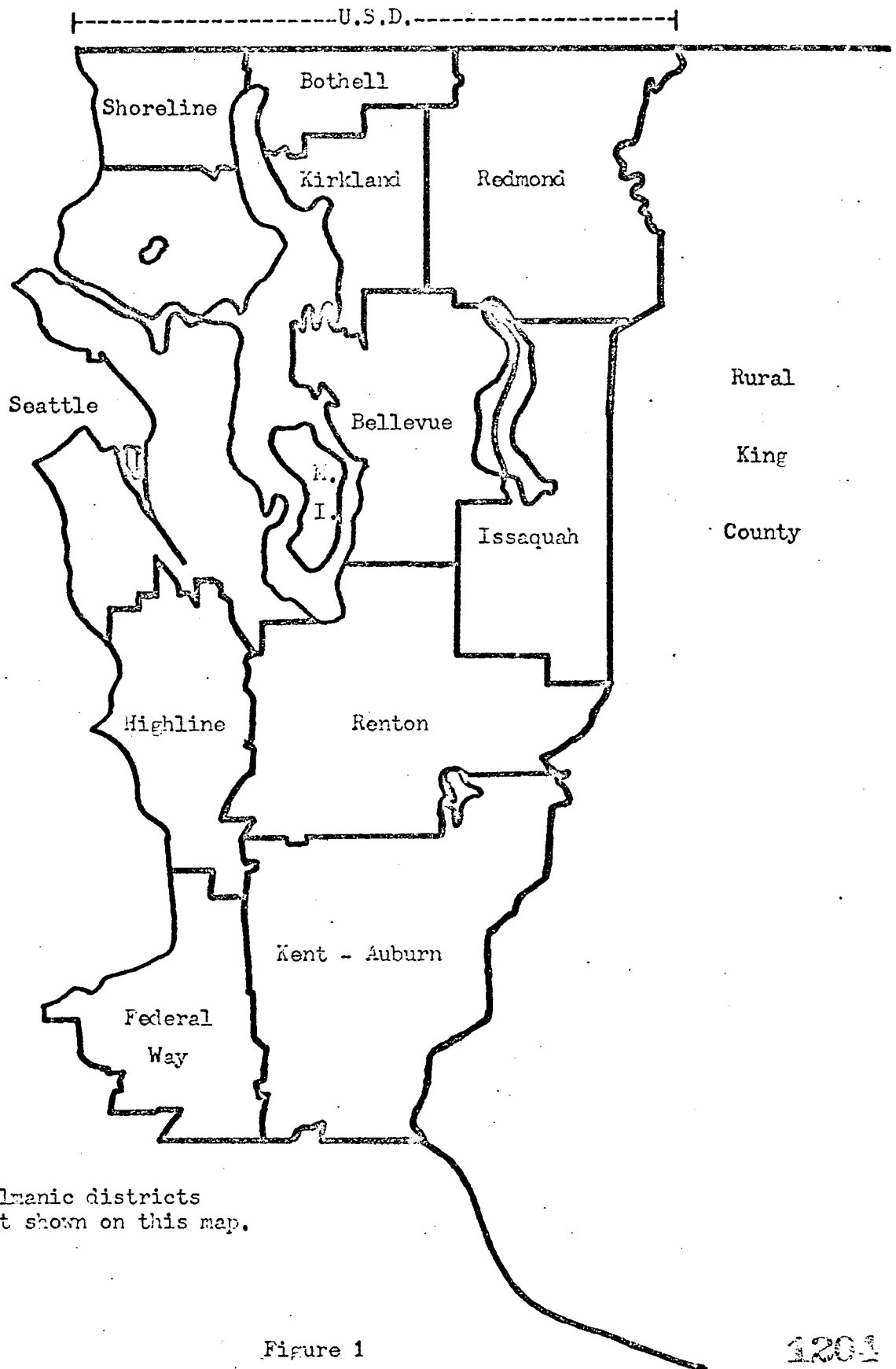
d. Fourth year--two Council Members from districts, two Council Members at large, one-fourth of the County Judiciary, and Superintendent of Schools.

10. The municipal governments would be organized according to the wishes of the voters living within each municipality, except that no municipal official would be allowed to serve concurrently in the County government.
11. There would be no other governmental units within the County. In short, only two levels of government and thirteen or more governmental units (depending upon the number of municipalities located outside the U.S.D. that wished to retain their incorporated status) would exist instead of the following roster of 213 governmental units that exist at present:

- 1 county
- 31 cities
- 24 school districts
- 2 road districts
- 36 fire districts
- 1 library district
- 1 hospital district
- 1 airport district
- 1 port district
- 57 sewer districts
- 25 water districts
- 1 park and recreation district
- 27 benefit assessment districts
- 1 Metropolitan Municipal Corporation
- 3 housing districts
- 1 soil conservation district

Figures on the following three pages show the areal, functional, and organizational aspects of the proposed reorganization scheme.

Reorganization of Area Governments



Distribution of Functions and Services

General Services District

assessment of property	debenture borrowing
taxation of property	taxation of general retail sales
collection of fines	and services
planning	public housing
airports	zoning, subdivision, housing,
port facilities	building, and all other codes
expressways and arterial roads	traffic regulations
air and water pollution control	garbage disposal sites
water supply: purification, pump-	storm drainage
ing, and trunk distribution	electricity
school sites, attendance areas,	welfare
buildings, capital costs, and	regional libraries
operating costs	hospitals
regional parks and zoo	Seattle Center, stadium, etc.
police protection	courts and jail
medical examiner	business licensing
registry and land titles	civil defense
voter registration	administration of civic elections

Urban Services District

fire protection	public transportation
sanitary sewage trunk system and	urban renewal
disposal plants	

Municipalities

taxation of property	collection of fines
local improvement charges	local planning
administration of zoning and sub-	municipal parking lots
division codes	local streets and roads
street cleaning and street lighting	sidewalks and crosswalks
traffic lights	pavement markings
connecting sewage systems	refuse collection
local water distribution	operation of public schools
local parks and golf courses	community centers
local libraries	recreation programs
public health services	dog licensing and pounds
business licensing	marriage licenses

Figure 2

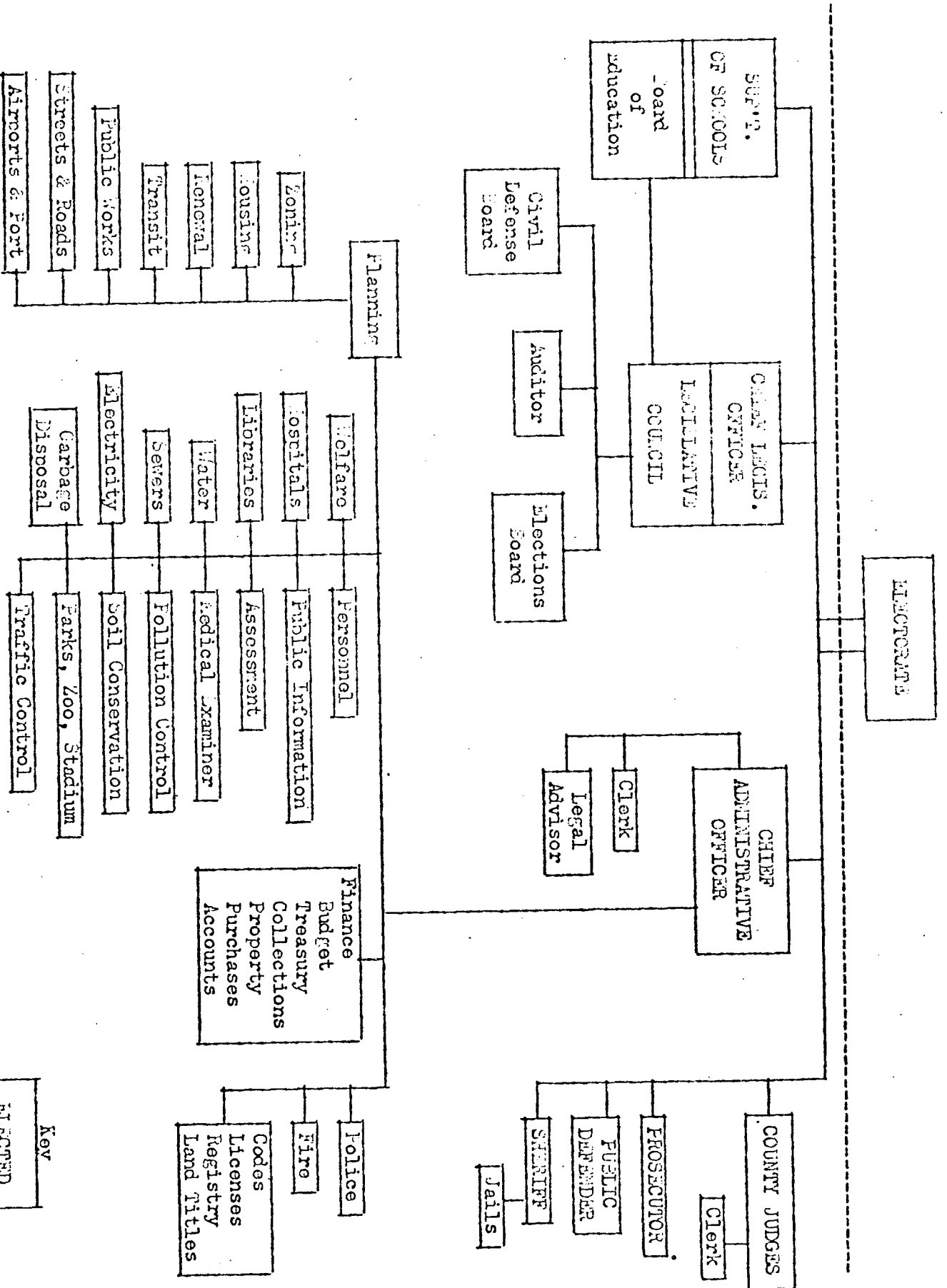


Figure 3

Organizational Structure

In evaluating the governmental reorganization scheme presented here, the following statement ought to be kept in mind:

A number of criteria can be suggested for evaluating the geographical jurisdictions and powers of local governments In principle, local governments should have jurisdiction over a large enough area to permit them to cope adequately with the problems that their citizens expect them to handle. They should be able to raise sufficient revenue, and do it equitably. They should retain flexibility to adjust their boundaries to meet changing conditions. They should be organized to handle a variety of functions rather than only one or two, so that they can exercise political responsibility for balancing local needs and resources. They should be able to take advantage of economies of scale, and, at the same time, be accessible to and controllable by the people they serve.

The last criterion applies not only to the size and powers of a government, but also to the number and responsibility of elected officials, provisions for notice and hearings on proposed policy changes, methods for receiving and acting on complaints and other citizen initiatives, and appropriate review of government actions in courts. Size is also at issue here, for the advantages of small size for citizen control and participation must be weighed against the merits of larger size for democratic government as well as economy in providing services. The larger the area of government, as James Madison argued in The Federalist, the less likely is it that any one special group will dominate the government, and thus the more likely is it that many diverse groups of the community will have their interests respected. The prevalence of social and economic disparities between different parts of metropolitan areas lends additional weight to the case for drawing governmental boundaries broadly enough to encompass a diversity of social and economic interest groups.⁵

Also to be remembered is the statement made earlier in this paper, that the proposal is meant to suggest relationships rather than to define precise institutional forms.

Briefly, the governmental reorganization scheme for King County would have the following positive effects:

Local functions and services would be handled by local governmental units; metropolitan functions and services would be handled by a metropolitan governmental unit.

Representation would be based on the "one man-one vote" concept; both local area concerns and metropolitan area-wide concerns would be represented.

Single purpose special districts would be eliminated.

Strong, healthy municipal governments would be created.

Unincorporated urban areas would be included in the governmental system.

Parochial interests would tend to be submerged to a certain extent.

Planning would be provided with a strong power base and would be divorced from zoning and subdivision administration.

An existing governmental unit rather than a new one would be given metropolitan responsibilities.

Economic and social disparities would tend to be lessened.

Governmental operations would be kept before the electorate, which would have relatively frequent opportunities to make its opinions felt at the polls.

Simpler and more direct relations with federal and state agencies would be achieved.

Flexibility would be built into the governmental organization through the use of the home rule charter.

The barriers that have kept minority groups bottled up within the central city would be broken down.

A minimum amount of State enabling legislation would be needed to effectuate the proposal. Certain vested interests would be opposed to it or any other change in the present chaotic arrangement, but it might appeal to the electorate more than most other proposals for governmental reorganization. A change is definitely needed and the opportunity to create an effective metropolitan area government should not be missed.

Notes

1. Advisory Commission on Intergovernmental Relations, Metropolitan America: Challenge to Federalism (Washington, D.C., 1966), p. 7.
2. See, for example, Metropolitan Toronto Planning Board, Metropolitan Toronto 1967 (Toronto, July 1967); Metropolitan Nashville Planning Commission, Local Government Fact Book: Nashville and Davidson County, Tennessee (Nashville, February 1968); and Advisory Commission on Intergovernmental Relations, Metropolitan America: Challenge to Federalism (Washington, D.C., 1966), p. 92.
3. Seattle Times, March 3, 1968.
4. Seattle Times, March 1, 1968.
5. Advisory Commission on Intergovernmental Relations, Metropolitan America: Challenge to Federalism (Washington, D.C., 1966), pp. 86-87.

Henry Seidel

THE FUTURE OF KING COUNTY GOVERNMENT
ALIVE OR STAGNATE
CARETAKER OR PROVOCATIVE
PROGRESSIVE OR STATUS QUO

I wish to thank the King County Board of Freeholders for giving me this opportunity to appear and express my views on the subject of County government. For the information of the committee, a little of my background, besides the formal portion of an educational background which included graduation from the University of Idaho with a B.S. majoring in agronomy and chemistry. I have worked as a research chemist, soil scientist, soil conservationist, assistant director of Agriculture for the State of Washington. I was budget director of King County for the period 1959-1964 and chairman of the budget committee for the six years. Since that time I have served as administrative assistant to Congressman Brock Adams. My hobbies have been to read everything I could lay my hands on and to become very active in the political scene. I express these thoughts prior to my launching into the form and shape of county government because I think it is essential that we have a motivation of what local government is all about--what it can and should be. County government, besides being an organization for political and governmental purposes, should also have a social and humanistic purpose. If you grant the thesis that the structure of government has something to do with the manner in which people live, then it is conceivable that from the structure of government other attributes may flow.

The present structure of county government is such that it is outmoded and unable to meet the modern stresses of a complex industrial society. The county's present organization is well known to all of you so I shall not belabor the point. Something, therefore, must be done to correct this situation. You have heard many suggestions of what should be done, many with which I do not agree. You have heard one suggestion that there should be one government for King County. Viewing the present conglomeration of governments in the county, there seems no practical way to accomplish this at one fell swoop if you so desire. I do not believe that it is practical nor ideally suited for a complex metropolitan area.

County government is the overall governing body for all municipalities within the county. I do not think it is wise to abolish all of the other forms of government within the county in order to have an efficient or a humane government. I believe that local governments can become too big for efficient or manageable activity. Witness the City of New York or other large municipalities.

WHAT NEEDS TO BE DONE

As freeholders a charter should be created for the county that will embody some of these ideas. First and foremost, King County should be granted municipal ^{power} authorities to run and operate water systems, sewage systems, fire systems, police, etc. Second, King County should be granted authority to enter into contracts with

other municipalities to manage their municipal systems.

The structure of County government ;

The present County structure should be drastically altered.

The executive function should be split off and a county mayor be elected by the people. A seven-member board of commissioners should be elected as a council of commissioners and be the legislative body of the county. (Whether it is 7 or 9 doesn't make too much difference. However, it should not be smaller than 5 nor larger than 9.) The quasi-judicial function of county should be taken over by the legislative body. This body should elect 3 members of their body to serve on this board to sit on all matters of this type, such as planning appeals, tax appeals, etc. Other elected officers should be the auditor. I believe there must be a check on the legislative and executive body outside of their own members. I shall discuss this function later when I deal with the specific office. Then I believe there should be an elected prosecutor, public defender, and I shall discuss this office later.

THE EXECUTIVE, COUNTY MAYOR, ELECTED

The Executive should have under his direct control the following offices:

1. Treasurer
2. Assessor
3. Accountant Auditor (as differentiated from elected auditor. This function should be payrolls, statistical data, marriage licens elections,
4. Coroner. This office should be changed to a medical examiner.

5. Sheriff--similar to a police chief directly responsible to Mayor.

6. Attorney. This office is most vital to a mayor. The civil side of the attorney's office isk essential to all functions of County government. This is an office where the attorney should represent the county, give legal advice all departments of government and should be the administration attorney on all matters dealing with county business. (Discussion of prosecutor's office and public defender elected later.)

7. Clerks. Function. Should be appointed. Directly under the control of Mayor. Record keeper for the courts, etc.

These are the present elected officials outside of the courts. All of these positions with exception of auditor and prosecutor should be appointed; not elected.

I. The Auditor. This should be an elected office for the reason that there must be an independent check of the accounting and business practices of the elected officials. If this is not done, then the only check on the local official would be by the state auditor. This would not be desirable as there would be difficulty in having a close working relationship. In actuality the auditor of the county would have the same relationship to the council of commissioners as the GAO has to the Congress. All the other functions of the present auditor should be removed and placed with the accounting department, such as payrolls (supt. of elections a separate dept.), marriage licenses, etc.

II. The Prosecutor. Today the prosecutor plays a dual role. He is the attorney for the ^{County} city and also the attorney for the county on civil matters. These functions have little in common. The civil function should be split off and a law department set up. This is essential so that there is no conflicting political or social interests involved. Then the prosecutor should be given two other functions. The first function of handling the criminal cases should remain. Second, the prosecutor should also have on his staff a public defender to represent the innocent as well and the public at large.

III. The Superior Court. Judges are elected to be judges, not administrators. The superior court department is one of the largest departments in the country. The administration of the courts outside of the budgetary function lies wholly within the judges' jurisdiction. This results in taking at least one judge and portions of time from the remaining judges in administrative tasks that lie outside of their office. The administration of the courts should work much more efficiently under the direction of the mayor. These relate to personnel problems, the ordering of paper, ink, the redoing of offices and a myriad of other inconsequential problems which sometimes become more important to our judges than the dispensing of justice, the actual function for which they were elected.

The juvenile court--in this instance the judges pretty well turn over to an administrator with an appointed board the running of the court outside of the judicial fashion, works quite well. The judges rotate on a fairly regular basis and with help of a juvenile commissioner handle the function in a competent manner. In the budgetary function the appointed board recommends to the administrator the budget and goals for the coming year. In this function the judge does not get tied down to essentially clerical tasks.

IV. The Justice Courts. The same would apply to the Justice of the Peace as to the Superior Court. Here again the administration and budget making should be under the control of the executive--with a much tighter hold on it than presently exists. The two functions mentioned under III and IV could also be supervised much closer by an elected auditor of the GAO type.

THE BUDGET FUNCTION

The present type of line budget places a handcuff on county government. Counties should be given the authority to develop performance type budgets. A central budgeting department should be established with a budget director and sufficient staff to plan for future programs. *Capital Budget Programs*

THE PERSONNEL FUNCTION

County government should have a centralized personnel office with a director of personnel. Job descriptions should be

made and utilized for all jobs. There should be a merit system for employees, but the political system should not be eliminated. Employees should be hired first on the basis of merit, and second on the basis of politics. If we create only nonpartisan offices in our society, the whole flavor of dialogue, difference of opinion, gets lost in the blandness of a mechanistic society. One of the worst features of the Hatch Act type of bill is that a large portion of our population is denied a political expression. In a free society which owes its development to a political system that contained all sorts of ideas and developed a nation such as we have, it seems inconceivable that we have made such a fetish of the wickedness of politics that we ~~have~~ have practically driven politics out of government. County government, because it is government close to the people, should attempt to rekindle the spirit. A merit system with politics can be made to work and can be more efficient in the combined social and economic sense than a straight nonpartisan system.

~~Centralized machine accounting~~

CENTRALIZED MACHINE ACCOUNTING

The County mayor should have a department set up to handle all machine functions such as payrolls, accounting practices, printing, mimeographing, etc. The County should be prepared to handle these functions for the smaller municipalities, & cities, that cannot afford their own.

THE JAIL SYSTEM

A combination joint jail facility should be provided for Seattle and King County with a great deal of savings involved. If due to legal snarls this cannot be established, at the very least a start should be made on joint jail kitchen facilities.

THE PLANNING FUNCTION

At the present time the planning function is run by a director, planning commission with appeals to the County Commissioners. If an executive department is set, the planning director should be under the direct control of the mayor.

The planning commission should be the county council. Since the county council is a legislative body, this function in reality is a legislative function. The council should also be a full time body, and no other function of government will assume the importance to the people of the county in its environmental aspects than this function. Appeals from the decision of the planning county council can then be taken directly to the courts, with the elimination of the steps we have at the present time.

METRO

The Metro concept has achieved significant value in attacking county-wide problems on an overall basis. Metro has made a significant breakthrough in solving the problem of sewage, and it may be the answer to other problems such as rapid transit, etc. The basic problem between Metro and county government is lack of time and communication. Since Metro is one step removed from the people

(its governing board is made up of officials elected to other municipal positions), a coordinating officer for the county should have as his function informing the county council and the mayor of developments on Metro things to come, such as bond sales, technical specs, etc.

The wholesale functions of Metro can serve as an example of an overall approach to municipalities in many areas. For example, King County could serve as the overall manager of the garbage function, Seattle as the overall dispenser, or wholesaler of water, etc.

THE PORT OF SEATTLE

Again the Port of Seattle is an independent elected body to operate the port. Because the port has many problems that tie into county government, such as roads, transportation to airports, noise level and other problems relating to financing, the closest type of cooperation should be achieved between these bodies. In actuality the treasurer of the county is the treasurer for the port, and here there definitely must be a direct relationship between the executive arm of county government and the port.

PUGET SOUND GOVERNMENT COUNCIL

This body is made up of the four counties and cities in the Puget Sound Region. Seattle, Tacoma, Everett and Bremerton, King, Pierce, Snohomish and Kitsap County. As an overall planning body, its findings and conclusions for a regional approach can be of vital significance to the ecology of the area. This army of

government requires the very best technical and governmental planners. Very dimly it may shape the way that future governments may evolve. Because our industry and commerce know no geographic boundaries, neither do their waste products such as air and water pollution, traffic congestion, etc.; therefore, it becomes imperative that counties provide the closest cooperation to this organization in the form of financial support and coordination.

THE ELECTED COUNCIL OF COMMISSIONERS

This body should be a full-time body, developing and studying all facets of county government. Programs can be assigned to committees. The council should meet at least once a week and be on call at all times. As I indicated under Planning, I believe the council of commissioners as a full-time board could do a better job of legislating the future course of county government than any advisory board. Also as a legislative body it could look into every phase of county government for the purposes of arriving at the legislative goals of the county.

In conclusion, county government has within it the seeds of becoming a viable force for local government in King County.

If we think of the hub of King County as Seattle and the spokes of a wheel as the smaller cities in the county, tied together by county government, we may get a concept of coordinated government responsive to the needs of the people, easily reached and functioning as a vital factor in the daily lives of the people.

" The Park System"

At the present time the King County Park Board is appointed by the commissioners. The Park Board as an advisory board, works well, but the job of planning for the future and the presenting of the ideas of the importance of open space and recreational values gets lost somewhere in the jumble between the Park Board and the County. The park system should be placed directly under the control of the County Mayor.

The Park department should be closely coordinated with the planning and engineering departments. The advisory Park Board, should truly be an advisory board, instead of an almost independent, autonomous board with all of the faults of a combined legislative and executive body rolled into one. The staff of the Park Department doesn't know whether to appease the Park Board or the County Commissioners. As a result we get advisory councils, staff meetings and all sorts of gobbeydook with the initiative for inception and planning falling between the stools. As a park department-some of this dual function might be eliminated.

The County Hospital System

The County Hospital fall, almost under the same category as the park department except in this case the stools are the county and the state. It isn't my purpose at this time to go too much into detail on this-however since the county owns the property and the state provides most of the operating funds-a decision should be made as to the responsibilities involved. Here again the Hospital Board is appointed by the Commissions, acts almost without brakes on it by the County. My personal recommendations would be to have the hospital director responsible to the county Mayor with the hospital board in a advisory role-not as a governing board of directors for the hospital. The Mayor, as the county executive could have then develop the working relations with the staff.

The County Engineering Department

The Engineering department should be operated as one department-with all the various functions of this department having its divisions, such as right of way, flood control, building, road department, water, etc. The County through the engineering department should then move as quickly as possible to eliminate the multitude of junior taxing districts relating to these municipal functions such as water, sewer, fire.

Central Purchasing Department

This department can have a significant role to play particularly so if it becomes a department that the smaller cities can look towards for its purchase of supplies. This department could be the vital link with all the municipalities in the county. It's role would be similar to that of the central machine department. The view from the overall aspect is that the county, with municipal functions can provide the services that are necessary for all facets of local government in the county.

The County Airport

In all probability the freeholders may not get into the jurisdiction of the airport. However, since the freeholders are dealing with county problems- I would recommend that the airport remain as a county facility and as a department directly under the control of the executive, subject to the legislative actions of the county council.

Conclusion

We, in the United States, in particular King County, Washington are in danger of being engulfed by the seemingly inexorable tide of events. From social and economic boom to a drift that does not take into account our environmental ecology. Our pollution problems are reaching the threatening stage - in some cases they may be beyond recall. The crisis in water pollution, air pollution, soil erosion with its concomitant dangers of siltation and rapid run off into our streams and rivers is rapidly destroying the very basis of our natural resource. The haphazard skeletal approach to planning and transportation has made our area as difficult to travel to work as any in the U.S. Our neglect of open spaces and park facilities no longer places us in the forefront. We can boast about our city and county beautiful, but all one needs to do is to look about, ^{open} and/or one's eyes, and ask "is it so?" Couple this with the problems relating to our people, and it becomes apparent that local government can and ^{should} will provide a method of expression for people to have some control over their environment. As a nation we have prided ourselves on the role of the individual. ~~and his liberties~~ This role of the individual and his liberties cannot and should not be swamped in the morass of hopelessly, entangled, governmental organization. The measure of man is in his faith and and hope in working to solution which may have a beneficial effect for mankind-if we as a people can develop the highly complex, social,

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and economic system that we have, we certainly can act together to control our government environment without giving up our rights as free men and women- What is needed is the freedom of men and women to speak out, to not to be afraid to throw their voices and ideas into the lists, so that a choice can be made.

The hope of local government is inherent in the challenge. Seattle and King have shown the way with the first step taken by our people with Metro and the recent bond issues. If we can now disentangle ourselves from the suffocating governmental overlapping jurisdiction-there may be a chance that we can shape our environment, so that we can live in a complex industrial society in peace and harmony with our environment.

KING COUNTY LABOR COUNCIL OF WASHINGTON

MAIN OFFICE
2800 FIRST AVENUE
SEATTLE, WASHINGTON 98121
Telephone MAin 3-1220

AFL-CIO

April 26, 1968

DISTRICT OFFICE
231 BURNETT NORTH
RENTON, WASHINGTON
Telephone AL 5-1911

Mr. Richard R. Albrecht, Chrm.
Board of King County Freeholders
905A King County Court House
Seattle, Washington 98104

Dear Mr. Albrecht:

The Renton Labor Council is very much interested in a Civil Service for King County that is so constituted and ordered that it will result in a dedicated, efficient and continuing body of personnel for the effective administration of county government even though changes in political leadership occur.

Broadly stated, the goals of a County Civil Service Charter should be to remove the recruitment, the advancement, administration, seniority and the termination of county employees from the political arena. In order that the recruitment, advancement, administration, seniority and termination of county employees be on a non-political basis, the personnel system for the Charter County should be administered by a separate commission operating under Charter provisions. Basic personnel policy should be outlined in the Charter, interpreted by the Separate Commission and administered by a Personnel Director responsible to the Separate Civil Service Commission.

The recruitment of personnel should not be restricted; the personnel director should have every opportunity to recruit highly qualified and motivated people into the service of the county.

Fundamental to the operation of an efficient county government is continuity of employment of qualified and dedicated personnel. Opportunity for advancement to a more responsible position and a commensurate increase in pay provides the most effective incentive to do a good job. The correlative of this is that advancement must be by merit through competitive examination. The commission must be responsible for the number and definition of classifications, for the impartial administration of exams and the objective grading of examination results. Experience and longevity must be considered and weighted accordingly by the commission when applicants for advancement are reviewed.

1. When the final scores of the examinations, experience and longevity are tabulated, the Rule of One must apply. Any variance from the Rule of One completely nullifies the whole purpose of Civil Service and returns it to the "spoils system". Under the "spoils system" a change of elected officials can result in a large percentage of personnel turnover with the taxpayer paying for the resulting inefficiency of an ever changing public service group.

Final termination of employment should be subject to review by the Separate Commission. Failure to perform the work prescribed for the classification in a proper manner or proven dishonesty should be the only reasons for discharge.

The positions exempted by the Charter from a personnel system should be few in number and strictly limited to policy making positions where changes in fundamental policy are required as indicated by the electorate.

We are concerned and strongly oppose any provision in the County Charter that would in any way limit the right of county employees to organize and ask the labor organization of their choice to represent them in negotiating wages, hours, and working conditions or restrict the Union security provided by the Union Shop Clause in a labor agreement.

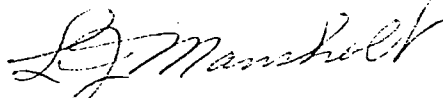
2. It has been the experience of the King County Sheriff's Commission that the Union has handled the large percentage of minor grievances through the Union grievance procedure before they became problems which necessitated an appearance before the Civil Service Commission.

A specific problem when adopting a Civil Service Charter is the writing of a "grandfather clause" which will soften the impact of inaugurating a new personnel system and still provide for the immediate advantage to the county of a genuine merit system of job advancement. Anyone employed at the time Civil Service is begun should be entitled to be brought into the program without any reduction in pay but his classification should not be based on his title or his rate of pay but on the job he is capable of doing and to which he is assigned.

A strong, secure civil service force is important to the orderly development of our government in King County. Civil Service frees the office holder from many of the political pressures so prevalent under the political "spoils system".

Very truly yours,

RENTON DIVISION
KING COUNTY LABOR COUNCIL



L. J. Mansholt, President

LM/mf
opeiu#8
afl-cio

cc: Paul Freidland
C. W. Paddock
Chet Ramage
Art Kent

John C. Rawlings, Jr.
CHIEF DEPUTY

Gale E. Wilson, M.D.
CHIEF PATHOLOGIST

James R. Ultican, Jr.
CHIEF CLERK

Paul A. Foster
CHIEF INVESTIGATOR

Dr. John E. Duff
TOXICOLOGIST-CRIMINALIST



KING COUNTY CORONER'S OFFICE
109/ King County Court House/Seattle, Washington 98104, MAin 2-5709

LEO M. SOWERS, Coroner

2 May 1968

To the Honorable Board of King County Freeholders
905 A King County Courthouse
Seattle, Washington 98104

Ladies and Gentlemen:

The undersigned wishes to thank the membership of the Board for their courtesy at the hearing last night, and for the opportunity to present one small facet of the work of the office of Coroner to you.

There was a considerable attempt to avoid personalities, and I could tell by the questions asked by the Board members that there was a great interest in the problem, and so I take this opportunity to elaborate on a few of the questions asked last night, but not entirely answered.

1. The gentlemen present "for the proposition" did in fact represent the King County Medical Society, which has a membership of about 1400 and which is a component part of the Washington State Medical Association with about 3200 members. However, the original idea of the abolishment of the coroner and replacement by a Medical Examiner came from the State Society of Pathologists, who many years ago voted to establish a committee to work this out. The State Medical Association now has a committee which has attempted the same thing on a statewide basis, but there has never been a vote by the membership of either state or county society on this proposition: it is by action of the Trustees of the respective societies. Actually I doubt that 25% of the membership of either society would even bother to vote if given the opportunity.

2. No one, not connected with the local office, has any idea of the volume of work connected with the medical aspects. We cover an area of some 3500 square miles and last year performed over 1300 autopsies. I have driven more than 100 miles in one day between various funeral parlors, and fortunately today most of the cases are brought into the central morgue (and this will continue to be more of a "must" each year as the volume of business increases).

3. A "full time" medical examiner will be really full time--24 hours a day and 7 days a week. I am on call that way now, and have been for 33 years, even when I have had "assistant pathologists" during part of that time. If you will inquire of the Seattle Police Dept., or the Sheriff, or the Prosecuting Attorney you will find they have a great reluctance to let anyone but an experienced forensic pathologist perform autopsies.

4. It might interest you to know that last year in King County we had 64 homicides, nearly $2\frac{1}{2}$ times our normal 10-year average, and that so far this year we have had 24 homicide cases. By comparison, London, England, with a population of over 8,000,000 persons averages only 12 homicides a year.

5. There is nothing inherently wrong with the coroner system, except that there is an election every four years with all of the inherent defects of campaign solicitations, no qualifications for office etc. If you have a reasonably good man for coroner then you can have a good system. Mr. Sowers has left the medical aspects of the office entirely to me to run, perhaps even with more leeway than if we had a medical examiner. I have been handicapped by lack of equipment for the laboratory, or even a decent autopsy room in which to work, but that is not the fault of the coroner but of the gentlemen who control the purse strings. The refrigerators in our morgue were put into service in 1916, our fluoroscope was declared "surplus" by the Navy when they closed up Firlands about 1946, our "library" has less than a dozen books published later than in the early 1960's. I could use \$50,000 for new and needed equipment to bring things up to date in the laboratory and autopsy room, and perhaps that much more for a decent place to store a body, but that is not the fault of the coroner. Will you give the medical examiner money to correct these things simply because he is the medical examiner?

The next coroner may be entirely different. He can of course completely replace all of the personnel with people of his own choosing. This is one of the defects of an elective system. It takes years to train properly an investigator or a pathologist, and this means travel, attendance at conventions and seminars, post-graduate study etc. There must be class work in investigative techniques and methods, preservation of evidence etc. and a person is not going to do this if he knows he may be replaced next election. On the other hand, with any system, there must be provision to replace anyone (from the highest down) who does not fulfill his function.

6. The question of cost is speculative. The figure last night was in the neighborhood of less than \$25,000 for the top medical examiner, and this is currently about right. However, you will get exactly what you pay for, and if you want to go "cut rate" you can expect that kind of service. The medical journal each week carries numerous advertisements for pathologists in hospitals starting with a guarantee of \$35,000 to start, and many offer \$50,000 and more. Los Angeles currently is trying to find a man to start as an assistant forensic pathologist at \$1719 per month, plus extras. Philadelphia is looking for one at about the same price. Detroit is advertising for one at about that level.

7. Much has been said about "forensic pathologists", and perhaps we clarified that somewhat last night. The American Board of Pathology has a certification of "Forensic Pathology" and there are three (3) so certified, to the best of my knowledge, in the entire State of Washington (one in Seattle, one in Tacoma, one in Wenatchee).

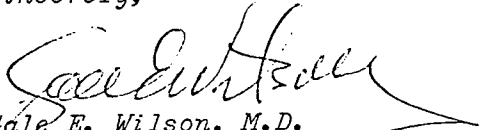
8. If you have the opportunity to question any of the men proposing to abolish the office of coroner, ask the pathologists how many "coroner's autopsies" they have performed in the past year, and if they would do differently if there was a medical examiner instead. There are about 35 "hospital" pathologists in King County, and I believe that about 3 of them may perform a medico-legal autopsy if pressure is brought by their hospital staff. This is very true even in Dept. of Labor cases where they will be paid \$175 per autopsy plus a witness fee if they later have to go to court. Last year this office supervised over 1300 autopsies, only 200 of which were done in hospitals, and I would venture to say that of these 200 less than 10 were cases which might sometime end up in court.

9. Sending infants out for autopsy is the result of a state law requesting the coroner to send such infants to the University of Washington for autopsy with the consent of the next of kin. This we do, as a measure of cooperation, but at no cost to the coroner other than transportation of the body. Presently this work is being done at the Children's Orthopedic Hospital, and a large part of it is financed by a grant from the state and also from the Federal Government as part of a study on infant death.

I realize that these are only a fraction of the questions and problems that you have before you, but I hope this information will be of some help to you. You have a great problem here, and there is no easy and cheap solution. I would like to see a medical examiner system, but only the very best -- let's not have a cheap shoddy "two-bit" operation. If we can't do it right, then let's leave things the way they are now. This has been my argument at the state level, and thus far I have convinced the legislators that it must be better than we have here in King County at the present time.

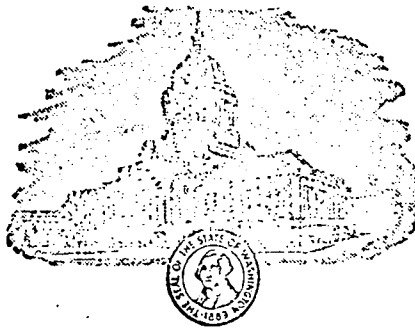
Thank you for your patience. If I can add further to your jumble, please let me know. I know nearly every coroner and medical examiner in the larger cities of the United States, and I know their problems are like ours; money, personnell and volume of business.

Sincerely,


Gale E. Wilson, M.D.
Chief Pathologist

GEW:lh

DAVID G. SPRAGUE
THIRTY-SEVENTH DISTRICT
806 35TH AVENUE
SEATTLE 98122
RES. TEL.: EA 5-3334
BUS. TEL.: MA 3-7035



FORTIETH LEGISLATURE
1967-69

COMMITTEES

EDUCATION AND LIBRARIES
LABOR AND EMPLOYMENT SECURITY
TRANSPORTATION

House of Representatives
STATE OF WASHINGTON
OLYMPIA

May 2, 1968

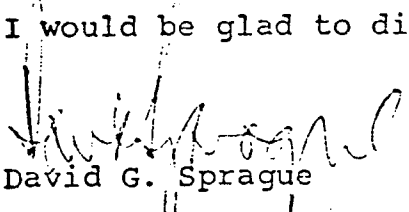
Board of King County Freeholders
Room 902, King County Court House
516 Third Avenue
Seattle, Washington 98104

RE: COUNTY CHARTER

I set forth below some thoughts, in very simple form:

1. I believe the county needs an elected chief executive, to be chosen by the people at large. The voters must have an opportunity to tell their approval or disapproval of the way the county has been running.
2. The County Manager, if you wish to have one, should be under the executive.
3. I would like to see merit used in the personnel system.
4. In order to prevent domination by suburban interests in the "ward" system which you are proposing, I believe the executive is most important. I am in favor, however, of your ward system.
5. I am most concerned that the county be given sufficient powers to operate efficiently and responsively. I think, in the future, that the county may well be a much more extensive and active unit of local government than it has been for many, many decades

I would be glad to discuss this further with you.


David G. Sprague

DGS:mkf

1229

May 6, 1968
1210 - 5th Ave. N.
Renton, Wash. 98055

Board of King County Freeholders
905 - A King County Courthouse
Seattle, Wash. 98104

RE: Freeholders considering Ombudsman.

The following is submitted for public enlightenment as to the concept and function of the Office of Ombudsman.

Those, who are acquainted with the Swedish version of the Ombudsman, regard this Swedish term to simply mean "one who represents someone". But, as the Scandinavians know, it means a whole lot more. To-day, in many nations of the world, the concept of Ombudsman means a "guardian of the People's rights against the abuses and malfunction by Government, it's programs and it's officials" --- a sort of watchman to see that Governmental Services are rendered by Public Employees, as required by Constitution and law.

Although, many people hold to the opinion that the idea of the "Ombudsman" first came from the European countries. Yet, the fact must not be overlooked, that the far-sighted framers of our Constitution of the United States recognized the importance of such a public office, as the Ombudsman. Accordingly, in the drafting of the Constitution at the Constitutional Convention in 1787, those "founding fathers" established an "Ombudsman clause", which makes the Office of the President the Chief Law Enforcement Officer, who is directly responsible to the People. Our Constitution, Article II, section 3, mandates; "he shall take care that the Laws be faithfully executed". And the Congress enacted implementing legislation which authorizes the Chief Law Enforcement Officer, the President, to use the full force, if necessary, of any or all Government agencies, the military, or the National Guard. (Citing Title 10 U.S.C. sections 331, 332 and 333.)

It is, also, brought to the attention of the reader, that the Constitution of the State of Washington has an "Ombudsman clause". Article 3, section 5, likewise, makes the Office of the Governor an "Ombudsman". He, too, is charged with responsibility --- "and he shall see that the laws are faithfully executed". Thus, it is to be noted that "our founding fathers" recognized the need to ^{protect} the People's Rights, and so framed our Constitutions. But, by the passage of time, the Electorate have forgotten these Constitutional Safe-guards. And, all too many elected President and Governor, have just not bothered to carry out this "ombudsman function", mainly for political reasons.

Thus, it is from this lack of enforcement of our Constitution and laws, that many people have adopted the concept that the Ombudsman "fights City Hall" for the "little guy."

Actually, it is the function of the Ombudsman to see that all ministerial duties of a public office are performed in the precise manner and mode as mandated by the provisions of our laws and Constitution. And, when the law grants exercise of personal judgment by a public employee, he, still, is required to exercise "prudent man judgment", or be held for negligence in the administration of said public office. And, incidentally, this is the precise duty of the Executive Departments, the Office of the President or Governor, as so mandated by our Constitutions.

Further, it should be noted that the Congress has enacted legislation, which, in effect provides for an Ombudsman service. This is to be rendered by the United States District Courts, but Congressional studies of the "field administration of this legislation" disclosed a mal-functioning and mal-administration of this governmental service. Accordingly, the U.S. Senate authorized a Subcommittee to hold hearings on the Ombudsman function and to recommend implementing legislation. The hearings were held in 1966, and the Ombudsman of many nations were invited to attend and enlighten the said Subcommittee.

It is admitted that there is a real need for such Ombudsman service in every Executive Dept. of Government, Federal, State, County and City. He should serve as an "Alter ego" of the Chief Executive to handle all citizen's complaints when any public employee fails to faithfully execute the ministerial duties of his office, as required by Law and Constitution.

The enforcement procedure is relatively simple. When the Ombudsman establishes the validity of the citizen's complaint, and the offending public employee fails to comply with the Ombudsman's corrective order. Then, the Ombudsman notifies the Surety holding the Public Official's Bond, notifies the Auditor and the Treasurer to stop his pay voucher and pay check for reason that Public Funds cannot be expended to pay for malfeasance and mal-administration of a Public Office, or incur any obligations to pay False Claims for services illegally rendered. (Citing the "validity of Public Debt clause" of the 14th Amendment, sec. 4 of U.S. Const. and Art. 11, sec. 14 of State Const.)

In conclusion, it must be recognized that our laws and Constitution, in part, constitute a "service contract" between all citizens, collectively, and the citizen, individually. When the citizen has paid his taxes, he, therefore, acquires the right to demand the rendition of all Governmental Services, pursuant to this service contract.

Submitted as a "public service" by Walter H. Philipp W. Philipp
Participant in Congressional Studies - Constitutional Rights
and Judicial Improvements.
(2)

1231

THE PACIFIC NATIONAL BANK of SEATTLE

EUGENE A. WRIGHT
VICE PRESIDENT AND TRUST OFFICER

MAIN OFFICE
Second Avenue at Marion

May 6, 1968

Mr. Richard R. Albrecht, Chairman
Board of King County Freeholders
905-A
King County Courthouse
Seattle, Washington 98104

Dear Mr. Albrecht:

Helen Geisness at the Seattle-King County Bar Association office has sent to me a copy of your letter of April 30. I am chairman of the Judicial Administration Section of the local bar association.

You have asked our views with reference to the office of the county clerk, with particular attention to the manner in which the clerk is selected. It is not practical for me to call a meeting of all of the members of my section; but I have obtained the views of many of them and of other lawyers. Also, I have some personal views based on my own experience.

Over a period of 31 years I have worked with several men holding the office of county clerk and with many deputy clerks. As you know, the clerk must provide court clerks for each of the departments of the Superior Court and has a large staff of men and women in his office on the 9th floor. Overall, his administrative responsibility is probably greater than that of any other county official.

At the same time, he does not make policy, which should be a reflection of public opinion or the desires of the voters. He must comply with legal requirements, the desires of the judges, work within his budget, estimate future budgetary requirements, and be alert to the need for constant improvements.

Mr. Richard R. Albrecht
May 6, 1968
Page 2

Most lawyers are aware of the need for continuity in that office. We have seen good men and women, well trained and highly experienced, discharged or forced to resign. There have been times when these losses caused a hardship on the public, the courts and lawyers.

I certainly mean no criticism of Mr. Renschler, nor of the manner in which he has administered the office. While I was at the courthouse, I found him to be exceptionally cooperative, alert to the personnel problems that went along with the job, and desirous of improving his administrative procedures.

The county clerk and his staff should be taken out of the political arena. Their energy should be concentrated on serving the courts and the public, free of any political factors and the need to lay a foundation for reelection each four years.

Those best qualified to participate in the selection of a county clerk are the Superior Court judges and the practicing lawyers. The objective should be to have the clerk selected by the court, after some liaison and recommendations from the local bar associations. In this county, the latter would include the South King County, East King County, and Seattle-King County Bar Associations. I would expect that the judges would welcome these recommendations.

If the manner of selection is to be changed, you should try to build into the system a method of discipline and removal. Mistakes can be made and there should be a way to correct them, either by advising the clerk of his shortcomings, or by removing him after fair notice and hearing.

I hope these comments will be helpful. Call upon me if you need other suggestions.

Very truly yours,

cc: Mrs. Helen M. Geisness
Jack P. Scholfield, Esq.

EAW:ee

1233

I understand that written opinions on county government are welcomed by the Freeholder group.

First, I prefer, and I believe most voters would prefer a government truly responsive and truly responsible, above all other considerations. If these qualities can be secured, along with increased powers, centralization and efficiency, fine, if not, then the responsive government must still be preferred, even at the sacrifice of the latter qualities.

The recommendation made for creation of the office of Ombudsman, if liberally and powerfully implemented, would be a worthwhile step in the desired direction.

Partisan election of county officials seems definitely out of place at this level of government, and can only be desired by the various major political parties, desirous of maintaining the present system as a basis of party strength and organization - and patronage.

County-wide election of commissioners is several steps away from true democratic procedure, and without question encourages these individuals to be less responsive to grass-roots public sentiment than they would otherwise be - notwithstanding a contrary statement attributed to Commissioner O'Brien.

County-wide election of commissioners insures that these gentlemen need have no regard for the problems or the state of mind of voters in their "nominal" districts. They are more likely to be influenced by, or cater to the various special interests or pressure groups who daily and yearly make it their business to act as the power behind the throne. This attitude seems to me to be amply demonstrated by the present office-holder from this area. If this gentleman has made any attempts to contact ordinary voters, to learn their viewpoints and to act accordingly, these moves must have been made very secretly - they are not apparent to me. Any visits to this area must have been made to such groups as Rotarians or Chambers of Commerce at their various functions, or on occasions of similar nature. It is questionable how much genuine public sentiment can be thus learned, unless one is willing to assume, that for instance, the sentiment of the merchants and business community is the only one ~~one~~ which it is worth while, as an office holder, to acquaint one's self with.

However, office holders are realists and they²³³⁵ are usually particularly so when it comes to the

vital business of getting elected or re-elected.

Under the present system a candidate relatively unknown in any given area or section of the county and still less so over the entire county feels he can and must count for success on finances, organized support, and most importantly, publicity. A "build up" fabricated, manufactured to order, can place a man in office. Once in office he can carry on, disdainful of any censorship or disapproval by the masses of ordinary voters, confident that he is not subject to that closer scrutiny which would be directed at him in a much stronger fashion if he was elected as representative of a specific constituency. He is lost in the haze of a comfortable anonymity and happy that such is the case.

There should be a group of at least seven commissioners, each nominated and elected from specific districts. These districts should be laid out in such manner as to constitute a voting bloc as homogeneous in interest as possible. ^{The number} of districts and commissioners should be ~~not~~ mandatorily increased as population increases. The interest of the entire county would be served by the working out of compromises between the commissioners as representatives of divergent interests. Individual districts would

then be able to look upon their commissioner as a "representative at court", a pleader for and upholder of their interest. Voters of a given district would be able to concentrate their attention upon the performance of a given commissioner, and to remember it at election time.

Another matter of great importance is the one of adequate public exposure of all conferences, meetings or deliberations of public officials. There should be no "executive" or closed sessions permitted. All proceedings should be recorded both by tape and a complete stenographic manuscript, with copies of these made available at nominal cost to any interested person. Furthermore, there should be no latitude allowed for prohibition of the use of tape recorders by members of the public who may choose to attend any official meeting. In addition, provision should be made for broadcasting by radio or T.V. or both, of all regular sessions of the commissioners acting as a legislative body. Finally, regular - and prominent notice of the time and place of all meetings, proceedings and deliberations of public officials should be published.

In line with the general objectives which have been set forth, it is especially important that any county administrative official should be elected, not appointed.

Of very great importance is the composition, character and mechanics of our county zoning and planning boards. The present non-salaried board should be changed to one whose members are salaried and full time. These members should, again, be elected from specific districts. County commissioners should no longer serve as court of last appeal in zoning disputes. Planning boards of all sorts, but particularly the commissioners, have repeatedly shown poor judgement, arrogance toward petitioners, and many will suspect, improper motivation in their handling of zoning and planning.

It might pay to investigate the story behind a news item relative to zoning in the Los Angeles area, where there reportedly was agitation for a Grand Jury investigation of such activities. This investigation, for some reason did not take place.

There should be a change in policy in zoning matters as regards residential areas, from urban to the most rural, and this should be to the effect that opinions, petitions and protests of inhabitants should be given much more weight than is now the case. A presently existing residential zoning should be looked upon as a legally and morally binding contract and compact, observed by residents on the one hand, but equally binding upon the zoning authority!

R E 10 11

Add. 6.12.1

KING COUNTY
Fire Prevention Inspector's Assn.

May 14, 1968

To The King County Freeholders;

The primary function of government is to provide Safety for its citizens.

The Fire Service is one of the few governmental agencies that fulfills this obligation to its fullest.

The four objectives of fire protection are: to prevent fires from starting; to prevent loss of life and property when a fire starts; to confine a fire to the place where it started; and to put out the fire. These objectives are performed by the three phases of the fire service: Fire Prevention; Fire Control; and Fire Extinguishment.

The phase of fire extinguishment is being handled very well by the fire departments throughout the County. The areas of Fire Control and Fire Prevention are progressing as indicated by Mr. Ed Garner's remarks showing the good fire insurance rates that have been obtained in the Fire Districts.

However, the fire departments are not units standing by themselves. Although fire districts are working between themselves with some mergers, mutual aid contracts, and area service contracts we still need some assistance. As you ladies and gentlemen may know our insurance rating involves agencies other than fire. The Washington Survey and Rating Bureau also looks at the Water Service and supplies offered; the Fire Alarm service provided; Building Department functions such as adequacy and en-

enforcement of building laws; Structural conditions of buildings in an area relative to conflagration hazards, fire resistiveness, adequate egress, and excess fire areas; and Fire Prevention.

For the past three years the cooperation between the Fire Marshal's office, the Building Department, and the Fire Districts has improved greatly. A member of the fire service is now serving on the King County Building Code Advisory Committee. Our activities on this committee for the past three years and other such activities have enabled builders, architects, and building officials to better understand the reasons and requirements of building and other codes regarding fire, fire spread, life safety, fire extinguishing devices, and all means of Fire Control.

Fire Districts have to rely on the County to provide legal adoption and enforcement of a Fire Prevention Code. We have had a code in King County for many years but was relative ineffective until October 5, 1964. Prior to that time the Fire Prevention Code was very limited in what it covered and was administered in a hot and cold manner. At that time, after considerable work by members of the King County Fire Prevention Inspectors Association, the Fire Prevention Code, as recommended by the National Board of Fire Underwriters, was adopted by the County. Although many items of this code were deleted upon adoption it was a more comprehensive code. It also gave some fire districts, with paid

inspectors, an opportunity to act on behalf of the County Fire Marshal in enforcing the code in their areas.

The administration of the Fire Marshal's office changed later to act under the Building Official and has since made many improvements.


At the present time, out of the 35 Fire Districts in King County, seven districts have part time inspectors and six districts have full time inspectors. Some of these six districts have more than one man in the field. These District fire inspectors do the actual fire hazard inspections in their respective districts, work with the County Fire Marshal's office in the enforcement of the Fire Code, check new building plans for fire safety regulations, make inspections of new and remodeled buildings to make sure of the proper installation of fire walls and extinguishing facilities, advise the County Building Department when building code violations are found, and keep the state agencies advised on violations of electrical wiring and boiler problems. These inspectors also work closely with the State Fire Marshal's office regarding schools, hospitals, nursing homes, and the like. And, of course, they must also keep up their other duties of the department consisting of investigation of fires, handle complaints regarding fires or potential fires, conduct fire prevention educational programs with children and adult groups, and keep the all important records of the department.

The present Fire Prevention Code, passed February

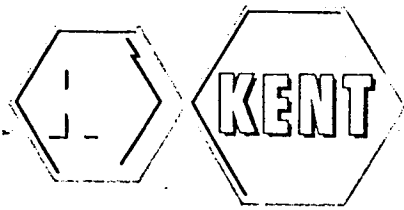
19, 1968, calls for regulations governing conditions hazardous to life and property from fire. This sets in motion regulations for enforcement, permits, appeals, and penalties for violation of the code.

We believe the King County Government has come a long way in the area of Fire Prevention and Fire Control, but for too long have been followers instead of leaders. The hard work of some of their employees is beginning to show its effectiveness. However, our county administrators should take a serious look at the field of Fire Prevention and Fire Control. Many improvements are still needed.

It is imperative that our county be a leader in all areas of governmental functions. This will create a better liaison between fire districts, law enforcement, water districts, building officials, and all county agencies so that the citizens of our communities will be better served.



Robert H. Ely, President



May 1968
CHAMBER OF COMMERCE

P.O. BOX 65

• UL 4-1770

• KENT, WASHINGTON 98031

As a result of research and study carried on by its Legislative Affairs Committee, the Board of Directors of the Greater Kent Area Chamber of Commerce has adopted the following policy and urges the King County Board of Freeholders to consider the following recommendations in an effort to update and modernize King County Government.

1. That the County Commissioners (or council) be limited to legislative functions along with the responsibility of policy making.
2. That the County Commission (or council) be enlarged to nine members.
3. That the County Commissioners serve as a full time legislative and policy making body with each of its members receiving a salary commensurate with the responsibility of the office.
4. The County Commission should be elected by districts, thus assuring each area of the County a voice in government and provisions made for a method of redistricting to be accomplished after the adoption of the charter.
5. The method of selecting the County Commissioners (or councilmen) should be by a partisan election.
6. Terms of office of a County Commissioner (or councilman) to be four years, staggered to provide for continuity.
7. It is recommended that the Board of County Commissioners (or councilmen) appoint a county manager or administrator to carry out all administrative duties designated by the policy making body.
8. It is recommended that a personnel system be based on merit and administered by a Department of Personnel.
9. In order to secure and retain the most highly qualified personnel for major administrative office, it is recommended that only the following offices of the county be retained as elective positions: Board of County Commissioners (or Councilmen), County Assessor and County Prosecuting Attorney.
10. In order to reduce duplication of services, it is recommended that the County promote a closer cooperation between local units of government such as cities and Metro.

Denver Grigsby
President

LAW OFFICES
LYCETTE, DIAMOND & SYLVESTER

JOHN P. LYCETTE (1965)
JOSEF DIAMOND
JOHN N. SYLVESTER
EARLE W. ZINN
LYLE L. IVERSEN
HERMAN HOWE
JOHN P. LYCETTE, JR.
SIMON WAMPOLD
ALBERT O. PRINCE
WILLIAM J. MILLARD, JR.
RALPH M. BREMER
RICHARD M. FOREMAN

FOURTH FLOOR HOGE BUILDING
SEATTLE 98104
MAIN 3-1330 - MAIN 2-4590
AREA CODE 206

May 31, 1968

Mr. Paul Meyer
Executive Secretary
Board of County Freeholders
King County Courthouse - Room 905A
Seattle, Washington 98104

Dear Paul:

Referring to the minutes of the meeting of May 18, 1968, it appears that the portion thereof relative to the Planning Commission does not accurately reflect the action taken.

After full discussion at the meeting, it was determined by a vote of 9 to 3 that individual zoning and land use, as distinguished from comprehensive planning, should be fixed and established by the planning staff with appeals directly to the County Commissioners, thus eliminating the intermedidate step of hearings before the Planning Commission. This issue was directly posed, directly discussed, and directly passed upon. The vote was to eliminate the Planning Commission in connection with individual zoning and items of particular land use.

Thereafter Mrs. North and Mrs. Gunby stated that various studies had been made on the subject of land use, and that the freeholders should have the benefit of those studies. Mr. Norman Ackley then suggested that our staff might well look into these studies and perhaps consider some form of quasi-judicial review of the actions of the planning staff.

No one had any objection to having our staff make this study. It was unanimous that we should have the benefit of all information on the subject. That action was not in derogation of previous action by the freeholders relative to the elimination of individual hearings before the Planning Commission, it was not an amendment of the previous action, it was not an exception to the previous action -- it was merely an expression of an open mind to allow our staff to make its studies and any suggestions which might emanate therefrom.

Mr. Paul Meyer
May 31, 1968
Page two

Having in mind the foregoing, it definitely appears that the minutes as now written are out of context with what actually occurred relative to the Planning Commission. I therefore ask that the minutes be corrected or that this letter be attached to the minutes as further amplification of what action was taken.

Since I will be out of town for several weeks commencing June 10, I believe it well for me to take this opportunity to express my views on several matters on which the consensus of the freeholders has perhaps not yet completely crystalized:

(1) Merit System

- (a) The merit system for county employees should provide a plain, speedy and simple way for a citizen to complain if he feels that he has not been treated courteously or impartially by a county employee.

I want to protect the employee in his job security but also I want to protect the public from abuse by employees who may grow complacent within the haven of a civil service system.

Under our present system of county government, the deportment of county employees in their relationships with the public has been exemplary. I think that it will continue in that manner but I want to safeguard it and to preserve it.

- (b) The merit system must provide some method by which employment and job advancement is not to be solely dependent on pedagogical standards of written examinations.

Many persons who are not adept at taking written examinations may make fine and outstanding county employees.

Furthermore, the standards for promotion should be simple and general rather than detailed and dogmatic.

The recommendations of the official who is responsible for the successful conduct of the office should be weighed heavily in the fixing of any formula to govern new hires, and also as to promotions.

Mr. Paul Meyer
May 31, 1968
Page three

The Personnel Board should primarily limit itself to hearing appeals from employees who feel that they have not been treated fairly and equitably. Certain minimum standards of employment practices must of course be established, either by the Personnel Board or by the executive arm of government. But the Personnel Board should not become an employment agency, and the supervision of personnel must primarily rest with the official who is charged with the responsibility of making the office function.

While I believe in a charter which is flexible rather than one tied down with detail, I do believe that in the realm of the merit system, certain safeguards along the lines suggested by me above must be inserted.

(2) The Office of County Auditor Should Be Elective

We have recognized in our deliberations that there is a need for an independent post-audit review of county officials. We have also expressed a consensus for some type of ombudsman or citizen-complaint review board.

If we will but make the auditor elective, we can accomplish the foregoing objectives within the framework of the auditor's office.

The Auditor should be the watchdog of the county ... And also the conscience of the county ... A one-man grand jury but without the evils attendant on periodically and hastily assembled grand juries as we have known them in the past.

Is there any better way to activate an office to scrutinize without fear or favor than to independently elect the officer who is to make the scrutiny?

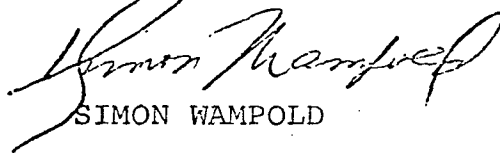
I sincerely hope that we will give further consideration to this important matter of electing an officer who is to stand as the guardian against loss, waste, theft, or undesirable practices in county government. He will need an independence which he can only achieve through election by the people.

Mr. Paul Meyer
May 31, 1968
Page four

I trust that the staff will keep my foregoing views in mind when they formulate a draft for presentation to us.

I will also ask that you bring this letter to the attention of the other freeholders.

Very truly yours,



SIMON WAMPOLD

SW/rj

cc: Mr. Richard Albrect
1900 Washington Building
Seattle

June 12, 1968
1210 - 5th Ave. N
Renton, Wash. 98055

MEMORANDUM TO:

King County Board of Freeholders
Executive Secretary, Mr. Meyers.
King County Courthouse
Seattle, Wash. 98104

RE: Congressional Study -- U.S. Senate Resolution No. 43 -- protection of Constitutional Rights in the framing of a County Charter.

The manner in which a Federal Public Franchise -- Charter of Statehood and its Constitution -- is being administered by persons, holding a public office thereunder, does fall within the scope of "any and all matters pertaining to Constitutional Rights, specifically the 14th Amendment Rights of "due process of law, equal rights, and equal protection of the law clauses". Accordingly, the undersigned has done some preliminary study on matters affecting the "exercise of Constitutional Rights" under the proposed County Charter.

Accordingly, let it not be overlooked that the Congressional Enabling Act of 1889 and the Compact of 1889 was the "due process" by which the People of the then Territory of Washington were enabled to secure a Charter of Statehood from the Congress pursuant to its vested authority declared by the U.S. Constitution, Art. IV, sec. 3 re: "admission of New States."

Let it not be overlooked that the People of the new State of Washington did, then, incur the legal responsibility and obligation to administer their newly acquired Governmental Powers specifically in accordance with the "mandates -- the express words" of their State Constitution, which had been duly approved by the Congress.

These obligations were clearly spelled out by the United States Supreme Court in the cases of VIRGINIA vs. RIVES, 100 U.S. 313, 318, and UNITED STATES vs. CRUIK-SHANK, 92 U.S. 542, 552-553, holding, summarily,

"That it is the duty of a State to protect all citizens in the enjoyment of the equality of rights; and that it is the obligation of the United States to see that the States do not deny 14th Amendment Rights"

(Reference: Section 5 of the 14th Amendment re: Congressional power to enforce.)

Bearing in mind the above Court decisions, is the position advanced by the Board of Freeholders --- regarding the establishment of Partisan and Appointive offices within the structure of County Government --- tending to run adverse to the "clear meaning of the words used in the original construction of the State Constitution, Art. 1 - DECLARATION OF RIGHTS -- the following Sections, 1 - "Inherent Political Powers"; Sec. 3 - "Personal Property"; Sec. 12 - "Special Privileges and Immunities Prohibited"; Sec. 19 - "Freedom of Elections"; Sec. 32 - "Fundamental Principles"? These are the DECLARED RIGHTS of each individual for which this State Constitution was framed, was

established to PROTECT.

It is to be noted that not one of the above Sections have ever been amended by the People of the State. Therefore, these sections must be regarded as the "permanent will of the People", their fundamental law by which their government shall be administered. Therefore, Sec. 29 - "Constitution Mandatory" makes the administration thereof mandatory in the precise manner and mode spelled out by the "express words" used in the Construction of each Section of the State Constitution. The United States Supreme Court ruled on the issue of the "express words used in the construction of constitutional mandates determine the functions of a government". Citation - HELVING vs. CITY BANK & FARMERS' TRUST CO. 296 U.S. 85, 89.

When endeavoring to create a partisan and appointive public offices in a government, it must not be overlooked that every adult citizen has an INDIVIDUAL RIGHT, a "legal vested interest in his government and all of its public offices", which are creatures of the Constitution. They are public property. And, they are not property to be staked out as private property by a minority group or groups.

For to require membership in a minority group as a condition necessary to file for candidacy for a Public Office, then such conditions are violative of a citizen's Constitutional Rights. For to establish such Partisan requirements is to commit an act of "embezzlement of that Art. 1, sec. 1 -- INHERENT POLITICAL POWER -- from the People of the State of Washington. To establish a Partisan requirement for a Public Office does constitute a violation of the 14th Amendment Rights of every adult citizen, who desires to file his candidacy for a Public Office, but does not desire to join a minority group. To enforce such Partisan requirements by a minority group or groups against a citizen's free will does constitute a violation of the 13th Amendment. Involuntary servitude to a minority group as a requisite to secure a Public Office with resulting economic benefits (employment) is "prima facie" evidence of violation of the 13th Amendment.

To declare that the issue of Partisan and Appointive Public Offices is a matter to be determined by a Court of Law, is to admit to a lack of knowledge of the United States Supreme Court's "land-marked" decision in the case of OSBORNE vs. UNITED STATES BANK, 22 U.S. 938, holding, summarily:

"That the Court is mere instrument of the law. When the law mandates a specific act, the Judge is duty bound to follow it."

Accordingly, it must be recognized that the afore stated Sections of Art. 1 are constructed in "mandatory language" that is so plain and clear that there can be no doubt as to the meaning of the words use. Consequently, therein lies no Constitut-

ional authority for any act of interpretation. Therefore, the Judiciary lacks jurisdiction to receive and to exercise judicial power for reason that those Constitutional mandates are the permanent will of the People, as prescribed by Art. 1, sec. 1, when that "framed" Constitution was ratified by the People by an election held on October 1, 1889, and, subsequently, approved by the Congress, pursuant to the Enabling Act, sec. 8, thru its delegated agent, the President of the United States on November 11, 1889.

The question of the "inherent Political Power" was decided by the United States Supreme Court in the case of COOPER vs. AARON, 358 U.S. 1., holding, summarily;

"That if the power was not given by the people, then, it could not be exercised."

Therefore, let it not be overlooked that State Const. Art. 11, sec. 14 prohibits the County Commissioners, the County Auditor and the County Treasurer approving the "expenditure of Public Funds for acts not performed in compliance with the mandates of the afore-stated Sections of Article 1 of the Constitution"

Summarily, let it be declared that Public Funds can not be expended to deny and to deprive United States citizens of the full benefits and free exercise of any DECLARED RIGHTS" set forth and mandated by Article 1 of the State Constitution, which was approved by the Government of the United States.

Respectfully submitted



W.H. Philipp, Participant in Congressional Studies on Constitutional Rights & Judicial Improvements.

Encl: Senate Resolution No. 43.

cc:- King County Commissioners

- King County Treasurer

- King County Auditor

PSL

PUGET SOUND LEAGUES OF WOMEN VOTERS

1402 - 18th Avenue
Seattle, Washington 98122
June 13, 1968

Mr. Richard R. Albrecht, Chairman
Board of King County Frecholders
905-A King County Courthouse
Seattle, Washington 98104

Dear Mr. Albrecht,

The thousand members of the five Leagues of Women Voters in King County have recently reviewed their positions on county governmental structure. They have reaffirmed their support of the basic principles included in their consensus.

The interpretation as it applies to the county executive has been modified. As you may recall, our testimony indicated a preference for an appointed administrator. In their discussions, our members emphasized the importance of a separation of powers between the legislative and executive branches. They have agreed that a strong executive with broad administrative powers, whether he be elected or appointed, would satisfy this requirement.

Other provisions, which League members have indicated that they consider these principles to include, are:

- a merit system,
- a central personnel department,
- a performance budget,
- an ombudsman,
- initiative, referendum and recall,
- automatic redistricting machine (if the commissioners are elected by district),
- a permissive amending article which would make it possible to add other methods of amending the charter, such as a periodic review or initiative, in the event that it becomes possible to do so.

I am enclosing a copy of the formal statement of our consensus for your information.

We look forward to seeing the results of your effort and hope that on the basis of our consensus we will be able to offer our support.

Sincerely,

Susan R. Mozer

Mrs. Harold M. Mozer, Chairman
King County Program Committee
Puget Sound Leagues of Women Voters

Encl - 1

1251

King County Consensus: GOVERNMENTAL STRUCTURE

We support a government for King County which incorporates the principles of separation of powers, a system of checks and balances, a system of clearly fixed responsibilities, sound management practices, responsiveness to the electorate and to changing conditions, and the concept of inter-governmental cooperation.

The Leagues have defined the foregoing to include:

- Support of legislation to achieve integration of services.
- A performance budget for the County, including all necessary supplemental information to achieve a more understandable form of the budget including long-range capital improvement planning.
- A merit system for the County.
- A shortened ballot which follows the principle of jobs requiring skill to be appointive, those requiring representation, elective. Candidates appearing unopposed on the primary ballot should not appear on the final ballot.
- A home-rule charter, which should be a fundamental document, free of statutory law. The charter should provide for an enlarged commission and a strong executive with broad administrative powers.

Hickory Road
Lemont, Illinois
60439
July 3, 1968

Mr. Paul R. Meyer
Executive Secretary
Board of King County Freeholders
Seattle, Washington

Dear Mr. Meyer:

I appreciate the clippings you sent. It is good to know the Charter will be sent to me. Could you have it mailed to the above address? I will be glad to send on any comments I can.

Best wishes for a successful campaign.

Sincerely,



Mrs. Elizabeth Joiner

ASSOCIATION OF WASHINGTON CITIES

3935 UNIVERSITY WAY N.E. ☆ SEATTLE, WASHINGTON 98105 ☆ TELEPHONE 543-0182

July 22, 1968

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Councilman, Spokane

1st Vice President
AUSTIN M. CLARK
Commissioner of Finance,
Bremerton

2nd Vice President
FLOYD C. MILLER
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Executive Director
CHESTER BIESEN

Field Representative
FLOYD M. JENNINGS

Consultant
KENNETH A. COLE

Planning and Public Works
JOSHUA H. VOGEL

Mr. Paul R. Meyer, Executive Secretary
Board of King County Freeholders
King County Court House
Seattle 98104

Dear Paul:

Thank you for your card and for delivering a copy of the proposed charter. I am sorry, indeed, that I missed you, and hope that next time we will have better luck.

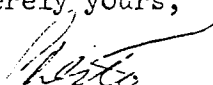
Have just spent a few minutes perusing the charter. It seems quite sound in general. My chief disappointment, personally, would be with the personnel system, including the archaic closed backdoor system where the civil service board can reinstate a dismissed employee over the active protest of the administrator - the elected rather than appointed county executive - and the considerable number of offices provided in the charter itself.

It would appear ^{however} that quite an effective job has been done, and you are to be congratulated on your part in it.

Why don't you drop around to see us Friday mornings at The Village Restaurant? 7:30 to 8:30 a.m. Surely would be glad to see you any time.

With all good wishes,

Sincerely yours,


Chester Biesen
EXECUTIVE DIRECTOR

1254

July 25/68
1210 - 5th Ave. N.
Renton, Wash. 98055

MEMORANDUM TO:

Board of King County Freeholders
King County Court House
Seattle, Wash. 98104

RE: -Suggestions on the Preliminary Working Draft of King County Charter.

-Request to have name placed on Agenda for July 31, 1968 Public Hearings.

Gentlemen:

I submit a proposal re: the Office of Citizen Complaint (Ombudsman) which will provide the said Office with the necessary authority and power to take effective corrective action to resolve any Citizen's Complaint and minimize the opportunity for any citizen to resort to the filing of Tort Claims against the King County for mis-conduct by any holder of any public office of said Government.

P R O P O S A L

SECTION 260. OFFICE OF CITIZEN COMPLAINT.

The Board of County Commissioners shall be authorized to create a County Office of Citizen Complaint.

Said Office being duly authorized to receive, to investigate and to institute necessary corrective action on any Complaint, which is duly signed and filed therewith by any citizen or group of citizens,

Said Complaint shall only relate to the improper performance of the lawful and mandatory duties and/or the prudent exercise of the discretionary duties of any office of County Government.

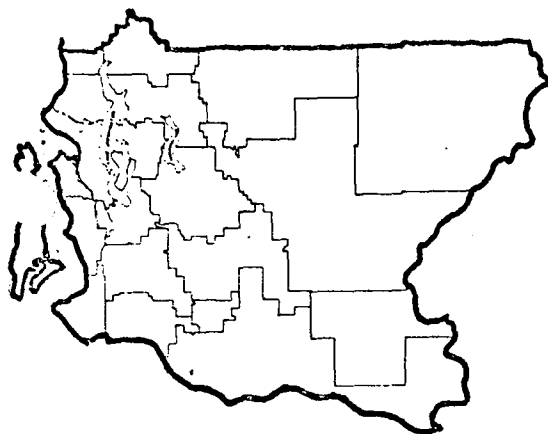
Only upon the failure to secure the necessary correction of the Citizen's Complaint, shall said Office be empowered to exercise subpoena powers to call witnesses, in order to secure necessary documents, records, etc, and/to conduct hearings on any filed Complaints. Upon conclusion of such hearing, recommendations for disciplinary action, or suspension, or removal from office, or action against Public Official's Bond, shall be submitted by said Office to the Board of County Commissioner for final action.

All persons involved in any filed Complaint shall have right to be represented by Counsel, to call witnesses in his own behalf, and to Judicial review of Board's final action, before becoming effective. Appeal to be filed within 30 days of such date.

All filed Complaints and final determinations thereon shall be available for public examination during the regular office hours of the Office of Citizen Complaint.

Respectfully submitted as a public service,

W. H. Philipp
W.H. Philipp - Participant in Congressional Studies on
Constitutional Rights & Judicial Improvements.



SUPERINTENDENT OF SCHOOLS INTERMEDIATE DISTRICT IX

King County Court House Unit No. 2
100 Crockett Street
Seattle, Washington 98109
ATwater 4-3660

ROBERT J. MARUM
CHIEF DEPUTY SUPERINTENDENT

DONALD L. KRUZNER
SUPERINTENDENT

WILLIAM F. SHELLEY
ASSISTANT SUPERINTENDENT

July 25, 1968

School Districts

Auburn 408

Bainbridge Island 303

Bellevue 405

Black Diamond 190

Claw 216

Federal Way 210

Highline 401

Issaquah 411

Kent 415

Lake Washington 414

Lester 195

Mr. Snoqualmie Val. 407

Mercer Island 400

Northshore 417

Renton 403

Seattle 1

Shoreline 412

Snohomish 404

Snoqualmie Valley 410

South Central 406

1 409

Vashon Island 402

Mr. Paul Meyer, Executive Secretary
King County Freeholders
King County Courthouse
Seattle, Washington 98104

Dear Paul:

Thank you for the advanced preliminary working draft of the King County Charter. I found it extremely interesting and very helpful.

Our office is in the process of developing a handbook on county government which will be used by the teachers throughout the area in work in their government classes with students. Mr. Fred Weitzer, writer and head of the drama department at Newport High School, is working directly with Bob Marum. This draft is of real interest and help to both Fred and Bob in connection with this project. I would appreciate having five additional copies of this preliminary draft to provide each member of my Intermediate District IX Board of Education with a copy. I am sure their comments and observations will be helpful.

My one concern, as I mentioned to you last week, is the complete lack of reference to the office of the Superintendent of Schools of Intermediate District IX. As you know, the county commissioners are currently responsible for a very substantial portion of the costs of the operation of our office. This amounts to \$249,752 of our current budget. In addition to this cash contribution to our operating costs the county commissioners supply space and other services that enable us to perform our required function in connection with the administration of the schools throughout the area.

We would of course appreciate a reference from the committee to the effect that in the preparation of the Charter it was the intent of the Freeholders that the commissioners would continue to provide the means of enabling Intermediate District IX superintendent's office to function. I believe that such a statement from the Freeholders would be helpful in securing the active support of the Charter on the part of those individuals concerned with the administration of education. I hope that you will be able to take this matter into consideration at the next meeting of the Freeholders. Please call Mrs. Kay O'Brien or Mr. Bob Marum in our office if you have any further questions regarding this as I am leaving for vacation this Friday and will not return until August 19.

Sincerely,

Don
Donald L. Kruzner,
Superintendent

DLK/o

1256

FRED UTEVSKY • PLANNING CONSULTANT

MEMBER: AMERICAN INSTITUTE OF PLANNERS

7312 - 55TH AVENUE N.E.
SEATTLE, WASH. 98115
TELEPHONE LA 4-4913

583-7580

July 25, 1968

Board of King County Freeholders
905A King County Courthouse
Seattle, Wash. 98104

Ladies and Gentlemen:

As a citizen who is ~~much~~ interested in better government for King County and as a professional planner with twenty years of experience and training in the field I have requested and reviewed a copy of the draft of the Charter which you have prepared.

I should appreciate it if you would list my name for an appearance before the Board at your July 31 public hearing and advise me as to when to appear.

At this appearance I should like to spend a few minutes discussing objectives and principles of the charter in general terms and ~~the~~ about 20 minutes in discussing the sections on planning and zoning in particular, as an area of special interest.

Please advise me whether this will be feasible.

Sincerely,

Fred Utevsky
Fred Utevsky

*was 7 footnotes of a planning staff
summarized and practice of urban planning*



**CITY OF SEATTLE
PLANNING COMMISSION**

JONATHAN F. WHETZEL, CHAIRMAN • MILES BLANKINSHIP, VICE CHAIRMAN • PETER C. BEST,
HAROLD W. COOPER, DAVID LEVINE, STEPHEN RICHARDSON, HAROLD S. SHEFELMAN,
MRS. TED G. PETERSON, BOARD OF PARK COMMISSIONERS • C. S. MCCORMICK, SUPERINTENDENT OF BUILDINGS •
ROY W. MORSE, CITY ENGINEER • LYLE F. WILSON, TRANSIT COMMISSION • JOHN D. SPAETH, DIRECTOR OF PLANNING

Room 401 Seattle Municipal Building • Seattle, Washington 98104 • Telephone JUniper 3-2720

July 26, 1968

Board of King County Freeholders
King County Court House
Seattle, Washington 98104

Dear Sirs:

We have reviewed "Preliminary Working Draft - King County Charter - July 18, 1968" and find nothing in it which would call for the coordination of planning between the County and the various municipalities, including the City of Seattle, which are within the County. We believe that such coordination is sufficiently important to warrant the inclusion of a provision that would make it not only possible, but probable.

Sincerely yours,

Miles V. Blankinship, Chairman

JDS:rmk



King County

STATE OF WASHINGTON

Seattle

CIVIL SERVICE COMMISSION

ZONE 4

CHIEF EXAMINER AND SECRETARY

Jack Youngberg, CHAIRMAN

S. J. PATRONI

HILBERT S. MURRAY

STANLEY C. PETERS

James P. Foster

August Antonino

COUNTY-CITY BUILDING

July 30, 1968

Board of King County Freeholders
905-A King County Courthouse
Seattle, Washington 98104

Gentlemen:

Section 960.20 of the Board of King County Freeholders Preliminary Working Draft, King County Charter, states the effective date of the personnel system shall be no later than January 1, 1970. Section 960.60, Civil Service System, on the other hand, states the civil service system, "***** shall continue in full force and effect for a period of two years after the adoption of this charter *****".

RECOMMENDATION:

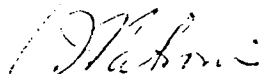
Change Section 960.60 to read, "***** shall continue in full force and effect for a period of two years after the effective date of the personnel system. At the end of the two years, the Board of County Commissioners may by ordinance provide *****".

COMMENT:

In effect, Section 960.60 calls upon a Board of King County Commissioners with many freshmen commissioners to decide two years after the charter is adopted, or one year after the effective date of the personnel system, whether the charter personnel system is effective and has reached a state of maturity. The County Commissioners would be asked to decide whether the personnel system is organized well enough to absorb civil service without impairing personnel services to the Sheriff Department. Since the charter specifies the personnel system effective date as January 1, 1970, it appears logical to give the charter personnel system at least two years from that date to have drafted all department job specifications, conduct job classifications, allocations and reallocations, originate rules, require submission of organization charts and operating procedures, establish job standards, formulate testing procedures, hear appeals to many of the foregoing, and comply with judicial rulings stemming from appeals to the Superior Courts, etc. Court decisions could conceivably require the personnel system to make some of its work

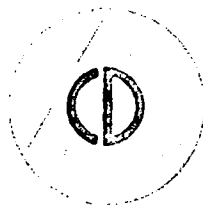
If the economics of the absorption of civil service by the personnel system is considered, it is questionable whether the system can perform comparably with the present Civil Service Commission whose total budget averaged \$7,500 per year over the past ten years. After ten years, there is little to be gained by precipitous action now, especially when the cost of servicing the Sheriff Department under the personnel system is bound to be many, many times greater.

Very truly yours,



SJP:mc

1360.



SEATTLE-KING COUNTY CIVIL DEFENSE

500 MERCER STREET

SEATTLE, WASHINGTON 98109

MA. 2-5900, EXT. 493 - 583-2095

MAYOR OF SEATTLE
J. D. BRAMAN

KING COUNTY COMMISSIONERS
JOHN T. O'BRIEN, 1st DIST.
ED MUNRO, 2nd DIST.
JOHN D. SPELLMAN, 3rd DIST.

ROSCOE C. BURR
LT. COL. AUS. (RET.)
DIRECTOR

COMMITTEES

EMERGENCY SERVICES

LAW ENFORCEMENT

John T. O'Brien, Chief
King County
Frank C. Smith, Chief
Seattle Police Department

FIRE AND RESCUE

Don L. Ferguson, Chief
Seattle Fire Department
Hector L. Smith, Chief Deputy Fire Marshal
King County Fire Protection District
Chief

ENGINEERING AND PUBLIC UTILITIES

John C. Smith, Engineer
King County
Roy A. Wilson, Engineer
City of Seattle

HEALTH AND MEDICAL

S. P. Johnson, M.D., Director
Seattle-King County Health Department

TRANSPORTATION

David R. Dutton, General Manager
Seattle Transit Commission
Charles A. Smith, President
Seattle Chamber of Commerce

WELFARE

Paula Morley, District Administrator
Washington State Dept. of Public Assistance
Deborah J. Wilson, Superintendent
King County Public Department
Edward J. Johnson, Superintendent
Seattle Police Department
Chief P. Smith, Director of Disaster Services
Attention: Red Cross

SUPPORT SERVICES

SUPPLY

L. B. Johnson, Purchasing Agent
King County
Paul R. Smith, Purchasing Agent
City of Seattle

MANPOWER

James D. Smith, Asst. Area Manager
Washington State Employment Security Dept.

ECONOMIC STABILIZATION

Robert A. Smith, Advisor
King County

LEGAL AFFAIRS

Charles D. Smith, Prosecuting Attorney
King County

SCHOOL AFFAIRS

Don L. Wilson, Superintendent
King County Schools
Frances Smith, Superintendent
Seattle Public Schools

WARNING AND COMMUNICATIONS

Don J. Wilson, Deputy Director
Seattle-King County Civil Defense
William B. Smith, Radio Officer
King County

DISASTER ANALYSIS

E. B. Smith, Director
King County Planning Department
J. B. Smith, Director
Seattle Planning Department
James E. Smith, Civil Defense Coordinator
Seattle Planning Department

SUSTAINANCE RESOURCES

James E. Smith, Chairman
CIDA District 2

PLANNING PROCEDURES AND ANALYSIS

Edward M. Smith, PAPER OFFICER
Seattle-King County Civil Defense

July 30, 1968

Board of King County Freeholders
905A King County Court House
Seattle, Washington

Attention: Richard R. Albrecht, Chairman

Dear Mr. Albrecht:

Draft of proposed King County Charter received.

The proposed part of draft 350.20.20 which includes Civil Defense as a part of the Department of Public Safety is wholly unacceptable to this office.

Civil Defense is a responsibility of the Chief Executives of Government. It relates to all of the emergency services of government and the effective administration of the emergency services.

Respectfully request you consider the following factual material as pertains to Civil Defense prior to the formulation of the final Charter.

The interpretation of Public Safety and Civil Defense are not synonymous as interpreted from the Federal Civil Defense Guide. All agencies having responsibilities in the overall day-to-day public safety program become part of the Civil Defense team during emergencies of any magnitude either natural or war caused.

Revised Code of Washington, Title 38, Chapter 38.52 - (38.52.010) Civil Defense, further defines Civil Defense as the preparation for and the carrying out of all emergency functions other than functions for which the military forces are primarily responsible, to minimize and repair injury and damage resulting from disaster caused by enemy attack, sabotage, or other hostile action or by fire, flood, storm, earthquake, or other causes, and to provide support for search and rescue operations for persons and property in distress. These functions include without limitation fire

ALERT TODAY & ALIVE TOMORROW

1281

fighting services, police services, engineering, attack warning services, communications, radiological, chemical and other special weapons defense, evacuation of persons from stricken areas, emergency welfare services, emergency transportation, existing or properly assigned functions of plant protection, temporary restoration of public utility services and other functions related to civilian protection, together with all other activities necessary or incidental to the preparation and for carrying out the foregoing functions.

Federal Civil Defense Guide dated April 15, 1963, Part B, Chapter 1, Appendix 27, Section 9, is explicit in its guidance that the responsibility for Civil Defense be direct and not satellited on some other agency which normally has a full workload in its present assigned areas of responsibility.

The consensus of opinion during a nationwide survey and supporting my non-concurrence is that the people of King County would be served better with a separate Civil Defense agency with a full time director and staff as required rather than being subordinate to some other department of local government with a director whose Civil Defense responsibilities are only collateral to other responsibilities and interests.

The responsibility of Civil Defense if pursued properly is vast, diverse and complex. It is not compatible with the structure and experience of any existing single agency of the County Government.

It is a responsibility that requires undivided attention of any agency having no overriding interests in another area. A Civil Defense agency as an adjunct of the Public Safety Department or any other department of the County will not develop into the highly effective organization that would be required to meet the conditions that would result from a major disaster or nuclear war.

The complexities of the Civil Defense program and the great amount of lead time which is necessary to provide programs for even minimum protection measures in a nuclear emergency seem to be diametrically opposed to an organizational pattern where the Civil Defense responsibility is shared with other responsibilities.

The Federal Civil Defense Guide concerned with Emergency Fire Services describes Civil Defense as:

"'Civil Defense' and local government are one and the same thing.

"Civil Defense operations" occur when a local government responds to any massive emergency -- a tornado, flood, or other natural disaster; a major fire, explosion, or industrial accident; a civil disorder or disturbance; or a nuclear attack.

"News stories about a disaster may report that the fire department fought the blaze, the police force cordoned off the disaster area and helped remove the injured, the public works department cleared away the debris, and doctors treated casualties. Some people ask, 'Yes, but where was Civil Defense?' The answer is that 'civil defense' was there. It was the fire, police, public works, and other forces of government dealing with the emergency, whether or not they regarded themselves as engaging in civil defense operations,

July 30, 1968

or even thought of the two words, civil defense. (They usually don't) And it was the doctors and nurses and hospital staffs doing their jobs.

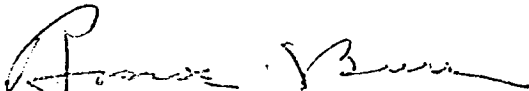
"In an actual emergency, the chief executive is in over-all command and is responsible for policy-level decisions. The fire chief, sheriff or chief of police, and other heads of operating departments are in command of their forces. The civil defense director usually serves as a coordinator or chief of staff for the mayor or other chief executive."

Revised Code of Washington, Title 38, Chapter 38.52, Civil Defense 28.52.070, states that local organizations are authorized and directed and a joint operation is authorized which is compatible with Federal Civil Defense guidance.

City of Seattle and King County have created a local organization for Civil Defense which is composed of the City of Seattle and King County, Washington and is known as the "Seattle-King County Civil Defense Organization". (Ref. King County Resolution No. 18025 passed December 23, 1957 and City of Seattle Ordinance 86765 approved by the Mayor, City of Seattle, December 24, 1957. Effective date was January 1958.) See attached true copies of items noted above.

The organization noted above has functioned in a noteworthy manner for over ten years and the over-all operation is considered to be one of the best in the nation. It is respectfully requested that the above organization known as the Seattle-King County Civil Defense remain intact in its present organization.

Sincerely,



ROSCOE C. BURR

RCB:dm
Attachments

THE BOEING COMPANY

SEATTLE, WASHINGTON 98124

BRUCE W. JOHNSON
DIRECTOR OF
PUBLIC AFFAIRS

July 31, 1968

Mr. Richard R. Albrecht
Chairman, Board of King County
Freeholders
King County Courthouse, Room 905-A
Seattle, Washington 98104

Dear Dick:

Some time ago one of the freeholders asked our practical politics education office to conduct a survey of our class participants on the proposed charter.

As I think you know, our classes in practical politics are open to all employees and members of their families. Generally, employees who enroll in our practical politics course have a higher income and considerably more education than the average of the entire Boeing employee population.

We conducted this survey by mailing out a questionnaire, a copy of which is enclosed, to the approximately 400 class participants. As of today, 62 completed questionnaires have been returned. Some of the more interesting results are:

1. 63% of the respondents indicated that they would vote for the proposed county charter as presently written.
2. 63% of the respondents indicated that they would vote for the proposed county charter with certain changes.

Mr. Richard R. Albrecht
July 31, 1968

Page 2

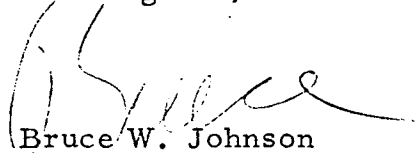
3. 47% of the respondents believe that a majority of the voters will approve the charter as is, while 45% believe that the voters will not approve the charter as is.
4. 31% of the respondents indicated that they believe the majority of the voters would approve the charter with certain changes recommended by the respondents.
5. 48% of the respondents believe that the elected Board of County Freeholders has done a good job. 31% feel that the job was about average.

For your possible interest we are also enclosing a tabulation of the comments and a summary of the frequency of some areas of comment.

Obviously, this survey is not an accurate nor reliable reflection of the opinion of all Boeing employees since the people who elect to take the course in practical politics are not representative of the entire population. We did think the results were interesting, however, and we hope you find them so.

I am currently in the process of coordinating a corporate review of the proposed charter to attempt to assess its impact on the operations of The Boeing Company. When we have that review in hand, we will be pleased to have an opportunity to review it with you.

Best regards,



Bruce W. Johnson

Enclosures

1265

July 1968

QUESTIONNAIRE
PROPOSED KING COUNTY CHARTER

1. Would you vote for the proposed county charter:

a. As presently written	Yes (18%)	No (63%)
b. With certain changes	Yes (63%)	No (8%)

2. If you would not vote for the charter without certain changes:

a. Which provisions do you believe should be changed?

(See Attachment)

b. What changes should be made?

(See Attachment)

3. Do you have any other suggestions or recommendations?

(See Attachment)

4. Do you believe that a majority of the voters will:

a. Approve the charter as is?	Yes (45%)	No (47%)
b. Approve the charter with the changes you have recommended?	Yes (31%)	No (5%)

5. In general, how would you rate the job that has been done by the elected Board of County Freeholders?

a. Excellent	(2%)
b. Good	(48%)
c. About Average	(31%)
d. Fair	(11%)
e. Poor	(6%)

Thank you for your cooperation.

Attachment
Proposed King County Charter Questionnaire

2. a. & b.

250	Re: County Sheriff should be elected	11%
250	Re: County Auditor should be elected	31%
260	" More system of checks & balances	8%
230.40	" Ordinances	6%
240.20	" Voting by the People (more elective processes)	11%
240.30	" Conflicts with 230.30	
230.40	" Specific number of votes/emergency ordnances	6%
230.20	" Veto by County Executive & his powers & Duties	13%
220.30	" County Clerk	
320	" County Executive has too much power/too liberal	19%
320.10	" Commissioner Compensations	3%
340.40	" Additional Definitions	11%
340.50	" Qualifications	
340.60	" Removals	3%
350	" Appeals	3%
350.10.50	" Powers	
350.10.10	" Cost Control & Real and Personal Property	
350.20.20	" Coroner and Public Safety	5%
350.20.30	" Coroner	8%
350.28.80	" Assessor	
410	" Qualifications and Wording	3%
420.20.10	" People need more power	
	Also re: redistricting	10%
420.20.34	" Re-districting	
450.20	" Time period on special elections	
540	" Need for Public Hearings	3%
560	" "Ambiguous"	
860.40	" Wording changes needed	
860.50	" Employee positions	

3.

Additional suggestions and recommendations included: The Charter should have a covering page explaining briefly the Charter and why it is being proposed why it is an improvement over the existing system. 6%

Questions regarding the financial structure of the Charter and whether the costs and expenses are justified.

Too many commissioners / Too few commissioners 3%

More explicit definitions as to powers and duties of each office and official. 13%

11031 Southeast 26th
Bellevue, Washington 98004
July 31, 1968

The Honorable Board of King County Freeholders
905-A King County Court House
Seattle, Washington 98104

Gentlemen:

The preliminary working draft of the King County Charter has been reviewed by this writer. Accordingly, I would like to comment on Section 550 - Positions Exempt From The Personnel System.

Specific reference is made to the statement that four supervisory deputy assessors are exempt. The following reasons are set forth against the inclusion of this clause:

1. The department heads of the Assessor's office are career people, and should be classified in career positions.
2. A technical experienced person is a requirement for these jobs. I feel that experience from within the Assessor's office is a must to properly function in a supervisory capacity.
3. People currently in these positions would have no security whatsoever. In fact, upon election of a new Assessor, they are subject to immediate dismissal with no job protection. Some of these people have over twenty years of service, and are doing a good job. It would be unfair to eliminate their knowledge because of some political maneuver.
4. Past problems within the Assessor's office have been linked to political patronage. Yet the Charter tends to isolate this same area to encourage the same situation.
5. We know it is intended via the Charter to upgrade the type of personnel working within County government. The current Charter, by so recognizing the patronage system, will tend to defeat this end.
6. Because of the fact that employees of County government cannot partake in politics, and as certain department heads will be appointed, the employee within the Assessor's office will be limited to a lesser status, never having the opportunity

for advancement to department head.

7. Appointed department heads will most likely not be familiar with the job, and therefore, cost County government excessive dollars for training and lack of efficiency.

Frankly, I could go on, but from what has been said, I do feel you should have the foundation for change. The Assessor's Departments are no different from other Departments within the Auditor's office, etc., therefore, I respectfully request you give their office equal consideration.

Should you wish my personal appearance before your group, you have only to contact me. My phone is Ma 2-5900, Extension 305.

Very sincerely yours,


Loran A. Clark

July 31, 1968

Statement Made before the King County

Board of Freeholders

I am Mrs. Brian Shera, Jr., living at 3751 N.E. 192 Street in an unincorporated area of King County. The area lies near Lake Forest Park. I speak for myself.

Mr. Chairman, Ladies and Gentlemen, we who have been keenly interested in the cause of viable county government and therefore governmental revision, have followed the course of your deliberations with great interest. We applauded as you informed yourselves on the present county structure, reform efforts of other counties in the country, and actually interviewed county officials in those counties that had inaugurated new concepts of government. As you brought the people of the county along with you by holding hearings, not just in the courthouse but also in remoter parts of the county, and ~~gave~~ invited organizations and individuals to testify, we rejoiced at your wisdom.

Now that the preliminary charter has been produced, we have further cause to voice our pleasure at the charter process. First, the charter recognizes the need for separation of powers and vests those powers in a legislative and executive bodies, one to make policy the other to implement it. Marking the need for an expanded legislative body, you have provided for a nine-man board of commissioners. Consistent with the one-man, one-vote rule of the U.S. Supreme Court, you have created nine commission districts each of which will send a representative to the board. Since each voter casts a vote for one rather than all nine commissioner candidates, the task of becoming familiar with

the qualifications and platform seems less onerous. Furthermore the prospect of campaigning in a smaller geographic area should be greater for more qualified people since the campaign expenses no doubt are smaller than in the county at large.

In the executive department it is gratifying to note that the offices of treasurer, sheriff, clerk, auditor and coroner will be filled by appointment. Thus the voter would not be compelled to judge the level of skill of each candidate. His task would be restricted to electing a commissioner whose function is truly policy-making.

An automatic system of reapportionment, carrying with it teeth whereby commissioner salaries are withheld until the necessary redistricting is done, is another bright spot in the *preliminary* charter.

Among the many other progressive and enlightened steps represented in the charter is the Citizen's Complaint Bureau.

Because this is a preliminary charter, I'm confident that constructive criticism will also be welcomed. Among the areas of weakness is the provision for the assessor's office. He should be appointed. His task in actuality requires skills that the voter may not be equipped to judge. In such a sensitive position he cannot assess property in the county in accordance with the state Constitution and general laws and still be beholden in a direct way to the electorate. Section 350.20.80 does not spell out any qualifications for the assessor. If there is to be equality of property tax assessment between King County and any other county and between areas within the county, this section needs revision to facilitate that attempt at equalization.

You heard John Donahue a few months ago state that a man elected is responsible only to God. Of all the positions requiring responsibility to the executive this is the most crucial. Since the charter has no automatic means of enforcing the assessment level, you leave the elected assessor with much leeway. Exemption of the assessor and his four top executives from the personnel system seems inconsistent with the principle of skills for the office of assessment.

A second area of revision in the charter, as I view it, is the provision for charter review. It is very sound practice to have a commission review the charter every 10 years with an eye to recommending revision. If the attempt should prove unsuccessful by a small ^{margin} ~~margin~~ of the electorate, however, the people should not have to wait 10 years for the next attempt at charter change.

I hope you will consider these two areas of alterations to what is basically a sound document.

PSL

PUGET SOUND LEAGUES OF WOMEN VOTERS

1402 - 18th Avenue
Seattle, Washington
98122

July 31, 1968

Mr. Richard R. Albrecht, Chairman
Board of King County Freeholders
905-A King County Courthouse
Seattle, Washington 98104

Dear Mr. Albrecht:

The League of Women Voters is pleased to have another opportunity to express its views on the proposed charter. I have requested an opportunity to speak at the public hearing planned for August 7.

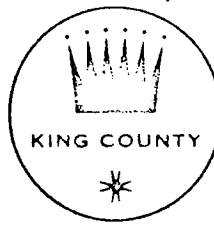
I was asked by your secretary to send copies of my statement in advance so that the Freeholders would be able to study it. Would you please distribute them?

Sincerely yours,

Susan R. Mozer

Mrs. Harold M. Mozer, Chairman
King County Program Committee
Puget Sound Leagues of Women Voters

Encls.



PURCHASING DEPARTMENT

KING COUNTY, STATE OF WASHINGTON

KING COUNTY COURT HOUSE - SEATTLE, WASHINGTON, 98104 - MA 2-5900

August 1, 1968

Board of King County Freeholders
905-A King County Court House
Seattle, Washington 98104

Gentlemen:

Paragraph 350.10.50 of your Preliminary Charter, dealing with the Office of Purchasing, states therein that all real property shall be purchased by the Office of Purchasing. This is unusual as it is a responsibility not usually delegated to a Purchasing Office.

By the same token, paragraph 350.10.40 states that the Office of County Property shall assign the use of all real and personal property owned or leased by the County. Personal property should come under the jurisdiction of the Purchasing Department because Purchasing has to acquire it, determine data processing codes for it and generally, ultimately trade it in. It is therefore an advantage to the County to have this responsibility in the hands of the Purchasing Office to use these items of personal property for their best trade-in value, nonduplication of records, coding, etc.

If it is deemed advisable for the Purchasing Office to acquire real property, it would then in turn seem advisable to combine the office of County Property and Purchasing to prevent the time-consuming effort of duplicating records, etc. The Office of County Property, as it is now written, shall negotiate the lease or sale of County property. With the Purchasing Department doing the purchasing of real property, it would be rather difficult to make an exchange of properties because of split responsibilities.

Gentlemen, please, either make it all one department or remove the acquisition of real property from the Office of Purchasing and under no circumstances leave the responsibility of personal property in an office geared to handle real property.

I have also noted that you have not included in your paragraph anything pertaining to services, contracts, enforcement of same, etc. Please note copy of my letter July 10, 1968, to Mr. William L. Paul, Jr., Assistant Chief Civil Deputy of the Office of the Prosecuting Attorney, attached.

The act of setting a dollar limitation on items, making them mandatory bid at a certain point has been under study by General Services Administration of the United States Government and many other top purchasing executives throughout the country because it has been proven time and time again that, true we buy at the lowest price but we receive the lowest quality, the least usable and the shortest life from these low bid items.

We also have difficulty at times in getting real reputable firms to give us quotations because they realize that it is extremely difficult for a Purchasing Agent or Purchasing Department to convince a Board or other that one product is far superior to another because at this point he has to act as salesman, expert, technologist and whatever to gain these points.


By the same token, it is rarely possible to write specifications excluding the lesser quality goods. We therefore spend days and weeks of specification preparation, at great expense to King County and frequently still have to purchase un-serviceable substitutes.

It would seem wise to me to state that wherever reasonably possible, all items be competitively bid and wherever in the judgment of the Purchasing Officer it is to the best interests of the people of the County as a whole to not bid, he should be allowed to negotiate.

If I felt you had time, I would like to suggest that you visit the Road Districts and see the motley collection of under-powered equipment that we have. It should be all standardized and purchased on a basis of merit by the Purchasing Department and the using department plainly putting their heads together and coming up with sensible answers, looking at the full forest not just one bidding tree.

Very truly yours,

KING COUNTY


L. B. JOHNSON
Purchasing Agent

LBJ:atb

Attachment

July 10, 1968

Mr. William L. Paul, Jr.
Asst. Chief Civil Deputy
Office of the Prosecuting Attorney
619 King County Court House
Seattle, Washington

Dear Mr. Paul:

RCW 36.32.240 states that the Purchasing Department shall contract on a competitive basis all supplies, materials, and equipment, for all departments of the County with certain exceptions, which in the interest of time and space, please accept my description of these exceptions as King County Hospital, Roads and Bridges.

We would appreciate your opinion on the following:

1. Are we responsible to arrange for services such as consulting firms, architect, special audits or other services of an intangible nature such as insurance whether it be of a unique or proprietary nature or not?
2. Are we responsible to arrange for services of a tangible nature such as janitorial, maintenance, printing, advertising, etc.?
3. Are we responsible for all contracts wherein a service is rendered with the exception of King County Hospital, Roads and Bridges?
4. Are we responsible to prepare contracts and have them properly executed?
5. Are we responsible for additions or deletions to these contracts?
6. Is it our responsibility to enforce contracts and see to it that the terms, conditions, and intent of same are fulfilled, and the acceptance thereof?

Mr. William L. Paul, Jr.
(Continued)

Page 2
July 10, 1968

7. Are we responsible to approve or disapprove progress and final payments?

8. If we are not responsible for all of the above, who is?

We are asking your opinion on these eight questions to determine our responsibilities, duties and our relationships with others. We also wish to determine if it would be advisable to draft a resolution for the County Commissioners to establish a Department of Purchasing and therein definitize accountability, responsibility, scope and duties of the Purchasing Agent and staff of the Purchasing Department in accordance with the statutes and good judgment of the County Commissioners.

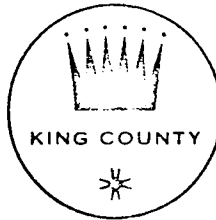
Very truly yours,

KING COUNTY

L. B. JOHNSON
Purchasing Agent

LBJ:ath

JOHN T. O'BRIEN
COMMISSIONER FIRST DISTRICT
ED MUNRO
COMMISSIONER SECOND DISTRICT
JOHN D. SPELLMAN
COMMISSIONER THIRD DISTRICT



L. B. JOHNSON
PURCHASING AGENT

PURCHASING DEPARTMENT

KING COUNTY, STATE OF WASHINGTON

KING COUNTY COURT HOUSE - SEATTLE, WASHINGTON, 98104 - MA 2-5900

August 2, 1968

Board of King County Freeholders
905-A King County Court House
Seattle, Washington 98104

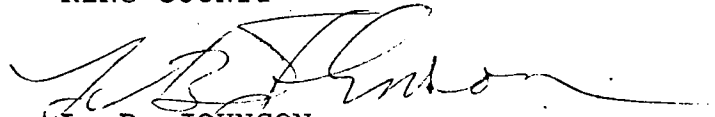
Gentlemen:

On December of 1967, I drew a rough draft of a resolution creating a Purchasing Department of King County.

This date, I revised Page 4, Section 11. Paragraph (1) and submit it herewith for your consideration in preparation of your charter.

Very truly yours,

KING COUNTY


L. B. JOHNSON
Purchasing Agent

LBJ:atb

Enclosure

1. There is hereby created a department of Purchasing for the County of King. Such Department shall consist of a Purchasing Agent appointed by the Board of King County Commissioners pursuant to the provisions of RCW 36.32.260, together with such staff assistants as the Board of King County Commissioners may provide.
2. The Department of Purchasing shall establish a central storeroom or storerooms in which supplies and equipment may be stored and issued to Departments of King County in accordance with RCW 36.32.260.
3. The Department of Purchasing may enter into Purchasing Agreements with the State of Washington, other branches of local and federal government, in accordance with Chapter 239 Extraordinary Session of 1967. COOPERATIVE PURCHASING - The Purchasing Agent shall have authority to join with other units of government in cooperative purchasing plans when the best interests of the county would be served thereby, provided that each of the participating units shall be separately invoiced by the vendors for purchases made under such plans, and the county of King shall not be obligated for purchases other than those required for its own use. The Department of Purchasing shall keep records of any and all purchases made for other divisions of government separately from their own records for purposes of budgetary records and proper handling.
4. The Department of Purchasing shall be responsible for maintaining perpetual inventories of supplies and equipment and shall at least yearly, or oftener when so required by the Board of King County Commissioners, report to them a balancing of the inventory record with the actual amount of supplies and equipment on hand in accordance with RCW 36.32.260, as outlined in RCW 36.32.210.

5. The disposal of county-owned personal properties shall be the responsibility of the Department of Purchasing in accordance with RCW 36.34.020, 36.34.030, 36.34.040, 36.34.050, 36.34.060, 36.34.070, 36.34.080, 36.34.090, 36.34.100 and 36.34.130. The disposition of proceeds shall be in accordance with RCW 36.34.110 and 36.34.120.
6. Open competition and public access to purchasing records are an essential part of the over-all policy in county purchasing for safeguarding the interest of the general public. For these reasons all records of the Department of Purchasing shall be open to the public for inspection during normal office hours.
7. POWERS AND DUTIES OF THE PURCHASING AGENT:
 - (1) The Purchasing Agent shall have the following powers and perform the following duties:
 - (a) Supervise the purchase of, or contract for, all supplies, materials, equipment and contractual services required by any department, institution, or agency of the county government, except King County Hospital (Harborview), recommend specifications, and enforce the provisions of this chapter and the rules and regulations established pursuant thereto.
 - (b) Prepare and maintain a purchasing manual setting forth the authorized purchasing procedures and the rules and regulations in connection therewith.
 - (c) Sign contracts or issue purchase orders for supplies, materials, equipment or services when authorized to do so under the provisions of this chapter.
 - (d) Enforce the specifications established under the provisions of this chapter, which shall apply to all supplies, materials and equipment purchased for the use of the county government.
 - (e) Have charge of storage facilities established centrally for the use of all county departments, institutions or agencies.
 - (f) Transfer to, from or between county departments, institutions or agencies, or sell supplies, materials and equipment which are determined by the Department of Purchasing to be surplus, obsolete or unused.

- (2) Classify all supplies, materials and equipment used by the county government.
- (3) Adopt standards for the minimum number of qualities, sizes and varieties of supplies, materials and equipment consistent with the efficient operation the county government.
- (4) Adopt and promulgate written specifications on all such standards.

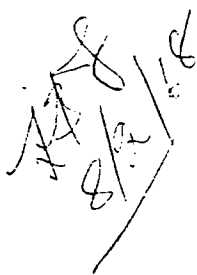
The Purchasing Agent shall be bonded by the County Commissioners to the extent deemed necessary by them.

8. LOCATION OF OFFICES. The principal offices of the Department of Purchasing shall be located in the King County Court House or the Administration Building of the county.
9. SCOPE OF PURCHASING POWER. The terms "supplies," "materials," and "equipment" as used throughout this chapter shall be construed to mean any and all articles or things which shall be used or furnished to any department, institution, office, board or other agency of the county government. The term "contractual services" shall be construed to mean any and all telephone, gas, water, electrical light, power and heating services; towel and cleaning services; the rental, repair or maintenance of equipment, machinery, or other personal property owned by the county. The term shall include professional services, contracts for capital improvements or public works programs, repairs or alterations to buildings or structures, or the services. The term shall not include public roads or bridges.
10. RULES AND REGULATIONS:
 - (1) Prescribe the manner in which supplies, materials, and equipment shall be purchased, delivered, stored and distributed.
 - (2) Prescribe the dates for making requisitions and estimates for the future period which they are to cover, the form in which they shall be submitted, the manner of their authentication, and their revision.

Revised August 2, 1968

- (3) Prescribe the manner of inspecting all deliveries of supplies, materials and equipment, and of making chemical and physical tests of samples submitted with bids and samples of deliveries to determine compliance with specifications.
- (4) Require reports by county departments and agencies of stocks of supplies, materials and equipment on hand and prescribe the form of such reports.
- (5) Decide whether a bid deposit is necessary to insure vendor's acceptance of contracts on which he is a successful bidder and in such cases prescribe the amount.
- (6) Prescribe the manner in which claim for supplies, materials, equipment and contractual services delivered to any and all departments and agencies of the county shall be submitted, examined, approved and paid.
- (7) Provide for such other matters as may be necessary to give effect to the foregoing rules and the provisions of this chapter.

11. PURCHASING AND CONTRACTING PROCEDURE:

- 
- (1) All purchases or sales in any amount should be by competitive bidding except when to the best interest of the County to negotiate. e. g. When necessary to maintain a standard or in the purchase or sale of unique or proprietary goods or service or to maintain a standard of quality, or in the purchase or sale of fluctuating priced items. This should be at the discretion of the Purchasing Officer but such discretionary decisions have to be supported by valid documentable reasons and if the Purchasing Officer is unable

to decide the County Commissioners, at the request of the Purchasing Officer after receiving the facts, authorize a negotiated purchase or instruct bidding procedures.

- (2) All sealed bids shall be opened publicly at a specified time, date and place. Bids shall in all cases be based on such standard specifications as may be adopted by purchasing in accordance with the provisions of this chapter. All open market orders or contracts made by the Purchasing Agent shall be awarded to the lowest qualified bidder, taking into consideration the qualities of the articles to be supplied, their conformity with the specifications, their suitability to the requirements of the county government, the maintenance and service facilities of the supplier, and the delivery terms. Any or all bids may be rejected for good cause. If all bids received on a pending contract are for the same unit price or total amount, the Purchasing Agent shall have (see Page 5)

December 20, 1967

authority to award the contract to the bidder from Washington. If two or more bids from Washington bidders are received for the same unit price or total amount, the Purchasing Agent shall have authority to reject all bids and to purchase the required supplies, materials, equipment or contractual services in the open market, provided the price paid in the open market shall not exceed the bid price. It shall be the duty of the Purchasing Agent to report to the County Board and Prosecuting Attorney's Office any and all uniform and suspected collusive bids and it shall be the decision of the County Board or the Prosecuting Attorney to order such bids reported to the proper Federal authorities charged with the enforcing of the Federal Anti-Trust Laws and to the Anti-Trust Division of the office of the Attorney General of the State of Washington. It shall be the duty of the Purchasing Agent to discourage uniform bidding and to endeavor to obtain as full and open competition as possible on all purchases. Each bid, with the name of the bidder, shall be entered on a record, and each record with the successful bid indicated thereon, shall, after the award of the order or contract, be open to public inspection, per paragraph 6.

12. EMERGENCY PURCHASES. The Purchasing Agent may authorize any department or agency of the county government to purchase in the open market, without filing requisition or estimate, any supplies, materials, or equipment for immediate delivery to meet actual emergencies arising from unforeseen causes, including delays by contractors, delays in transportation, and unanticipated volume of work. Such direct emergency purchases, however, may only be made by department or agency heads at times when county purchasing offices are closed. At all other times, the Purchasing Agent shall make these purchases. A report of any such emergency purchase, when made by a department or agency head, together with a record of any competitive bids upon which it was based, shall be submitted in writing to the Purchasing Agent within 24 hours by the head of the county department or agency concerned, together with a full and complete account of the circumstances of the emergency. Such report shall be entered on a record and shall be open to public inspection.

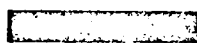
13. UNLAWFUL PURCHASES. Whenever any department or agency of the county government shall purchase or contract for any supplies, materials, equipment or contractual services contrary to the provisions of this chapter or the rules and regulations made thereunder, such order or contract shall be void and of no effect. The head of such department or agency shall be personally liable for the costs of such order or contract, and if already paid for out of county funds, the amount thereof may be recovered in the name of the county in an appropriate action instituted therefor.
14. PRIOR APPROVAL OF PURCHASES OF OFFICE EQUIPMENT AND PRINTED OR DUPLICATED FORMS. No order for the purchasing of office equipment or the purchase of printed or duplicated forms shall be issued unless the requisition has been approved by the management and budget analysis director.
15. PROHIBITION ON GIFTS AND REBATES. No officer or employee of the county shall accept, directly or indirectly, from any person, company, firm or corporation to which any purchase order or contract is, or might be awarded, any rebate, gift, money, or anything of value whatsoever.
16. ENCUMBRANCE OF FUNDS. Except in emergency, no order for delivery on a contract or open market order for supplies, materials, equipment or contractual services for any county department or agency shall be awarded until the county auditor shall have certified that the unencumbered balance in the appropriation or appropriations concerned, in excess of all unpaid obligations, is sufficient to defray the cost of such order.
17. SERVICE CHARGE FOR HANDLING STORED COMMODITIES. The Purchasing Agent shall annually determine and assess a reasonable service charge to be added to the cost of items handled through storage facilities which charge shall be based upon the cost of operating and maintaining such facilities and shall be applied as a percentage of the dollar value of commodities delivered from such facilities.

18. ORDINANCES REPEALED. All ordinances and parts of ordinances and all resolutions or administrative rules and regulations inconsistent with the provisions of this ordinance are hereby repealed.



King County Assessor

ALLEN B. MORGAN


KING COUNTY COURT HOUSE
SEATTLE 4, WASHINGTON

MAIN 2-5900

2 August 1968

Richard R. Albrecht, Chairman
Board of King County Freeholders
905-A King County Court House
Seattle, Washington 98104

Re: Section 550


Dear Mr. Albrecht:

We note, in reviewing the Preliminary Working Draft of the proposed new County Charter, that four supervisory deputy assessors are to be exempt, as well as an administrative assistant and confidential secretary, from the Personnel System.

While I can understand that your committee is desirous allowing the elected official sufficient latitude in selecting key personnel, this office presently has eight persons who would be classified as supervisory deputies. These people are dedicated career professionals and I feel should be entitled to the benefits and protection of the Personnel System.

Accordingly I would like to recommend that three persons only be exempt, they being the Chief Deputy Assessor, the Administrative Assistant and a confidential secretary.

Yours very truly,



ALLEN B. MORGAN
County Assessor

LAW OFFICES

Cuppan, Kleweno & Cuppan

JAMES P. CURRAN
CHARLES P. (PETE) CURRAN
MELVIN L. KLEWENO, JR.
STEPHEN L. JOHNSON

POST OFFICE BOX 26
213 4TH AVENUE SOUTH
Kent, Washington 98031

TELEPHONES
ULRICK 2-2345
ULRICK 2-2346

August 2, 1968

Mr. Richard Albrecht, Chairman
King County Board of Freeholders
King County Courthouse
Seattle, Washington 98104

Dear Dick:

This letter is sent to you because I will be absent for a period of two weeks on a vacation which I scheduled a long time ago. I regret that it comes at a rather crucial time in the final deliberations on the charter but I have great confidence in you and all of the other freeholders and believe that your considered opinion will be acceptable to me.

I do wish to express my regard for your handling of the delicate problems which have arisen and also the extensive effort and good judgment exhibited by all of the freeholders in joining together to build a product which represents the give and take necessary in a body of this nature.

I am very interested in the ultimate outcome of the districting, and since I am a member of that committee I will make myself available should further consideration of that subject be necessary during my vacation period. I can be reached through my office and can return by air to any meeting which you find necessary on that subject. I assume this could only occur if the freeholders elect to reduce the number of commissioners to seven.

I wish at this time to go firmly on record in favor of a reduction to seven. I believe that the representation of the people can be effectively accomplished with seven members and we can overcome some of the objections now leveled at the increased cost of government under the charter. I am sure that this will ultimately become a serious charge against the charter, although I firmly believe that it is in the best interests of good government to adequately pay the leaders in whom we as the people place our trust and confidence and expect complete loyalty and devotion to duty. I, therefore, oppose any idea of changing to a part-time legislative body. My willingness to go to seven is conditioned on a fair districting of the county into seven districts rather than nine. I believe this can be accomplished as well as we accomplished the nine districts.

With reference to the criticism leveled at the charter in the first public hearing, I felt that the most serious problem was the question of the disenchantment of the County Employees Association. I do not believe there was much justification for the criticism as they were unable to single out any real difficulty but seemed more

Mr. Richard Albrecht
August 2, 1968
Page 2

concerned that we had not adopted their proposal verbatim. I am sorry I can not be here to aid in dealing with these people. I believe it is incumbent on us to delegate someone to sit down personally with representatives of the association and be sure we are covering each major item which they think necessary for their protection. I do not, however, care to include the details of personnel requirements and regulations. In a word, we want the support of this association.

The only other factor that I would like to mention out of that public hearing is the objection raised by MR. McDonald of Federal Way. I think that objection represents a considerable body of thought in the South County. I know it represents the thinking of lawyers of South County inasmuch as they have tried for at least six years to induce the court to establish some kind of a southern division courthouse to at least take care of what we know as ex parte matters, divorces, adoptions, presentation of orders, probates and the like. It is the feeling of the South County that this service ought to be brought to the people and of course their representatives, the lawyers.

There seems to be no justification for continuing to expect all of the people of the county to run to the courthouse in downtown Seattle, especially when it is impossible at this time to find any reasonable parking in the vicinity of the courthouse. I raised this point initially in our deliberations. I have not really pressed it vigorously but I do now urge that wording be included in the charter which would indicate the desire of the people in the county to have the service of the court diversified enough to at least provide some of the major services where people go back and forth from their homes to the courthouse to be available to the people closer than downtown Seattle.

For purposes of discussion, I suggest that Section 350.10.40, page 13, of the draft include a further statement as follows:

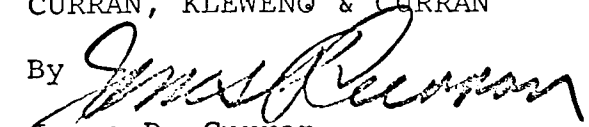
The office of county property is authorized to acquire and develop real and personal property in any area of the county deemed necessary to provide adequate government service to the people of the county and bring this service within reasonable distances of all people of the county.

I will be happy to talk with you or anyone else about these requests.

Very truly yours,

CURRAN, KLEWENQ & CURRAN

By


James P. Curran

Mrs. Donald W. Jacky
19534-23rd NE
Seattle 98155
August 3, 1968

Dear Mr. Richard Albrecht,

In answer to Mr. McDonald's misgivings about an appointed county assessor assessing at the state constitutional assessment of 50%: Are the people going to elect county commissioners who will appoint a person of low integrity?

Let's imagine together. Assume the newly appointed county assessor does assess at 50% valuation of true and fair market price of property in King County. Pressure on taxpayers' pocket-books (doubling taxes) would prompt REAL tax reform. The taxpayers immediately cry to their state legislators to reform the tax formula. In response, the informed, educated legislators authorize submission to the people to amend the state constitution to provide a broad structure of local tax collection:

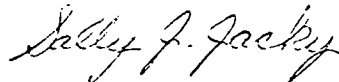
"The assessment of property will be 100% (or 50%, decided by the legislators who propose the amendment); subject to periodic review, millage will be determined by the state legislature (statute) according to the services needed and desired. Millage will be uniform throughout the state."

In contrast to the above action, lowering the assessment level from 50% to 25% constitutionally will reduce the flexibility of taxes to meet the financial needs of local government. It confuses the tax issue.

If the county assessor is elected, include a statement in the charter that the four supervisory appraisers be qualified, i.e., members of the Appraisal Institute (MAI) as well as be placed under civil service. Article 3 Sect. 350.20.80

Can the freeholders resubmit the county charter if it fails on the first ballot?

Sincerely,



Sally J. Jacky

Seattle, Washington
August 5, 1968

Board of King County Freeholders
908 A King County Courthouse
Seattle, Washington 98104

Dear Freeholders,

After attending the hearing of July 31st and subsequently reading the proposed charter, I would like to submit the following comments:

On page 6, the last paragraph, the third line: what is the meaning of the word "support"? Could it be construed to mean supports under a sagging ceiling in the courthouse building, extra police powers for the sheriff, or monetary appropriation to the commissioners for a new public address system? Obviously I have asked this question with some levity, but I do seriously feel that the word "support" should be qualified to some degree.

On page 19, the first sentence: "comprehensive plans of the county" --is this a correct phrasing in view of the deletion of Section 350.20.20 a ?

Page 23, Section 540--The Personnel Board: a representative of the county employees asked that at least two members of the board be from organized labor. These two plus a representative from the county employees automatically weights the board in favor of the employees. Could you state that one member shall be from organized labor, one from management, either industrial or commercial, and two from the community at large? In other words, who is going to represent the tax payer? What is wrong with an unemployed housewife, for instance, who can be very representative of the taxpayer and unbiased in terms of labor or management? Other possible classifications would be a self-employed professional, an educator in the field of labor relations. Perhaps such categorizing of board members is much too limiting, but I object to two labor representatives as suggested by the county employees.

Page 25, Section 560-- a suggested rewording:

A county employee employed in a position covered by the career service and the county administrative officer shall not engage in any political activity during his working hours, and at no time on the premises of any county office or other place of county employment except those county facilities, such as a field house or park, which are open to the general public for

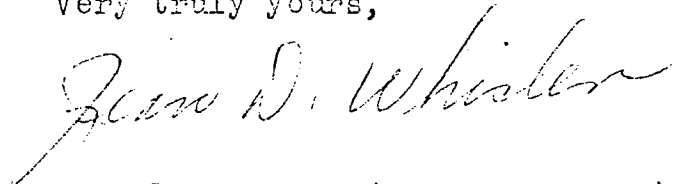
political activity. No county employee or official shall ask any other employee to pay any assessment or contribution which will benefit directly or indirectly, anyone occupying or seeking appointment, nomination, or election to any elective county office.

As one more voice out of the wilderness, I favor non-partisan commissioners and executive. I would be quite happy to have all county elective officers non-partisan. Political responsibility should be to the voters, not the parties; the voters also have the responsibility to be concerned and informed rather than voting for a candidate because of his party affiliation.

For the record (I'm not sure whose) I favor 100% assessment of property valuation with a 20 mil limit, or even a 10 mil limit which would have the same effect as 25% assessment with a 40 mil limit. One hundred per cent assessment would give the commissioners and the public a chance to check on the performance of the assessor, and it might also keep appeals to a minimum by eliminating misunderstanding on the part of the taxpayer.

Congratulations to each of you for your achievement. I hope the voters appreciate your tremendous efforts.

Very truly yours,

A handwritten signature in cursive script that reads "Jean D. Whisler". The signature is written in dark ink and is positioned above the typed name and address.

Jean D. Whisler (Mrs. Wilton M.)
121 South 168th Street
Seattle, Washington 98148

FRED UTEVSKY • PLANNING CONSULTANT

MEMBER: AMERICAN INSTITUTE OF PLANNERS

7312 - 55TH AVENUE N.E.
SEATTLE, WASH. 98115
TELEPHONE LA 4-4913

August 6th, 1968

Mr. Richard Albrecht, Chairman and
Board of King County Freeholders
905A King County Courthouse
Seattle, Wash. 98104

Ladies and Gentlemen:

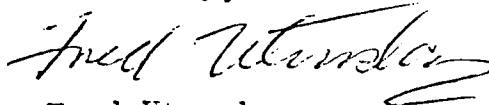
As you know, I requested permission to appear before you at the hearing on July 31st but, due to the unfortunate but urgent pressures of my work, I was unable to do so.

I do not think I need to tell you of my own great interest in a better government for King County.

I had prepared a statement to read to you on July 31st. I hoped that I could be able to read it to you tomorrow, but will again be unable to do so because of a conflict that is so urgent that it means bread and butter to me.

I am therefore enclosing my statement and proposal with the request that it be read to you at the public hearing as if I read it myself.

Sincerely,



Fred Utevsky

THE ROLE OF PLANNING IN GOVERNMENT
TODAY AND TOMORROW

Mr. Albrecht and Ladies and Gentlemen of the Board of King
County Freeholders:

AS you all know, I was an unsuccessful candidate for Freeholder. I mention this only because it illustrates my deep personal interest in better government for King County. You may also know that my education at the graduate level and my professional work for the last twenty years has been in urban planning. I will therefore concentrate on Section 350.20.70 of the proposed Charter, excluding part (a) which I understand has been deleted.

The first problem the drafters of a Charter face is with respect to how planning fits into government structurally. Planning has both staff functions and line functions, though most people who come in contact with a planning office are more aware of the line functions--those involved with the administration of zoning and subdivision control. I would maintain that the staff function is the most critical and that planning should be a staff agency. However, I do not mean, thereby that it should be under the County Administrative Officer, either, because its staff function involves advice to the County Executive and to the Board of County Commissioners. I would propose a County Planning Agency whose head is appointed by the County Executive subject to confirmation by the Board of County Commissioners.

Why do we plan?

If we are going to get into a discussion of the role of planning in government, we must ask the question, Why do we plan? Did you ever think to ask General Motors or Boeing why they are involved in costly product research, market research, personnel development, reorganization studies, etc? The answer would likely be--to keep alive, or to progress in a constantly changing world.

You do not, I am sure, need to be addressed on the subject of the history of planning, the tremendous population growth of this metropolitan area, and the increasing concern of people with air, water, noise and visual pollution and the quality of our environment. In spite of repeated warning of planners having gone unheeded, many of these problems are blamed on "poor planning". And many of these environmental problems can be solved only through planning and prevention--after they occur, it is too late--it has become a vested interest.

To answer the Question about why we plan, I could list the following:

- To warn about problems
- To prevent problems

- To solve problems
- To save public money by coordination of projects and programs, by advance acquisition of sites, by preventing problems, etc
- To Create, in a positive way, a better community
- To promote efficiency
- To have complete plans ready when something like Forward Thrust comes along (though I hope that this can be done by government in the future and save on wear and tear of citizen campaigns.)

The Planning Function Today

The proposed Charter does not provide for the functions performed by the King County Planning Department now. It certainly does not cover the following--I am reading from page 526 of the Principles and Practice of Urban Planning published only a few months ago by the International City Managers Association with the help of some of our most eminent planners:

"A planning program may be classified into seven functions or categories. These are:

1. To establish community development objectives.
2. To conduct research on growth and development of the county.
3. To make development plans and programs.
4. To increase public understanding and acceptance of planning.
5. To provide technical service to other governmental agencies and private groups.
6. To coordinate development activities affecting county growth.
7. To administer land use controls (zoning and subdivision regulations)."

Please note that all of these except the last are staff functions. In this quote, I have taken the liberty of substituting the word county for city. ^{the} It also contains descriptions of various kinds of planning agencies which I would commend to your attention.

The functions of today, then, involve objectives, research, plans and programs, public education, technical services, coordination and administration. I will not try to go into how many of these are now being performed by the King County office--at one time or another, they have performed all of them.

Future Functions of Planning

In writing a charter, I think you must be aware of the future ~~needs of your jurisdiction as well as current needs~~ needs for planning as well as current needs, especially since the Charter will take precedence over state enabling legislation. Either you must accept, by reference, the state law's definition of a comprehensive plan or planning agency organization or functions, or you must write your own.

To be brief, let me list some of the potential future functions of planning which you may want to consider when writing a Charter:

- A. Plans, when adopted, should be translated into official policies. These should be carried out consistently by all agencies of county government. This means a mandatory review function as well as a coordinative function.

- B. Planning can provide the research and advisory arm of county government in social and economic as well as developmental areas--the agency should be able to conduct social and attitudinal surveys and economic studies. (Though county plans deal with development, its goals are social goals.)
- C. Increasingly, planning is going to have to get into the design of the environment in greater detail--design studies and design policy are both needed to improve the environment and prevent problems. It may have to redesign obsolete plans to enable future development and it may also be involved in urban renewal planning.
- D. New functions of county government, such as the County Services Act, impose additional requirements on planning. Federal planning requirements have to be met on a county or regional level so that individual communities may be eligible for grants.
- E. There is an expanding field for intergovernmental cooperation and coordination.
- F. The field of public participation is important. By eliminating the planning commission, you make no provisions for hearings on the Comprehensive plan or policies to implement it. Would you have the staff hold hearings on their own plans? I would recommend, instead, that an ad hoc Citizens Planning Advisory Committee be established by ~~ordinance~~ or resolution when requested by the Planning Director.
- G. The County Planners should be able to prepare plans for subdivisions of government within the county--to aid in plan coordination. (The County should also be empowered to aid localities financially where necessary to prevent problems.)

The point I want to make is that the most critical role of the planning agency is to determine trends and foreseeable needs and to advise the Executive and Legislative body about what these trends and needs imply for policies and programs.

In accordance with these ideas, I have prepared a proposed wording to substitute for your proposed sections, to look at the future as well as the present needs for planning for a better King County.

PROPOSED REDRAFT

(The planning agency should be a staff rather than line agency and should be appointed by the County Executive with confirmation by the Legislative body.)

Section _____ Planning Agency

The Planning Agency, headed by a County Planning Director, shall advise the County Executive and the Board of County Commissioners on social, economic and governmental matters and other matters relating to the development and the quality of environment of the county. It shall study past and current trends in development and population change, forecast the needs of the county for facilities and services, and recommend programs for meeting those needs.

The Planning Agency shall be responsible for the preparation and periodic revision of the comprehensive plan of the county as it is defined, from time to time, by law or by ordinance, the surveys, studies, analysis and public review which such preparation may entail, for other research which may be needed by the county, and for the policies and programs to be developed and adopted in accordance with such plans.

In cooperation with other agencies of the county, the Planning Agency shall be responsible for the preparation of proposals for the implementation of the comprehensive plan as it is adopted or amended from time to time. Such proposals shall include the zoning ordinance and map, and its amendment and administration, an ordinance and regulations for the subdivision of land and dedication of land for public use, and its administration, an annual, six year capital improvements program and capital budget for the ensuing year, an official map of dedicated and proposed streets, public buildings and public open spaces, and other proposals provided for by law or ordinance.

Plans and policies prepared by the Planning Agency and adopted by the Board of County Commissioners shall serve as the official guide for the coordination of all development plans, programs and activities of all county agencies and as a basis for discussion and coordination with agencies at other levels of government. All county roads, public buildings, parks, utilities or other county projects shall be submitted to the Planning Agency for review and comment before plans are finalized or contracts approved.

The Board of County Commissioners may, at the request of the County Planning Director, provide by resolution for a temporary or permanent Citizens Advisory Planning Committee for review of plans and policies and proposals for their implementation, to hold public hearings thereon and to make recommendations thereon.

(this next paragraph is not necessary--it is provided as an option because of the way that the present charter is written and its emphasis)

The Board of County Commissioners shall provide by ordinance for the administration of the zoning ordinance and set forth the powers of the Planning Agency for such administration therein.

KING COUNTY EMPLOYEES ASSOCIATION
COUNTY-CITY BUILDING
SEATTLE 4, WASHINGTON

August 7, 1968

Mr. Richard R. Albrecht
Chairman
Board of King County Freeholders
905-A King County Courthouse
Seattle, Washington 98104

Dear Mr. Albrecht:

At the Board of Freeholders' meeting on July 31, 1968, you requested that the terms of the proposed Charter (particularly with reference to the merit system portion) be submitted to the King County employees; it was also suggested that we check the Los Angeles County Charter as it relates to civil service.

Upon such a check we find that the Los Angeles County Charter sets out in detail the basis for rules governing civil service in that county, and we feel this establishes a precedent of long standing (in effect since 1913) for our request that the King County Charter contain the terms and basis for rules covering the merit system for county employees, without the right of amendment by the County Commissioners.

This matter was submitted to the Executive Board of the King County Employees Association and, after full discussion, it was unanimously agreed that the Board of Freeholders be requested to incorporate in the proposed Charter for King County the provisions heretofore submitted to your Board in writing; or, if you prefer, that the provisions of Article IX of the Los Angeles County Charter, as revised to apply to King County, be incorporated in your proposed Charter for King County.

Thank you for your consideration.

Respectfully submitted,

KING COUNTY EMPLOYEES ASSOCIATION

By: Patricia VanAlmkerk
President


Gladys Dexter
Secretary

PVA:ak

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