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STATE LEGISLATIVE PROGRAM
of the
ADVISORY COMMISSION
ON INTERGOVERNMENTAL RELATIONS

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Washington, D.C. 20575
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FOREWORD

The Advisory Commission on Intergovernmental Relations is a permanent, bipartisan body established under federal legislation enacted in 1959 to give continuing study to the relationships among local, state, and national levels of government. The Commission's membership, representing the legislative and executive branches of the three levels of government and the public at large, is shown on the inside of the front cover.

The Commission recognizes that its own value and place in the federal system will be determined by the extent to which it contributes to significant improvements in the relationships between and among federal, state, and local governments. It therefore devotes a considerable share of its resources to encouraging the adoption of its recommendations for legislative and administrative action by these governments.

The Commission seeks to implement its legislative recommendations to the states by translating them into legislative language for consideration by the 50 state legislatures. This volume contains legislative proposals in the form of draft bills and policy statements to implement the recommendations for state legislation approved by the Commission through July 1, 1966. It is the seventh in a series of state legislative programs and incorporates the proposals from earlier programs. The titles of the proposals appearing for the first time are preceded by an identifying symbol. The proposals are presented under two major subject matter headings--I. Taxation and Finance and II. Structural and Functional Relationships--and a number of subheadings. Each of the subject areas is introduced by a statement summarizing the broad objectives of the Commission's recommendations. Each legislative draft, in turn, is preceded by a brief explanatory statement.

The Commission's several reports containing the analysis and recommendations that underlie these legislative proposals are listed at the end of this volume. Copies of these reports are available from the Commission on request.

The Commission presents its proposals for state legislation in this volume in the hope that it will serve as a useful reference aid for state legislators, state legislative service agencies, and others interested in strengthening the legislative framework of intergovernmental relations. Copies of reprints of the individual proposals are available from the Commission on request.
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I. TAXATION AND FINANCE

Introductory Statement

The Advisory Commission's program for state legislation proceeds from the premise that strong state and local government, responsive to the needs of the people is the foundation of an enduring federal form of government; and that sound and adequate finances are an essential ingredient of governmental strength.

To provide the kinds of services the people need and the financial and technical assistance the local governments need, the states must be financially strong. Since the personal income tax is particularly responsive to rising economic activity, it can be an important element of state fiscal strength. About one-third of the states do not use the personal income tax and another third use it ineffectively. The Commission strongly urges the states to consider such a tax and has developed a suggested income tax statute that incorporates principles of income taxation believed to be desirable at the state level.

Since states create local governments and determine their share of the governing role, they must see to it that local governments possess financial resources to match their responsibilities. Failing adequate revenues from their own sources, local governments determined to discharge their responsibilities have no alternative other than recourse to higher levels of government. States must see to it, too, that local governments use the powers at their disposal effectively, with appropriate regard for the interests of other local governments and of the state itself.

The ability of local governments to raise revenue is necessarily determined by and limited to the taxable resources within their borders. Because local governments derive their powers from their respective states, they can draw upon revenue and other financing resources only in ways and within bounds prescribed by their state constitutions and statutes. Because local governments function in close proximity to one another in an interdependent society and economy, the effectiveness with which they employ financing resources is enhanced through intercommunity cooperation and impaired by a lack of it. The extent to which local governments pursue harmonious tax policies and otherwise act in concert is itself shaped and guided by state policies. By the same token, local government effectiveness is to an important degree influenced by the support given it by the state's stronger and more developed administrative facilities. The Commission's legislative proposals presented below seek to foster constructive tax and financial relationships among local governments, among states, and between local governments and their respective state governments.
The most important single factor in the ability of local governments to finance their activities is the property tax because it provides, on the average, seven-eighths of all locally raised tax revenues. The Commission urges each state to take a hard and critical look at its property tax system and offers guidelines for strengthening and improving it so that states might proceed expeditiously with property tax reform in a manner appropriate to their local circumstances. To that end, the Commission proposes four pieces of legislation.

Local governments are searching for new tax sources to relieve the pressure on their property taxes. The Commission recommendations aim to maximize the effectiveness of local consumer and other non-property taxes in those limited situations where their use is compatible with other important state and local objectives.

The financing of governmental services that are needed only in particular portions of county areas has often resulted in the creation of special districts to the detriment of orderly local government. The Commission suggests a way to minimize the need for special districts by authorizing counties to create subordinate taxing areas and to permit the county governing body to set tax rates within such areas at a different level than the overall county tax rate.

In the area of administrative cooperation, the Commission points to ways in which state governments can assist local governments and local and state governments jointly can ease taxpayers' compliance burdens and make more efficient use of amounts appropriated for tax enforcement by coordinating their administrative practices, by sharing with one another the fruits of their enforcement efforts and, in certain specified situations, by contracting to collect one another's taxes.

More business-like management of financial balances to maximize interest earnings can relieve somewhat the pressure for additional local government revenues. States can facilitate this objective by providing local governments with the necessary authority (where they now lack it) to invest their balances at interest and by enabling state officials to share with local officials their expert knowledge acquired in the management of states' investment funds. In the same way, the states can materially assist local government engaged in borrowing operations, particularly smaller units, in those cases where local officials are not acquainted with the complexities of bond markets.

The use of local industrial development bonds by certain local governments to finance the acquisition of industrial plants for lease to private enterprise in an effort to attract industry, if unregulated, may seriously undermine local credit. The Commission's legislative proposal is designed to safeguard the industrial development bond device from abuse for private gain to the detriment of the states and their communities.
The ability of local governments to tax and to borrow to raise revenue is subject to an extensive and complicated body of law. The Commission believes that this present maze of constitutional and statutory restrictions upon local governments handicaps self-reliance and constitutes a serious impairment to effective local self-government. There is presented a proposed constitutional amendment repealing constitutional restrictions on local debt and taxing powers and lodging this authority with the legislatures. Two other proposals authorize local property tax levies to produce revenues adequate to cover operating costs and debt obligations which are financed from the property tax and to borrow for certain public works without limitation, subject to permissive referendum.
A. STATE TAXES

Introductory Statement

At the time that revenue needs are expanding, states have a continuing responsibility to examine (1) their tax structures to achieve a system of taxation that will yield increasing amounts of revenue as the economy expands, and (2) their existing tax laws to eliminate possible inequities while fostering effective enforcement for the economy and convenience of taxpayers.

In connection with the first requirement, the Advisory Commission recommends that states without a personal income tax give early and careful consideration to incorporating it into their tax system and that those presently employing a relatively ineffective income tax strengthen it. The Commission also recommends that when the federal tax on real estate transfers is repealed (January 1, 1968), those states without such a tax consider it for use at either the state or local level. The states considering real estate transfer taxes are urged to fortify tax administration by requiring local officials charged with the recordation of transfers of title to verify that the transfer tax had been paid.

In connection with the second requirement, a congressional committee recently criticized certain features of state sales and use tax laws. Some of these laws result in the imposition of both the sales tax and the use tax on essentially the same transaction. Some states impose charges upon out-of-state vendors to cover the cost of audits for determining their sales and use tax liabilities, if any. The states are urged to enact legislation to promote greater equity in the application and administration of their sales and use tax laws. To promote more effective use of the administrative machinery at the federal, state, and local level, states are urged to authorize their tax administrators to exchange information with the tax administrators of other states and federal and local governments.
UNIFORM PERSONAL INCOME TAX STATUTE

The personal income tax represents the last under-utilized major revenue source for many states. One-third of the states, including some in the most industrialized high-income sections of the country, do not tax personal incomes at all and another third tax them at relatively low effective rates. The tax produces about $4 billion for the 33 states with income taxes. In contrast, state and local sales taxes produce about $8 billion and property taxes about $24 billion. In the aggregate the personal income tax provides only about 15 percent of all state and 8 percent of all state and local taxes. Therefore, most states now derive little benefit from the unique growth potential of this tax.

The personal income tax is the brightest prospective revenue source available to states for closing the gap between rising expenditure needs and the revenue productivity of their tax systems. Since World War II, state and local expenditures have been growing at the rate of 8 to 9 percent per year while the principal state and local revenue producers—general retail sales and property taxes—increase at only about half this rate and roughly in proportion to the gross national product. Greater reliance on personal income taxes will strengthen the revenue position of the states as the national economy continues to grow.

The personal income tax has other important attributes. It permits a larger share of the tax burden to be adjusted to the size of the family through an exemption system. It typically results in equal treatment of individuals and households with equal income, a characteristic that grows in importance as the margin between people's incomes and their consumer expenditures widens and as family homesteads become less and less indicative of taxpaying ability. The personal income tax also provides the most effective way for exempting the disadvantaged members in American society—the poor—from some of the growing burden of state and local taxes. This attribute takes on increasing importance as national policy objectives encompassed in the anti-poverty program gain dominance, as the significance of the state and local sector in total government operations increases, and as the weight of national payroll taxes to finance social security programs grows heavier.

The national government now obtains over $50 billion, more than half of its tax revenue, from the personal income tax. Of the American people's annual tax payments on their personal incomes, 93 percent is to the federal government, only 7 percent to state and local governments. The universality and dominance of the federal income tax has already prompted most income tax states to conform their income tax laws to the federal code in the interest of minimizing taxpayer inconvenience, and administrative costs. The prospect of increased state use of income taxation further underscores the case for conforming state personal income tax laws to the Federal Internal Revenue Code.
The definition of net income derived from business and professional activity lends itself uniquely to federal-state income tax conformity. The basic questions in this area are best resolved in accord with the rules of good business practice. The definition of net income from business operations is in fact, largely an exercise in articulating the rules of accountancy. Because federal law in this regard is already quite explicit, state independence with respect to the definition of net income can result in taxpayer inconvenience and administrative complexity. For this reason, the Advisory Commission on Intergovernmental Relations has recommended that the states endeavor to bring their income tax laws into harmony with the federal definition of adjusted gross income.

Aside from the special treatment of income from government obligations required by the doctrine of intergovernmental tax immunities, the income portion of most taxpayers' state returns could be completed by copying a single figure from the federal return (line 9 of Federal Form #1040), under the approach taken in this suggested legislation. States would, at the same time, retain the requisite flexibility with respect to determining personal deductions and exemptions as well as adjusted gross income modifications designed to promote tax equity, maximize the tax base, and minimize the likelihood of adverse effects on state tax revenues resulting from unforeseen changes in federal tax policy.

To facilitate the adoption of a state income tax law conforming in all essential respects to appropriate Federal Internal Revenue Code provisions, this suggested legislation incorporates in one comprehensive act the provisions necessary to deal consistently with partnerships, estates, trusts, beneficiaries, and decedents, as well as individuals. The legislation includes the definition of residence (section 1(b)) recommended by the Advisory Commission for adoption by all income tax states in order to preclude multiple taxation and to eliminate tax avoidance. It also contains a provision (title II, part I, section 11) for crediting residents of the state for income tax paid another state, a practice now followed by two-thirds of the income tax states in the interest of consistency with tax collection at the source and the avoidance of double taxation of the same income.

The ultimate objective of federal-state income tax comity is a condition that would enable the taxpayer to satisfy both state and federal filing requirements with a single tax return. The realization of such a goal, however, is unlikely without state and federal authority to experiment on a limited geographical basis. The Advisory Commission has recommended that in order to encourage experimentation with federal collection of state income taxes, the Congress authorize the Internal Revenue Service and that the legislatures of states using personal income taxes authorize their governors, to enter into mutually acceptable agreements for federal collection of state income taxes. Legislation was introduced in
the 89th Congress (H.R. 14997) to give federal officials the neces-
sary authority. This suggested legislation provides authorization
for the governor to enter into an agreement for federal collection
of the state income tax (title VIII, part VII, section 112).

Continuing revenue pressures, against the background of the
recent substantial increases in property tax rates, are enhancing
local government interest in other tax sources, including the indi-
vidual income tax. Local governments in seven states (Alabama,
Kentucky, Maryland, Missouri, Michigan, Ohio, and Pennsylvania) may
impose income taxes. The first four-mentioned states also levy
state personal income taxes but the number of their localities using
income taxes is quite limited. Michigan, Ohio, and Pennsylvania,
one of which levies a state personal income tax, have permitted
local income taxation to proliferate. The states have a useful and
significant coordinating role to play in the administration of local
income taxes as well as in other nonproperty taxes, as noted else-
where in these state legislative proposals. (See Local Sales Tax
Supplement.)

While income taxes are preferable to sales and many other types
of taxes because they can be structured to distribute their burden
in conformity with ability to pay and with necessary regard for the
taxpayer's family obligations, they have important limitations for
use at the local level. These limitations grow more compelling as
the economies of the different sections of the country become more
and more interdependent. Increasingly, our people live in one juris-
diction and work in another. Increasingly, our people supplement
their wages and salaries from local sources with investment and
earned income from other parts of the state and from other states.
In deference to these considerations local jurisdictions that now
use these taxes generally limit them to income from wages and sala-
 ries. In doing so, they forego some of the advantages of the income
tax in terms of ability to pay.

These kinds of considerations explain the Advisory Commission's
preference for state rather than locally imposed personal income
taxes. Local jurisdictions' need for revenue to supplement those
from property, sales, and other local tax sources are best met by
state financial aid allocated with appropriate regards for varia-
tions in local needs and fiscal resources.

Where it is desired to supplement local resources with revenues
from a tax on personal incomes and this cannot be effectuated through
a state levy, income taxes imposed below the state level are a
possible alternative. Such taxes, however, are preferably levied
over as large an area as possible, ideally coinciding with the
boundaries of the economic or metropolitan area and as a supplement
("piggy-back") to the state's tax and collected with it. The county
meets this area requirement where its boundaries coincide with the
boundaries of a metropolitan area.

In multi-county economic or metropolitan areas, the preferred
method is a uniform income tax applicable to the entire area. In
these cases, as in the case of a countywide tax shared with incorporated and unincorporated jurisdictions, the division of collections is likely to pose difficulties. Such difficulties could be avoided by reserving the proceeds of the income tax for financing a significant areawide program or function in which the constituent jurisdictions have a common interest, as for example, in higher education, recreation, or water supply. Where the direct use of income tax collections for a common program or function is not practicable, a sharing between the jurisdiction of employment and the jurisdiction of residence, as in Michigan, is a reasonable second choice. It is incontrovertible, however, that the smaller the income tax jurisdiction the more difficult it becomes to satisfy the dictates of tax fairness. While the state can protect its taxpayers with multi-state income tax sources against double taxation through tax credits and other arrangements, this is impracticable with respect to double taxation by local jurisdictions without jeopardy to the administrative ease and efficiency objectives of the local supplement device. The suggested legislation provides for a multi-county personal income tax supplement to the state income tax (title IX). States desiring to reserve their revenue yield for an areawide program or function could do so by an appropriate modification of section 123. In single county taxing areas, the certification provisions of section 120 can be appropriately modified.

Suggested Legislation

[Title should conform to state requirements.]

(Be it enacted, etc.)

TITLE I

IMPOSITION OF TAX

Section 1. (a) Imposition and Rate of Tax. A tax is hereby imposed for each taxable year on the entire taxable income of every resident of this state and on the taxable income of every nonresident which is derived from sources within this state. The amount of the tax shall be determined in accordance with the following table:

If the taxable income is: 

The tax is:

Not over $[ ] 

[ ]% of the taxable income

Over $[ ] but not over $[ ] plus [ ]% of the excess over $[ ]

Over $[ ] but not over $[ ] plus [ ]% of the excess over $[ ]

(b) Resident and Nonresident Defined. For purposes of this act:
(1) A resident of this state means an individual who is domiciled in this state unless he maintains no permanent place of abode in this state and does maintain a permanent place of abode elsewhere and spends in the aggregate not more than thirty days of the taxable year in this state; or who is not domiciled in this state but maintains a permanent place of abode in this state and spends in the aggregate more than 183 days of the taxable year in this state.

(2) A nonresident means an individual who is not a resident of this state.

(c) Cross References: For application of the tax to estates and trusts, see title V; for application to partnerships, title VI.

Section 2. Joint Return or Return of Surviving Spouse.

In the case of a joint return of a husband and wife, the tax imposed by section 1 shall be twice the tax which would be imposed if the taxable income were cut in half. For purposes of this section, section 3 (optional tax) and section 8 (standard deduction), a return of a surviving spouse shall be treated as a joint return of husband and wife.

Section 3. Optional Tax. (a) Option to Elect in Lieu Tax. In lieu of the tax imposed by section 1, there is hereby imposed for each taxable year on the taxable income of every individual whose adjusted gross income for such year is less than $5,000, or in the case of a married couple filing a joint return for such year whose adjusted gross income is less than $10,000, and who has elected for such year to pay the tax imposed by this section, a tax as follows:

(Insert appropriate tables)

(b) Manner of Election. The election referred to in subsection (a) shall be made in the manner provided in regulations prescribed by the [tax commissioner].

(c) Separate Returns. A husband or wife may not elect to pay the optional tax imposed by this section if the tax of the other spouse is determined under section 1 on the basis of
taxable income computed without regard to the standard de-
duction.

(d) Optional Tax Does Not Apply. The optional tax imposed
by this section does not apply to any individual who is in-
eligible to elect the optional tax provided in the Internal
Revenue Code of the United States, nor to estates or trusts.

(e) Determination of Taxable Income. In the case of a
taxpayer who makes the election referred to in this section,
taxable income means adjusted gross income as modified by
section 6 less the standard deduction provided in section 8
and the deduction for personal exemptions provided in section
10.

Section 4. Meaning of Terms. Any term used in this act
shall have the same meaning as when used in a comparable con-
text in the laws of the United States relating to federal in-
come taxes, unless a different meaning is clearly required.
Any reference in this act to the laws of the United States
shall mean the provisions of the Internal Revenue Code of
1954, and amendments thereto, and other provisions of the laws
of the United States relating to federal income taxes, as the
same may be or become effective, at any time or from time to
time, for the taxable year.

(Alternate form—to avoid invalidity on the ground
of illegal delegation)

Section 4. Meaning of Terms. Any term used in this act
shall have the same meaning as when used in a comparable
context in the laws of the United States relating to federal
income taxes, unless a different meaning is clearly required.
Any reference in this act to the laws of the United States
shall mean the provisions of the Internal Revenue Code of
1954, and amendments thereto, in effect on [December 31, 19 ]
and other provisions of the laws of the United States relating
to federal income taxes in effect on [December 31, 19 ], or
at the option of the taxpayer it shall mean the provisions of
the Internal Revenue Code of 1954 and amendments thereto and
other provisions of the laws of the United States relating to federal income taxes as they may be in effect for the taxable year.

TITLE II
COMPUTATION OF TAXABLE INCOME
Part I - Resident Individuals

Section 5. Taxable Income. The entire taxable income of a resident of this state shall be his federal adjusted gross income as defined in the laws of the United States with the modifications and less the deductions and personal exemptions provided in this part.

Section 6. Modifications. (a) Additions. There shall be added to federal adjusted gross income: (1) interest or dividends on obligations or securities of any state or of a political subdivision or authority thereof (other than this state and its political subdivisions and authorities); and (2) interest or dividends on obligations of any authority, commission, instrumentality, territory or possession of the United States which by the laws of the United States are exempt from federal income tax but not from state income taxes.

(b) Subtractions. There shall be subtracted from federal adjusted gross income interest or dividends on obligations of the United States and its territories and possessions or of any authority, commission or instrumentality of the United States to the extent includible in gross income for federal income tax purposes but exempt from state income taxes under the laws of the United States, provided that the amount subtracted under this subsection shall be reduced by any interest on indebtedness incurred to carry the obligations or securities described in this subsection, and by any expenses incurred in the production of interest or dividend income described in this subsection to the extent that such expenses including
amortizable bond premiums are deductible in determining federal adjusted gross income.

(c) **Fiduciary Adjustment.** There shall be added to or subtracted from federal adjusted gross income, as the case may be, the taxpayer's share of the fiduciary adjustment determined under section 34.

(d) **Cross Reference.** For modifications required to be made by a partner relating to items of income, gain, loss or deduction of a partnership, see title VI.

**Section 7. Deduction.** The deduction of a resident individual shall be his standard deduction unless he elects to itemize his deductions as provided in section 9.

**Section 8. Standard Deduction.** The standard deduction of a resident individual or of a resident husband and wife who file a joint return shall be 10 percent of his or their adjusted gross income as modified by this part, or $1,000, whichever is less. The standard deduction of a married person who files a separate return shall not exceed $500.

**Section 9. Itemized Deductions.** (a) **General.** If a resident individual has itemized his deductions from adjusted gross income in determining his federal taxable income, he may elect in determining his taxable income under this act to deduct the sum of such itemized deductions (other than deductions for personal exemptions):

(1) Reduced by any amount thereof representing (i) income taxes imposed by this state or any other taxing jurisdiction and (ii) interest or expenses incurred in the production of income exempt from tax under this act and

(2) Increased by the amount of interest or expense incurred in the production of income taxable under this act but exempt from federal income tax (and which has not been deducted in determining federal adjusted gross income).

(b) **Husband and Wife.** A husband and wife, both of whom are required to file returns under this act shall be allowed to itemize their deductions only if both elect to do so. The
total of itemized deductions of a husband and wife whose federal taxable income is determined on a joint return but whose taxable incomes are determined separately for purposes of this act, may be taken by either or divided between them as they may elect.

Section 10. Personal Exemptions and Credits. (a) Personal Exemptions. A resident shall be allowed an exemption of $[600] for each exemption to which he is entitled for the taxable year for federal income tax purposes.

(b) A Credit for Sales Tax Paid on Food [and Drugs].

(i) General. There shall also be allowed to resident individuals as a credit against the tax imposed by this act, a food [and drug] sales tax credit equal to $[ \text{1} ] multiplied by the number of allowable personal exemptions claimed for individuals who are residents, exclusive of the extra exemptions allowable for age or blindness. A refund shall be allowed to the extent that the food [and drug] sales tax credit exceeds the income tax payable by the resident individual for the taxable year.

(ii) Limitation on Claim. No individual who may be claimed as a personal exemption on another individual's return shall be entitled to a food [and drug] sales tax credit or refund for himself. If a food [and drug] sales tax credit or refund is claimed on more than one return for the same individual, the [tax commissioner] is authorized to determine the individual entitled to claim the credit or refund provided herein.

(iii) Exemptions Prorated. If personal exemptions are prorated under other provisions of this act, then the food [and drug] sales tax credit or refund shall be proportionately prorated.

(iv) Sales Tax Presumed Paid. Any individual, other than a person who for more than six months of the taxable year

1. E.g., $6 where sales tax is 2%; $9 where sales tax is 3%; $12 where sales tax is 4%.
is a resident patient or inmate of a public institution or
an organization exempt from tax as a charitable institution,
who maintains a permanent place of abode within this state,
spending in the aggregate more than 6 months of the taxable
year within this state, shall be conclusively presumed to have
paid or paid with respect to such personal exemptions retail
sales and use taxes imposed by this state equal to the maxi-

mum food [and drug] sales tax credit allowable.

(v) Procedure for Credit of Refund of Tax. The
credits or refunds for sales taxes allowed by this section
shall be claimed on the income tax returns provided for in
this act, or in the case of an individual not having taxable
income in this state on such forms or claims for refunds as
the [tax commissioner] shall prescribe.

Section 11. Credit for Income Tax Paid to Another State.

(a) Resident Individual. A resident individual shall be
allowed a credit against the tax otherwise due under this act
for the amount of any income tax imposed on him for the tax-
able year by another state of the United States or a political
subdivision thereof or the District of Columbia on income
derived from sources therein and which is also subject to tax
under this act.

(b) Limitation on Credit. The credit provided under this
section shall not exceed the proportion of the tax otherwise
due under this act that the amount of the taxpayer's adjusted
gross income derived from sources in the other taxing juris-
diction bears to his entire adjusted gross income as modified
by this part.

Section 12. Dual Residence; Reduction of Tax. If the tax-
payer is regarded as a resident both of this state and another
jurisdiction for purposes of personal income taxation, the
[tax commissioner] shall reduce the tax on that portion of the
taxpayer's income which is subjected to tax in both juris-
dictions solely by virtue of dual residence, provided that the
other taxing jurisdiction allows a similar reduction. The
reduction shall be in an amount equal to that portion of the
lower of the two taxes applicable to the income taxed twice
which the tax imposed by this state bears to the combined
taxes of the two jurisdictions on the income taxed twice.

Part II - Nonresident Individuals

Section 13. Nonresident Individuals-Taxable Income. The
taxable income of a nonresident individual shall be that part
of his federal adjusted gross income derived from sources
within this state determined by reference to section 15 less
the deductions and personal exemptions provided in this part.

If the federal taxable income of husband or wife (both non-
residents of this state) is determined on a separate federal
return, their taxable incomes in this state shall be separately
determined.

(b) Joint Federal Return. If the federal taxable income
of husband and wife (both nonresidents) is determined on a
joint federal return, their tax shall be determined in this
state on their joint taxable income.

(c) One Spouse a Nonresident. If either husband or wife
is a nonresident and the other a resident, separate taxes
shall be determined on their separate taxable incomes in this
state on such forms as the [tax commissioner] shall prescribe
unless both elect to determine their joint taxable income in
this state as if both were residents. If a husband and wife
file a joint federal income tax return but determine their
taxable income in this state separately, they shall compute
their taxable incomes in this state as if their federal ad-
justed gross incomes had been determined separately.

Section 15. Adjusted Gross Income From Sources In This
State. (a) General. The adjusted gross income of a non-
resident derived from sources within this state shall be the
sum of the following: (1) the net amount of items of income,
gain, loss, and deduction entering into his federal adjusted
gross income which are derived from or connected with sources
in this state including (i) his distributive share of partner-
ship income and deductions determined under section 43 and
(ii) his share of estate or trust income and deductions
determined under section 39, and (2) the portion of the
modifications described in section 6(a) and (b) which relate
to income derived from sources in this state, including any
modifications attributable to him as a partner.

(b) **Attribution.** Items of income, gain, loss, and de-
duction derived from or connected with sources within this
state are those items attributable to: (1) the ownership
or disposition of any interest in real or tangible personal
property in this state; and (2) a business, trade, profession,
or occupation carried on in this state.

(c) **Intangibles.** Income from intangible personal property
including annuities, dividends, interest, and gains from the
disposition of intangible personal property, shall constitute
income derived from sources within this state only to the
extent that such income is from property employed in a business,
trade, profession, or occupation carried on in this state.

(d) **Deductions for Losses.** Deductions with respect to
capital losses, net long-term capital gains, and net operating
losses shall be based solely on income, gains, losses and
deductions derived from or connected with sources in this
state, under regulations to be prescribed by the [tax com-
missioner] but otherwise shall be determined in the same
manner as the corresponding federal deductions.

(e) **Small Business Corporation.** For a nonresident indi-
vidual who is a shareholder of a corporation which is an
electing small business corporation for federal income tax
purposes, the undistributed taxable income of such corporation
shall not constitute income derived from sources within this
state and a net operating loss of such corporation shall not
constitute a loss or deduction connected with sources in
this state.
(f) **Apportionment and Allocation.** If a business, trade, profession, or occupation is carried on partly within and partly without this state, the items of income and deduction derived from or connected with sources within this state shall be determined by apportionment and allocation under regulations to be prescribed by the [tax commissioner].

(g) **Service in Armed Forces.** Compensation paid by the United States for service in the armed forces of the United States performed by a nonresident shall not constitute income derived from sources within this state.

**Section 16. Standard Deduction.** The standard deduction of a nonresident individual or husband and wife who file a joint return shall be 10 percent of his or their adjusted gross income from sources within this state or $1,000, whichever is less. The standard deduction of a nonresident married person who files a separate return shall not exceed $500.

**Section 17. Itemized Deductions.** (a) **General.** If the federal taxable income of a nonresident individual is determined by itemizing deductions from his federal adjusted gross income, he may elect to deduct his itemized deductions connected with income derived from sources within this state in lieu of taking the standard deduction. Subject to the limitation in subsection (b), the itemized deductions of a nonresident individual shall be the same as for a resident individual determined under section 9. A husband and wife both of whom are required to file returns under this act shall be allowed to itemize deductions connected with income derived from sources within this state only if both elect to itemize their deductions.

(b) **Limitation.** If the amount of adjusted gross income a nonresident individual would be required to report under section 5 if he were a resident, exceeds by more than $100 the amount of adjusted gross income he receives from sources within this state, his itemized deductions shall be limited by the percentage which his adjusted gross income from sources
within this state is to the adjusted gross income he would be required to report if he were a resident. For purposes of this apportionment, a nonresident individual may elect to treat his federal adjusted gross income as adjusted gross income from sources within this state unless the amount of the modifications increasing federal adjusted gross income under section 6 would exceed $100.

Section 18. Personal Exemptions. A nonresident individual shall be allowed the same personal exemptions allowed to resident individuals under section 10(i).

TITLE III
WITHHOLDING OF TAX

Section 19. Employer to Withhold Tax from Wages.

(a) General. Every employer maintaining an office or transacting business within this state and making payment of any wages taxable under this act to a resident or nonresident individual shall deduct and withhold from such wages for each payroll period a tax computed in such manner as to result, so far as practicable, in withholding from the employee's wages during each calendar year an amount substantially equivalent to the tax reasonably estimated to be due from the employee under this act with respect to the amount of such wages included in his adjusted gross income during the calendar year. The method of determining the amount to be withheld shall be prescribed by regulations of the [tax commissioner]. This section shall not apply to payments by the United States for service in the armed forces of the United States.

(b) Withholding Exemptions. For purposes of this section:

(1) An employee shall be entitled to the same number of withholding exemptions as the number of withholding exemptions to which he is entitled for federal income tax withholding purposes. An employer may rely upon the number of federal withholding exemptions claimed by the employee,
except where the employee claims a different number of withholding exemptions in this state;

(2) The amount of each exemption in this state shall be $600, whether the individual is a resident or a nonresident.

(c) Withholding Agreements. The [tax commissioner] may enter into agreements with the tax departments of other states (which require income tax to be withheld from the payment of wages and salaries) so as to govern the amounts to be withheld from the wages and salaries of residents of such states under provisions of this chapter. Such agreements may provide for recognition of anticipated tax credits in determining the amounts to be withheld and, under regulations prescribed by the [tax commissioner], may relieve employers in this state from withholding income tax on wages and salaries paid to non-resident employees. The agreements authorized by this subsection are subject to the condition that the tax department of such other states grant similar treatment to residents of this state.

Section 20. Information Statement for Employee. Every employer required to deduct and withhold tax under this act from the wages of an employee, or who would have been required so to deduct and withhold tax if the employee had claimed no more than one withholding exemption, shall furnish to each such employee in respect to the wages paid by such employer to such employee during the calendar year on or before February 15 of the succeeding year, or, if his employment is terminated before the close of such calendar year, within thirty days from the date on which the last payment of wages is made, a written statement as prescribed by the [tax commissioner] showing the amount of wages paid by the employer to the employee, the amount deducted and withheld as tax, and such other information as the [tax commissioner] shall prescribe.

Section 21. Credit for Tax Withheld. Wages upon which tax is required to be withheld shall be taxable under this chapter as if no withholding were required, but any amount of tax
actually deducted and withheld under this chapter in any
calendar year shall be deemed to have been paid to the [tax
commissioner] on behalf of the person from whom withheld, and
such person shall be credited with having paid that amount of
of tax for the taxable year beginning in such calendar year.
For a taxable year of less than 12 months, the credit shall be
made under regulations of the [tax commissioner].

Section 22. Employer's Return and Payment of Tax Withheld.
(a) General. Every employer required to deduct and withhold
tax under this act shall, for each calendar quarter, on or
before the fifteenth day of the month following the close of
such calendar quarter, file a withholding return as prescribed
by the [tax commissioner] and pay over to the [tax commissioner]
or to a depository designated by the [tax commissioner], the
taxes so required to be deducted and withheld, except that for
the fourth quarter of the calendar year, the return shall be
filed and the taxes paid on or before January 31 of the suc-
ceeding year. Where the aggregate amount required to be de-
ducted and withheld by any employer for a calendar month ex-
ceeds $[500], the employer shall by the fifteenth day of the
succeeding month pay over such aggregate amount to the [tax
commissioner] or to a depository designated by the [tax com-
missioner]. The amount so paid shall be allowed as a credit
against the liability shown on the employer's quarterly with-
holding return required by this section. Where the aggregate
amount required to be deducted and withheld by any employer
is less than $[100] in a calendar quarter, the [tax commissioner]
may by regulation permit an employer to file a withholding
return on or before July 31 for the semi-annual period ending
on June 30 and on or before January 31 of the succeeding year
for the semi-annual period ending on December 31. The [tax
commissioner] may, if he believes such action necessary for the
protection of the revenue, require any employer to make such
return and pay him the tax deducted and withheld at any time,
or from time to time. Where the amount of wages paid by an
employer is not sufficient under this chapter to require the
withholding of tax from the wages of any of his employees, the
[tax commissioner] may by regulation permit such employer to
file an annual return on or before January 31 of the succeeding
calendar year.

(b) **Deposit in Trust for [Tax Commissioner]**. Whenever any
employer fails to collect, truthfully account for, pay over the
tax, or make returns of the tax as required by this section,
the [tax commissioner] may serve a notice requiring such em-
ployer to collect the taxes which became collectible after
service of such notice, to deposit such taxes in a bank ap-
proved by the [tax commissioner], in a separate account, in
trust for and payable to the [tax commissioner], and to keep
the amount of such tax in such account until paid over to the
[tax commissioner]. Such notice shall remain in effect until
a notice of cancellation is served by the [tax commissioner].

Section 23. **Employer's Liability for Withheld Taxes.** Every
employer required to deduct and withhold tax under this act is
hereby made liable for such tax. For purposes of assessment
and collection, any amount required to be withheld and paid
over to the [tax commissioner], and any additions to tax,
penalties and interest with respect thereto, shall be con-
sidered the tax of the employer. Any amount of tax actually
deducted and withheld under this act shall be held to be a
special fund in trust for the [tax commissioner]. No employee
shall have any right of action against his employer in respect
to any money deducted and withheld from his wages and paid over
to the [tax commissioner] in compliance or in intended compliance
with this act.

Section 24. **Employer's Failure to Withhold.** If an employer
fails to deduct and withhold tax as required, and thereafter the
tax against which such tax may be credited is paid, the tax so
required to be deducted and withheld shall not be collected from
the employer, but the employer shall not be relieved from lia-
bility for any additions to tax penalties or interest otherwise
applicable in respect to such failure to deduct and withhold.
TITLE IV
ACCOUNTING PERIODS AND METHODS OF ACCOUNTING

Section 25. Period for Computation of Taxable Income.

(a) General. For purposes of the tax imposed by this act, a taxpayer's taxable year shall be the same as his taxable year for federal income tax purposes.

(b) Change of Taxable Year. If a taxpayer's taxable year is changed for federal income tax purposes, his taxable year for purposes of the tax imposed by this act shall be similarly changed. If a change in taxable year results in a taxable period of less than 12 months, the standard deduction and the deduction for personal exemption allowed by this act shall be prorated under regulations prescribed by the [tax commissioner].

(c) Termination of Taxable Year for Jeopardy. Notwithstanding the provisions of subsections (a) and (b), if the [tax commissioner] terminates the taxpayer's taxable year under section 103 (relating to tax in jeopardy), the tax shall be computed for the period determined by such action.

Section 26. Methods of Accounting. (a) Same as Federal.

For purposes of the tax imposed by this act, a taxpayer's method of accounting shall be the same as his method of accounting for federal income tax purposes. If no method of accounting has been regularly used by the taxpayer, taxable income for purposes of this act shall be computed under such method that in the opinion of the [tax commissioner] fairly reflects income.

(b) Change of Accounting Methods. If a taxpayer's method of accounting is changed for federal income tax purposes, his method of accounting for purposes of this act shall similarly be changed.

Section 27. Adjustments. In computing a taxpayer's taxable income for any taxable year under a method of accounting different from the method under which the taxpayer's taxable income for the previous year was computed, there shall be taken into account those adjustments which are determined, under regulations prescribed by the [tax commissioner], to be necessary solely by
reason of the change in order to prevent amounts from being
duplicated or omitted.

Section 28. Limitation on Additional Tax. (a) Change
Other Than to Installment Method. If a taxpayer's method of
accounting is changed, other than from an accrual to an in-

stallment method, any additional tax which results from ad-
justments determined to be necessary solely by reason of the
change shall not be greater than if such adjustments were
ratably allocated and included for the taxable year of the
change and the preceding taxable years, not in excess of two,
during which the taxpayer used the method of accounting from
which the change is made.

(b) Change from Accrual to Installment Method. If a tax-
payer's method of accounting is changed from an accrual to an
installment method, any additional tax for the year of such
change of method and for any subsequent year which is attribut-
able to the receipt of installment payments properly accrued in
a prior year, shall be reduced by the portion of tax for any
prior taxable year attributable to the accrual of such instal-

TITLE V

ESTATES, TRUSTS, BENEFICIARIES, AND DECEDEKTS

Part I - General

Section 29. Imposition of Tax. The tax imposed by this
act on individuals shall apply to the taxable income of estates
and trusts.

Section 30. Computation and Payment. The taxable income of
an estate or trust shall be computed in the same manner as in
the case of an individual except as otherwise provided by this
subchapter. The tax shall be computed on such taxable income
and shall be paid by the fiduciary.

Section 31. Tax Not Applicable. (a) Associations Taxable
as Corporations. An association, trust or other unincorporated
organization which is taxable as a corporation for federal income tax purposes shall not be subject to tax under this act.  
(b) Exempt Associations, Trusts, and Organizations. An association, trust, or other unincorporated organization which by reason of its purposes or activities is exempt from federal income tax shall be exempt from the tax imposed by this act except with respect to its unrelated business taxable income.

Part II - Resident Estates and Trusts

Section 32. Resident Estate or Trust Defined. A resident estate or trust means: (1) the estate of a decedent who at his death was domiciled in this state; (2) a trust created by will of a decedent who at his death was domiciled in this state; or (3) a trust created by, or consisting of property of, a person domiciled in this state.

Section 33. Taxable Income of Resident Estate or Trust. The taxable income of a resident estate or trust means its federal taxable income modified by the addition or subtraction, as the case may be, of its share of the fiduciary adjustment determined under section 34.

Section 34. Fiduciary Adjustment. (a) Fiduciary Adjustment Defined. The fiduciary adjustment shall be the net amount of the modifications described in section 6 (including subsection (c) if the estate or trust is a beneficiary of another estate or trust) which relates to items of income or deduction of an estate or trust.

(b) Shares of Fiduciary Adjustment. The respective shares of an estate or trust and its beneficiaries (including solely for the purpose of this allocation, nonresident beneficiaries) in the fiduciary adjustment shall be in proportion to their respective shares of federal distributable net income of the estate or trust. If the estate or trust has no federal distributable net income for the taxable year, the share of each beneficiary in the fiduciary adjustment shall be in proportion to his share of the estate or trust income for such year, under
local law or the terms of the instrument, which is required to
be distributed currently and any other amounts of such income
distributed in such year. Any balance of the fiduciary ad-
justment shall be allocated to the estate or trust.

(c) Alternate Attribution of Adjustment. The [tax com-
missioner] may by regulation authorize the use of such other
methods of determining to whom the items comprising the fiduci-
ary adjustment shall be attributed, as may be appropriate and
equitable, on such terms and conditions as the [tax commissioner]
may require.

Section 35. Credit for Income Tax of Another State. A
resident estate or trust shall be allowed the credit provided
in section 11 (relating to an income tax imposed by another
state) except that the limitation shall be computed by refer-
ence to the taxable income of the estate or trust.

Section 36. Credit to Beneficiary for Accumulation
Distribution. (a) General. A resident beneficiary of a trust
whose adjusted gross income includes all or part of an accumu-
lation distribution by such trust, as defined in section 665
of the Internal Revenue Code, shall be allowed a credit against
the tax otherwise due under this act for all or a proportionate
part of any tax paid by the trust under this act for any pre-
ceding taxable year which would not have been payable if the
trust had in fact made distribution to its beneficiaries at the
times and in the amounts specified in section 666 of the
Internal Revenue Code.

(b) Limitation on Credit. The credit under this section
shall not reduce the tax otherwise due from the beneficiary
under this act to an amount less than would have been due if
the accumulation distribution or his part thereof were excluded
from his adjusted gross income.

Part III - Nonresident Trusts and Estates

Section 37. Nonresident Estate or Trust Defined. A non-
resident estate or trust means an estate or trust which is not a
resident.

Section 38. Taxable Income of a Nonresident Estate or Trust. (a) General Rules. For purposes of this part:

(1) Items of income, gain, loss, and deduction mean those derived from or connected with sources in this state.

(2) Items of income, gain, loss, and deduction entering into the definition of federal distributable net income includes such items from another estate or trust of which the first estate or trust is a beneficiary.

(3) The source of items of income, gain, loss, or deduction shall be determined under regulations prescribed by the [tax commissioner] in accordance with the general rules in section 15 as if the estate or trust were a nonresident individual.

(b) Determination of Taxable Income. The taxable income of a nonresident estate or trust consists of (i) its share of items of income, gain, loss, and deduction which enter into the federal definition of distributable net income; (ii) increased or reduced by the amount of any items of income, gain, loss, or deduction which are recognized for federal income tax purposes but excluded from the federal definition of distributable net income of the estate or trust; (iii) less the amount of the deduction for its federal exemption.

Section 39. Share of a Nonresident Estate, Trust or Its Beneficiaries in Income From Sources in This State. (a) General Rule. The share of a nonresident estate or trust of items of income, gain, loss, and deduction entering into the definition of distributable net income and the share for purpose of section 15 of a nonresident beneficiary of any estate or trust in estate or trust income, gain, loss, and deduction shall be determined as follows:

(i) To the amount of items of income, gain, loss, and deduction which enter into the definition of distributable net income there shall be added or subtracted, as the case may be, the modifications described in section 6 to the extent they
relate to items of income, gain, loss, and deduction which also 
enter into the definition of distributable net income. No 
modification shall be made under this section which has the 
effect of duplicating an item already reflected in the defi-
nition of distributable net income.

(ii) The amount determined under the preceding paragraph 
shall be allocated among the estate or trust and its benefici-
aries (including, solely for the purpose of this allocation, 
resident beneficiaries) in proportion to their respective 
shares of federal distributable net income. The amounts so 
allocated shall have the same character as for federal income 
tax purposes. Where an item entering into the computation of 
such amounts is not characterized for federal income tax pur-
poses, it shall have the same character as if realized directly 
from the source from which realized by the estate or trust, or 
incurred in the same manner as incurred by the estate or trust.

(iii) If the estate or trust has no federal distributable 
net income for the taxable year, the share of each beneficiary 
in the net amount determined under paragraph (a)(i) of this 
section shall be in proportion to his share of the estate or 
trust income for such year, under local law or the terms of 
the instrument, which is required to be distributed currently 
and any other amounts of such income distributed in such year. 
Any balance of such net amount shall be allocated to the estate 
or trust.

(b) Alternate Methods. The [tax commissioner] may by 
regulation establish such other method or methods of determin-
ing the respective shares of the beneficiaries and of the 
estate or trust in its income derived from sources in this 
state, and in the modifications related thereto, as may be 
appropriate and equitable.

Section 40. Credit to Beneficiary for Accumulation 
Distribution. A nonresident beneficiary of a trust whose ad-
justed gross income derived from sources in this state includes 
all or part of an accumulation distribution by such trust, as
defined in section 665 of the Internal Revenue Code, shall be
allowed a credit against the tax otherwise due under this
act, computed in the same manner and subject to the same limi-
tation as provided by section 36 with respect to a resident
beneficiary.

TITLE VI
PARTNERS AND PARTNERSHIPS

Section 41. Entity not Taxable. A partnership as such
shall not be subject to the tax imposed by this act. Persons
carrying on business as partners shall be liable for the tax
imposed by this act only in their separate or individual
capacities.

Section 42. Resident Partner - Adjusted Gross Income. (a)
Modification in Determining the Adjusted Gross Income of a
Resident Partner. Any modification described in section 9
which relates to an item of partnership income, gain, loss, or
deduction shall be made in accordance with the partner's dis-
tributive share, for federal income tax purposes, of the item
to which the modification relates. Where a partner's distri-
butive share of any such item is not required to be taken into
account separately for federal income tax purposes, the partner's
distributive share of such item shall be determined in accordance
with his distributive share, for federal income tax purposes, of
partnership taxable income or loss generally.

(b) Character of Items. Each item of partnership income,
gain, loss, or deduction shall have the same character for a
partner under this act as it has for federal income tax pur-
poses. Where an item is not characterized for federal income
tax purposes, it shall have the same character for a partner
as if realized directly from the source from which realized by
the partnership or incurred in the same manner as incurred by
the partnership.

(c) Tax Avoidance or Evasion. Where a partner's distri-
butive share of an item of partnership income, gain, loss, or
deduction is determined for federal income tax purposes by a
special provision in the partnership agreement with respect to
such item, and the principal purpose of such provision is the
avoidance or evasion of tax under this act, the partner's dis-
tributive share of such item and any modification required with
respect thereto shall be determined in accordance with his dis-
tributive share of the taxable income or loss of the partnership
generally (that is, exclusive of those items requiring separate
computation under the provisions of section 702 of the Internal
Revenue Code).

Section 43. Nonresident Partner - Adjusted Gross Income
From Sources in This State. (a) General. In determining the
adjusted gross income of a nonresident partner of any part-ship, there shall be included only that part derived from or
connected with sources in this state of the partner's distrib-
utive share of items of partnership income, gain, loss, and
deduction entering into his federal adjusted gross income, as
such part is determined under regulations prescribed by the
[tax commissioner] in accordance with the general rules in
section 15.

(b) Itemized Deductions. If a nonresident partner of any
partnership elects to itemize his deductions in determining his
taxable income in this state, there shall be attributed to him
his distributive share of partnership items of deduction from
federal adjusted gross income which are deductible by him under
section 17.

(c) Special Rules as to Sources in This State. In determin-
ing the sources of a nonresident partner's income, no effect
shall be given to a provision in the partnership agreement which:

(i) characterizes payments to the partner as being for
services or for the use of capital, or allocated to the partner,
as income or gain from sources outside this state, a greater
proportion of his distributive share of partnership inco
2 or
gain than the ratio of partnership income or gain from sources
outside this state to partnership income or gain from all sources,
except as authorized in subsection (e); or
(ii) allocates to the partner a greater proportion of
a partnership item of loss or deduction connected with sources
in this state than his proportionate share, for federal income
tax purposes, of partnership loss or deduction generally, except
as authorized in subsection (e).

(d) Partner's Modifications. Any modification described in
subsections (a) and (b) of section 6, which relates to an item
of partnership income, gain, loss, or deduction, shall be made
in accordance with the partner's distributive share, for federal
income tax purposes of the item to which the modification relates,
but limited to the portion of such item derived from or connected
with sources in this state.

(e) Alternate Methods. The [tax commissioner] may, on appli-
cation, authorize the use of such other methods of determining a
nonresident partner's portion of partnership items derived from
or connected with sources in this state, and the modifications
related thereto, as may be appropriate and equitable, on such
terms and conditions as he may require.

(f) Application of Rules for Resident Partners to
Nonresident Partners. A nonresident partner's distributive
share of items of income, gain, loss, or deduction shall be
determined under subsection (a) of section 42. The character
of partnership items for a nonresident partner shall be determi-
ned under subsection (b) of section 42. The effect of a special
provision in a partnership agreement, other than a provision
referred to in subsection (c) of this section, having as a
principal purpose the avoidance or evasion of tax under this
act shall be determined under subsection (c) of section 42.

TITLE VII

RETURNS, DECLARATIONS AND PAYMENTS

Part I - Income Tax Returns

Section 44. Persons Required to Make Returns of Income.

An income tax return with respect to the tax imposed by this
act shall be made by the following:
(a) Every resident individual,
    (1) who is required to file a federal income tax return
        for the taxable year, or
    (2) who has adjusted gross income of more than $[600]
        if single or more than $[1,200] if married, or
    (3) who having attained the age of 65 before the close
        of his taxable year has adjusted gross income of more than
        $[1,200] if single and more than $[1,800] if married and his
        spouse has not attained the age of 65 and more than $[2,400]
        if both have attained the age of 65 before the close of the
        taxable year.
(b) Every nonresident individual,
    (1) who has adjusted gross income from sources in this
        state of more than $[600] if single and $[1,200] if married, or
    (2) who having attained the age of 65 before the close
        of his taxable year has adjusted gross income from sources
        within this state of more than $[1,200] if single and more than
        $[1,800] if married and his spouse has not yet attained the age
        of 65 and more than $[2,400] if both have attained the age of
        65 before the close of the taxable year.
(c) Every resident estate or trust which is required to file
    a federal income tax return.
(d) Every nonresident estate which has gross income of
    $[600] or more for the taxable year from sources within this
    state.
(e) Every nonresident trust which for the taxable year has
    from sources within this state,
    (1) any taxable income,
    (2) gross income of $[600] or more regardless of the
        amount of taxable income.

Section 45. Joint Returns by Husband and Wife. (a) General.
A husband and wife may make a joint return with respect to the
tax imposed by this act even though one of the spouses has
neither gross income nor deductions except that:
    (1) no joint return shall be made under this act if
    the spouses are not permitted to file a joint federal income
tax return.

(2) if the federal income tax liability of either spouse
is determined on a separate federal return their income tax
liabilities under this act shall be determined on separate
returns.

(3) if the federal income tax liabilities of husband
and wife, other than a husband and wife described in subsection
(b) of this section, are determined on a joint federal return,
they shall file a joint return under this act and their tax
liabilities shall be joint and several.

(4) if neither spouse is required to file a federal
income tax return and either or both are required to file an
income tax return under this act, they may elect to file
separate or joint returns and pursuant to such election their
liabilities shall be separate or joint and several.

(b) One spouse a Nonresident. If either husband or wife
is a resident and the other is a nonresident, they shall file
separate income tax returns in this state on such forms as may
be required by the [tax commissioner] in which event their tax
liabilities shall be separate; but they may elect to determine
their joint taxable income as if both were residents and in
such case, their liabilities shall be joint and several.

Section 46. Returns by Fiduciaries. (a) Decedents. An
income tax return for any deceased individual shall be made
and filed by his executor, administrator, or other person
charged with the care of his property. A final return of a
decedent shall be due when it would have been due if the
decedent had not died.

(b) Individuals Under a Disability. An income tax return
for an individual who is unable to make a return by reason of
minority or other disability shall be made and filed by his duly
authorized agent, his committee, guardian, conservator, fiduciary
or other person charged with the care of his person or property
other than a receiver in possession of only a part of the
individual's property.
(c) Estates and Trusts. The income tax return of an
estate or trust shall be made and filed by the fiduciary thereof.
(d) Joint Fiduciaries. If two or more fiduciaries are
acting jointly, the return may be made by any one of them.
(e) Cross Reference: For provisions relating to information
returns by partnerships, see section 59.

Section 47. Notice of Qualification as Receiver. Every
receiver, trustee in bankruptcy, assignee for benefit of
creditors, or other like fiduciary, shall give notice of his
qualification as such to the [tax commissioner], as may be re-
quired by regulation.

Section 48. Change of Status as Resident or Nonresident
During Year. If an individual changes his status during his
taxable year from resident to nonresident or from nonresident
to resident, the [tax commissioner] may by regulation
require him to file one return for the portion of the year
during which he is a resident and one for the portion of the
year during which he is a nonresident.

Section 49. Taxable Income as Resident and Nonresident.
(a) Except as provided in subsection (b) of this section,
the taxable income of the individual shall be determined as
provided in section 5 for residents and section 13 for non-
residents as if the individual's taxable year for federal
income tax purposes were limited to the period of his resident
and nonresident status respectively.
(b) There shall be included in determining taxable income
from sources within or without this state, as the case may
be, income, gain, loss, or deduction accrued prior to the
change of status even though not otherwise includible or
allowable in respect of the period prior to such change, but
the taxation or deduction of items accrued prior to the change
of status shall not be affected by the change.

Section 50. Minimum Tax and Prorating of Exemptions. Where
two returns are required to be filed as provided in section 48:
(1) personal exemptions and the standard deduction shall be
prorated between the two returns, under regulations prescribed
by the [tax commissioner], to reflect the proportions of the
taxable year during which the individual was a resident and a
nonresident, and
(2) the total of the taxes due thereon shall not be less
than would be due if the total of the taxable incomes reported
on the two returns were includible in one return.

Section 51. Time and Place for Filing Returns and Paying
Tax. The income tax return required by this act shall be filed
on or before the fifteenth day of the fourth month following the
close of the taxpayer's taxable year. A person required to make
and file a return under this act shall, without assessment,
notice or demand, pay any tax due thereon to the [tax com-
missioner] on or before the date fixed for filing such return
(determined without regard to any extension of time for filing
the return). The [tax commissioner] shall prescribe by regu-
lation the place for filing any return, declaration, statement
or other document required pursuant to this chapter and for the
payment of any tax.

Section 52. Declarations of Estimated Tax. (a) Requirement
of Declaration. Every resident and nonresident individual shall
make a declaration of his estimated tax for the taxable year, in
such form as the [tax commissioner] may prescribe if his ad-
justed gross income (in the case of a nonresident from sources
within this state), other than from wages on which tax is with-
held under this act, can reasonably be expected to exceed
§[500] plus the sum of the personal exemptions to which he is
entitled.

(b) Estimated Tax Defined. The term "estimated tax" means
the amount which the individual estimates to be his income tax
under this act for the taxable year less the amount which he
estimates to be the sum of any credits allowable for tax with-
held.

(c) Joint Declaration of Husband and Wife. If they are
eligible to do so for federal tax purposes, a husband and wife
may make a joint declaration of estimated tax as if they were
one taxpayer, in which case the liability with respect to the
estimated tax shall be joint and several. If a joint decla-
ration is made but husband and wife elect to determine their
taxes under this chapter separately, the estimated tax for
such year may be treated as the estimated tax of either husband
or wife, or may be divided between them, as they may elect.

(d) Amendment of Declaration. An individual may amend a
declaration under regulations prescribed by the [tax com-
missioner].

(e) Return or Declaration as Amendment. If on or before
January 31 (or February 15 in the case of an individual re-
ferred to in subsection (b) of section 53) of the succeeding
taxable year an individual files his return for the taxable
year for which the declaration is required, and pays in full
the amount shown on the return as payable, such return (1) shall
be considered as his declaration if no declaration was required
to be filed during the taxable year, but is otherwise required
to be filed on or before January 15, or (2) shall be considered
as the amendment permitted by subsection (d) to be filed on or
before January 15 if the tax shown on the return is greater than
the estimated tax shown in a declaration previously made.

(f) Short Taxable Year. An individual having a taxable
year of less than twelve months shall make a declaration in
accordance with regulations of the [tax commissioner].

(g) Declaration for Individual Under a Disability. The
declaration of estimated tax for an individual under a dis-
ability shall be made and filed in the manner provided in sub-
section (b) of section 46 for an income tax return.

Section 53. Time for Filing Declaration of Estimated Tax.

(a) Time for Filing. A declaration of estimated tax of an
individual other than a farmer shall be filed on or before
April 15 of the taxable year, except that if the requirements of
section 52 are first met:

(1) after April 1 and before June 2 of the taxable year,
the declaration shall be filed on or before June 15, or
(2) after June 1 and before September 2 of the taxable year, the declaration shall be filed on or before September 15, or

(3) after September 1 of the taxable year, the declaration shall be filed on or before January 15 of the succeeding year.

(b) Declaration by Farmer. A declaration of estimated tax required by section 52 from an individual having an estimated adjusted gross income from farming in this state for the taxable year which is at least two-thirds of his total estimated adjusted gross income taxable in this state for the taxable year, may be filed at any time on or before January 15 of the succeeding taxable year, in lieu of the time otherwise prescribed.

(c) Declaration of Estimated Tax of $[50] or Less. A declaration of estimated tax of an individual having a total estimated tax for the taxable year of $[50] or less may be filed at any time on or before January 15 of the succeeding taxable year under regulations prescribed by the [tax commissioner].

(d) Fiscal Year. In the application of this section and the preceding section to the case of a taxable year beginning on any date other than January 1, there shall be substituted, for the months specified in this section and the preceding section, the months which correspond thereto.

Section 54. Payments of Estimated Tax. (a) General. The estimated tax with respect to which a declaration is required under this act shall be paid as follows:

(1) If the declaration is filed on or before April 15 of the taxable year, the estimated tax shall be paid in four equal installments. The first installment shall be paid at the time of the filing of the declaration, the second and third on June 15 and September 15, respectively, of the taxable year, and the fourth on January 15 of the succeeding taxable year.

(2) If the declaration is filed after April 15 and not after June 15 of the taxable year, and is not required to be
filed on or before April 15 of the taxable year, the estimated
tax shall be paid in three equal installments. The first in-
stallment shall be paid at the time of the filing of the de-
claration, the second on September 15, of the taxable year, and
the third on January 15 of the succeeding taxable year.

(3) If the declaration is filed after June 15 and not
after September 15 of the taxable year, and is not required to
be filed on or before June 15 of the taxable year, the estimated
tax shall be paid in two equal installments. The first in-
stallment shall be paid at the time of the filing of the de-
claration, and the second on January 15 of the succeeding
taxable year.

(4) If the declaration is filed after September 15 of
the taxable year and is not required to be filed on or before
September 15 of the taxable year, the estimated tax shall be
paid in full at the time of the filing of the declaration.

(5) If the declaration is filed after the time prescribed
in section 53 (including cases in which an extension of time for
filing the declaration has been granted), paragraphs (2), (3),
and (4) of this subsection shall not apply, and there shall be
paid at the time of such filing all installments of estimated
tax which would have been payable on or before such time if the
declaration had been filed within the time prescribed in section
53, and the remaining installments shall be paid at the time at
which, and in the amounts in which they would have been payable
if the declaration had been so filed.

(b) Farmers. If an individual referred to in subsection (b)
of section 53 (relating to income from farming) makes a de-
claration of estimated tax after September 15 of the taxable year
and on or before January 15 of the succeeding taxable year, the
estimated tax shall be paid in full at the time of the filing of
the declaration.

(c) Amendments of Declaration. If any amendment of a de-
claration is filed, the remaining installments, if any, shall be
ratably increased or decreased, as the case may be, to reflect
the increase or decrease in the estimated tax by reason of
such amendment, and if any amendment is made after September 15
of the taxable year, any increase in the estimated tax by reason
thereof shall be paid at the time of making such amendment.
(d) **Application to Short Taxable Years.** The application of
this section to taxable years of less than 12 months shall be in
accordance with regulations prescribed by the [tax commissioner].
(e) **Fiscal Years.** In the application of this section to the
case of a taxable year beginning on any date other than January 1,
there shall be substituted, for the months specified in this
section, the months which correspond thereto.
(f) **Installments Paid in Advance.** At the election of the
individual, any installment of the estimated tax may be paid
prior to the date prescribed for its payment.
(g) **Payment of Account.** Payment of the estimated income tax
or any installment thereof, shall be considered payment on account
of the income tax imposed under this act for the taxable year.

Section 55. **Extension of Time for Filing and Payment.**
(a) **General.** The [tax commissioner] may grant a reasonable
extension of time for payment of tax or estimated tax or any
installment thereof, or for filing any return, declaration,
statement, or other document required pursuant to this chapter,
on such terms and conditions as he may require. Except for a
taxpayer who is outside the United States, no such extension for
filing any return, declaration, statement, or document, shall
exceed six months.
(b) **Security.** If any extension of time is granted for payment
of any amount of tax, the [tax commissioner] may require the tax-
payer to furnish a bond or other security in an amount not ex-
ceeding twice the amount for which the extension of time for
payment is granted, on such terms and conditions as the [tax
commissioner] may require.

Section 56. **Change of Election.** Any election expressly
authorized by this act may be changed on such terms and con-
ditions as the [tax commissioner] may prescribe by regulation.
Section 57. Signing of Returns and Other Documents.

(a) General. Any return, declaration, statement or other document required to be made pursuant to this act shall be signed in accordance with regulations or instructions prescribed by the [tax commissioner]. The fact that an individual's name is signed to a return, declaration, statement or other document, shall be prima facie evidence for all purposes that the return, declaration, statement or other document was actually signed by him.

(b) Partnerships. Any return, statement or other document required of a partnership shall be signed by one or more partners. The fact that a partner's name is signed to a return, statement or other document, shall be prima facie evidence for all purposes that such partner is authorized to sign on behalf of the partnership.

(c) Certifications. The making or filing of any return, declaration, statement or other document or copy thereof required to be made or filed pursuant to this act, including a copy of a federal return, shall constitute a certification by the person making or filing such return, declaration, statement or other document or copy thereof that the statements contained therein are true and that any copy filed is a true copy.

Part II - Information Returns

Section 58. General Requirements Concerning Returns, Notices, Records and Statements. The [tax commissioner] may prescribe regulations as to the keeping of records, the content and form of returns and statements and the filing of copies of federal income returns and determinations. The [tax commissioner] may require any person, by regulation or notice served on such person, to make such returns, render such statements, or keep such records, as the [tax commissioner] may deem sufficient to show whether or not such person is liable under this act for tax or for the collection of tax.
Section 59. Partnership Return. Every partnership having a resident partner or having any income derived from sources in this state, determined in accordance with the applicable rules of section 15 as in the case of a nonresident individual, shall make a return for the taxable year setting forth all items of income, gain, loss, and deduction, and the names and addresses of the individuals whether residents or nonresidents who would be entitled to share in the net income if distributed and the amount of the distributive share of each individual and such other pertinent information as the [tax commissioner] may prescribe by regulations and instructions. Such return shall be filed on or before the fifteenth day of the fourth month following the close of each taxable year. For purposes of this section, "taxable year" means a year or period which would be a taxable year of the partnership if it were subject to tax under this act.

Section 60. Information Returns. The [tax commissioner] may prescribe regulations and instructions requiring returns of information to be made and filed on or before February 28 of each year by any person making payment or crediting in any calendar year the amounts of $[600] or more ($[10] or more in the case of interest or dividends) to any person who may be subject to the tax imposed under this act. Such returns may be required of any person, including lessees or mortgagors of real or personal property, fiduciaries, employers, and all officers and employees of this state, or of any municipal corporation or political subdivision of this state, having the control, receipt, custody, disposition or payment of dividends, interest, rents, salaries, wages, premiums, annuities, compensations, remunerations, emoluments or other fixed or determinable gains, profits, or income, except interest coupons payable to bearer. A duplicate of the statement as to tax withheld on wages, required to be furnished by an employer to an employee, shall constitute the return of information required to be made under this section with respect to such wages.
Section 61. Report of Change in Federal Taxable Income. If the amount of a taxpayer's federal taxable income reported on his federal income tax return for any taxable year is changed or corrected by the United States Internal Revenue Service or other competent authority, or as the result of a renegotiation of a contract or subcontract with the United States, the taxpayer shall report such change or correction in Federal taxable income within ninety days after the final determination of such change, correction, or renegotiation, or as otherwise required by the [tax commissioner], and shall concede the accuracy of such determination or state wherein it is erroneous. Any taxpayer filing an amended federal income tax return shall also file within ninety days thereafter an amended return under this act, and shall give such information as the [tax commissioner] may require. The [tax commissioner] may by regulation prescribe such exceptions to the requirements of this section as he deems appropriate.

TITLE VIII
PROCEDURE AND ADMINISTRATION
Part I - Deficiencies

Section 62. Examination of Return. (a) Deficiency or Overpayment. As soon as practical after the return is filed, the [tax commissioner] shall examine it to determine the correct amount of tax. If the [tax commissioner] finds that the amount of tax shown on the return is less than the correct amount, he shall notify the taxpayer of the amount of the deficiency proposed to be assessed. If the [tax commissioner] finds that the tax paid is more than the correct amount, he shall credit the overpayment against any taxes due under this act by the taxpayer and refund the difference.
(b) No Return Filed. If the taxpayer fails to file an income tax return, the [tax commissioner] shall estimate the taxpayer's taxable income and the tax thereon on from any
available information and notify the taxpayer of the amount proposed to be assessed as in the case of a deficiency.

(c) Notice of Deficiency. A notice of deficiency shall set forth the reason for the proposed assessment. The notice may be mailed by certified or registered mail to the taxpayer at his last known address. In the case of a joint return, the notice of deficiency may be a single joint notice except that if the [tax commissioner] is notified by either spouse that separate residences have been established he shall mail joint notices to each spouse. If the taxpayer is deceased or under a legal disability, a notice of deficiency may be mailed to his last known address unless the [tax commissioner] has received notice of the existence of a fiduciary relationship with respect to such taxpayer.

Section 63. Assessment Final if no Protest. Ninety days after the date on which it was mailed (150 days if the taxpayer is outside the United States), a notice of proposed assessment of a deficiency shall constitute a final assessment of the amount of tax specified together with interest, additions to tax and penalties except only for such amounts as to which the taxpayer has filed a protest with the [tax commissioner].

Section 64. Protest by Taxpayer. Within 90 days (150 days if the taxpayer is outside the United States) after the mailing of a deficiency notice, the taxpayer may file with the [tax commissioner] a written protest against the proposed assessment in which he shall set forth the grounds on which the protest is based. If a protest is filed, the [tax commissioner] shall reconsider the assessment of the deficiency and, if the taxpayer has so requested, shall grant the taxpayer or his authorized representatives an oral hearing.

Section 65. Notice of Determination After Protest. Notice of the [tax commissioner's] determination shall be mailed to the taxpayer by certified or registered mail and such notice shall set forth briefly the [tax commissioner's] findings of fact and the basis of decision in each case decided in whole or in part adversely to the taxpayer.
Section 66. Action of [Tax Commissioner] Final. The action of the [tax commissioner] on the taxpayer's protest is final upon the expiration of 90 days from the date when he mails notice of his action to the taxpayer unless within this period the taxpayer seeks judicial review of the [tax commissioner's] determination.

Section 67. Burden of Proof in Proceedings Before the [Tax Commissioner]. In any proceeding before the [tax commissioner] under this act the burden of proof shall be on the taxpayer except for the following issues, as to which the burden of proof shall be on the [tax commissioner]:

(1) whether the taxpayer has been guilty of fraud with attempt to evade tax,

(2) whether the petitioner is liable as the transferee of property of a taxpayer (but not to show that the taxpayer was liable for the tax).

(3) whether the taxpayer is liable for any increase in a deficiency where such increase is asserted initially after the notice of deficiency was mailed and a protest under section 64 filed, unless such increase in deficiency is the result of a change or correction of federal taxable income required to be reported under section 61, and of which change or correction the [tax commissioner] had no notice at the time he mailed the notice of deficiency.

Section 68. Evidence of Related Federal Determination. Evidence of a federal determination relating to issues raised in a proceeding under section 64 shall be admissible, under rules established by the [tax commissioner].

Section 69. Mathematical Error. In the event that the amount of tax is understated on the taxpayer's return due to a mathematical error, the [tax commissioner] shall notify the taxpayer that an amount of tax in excess of that shown on the return is due and has been assessed. Such a notice of additional tax due shall not be considered a notice of a deficiency assessment nor shall the taxpayer have any right of protest of appeal as in the case of a deficiency assessment
based on such notice, and the assessment and collection of the
amount of tax erroneously omitted in the return is not pro-
hibited by any provision of this act.

Section 70. Waiver of Restriction. The taxpayer at any
time, whether or not a notice of deficiency has been issued,
shall have the right to waive the restrictions on assessment
and collection of the whole or any part of the deficiency by
a signed notice in writing filed with the [tax commissioner].

Section 71. Assessment of Tax. (a) Date of Assessment.
The amount of tax which is shown to be due on the return
(including revisions for mathematical errors) shall be deemed
to be assessed on the date of filing of the return including
any amended returns showing an increase of tax. In the case
of a return properly filed without the computation of the tax,
the tax computed by the [tax commissioner] shall be deemed to be
assessed on the date when payment is due. If a notice of
deficiency has been mailed, the amount of the deficiency shall
be deemed to be assessed on the date provided in section 63 if
no protest is filed; or, if a protest is filed then upon the
date when the determination of the [tax commissioner] becomes
final. If an amended return or report filed pursuant to sec-
tion 61 concedes the accuracy of a federal change or correction,
yany deficiency in tax under this act resulting therefrom shall
be deemed to be assessed on the date of filing such report or
amended return and such assessment shall be timely notwith-
standing any other provisions of this act. Any amount paid
as a tax or in respect of a tax, other than amounts withheld
at the source or paid as estimated income tax, shall be deemed
to be assessed upon the date of receipt of payment, notwith-
standing any other provision of this act.

(b) Other Assessment Powers. If the mode or time for the
assessment of any tax under this act, including interest, ad-
ditions to tax and penalties is not otherwise provided for, the
[tax commissioner] may establish the same by regulation.

(c) Supplemental Assessment. The [tax commissioner] may, at
any time within the period prescribed for assessment, make a
supplemental assessment, subject to the provisions of section 62 where applicable, whenever it is found that any assessment is imperfect or incomplete in any material aspect.

(d) Cross Reference. For assessment in case of jeopardy, see section 103.

Section 72. Limitations on Assessment. (a) General.
Except as otherwise provided in this act, a notice of a proposed deficiency assessment shall be mailed to the taxpayer within three years after the return was filed. No deficiency shall be assessed or collected with respect to the year for which the return was filed unless the notice is mailed within the three year period or the period otherwise fixed.

(b) Omission of More Than 25 Percent of Income. If the taxpayer omits from gross income an amount properly includible therein which is in excess of 25 percent of the amount of gross income stated in the return, a notice of a proposed deficiency assessment may be mailed to the taxpayer within six years after the return was filed. For purposes of this subsection, there shall not be taken into account any amount which is omitted in the return if such amount is disclosed in the return, or in a statement attached to the return, in a manner adequate to apprise the [tax commissioner] of the nature and amount of such item.

(c) No Return Filed or Fraudulent Return. If no return is filed or a false and fraudulent return is filed with intent to evade the tax imposed by this act, a notice of deficiency may be mailed to the taxpayer at any time.

(d) Failure to Report Federal Change. If a taxpayer fails to comply with the requirement of section 61 by not reporting a change or correction increasing his federal taxable income, or in not reporting a change or correction which is treated in the same manner as if it were a deficiency for federal income tax purposes, or in not filing an amended return, a notice of deficiency may be mailed to the taxpayer at any time.

(e) Report of Federal Change or Correction. If the taxpayer shall pursuant to section 61 report a change or correction or
file an amended return increasing his federal taxable income or
report a change or correction which is treated in the same
manner as if it were a deficiency for federal income tax pur-
poses, the assessment (if not deemed to have been made upon the
filing of the report or amended return) may be made at any time
within two years after such report or amended return was filed.

(f) Extension by Agreement. Where, before the expiration
of the time prescribed in this section for the assessment of a
deficiency, both the [tax commissioner] and the taxpayer shall
have consented in writing to its assessment after such time, the
deficiency may be assessed at any time prior to the expiration of
period agreed upon. The period so agreed may be extended by
subsequent agreement in writing made before the expiration of
the period previously agreed upon.

(g) Time Return Deemed Filed. For purposes of this section
an income tax return filed before the last day prescribed by law
or by regulation promulgated pursuant to law for the filing there-
of, shall be deemed to be filed on such last day. If a return
or withholding tax for any period ending with or within a calendar
year is filed before April 15 of the succeeding calendar year,
such return shall be deemed to be filed on April 15 of such suc-
ceeding calendar year.

Section 73. Recovery of Erroneous Refund. An erroneous re-
fund shall be considered an underpayment of tax on the date made,
and an assessment of a deficiency arising out of an erroneous re-
fund may be made at any time within two years from the making of
the refund, except that the assessment may be made within five
years from the making of the refund if it appears that any part
of the refund was induced by fraud or the misrepresentation of
of a material fact.

Section 74. Interest on Underpayments. (a) General. If
any amount of tax imposed by this act, including tax withheld
by an employer, is not paid on or before the last date pre-
scribed for payment, interest on such amount at the rate of
6 percent per annum shall be paid for the period from such last
date to date paid. No interest shall be imposed if the
amount due is less than one dollar nor shall this section apply
to any failure to pay estimated income tax under section 54.
(b) **Last Date Prescribed for Payment.** For purposes of this
section, the last date prescribed for the payment of tax shall
be determined without regard to any extension of time.
(c) **Suspension of Waiver of Restrictions.** If the taxpayer
has filed a waiver of restrictions on the assessment of a
deficiency and if notice and demand by the [tax commissioner]
for payment of such deficiency is not made within 30 days after
the filing of such waiver, interest shall not be imposed on such
deficiency for the period beginning immediately after such 30th
day and ending with the date of notice and demand.
(d) **Interest Treated as Tax.** Interest prescribed under this
section on any tax including tax withheld by an employer shall
be paid on notice and demand and shall be assessed, collected
and paid in the same manner as taxes. Any reference in this
act to the tax imposed by this act shall be deemed also to refer
to interest imposed by this section on such tax.
(e) **Interest on Penalties, or Additions to Tax.** Interest
shall be imposed under this section in respect to any penalty,
or addition to tax only if such penalty or addition to tax is
not paid within 10 days of the notice and demand therefor, and
in such case interest shall be imposed only for the period from
the date of the notice and demand to the date of payment.
(f) **Payments Made Within 10 Days After Notice and Demand.**
If notice and demand is made for the payment of any amount due
under this act and if such amount is paid within 10 days
after the date of such notice and demand, interest under this
section on the amount so paid shall not be imposed for the
period after the date of such notice and demand.
(g) **Satisfaction by Credits.** If any portion of a tax is
satisfied by credit of an overpayment, then no interest shall
be imposed under this section on the portion of the tax so
satisfied for any period during which if the credit had not
been made, interest would have been allowable with respect to such overpayment.

(h) **Interest on Erroneous Refund.** Any portion of the tax imposed by this act or any interest, penalty, or addition to tax which has been erroneously refunded and which is recoverable by the [tax commissioner] shall bear interest at the rate of 6 percent per annum from the date of payment of the refund.

(i) **Limitation on Assessment and Collection.** Interest prescribed under this section may be assessed and collected at any time during the period within which the tax, penalty, or addition to tax to which such interest relates may be assessed and collected respectively.

**Part II - Additions to Tax and Penalties**

Section 75. **Failure to File Tax Returns.** (a) **Failure to File Tax Return.** In case of failure to file any return required under this act on the date prescribed therefor (determined with regard to any extension of time for filing), unless it is shown that such failure is due to reasonable cause and not due to willful neglect, there shall be added to the amount required to be shown as tax on such return 5 percent of the amount of such tax if the failure is not for more than one month, with an additional 5 percent for each additional month or fraction thereof during which such failure continues, not exceeding 25 percent in the aggregate. For purposes of this section, the amount of tax required to be shown on the return shall be reduced by the amount of any part of the tax which is paid on or before the date prescribed for payment of the tax and by the amount of any credit against the tax which may be claimed upon the return.

(b) **Failure to File Certain Information Returns.** In case of each failure to file a statement of payment to another person required under the authority of this act including the duplicate statement of tax withheld on wages on the date
prescribed therefor (determined with regard to any extension
of time for filing), unless it is shown that such failure is
due to a reasonable cause and not to willful neglect, there
shall be paid upon notice and demand by the [tax commissioner]
and in the same manner as by the person so failing to file the
statement, a penalty of $2.00 for each statement not so filed,
but the total amount imposed on the delinquent person for all
such failures during any calendar year shall not exceed $2,000.

Section 76. Failure to Pay Tax. (a) Deficiency Due to
Negligence. If any part of a deficiency is due to negligence
or intentional disregard of rules and regulations (but without
intent to defraud) there shall be added to the tax an amount
equal to 5 percent of the deficiency.

(b) Fraud. If any part of a deficiency is due to fraud,
there shall be added to the tax an amount equal to 50 percent
of the deficiency. This amount shall be in lieu of any amount
determined under subsection (a).

(c) Failure by Individual to File Declaration or Under-
payment of Estimated Tax. If any taxpayer fails to file a
declaration of estimated tax or fails to pay all or any part
of an installment of any tax, he shall be deemed to have made
an underpayment of estimated tax. The [tax commissioner] may
prescribe by regulation the method for determining the amount
of the underpayment and the period of the underpayment.

(d) Nonwillful Failure to Pay Withholding Tax. If any
employer, without intent to evade or defeat any tax imposed by
this act or the payment thereof, shall fail to make a return
and pay a tax withheld by him at the time required by or under
the provisions of this act, such employer shall be liable for
such taxes and shall pay the same together with interest thereon
and the addition to tax provided in subsection (a), and such
interest and addition to tax shall not be charged to or collected
from the employee by the employer. The [tax commissioner] shall
have the same rights and powers for the collection of such tax,
interest, and addition to tax against such employer as are now
prescribed by this act for the collection of tax against an
individual taxpayer.

(e) Willful Failure to Collect and Pay Over Tax. Any
person required to collect, truthfully account for, and pay over
the tax imposed by this act who willfully fails to collect such
tax or truthfully account for and pay over such tax or willfully
attempts in any manner to evade or defeat the tax or the payment
thereof, shall, in addition to other penalties provided by law
be liable to a penalty equal to the total amount of the tax
evaded, or not collected, or not accounted for and paid over.
No addition to tax under subsections (a) or (b) of this section
shall be imposed for any offense to which this subsection applies.

(f) Additional Penalty. Any person who with fraudulent intent
shall fail to pay, or to deduct or withhold and pay, any tax, or
to make, render, sign, or certify any return or declaration of
estimated tax, or to supply any information within the time
required by or under this act, shall be liable to a penalty
of not more than $1,000, in addition to any other amounts re-
quired under this act, to be imposed, assessed and collected by
the [tax commissioner].

(g) Additions Treated as Tax. The additions to tax and
penalties provided by this act shall be paid upon notice and
demand and shall be assessed, collected, and paid in the same
manner as taxes and any reference in this act to income tax or
the tax imposed by this act shall be deemed also to refer to
additions to the tax, and penalties provided by this section.
For purposes of the deficiency procedures provided in section
62, of this subsection shall not apply to:

(1) any addition to tax under subsection (a) of
section 75 except as to that portion attributable to a de-

cficiency;

(2) any addition to tax for failure to file a decla-
ration or underpayment of estimated tax as provided in sub-
section (c) of this section;

(3) any additional penalty under subsection (f) of this
section.
(h) **Determination of Deficiency.** For purposes of subsections (a) and (b) related to deficiencies due to negligence or fraud, the amount shown as the tax by the taxpayer upon his return shall be taken into account in determining the amount of the deficiency only if such return was filed on or before the last day prescribed for the filing of such return, determined with regard to any extension of time for such filing.

(i) **Person Defined.** For purposes of subsections (e) and (f) the term person includes an individual, corporation or partnership, or an officer or employee of any corporation (including a dissolved corporation), or a member or employee of any partnership, who as such officer, employee or member is under a duty to perform the act in respect of which the violation occurs.

**Section 77. False Information with Respect to Withholding Allowance.** In addition to any other penalty provided by law, if any individual in claiming a withholding allowance states (1) as the amount of the wages shown on his return for any taxable year an amount less than such wages actually shown, or (2) as the amount of the itemized deductions referred to in section 9 shown on the return for any taxable year an amount greater than such deductions actually shown, he will pay a penalty of $50 for such statement, unless:

(1) such statement did not result in a decrease in the amounts deducted and withheld, or

(2) the taxes imposed with respect to the individual under this act for the succeeding taxable year do not exceed the sum of: (i) the credits against such taxes, and (ii) the payments of estimated tax which are considered payments on account of such taxes.

Section 62 relating to deficiency procedure shall not apply in respect to the assessment or collection of any penalty imposed by this section.

**Part III - Credits and Refunds**

**Section 78. Authority to Make Credits or Refunds.** (a) **General Rule.** The [tax commissioner] within the applicable period of
limitations may credit an overpayment of income tax and interest
on such overpayment against any liability in respect of any tax
imposed by the tax laws of this state on the person who made the
overpayment, and the balance shall be refunded by the treasurer
out of the proceeds of the tax retained by him for such general
purposes.

(b) Excessive Withholding. If the amount allowable as a
credit for tax withheld from the taxpayer exceeds his tax to
which the credit relates, the excess shall be considered an
overpayment.

(c) Overpayment by Employer. If there has been an over-
payment of tax required to be deducted and withheld under sec-
ction 19, refund shall be made to the employer only to the extent
that the amount of the overpayment was not deducted and withheld
by the employer.

(d) Credits Against Estimated Tax. The [tax commissioner]
may prescribe regulations providing for the crediting against
the estimated income tax for any taxable year of the amount
determined to be an overpayment of the income tax for a pre-
ceding taxable year.

(e) Assessment and Collection After Limitation Period. If
any amount of income tax is assessed or collected after the ex-
piration of the period of limitations properly applicable thereto,
such amount shall be considered an overpayment.

Section 79. Abatements. (a) General Rule. The [tax com-
missioner] is authorized to abate the unpaid portion of the
assessment of any tax or any liability in respect thereof, which
(1) is excessive in amount, or (2) is assessed after the ex-
piration of the period of limitations properly applicable thereto,
or (3) is erroneously or illegally assessed.

(b) No Claim by Taxpayer. No claim for abatement shall be
filed by a taxpayer in respect of an assessment of any tax
imposed under this act.

(c) Small Tax Balances. The [tax commissioner] is authorized
to abate the unpaid portion of the assessment of any tax, or any
liability in respect thereof, if he determines under uniform
rules prescribed by him that the administration and collection
costs involved would not warrant collection of the amount due.

Section 80. Limitations on Credit or Refund. (a) General.
A claim for credit or refund of an overpayment of any tax imposed
by this act shall be filed by the taxpayer within three years
from the time the return was filed or two years from the time
the tax was paid whichever of such periods expires the later;
or if no return was filed by the taxpayer, within two years
from the time the tax was paid. No credit or refund shall be
allowed or made after the expiration of the period of limitation
prescribed in this subsection for the filing of a claim for
credit or refund, unless a claim for credit or refund is filed
by the taxpayer within such period.

(b) Limit on Amount of Claim or Refund. If the claim is
filed by the taxpayer during the three-year period prescribed in
subsection (a), the amount of the credit or refund shall not
exceed the portion of the tax paid within the three years
immediately preceding the filing of the claim plus the period
of any extension of time for filing the return. If the claim
is not filed within such three-year period, but is filed within
the two-year period, the amount of the credit or refund shall
not exceed the portion of the tax paid during the two years
immediately preceding the filing of the claim. If no claim is
filed, the credit or refund shall not exceed the amount which
would be allowable under either of the preceding sentences, as
the case may be, if a claim was filed on the date the credit or
refund is allowed.

(c) Extension of Time by Agreement. If an agreement for
an extension of the period for assessment of income taxes is
made within the period prescribed in subsection (a) for the
filing of a claim for credit or refund, the period for filing
claim for credit or for making credit or refund if no claim is
filed, shall not expire prior to six months after the expiration
of the period within which an assessment may be made pursuant
to the agreement or any extension thereof. The amount of such
credit or refund shall not exceed the portion of the tax paid
after the execution of the agreement and before the filing of
the claim or the making of the credit or refund, as the case
may be, plus the portion of the tax paid within the period which
would be applicable under subsection (a) if a claim had been
filed on the date the agreement was executed.

(d) Notice of Change or Correction of Federal Income. If
a taxpayer is required by section 61 to report a change or
correction in federal taxable income reported on his federal
income tax return, or to report a change or correction which
is treated in the same manner as if it were an overpayment for
federal income tax purposes, or to file an amended return with
the [tax commissioner], claim for credit or refund of any
resulting overpayment of tax shall be filed by the taxpayer
within two years from the time the notice of such change or
correction or such amended return was required to be filed with
the [tax commissioner]. If the report or amended return re-
quired by section 61 is not filed within the 90-day period
therein specified, interest on any resulting refund or credit
shall cease to accrue after such 90th day. The amount of such
credit or refund shall not exceed the amount of the reduction
in tax attributable to such federal change, correction, or items
amended on the taxpayer's amended federal income tax return.
This subsection shall not affect the time within which or the
amount for which a claim for credit or refund may be filed apart
from this subsection.

(e) Special Rules. The following rules shall apply:

(1) If the claim for credit or refund relates to an
overpayment of tax on account of the deductibility by the tax-
payer of a debt as a debt which became worthless or a loss from
worthlessness of a security or the effect that the deductibility
of a debt or of a loss has on the application to the taxpayer of
a carry-over, the claim may be made, under regulations prescribed
by the [tax commissioner] within seven years from the date
prescribed by law for filing the return for the year with
respect to which the claim is made.

(2) If the claim for credit or refund relates to an
overpayment attributable to a net operating loss carry-back,
the claim may be made, under regulations prescribed by the
[tax commissioner] within the period which ends with the
expiration of the 15th day of the 40th month following the
end of the taxable year of the net operating loss which resulted
in such carry-back or the period prescribed in subsection (c)
in respect of such taxable year, whichever expires later.

Section 81. Interest on Overpayment. (a) General. Under
regulations prescribed by the [tax commissioner] interest shall
be allowed and paid at the rate of 6 percent per annum upon any
overpayment in respect of the tax imposed by this act. No
interest shall be allowed or paid if the amount thereof is less
than $1.00.

(b) Date of Return or Payment. For purposes of this section:

(1) Any return filed before the last day prescribed
for the filing thereof shall be considered as filed on such last
day determined without regard to any extension of time granted
the taxpayer;

(2) Any tax paid by the taxpayer before the last day
prescribed for its payment, any income tax withheld from the
taxpayer during any calendar year and any amount paid by the
taxpayer as estimated income tax for a taxable year shall be
deemed to have been paid by him on the fifteenth day of the
fourth month following the close of his taxable year to which
such amount constitutes a credit or payment.

(c) Return and Payment of Withholding Tax. For purposes
of this section with respect to any withholding tax;

(1) If a return for any period ending with or within
a calendar year is filed before April 15 of the succeeding
calendar year, such return shall be considered filed on April 15
of such succeeding calendar year; and

(2) If a tax with respect to remuneration paid during
any period ending with or within a calendar year is paid before
April 15 of the succeeding calendar year, such tax shall be considered paid on April 15 of such succeeding calendar year.

(d) **Refund Within Three Months.** If any overpayment of tax imposed by this act is refunded within three months after the last date prescribed (or permitted by extension of time) for filing the return of such tax or within three months after the return was filed, whichever is later, no interest shall be allowed under this section on overpayment.

Section 82. **Refund Claim.** Every claim for refund shall be filed with the [tax commissioner] in writing and shall state the specific grounds upon which it is founded. The [tax commissioner] may grant the taxpayer or his authorized representatives an opportunity for an oral hearing if the taxpayer so requests.

Section 83. **Notice of Denial.** If the [tax commissioner] disallows a claim for refund, he shall notify the taxpayer accordingly. The action of the [tax commissioner] denying a claim for refund is final upon the expiration of 90 days from the date when he mails notice of his action to the taxpayer unless within this period the taxpayer seeks judicial review of the [tax commissioner's] determination.

Section 84. **Refund Claim Deemed Disallowed.** If the [tax commissioner] fails to mail a notice of action on any refund claim within six months after the claim is filed, the taxpayer may, prior to notice of action on the refund claim, consider the claim disallowed.

**Part IV - Judicial Review - Suits for Refunds**

Section 85. **Review of Determination of [Tax Commissioner].** A determination by the [tax commissioner] on a taxpayer's protest against the proposed assessment of a deficiency shall be subject to judicial review at the instance of any taxpayer affected thereby [either in the manner provided by law for the review of final decisions or determinations of administrative agencies]
of this state or by a de novo review in a court of appropriate
jurisdiction].

Section 86. Judicial Review Exclusive Remedy in Deficiency
Proceedings. The review of a determination of the [tax com-
missioner] provided by section 85 shall be the exclusive remedy
available to any taxpayer for the judicial review of the action
of the [tax commissioner] in respect to the assessment of a
proposed deficiency. No injunction or other legal or equitable
process shall issue in any suit, action or proceeding in any
court against this state or against any office of this state to
prevent or enjoin the assessment or collection of any tax imposed
under this act.

Section 87. Assessment Pending Review - Review Bond. The
[tax commissioner] may assess a deficiency after the expiration
of the period specified in section 66 notwithstanding that an
application for judicial review in respect of such deficiency has
been made by the taxpayer, unless the taxpayer at or before the
time his application for review is made, has paid the deficiency,
or has deposited with the [tax commissioner] the amount of the
deficiency or has filed with the [tax commissioner] a bond, in
the amount of the deficiency being contested including interest
and other amounts as well as all costs and charges which may
accrue against him in the prosecution of the proceeding and
issued by a person authorized under the laws of this state to
act as surety, conditioned upon the payment of the deficiency
including interest and other amounts as finally determined and
such costs and charges.

Section 88. Proceedings After Review. (a) Credit, Refund or
Abatement. If the amount of a deficiency determined by the
[tax commissioner] is disallowed in whole or in part by the court
of review, the amount so disallowed shall be credited or re-
flushed to the taxpayer without the making of a claim therefor, or,
if payment has not been made, shall be abated.

2. These provisions will have to be drafted to be consistent
with judicial remedies available in comparable proceedings.
(b) **Deficiency Disallowed - Costs.** If the deficiency determined by the [tax commissioner] is disallowed, the taxpayer shall have his costs. If the deficiency is disallowed in part, the court in its discretion may award the taxpayer a proportion of his costs.

(c) **Assessment Final.** An assessment of a proposed deficiency by the [tax commissioner] shall become final upon the expiration of the period specified in section 63 for filing a written protest against the proposed assessment if no such protest has been filed within the time provided; or if the protest provided in section 64 has been filed, upon the expiration of time provided for filing an application for judicial review, or upon the final judgment of the reviewing court or upon the rendering by the [tax commissioner] of a decision pursuant to the mandate of the reviewing court. Notwithstanding the foregoing, for the purpose of making an application for the review of a determination of the [tax commissioner], the determination shall be deemed final on the date the notice of decision is sent by certified mail or registered mail to the taxpayer as provided in section 65.

**Section 89. Suit for Refund.** Except in cases involving the proposed assessment of a deficiency, any taxpayer who claims that the tax he has paid under this act is void in whole or in part, may bring an action, upon the grounds set forth in his claim for refund, against the [tax commissioner] for the recovery or the whole or any part of the amount paid. Such suit against the [tax commissioner] may be instituted in the [district, county, circuit court of appropriate jurisdiction where the taxpayer resides or in the capital city]. [If necessary, insert appropriate provision for defense of action either by the attorney general or counsel for the tax commissioner.]

**Section 90. No Suit Prior to Filing Claim.** No suit shall be maintained for the recovery of any tax imposed by this act alleged to have been erroneously paid until a claim for refund has been filed with the [tax commissioner] as provided in.
section 82 and the [tax commissioner] has denied the refund
or has filed to mail a notice of action on the claim within
six months after the claim was filed.

Section 91. Limitation on Suit for Refund. The action
authorized in section 90 shall be filed within three years from
the last date prescribed for filing the return or within one year
from the date the tax was paid, or within 90 days after the
denial of a claim for refund by the [tax commissioner] or within
90 days after the refund claim has been deemed to be disallowed
because of the failure of the [tax commissioner] to mail a
notice of action within six months after the claim was filed
whichever period expires the later.

Section 92. Judgement for Taxpayer. In any action for a
refund, the court may render judgment for the taxpayer for any
part of the tax, interest penalties or other amounts found to
be erroneously paid, together with interest on the amount of
the overpayment. The amount of any judgment against the [tax
commissioner] shall first be credited against any taxes, interest,
penalties or other amounts due from the taxpayer under the tax
laws of this state and the remainder refunded by the [state
treasurer].

Part V - Miscellaneous Enforcement Provisions

Section 93. Timely Mailing. If any claim, statement, notice,
petition, or other document including, to the extent authorized
by the [tax commissioner] a return or declaration of estimated
tax, required to be filed within a prescribed period or on or
before a prescribed date under the authority of any provision
of this act is, after such period of such date, delivered by
United States mail to the [tax commissioner], or the officer or
person therein with which or with whom such document is required
to be filed, the date of the United States postmark stamped on
the envelope shall be deemed to be the date of delivery. This
section shall apply only if the postmark date falls within the
prescribed period or on or before the prescribed date for the
filing of such document, determined with regard to any ex-
tension granted for such filing, and only if such document
was deposited in the mail, postage prepaid, properly addressed
to the [tax commissioner], office, officer or person therein
with which or with whom the document is required to be filed.
If any document is sent by United States registered mail, such
registration shall be prima facie evidence that such document
was delivered to the [tax commissioner], or the office, officer
or person to which or to whom it is addressed. To the extent that
the [tax commissioner] shall prescribe by regulation, certified
mail may be used in lieu of registered mail under this section.
This section shall apply in the case of postmarks not made by
the United States Post Office only if and to the extent provided
by regulations of the [tax commissioner]. When the last day
prescribed under the authority of this act, including any ex-
tension of time, for performing any act falls on Saturday,
Sunday, or a legal holiday in this state, the performance of
such act shall be considered timely if it is performed on the
next succeeding day which is not a Saturday, Sunday or a legal
holiday.

Section 94. Collection Procedures. (a) General. The tax
imposed by this act shall be collected by the [tax commissioner],
and he may establish the mode or time for the collection of any
amount due under this act if not otherwise specified. The [tax
commissioner] shall, on request, give a receipt for any amount
collected under this act. The [tax commissioner] may authorize
incorporated banks or trust companies which are depositaries or
fiscal agents of this state to receive and give a receipt for
any tax imposed under this act, in such manner, at such times,
and under such conditions as he may prescribe; and the [tax
commissioner] shall prescribe the manner, times and conditions
under which the receipt of tax by such banks and trust companies
is to be treated as payment of tax to the [tax commissioner].
(b) Notice and Demand. The [tax commissioner] shall as soon
as practicable give notice to each person liable for any amount
of tax, addition to tax, additional amount, penalty or interest, which has been assessed but remains unpaid, stating the amount and demanding within 10 days of the date of the notice and demand payment thereof. Such notice shall be left at the dwelling place or usual place of business of such person or shall be sent by mail to such person's last known address. Except where the [tax commissioner] determines that collection would be jeopardized by delay, if any tax is assessed prior to the last date, including any date fixed by extension, prescribed for payment of such tax, payment of such tax shall not be demanded until after such date.

(c) Cross-Reference: For requirements of payment without assessment, notice or demand of amount shown to be due on return, see section 51.

Section 95. Issuance of Warrant. If any person liable to pay any tax, addition to tax, penalty, or interest imposed under this act neglects or refuses to pay the same within ten days after notice and demand, the [tax commissioner] may issue a warrant directed to the [sheriff] of any county of this state or to his own representative commanding him to levy upon and sell such person's real and personal property for the payment of the amount assessed, with the cost of executing the warrant, and to return such warrant to the [tax commissioner] and to pay him the money collected by virtue thereof within 60 days after receipt of the warrant. If the [tax commissioner] finds that collection of the tax is in jeopardy, notice and demand for immediate payment of such tax may be made by the [tax commissioner] and upon failure or refusal to pay such tax the [tax commissioner] may issue a warrant without regard to the ten-day waiting period provided in this section.

Section 96. Lien of Tax. If any tax imposed by this act is not paid when due, the [tax commissioner] may file in the office of any [county recorder] a certificate specifying the amount of the tax, addition to tax, penalty and interest due, the name and last known address of the taxpayer liable for the
amount and the fact that the [tax commissioner] has complied
with all the provisions of this act in the assessment of the
tax. From the time of the filing, the amount set forth in the
certificate constitutes a lien upon all property of the tax-
payer in the county then owned by him or thereafter acquired
by him in the period before the expiration of the lien. The
lien provided herein has the same force, effect and priority
as a judgment lien and continues for ten years from the date
of recording unless sooner released or otherwise discharged.

Section 97. Extension; Release of Lien. Within ten years
from the date of the recording or within ten years from the
date of the last extension of the lien in the manner provided
herein, the lien may be extended by recording in the office
of the [county recorder] of any county, a new certificate. The
[tax commissioner] may, at any time, release all or any portion
of the property subject to any lien provided for in this act or
subordinate the lien to other liens if he determines that the
taxes are sufficiently secured by a lien on other property of
the taxpayer or that the release or subordination of the lien
will not endanger or jeopardize the collection of the taxes.

Section 98. Taxpayer Not a Resident. When notice and
demand for the payment of a tax is given to a nonresident and
it appears to the [tax commissioner] that it is not practicable
to locate property of the taxpayer sufficient in amount to
cover the amount of tax due, he shall send a copy of the
certificate provided for in section 96 to the taxpayer at his
last known address together with a notice that such certificate
has been filed with the [county recorder]. Thereafter, the
[tax commissioner] may authorize the institution of any action
or proceeding to collect or enforce such claim in any place
and by any procedure that a civil judgment of a court of record
of this state could be collected or enforced. The [tax com-
mmissioner] may also in his discretion, designate agents or
retain counsel outside this state for the purpose of collecting
outside this state any taxes due under this act from taxpayers
who are not residents of this state; and he may fix the com-
ensation of such agents and counsel to be paid out of money
appropriated or otherwise lawfully available for payment there-
of and he may require of them bonds or other security for the
faithful performance of their duties. The [tax commissioner]
is authorized to enter into agreements with the tax departments
of other states and the District of Columbia for the collection
of taxes from persons found in this state who are delinquent
in the payment of income taxes imposed by those states or the
District of Columbia on condition that the agreeing states and
the District of Columbia afford similar assistance in the
collection of taxes from persons found in those jurisdictions
who are delinquent in the payment of taxes imposed under this
act.

Section 99. Action for Recovery of Taxes. The [tax com-
missioner] within six years after the assessment of any tax may
bring an action in any court of competent jurisdiction within
or without this state in the name of the people of this state
to recover the amount of any taxes, additions to tax, penalties
and interest due and unpaid under this act. In such action, the
certificate of the [tax commissioner] showing the amount of the
delinquency shall be prima facie evidence of the levy of the tax,
of the delinquency, and of the compliance by the [tax commissioner]
with all the provisions of this act in relation to the assessment
of the tax.

Section 100. Income Tax Claims of Other States. The courts
of this state shall recognize and enforce liabilities for
personal income taxes lawfully imposed by any other state which
extends a like comity to this state, and the duly authorized
officer of any such state may sue for the collection of such a
tax in the courts of this state. A certificate by the secre-
tary of state of such other state that an officer suing for the
collection of such a tax is duly authorized to collect the tax
shall be conclusive proof of such authority. For the purposes
of this section, the word "taxes" shall include additions to tax
(interest and penalties, and liability for such taxes, additions
to tax), interest and penalties shall be recognized and enforced
by the courts of this state to the same extent that the laws of
such other state permit the enforcement in its courts of liability
for such taxes, additions to tax, interest and penalties due this
state under this act.

Section 101. Order to Compel Compliance. (a) Failure to
File Tax Return. If any person willfully refuses to file an
income tax return required by this act, the [tax commissioner]
may apply to a judge of the [court of appropriate jurisdiction]
for the county in which the taxpayer (or other person required
to file an income tax return) resides, for an order directing
such person to file the required return. If a person fails
or refuses to obey such order, he shall be guilty of contempt
of court.

(b) Failure to Furnish Records or Testimony. If any person
willfully refuses to make available any books, papers, records
or memoranda for examination by the [tax commissioner] or his
representative or willfully refuses to attend and testify,
pursuant to the powers conferred on the [tax commissioner] by
section 110(c) of this act, the [tax commissioner] may apply to
a judge in the [court of appropriate jurisdiction] for the
county where such person resides, for an order directing that
person to comply with the [tax commissioner's] request for
books, papers, records or memoranda or for his attendance and
testimony. If the books, papers, records or memoranda re-
quired by the [tax commissioner] are in the custody of a
 corporation, the order of the court may be directed to any
principal officer of such corporation. If a person fails
or refuses to obey such order, he shall be guilty of contempt
of court.

Section 102. Transferees. (a) General. The liability, at
law or in equity, of a transferee of property of a taxpayer
for any tax, addition to tax, penalty or interest due the [tax
commissioner] under this act, shall be assessed, paid and
collected in the same manner and subject to the same provisions
and limitations as in the case of the tax to which the liability relates except as hereinafter provided in this section. The term transferee includes donee, heir, legatee, devisee, and distributee.

(b) **Period of Limitation.** In the case of the liability of an initial transferee, the period of limitation for assessment of any liability is within one year after the expiration of period of limitation against the transferor; in the case of the liability of a transferee of a transferee, within one year after the expiration of the period of limitation against the preceding transferee, but not more than three years after the expiration of the period of limitation for assessment against the original transferor; except that if before the expiration of the period of limitation for the assessment of the liability of the transferee, a proceeding for the collection of the liability has been begun against the initial transferor or the last preceding transferee, respectively, then the period of limitation for assessment of the liability of the transferee shall expire one year after the proceeding is terminated.

(c) **Extension by Agreement.** If before the expiration of the time provided in this section for the assessment of the liability the [tax commissioner] and the transferee have both consented in writing to its assessment after such time, the liability may be assessed at any time prior to the expiration of the period agreed upon or an extension thereof. For the purpose of determining the period of limitation on credit or refund to the transferee of overpayments of tax made by such transferee of overpayments of tax made by the transferor of which the transferee is legally entitled to credit or refund, such agreement and any extension thereof shall be deemed an agreement or extension referred to in subsection (c) of section 80. If the agreement is executed after the expiration of the period of limitation for assessment against the taxpayer with reference to whom the liability of such transferee arises, then in applying the limitations under subsection (b) of section 80 on the amount of the credit or refund, the periods specified in subsection (a) of section 80 shall be increased by the period from the date of such expiration to
the date of the agreement.

(d) **Transferor Deceased.** If any person is deceased, the period of limitation for assessment against such person shall be the period that would be in effect had death not occurred.

**Section 103. Jeopardy Assessments.** (a) **Filing and Notice.** If the [tax commissioner] finds that the assessment or the collection of a tax or a deficiency for any year, current or past, will be jeopardized in whole or in part by delay, he may mail or issue notice of his finding to the taxpayer, together with a demand for immediate payment of the tax or the deficiency declared to be in jeopardy, including additions to tax, interest and penalties.

(b) **Termination of Taxable Year.** In the case of a tax for a current period, the [tax commissioner] shall declare the taxable period of the taxpayer immediately terminated and his notice and demand for a return and immediate payment of the tax shall relate to the period declared terminated, including therein income accrued and deductions incurred up to the date of termination if not otherwise properly includible or deductible in respect of the period.

(c) **Collection.** A jeopardy assessment is immediately due and payable, and proceedings for collection may be commenced at once. The taxpayer, however, may stay collection and prevent the jeopardy assessment from becoming final by filing, within ten days after the date of mailing or issuing the notice of jeopardy assessment, a request for reassessment, accompanied by a bond or other security in the amount of the assessment including additions to tax, penalties, and interest as to which the stay of collection is sought. If a request for reassessment, accompanied by a bond or other security on the appropriate amount, is not filed within the ten-day period, the assessment becomes final.

(d) **Proceeding on Reassessment.** If a request for reassessment accompanied by a bond or other security, is filed within the ten-day period, the [tax commissioner] shall reconsider the assessment and, if the taxpayer has so requested
in his petition, the [tax commissioner] shall grant him or his authorized representatives an oral hearing. The [tax commissioner's] action on the request for reassessment becomes final upon the expiration of thirty days from the date when he mails notice of his action to the taxpayer, unless within that thirty-day period, the taxpayer files an application to seek judicial review of the [tax commissioner's] determination.

(e) **Presumptive Evidence of Jeopardy.** In any proceeding brought to enforce payment of taxes made due and payable by this section, the finding of the [tax commissioner] under subsection (a) of this section is for all purposes presumptive evidence that the assessment or collection of the tax or deficiency was in jeopardy.

(f) **Abatement if Jeopardy Does Not Exist.** The [tax commissioner] may abate the jeopardy assessment if he finds that jeopardy does not exist.

**Section 104. Bankruptcy or Receivership.** (a) **Immediate Assessment.** Upon the adjudication of bankruptcy of any taxpayer in any bankruptcy proceeding or the appointment of a receiver for any taxpayer in any receivership proceeding before any court of the United States or any state or territory or of the District of Columbia, any deficiency (together with additions to tax and interest provided by law) determined by the [tax commissioner] may be immediately assessed.

(b) **Adjudication of Claims.** Claims for the deficiency and such additions to tax and interest may be presented, for adjudication in accordance with law, to the court before which the bankruptcy or receivership proceeding is pending, despite the pendency of a protest before the [tax commissioner] under section 64. No protest against a proposed assessment shall be filed with the [tax commissioner] after the adjudication of bankruptcy or appointment of the receiver.

(c) **Cross Reference:** For the requirement of notice to the [tax commissioner] of the qualification of a trustee in bankruptcy, receiver, assignee for the benefit of creditors, or other like judiciary, see section 47.
Part VI - Criminal Offenses

Section 105. Attempt to Evade or Defeat Tax. Any person who willfully attempts in any manner to evade or defeat any tax imposed by this act or the payment thereof shall, in addition to other penalties provided by law, be guilty of a felony and, upon conviction thereof, shall be fined not more than $[5,000], or imprisoned not more than [5] years, or both, together with the costs of prosecution.

Section 106. Failure to Collect or Pay Over. Any person required under this act to collect, truthfully account for, and pay over any tax imposed by this act who willfully fails to collect or truthfully account for and pay over such tax shall, in addition to other penalties provided by law, be guilty of a felony and, upon conviction thereof, shall be fined not more than $[5,000], or imprisoned not more than [5] years, or both, together with the costs of prosecution.

Section 107. Failure to File Return, Supply Information, Pay Tax. Any person required under this act to pay any tax or estimated tax, or required by this act or regulation prescribed thereunder to make a return (other than a return of estimated tax), keep any records, or supply any information, who willfully fails to pay such tax or estimated tax, make such return, keep such records, or supply such information, at the time or times required by law or regulations, shall, in addition to other penalties provided by law, be guilty of a misdemeanor and, upon conviction thereof, shall be fined not more than $[5,000], or imprisoned not more than [one] year, or both, together with the costs of prosecution.

Section 108. False Statements. Any person who willfully makes and subscribes any return, statement or other document, which contains or is verified by a written declaration that it is made under the penalties of perjury, and which he does not believe to be true and correct as to every material matter; or willfully aids or procures the preparation or presentation in
a matter arising under the provisions of this act, affidavit, claim or other document which is fraudulent or is false as to any material matter shall be guilty of a felony and, upon conviction thereof, shall be fined not more than §[5,000], or imprisoned not more than [3] years, or both, together with the costs of prosecution.

Section 109. Limitations. Any prosecution under this act shall be instituted within three years after the commission of the offense, provided that if such offense is the failure to do an act required by or under the provisions of this act to be done before a certain date, a prosecution for such offense may be commenced not later than [3] years after such date. The failure to do any act required by or under the provisions of this act shall be deemed an act committed in part at the principal office of the [tax commissioner]. Any prosecution under this act may be conducted in any county where the person or corporation to whose liability the proceeding relates resides, or has a place of business or in any county in which such crime is committed. The attorney general shall have concurrent jurisdiction with the [district] attorney in the prosecution of any offenses under this act.

Part VII - Powers of [Tax Commissioner]

Section 110. (a) General. The [tax commissioner] shall administer and enforce the tax imposed by this act and he is authorized to make such rules and regulations and to require such facts and information to be reported, as he may deem necessary to enforce the provisions of this act. The [tax commissioner] may for enforcement and administrative purposes divide the state into a reasonable number of districts in which branch offices may be maintained.

(b) Returns and Forms. The [tax commissioner] may prescribe the form and contents of any return or other document required to be filed under the provisions of this act.

(c) Examination of Books and Witnesses. The [tax commissioner] for the purpose of ascertaining the correctness of
to the [tax commissioner] of this state as the officer charged
with the administration of the tax imposed by this act.

(g) Cooperation With Other Tax Officials of This State.
The [tax commissioner] may permit other tax officials of this
state to inspect the tax returns and reports filed under this
act but such inspection shall be permitted only for purposes
of enforcing a tax law and only to the extent and under the
conditions prescribed by the regulations of the [tax com-
missioner].

Section 111. Closing Agreements. (a) [Tax Commissioner]
Authorized. The [tax commissioner], or any person authorized
in writing by him, is authorized to enter into an agreement
with any person relating to the liability of such person (or
cf the person or estate for whom he acts) in respect to the
tax imposed by this act for any taxable period.

(b) Finality. If such agreement is approved by the [state
auditor] within such time as may be stated in such agreement or
later agreed to, such agreement shall be final and conclusive
and, except upon a showing of fraud or malfeasance, or mis-
representation of a material fact:

(1) the case shall not be reopened as to matters
agreed upon or the agreement modified by any officer, employee
or agent of this state, and

(2) in any suit, action or proceeding under such
agreement, or any determination, assessment, collection, payment,
abatement, refund, or credit made in accordance therewith, shall
not be nullified, modified, set aside or disregarded.

Section 112. Governor May Contract with Secretary of the
Treasury for Collection of Tax. The governor or his delegate
is authorized in his discretion to enter into an agreement with
the secretary of the treasury of the United States or his
delegate, under which, to the extent provided by the terms of
the agreement, the secretary or his delegate will administer,
enforce and collect such income tax on behalf of the state.
The cost of the services performed by the secretary or his
delegate in administering, enforcing or collecting an income
tax under the terms of such an agreement may be paid from the
appropriations for the general operations of the [tax depart-
ment].

Section 113. Governor May Contract With Secretary of Treas-
ury for Administration of Federal Tax. The governor or his
delegate is authorized in his discretion to enter into an
agreement with the secretary of the treasury of the United
States or his delegate under which, to the extent provided by
the terms of the agreement, the governor or his delegate will
undertake to conduct on behalf of the United States any ad-
ministrative, enforcement or collection function in respect
to the federal income tax on individuals. Such agreement shall
make provision for the payment by the United States of cost of
the services performed on its behalf.

Section 114. Armed Forces Relief Provisions (a) Time of
Performance. The period of service in the armed forces of
the United States in combat zone plus any period of contin-
ous hospitalization outside this state attributable to such
service plus the next 180 days shall be disregarded in determi-
ning, under regulations to be promulgated by the [tax com-
missioner], whether any act required by this act was performed
by a taxpayer or his representative within the time prescribed
therefor.

(b) Death Attributable to Service in Combat Zone. In the
case of any individual who dies during an induction period
while in active service as a member of the armed forces of the
United States, if such death occurred while the individual was
serving in a combat zone or as a result of wounds, disease, or
injury incurred while so serving, the tax imposed by this act
shall not apply with respect to the taxable year in which falls
the date of his death, or with respect to any prior taxable
year ending on or after the first day he so served in a combat
zone.

Section 115. Effective Date. This act shall take effect
immediately and shall be applicable with respect to items of
any return, or for the purpose of making an estimate of taxable
income of any person, shall have power to examine or to cause
to have examined, by any agent or representative designated
by him for that purpose, any books, papers, records or memo-
randa bearing upon the matters required to be included in the
return, and may require the attendance of the person rendering
the return or any officer or employee of such person, or the
attendance of any other person having knowledge in the premises,
and may take testimony and require proof material for his
information, with power to administer oaths to such person or
persons.

(d) Secrecy of Returns and Information. Except in ac-
cordance with proper judicial order or as otherwise provided
by law, it shall be unlawful for the [tax commissioner] or
any officer or employee of the [tax department], any person
engaged or retained by such [department] on an independent
contract basis, or any person who, pursuant to this section,
is permitted to inspect any report or return or to whom a
copy, an abstract or a portion of any report or return is
furnished, to divulge or make known in any manner the amount
of income or any particulars set forth or disclosed in any
report or return required under this act. The officers
charged with the custody of such reports and returns shall not
be required to produce any of them or evidence of anything
contained in them in any action or proceeding in any court,
extcept on behalf of the [tax commissioner] in an action or
proceeding under the provisions of the tax law to which he
is a party, or on behalf of any party to any action or pro-
ceeding under the provisions of this act when the reports or
facts shown thereby are directly involved in such action or
proceeding, in either of which events the court may require
the production of, and may admit in evidence, so much of said
reports or of the facts shown thereby, as are pertinent to
the action or proceeding and no more. Nothing herein
shall be construed to prohibit the delivery to a taxpayer
or his duly authorized representative of a certified copy
of any return or report filed in connection with his tax or to
prohibit the publication of statistics so classified as to pre-
vent the identification of particular reports or returns and
the items thereof, or the inspection by the attorney general
or other legal representatives of the state of the report or
return of any taxpayer who shall bring an action to review the
tax based thereon, or against whom an action or proceeding for
collection of tax has been instituted. Any person who violates
the provisions of this subsection shall be guilty of a misde-
meanor and, upon conviction thereof, shall be fined not more
than §1,000 or imprisoned not more than [one] year, or both,
in the discretion of the court, together with costs of pro-
secution. If the offender is an officer or employee of the
state, he shall be dismissed from office and be ineligible to
hold any public office in this state for a period of [5] years
thereafter.

(e) Reports and Returns Preserved. Reports and returns
required to be filed under this act shall be preserved for
[3] years and thereafter until the [tax commissioner] orders
them to be destroyed.

(f) Cooperation with the United States and Other States.
Notwithstanding the provisions of subsection (d), the [tax
commissioner] may permit the secretary of the treasury of the
United States or his delegates, or the proper officer of any
state imposing an income tax upon the incomes of individuals, or
the authorized representative of either such officer, to inspect
the income tax returns of any individuals, or may furnish to such
officer or his authorized representative an abstract of the return
of income of any individual or supply him with information con-
cerning an item of income contained in any return, or disclosed
by the report of any investigation of the income or return of
income of any individual, but such permission shall be granted
only if the statutes of the United States or of such other
state, as the case may be, grant substantially similar privileges
income, deduction, loss or gain accruing in taxable years
ending on or after [January 1, 19 ] but only to the extent
such items have been earned, received, incurred or accrued on
or after [January 1, 19 ]. For the purpose of facilitating
the administration of the tax imposed by this act during the
transitional period, the [tax commissioner] shall provide by
regulation for the filing of returns in respect to taxable
periods of less than 12 calendar months ending after [January 1,
19 ] and prior to [December 31, 19 ].

Section 116. Separability. [Insert separability clause.]
Section 117. Disposition of Revenues. [Insert appropriate
language for disposition of revenues.]

TITLE IX

AUTHORIZATION FOR A COUNTY SUPPLEMENT
TO THE STATE INCOME TAX

Section 118. Title. This part may be cited as the "Uniform
County Income Tax Law."

Section 119. Authorization. Any county, by action of its
local governing board, may adopt by reference the provisions of
the state income tax imposed by titles I through VIII, except
that a county located in a Standard Metropolitan Statistical
Area, designated as such by the U. S. Bureau of the Census in
most recent census of population, may adopt an income tax only
if the governing board of each county in that Standard Metropoli-
tan Statistical Area within this state by mutual and unanimous
agreement adopts the identical tax authorized by this act.

Section 120. Certification and Withdrawal of the County
Income Tax. Any county enacting an income tax in accordance
with this act shall certify to the [tax commissioner] the date
of adoption of the ordinance imposing an income tax, the rate
of the tax, and the date when the enactment becomes effective.
A county imposing an income tax in accordance with the provi-
sions of this act may repeal its income tax only after first
giving at least [120] days notice of the contemplated repeal of its income tax to the [state tax department] and, in the case of counties within a Standard Metropolitan Statistical Area, to the governing boards of other participating counties. The withdrawal shall be effective from and after the first day of the next calendar year and in the absence of a mutual and unanimous agreement among all counties in the Standard Metropolitan Statistical Area the income tax imposed by each county shall be discontinued and repealed in all counties. Nothing in this section shall be construed or applied to prevent or interfere with the collection of tax monies which were lawfully due and payable when the tax was effective and any money collected after the tax has been repealed and discontinued shall be accounted for and distributed as required in this act.

Section 121. Rate of County Income Tax. In lieu of the rates applicable to taxable incomes set forth in section 1 of this act the income tax imposed by any county adopting by reference the state income tax shall not exceed [20] percent of the liability determined for state income tax purposes.1

Section 122. State Administration of the County Income Tax. The income tax imposed under the provisions of this act in any county shall be administered by the [state tax commissioner]. Revenues collected under county income taxes shall be accounted for separately and shall be paid into a separate fund to be distributed to the counties imposing such taxes after deducting an amount to cover the necessary and legitimate additional expenditures incurred by the [tax commissioner] in administering the county income taxes. The rules and regulations promulgated in accordance with the state income tax shall apply to the county income taxes except when, in the judgment of the [tax commissioner], such rules would be inconsistent or not feasible of proper administration.

1. In order to prevent counties from experiencing revenue windfalls or losses as a result of changes in state income tax rates, legislatures may wish to consider authorizing the [tax commissioner] to proportionately increase or reduce the county income tax limitation.
Section 123. Distribution of Collections Among Local Governments. All sums received and collected on behalf of a particular political subdivision pursuant to this act shall be credited to a special Local Income Tax Fund which is hereby established in the State Treasury, and after deducting the amount of refunds made, the amounts necessary to defray the cost of collecting tax, and the administrative expenses incident thereto, shall be paid within [10] days after collection to the political subdivision entitled thereto.

Section 124. Separability. [Insert separability clause.]

Section 125. Effective Date. [Insert effective date.]
SALES TAX AMENDMENTS TO EASE INTERSTATE TRADE

State sales tax practices are being subjected to searching criticism at the national level. In the 89th Congress bills were introduced to bring the Federal Government into the administration of state sales taxes for the purpose of reducing compliance burdens on multistate firms and removing impediments to interstate commerce. This reflects the political and business concern with the operation of this major state revenue source. States will want to consider ways to disarm this criticism to avoid federal sales tax regulations. To this end, the Advisory Commission on Intergovernmental Relations recommends to the states three steps that would help to safeguard the productivity and fairness of state sales taxes, facilitate accounting for sales taxes by interstate vendors, and ease interstate trade.

The states logically employ use taxes to safeguard avoidance of sales taxes on out of state purchase. An inequity arises, however, when both sales and use tax is imposed on the same transaction because for reasons of convenience or necessity the purchaser takes delivery in the state of sale for subsequent transportation to the state of use. About three-fourths of the sales tax states already have provisions in law to prevent this inequity by allowing a credit for the tax paid in the state where the sale occurred. In the other one-fourth of the states, however, the potential for dual taxation remains. These remaining states are urged to amend their sales tax laws to allow a credit for sales and use taxes previously paid another state by reason of the imposition of a similar tax. This would be accomplished by the enactment of statutory language along the lines of section 1 of the suggested legislation below.

Some states engage in the practice of charging the expenses of sales and use tax audits to a seller who maintains his books and records at an out-of-state place of business. Even where the liability of out-of-state sellers to collect sales and use taxes is uncontested, their cooperativeness would be enhanced if the cost of tax audits were not charged to them. The practice of charging vendors the cost of auditing sales and use tax audits would be prohibited under section 2 of the suggested legislation.

States and localities can facilitate one anothers' sales tax enforcement activities by exchanging tax records and related information. Some states and localities, however, lack the statutory authority to exchange sales and use tax information or their authority to do so is limited. These states are urged to amend their laws where required to authorize state and local sales tax officials to open additional avenues for improving taxpayer compliance and economies in tax enforcement. Alternatively, the states may want to enact a generally applicable statute to authorize the exchange of information relating to all state and local taxes. Sections 3 and 4 of the suggested legislation would limit the exchange of information to jurisdictions which reciprocate the service and undertake to use the information solely for tax enforcement purposes.
Suggested Legislation
[Title should conform to state requirements.]

(Be it enacted, etc.)

Section 1. Credit shall be granted against the tax imposed by [state sales and use tax statutory references] with respect to a person's use in this state of tangible personal property purchased by him in another state. The amount of such credit shall be equal to the tax paid by him to another state by reason of the imposition of a similar tax on his purchase or use of the property. The amount of such credit shall not exceed the tax imposed by this act.

Section 2. Notwithstanding any other provision of law, no charge shall be imposed on registered vendors for any expense incurred by this state or its employees in connection with the audit of the books and records of such vendors regardless of where such books and records may be located.

Section 3. The [tax commissioner] at his discretion may furnish to the taxing officials of any other state and its political subdivision, the political subdivisions of this state, the District of Columbia, the United States and its territories, any information contained in tax returns and reports and related schedules and documents filed pursuant to the tax laws of this state, or in the report of an audit or investigation made with respect thereto, provided that said jurisdictions grant similar privileges to this state and provided further that such information is to be used only for tax purposes.

Section 4. The political subdivisions of this state may enter into agreements with the [tax commissioner] to provide for exchange of tax information authorized by section 3 of this act.
The quality of tax administration is becoming a more important tax climate variable as the proportion of business activity conducted by multistate firms grows and as the demand for greater tax certainty and uniform treatment increases.

In meeting the need of multistate firms for clear-cut and enforceable physical presence rules to govern the determination of their liability for sales and income tax payments, states have exhibited some general reluctance, in part perhaps, in the belief that definitive jurisdictional rules might result in loss of revenue and limit their scope for negotiation.

However, the growing demand for tax certainty and uniform treatment on the part of multistate firms suggests that most jurisdictions would have much to gain by pursuing a policy designed to maximize convenience, certainty, and evenhanded treatment.

These considerations underscore the Commission's earlier recommendations calling for State rehabilitation of local property tax administration, State collection of local sales and income taxes, and State conformity with key Federal income tax definitions.

The following suggested legislation sets out physical presence rules to govern the jurisdictional reach of state income and sales tax administrators. Some states may wish to establish such rules by administrative rather than legislative action.

**Suggested Legislation**

[Title should conform to state requirements.]

(Be it enacted, etc.)

1 **Section 1. Definition.** (a) For the purpose of [insert statutory citation of state corporate income tax and state sales and use tax] doing business in this state means: (1) owning, leasing, or otherwise utilizing real property within the state, or

2 (2) owning, leasing or otherwise utilizing within the state personal property which contributes directly or indirectly
(but not incidentally)\(^1\) to the production of income, or

(3) having one or more employees located in the state, or

(4) regularly accepting orders, regularly making contracts

or regularly conducting substantial business activities within

the state through employees.\(^2\)

(b) For purposes of this section, an employee is located

in a state if

(1) his service is performed entirely within the state, or

(2) his service is performed both within and without the

state, but the service performed without the state is incidental

to the service performed within the state.

Section 2. Enforcement. The [tax commissioner] is authorized
to make rules and regulations and to require the reporting of

information necessary to enforce the provisions of this act.

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1. The U. S. Supreme Court held in the National Bellas Hess case
on May 8, 1967, that an out-of-state mail order firm may not be
required to collect the use tax when its only involvement with the
taxing state consists of mailing catalogs to customers in that state
and sending them merchandise by mail or common carrier. (National
Bellas Hess, Inc. v. Department of Revenue)

2. A corporation shall not be considered to have a business
location for income tax purposes within a state if Title I of the
Act of September 14, 1959 (Public Law 86-272) is applicable to such
corporation.
The growing state desire to share in the fruits of national economic growth has altered the pragmatic thinking that underpins state business tax policies. There is still keen concern lest taxes drive industry "out," or that the tax system will get too far out of line with those of neighboring jurisdictions. This defensive tax psychology is now being supplemented by aggressive tax strategies designed to bring industry "in." State legislative bodies have singled out manufacturing plants for special tax concessions in the belief that growth in manufacturing employment will have the multiplier effect—additional jobs in marketing, transportation and finance.

Although the practice of granting special tax concession does not constitute a serious problem for our federal system so long as the economy sustains full employment, interstate competition for industrial payrolls could take on a rather ruthless character should the economy dip into a major recession. In view of the rising state interest in promoting economic development, even a "flattening out" of the economy could be expected to generate considerable demand that the state compete more aggressively by stepping up its efforts on the tax concession front.

Present state tax inducement strategies cut across the entire benefit spectrum ranging from the most general, designed to extend benefits to most or all firms, to the highly particular—tailored to benefit a single firm. General benefit policies include those that promote (a) taxpayer convenience (state collection of local sales tax levies), (b) taxpayer certainty (clear-cut jurisdictional rules to govern the reach of state and local sales and income tax collectors; the substitution of state administered taxes for the local tax on business inventories), and (c) taxpayer equity (state equalization of local property tax assessments). Across the board reductions in business taxes also stand out as rather costly and politically hazardous examples of the nondiscriminatory means for improving the jurisdiction's business tax climate.

The familiar state authorized tax concession—the property, sales, or income tax reduction granted by the legislature to designated classes of taxpayers—stands about midway between the general and the particular benefit extremes. In this case the legislature not only designates the beneficiary class (i.e., any firm that meets the definition of a "new industry" or that constructs a "research and development facility"), it also prescribes the amount and duration of the tax reduction. In sharp contrast to the general benefit approach for improving the business tax climate, this type of "class" legislation is fairly discriminatory.

The state negotiated tax concession contract with individual firms, however, stands out as the extreme case of a particular benefit, and the most discriminatory method that a state can employ to
entice a potential industrial prospect into its jurisdiction. Louisiana's recent "breakthrough" on this front serves as the case in point. In December 1966, the state legislature authorized the Louisiana Council on New Industry, with certain safeguards, to negotiate contracts with manufacturers which in effect will allow Louisiana to meet the best (lowest) tax offer of any other state in which a manufacturer contemplates locating.

While the negotiated contract can be justified on efficiency grounds—the most enticement "bang" for each tax reduction "buck"—the apparent efficiency of this most highly discriminatory and selective method for zeroing in on potential industrial targets could quickly trigger retaliatory actions that would both subvert the interests of intergovernmental comity and taxpayer equity.

The practice of making special tax concession to new industry can have baneful effects on our federal system by setting in motion a self-defeating cycle of competitive tax undercutting and irrational discriminations among business firms. Therefore, states should avoid policies calculated to provide special tax advantages or concessions to selected groups of business firms, and frame their business tax policies along general rather than special benefit lines.
REAL ESTATE TRANSFER TAX

With repeal of the Federal real estate transfer tax (to take effect January 1, 1968) some states may wish to consider imposing such a tax. About a score of states, the District of Columbia, and a number of local governments already do so: some for revenue purposes only; others for its byproduct value as well--for the information on real estate prices such a tax provides, useful in assessment of real estate for property tax purposes.

The accompanying suggested legislation is based in part on the West Virginia "Realty Transfer Tax" statute (W. Va. Code 11, Art. 22). The suggested draft language includes, in addition to the usual provisions for imposition and collection of the tax, with definitions and exemptions, a provision (section 4) requiring that a sworn statement of the actual selling price or current market value of the transferred property be attached to each deed presented for recordation. A provision of this kind would strengthen administration of the tax and facilitate the ready availability of sales price data for sales-assessment ratio studies in connection with property tax administration.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act imposing a real estate transfer tax."

(Be it enacted, etc.)

Section 1. Definitions. As used in this act:

1 (1) "Deed" means [insert the definition applied in the state's law pertaining to real estate].

2 (2) "Registrar" means [insert title of local official responsible for recording deeds].

3 (3) "Value" means: (i) in the case of any deed not a gift, the amount of the full actual consideration therefore, paid or to be paid, including the amount of any lien or liens thereon; and (ii) in the case of a gift, or any deed with nominal consideration or without state consideration, the estimated price the property would bring in an open market and under the then prevailing market conditions in a sale between a willing seller and a willing buyer, both conversant with the property and with
prevailing general price levels.

Section 2. Imposition of Tax. A tax is imposed at the
rate of [\$[ ] for each \$[ ] of value or fraction there-
of] [[ ] per centum of the value], which value is declared
in the affidavit required by section 4, upon the privilege of
transferring title to real property.

Section 3. Collection of Tax. (a) If any deed evidencing
a transfer of title subject to the tax herein imposed is offered
for recordation, the [registrar] shall ascertain and compute
the amount of the tax due thereon and shall collect such amount
as prerequisite to acceptance of the deed for recordation.
(b) The amount of tax shall be computed on the basis of
the value of the transferred property as set forth in the
affidavit required by section 4 of this act.

Section 4. Declaration of Value. (a) Each deed evidenc-
ing a transfer of title subject to the tax as herein provided
shall have appended thereto an affidavit of the parties to
the transaction or their legal representatives declaring the
value of the property transferred. If the transfer is not
subject to the tax as herein provided, the affidavit shall
specify the reasons for the exemption.
(b) The form of affidavit shall be prescribed by the
[state tax agency] which shall provide an adequate supply of
such forms to each [registrar] in the state.
(c) The [registrar] shall transmit two true copies of the
affidavit to the [assessor] who shall insert the most recent
assessed value of each parcel of the transferred property on
both copies and shall transmit one copy to the [state tax
agency].

Section 5. Disposition of Proceeds. [Insert appropriate
language as to disposition of proceeds.]

1. Disposition of the proceeds is a matter for state policy
determination. Some states will wish to use the entire proceeds
for state purposes. Others will wish to share the real estate
tax with their local governments; still others will make
the entire proceeds available to their local governments.
Section 6. Powers and Duties of [State Tax Agency]. (a)
The [state tax agency] may prescribe such rules and regulations as reasonably necessary to facilitate and expedite the imposition, collection, and administration of the tax imposed pursuant to this act.

(b) If not already provided by applicable statutes insert additional subsections conferring such powers and imposing such duties as the [state tax agency] may need to compel the production of taxpayer records, to extend the time for the filing of the declaration of value, and to provide for refunding erroneous payments.]

Section 7. Penalty for Recording Without Tax. Any [registrar] who willfully shall record any deed upon which a tax is imposed by this act without collecting the proper amount of tax required by this act based on the declared value indicated in the affidavit appended to such deed shall, upon conviction, be fined $[50] for each offense.

Section 8. Penalty for Falsifying Value. Any person who shall willfully falsify the value of transferred real estate on the affidavit required by section 4 of this act shall, upon conviction, be subject to a fine of not more than [$1,000 or to imprisonment of not more than one year, or to both such fine and imprisonment] for each offense.

Section 9. Exemptions. The tax imposed by this act shall not apply to a transfer of title:
(1) recorded prior to the effective date of this act;
(2) to the United States of America, this state, or any instrumentality, agency, or subdivision thereof;
(3) solely in order to provide or release security for a debt or obligation;
(4) which confirms or corrects a deed previously recorded;
(5) between husband and wife, or parent and child with only nominal actual consideration therefore;
(6) on sale for delinquent taxes or assessments;
(7) on partition;
pursuant to mergers of corporations;
(9) by a subsidiary corporation to its parent corporation for no consideration, nominal consideration, or in sole consideration of the cancellation or surrender of the subsidiary's stock.

Section 10. Separability. [Insert separability clause.]
Section 11. Effective Date. [Insert effective date.]
EXCHANGE OF TAX RECORDS AND INFORMATION

Administrative cooperation between federal, state and local tax administrations has had legislative and executive endorsement, in principle, at both state and federal levels for more than a generation. Its application, however, has been rather limited to date despite the significant dividends it can yield in terms of increased revenues, enforcement cost economies, and improved taxpayer compliance.

The case for intergovernmental cooperation among state and local tax administrations and between them and the federal government is self-apparent. Tax information assembled by one can be useful to one or more of the others. Moreover, just as taxpayers' respect for federal tax administration has complementary benefits for state administrations, so improved state and local tax enforcement eases the federal task. Conversely, each discouragement to under-reporting of federal tax liability increases the odds against under-reporting to state and local governments and vice versa.

The exchange of tax records and information among states and between the states and the Federal Internal Revenue Service is basic to intergovernmental efforts to secure better reporting by taxpayers. The Revenue Act of 1926 and subsequent Congressional enactments contain explicit authority for giving state tax officials access to federal tax returns. In some states, however, statutory authority for the exchange of tax information is limited and may even be completely lacking as to a specific tax.

Accordingly, states are urged to examine their existing statutes relative to the exchange of tax information with tax officials of other jurisdictions so as to insure that they are clear-cut and adequate. Consideration might also be given to the enactment of a generally applicable statute which would uniformly authorize the exchange of information as to all taxes imposed in the state instead of enacting such authority separately in connection with each different tax. The suggested legislation limits the exchange of information to jurisdictions which reciprocate the service and undertake to use the information solely for tax enforcement purposes.

Suggested Legislation

[Title should conform to state requirements.]

(Be it enacted, etc.)

1 Section 1. The [tax commissioner] at his discretion may
2 furnish to the taxing officials of any other state and its
political subdivisions, the political subdivisions of this
state, the District of Columbia, the United States and its
territories, [Canada and the Provinces of Canada] any informa-
tion contained in tax returns and reports and related schedules
and documents filed pursuant to the tax laws of this state, or
in the report of an audit or investigation made with respect
thereto, if these jurisdictions grant similar privileges to
this state and if the information is to be used only for tax
purposes.

Section 2. The political subdivisions of this state may
enter into agreements with the [tax commissioner] to provide
for exchange of tax information authorized by section 1 of this
act.

Section 3. Effective Date. [Insert effective date.]
B. LOCAL FISCAL POWERS

Introductory Statement

Local governments need certain fiscal powers if they are to perform adequately the functions for which they are responsible. Outmoded constitutional and statutory restrictions on local property taxing and borrowing should be eliminated from constitutions and localities should be given broad legislative authority to raise property tax revenue and to issue bonds. Legislation to accomplish those objectives is presented here.

The Commission's examination of local industrial development bond financing developed a need for state supervision and regulation to curb undesirable practices. Suggested legislation to implement the recommendation is included below.

In addition, legislation is proposed that would broaden local governments' authority to invest their idle funds so as to maximize their interest earnings. Legislation is also proposed to enable and encourage counties to establish subordinate taxing units.
States have a legitimate and strong concern with the property taxing and borrowing powers and practices of their local governments. The property tax provides seven out of eight local tax dollars, making it the most important source of local government revenue. The prudent use of debt in a responsible and locally responsive manner is indispensable to the financing of capital outlays on a scale adequate to meet pressing local government needs.

In many states, existing constitutional and statutory restrictions on the taxing and borrowing powers of local governments in terms of the assessed valuation of locally taxable property, coupled with requirements for specific referendum approval of proposed bond issues and property tax levies, actually handicap local governments in supplying their citizens and industries with public services and community facilities indispensable to growth and prosperity. They constitute a serious impediment to local self-government, handicap the self-reliance of local communities, and impel them toward increased financial dependence on the state and the Federal Government.

These restrictions are the hangover of the reaction to abuses of county and municipal taxing and borrowing power dating back as much as a century. They have been rendered obsolete by subsequent developments in the quality and scale of local governments and their financing, in the competence of public finance officials, in more widespread citizen oversight over the conduct of local government, and in the market mechanism for the sale of municipal securities.

While these restrictions may restrain the total volume of property taxes and borrowing to some extent, any benefits are vastly outweighed by their tendency to lead local governments into devious taxing, borrowing, and financial practices and by their undesirable effect on intergovernmental relationships, the structure of local government and on the property tax system itself. By resorting to revenue bond financing to evade debt limits, local governments pay higher interest rates, unnecessarily adding to the cost of government. Where local property taxes and debt are limited to a percentage of assessed valuation, the amount of the limitation tends to be determined by local assessment practices.

a. REPEAL OF CONSTITUTIONAL RESTRICTIONS ON LOCAL TAXING AND BORROWING POWERS

States' limitations on the taxing and borrowing powers of local governments should be confined to basic principles and relationships of enduring and basic importance. States are urged to repeal constitutional restrictions limiting local government property taxes and indebtedness by reference to the local base for property taxation. The following suggested constitutional amendment removes from the state constitution any details regarding local government taxing.
and borrowing powers and gives the legislatures authority to establish and revise local tax and debt policy through the normal legislative process.

**Suggested Constitutional Amendment**

Section 1. The legislature may pass laws regulating the taxing and borrowing powers of the [local governments] [political subdivisions] of the state.

Section 2. [All parts of the Constitution in conflict with this amendment are hereby repealed.] [Sections (identify those sections of Constitution to be repealed) are hereby repealed.]

Section 3. [Insert appropriate language, consistent with the referendum requirements for amending the Constitution and with state election laws, for submission of the proposed amendment to the electorate]

b. AUTHORIZATION FOR LOCAL PROPERTY TAX LEVIES

Statutory provisions governing the imposition of property taxes by local governments should vest policy responsibility for fixing tax rates with the elected local governing boards. The strength of our federal form of government, as intended by the Constitution, depends in large measure on the vitality of local governments. These governments can remain responsive to the service needs of a dynamic population only if they possess the taxing powers essential for these tasks. Without the means to help themselves, they have no choice but to default on the needs of their citizens or seek financial aid from higher levels of government.

The following suggested legislation to vest responsibility for determining property tax rates with local governing boards is modeled after a portion of the California Government Code (Division 4, Art. 2., Secs. 43090 - 43096). It would require (a) the local legislative body to determine annually the amount of the property tax levy; (b) the property assessing authority to certify annually the assessed value of taxable property within the jurisdiction; and (c) the local legislative authority to fix the tax rate at a level sufficient to produce the amount of the tax levy necessary to cover operating costs and the debt obligations for the fiscal year.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act to authorize local property tax levies"]

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Section 1. Purpose. It is the purpose of this act to enable local governments to levy property taxes.

Section 2. Determination of Amount to be Raised from Property Taxes. The local legislative body shall meet annually on [insert date], and by ordinance fix the amount of money necessary to be raised by taxation upon the taxable property in its jurisdiction, as revenue to operate the various departments and agencies of the local government and to pay its indebtedness for the current fiscal year.

Section 3. Determination of Taxable Property Value. Annually on or before [insert date], the [insert title of assessor] shall transmit to the legislative body of each local government a written statement showing the taxable value of all property within the jurisdiction of the local government. The value shall be ascertained from the [assessment records] for the year, as equalized and corrected by the [property tax review agency].

Section 4. Determination of Property Tax Rate. On [insert date], the local legislative body shall fix the tax rate, designating the number of [mills] [cents upon each hundred dollars ($100)], using as a basis the value of property as shown in the written statement furnished under section 3.

Section 5. Sufficiency of Property Tax Rate. The tax rate shall be sufficient to raise the amount fixed by the legislative body pursuant to section 2.

Section 6. Separability. [Insert separability clause.]

Section 7. Effective Date. [Insert effective date.]

C. AUTHORIZATION FOR LOCAL GOVERNMENT BORROWING

The intended application of state legislative provisions with regard to local borrowing should be made explicit and designed to facilitate rather than hamper intelligent choice among suitable alternative forms of borrowing by local governments. This objective is more likely to be realized if limitations imposed upon the borrowing power of an individual local government apply uniformly to all types of long-term debt (subject only to specifically defined exceptions).
Statutes regarding local borrowing powers, while providing the usual safeguards as to the purposes for which bonds may be issued, maturity schedules, interest rates, and the like should also: ¹

1. Allow maximum flexibility for local government borrowing with any governing state provisions being as comprehensive and uniform in character as possible; and

2. Vest authority to incur debt with the governing bodies of local governments, subject only to a permissive referendum if petitioned by the voters and resolved generally by a simple majority vote.

The constitutions of at least fourteen states currently impose no significant limitations on the authority of local governments to incur debt. Tennessee, which is among those fourteen states, statutorily authorizes counties to issue bonds for the construction of certain public works without limitation, but subject to permissive referendum. The following suggested legislation is based on the Tennessee law (Code, Secs. 5-1103 - 5-1125).

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act to authorize local governments to issue debt."]

(Be it enacted, etc.)

1 **Section 1. Definitions.** As used in this act:

2 (1) "Bond" means a bond, note, or other evidence of indebtedness.

3 (2) "Local government" means a county, city, school district, [township, special district, or borough].

1 **Section 2. Debt-incurring Power.** Every [local government]

2 [political subdivision] may contract debts for the construction and acquisition of public buildings and facilities and for the acquisition of land [states may wish to specify additional purposes for which local governments may contract debts], issue its bonds, notes, or other evidence of indebtedness to finance

1. The National Municipal League has issued a **Model Municipal Bond Law** (New York: 1962) which covers the basic elements for state legislation on local borrowing powers. It includes the standard kind of debt limitation (as a percentage of assessed valuation), although in the introduction (p. viii) the League expresses reservations concerning this type of debt limitation.
such activities, and provide for the rights of the holders of these obligations and to secure these obligations.

Section 3. Initial Bond Resolution. Before any bonds are issued under this act, the local legislative body shall adopt a resolution which shall state in substance: (1) the amount or maximum amount of bonds to be issued; (2) the purpose or purposes for which the bonds are to be issued; (3) the rate or maximum rate of interest which the bonds are to bear; (4) a brief statement of whether the bonds will be payable from ad valorem taxes levied upon all taxable property in the local jurisdiction, or if from some other source, the source from which the bonds will be payable. [Insert appropriate language concerning publication and/or posting of the resolution notice.]

Section 4. Petition Protesting Issuance of Bonds. No vote of the qualified electors upon a proposition for the issuance of bonds by any local government under this act shall be necessary if the initial resolution is adopted by a majority of the members of the governing body of the local government, unless within [30] days from the date of publication or posting, as the case may be, of the initial resolution so adopted, a petition protesting the issuance of the bonds signed by at least [ ] percent of the qualified electors of the jurisdiction shall have been filed with [insert title of official with whom such petitions are filed]. If the petition shall have been filed with the [ ] within [30] days from the publication or the posting, as the case may be, of the initial resolution, no bonds shall be issued under this act without the assent of a majority of qualified electors who vote upon a proposition for the issuance of the bonds in the manner provided by sections 5 and 6 of this act. For the purpose of this act, a qualified elector shall be any resident or citizen of the local jurisdiction who was qualified to vote for members of the [state legislature] at the general election next preceding the filing of such petition, or who, on the date of the filing of such petition, is qualified to vote for members of the [state legislature]. No qualified elector shall be
permitted to withdraw his signature from such a petition after signing the petition.

Section 5. Election Resolution. If it is necessary to hold an election on the proposition to issue the bonds pursuant to section 4 of this act, such election shall be called by the [local legislative body] which shall adopt a resolution (herein called the "election resolution") which shall supersede by its adoption the initial resolution and shall state in substance: (1) the amount or maximum amount of bonds to be issued; (2) the purpose or purposes stated in general terms for which the bonds are to be issued; (3) the rate or maximum rate of interest which the bonds are to bear; (4) a brief statement of the fact whether the bonds will be payable (i) from all local revenue, from whatever source derived, (ii) from ad valorem taxes levied upon all the taxable property in the local jurisdiction, or (iii) exclusively from the revenues of the facility; and (5) the date on which the election will be held. The election resolution shall be published in full at least once, not less than [30] days nor more than [60] days prior to the date fixed for the election, in a newspaper published in the local jurisdiction or, if there be no such newspaper, the election resolution shall be placed in [5] conspicuous places within the jurisdiction of the local government, not less than [30] days nor more than [60] days prior to the date fixed for the election, and no other notice thereof need be published or given.

Section 6. Conduct of Election. Except as herein otherwise provided, and as far as may be reasonable, the manner of conducting the election, keeping the poll lists, counting and canvassing the votes, certifying the returns, declaring the results, and doing all acts relating to the election shall conform to the mode or method of procedure provided by law for the qualification of voters and the holding of a general election.

Section 7. Limitation on Election Contests. No suit, action or other proceeding contesting the validity of the bond election
shall be entertained in any of the courts of this state, unless
the suit, action, or other proceedings is commenced within
[10] days from the date of the canvassing of the returns and
the determination and declaration of the results thereof.

Section 8. Waiting Period for New Election. If an election
on the proposition to issue bonds is had pursuant to section 4
of this act and a majority of the electors voting on the propo-
sition do not vote in favor of the issuance of the bonds in
question, the proposition shall not again be the subject of the
initial resolution until [three] months have expired from the
date of such election.

Section 9. Separability. [Insert separability clause.]

Section 10. Effective Date. [Insert effective date.]

d. RELIEF FROM TAX LIMITATIONS BY HOME RULE
OR BY REFERENDUM

This legislation will be of interest only in states where local
property tax rates are limited by constitutional or statutory provi-
sions.

Home rule properly embraces the responsibility for financing
local government services, including the obligation to determine
locally the degree of responsibility delegated to the elected offi-
cials and the limitations imposed on their taxing powers. It fol-
low that wherever local governments have been granted home rule
powers, their right of self-determination implicit in such a grant
should not be abridged by saddling them with statewide property tax
limitations.

A property tax limitation law, however well conceived, cannot
possibly allow for all the differences that exist among governments--
even governments of the same type in the same state. Furthermore,
the governing body of a community should always have recourse to its
electorate if, as a result of demands made upon it by its constitu-
ents, it finds it necessary to exceed statutory limitations. Sec-
tion 2 provides for a local referendum on the question of exceeding
tax rates imposed by law. An alternative section 2 is offered that
would allow approval of excess levies by the state tax agency.

Suggested Legislation

[Title should conform to state requirements. The
following is a suggestion: "An Act Amending the
Property Tax Law to Ease Limitations on Tax Rates."]

(Be it enacted, etc.)

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Section 1. Any municipal corporation or county which provides by its charter for a limitation on the tax rate which may be levied without a vote of the people for all municipal or county purposes may fix the tax rate at any amount within the limits thus provided, without regard to any limitation on the tax rate prescribed by general law.

Section 2. The local governing body of any unit of local government authorized to impose property taxes may exceed the limitation on the tax rates imposed by law by an amount not to exceed [ ] percent as determined by the voters qualified to vote in county elections and residing in such unit.

Section 3. Separability. [Insert separability clause.]

Section 4. Effective Date. [Insert effective date.]

ADMINISTRATIVE APPROVAL OF EXCESS LEVY

Some states may want to approach the easing of local tax limitations through state administrative action rather than through a referendum. The following alternative language for section 2 provides such a procedure.

Section 2. The local governing body of any unit of local government authorized to impose property taxes may exceed the limitation on the rates imposed by law by an amount not to exceed [ ] percent if the proposal to levy the excess rate is submitted in writing and approved by the [state tax agency]. The [state tax agency] may approve a proposed excess levy only after a hearing and upon a showing that the increase is necessary to the proper administration of the affairs of the taxing unit requesting authority to impose an excess levy.
LOCAL INDUSTRIAL DEVELOPMENT BOND FINANCING

Local governments in about thirty states are authorized to issue bonds to finance industrial plants for lease to private enterprise. This method of attracting industry is rapidly increasing, as is the size of individual local bond issues for this purpose. It is estimated that as much as $500 million worth of industrial development bonds was issued during 1966.

If allowed to expand without proper safeguards, the use of industrial development bond financing by local governments may impair tax equities, competitive business relationships, and conventional financing institutions out of proportion to its contribution to economic development and employment.

In recent years, a number of abuses have been identified with industrial development bond financing, often attracting unfavorable public notice to the detriment of the public's regard for local government administration, particularly for the financial administration of the localities which participate in the practice. Some communities have used development bonds to finance enterprises in excess of their employment needs, and which impose demands for public services the community cannot supply without overburdening its taxpayers and saddling itself with excessive contingent liabilities in the form of debt service on the bonds. The practice has been subject to other abuses: financing plants for national corporations with adequate credit resources; pirating established firms by one community from another; and enabling specially incorporated areas with relatively few residents to develop tax havens at the expense of neighboring communities. Abuse of the practice for private advantage tends to reflect on the tax exemption of municipal securities generally and has brought forth suggestions that Congress police the practice by federal legislation.

The accompanying suggested act would establish safeguards against the kinds of abuse enumerated above, by: (1) subjecting all industrial development bond issues to approval by a state supervising agency; (2) restricting authority to issue such bonds to local units of general government (counties, municipalities, and organized townships); (3) giving priority to communities with chronic surplus labor, outside the area of the effective operation of conventional credit; (4) limiting the total amount of such bonds which may be outstanding at any one time in the state; (5) prohibiting such financing for the pirating of industrial plants by one community from another; and (6) providing machinery for informing the public as to proposed industrial development bond projects, and to enable citizens to initiate referenda on such projects.

The development of the draft act was stimulated by a study completed by the Advisory Commission on Intergovernmental Relations. The subject to which it is addressed is, of course, but one of a number of devices and procedures designed to stimulate economic
development. Such stimulation as its use might contribute to the economy of a local area must not be diluted by its potential abuses. As the ACIR warned in its report, _Industrial Development Bond Financing_—

We conclude that the industrial development bond tends to impair tax equities, competitive business relationships and conventional financing institutions out of proportion to its contribution to economic development and employment. It is therefore a device which the Commission does not endorse or recommend. However, the Commission recognizes the widespread and growing nature of this practice and the unlikelihood of its early cessation. Therefore, we conclude that if the practice is to continue, a number of safeguards are absolutely essential. These safeguards are required to minimize intergovernmental friction, to insure that the governmental resources deployed for this purpose bear a reasonable relationship to the public purpose served, and that the governmental powers employed are not diverted for private advantage. We believe that the need for these safeguards is urgent.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act relating to industrial development bonds."]

(Be it enacted, etc.)

1. **Section 1. Purpose.** The legislature hereby finds and declares that the issuance of industrial development bonds as herein described must be placed under proper safeguards in order that the fiscal integrity of the state and its political subdivisions be preserved, that the conventional credit facilities of private enterprise not be displaced, and that local government financing not be abused. It is the intent of this act, therefore:

1. (1) to insure that the issuance of local government industrial development bonds is conducted in such a manner as to make a maximum contribution to the orderly industrial development of the state;

2. (2) to avoid overextension of local government industrial development credit;

3. (3) to prevent abuse of tax-exempt local government
industrial development bonds; and
(4) to provide technical assistance to local units of gen-
eral government choosing to utilize industrial development bond
financing.

Section 2. Definitions. As used in this act:
(1) "Industrial development bond" means an obligation
issued by any local unit of general government of the state for
the purpose of financing the acquisition of land, the acquisi-
tion or construction (including reconstruction, improvement,
expansion, extension, and enlargement) of buildings and appur-
tenances and the acquisition and installation of machinery,
equipment, or fixtures, the purpose of such financing being
primarily to sell or lease the property so financed to a private
individual, partnership, or corporation for the conduct of man-
ufacturing, warehousing, distribution, and/or research and de-
velopment operations, except [docks, wharves and marine ware-
houses, airport terminal and hangar facilities, other transpor-
tation facilities, municipal stadiums, theaters, and other
appropriate exceptions].
(2) "Local unit of general government" means a county or a
city or a [town, township, borough, etc.].
(3) "Agency" means [insert name of the appropriate agency
of state government, normally the agency, if any, that is
charged generally with concern or oversight regarding local gov-
ernment debt, that provides technical assistance to local gov-
ernments in the sale of their bonds, or that provides general
services or assistance to local governments].

Section 3. Authorization. Industrial development bonds may
be issued only by local units of general government located in
such areas designated by the agency as having substantial and
persistent unemployment or underemployment and as being outside

1. Although it is not recommended by the Advisory Commission,
some states may feel it expedient to exclude general obligation (full
faith and credit) bonds from the purview of this legislation on the
grounds that a number of state controls normally operate with regard
to the issuance of general obligation bonds by local governments
that do not obtain in the issuance of revenue bonds.

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the area of regular and effective operation of existing con-
ventional credit facilities which are able to provide credit in
adequate amounts. Such local units of general government are
hereby authorized to issue industrial development bonds subject
to the conditions of this act.

Section 4. Statutory limitations imposed upon the borrowing
powers of local units of general government shall be construed
as not being applicable with respect to the issuance of indus-
trial development bonds. In addition to the limitations on the
powers of local units of general government provided in this
act, the agency shall limit the aggregate volume of industrial
development bonds outstanding at any time on behalf of all
local units of general government in the state to an amount not
to exceed [insert one of the following three alternatives: (1)
[ ] percent of the personal income of the population in the
state as last determined by the United States Department of
Commerce; (2) [ ] percent of total state and local tax col-
lections in the state during the preceding fiscal year; (3)
[ ] dollars]. The agency shall determine from time to time
the aggregate volume of industrial development bonds which may
be issued pursuant to this limitation and in the light of em-
ployment needs and industrial development prospects shall allot
among all eligible local units of general government the amount
of industrial development bonds each may issue.

Section 5. The agency may employ personnel necessary to
carry out the provisions of this act. The agency is empowered
to issue rules and regulations and to require information neces-
sary for the administration of this act.

2. Some states may wish to designate as eligible under this
provision all local units of general government having surplus labor
that are outside any standard metropolitan statistical area, as de-
tined by the U. S. Bureau of the Census, on the ground that conven-
tional credit facilities may be presumed adequate in the large urban
areas. States may also wish the agency to take into consideration
projects that are being constructed or proposed under federal pro-
grams administered by the Economic Development Administration and
the Small Business Administration.
Section 6. All departments, division, boards, bureaus, commissions, or other agencies of the state government shall provide assistance and information as the agency may require to enable it to carry out its duties under this act. In its deliberations incident to the administration of this act the agency shall consider the advice of the [state planning and development agencies and] local planning agency regarding resource utilization and developmental plans for the various areas of the state.

Section 7. No local unit of general government may issue industrial development bonds without first having been issued a certificate of convenience and necessity therefor. Such certificate shall be issued by the agency upon a petition of the local unit of general government proposing to issue industrial development bonds upon the agency finding:

(1) that the local unit of general government has a contract with an individual, partnership, or corporation to lease the property to be acquired with the proceeds of the industrial development bonds for occupancy and use in connection with the conduct of an industrial enterprise for a period of years, and for the lessee to pay an annual rental adequate to meet interest and principal payments falling due during the term of the lease;

(2) that the lessee of the property is a responsible party;

(3) that the contract for lease of the property provides for:

(i) the reasonable maintenance, less normal wear and tear, of the property by the lessee;

(ii) insurance to be carried on the property and the use and disposition of insurance moneys;

(iii) the rights of the local unit of general government and the lessee respecting the disposition of the property financed by the proposed industrial development bonds upon retirement of the bonds or termination of the contract by expiration or failure to comply with any of the provisions thereof;

(4) in addition to the above, the contract may provide for the rights of the bondholders, the care and disposition of
rental receipts, and such other safeguards as are deemed to be
necessary by the agency;

(5) that opportunities for employment are inadequate in the
area from which the proposed industrial plant would reasonably
draw its labor force and that there exists in that area a con-
dition of substantial and persistent unemployment or underem-
ployment;

(6) that the proposed project will provide employment having
a reasonable relationship to the volume of the bonds issued as
compared to investment per employee of comparable industrial
facilities;

(7) that financing by banks, other financial institutions,
or other parties, of the property required by the lessee is not
readily available to the lessee on ordinary commercial terms in
adequate amounts either on the local market or on the national
market;

(8) that no portion of the proposed industrial development
bond issue will be purchased by the lessee or any affiliate or
subsidiary of the lessee at the time of the initial marketing;

(9) that the facility offered the lessee is intended to
accommodate expansion of an enterprise located elsewhere or a
new enterprise and not primarily the relocation of an existing
facility;

(10) that adequate provision is being made to meet any in-
creased demand upon community public facilities that might re-
sult from the proposed project; and

(11) that the issuance of the proposed bonds and the opera-
tion of the enterprise of the lessee will not disrupt the fiscal
stability of the issuing local unit of general government in
the event it should become necessary for it to assume responsi-
bility for payment of the interest and principal of the proposed
industrial development bonds.

Section 8. (a) Within [ ] days after a local unit of
general government files a petition, completed in accordance
with the rules and regulations authorized by section 5, the
age agency shall upon due notice, hold a hearing upon the petition.
The agency shall reasonably expedite any such hearing and shall advise the petitioning local unit of general government of its decision within [ ] days of the adjournment of a hearing. If the agency approves the petition a certificate of convenience and necessity shall be issued forthwith. Failure of the agency to advise the petitioning local unit of general government of its decision within [ ] days of the conclusion of the hearing shall constitute approval of such petition, and the local unit of general government shall be entitled to receive such certificate. Decisions of the agency shall be [reviewable as provided in the state administrative procedure act] [final as to findings of fact].

(b) A certificate of convenience and necessity issued as provided in this act shall expire in twelve months from the date of its issuance provided that, upon written application by the local unit of general government to the agency, with such information as the agency may require, the agency may in its discretion extend the expiration date of such certificate for a period not to exceed [ ] months. If, at any time during the life of such certificate, the authority of the local unit of general government to proceed thereunder is contested in any judicial proceeding, the court in which the proceeding is pending or, upon proper application, to the agency, the agency may issue an order extending the life of such certificate for a period not to exceed the time from the initiation of such proceeding to final judgment or other termination thereof.

Section 9. (a) A local unit of general government which holds a certificate of convenience and necessity issued and in force pursuant to this act may incur bonded indebtedness, subject to the limitations and procedures of this act and of other applicable laws.

(b) Prior to authorization of the incurring of bonded indebtedness pursuant to this act, public notice as provided in

3. States including section 9(b) in their acts may wish to consider a longer period of initial life for a certificate in order to accommodate the time intervals necessary for the referendum procedure.
[cite appropriate sections of state law] shall be given. In addition to any other items which the notice is required to or may contain, such notice shall include: (1) the nature of the project; (2) the amount of bonds to be issued; and (3) the security behind the bond issue; the right, as provided herein, of petition for a referendum; and the place at which a true copy of the contract is available for examination. If, within [60] days thereafter, no petition for a referendum has been received the local unit of general government may proceed with the issuance of the bonds.

(c) Except to the extent that they are in conflict with this act, the [cite statutes empowering local governments to issue bonds and prescribing applicable procedures] shall apply to the authorization, and issuance and sale of industrial development bonds by the local units of general government.

Section 10. If within the time limits prescribed in section 9(b), [_____] percent of the eligible voters resident within the borders of the unit of government proposing to issue industrial development bonds, by signing a petition to the governing body, shall request that the proposal to issue the bonds be subjected to referendum of the electorate, an election shall be ordered in accordance with [cite those sections of the law applicable to bond elections], except that, notwithstanding any other provisions of law, a majority of the qualified voters voting on the question shall resolve it. If a majority of those voting on the question vote "no" the certificate of convenience and necessity shall be void.

Section 11. The agency shall make an annual report to the governor and the legislature, including recommendations to further the purposes of this act.

Section 12. Sections [insert any legal citations authorizing other issuance of industrial development bonds] are hereby repealed.

Section 13. Separability. [Insert separability clause.]

Section 14. Effective Date. [Insert effective date.]
INVESTMENT OF IDLE FUNDS

State and local governments in the United States are hard pressed to raise the revenues necessary to keep abreast of an ever broadening and intensifying demand for more governmental services arising from an increasing population and the quickening pace of technological change. It is possible, through a prudent yet vigorous program of investment of idle cash balances, to increase state and local governments' revenues appreciably without raising state or local taxes and without increasing other nontax charges upon the public. The Advisory Commission on Intergovernmental Relations, an intergovernmental body created by the Congress, has estimated that from $35 million to $100 million of additional annual revenue can be obtained through the placement of additional funds in interest-bearing accounts or investments.

Cash balances of local funds which are in excess of operating needs can either be put to work drawing interest and thereby producing additional revenue for the local government, or they may be allowed to lie idle. If the latter course is followed, a waste of public funds occurs, just as real as an unnecessary or over-priced procurement contract or an uncollected tax obligation. Although considerable improvement has been registered in recent years, the investment of otherwise idle balances constitutes a significant potential revenue source which still is sometimes overlooked completely and is frequently under-utilized. In a number of states, statutory authority for the investment of idle funds of counties, municipalities and other local units of government does not exist or is restrictive or unclear. To continue in effect state legislative restrictions which preclude the investment in a safe and prudent manner by local governments of otherwise idle funds is not only inconsistent with constructive state-local relations in general but deprives local units of government of much-needed revenue. To assist the local governments so affected, the Investment of Idle Funds Act has been developed.

It is the purpose of the suggested act to authorize the governing body of a municipality, county, school district or other local governmental unit or political subdivision to invest and reinvest its funds in certain interest-bearing obligations.

Some local governments fail to avail themselves of the opportunity to earn interest income because their officials, particularly in the smaller governmental units far removed from the financial centers, are not sufficiently familiar with the opportunities and mechanics for investing governmental funds for short periods. Their officials often perform a combination of different functions which in the larger jurisdictions are shared by a number of officials. Some of them are understandably reluctant to invest government funds
in their custody in investment media with which they are unfamiliar.

Since many state governments regularly invest their free balances in short-term obligations, their officials possess technical expertise in this activity. It is urged that states consider authorizing and directing their appropriate officials to share their specialized knowledge in the investment of short-term public funds with the appropriate financial officials of the smaller subdivisions. The suggested act provides for such state technical assistance to local governments.

Many of the states provide for regular investment of their own surplus funds, even allowing the transfer of funds from special accounts so that they can be pooled for short-term investment purposes. It is suggested that states consider the possibility of extending their investment facilities to those local governments that elect to participate to pool their funds for short-term investment. The additional funds thus made available to the state investment pool would make for greater flexibility in the state's use of the various short-term investment opportunities available to it. A Montana statute authorizes this type of activity on the part of the state government (Mont. R.C. 79-1202).

The question of how far to go in the type of investments authorized is a matter of judgment which will vary from state to state. At the very least, as provided in section 1 of the suggested act, authority is provided for the placement of idle funds in (a) obligations of the United States and of its agencies and instrumentalities; (b) bonds or certificates of indebtedness of the state concerned and of its agencies and instrumentalities; and (c) shares of any building and loan association insured by the government of the United States or any agency thereof, up to the amount so insured. Particular states may wish to authorize additional types of investment, such as the securities of the local unit of government concerned, the securities of other states, or of municipalities or other local governments within the state, or other types of securities that meet appropriate tests of liquidity and security.

Section 1 provides further that the provisions of the act shall not impair the power of a local unit of government to hold funds in deposit accounts with banking institutions as otherwise authorized by law. In other words, the terms of the suggested act are designed to avoid conflict with other statutory provisions governing the placing of funds with banking institutions.

Section 2 of the suggested act authorizes the governing body of the local unit of government concerned to delegate the investing authority provided by Section 1 to the treasurer or other financial officer charged with custody of the funds of the local government.

Section 3 of the suggested act authorizes the state official or agency responsible for investing state funds to provide technical
assistance to local governments in investing their temporarily idle funds.

Sections 4 through 11 establish the Pooled Investment Fund and provide for its administration.

Suggested Legislation
[Title should conform to state requirements.]

(Be it enacted, etc.)

Section 1. (a) The governing body of a municipality, county, school district, or other local governmental unit or political subdivision, may invest and reinvest money subject to its control and jurisdiction in:

(1) Obligations of the United States and of its agencies and instrumentalities;
(2) Bonds or certificates of indebtedness of this state and of its agencies and instrumentalities;
(3) Shares of any building and loan association insured by an agency of the government of the United States up to the amount so insured;
(4) The Pooled Investment Fund established by this act;
(5) [ ];

(b) The provisions of this act shall not impair the power of a municipality, county, school district or other local governmental unit or political subdivision to hold funds in deposit accounts with banking institutions as otherwise authorized by law.

Section 2. The governing body may delegate the investment authority provided by section 1 of this act to the treasurer or other financial officer charged with custody of the funds of the local government, who shall thereafter assume full responsibility for such investment transactions until the delegation of authority terminates or is revoked.

1. Individual states may wish to augment the list of authorized investments set forth in this section.
Section 3. The state [insert title of the state official or agency responsible for investing state funds] is authorized and directed to assist local governments in investing funds that are temporarily in excess of operating needs by:

(1) explaining investment opportunities to such local governments through publication and other appropriate means;
(2) acquainting such local governments with the state's practice and experience in investing short-term funds; and
(3) providing technical assistance in investment of idle funds to local governments that request such assistance.

Section 4. There is hereby established the Pooled Investment Fund for the purpose of receiving and investing any money in the custody of any officer or officers of the state or any governing body of any [municipal corporation, county, school district, special tax district, or other political subdivision] designated or permitted by statute to be invested.

Section 5. The state [insert title of the state official or agency responsible for investment of state funds] shall administer the Pooled Investment Fund on behalf of the participants.

Section 6. The state [insert title of the state official or agency responsible for investment of state funds] shall invest monies in the Pooled Investment Fund with that degree of judgment and care, under circumstances then prevailing, which men of prudence, discretion and intelligence exercise in the management of their own affairs, not for speculation, but for investment, considering the probable safety of their capital as well as the probable income to be derived.

Section 7. All investments purchased belong jointly to the participants in the fund and the participants will share capital gains, income, and losses pro rata.

Section 8. The state [insert title of state official or agency responsible for investment of state funds] shall keep a separate account, designated by name and number of each participant. Individual transactions and totals of all investments belonging to each participant shall be recorded in the accounts.
Section 9. The state [insert title of the state official or agency responsible for investment of state funds] shall report monthly to every participant having a beneficial interest in the Pooled Investment Fund. The report shall show the changes in investments made during the preceding month. The state [insert title of the state official or agency responsible for investment of state funds] shall furnish upon request the details of an investment transaction to any participant.

Section 10. (a) The principal and any part thereof, of each and every account constituting the Pooled Investment Fund shall be subject to payment at any time from the monies in the fund.

(b) An order or warrant may not be issued upon any account for a larger amount than the sum total of the particular account to which it applies, and if such order or warrant is issued, the [state official responsible for the investment of state funds] shall be personally liable under his official bond for the entire overdraft resulting from the payment if made.

Section 11. There is hereby appropriated from general funds the sum of [§ ] to establish a revolving account under the custody of the state [insert title of the state official or agency responsible for investment of state funds] to defray administrative cost of the Pooled Investment Fund. The state [insert title of state official or agency responsible for investment of state funds] may deduct from each participant's pro rata earnings through the fund a reasonable charge for administering the fund, which shall be deposited and expended through the revolving account.

Section 12. Effective Date. [Insert effective date.]
COUNTY SUBORDINATE SERVICE AREAS

It is a primary responsibility of government to provide and finance services needed by its citizens. Where units of general local government—counties, cities, and towns—fail to provide such services their citizens will demand the services from a higher level of government or utilize the special district device for obtaining them.

Numerous draft bills are directed toward giving greater authority and flexibility to units of general local government in order that they might better meet the needs of their citizens. The following proposal is directed to the same end. It is designed to minimize the need for special districts by authorizing counties to create subordinate service areas in order to provide and finance one or more governmental services within a portion of the county.

The Bureau of the Census indicates that, as of 1962, counties in 20 states have utilized the subordinate service area device to provide governmental services. Where counties do not possess authority to create such areas there are only three alternatives available. First, the service can be financed from general county revenues which are derived from all residents of the county; second, the area desiring the service can create a special district; and third, the residents can do without the service. The first alternative frequently may be politically unacceptable as well as highly inequitable in a given county and the third alternative may be incompatible with the public interest. Consequently, unless counties possess the authority to create subordinate service areas, demand is generated for the creation of numerous special districts.

The following suggested act is designed to authorize counties to establish subordinate service areas in order to provide any governmental service or additions to existing countywide services in such areas which the county is otherwise authorized by law to provide. Section 2 defines a county subordinate service area and section 3 permits the county governing body to set tax rates within such areas of a different level than the overall county tax rate in order that only those receiving a particular service pay for it. It should be noted that a constitutional amendment may be necessary in some states to permit use of this device.

Sections 4, 5, 6, and 7 spell out the procedures for establishing a subordinate service area. Initiation of the proceedings may be undertaken by the county governing body either on its own motion or following receipt of a petition by the residents of the area. Under the latter procedure a public hearing would be required and final approval of creation of such an area by the county governing
body in either case would be subject to referendum proceedings commence by the qualified voters within the territory of the proposed area.

Section 8 provides authority for extension of the boundaries of an existing service area pursuant to the same procedures authorized for their creation.

Section 9 directs the county governing body to provide an annual budget for the service authorized within the subordinate service area and to supply the revenues, either property taxes or service charges, to finance the service.

Suggested Legislation

[Title should conform to state requirements.
The following is a suggestion: "An act to authorize counties to establish subordinate service areas in order to provide and finance governmental services."]

(Be it enacted, etc.)

1 Section 1. Purpose. It is the purpose of this act to provide a means by which counties as units of general local government can effectively provide and finance various governmental services for their residents.

2 Section 2. Definition. "Subordinate service area" means an area within a county in which one or more governmental services or additions to countywide services are provided by the county and financed from revenues secured from within that area.

3 Section 3. Establishment of Service Areas. Notwithstanding any provision of law requiring uniform property tax rates on real or personal property within a county, counties may establish subordinate service areas to provide and finance any governmental service or function which they are otherwise authorized to undertake. 1

4 Section 4. Creation by [County Governing Body]. The [county governing body] may establish a subordinate service area in any

1 If the service is to be financed wholly or partly from property tax revenues, some states may have to amend constitutional provisions requiring uniform tax rates within a county. See the suggested constitutional amendment on page 115.
in the area to be added shall be eligible to participate there-
in, all qualified voters residing in the proposed service area
shall be eligible.

Section 9. Financing. Upon adoption of the next annual
budget following the creation of a subordinate county service
area the [county governing body] shall include in such budget
appropriate provisions for the operation of the subordinate
service area including, as appropriate, a property tax levied
only on property within the boundaries of the subordinate tax-
ing area or by levy of a service charge against the users of
such service within the area, or by any combination thereof.

Section 10. Separability. [Insert separability clause.]

Section 11. Effective Date. [Insert effective date.]

Removal of Constitutional Barriers to Financing
County Subordinate Areas

As mentioned earlier, some states may find it necessary to amend
constitutional provisions requiring uniform tax rates within a county,
if a service is to be financed wholly or partly from property tax
revenues. The following amendment is offered for consideration in
those states that have uniform tax rate provisions that constitute a
barrier to financing county subordinate service areas.

Suggested Constitutional Amendment

[Title, format, and procedural practices for constit-
tutional amendment should conform to state practice and
requirements.]

Notwithstanding any provision of this constitution requiring
uniform tax rates on real or personal property within a county,
the legislature may authorize counties to (1) levy annually a
tax on property within the boundaries of any county subordinate
service area created pursuant to an act of the legislature,
which tax may be separate and in addition to the annual tax
imposed on a countywide basis, and (2) incur indebtedness on a
countywide basis for the purpose of performing functions and
providing facilities and services within such a county subordi-
nate service area. Any tax levied or indebtedness incurred
under the authority of this section is subject to such limitations as may be established by the legislature.
C. LOCAL PROPERTY TAXES

Introductory Statement

Since the state creates local governments and determines their share of the governing role, it must see to it that they possess the financial resources required to match their responsibilities. The obligation of the state in this regard is inescapable because if the locally raised revenue is inadequate to finance the duties prescribed for local governments, the state must provide it.

Inasmuch as local governments continue to rely for seven-eighths of all their locally raised tax revenue on the property tax, it is the most important single factor in their fiscal ability. It follows that the states' concern with the quality of property taxation is direct and urgent.

States are directly concerned with the quality of property taxation for other reasons as well. The $25 billion that will be collected from this source in calendar year 1966 nearly equals the combined collections from the states' own taxes and accounts for 45 percent of aggregate state and local tax revenues. In short, the property tax is the most important single factor in the impact of nonfederal taxes on the pace of industrialization and economic development, on production, income and consumption, and on the distribution of the tax burden among the people.

Without benefit of strong state support, local governments are severely handicapped in property tax reform. Most are too small to afford the organization and technical skill required to appraise and assess the wide variety of highly specialized properties currently used by industry. Sensitivity to intercommunity competition for business can restrain tax reform and may encourage competitive under-assessment. Moreover, state law does much to prescribe the elements of property taxation and so is mandatory on the localities.

A survey of the recent successes and failures in property tax reform in different parts of the country, conducted by the Advisory Commission on Intergovernmental Relations, leaves no doubt that the tax is capable of reasonably fair operation and administration, that the rate of progress in this direction is strongly influenced by the degree of responsibility assumed by the state, and that tax officials, practitioners, and scholars are in general agreement about the lines of action states should take to give soundly based local property tax improvement efforts a reasonable chance to succeed.¹

Although details of the prescription for strengthening the property tax will vary from state to state, and with the progress each state has made thus far, the following suggested legislation should be helpful to those persons seeking to make this tax a more equitable and effective revenue instrument for local governments. To facilitate the enactment of property tax reform recommendations, the suggested legislation is divided into four bills, each covering a major sector of the property tax front.
PROPERTY TAX SURVEY COMMISSION

This bill authorizes the creation of a Property Tax Survey Commission to examine certain basic property tax policy issues which must be resolved by each state. These policy issues include: (a) the adequacy of the legal structure underpinning property tax administration, (b) exemptions from taxation, (c) changes in tax rate and debt limits which would be required if market value determinations based on assessment-sales ratio studies replace assessed valuations as the measurement base, and (d) the extent to which the state should become involved in the actual administration of the property tax.

Each state should take a hard, critical look at its property tax laws and rid it of all features that are impossible to administer as written, which force administrators to condone evasion, and which encourage taxpayer dishonesty. Ad valorem taxes on most classes of property, real and personal, can be administered with reasonable competence if a state is willing to provide suitable means; but the extent to which some personal property tax laws have become legal fictions is notorious. Evasion and condoning of evasion are so widespread as to make such laws a tax on integrity.

The use of exemptions from property taxes without regard for their secondary effects has drastically changed the distribution of the property tax burden and a re-examination of exemptions is urgently needed. States have long had a propensity, which is continuing, to fritter away the local property tax base by concealed subsidies in the form of special tax exemptions to promote private causes of questionable public importance, provide welfare aid, advance undertakings for social and economic reform, and reward public service. Typically these special tax exemptions are mandatory upon local taxing jurisdictions; they have to be honored by them, regardless of their revenue cost or the preference of the local community.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act creating a property tax survey commission, and for related purposes."]

(If enacted, etc.)

1 Section 1. Property Tax Survey Commission. There is hereby created a property tax survey commission of [ ] members for the purpose of making a thorough examination of the property tax and its administration. The commission shall make a report of its study and examination together with such specific
recommendations as it may adopt to the governors and to the
legislature not later than [ ] of each [ ] numbered years.

Section 2. Commission Duties. The commission shall:

(1) ascertain whether the [state tax agency] is making
adequate provision for continuing study and analysis of the
property tax so as to insure that this revenue source is given
attention commensurate with its major importance in the overall
state and local revenue structure;

(2) determine (i) whether provision of the constitu-
tion or any statute, ordinance or charter unduly restricts leg-
islative or administrative flexibility and responsibility for
producing and maintaining a productive and administrable prop-
erty tax system and, (ii) whether the property tax laws need
revision or recodification;

(3) examine the state's property tax exemption policies
and make recommendations implementing the principle that exemp-
tions be provided only on clear demonstration of public inter-
est and be limited to those cases in which the tax exemption
method is preferable to outright grants supported by appropria-
tions;

(4) examine the question of reimbursing local communi-
ties for the amounts of tax loss sustained in the instance of
mandatory tax exemptions;

(5) Make a thorough review of all classes of partial
and total exemptions from tax liability based on assessed valu-
ations made by assessment officials, study the desirability of
their continuance from the point of view of sound policy, and
with respect to those exemptions that may be continued, recom-
mend adjustments as would be called for by the adoption of the
market value determinations made or to be made by the [state
tax agency] as the uniform measure for all exemptions from prop-
erty tax liability;¹

¹. To the extent that exemptions can be justified, the tax
credit method employed by some states has considerable merit because
it completely removes the assessor from dollar determinations of the
privilege.
(6) study all limits on the taxing and borrowing powers of local governments imposed by state law or municipal charter that are related to assessed valuation set by local assessment officials; consider the desirability of their continuance or modification, and for any that may be continued recommend adjustments as would be made necessary by the adoption of the market value determinations made or to be made by the [state tax agency] as the uniform base for restricting the taxing and borrowing powers of local government;

(7) study all state financial grants to school districts and local governments that are measured by assessed valuations set by local assessment officials and recommend adjustments as may be necessitated by the adoption of the market value determinations of the [state tax agency] as an equalized measure of local fiscal capacity and tax effort;

(8) evaluate the structure, powers, facilities, and competence of the [state tax agency] and local property tax offices and on the basis of the evaluation recommend an organizational policy from among the following alternatives:

(i) centralized property tax administration, with each local government determining the amount of its own tax levies, within any applicable limitations, and with the state providing all professional services for the assessment, collection and enforcement of the property tax liability;

(ii) centralized property assessment administration, with the valuations certified to local officials as the basis for their billing and collection of taxes;

(iii) coordinated joint state-local administration with the [state tax agency] granted all appropriate supervisory powers and facilities but whose assessment responsibilities would be confined to property of types that customarily lie in more than one district and do not lend themselves to piecemeal local assessment, that require appraisal specialists beyond the specialized skills of most local district staffs, and that can be more readily discovered and valued by a central agency than by a local assessment office; or
(iv) some other uniform method of property assessment administration.

(9) evaluate the present administrative-judicial appeal procedure for assessment review in order to determine whether taxpayers have ready and inexpensive access to effective legal remedies, and make recommendations with respect thereto.

Section 3. Commission Membership. The governor shall appoint the members of the commission and shall designate the chairman thereof. The term of each commissioner authorized shall be [four] years. Any vacancy on the commission shall be filled in the same manner as original appointments thereto and shall be for the unexpire term.

Section 4. Staff. The commission may employ such research or administrative staff as it deems necessary within or without the [state merit system].

Section 5. Hearings. The commission may hold public hearings in various parts of the state and prescribe any necessary rules for the conduct thereof.

Section 6. Per Diem and Expenses. Members of the commission shall receive per diem of $[   ] for each full day of attendance at a meeting of the commission plus their actual and necessary expenses incurred in the discharge of their official duties. Members of the commission who are salaried members of the legislature or full-time public officers or employees shall not receive per diem but shall be entitled to reimbursement for their actual and necessary expenses.

Section 7. Duration. Sections 1-6 of this act shall cease to be of any force or effect on and after [four years after effective date of this act] and the commission established here- by shall terminate as of [same date].

Section 8. Appropriation. [Use this section to make initial appropriation to the commission.]

Section 9. Separability. [Insert separability clause.]

Section 10. Effective Date. [Insert effective date.]
PROPERTY TAX ORGANIZATION AND ADMINISTRATION

In 49 of the 50 states (all except Hawaii), property assessment administration is a joint state and local responsibility. Most recent efforts to improve the quality of property assessment have concentrated on making the joint system work better. To knit this twollevel system into a well-coordinated, smoothly-functioning organization is difficult but possible of accomplishment.

The prevailing pattern for state-local property tax administration, subject to innumerable variations, is: (1) local assessment districts responsible for the bulk of the primary assessing; (2) local or county boards of review; (3) county boards of equalization; and (4) a state agency or agencies responsible variously for supervision of local assessing, provision of technical aid to local assessors, hearing taxpayer appeals, interarea equalization of assessment, central assessment of some classes of property, and valuation research.

The proposal would provide for well-coordinated state-local administrative organization with a central directing authority. At the state level, administrative responsibilities would be vested in a single agency professionally organized and equipped for the job, with adequate powers of supervision and regulation clearly defined by law. At the local level, county assessment units would be organized and staffed so as to make competent assessing feasible. The overall goal is to produce a workable apportionment of two-level responsibilities, with careful coordination of assessment standards and procedures.

The suggested legislation vests in the single state agency responsibility for assessment supervision and equalization, assessment of all state assessed property, and valuation research, with adequate powers clearly defined by law. It provides that no assessment district shall be less than countywide, and when, as in many instances, counties are too small to comprise efficient assessment districts, the bill authorizes the creation of multi-county assessment districts. In order to eliminate wasteful duplication of assessment effort, all overlapping assessment districts (township and municipal) are eliminated. It also provides that county assessors be appointed on the basis of demonstrated merit and be subject to removal for good cause by the appointing official.

It should be noted that the suggested act in setting forth the qualifications for assessors and appraisers makes no mention of residence requirement. Since it is desirable to encourage the employment of assessors and appraisers on a professional basis, the Advisory Commission on Intergovernmental Relations recommends that states omit a residence requirement. If this is to be done, it may be
necessary to make an appropriate exception by amending the relevant general personnel statutes or by writing an affirmative exemption into this statute.

This draft legislation draws on Oregon, Maryland, and Kentucky experience, particularly as it relates to the provision of state technical assistance to local assessment jurisdictions.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act establishing a division of property taxation within the [state tax agency]; providing for the qualifications, duties, and responsibilities of county assessors and related personnel; providing for state-county relations in respect of assessment and appraisal of property, and for related purposes."]

(Be it enacted, etc.)

1. **Section 1. Division of Property Taxation.**

   a) There shall be in the [state tax agency] a division of property taxation, hereinafter called the "division." The head of the division shall be the director, appointed by the [head of the state tax agency] in accordance with the provisions of the [state merit system law]. The director shall serve in accordance with the provisions of such law. He shall have experience and training in the fields of taxation and property appraisal.

   b) The employees of the division shall be in the [state merit service]. The director may contract for the services of expert consultants to the division.

   c) In addition to any duties, powers, or responsibilities otherwise conferred upon the division, it shall administer and enforce all laws related to the state supervision of local property tax administration and the central assessment of property subject to ad valorem taxation. Whenever the division assesses or appraises property, or provides services therefor, it shall

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1. As an alternative for states in which organization for tax administration is diffused, the agency should be given prominence as a separate department or bureau. It may be desirable to have the career administrator serve under a multi-member commission appointed for overlapping terms.
prescribe the methods and specifications for such assessment or appraisal.

Section 2. Assessors and Appraisers, Qualifications and Certification. (a) Except as expressly permitted by statute, no person shall perform the duties or exercise the authority of an assessor or appraiser of property in or on behalf of any county unless he is the holder of an assessor's or appraiser's certificate, as the case may be, issued by the division.

(b) The division shall provide for the examination of applicants for such certificates. No certificate shall be issued to any person who has not demonstrated to the satisfaction of the division that he is competent to perform the work of an assessor or appraiser, as the case may be; but any applicant for a certificate who is denied the same shall have a right to review of such denial [in accordance with the state administrative procedure act] [by a court of appropriate jurisdiction].

Section 3. Collection and Publication of Property Tax Data. 2

(a) The division annually shall make and issue comprehensive assessment ratio studies of the average level of assessment, the degree of assessment uniformity, and overall compliance with assessment requirements for each major class of property in each county in the state. In order to determine the degree of assessment uniformity and compliance in the assessment of major classes of property within each county, the division shall compute the average dispersion. As used in this section, "average dispersion" means the percentage which the average of the deviations of the assessment ratio of individual sold [or appraised] properties bears to their median ratio.

(b) The division may require assessors and other local officers to report to it data on assessed valuations and other

2. Subsection (a) of this section is similar to section 3, and subsection (c) of this section is similar to section 5 of the act entitled "An act establishing assessment standards and performance measurements; establishing interdistrict and intradistrict tax equalization procedures, and for related purposes.", which appears below. This duplication is necessary because the provisions are desirable in each act standing alone.
features of the property tax for such periods and in such form
and content as the division shall require. The division shall
so construct and maintain its system for the collection and
analysis of property tax facts as to enable it to make intra-
state comparisons as well as interstate comparisons based on
property tax and assessment ratio data compiled for other states
by the United States Bureau of the Census, or any agency succes-
sor thereto.

(c) The [state tax agency] shall publish annually the find-
ings of the division's assessment ratio studies together with
digests of property tax data.

Section 4. Tax Exemption Information. The county assessor
regularly shall assess all tax exempt property within the county,
calculate the total assessed valuation for each type of exemp-
tion, and compute the percentages of total assessed valuations
thus exempt. The totals and computations thus made and obtained,
together with summary information on the function, scope and
nature of exempted activities, shall be published annually by
the county.

Section 5. Forms. The division shall devise, prescribe,
[supply,] and require the use of all forms deemed necessary for
effective administration of the property tax laws. So far as
practicable the forms shall be uniform, but nothing herein shall
be deemed to prevent the prescribing of substitute or additional
forms where special circumstances require.

Section 6. Tax Maps. The division shall require each county
assessor to maintain tax maps in accordance with standards spec-
ified by the division. Whenever necessary to correct mapping
deficiencies, the division shall install standard maps or ap-
prove mapping plans and supervise map production. The [state
tax agency] [shall] [may] require the county to reimburse the
state for tax maps installed by the division. The amount or
amounts of such reimbursement shall be deposited in the [state
Section 7. Provision of Tax Manuals and Guides. The division shall prepare, issue, and periodically revise guides for local assessors in the form of handbooks of rules and regulations, appraisal manuals, special manuals and studies, cost and price schedules, news and reference bulletins and digests of property tax laws suitably annotated.

Section 8. Data Processing. To expedite the preparation of assessment rolls, tax rolls, and tax bills, the division is authorized to take action as may be appropriate to enable counties to receive the benefits of modern data processing methods.

Section 9. Provision of Engineering, Professional and Technical Services. Whenever a county by or pursuant to action of its [governing board] requests the [state tax agency] to provide engineering, professional or technical services for the appraisal or reappraisal of properties, the [state tax agency] may, within its available resources, and in accord with its determination of the need therefor, provide these services. The county shall pay to the [state tax agency] the actual cost of the services in accordance with a schedule of standard fees and charges furnished, and from time to time, revised by the [state tax agency]. All payments received by the [state tax agency] pursuant to this section shall be deposited in the [state treasury] to the account of the [state tax agency].

Section 10. Appraisal of Major Industrial and Commercial Properties. The division shall provide to each county or multi-county assessment district the services of certified appraisers for the appraisal of major industrial and commercial properties. The properties to be appraised shall be determined by the division after consultation with county assessors. In making such determinations, the division shall take into account the ability of the county assessor to perform such appraisals with the resources at his disposal. [Provide for such reimbursement or

3. In place of the last two sentences of section 6, a state may prefer the following: Costs of map production and installation incurred pursuant to this section shall be county charges.
county charge as may be appropriate.] 4

Section 11. Inspections, Investigations and Studies. The
division may make such inspections, investigations and studies
as may be necessary for the adequate administration of its re-
sponsibilities pursuant to this act. Such inspections, investi-
gations and studies may be made in cooperation with other state
agencies, and, in connection therewith, the division may utilize
reports and data of other state agencies.

Section 12. Training Programs. The division shall conduct
or sponsor in-service, pre-entry, and intern training programs
on the technical, legal, and administrative aspects of the as-
se ssment process. For this purpose it may cooperate with educa-
tional institutions, local, regional, state, or national assess-
sors' organizations, and with any other appropriate professional
organizations. The division may reimburse the participation
expenses incurred by assessors and other employees of the state
and its subdivisions whose attendance at in-service training
programs is approved by the division.

Section 13. Enforcement of Assessment and Appraisal Stand-
ards. (a) In order to promote compliance with the requirements
of law, the division shall issue and, from time to time, may
amend or revise rules and regulations containing minimum stand-
ards of assessment and appraisal performance. Such standards
shall relate to: (1) adequacy of tax maps and records; (2)
types and qualifications of personnel; (3) methods and specifi-
cations for the appraisal or reappraisal of property; and (4)
administration. For failure to meet the standards contained in
the rules and regulations the division may suspend, in whole or
in part, performance of the assessment or appraisal function by
a county.

(b) If the division finds that a county has failed or is
failing to meet the standards contained in the rules or regu-
lations in force pursuant to subsection (a) of this section, it
shall notify the county assessor of the fact and nature of the
failure. The notice shall be in writing and shall be served
upon the county assessor and the [county governing board].

4. See alternative on p. 133 for state assessment of industrial
property.
(c) If within one year from the service of the notice the failure has not been remedied, the division may, at any time during the continuance of such failure, issue an order requiring the county assessor and [county governing board] to show cause why the authority of the county with respect to assessments or any matter related thereto should not be suspended, shall set a time and place at which the director of the division shall hear the county assessor and [county governing board] on the order, and after the hearing shall determine whether and to what extent the assessment function of the county shall be suspended.

(d) During the continuance of a suspension pursuant to subsection (c) of this section, the division shall succeed to the authority and duties from which the county has been suspended and shall exercise and perform the same. Such exercise and performance shall be a charge on the suspended county. The suspension shall continue until the division finds that the conditions responsible for the failure to meet the minimum standards contained in the rules and regulations of the division have been corrected.

(e) Any county aggrieved by a determination of the division made pursuant to this section or alleging that its suspension is no longer justified may have review of such determination or continued suspension [as provided in the state administrative procedure act] [by a court of appropriate jurisdiction].

Section 14. County Assessor. (a) On and after [January 1, 19[ ] the county assessor shall be appointed by the [chief executive officer of the county] and shall hold office [for an indefinite term] [for a term of five years]. No person shall be eligible for appointment as county assessor who does not hold an assessor's certificate issued by the division pursuant to section 2 of this act.

(b) A county assessor may be removed from office by the [chief executive officer of the county] or by the commissioner of the [state tax agency]. The [chief executive officer] may
not remove such assessor, except for cause and the commissioner
may remove such assessor only for failure to comply with the
orders of the division. [Add provision making appropriate
statute relating to hearings and appeals applicable, or supply
procedural detail.]

(c) Notwithstanding any provision of this section, any
county assessor holding office on the effective date of this act
by virtue of election by the people shall be entitled to com-
plete the term for which he was elected.

(d) If other statutes or provisions of local law do not
affirmatively empower county assessors to assess, appraise and
classify property, use this subsection to confer such power.]

(e) The [local tax assessor] for the purpose of ascertain-
ing the correctness of any declaration of property by a taxpayer
for tax purposes may examine or to cause to be examined, by any
agent designated by him for that purpose, any books, papers,
records, or other items bearing upon the matters required to be
included in the declaration; and he may require a domestic cor-
poration owning, claiming, possessing, or controlling property
subject to local assessment for taxes to make available at the
corporation's principal office in [county or state] or at a
place mutually acceptable to the assessor and the corporation
a true copy of business records relevant to the amount, cost,
and value of all property that it owns, claims, possesses, or
controls within the county. The assessor or his agency may also
require the attendance of the person rendering the declaration
or any officer or employee of such person or corporation, or the
attendance of any other person having knowledge of the circum-
stances, and may take testimony and require material proof, with
power to administer oaths to such person or persons.

Section 15. Governing Valuations. [Each local taxing unit]
shall be bound by the assessed valuations established by the
county assessor for all property subject to its taxing power.

Section 16. Multi-County Assessment Districts. 5 (a) Any

5. The possibility of including this paragraph may depend in a
particular state on constitutional or statutory considerations.
two or more contiguous counties may enter into an agreement for
joint or cooperative performance of the assessment function.

(b) Such agreement shall provide for:

(1) the division, merger, or consolidation of admin-
istrative functions between or among the parties, or the per-
formance thereof by one county on behalf of all the parties;

(2) the financing of the joint or cooperative under-
taking;

(3) the rights and responsibilities of the parties with
respect to the direction and supervision of work to be performed
under the agreement;

(4) the duration of the agreement and procedures for
amendment or termination thereof; and

(5) any other necessary or appropriate matters.

(c) The agreement may provide for the suspension of the pow-
ers and duties of the office of county assessor in any one or
more of the parties.

(d) Unless the agreement provides for the performance of
the assessment function by the assessor of one county for and
on behalf of all other counties party thereto, the agreement
shall prescribe the manner of appointing the assessor, and the
employees of his office, who shall serve pursuant to the agree-
ment. Each county party to the agreement shall be represented
in the procedure for choosing such assessor. No person shall
be appointed assessor pursuant to an agreement who could not be
so appointed for a single county. Except to the extent made
necessary by the multi-county character of the assessment agen-
cy, qualifications for employment as assessor or in the assess-
ment agency, and terms and conditions of work shall be similar
to those for the personnel of a single county assessment agency.
Any county may include in any one or more of its employee bene-
fit programs an assessor serving pursuant to an agreement made
under this section and the employees of his assessment agency.
As nearly as practicable, such inclusion shall be on the same
basis as for similar employees of a single county only. An
agreement providing for the joint or cooperative performance of
the assessment function may provide for such assessor and em-
ployee coverage in county employee benefit programs.

(e) No agreement made pursuant to this section shall take
effect until it has been approved in writing by the commission
of the [state tax agency] and the [attorney general].

(f) Copies of any agreement made pursuant to this section,
and of any amendment thereto, shall be filed in the office of
the [secretary of state] and the [state office of local govern-
ment].

Section 17. State Performance of County Assessment Function.
The [governing board] of a county may, [by resolution], request
the [state tax agency] to assume the county assessment function
and to perform the same in and for the county. If the commis-
sioner of the [state tax agency] finds that direct state per-
formance of the function is necessary or desirable to the eco-

demic and efficient performance thereof, he may direct the divi-
sion to undertake such performance pursuant to the request. Un-
less otherwise authorized by law, the division shall undertake
and perform the function only after the execution of a suitable
agreement between the county and the [state tax agency] provid-
ing for responsibility for costs. During the continuance of
performance of the county assessment function by the division,
the office and functions of the county assessor shall be sus-
pended, and the performance thereof by the division shall be
deemed performance by the county assessor.

Section 18. Discontinuance of Certain Assessors' Office.
On and after [date] assessment of property for purposes of tax-
ation, unless pursuant to agreement as authorized in section 16
of this act, shall be only by the county and state in accordance
with law. However, any assessor in office on [date] who is
serving a fixed term as provided by statute or local law may
continue in office until the expiration of such term, and the
jurisdiction of which he is the assessor shall continue to have
the assessment function previously conferred upon it until the
expiration of such term. Any vacancy in an elective or appoin-
tive office permitted to continue by reason of this section
shall be filled only for the unexpired portion of the term.

Section 19. Separability. [Insert separability clause.]

Section 20. Effective Date. [Insert effective date.]

State Assessment of Industrial Property

States that consider direct state assessment of industrial property desirable (rather than strong state supervision over local administration of the tax on such property) may wish to consider the following alternative language to section 10 of this bill.

Section 10. Appraisal of Major Industrial Property. (a) Notwithstanding other provisions of the law, all industrial property in this state whether real estate or personal property shall be valued and assessed by the [state tax agency].

(b) Industrial property as used herein means a combination of land, improvements, and machinery functioning as a unit: in the assembly, fabrication, processing, manufacture, and distribution of finished or partly finished products from raw materials (including agricultural products) or fabricated parts; in the processing of natural resources, including minerals and gravel.

(c) The [state tax agency] shall assess such property as provided by law, and on or before [insert date] shall certify to the [insert appropriate official] of each county in which the property is located the amount of the assessment made against each description.

(d) The [state tax agency] may request the assistance of county assessing officers and local assessors in valuing any such property.
The laws of most states provide for the assessment of property at market value. Nevertheless, fractional assessment is a pervasive practice. Recent assessment ratio findings indicate that on a nationwide basis, residential real estate is being assessed at less than 30 percent of market value. Moreover, most states have not equalized local assessment levels at any uniform percentage of market value.

One possible course of action is for state tax authorities to order local tax officials to raise depressed assessment levels to the legal valuation standard.

For states not wanting to take this approach, the conflict between law and practice can be resolved by amending state assessment laws to bring them into harmony with fractional valuation practice. Either of two courses of action appears to be possible. One, a state can repeal the full value assessment laws, select a percentage figure which conforms most nearly to prevailing local assessment practices, and direct that assessment levels be brought into line with this fractional valuation standard. Two, a state can give assessors discretion to assess property within their respective jurisdictions at any uniform percentage of current market value (subject to the enforcement of a specific minimum level of assessment). In this case the state supervisory agency should determine annually by assessment ratio studies the average level of assessment in each county and make this information available to taxpayers.

The draft legislation incorporates the second approach—the flexible local assessment standard—reinforced by state assessment ratio findings. The requirement of a minimum level guards against the danger that the quality of assessing will deteriorate if the assessment level is too low.

To secure intracounty tax equalization, the draft legislation requires all classes of property within a county to be assessed at a uniform percentage of current market value. The legislation directs the state tax agency to make county assessment ratio studies and, following the example set by Oregon, to give their findings the widest possible circulation. The features of this legislation which provide for maximum publicity to be given assessment ratio and related information are of special importance because they would furnish knowledge on the basis of which administration and compliance could be improved.

To secure intercounty equalization, the draft legislation directs a taxing unit such as a sewer district lying in more than one county to apportion its levy among the counties in which it is situated in accordance with the market value determinations derived
from assessment ratio studies made by the state tax agency. This approach, pioneered by Wisconsin, permits an equitable distribution of the tax load without state-ordered adjustments in local assessment levels.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act establishing assessment standards and performance measurements; establishing interdistrict and intradistrict tax equalization procedures, and for related purposes."]

(If it enacted, etc.)

1. **Section 1. Definitions.** As used in this act:

   (1) "Current market value" means the estimated price a property would bring in an open market and under the then prevailing market conditions in a sale between a willing seller and a willing buyer, both conversant with the property and with prevailing general price levels.

   (2) "Assessment level" means the percentage relationship which the assessed value of taxable property bears to its current market value.

   (3) "Assessment ratio study" means the comparison, on a sampling basis, of the current market value determined from the best information available which may include, but is not limited to appraisals, deed recordings, documentary or tax stamps and statements of parties to the transaction with their assessed valuations, and the application of statistical procedures to determine assessment levels and to measure nonuniformity of assessments.

   (4) "Average dispersion" means the percentage which the average of the deviations of the assessment ratios of individual sold [or appraised] properties bears to their median ratio.

2. **Section 2. Tax Base Determination.** All classes of taxable property shall be assessed at the same percentage of current market value within each county. No assessment level shall be lower than [ ] percent of current market value as found by the assessment ratio studies made by the division of property.
taxation [of the state tax agency], hereinafter called the "di-
vision." Whenever the prevailing general assessment level with-
in a county, as shown in an assessment ratio study, is below
the minimum assessment level in force pursuant to this section
and the division deems it necessary to the proper administration
of the tax laws to order such uniform percentage adjustments in
the assessment base, it may issue such order. Whenever such
prevailing general assessment level is 10 percent or more below
the minimum assessment level in force pursuant to this section,
the county assessor shall make such uniform percentage adjust-
ment in the assessment base as is necessary to secure compliance
with law. The failure of the division to issue an order pur-
suant to this paragraph shall be of no evidentiary significance
in any proceeding for the abatement or modification of an assess-
ment.

Section 3. Preparation of Assessment Ratio Studies. The
division annually shall make and issue comprehensive assessment
ratio studies of the average level of assessment, the degree of
assessment uniformity and overall compliance with assessment re-
quirements for each major class of property in each county in
the state. In order to determine the degree of assessment uni-
formity and compliance in the assessment of major classes of
property within each county, the division shall compute the
average dispersion.

Section 4. Notice to Assessor and [Chief County Fiscal Offi-
cer]; Hearing. (a) At least [sixty] days prior to the issuance
of an assessment ratio study, the division shall furnish each
county assessor and each [chief county fiscal officer] a copy of
the tentative assessment ratio study for his county. The copy
shall be accompanied by a notice stating that, unless the asses-
sor or [chief county fiscal officer] files a written demand for
a hearing thereon, the tentative assessment ratio study, together
with all findings, shall be final.

(b) Upon demand for hearing filed pursuant to subsection (a)

1. See footnote 2, page 121.
of this section, the division shall fix a hearing. The hearing shall be not less than [ten] days nor more than [twenty] days from the date when the demand therefor is received, but in no event shall such hearing be less than [five] days from the date notice is served upon the county assessor and [chief county fiscal officer] of the county from which a demand has been filed.

(c) As promptly as may be after such hearing, the division shall inform the county assessor and [chief county fiscal officer] whether it has determined to make any changes in the tentative assessment ratio study, and if so, of their precise content. If the county assessor or [chief county fiscal officer] is not satisfied with the study as then proposed to be issued, he may have review of any finding or findings contained therein which formed the basis of the demand for hearing, [as provided in the state administrative procedure act] [by a court of appropriate jurisdiction].

(d) For the purposes of this section, the assessor for a multi-county assessment district shall be deemed the assessor in and for every county for which he is in fact the assessor by virtue of the agreement made pursuant to [cite appropriate section of statute authorizing multi-county assessment districts].]

Section 5. Publication of Assessment Ratio Information. Immediately on the issuance thereof, the division shall publish each of its assessment ratio studies and shall publish a summary of each such study in convenient form. The division shall take such additional steps as may be appropriate to disseminate to the general public the information contained in its studies.

Section 6. Property Tax Equalization. (a) Whenever, in the view of the division, an assessment ratio for a particular class of property within a county deviates to the degree that a uniform adjustment in the assessment base is necessary for the proper administration of the tax laws, the division shall order the county assessor to make uniform adjustments in the assessment base as are necessary to remove such deviation. A deviation of 10 percent or more shall require the division to issue such order. The failure of the division to issue an order
pursuant to this subsection shall be of no evidentiary significance in any proceeding for the abatement or modification of an assessment.

(b) In any case where a [tax levying unit of government] is situated in more than one county, the state and the [tax levying unit of government] shall apportion their tax levies among the various counties in the same proportion that the current market value of the property subject to the tax of the [tax levying unit of government] in each county bears to the current market value of all property subject to the tax of the [tax levying unit of government]. Such apportionment shall be based upon the current market value determinations derived from the annual assessment ratio studies made by the division. Thereafter the tax rates of the [tax levying unit of government] shall be fixed in the respective counties in such manner as is calculated to raise the amounts so apportioned when applied to the assessed values therein.

Section 7. Separability. [Insert separability clause.]

Section 8. Effective Date. [Insert effective date.]
PROPERTY TAX REVIEW AND APPEAL PROCEDURE

In many states the hierarchy of administrative and judicial review and appeal agencies for the protection of the property taxpayers is elaborate; but actual protection under the various systems is illusory because, first, the tribunals to which the taxpayer must appeal are not well constituted and staffed for the purpose and second, the burden of proving his case is too onerous and costly. The small taxpayer, in particular, is helpless if he has no simple, inexpensive, and dependable recourse. While numerous states have been undertaking to improve assessment administration by such means as better state supervision, better training for assessors, statewide revaluations, experimentation with fractional assessment, and the use of assessment ratio studies for equalization purposes, they have tended to ignore the need to improve the procedure for assessment review and appeal.

This legislation provides procedures for the hearing and determination of taxpayer protests of assessments. Such protests would be heard by county assessors or local boards of property tax review or, in the case of state assessed property, by the commissioner of the state tax agency. Appeals could be taken from these initial review agencies to a state tax court, established by the suggested act. At each level of review, emphasis is placed on informality of procedure. At the state tax court level a small claims procedure is established.

The legislation specifically provides that the parties to an assessment protest proceeding may make use of data contained in assessment ratio studies. In any proceeding relating to a protested assessment the court or other review agency is directed to accept as conclusive evidence of inequitable assessment a proven deviation of 10 percent or more from the relevant county assessment ratio and grant appropriate relief.

Since other provisions of the suggested legislation here presented make such assessment ratio studies freely available, the result should be a simplification of evidence gathering and presentation in litigation relating to assessments. The appeals procedure above is patterned along the general lines of the Maryland and Massachusetts review systems.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act providing for protests of assessments, establishing a state tax court, and for related purposes"]
Section 1. Jurisdiction to Hear Protest. A taxpayer who desires to protest an assessment of his property may make such protest as provided in this act. Jurisdiction to hear and determine protest of assessments shall be only in the courts and agencies upon whom such jurisdiction is conferred by this act.

Section 2. Assessors and Boards of Review. (a) In all counties of less than [ ] population there shall be a [local board of property tax review] to consist of [specify membership, method of appointment, and term]. Such board shall hear and determine assessment protests, and shall have power to alter or modify any protested assessment in order that it may conform with law. In connection therewith, the board may make such review of assessments and order such equalization thereof as may be necessary. At any time when the county assessor has in his regular employ [three] or more appraisers holding appraiser's certificates issued by the division of property taxation [of the state tax agency], hereinafter called "division," one of such appraisers shall sit with and advise the board, but no appraiser shall sit with the board on its hearing of, or advise the board concerning any protest of an assessment of property previously appraised by him.

(b) In any county [ ] or more population, the county assessor shall have in his regular employ at least [three] appraisers holding appraiser's certificates issued by the division. In any such county, the county assessor shall have the functions and jurisdiction of a [local board of property tax review] and there shall be no such board. In hearing and determining a protest of an assessment the assessor shall be assisted by an appraiser regularly employed in his office who has not previously appraised the property in question.

(c) If the assessment function is performed by an assessor acting for and on behalf of more than one county as provided in an agreement made pursuant to [cite appropriate section of state statute authorizing multi-county assessment districts], a protest
of assessment shall be heard and determined by the assessor's
office functioning under such agreement, if the office has in
its regular employ at least [three] appraisers holding appraiser's certificates from the division or a [local board of property tax review] established by the agreement.

(d) In the case of property assessed by the state, neither
a [local board of property tax review] nor a county assessor
shall have jurisdiction to hear or determine a protest. Any
such protest shall be heard and determined by the [head of the
state tax agency].

(e) Review of determinations of a [local board of property
tax review], a county assessor when acting on a protest of as-
essment, and of determinations of the [head of the state tax
agency] when acting on a protest of assessment, may be had only
in the state tax court as established in section 4 of this act.

Section 3. Initiation of Protests. (a) Within [thirty]
days of his receipt of a notice of assessment or reassessment
of property, the owner thereof may protest such assessment or
reassessment. The protest shall be in writing on a form pro-
vided by the [county assessor] [division]. The protest may in-
clude or be accompanied by a written statement of the grounds
for the protest, and may include a request for a hearing. The
protest, together with the accompanying statement, if any, shall
be filed with the county assessor having jurisdiction to hear
the protest or the [local board of property tax review], as the
case may be. Thereupon, such county assessor or [local board
of property tax review], if a hearing has been requested, shall
fix the time and place where the protest shall be heard and
shall serve a notice thereof on the protesting taxpayer.

(b) If the taxpayer has requested a hearing, but does not
appear in person, he may appear by an agent. Such agent shall
have power to appear for and act on behalf of the protest-
ing taxpayer only if the protest states the taxpayer's intention
so to appear and clearly identifies the agent.

(c) Any agent who appears for or with a taxpayer at a hear-
ing held pursuant to this section shall not be deemed to be
engaged in the practice of any licensed trade or profession by reason of such appearance.

(d) At, or in connection with any hearing held pursuant to this section, the protesting taxpayer shall be entitled to the assistance of an agent and such other persons as he may wish.

Section 4. Tax Court. (a) There is hereby established the state tax court which, for administrative purposes only, shall be in the [state tax agency], but which shall be an independent administrative tribunal. The court shall consist of a chief judge and [four] associate judges, appointed by the governor [with the consent of the state senate] [with the consent of the state legislature]. The term of each judge of the court shall be [six] years. The initial appointments shall be as follows: the chief judge for a term of [six] years; one associate judge for a term of [two] years; one associate judge for a term of [three] years; one associate judge for a term of [four] years; and one associate judge for a term of [five] years. Vacancies on the court shall be filled for the unexpired term in the same manner as appointments to full terms. During his continuance in office neither the chief judge nor an associate judge shall have any other employment, but shall devote full time to his duties as such judge.

(b) Subject only to review by the [state supreme court], the state tax court shall have jurisdiction to determine all appeals from determinations of the [local board of property tax review], the county assessor, and the [head of the state tax agency] relative to protested assessments. The state tax court may affirm, reverse, or modify any determination of the [local board of property tax review], county assessor when acting on a protested assessment, or the [head of the state tax agency] when acting on a protested assessment.

(c) Any taxpayer dissatisfied with the disposition of his protested assessment by the [local board of property tax review], county assessor, or [head of the state tax agency] may appeal therefrom to the state tax court by filing with the court a written notice of appeal and serving on the appropriate county
assessor or the [head of the state tax agency], as the case may be, a certified copy of such notice. In order to be valid and effective, any such notice shall be filed and served within [thirty] days of the disposition from which the appeal is to be taken.

(d) Consistent with this act and [cite statutes applicable to proceedings of administrative tribunals], the state tax court shall provide by rule for practice before it and the conduct of its proceedings.

(e) The state tax court may hear and determine all issues of fact and of law de novo, but a determination of a [local board of property tax review], county assessor, or the [head of the state tax agency] shall be affirmed unless contrary to a preponderance of the evidence.

(f) If a protested assessment cannot otherwise be brought into conformity with law, the state tax court may order such adjustments with respect to other assessments of property as are necessary to produce full conformity with law.

(g) Appeals from determinations of the state tax court may be taken to the [state supreme court] only on questions of law. [Provide procedures for appeals to the state supreme court.]

Section 5. Taking of Testimony. (a) Any judge of the state tax court, or any employee of such court, designated in writing for the purpose by the chief judge, may administer oaths, and the court may summon and examine witnesses and require by subpoena the production of any returns, books, papers, documents, correspondence, and other evidence pertinent to the matter under inquiry, at any designated place of hearing, and may authorize the taking of a deposition before any person competent to administer oaths. In the case of a deposition, the testimony shall be reduced to writing by the person taking the deposition or under his direction and the deposition shall then be subscribed by the deponent.

(b) The protesting taxpayer whose assessment is in question and the county assessor or [head of the state tax agency] may obtain an order of the state tax court summoning witnesses or
requiring the production of any returns, books, papers, docu-
ments, correspondence and other evidence pertinent to the matter
under inquiry in the same manner in which witnesses may be sum-
moned and evidence may be required to be produced for the pur-
pose of trials in the [court of appropriate jurisdiction]. Any
witness summoned or whose deposition is taken shall receive the
same fees and mileage as witnesses in the [court of appropriate
jurisdiction].

Section 6. Small Claims. (a) The state tax court shall es-

tablish by rule a small claims procedure which, to the greatest
extent practicable, shall be informal. The court shall take
special care to provide all protesting taxpayers, wherever lo-
cated within the state, reasonable and convenient access to the
court, and shall sit at such times and places as may be appro-
priate to promote such accessibility.

(b) Any protesting taxpayer who, pursuant to the disposition
of his protest by the county assessor, [local board of property
tax review], or [head of the state tax agency], would incur a
tax liability of less than $1,000.00 by reason of the protested
assessment in the first year to which such assessment applies
may elect to employ such procedure to appeal from such disposi-
tion, upon payment of a $2.00 filing fee.

(c) The appellant shall file with the state tax court a
written statement of the facts in the case, together with a
waiver of the right to appeal to the [state supreme court].
The state tax court shall cause a notice of the appeal and a
copy of such statement to be served on the county assessor or
[head of the state tax agency] whose assessment is in question.
If the sole defense offered is that the property was not over-
assessed, no further pleadings shall be required.

Section 7. Appeal to [State Supreme Court]. [Use this sec-
tion to provide procedure for appeal of tax court determinations
to state supreme court.]

Section 8. Effect of Assessment Ratio Evidence. (a) Reports
of assessment ratios contained in assessment ratio studies of
the division shall be conclusive evidence of what the reported
ratio is in fact, unless a party to such proceedings establishes
that such ratio is not supported by substantial evidence or was
derived or established in a manner contrary to law.
(b) In any proceeding relating to a protested assessment it
shall be a sufficient defense of such assessment that it is ac-
curate within reasonable limits of practicality; but a proven
deviation of ten percent or more from the relevant county assess-
ment ratio shall establish conclusively the invalidity of such
defense.

Section 9. Separability. [Insert separability clause.]
Section 10. Effective Date. [Insert effective date.]
D. LOCAL NONPROPERTY TAXES

Introductory Statement

The persistent pressure for more and costlier governmental services is hitting hardest at local governments because over one-half of this country's expenditures for civil government (as distinguished from expenditures associated with foreign affairs and defense) actually are made by counties, cities, school districts, and other local units of government. Projections of local governments' future needs clearly point to a continuing revenue pressure for years to come. While local property tax collections and the amount of state and federal aids have each increased faster than anticipated, local needs have risen even faster. In consequence, many local governments are resorting to nonproperty taxes. Others are exploring their possibilities.

Recent years have witnessed a mushrooming of different kinds of local nonproperty taxes, those on sales, personal and business incomes, on amusements, cigarettes, and alcoholic beverages, on motor fuels and vehicles, on public utility services, etc. With the exception of some in large cities, these local taxes are not noted for their effectiveness, particularly where individual local units have to "go it alone." Single local jurisdictions are typically too small to permit effective tax enforcement especially at the low rates at which these taxes have to be imposed.

Local jurisdictions should be discouraged from levying many kinds of taxes, none of which produces enough to warrant reasonably good enforcement. Extensive tax diversification is not practicable at the local level, especially in the smaller jurisdictions. Current experience suggests that income and general sales taxes are appropriate only for large jurisdictions; admissions and cigarette taxes, as well as gross receipts taxes on local utility services may well be suitable for smaller jurisdictions; and areas frequented by tourists and other transients may find admissions and hotel occupancy taxes practicable.

A related factor is the economic interdependence of the separate governmental units clustered within the larger urban and economic areas. The independent use of a tax by any one community is likely to affect its trading position in the area. Appreciation of this possibility, i.e., the shadow of intercommunity competition, restrains many local governments from using these taxes or pressing their collection.

Local taxing jurisdictions within an economic area could improve the efficiency and effectiveness of their nonproperty taxes by pooling their enforcement resources. Cooperative tax enforcement, in turn, would become more practicable if the cooperating local units were free to impose identically structured local taxes.
Neighboring jurisdictions interested in coordinated tax policies and practices are frequently precluded from these routes because of differences in the taxing powers granted them by the constitution, or general legislation, or by charter provisions. Where both jurisdictions are authorized to employ the same tax, they are often free to vary their provisions. This invites intercommunity variations in definitions of the tax base, taxpayers, exemptions, etc., which limit the scope of effective cooperation in administration.

The governing consideration in state-local tax relations is to provide local governments with sufficient tax authority, to the extent practicable, to enable them to finance local functions from their own resources. The states can effectuate this objective by making available to local governments their generally superior enforcement resources and advice and counsel from their generally more expert knowledge. The states' efforts to assist local governments in these and other ways need not interfere with their promoting the economic use of public funds at the local level; on the contrary, they will affirmatively contribute to the attainment of the important objective.

When sharing state taxes with their localities or authorizing local nonproperty taxes, the states should avoid policies that encourage proliferation of local governments and thereby widen intercommunity fiscal disparities. Steps in this direction are presented in the policy statement that follows, and the suggested legislation for a local sales tax supplement, with county pre-emption and an alternative plan for concomitant levy of a uniform sales tax encompassing the entire jurisdiction of a multi-county metropolitan area, provides one approach to that goal. Title IX of the Uniform Personal Income Tax Statute provides for a multi-county income tax supplement to the state's tax. Additional pieces of suggested legislation would promote state-local or interlocal cooperation in tax policies and practices in ways appropriate to their circumstances:

1. by authorizing the collection by the state of any local nonproperty taxes that are also levied by the state;
2. by providing for state support of local tax enforcement; and
3. by authorizing the pooled administration of separate local taxes by a collection agency serving groups of jurisdictions.
STATE TAX POLICIES TO COMBAT INTERLOCAL DISPARITIES
IN METROPOLITAN AREAS

It is in the public interest that local jurisdictions in metropolitan areas provide their residents and businesses with a reasonably comparable level of basic government services. This is difficult when taxable wealth, income, and business activity as well as the need for governmental services vary drastically among the several jurisdictions comprising the area. It is made doubly difficult when state fiscal policies encourage the proliferation of local governments because the smaller the governmental units the greater the likelihood of wider fiscal disparities among them.

The larger the geographic area for which governmental services are provided, the greater the opportunity to equalize the level of services financed from the fiscal resources of the geographic area. Thus, a broad-based state tax draws funds from all parts of the state, wealthy and poor, in accordance with the way in which its taxable base is distributed. The state can then provide a comparable level of services throughout its area, regardless of where the money is collected. State functional grants-in-aid to local governments can be distributed with the same effect, so as to mitigate interlocal disparities.

The advantages of statewide financing can also be realized by the shared-tax device, provided the proceeds are shared on some equalizing basis. Michigan, for example, distributes part of its sales tax revenue to cities and towns in proportion to population, and most of the remainder to school districts on the basis of an equalization formula. Interlocal disparities are aggravated when a state shares income or consumer taxes with its localities solely on the basis of origin of collections (i.e., residence in the case of personal income taxes; place where the sale is made in the case of consumer taxes) because income and commercial activity are unequally distributed among local jurisdictions. For example, where part of a state income tax is returned to incorporated places on the basis of the residence of taxpayer, as in Wisconsin, wealthy citizens are encouraged to settle in the suburbs and to incorporate satellite communities. By the same token, if state sales tax collections are returned to the jurisdiction in which they originate, large suburban shopping centers beyond city boundaries are encouraged to incorporate into separate municipalities. In both instances, much of the taxable wealth of the central city would be chipped away and its fiscal capacity to provide adequate governmental services diminished.

Increasingly, as the desire for more and better local government services grows and property tax burdens approach economic and legal ceilings, metropolitan communities can be expected to press state legislatures for nonproperty taxing powers. When authorizing such local nonproperty taxes, states should consider their possible

1. Wisconsin Statutes, Chapter 71, Section 71.14.
effect upon local government organization. By authorizing county-
wide or even metropolitan-areawide local sales or income taxes, the
states can discourage proliferation of local governments and relieve
some of the fiscal disparities between contiguous localities. The
county-preemption approach is taken by Wyoming, which allows cities
to enact a supplement to the state sales tax only if the county has
not done so. Once a countywide sales tax is enacted, however, the
city taxes are invalid, and the county tax is shared with all the
cities on a per capita basis. Suggested legislation along these
lines appears on p. 146.

In contrast, the city-preemption approach to local sales taxa-
tion, adopted by California, tends to encourage municipal incorpo-
ration. There, both counties and cities are authorized to impose a
supplement to the state sales tax. The county and city sales taxes
together may not exceed one percent. If both the county and city
levy such a tax, the county is required to allow a credit for the
city tax. Thus, a city can preempt the entire local sales tax that
originates within its jurisdiction. In these circumstances, it
could be advantageous for a group of people living in the unincorpor-
ated part of a county to incorporate around a large suburban shop-
ning center and thus retain the sales tax in its own jurisdiction.

When authority for local income or sales taxes is limited to
cities, it has the same proliferation-disparity effects as a state-
shared tax distributed on an origin basis. Wealthy central city
residents subject to local income taxes levied to finance costly pub-
lic municipal services, such as education, public welfare, and crime
prevention, the costs of which are attributable mainly to the eco-
nomically disadvantaged residents, may well move out. Their local
taxes would thereby contribute nothing to the central city from which
they earn their livelihood. Michigan has mitigated this problem by
coupling the authority for a municipal income tax with the require-
ment that the proceeds be shared equally by both the city of residence
and the city of employment if both levy the tax. However, the county
or metropolitan-areawide approach to local sales or income taxation
is preferable.

The county-preemption approach to local sales taxation is
adaptable for use in multi-county metropolitan areas. A state which
contains such areas could require concomitant enactment of the local
sales tax by all counties in the metropolitan area. Maryland adopted
this approach in 1965 when it authorized the city of Baltimore,
Baltimore County, and Anne Arundel County, comprising the Baltimore
metropolitan area, to impose a sales tax supplement to the state
general sales tax by "mutual and unanimous agreement." Suggested

3. California Revenue and Taxation Code, Section 7200.
4. Compiled Laws of the State of Michigan, 1948, Sec. 141.501-
5. Annotated Code of Maryland, 1957, Art. 81, Sec. 411A. The
   communities involved have not acted upon this authorization.
legislation based on the Maryland law appears on p. 149.

An attempt to accomplish a similar objective in the Denver area was halted by the Colorado Supreme Court. The state legislature adopted an enabling act in 1961 authorizing Denver and the three counties in the Denver metropolitan area to establish a metropolitan capital improvement district to be financed by a 2 percent areawide sales tax. The Denver Metropolitan Capital Improvement District began to collect the 2 percent sales tax in January 1962, the proceeds to be allocated to the respective jurisdictions on a per capita basis. However, the state Supreme Court declared the state enabling act unconstitutional on the ground that it interfered with the home rule powers granted by the state constitution to one of the municipalities encompassed by the capital improvement district whose voters had rejected the proposal.\(^6\)

This multiple county approach to local sales taxation holds significant promise, particularly in those metropolitan areas where capital improvement programs would be facilitated by areawide handling. Those states considering its usefulness will need to anticipate the implications of their constitutional home rule provisions, possibly by including in their enabling legislation explicit language to waive otherwise applicable home rule provisions in the case of jurisdictions in the affected metropolitan areas.

\(^6\) Colorado Laws of 1961, Chapter 179.

\(^7\) Four-County Metropolitan Capital Improvement District, et. al. v. The Board of County Commissioners of Adams County, et. al. (1962), 149 Colo. 284, 369 P. (2d) 67.
Where sales are taxed at both the state and local level, a logical administrative device is the tax supplement. The local rate is added to the state rate, both are collected by the state government, and the allocate share of collections is credited to the account of the local taxing jurisdiction.

The tax supplement has important advantages. It uses identical tax definitions (taxpayers, tax base, etc., preferably by reference) for both state and local purposes. Even where state definitions are imperfect, uniformity has important advantages for ease of compliance and economy of tax collection. The local supplement is collected together with the state tax, eliminating the need for duplicate administration, with corresponding alleviation of compliance burdens. Where the state charges the local jurisdiction a fee for collecting the local supplement, these charges supplement state resources appropriated for tax enforcement.

The tax supplement preserves the principle of leaving with local governing boards responsibility for the decision to impose the tax and, within limits prescribed by state law, to set the tax rate. Thus, each jurisdiction retains its freedom to balance the need for the additional local services against the added tax burden.

Because the proceeds of local sales tax supplements accrue by definition to the imposing jurisdiction, problems of allocating among jurisdictions present in grants-in-aid and shared revenues are generally avoided. By the same token, however, variations in need relative to local resources are disregarded except to the extent that latitude is provided in the sharing of countywide collections among incorporated cities and towns as is done in Tennessee.¹

The local sales tax supplement was first used by Mississippi in 1950 and has since spread to eight other states: California, Illinois, New Mexico, New York, Tennessee, Utah, Virginia, and Wyoming.² The suggested legislation is based largely on the Wyoming act. It preempts the local sales tax supplement for the unit of government having the largest jurisdiction—the county—on the theory that the larger the geographic area the less the impact of the tax on business competition between trading centers. Where counties do not exercise this authority, cities are authorized to do so.

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The following suggested statutory language provides only for a local sales tax supplement to a state sales tax; it is not a complete sales tax statute. It would be used as an amendment in states that already have a state sales tax and wish to grant sales tax authority to their local governments. Alternatively, it could be incorporated into new legislation authorizing a state sales tax by states considering the adoption of such a tax coupled with the grant of additional authority to local governments to impose nonproperty taxes.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act to authorize uniform local sales and use taxes, and to provide for administration by the state."]

(Re it enacted, etc.)

1. **Section 1. Short Title.** This act may be cited as the "Uniform Local Sales and Use Tax Law."

1. **Section 2. Authorization for Political Subdivisions.** Any county may adopt a sales and use tax in accordance with the provisions of this act by action of its local governing board; and any incorporated [city or town] situated within a county which has not imposed a sales and use tax may adopt a sales and use tax in accordance with the provisions of this act by action of its local governing board, but the tax imposed by any city or town shall terminate upon the effective date of any sales and use tax imposed by the county in which the city or town is situated.

1. **Section 3. Contents of Local Law or Ordinance.** The sales and use tax law or ordinance adopted under this act shall impose a sales tax for the privilege of selling tangible personal property at retail and a use tax upon the storage, use or other consumption of tangible personal property purchased outside the political subdivision for storage, use, or consumption in the political subdivision, and shall, in addition to any other provisions include provisions in substance as follows:

   (1) A provision for imposing a tax for collection by every

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1. See alternative on p. 149 for a local supplement in two or more counties comprising a trading area.
retailer in the political subdivision at the rate of [ ] percent of the gross receipts of the retailer from the sale of all tangible personal property sold by him at retail in the political subdivision, and a provision imposing a complementary tax upon the storage, use, or other consumption in the political subdivision of tangible personal property purchased outside the political subdivision for storage, use, or other consumption in the political subdivision at rate of [ ] percent of the sales price of the property, but nothing herein shall be construed to make inapplicable any exemptions of particular classes of articles, commodities, or services, in accordance with law.

(2) A provision that the storage, use, or other consumption of tangible personal property, the gross receipts from the sale of which have been subject to sales tax under a sales and use tax law or ordinance enacted in accordance with this act by any other county, or incorporated city or town in this state, shall be a credit against the tax due under this act.

(3) Provisions incorporating by reference [statutory citation of the state sales and use tax law] except that an additional [seller's permit] shall not be required if one has been or is issued to the seller by the state.

(4) A provision that all relevant provisions of [statutory citation of the state sales and use tax law], as they may be from time to time, and not inconsistent with this act shall govern transactions, proceedings, and activities pursuant to the local law or ordinances.

(5) A provision designating the [state tax department] to perform all functions incident to the administration of the sales and use tax law or ordinance of the political subdivision.

(6) A provision that the amount subject to tax shall not include the amounts of any sales tax or use tax imposed by [statutory citation of the state sales and use tax law].

Section 4. State Administration. The administration of local sales and use taxes adopted under this act shall be by the [state tax department] which may prescribe forms and reasonable rules and regulations in conformity with this act for the
making of returns and for the ascertainment, assessment, and
collection of the tax imposed pursuant hereto. The [state tax
department] shall keep full and accurate records of all monies
received and distributed under this act.

Section 5. Distribution of Collections. All sums received
and collected on behalf of a particular political subdivision
pursuant to this act shall be credited to a special local sales
and use tax fund which is hereby established in the state
treasury and, after deducting the amount of refunds made, the
amounts necessary to defray the cost of collecting the tax, and
the administrative expenses incident thereto, shall be paid
within [10] days after collection to the political subdivision
entitled thereto.

Section 6. Distribution of Collections Among Local Govern-
ments. The state legislature may wish to provide that when the
county preempts the sales tax field the proceeds be divided
among the county and local units of general governments within
the county.²]

Section 7. Separability. [Insert separability clause.]

Section 8. Effective Date. [Insert effective date.]

Local Supplement to a State Sales Tax by Two or More
Counties Comprising a Trading Area

In some states the pressure for additional revenue to finance
more and costlier government services is felt most acutely by gov-
ernments making up an economic or trading area. Yet, the shadow of
intercommunity competition can effectively restrain local governments
in such areas from using a local supplement to the state sales tax.
States may wish to consider authorizing counties located within

². Tennessee (Laws of 1963, chapter 329, 1963 Local Option
Revenue Act, section 4) provides that one-half of the proceeds shall
be expended and distributed in the same manner as the county prop-
erty tax for school purposes is expended and distributed. It further
provides that the other half shall be distributed as follows: (a)
collections in unincorporated areas, to the county general fund; (b)
collections in incorporated cities and towns, to the city or town in
which the privilege is exercised; (c) provided, however, that a
county and city or town may by contract provide for other distribu-
tion of the half not allocated for school purposes.
retail trading areas to impose by mutual and unanimous agreement a uniform, areawide supplement to the state sales tax without at the same time extending such authority to all counties or other units of local government throughout the state.

The Maryland legislature adopted this approach in 1965 when it authorized each of the units of local general government in the Baltimore Metropolitan Area, City of Baltimore, and Baltimore and Anne Arundel counties, to impose a supplementary rate to the state sales tax as long as all three jurisdictions did so. The Maryland jurisdictions have not implemented the enabling legislation. Similar authority was enacted by the Colorado legislature in 1961 for jurisdictions in the Denver Metropolitan Area. The Colorado experiment foundered on legal grounds involving municipal home rule powers.

The suggested legislation below presents alternative language for section 2 which would authorize two or more counties making up a trading area to impose concurrently a local supplement to a state sales tax.

1 Section 2. Authorization for Counties Within a Trading Area.
2 (a) County Authorization. A county located in a standard
3 metropolitan statistical area designated as such by the United
4 States Bureau of the Census in the most recent census of popu-
5 lation may adopt a sales and use tax in accordance with the
6 provision of this act by action of its local governing board if
7 the governing boards of each county in its standard metropolitan
8 statistical area within this state by mutual and unanimous agree-
9 ment adopt the identical tax authorized by this act.
10 (b) Limitation on Withdrawal. A county participating under
11 the authority granted in this act may withdraw from such mutual
12 and unanimous agreement by action of its local governing board
13 after first giving at least 120 days notice of the contemplated
14 withdrawal to the [state tax department] and to the governing
15 boards of the other participating counties. The withdrawal shall
16 be effective from and after the [first day of the next succeed-
17 ing fiscal year], and the local laws and ordinances imposing the
18 tax in the other counties of the trading area shall no longer
19 be of any force or effect. Nothing in this subsection shall be

3. Annotated Code of Maryland 1957, article 81, section 411A.
construed or applied to prevent or interfere with the collection
of tax monies which were lawfully due and payable while the tax
was effective, and any money collected by the [state tax depart-
ment] after the tax has been repealed and discontinued shall be
accounted for and distributed as required in this act.
COLLECTION OF LOCAL NONPROPERTY TAXES BY THE STATE

Over the past few years an increasing number of states have authorized local governments to levy nonproperty taxes as a means of securing additional revenues. Today many cities, counties, and even school districts levy the same kinds of taxes that are levied by the state. In order to levy such taxes, local governments typically have set up tax collection machinery which creates added administrative costs and increases the cost of tax compliance to the tax-paying public, while at the same time the effectiveness of local tax collection is hampered because of the limited local funds available for tax administration.

In the sales tax field, states such as California, Illinois, Mississippi, New Mexico, and Utah have, for some time, authorized a state agency to collect locally levied sales taxes. In addition to sales taxes, a number of states permit local governments to levy taxes on income, gasoline, alcoholic beverages, cigarettes and tobacco, amusement, motor vehicles, and others. During 1963, Colorado enacted broad legislation which would permit a state agency to collect any nonproperty tax for a local government where the state and local government levy the same tax.

The suggested legislation below is based on the Colorado statute. It should clearly be noted that this legislation does not in any sense constitute an authorization for local government to levy nonproperty taxes. It merely provides for a procedure where the state, on a reimbursable basis, can collect local government nonproperty taxes where such taxes are otherwise authorized by state law.

Suggested Legislation

[Title should conform to state requirements.]

(Be it enacted, etc.)

1 Section 1. Authority to Contract. The director of [tax department] is hereby authorized to negotiate and contract with any political subdivision of the state for the purpose of arranging for the collection by the [tax department] of any tax levied by a political subdivision of the state which is also levied and collected by the [tax department] for the state. Such agreements shall include a fee to be paid by the political subdivision to the [tax department] in the amount as may be necessary fully to cover the cost of collection of the local
portion of the tax by the [tax department]. Pursuant to the
agreement the director shall transmit to those political subdivi-
visions on or before [date] all taxes so collected on behalf of
the political subdivisions less the agreed upon collection fee.

Section 2. Effective Date. [Insert effective date.]
There are substantial reasons for abolishing the tax on tangible personal property in any state that can possibly raise revenue in another way. This tax is particularly difficult to administer; and when adequately administered, it is a poor means of measuring either the benefit to or the ability of an individual or business firm. On both these grounds, no other tax is as roundly condemned as this levy.

The concern for a favorable tax image has prompted a number of states to initiate business tax reform to maximize taxpayer certainty and evenhanded treatment, and to minimize those features of the tax system that are particularly discriminatory in character. De-emphasizing the personal property tax, especially on business inventories, is perhaps the most significant step states can take to improve both their business tax climate and their business tax structure. The major obstacle to outright repeal of the personal property tax on business is most frequently lack of available replacement revenue for local governments critically dependent upon property tax receipts.

In recent years Connecticut, Wisconsin, Michigan, Oregon and Arizona have all reduced the local tax on business personality. When confronted with this issue of revenue replacement, the Oregon state legislature provided for a gradual scaling down of assessments on tangible personal property. The revenue loss to local governments is met from state revenue sources. Wisconsin earmarked a part of the revenue of a new sales tax for this same replacement purpose. New Jersey solved the local revenue replacement problem by reimbursing local governments from revenue derived from raising the state corporation income tax rate and by the enactment of state taxes on machinery and gross receipts. The substitution of other taxes for the highly discriminatory local tax on business personality is justified not only on equity grounds but also on the basis of improving a state's business tax climate.

The suggested legislation below is based largely on the New Jersey statute.

**Suggested Legislation**

[Title should conform to state requirements.]

(Be it enacted, etc.)

1 **Section 1. Repeal of Tax.** [Sections (identify those sections of the state law pertaining to the tax on business inventories) of the state property tax code are hereby repealed.]
Section 2. Replacement of Revenue. The taxes received from the following: [insert business taxes that are to be distributed to political subdivisions] shall be for the benefit of the [insert appropriate political subdivisions] of the state, in replacement of revenues derived by such [insert appropriate political subdivisions] from local taxation of [business inventories] as repealed in section 1 of this act.

Section 3. Certification by [state tax agency]. The [state tax agency] shall determine the greatest amount received by each [appropriate political subdivisions] from the local levy upon [business inventories] for the three years prior to the repeal of the tax, and shall on or before [insert date] certify to the [state treasurer] the amounts so determined for each [appropriate political subdivisions] and the total amount for all [appropriate political subdivisions]. ¹

Section 4. Additional Certification by [state tax agency]. The [state tax agency] shall, on or before [insert date] and on or before [insert date] annually thereafter, determine from the information then available the total amount of revenue (1) that will be raised during the 12-month period ending on or before [insert date] of that calendar year from the taxes set forth in section 2 of this act and (2) that will be available by way of appropriation for the purposes of this act, and shall certify this amount to the [state treasurer].

The [state tax agency] shall, on or before [insert date] and on or before [insert date] annually thereafter, certify to the [state treasurer] any changes or adjustments in the certification filed earlier in the year.

Section 5. Allocation of Revenue to [appropriate political subdivisions]. If the amount determined by the [state tax agency] in section 4 hereof shall exceed the amount determined by the [state tax agency] in section 3 hereof, the [state tax agency] shall:

¹. In those states where exemption of personal property was optional the state may choose to distribute funds on a per capita basis.
agency] shall allocate the excess amount among the [appropriate political subdivisions] of this state in accordance with the following formula:

There shall be allocated to each [appropriate political subdivisions] an amount as will be in the same ratio to the excess amount, as the local property tax levied in the municipality in the preceding calendar year upon commercial, industrial, and farm real estate (excluding railroad property) is to the total taxes levied upon the property in all [appropriate political subdivisions] in the state in the same year.

The [state tax agency] shall total the amounts allocated to each [appropriate political subdivisions] under the provisions of this section and shall certify this amount to the [state treasurer] on or before [insert date] and on or before [insert date] annually thereafter.

Section 6. Payment by State Treasurer. The [state treasurer] annually, on or before the date set forth in section 7 of this act, upon the certification of the [state tax agency] and upon the warrant of the [state comptroller] shall pay and distribute to each [appropriate political subdivisions] the amount determined in accordance with the provisions of sections 3 and 5 of this act:

(1) from the moneys collected from the taxes described in section 2 of this act; and

(2) from such other funds as shall be appropriated by law for this purpose.

Section 7. Distribution Dates. The distribution required to be made by the [state treasurer] under this act shall be made as follows: the first installment shall be payable annually on [insert date] commencing on [insert date] and shall consist of 1/2 of the amount certified under section 3 hereof; and the second installment shall be payable on the succeeding [insert date] of each year and shall consist of the balance of the amount certified under section 3 hereof plus the [appropriate political subdivision's] distributive share of the excess, if any, allocated under section 5 hereof.
Section 8. County Equalization Tables. For the purpose of apportioning the amounts to be raised in the respective taxing districts of the county, the [county board of taxation] shall, for each taxing district, include in the equalization table for the county the assumed assessed value of the property represented by the money received by each taxing district pursuant to the provisions of this act.

Commencing with the tax year [insert date] and thereafter, the assumed assessed value of such property in each taxing district shall be determined by the [county board of taxation] in the following manner: (a) the amount of money received by each taxing district during the preceding tax year pursuant to the provisions of this act, shall be divided by the general tax rate of the taxing district for such preceding tax year to obtain an assumed assessed value of such property; (b) this assumed assessed value shall be divided by the fraction produced by dividing the aggregate assessed value by the aggregate true value of the real property, exclusive of [centrally assessed property] in the taxing district; and (c) the resulting quotient shall be included in the net valuation of each taxing district on which county taxes are apportioned.

Section 9. Appeals. When considering an appeal or review taken by any person or [appropriate political subdivisions] with respect to any of the provisions of this act, the [review court] shall not try or determine the case de novo except in the case of an arithmetical or typographical error in the calculation of the distribution, but the facts shall be considered and determined exclusively upon the record filed with the court. A finding, decision, or determination of the [state tax agency] shall not be set aside or disturbed if it complies with the procedural requirements of this act and is supported by substantial, reliable, and probative evidence.

Section 10. Powers of [state tax agency]. (a) The [state tax agency] is authorized to make any rules and regulations, and to require any facts and information from local tax assessors, [county boards of taxation] and agencies of the state.
government as he may deem necessary to carry out the provisions
of this act.

(b) The [state tax agency] may delegate to any officer or
employee of the [state tax agency] any powers as necessary to
carry out efficiently the provisions of this act, and the per-
son or persons to whom such power has been delegated shall
possess and may exercise all of the powers and perform all of
the duties herein conferred and imposed upon the [state tax
agency].

Section 11. Separability. [Insert separability clause.]

Section 12. Effective Date. [Insert effective date.]
States can strengthen the finances of local governments by assisting them to collect taxes imposed at the local level. In some situations the state can condition issuance of state licenses and privileges upon compliance with and payment of local taxes. Local administration of personal property taxes on automobiles is measurably eased in states where evidence of their payment is made prerequisite to state registration of motor vehicles. Georgia provides the most recent example of this type of assistance to local tax administration. Similarly, states can condition state motor vehicle registration upon payment of the local motor vehicle registration fee.

The opportunities for state support in the collection of local taxes are particularly good with respect to those activities which are subject to licensing by the state. States usually require annual licenses for certain types of business and occupations. For example, alcoholic beverage wholesalers and retailers are generally required to obtain an annual license. The states could require an affidavit that local personal property taxes have been paid as a precondition to alcoholic beverage license renewal. States also require the payment of an annual renewal fee for corporations generally. As a precondition to the continued exercise of the corporate business, states could require an affidavit certifying that all local personal property and business license fees have been paid. A similar requirement could be made a precondition to the renewal of professional licenses.

While the scope for state support of local tax enforcement is broad, this suggested legislation is designed only to make the payment of local ad valorem and vehicle registration taxes a precondition of state motor vehicle registration.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An Act to make payment of local taxes on motor vehicles a prerequisite to motor vehicle registration."]

(Be it enacted, etc.)

1 Section 1. No vehicle shall be registered and licensed by
2 the [state motor vehicle licensing authority and its agents]
3 unless a signed statement [tax receipt] accompanies the appli-
4 cation certifying that all county and municipal taxes legally
5 due by the applicant on the vehicle concerned have been paid.

1 Section 2. [Appropriate penalty provision or reference to
2 a statutory citation providing a penalty for making a false
3 statement on the tax return.]
COOPERATIVE TAX ADMINISTRATION AGREEMENTS

Some 80,000 counties, municipalities, towns, townships, school districts, and special districts now levy and collect taxes. Most employ only property taxes. A substantial number impose also one or more nonproperty taxes including sales, income, and excise taxes.

Local jurisdictions, particularly the smaller ones, find it difficult to finance adequate tax enforcement to obtain first quality taxpayer compliance and tax collections. The cost of tax enforcement in relation to collections is nonetheless high because the number of taxpayers within individual taxing jurisdictions is relatively small and local tax rates are necessarily relatively low.

In those situations where adjoining local jurisdictions employ the same kind of tax, the pooling of tax enforcement efforts and resources can improve tax collections with reduced cost of administration and reduced compliance burdens for taxpayers. The pooled administration of two or more local jurisdictions' taxes has proven successful in the administration of property taxes, as where the county assesses and/or collects the levies of some of the smaller taxing jurisdictions within its borders. It is potentially useful in other tax areas as well.

In a number of states statutory authority for cooperative tax administration is inadequate or totally lacking. The suggested legislation to authorize it is couched in general terms: (1) to embrace both property taxes and different kinds of nonproperty taxes, and (2) to permit two or more local jurisdictions to provide joint administration or to permit them to contract to administer one another's taxes.

Suggested Legislation

[Title should conform to state requirements.]

(If it enacted, etc.)

1 Section 1. For the purpose of reducing duplication of effort and to provide for more effective tax administration,
2 a political subdivision of this state including a special district or governmental authority may enter into an agree-
3 ment with other political subdivisions of this state for the assessment and collection of a tax levied by such jurisdictions.
4 The agreement may provide for joint administration or for
administration by one political subdivision on behalf of one
or more political subdivisions that are parties to such an
agreement and shall provide for the allocation of the cost of
such administration among the parties.
II. STRUCTURAL AND FUNCTIONAL RELATIONSHIPS

Introductory Statement

The Commission has urged state and local governments to equip themselves for a role of leadership in the federal system. It has recommended that they develop programs, utilize cooperative approaches to government, organize their administrative structures, and exercise their powers in ways designed to minimize intergovernmental friction and capitalize on their resources and strengths. The Commission has urged upon states an increased awareness of their key governmental role and the need for them both to provide direct state services and to offer assistance and oversight for local governments. The states should also take legislative action to enable local governments to seek their own solutions to their problems. The first two sections in this part include proposals dealing with direct state programs and with state action to provide assistance and direction for local governments.

The problems of intergovernmental relations in the federal system are particularly acute in the large metropolitan areas where the activities of all levels of government function in close proximity. It is particularly important that an opportunity be provided for flexible approaches to governmental organization so that areawide coordination can be furthered. The next section in this part includes several proposals for metropolitan area and regional organizations.

The structure and powers of local governments are developed within a framework of state constitutional, statutory, and administrative requirements. A range of choices in determining the structure of local government should be made available, cooperative undertakings among local governments should be facilitated, and necessary legislative action should be taken to encourage the provision of services and facilities by them. The final two sections in this part provide proposals to meet these objectives. A section is devoted to general local government organization and powers and another section to specific local government programs.
A. STATE GOVERNMENT PROGRAMS

Introductory Statement

The Commission has recommended state initiative in several specific program areas. Traditionally the several phases of overall water resources programs have been administered independently by different agencies of state government and furthermore local political boundaries do not follow watershed boundaries. To overcome this fragmentation, the Commission has recommended the establishment of a state agency for overall water resource planning and policy-making.

An active role for state governments in the poverty program has been urged by the Commission. Two proposals are included in this section to assist states in this objective. One would give a statutory basis for a state office of economic opportunity and the other would provide the basis for state participation in the job corps program by direct operation of camps or serving as a prime or subcontractor in connection with a camp. A positive role was also recommended for the states in a program of open space acquisition. The draft authorizes both states and local governments to acquire interest or rights in land to preserve appropriate open areas.

The basis for the distribution of seats in state legislatures lies at the core of the democratic process. Although the question of apportionment formulas to be used is now to be determined pursuant to interpretation of the Constitution of the United States, there remains significant scope for state discretion. However, if the task of apportioning legislative seats according to a state constitutional formula is not to be assumed by the courts, state constitutions must contain a detailed and specific procedure to insure proper and timely apportionment.

The desirability of mobility in the public service is increasingly recognized. One of the important factors contributing to mobility is transferability of retirement credits. The proposal on state and local retirement systems puts emphasis on methods of transferability.
Traditionally, water pollution control, water allocation, water resource development, and other phases of the overall water resource problem have been administered independently by different agencies and independent boards within the state governments, thus providing inadequate attention to long range planning and policy coordination. In addition, the regulation and development of water resources have often been complicated by the fact that political boundaries often have not followed the natural boundaries of watersheds which are the logical water resource planning units. Now, with the rapidly expanding and often competing needs of agriculture, industry, recreation, and urban areas for more clean water, there is an urgent need to assure that these demands are met in a coordinated way. Recognizing these problems, the Council of State Governments' 1957 report on State Administration of Water Resources, called for the establishment of comprehensive water resources programs in each of the states.

Many of the difficulties and needs set forth in the Council's report have been further documented in a report of the Advisory Commission on Intergovernmental Relations, entitled Intergovernmental Responsibilities for Water Supply and Sewage Disposal in Metropolitan Areas. In that report the Commission recommended establishment of a unit of state government for overall state water resources planning and policymaking. The following draft legislation would implement that recommendation and would be completely consistent with the earlier recommendation of the Council.

Under this draft legislation, authorization would be provided for the placing of overall water resource planning, policymaking, and coordination responsibility in a single unit of state government. This unit of state government would be directed to give consideration to the water resource requirements and problems of all water interests in the state and means by which these interests can be assured of representation on interstate water agencies to which the state may be a party.

As the level of government with basic responsibility for resource development, the states have an excellent opportunity to establish water resource policies, planning procedures and coordination that is comprehensive enough to balance multiple uses with one another and overcome jurisdictional problems.

Some states already have agencies combining water resources programs as well as coordinating functions in a single water resources agency. This agency may be a separate Department of Water Resources as in North Carolina, or a Division of Water Policy and Supply in the Department of Conservation and Economic Development.
as in New Jersey. Other examples of state water resources organizations which combine operating programs as well as policy coordinating activities in a single agency may be found in the states of California, Connecticut, and Maryland.

Some states, however, prefer to establish a staff level agency, responsible to the governor for studying and developing policies spanning the programs of the many state agencies concerned rather than to reorganize their water resources agencies by transferring individual bureaus and units to a new consolidated water resources organization.

If the staff agency approach is followed, leaving operating functions in their present locations, the following draft legislation, based largely on an Oregon law, may be used as a guide. Other states which have followed this general approach include Missouri, Kansas, Ohio, and Rhode Island.

The draft legislation would effectively provide the governor and the legislature with technical assistance in directing the coordinated use, development, and regulation of the water resources of the state and in establishing uniform policies to minimize conflicts between the various operating agencies and water interests of the state. It would (1) vest the planning and coordinating function in a single executive agency responsible to the governor, (2) allow for participation in the development of recommended water policies by affected or interested state agencies and others, (3) give the governor authority to adopt comprehensive and coordinated water resource plans and policies in accordance with the provisions of this act as a guide for executive agencies and to propose desirable legislative modifications, and (4) leave the operating programs, such as water pollution control, development of new water supplies, and allocation of water rights, to be administered by the agencies now charged with those responsibilities in accordance with existing legislation.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act providing for the vesting of responsibility for overall state water resource planning, policy formulation and program coordination in a single agency." ]

(Be it enacted, etc.)

1 Section 1. Short Title. This act may be cited as the
1 Section 2. Declaration of Policy. (a) The legislature
2 recognizes that: (1) the maintenance of the present level of
3 economic and general welfare of the people of this state and
the future growth and development of this state for the in-
creased economic and general welfare of the people thereof are
in large part dependent upon a proper utilization and control
of the water resources of this state, and such use and control
is therefore a matter of greatest concern and highest priority;
(2) the proper utilization and control of the water resources
of this state can be best achieved through a coordinated, inte-
grated state water resources policy, through plans and programs
for the development of such water resources and through other
activities designed to encourage, promote and secure the maxi-
mum beneficial use and control of such water resources, all co-
ordinated by a single state agency; and (3) the economic and
general welfare of the people of this state is impaired by the
exercise of uncoordinated single-purpose power or influence
over the water resources of this state or portions thereof by
diverse public agencies and diverse statutory declarations of
water resource policies resulting in friction and duplication
of activity among public agencies and confusion as to what is
primary and what secondary beneficial use of control of such
water resources and in a consequent failure to utilize and con-
trol such water resources for multiple purposes for the maxi-
mum beneficial use and control possible and necessary.

(b) The legislature, therefore, finds that it is in the
interest of the public welfare that a coordinated, integrated
state water resources policy be formulated and means provided
for its enforcement, that plans and programs for the develop-
ment and enlargement of the water resources of this state be
devised and promoted and that other activities designed to en-
courage, promote, and secure the maximum beneficial use and
control of such water resources be coordinated by a single state
agency which, in carrying out its functions, shall give proper
and adequate consideration to the multiple aspects of the
beneficial use and control of such water resources with an im-
partiality of interest except that designed to best protect and
promote the public welfare generally.
Section 3. Planning and Coordination Staff. The Director of the Office of State Water Resources [or the head of such other agency or unit of the state government as the governor may designate]¹ (hereinafter referred to as the Director) shall have the responsibility for leadership and direction of a program to implement the legislative policy declared by this act, and may employ such additional staff and other resources as may be available to him and necessary to the exercise and performance of duties and responsibilities conferred by this act.

Section 4. Duties and Responsibilities. (a) Assistance to Governor. The Director shall advise and assist the governor in: (1) formulating and establishing a comprehensive water resources policy for the state; including coordination of policies and activities among the state departments and agencies; (2) developing and establishing policies and proposals designed to help meet and resolve special problems of water resource use and control within or affecting the state, including consideration of the water resource requirements and problems of urban areas; (3) reviewing the actions and policies of state agencies with water resource responsibilities to determine the consistency of such actions and policies with the comprehensive water policy of the state; (4) reviewing any project, plan or program of federal aid affecting the use or control of any waters within the state; (5) developing policies and recommendations to assure that the interests of its urban and other areas are provided for in the state's representation on interstate water agencies; (6) recommending to the legislature any changes of law required to implement the legislative policy declared in this act; and (7) such other water resources planning, policy formulation and coordinating functions as the governor may designate.

¹. The suggested office is a staff organization to aid the governor rather than an operating agency. Alternatively the office could be placed in an existing department of administration or department of planning already exercising coordinative functions for the governor, and in any case should have close contact with such departments.
(b) **Studies and Surveys.** The Director is authorized to carry out such studies, inquiries, surveys, or analyses as may be relevant to his duties in assisting the governor and in helping to implement the legislative policy declared in this act, and in developing recommendations for the legislature. For these purposes, the Director shall have full access to the relevant records of other state departments and agencies and political subdivisions of the state, and may hold public hearings, and may cooperate with or contract with any public or private agencies, including educational, civic, and research organizations. Such studies, inquiries, surveys, or analyses shall incorporate and integrate, to the maximum extent feasible, plans, programs, reports, research, and studies of federal, state, interstate, regional, metropolitan and local units, agencies and departments of government.

(c) **Consultations.** In developing recommendations for the governor relating to the use and control of the water resources of the state, the Director shall: (1) consult with representatives of any federal, state, interstate, or local units of government which would be affected by such recommendations; and (2) be authorized to appoint such interdepartmental and public advisory boards as necessary to advise him in developing policies for recommendation to the governor.

(d) **Local Assistance.** The Director shall encourage, assist, and advise regional, metropolitan, and local governmental agencies, officials, or bodies responsible for planning in relation to water aspects of their programs, and shall assist in coordinating local water resources activities, programs, and plans.

(e) **Reports.** The Director may publish reports, including the results of such studies, inquiries, surveys, and analyses as may be of general interest, and shall make an annual report of his activities under this act to the governor and the legislature.

Section 5. **Planning Objectives.** In exercising his responsibilities under this act, the Director shall take into consideration the need for:
(1) adequate supplies of surface and ground waters of suitable quality for domestic, municipal, agricultural, and industrial uses;

(2) water quality facilities and controls to assure water of suitable quality for all purposes;

(3) water navigation facilities;

(4) hydroelectric power;

(5) flood damage control or prevention measures, including flood plain zoning, to protect people, property, and productive lands from flood losses;

(6) land stabilization measures;

(7) drainage measures, including salinity control;

(8) watershed protection and management measures;

(9) outdoor recreational and fish and wildlife opportunities; and

(10) any other means by which development of water and related land resources can contribute to economic growth and development, the long-term preservation of water resources, and the general well-being of all the people of the state.

Section 6. Separability. [Insert separability clause.]

Section 7. Effective Date. [Insert effective date.]
The Economic Opportunity Act of 1964 ushered in a new era of governmental and private partnership designed to break the cycle of poverty for more than 30 million Americans. The act established several new programs which when added to previously existing federal, state, local, and private activities constitute a wide range of approaches to an attack on poverty and its causes.

Forty-nine states have established offices or agencies to provide technical assistance activities under section 209 of the Economic Opportunity Act and to provide other poverty-related activities and services. Because of the desirability of reacting quickly to the national program, many of these offices were established by gubernatorial executive order. Even now, there is no complete prescription for the most effective role for these offices, and continuing adjustments to fit existing state organizational and program patterns and needs will be necessary.

After studying the intergovernmental aspects of the war on poverty, the Advisory Commission on Intergovernmental Relations adopted the following recommendation for state action:

The Commission recommends that the states fully utilize the grants available under the Economic Opportunity Act to undertake broad programs of technical assistance including: (a) public educational and informational services; (b) consultation on the organization of anti-poverty programs and agencies; (c) assistance in training personnel; (d) coordination of new and on-going programs; (e) broad program research, planning, and development; (f) program evaluation and review; (g) anti-poverty policy staff assistance to the Governor; and (h) the development and testing of model projects and programs.1

Based on the same study, the Advisory Commission also advanced the following recommendation on the nature of community action agencies organized to carry out local anti-poverty programs:

The Commission recommends that: (a) in communities in which general units of local government are able and willing to undertake an effective program to aid the poor, general units of local government organize the community action agencies; (b) in communities in which local governments do not prefer or otherwise have refrained from undertaking anti-poverty programs for which there is a clear need, private nonprofit groups, or a combination of public and private representatives,

organize the community action agencies. The Commission further recommends that when it appears that a community action program can be administered equally effectively by either a governmental or a nonprofit organization, OEO guidelines and performance standards give preference to establishment of community action agencies by units of local general government. The Commission further recommends that states, in encouraging and assisting establishment of community action agencies, follow the general directions suggested above in advising on the public or private nature of such bodies.²

The following model bill is in response to these recommendations. It is designed to add some permanency to this important new state function and to reflect the best experience of the 45 state offices of economic opportunity which responded to a questionnaire circulated in connection with the Advisory Commission's study of the anti-poverty program. It establishes a state economic opportunity office and makes provision for establishment of necessary coordination, administration, and advisory machinery to strengthen the administration of federal and state programs having an impact on poverty. The state office of economic opportunity could be established as a direct staff arm of the governor or as an integral part of local affairs, economic development, planning or other agency. The specific provisions of the bill are drawn from executive orders issued in California, Oklahoma, New Jersey, Vermont, and Washington, and from the Illinois Economic Opportunity Act enacted in 1965.

The technical assistance needs of many communities (especially those serving rural areas); the necessity of coordinating existing federal and state programs at the state level; and the national urgency attached to the war on poverty all require a strong and effective state role. The establishment of state administrative machinery provides the basis for such a role.

Some states may wish to consider lodging the state responsibility contemplated in this act in an agency for community development which consolidates a number of related functions concerned with urban development and state-local relations. The proposal on page 211 of this Program establishes such an agency which could be expanded to include state responsibility for the poverty program by adding additional functions, as appropriate, from section 5 of this act and by adding provisions for a program of state grants, if desired.

The following suggested legislation for states wishing to establish a separate office of economic opportunity, includes in section 1 a statement of the legislative finding that the urgent problems of poverty require the effective development and implementation of anti-poverty programs. Section 2 provides definitions and

² Ibid., p. 163.
section 3 establishes the office, headed by a director. Section 4 specifies the functions of the office and outlines certain recommended principles for use in guiding the establishment of community action agencies. The functions of the office include technical assistance; research, planning, and program development; and assistance to the governor in developing, evaluating, and coordinating anti-poverty programs. Section 5 authorizes the governor to establish appropriate coordination and advisory machinery to fulfill the purposes of the act and section 6 provides for the submission of reports and recommendations on anti-poverty programs and activities to the governor and the legislature. Section 7 is to be used to establish a grant program to assist communities in meeting the non-federal share required for programs under the federal act. Section 8 is to be used to transfer authority, duties, personnel and property of any existing state anti-poverty organizational unit and sections 9 and 10 are for severability and effective date provisions.

Suggested Legislation
[Title should conform to state requirements. The following is a suggestion: "An act providing for the establishment of the office of economic opportunity to provide for the effective implementation of and assistance for anti-poverty programs within the state and for other purposes." ]

    (Be it enacted, etc.)

1  Section 1. Legislative Finding. The legislature finds
2   that:
3      (1) many citizens of this state are without the means
4         necessary to meet their needs, and suffer from severe and long-
5         term poverty;
6      (2) assuring full economic opportunity for all citizens of
7         the state is urgently necessary to relieve this unnecessary
8         human suffering and to permit the full development of the state's
9         economy and resources;
10      (3) poverty has been and continues to be prevalent in many
11         communities despite the best efforts of public and private
12         agencies;
13      (4) the incidence of poverty within this state and the
14         urgent necessity of providing the citizens of this state with
15         the opportunity for education and training, the opportunity
16         to work, and the opportunity to live in decency and dignity
require the effective development and implementation of anti-
poverty programs including those authorized by the Economic

Section 2. Definitions. For the purposes of this act, the
following words and phrases shall have the following meanings:
(1) "Federal act" means the Economic Opportunity Act of
1964 as amended (Public Law 88-452).
(2) "Federal office" means the Office of Economic Opportu-
unity, Executive Office of the President.
(3) "Act" means this act.
(4) "Director" means the Director of the Office of Economic
Opportunity.
(5) "Office" means the Office of Economic Opportunity.
(6) "Community action program" means a program as defined
by section 202(a) of the federal act.
(7) "Community action agency" means a public or nonprofit
agency or combination thereof organized to carry out a community
action program.

Section 3. Establishment of the Office of Economic Opportu-
nity. (a) The Office of Economic Opportunity is established
within the [insert its organizational location] to carry out
this act. The office shall be headed by a director appointed
by and serving at the pleasure of the governor [by and with
advice and consent of the Senate]. The director shall appoint
such staff as may be necessary. [The employees of the office
shall be subject to pertinent civil service and personnel
policies established for state employees in comparable posi-
tions and shall be paid at rates of pay comparable to those of
state employees with equivalent responsibilities in other
departments and agencies.]  

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1. The Office of Economic Opportunity may be located either in
the Executive Office of the Governor or in an appropriate existing
department or agency such as the economic development, local affairs,
or planning units.

2. The language of this provision should reflect existing state
legislative and administrative requirements relating to civil service,
salary, and employee benefits. Where possible, a citation to an exist-
(b) The director may submit and adopt all necessary plans; enter into contracts; accept gifts, grants, and federal funds; hire personnel; prepare and submit budgets; make rules and regulations; and do all things necessary and proper to carry out this act. [Federal and other funds received by the office shall be paid or turned over to [insert the name of the central state financial agency if one exists which normally performs such functions] and shall be expended upon the approval of the director.]\(^3\)

(c) All departments, divisions, boards, bureaus, commissions or other agencies of the state or any political subdivision thereof or any public authority shall provide such assistance and data to the director as will enable him to carry out his functions, powers, and duties.

Section 4. Functions of the Office of Economic Opportunity. The Office of Economic Opportunity shall:

(i) provide, with the assistance of funds under section 209 of the federal act, technical assistance to communities within the state in developing, conducting, and administering programs for the alleviation and elimination of poverty [and, in the absence of compelling reasons to the contrary, shall adhere to the following principles in advising on the nature of community action agencies to be established pursuant to the federal act: (i) in communities in which general units of local government are able and willing to undertake an effective program to aid the poor, the general units of local government should be encouraged to organize the community action agency; and (ii) in communities in which general units of local government have not undertaken anti-poverty programs for which there is a clear need, private nonprofit groups, or a combination of public and private agencies, should be encouraged to organize the community action agencies];

\^{ing state civil service act should be included to clarify the way in which existing merit systems, pay scales, and employee benefits will be applied to employees of the office.}

3. This provision should be used where all federal grants and other funds to finance state programs and activities are channeled
(2) collect, analyze, and disseminate data and information concerning the incidence of poverty within the state and the resources available for combatting poverty and its causes;

(3) continuously analyze the effectiveness of state and locally administered programs and develop recommendations for consideration by the governor and the legislature;

(4) advise the governor on poverty matters and assist him in providing effective coordination of state activities having an impact on the elimination and alleviation of poverty;

(5) develop comprehensive plans for eliminating poverty throughout the state and for maximizing the effectiveness of available resources, both public and private;

(6) serve as a clearinghouse for new approaches and suggested programs developed by state and local agencies both within and outside of the state;

(7) serve as the source of information for governmental and private agencies and citizens on programs authorized by the federal act and by other federal acts having an impact on the alleviation or elimination of poverty;

(8) carry out, with the assistance of grants under Title II of the federal act where applicable, the following types of activities: (i) training programs for state and local agency employees engaged in carrying out anti-poverty related programs; (ii) development and testing of demonstration or model programs which attack a common and widespread problems for which new solutions are needed; (iii) upon request of and under contract with a local anti-poverty agency, render program or administrative services to assist that community in organizing and administering an effective anti-poverty program; and (iv) research and planning activities designed to provide the basis for an effective attack on poverty and its causes;

(9) establish liaison with federal, state, local, and

through and managed by a central financial agency. It in no way is intended to give such agency control of the funds but rather is designed to permit consolidated management of federal grant and other nonstate funds.

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private agencies and groups engaged in poverty-related activ-
ities for the purpose of coordinating such programs and for
assuring maximum use of available resources;
(10) assist other state and local agencies in fully utiliz-
ing the programs authorized by the federal act and other re-
lated federal programs.

Section 5. Coordination and Advisory Bodies. The governor
may establish such coordinating and advisory bodies as he deems
necessary to carry out this act.\(^4\)

Section 6. Reports. At least [fourteen] days preceding
each regular session of the legislature, the director shall
submit to the governor and the legislature a report of the
activities of the office and, together with the governor, shall
submit recommendations for proposed legislation to carry out
the purposes of this act.

Section 7. Authorization for State Economic Opportunity
Grants. [Use this section to establish a program of grants
to local public and private agencies engaged in carrying out
anti-poverty programs authorized and assisted by the federal
act to be used by such agencies in meeting the local share of
the cost of such programs.]

Section 8. Transfer of Responsibility. [Use this section
to provide for the transfer to the Office of Economic Opportunity
the functions, powers, and duties and employees, property,
records, and files of an existing state anti-poverty organiza-
tion if one has been established by the governor by executive
order.]

Section 9. Separability. [Insert separability clause.]

Section 10. Effective date. [Insert effective date.]

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4. Such bodies might include a cabinet-level coordinating
council composed of appropriate state department and agency heads
and a statewide advisory committee representing various areas and
groups within the state.
STATE PARTICIPATION IN THE JOB CORPS PROGRAM

Unemployment among youth, particularly those 16 to 21, continues to be a chronic national social as well as economic problem. While the national unemployment rate continues to remain below 5 percent, the unemployment rate among youth of various ages ranges from 12 to 27 percent. Between 1963 and 1964, the number of young people in this age category out of work and out of school increased by 22 percent.

In response to this growing problem, Title I-A of the Economic Opportunity Act of 1964 (Public Law 88-452) provides for the establishment of Job Corps facilities in which young men and women between the ages of 16 and 21 may receive educational and vocational training and useful work experience to increase their employability and enable them to participate fully in the mainstream of American life. The Job Corps provides this training through three kinds of centers: Conservation Centers located in national parks and forests; Urban Centers for Men, primarily on surplus Department of Defense sites; and Urban Centers for Women on privately leased sites.

Responsibility for operating these centers may be placed, by contract, on a federal, state, or private agency. State agencies may participate in the Job Corps program in two ways:

1. By serving as a prime or subcontractor for a facility. Subcontracts cover basic education, vocational training, work experience, and public health services. State employment and educational agencies are also used to provide screening, testing, counseling, and placement services for potential Job Corps enrollees.

2. Under Section 108 of the Economic Opportunity Act, a state-operated Job Corps camp may receive federal assistance up to 100 percent of its costs.

States have had more experience than perhaps any other form of public or private agency in providing the kinds of services and programs involved in the Job Corps. Thus, they conduct important programs in the fields of education, training of youth, and institutional management, and have extensive experience in managing work facilities, such as conservation and public works projects. Their full participation in the Job Corps program, therefore, would be an effective contribution to the success of this important national program. It would seem possible, for example, to have a state-operated camp, receiving federal assistance, in each state so that youths who need this valuable training may more easily get it. The education and training of American youth is an extremely vital endeavor which is the responsibility of and demands the efforts of all levels of government. The Job Corps has demonstrated its ability to help these youth and it deserves the support and assistance of states.

Yet in its study of the intergovernmental relations aspects of the poverty program, the Advisory Commission on Intergovernmental
Relations found only a low level of participation by state agencies in Job Corps programs. As of January 1, 1966, only six of the more than 60 Job Corps facilities involved state agencies in a prime or subcontractor role. To remedy this situation, the Advisory Commission adopted the following recommendation:

The Commission recommends that the Office of Economic Opportunity take positive steps to interest States in acting as prime or supporting contractors for Job Corps facilities, and fully inform the States of the opportunities for Federal assistance in the operation of State camps. The Commission further recommends that States in which there is a need for Job Corps training for youths aged 16 to 21, establish State camps or offer to serve as contractors for Federal facilities.¹

The following model bill is designed to assist states in responding to this recommendation in three ways by:

1. Providing legislative endorsement and support for the establishment of Job Corps facilities and programs within the state.

2. Providing authorization for state agencies to participate fully in Job Corps programs, including the establishment and operation of facilities with or without federal assistance.

3. Assisting the state in overcoming certain commonly identified administrative and legal problems which inhibit the successful establishment and operation of Job Corps facilities.

Section 3 establishes the endorsement of Job Corps facilities and programs within the state while preserving the governor's veto power under Section 109 of the federal Economic Opportunity Act. Section 4 provides authorization for state and local agencies and departments to provide services in connection with Job Corps facilities and programs. This authorization includes the establishment of one or more state-operated camps within the state.

To assure the full and effective implementation of the proposed legislation, section 5 provides for necessary modifications of state laws. For example, state compulsory education laws may affect Job Corps enrollees who are receiving educational instruction in the Job Corps facilities but who are not in the public schools of the state. Also certain financial responsibility requirements in the laws of some states may make it difficult for Job Corps enrollees to secure a driving license and therefore affect their ability to participate in the education and training as a part of the Job Corps program.

Finally, some state civil service laws may need modification to permit the establishment of any classifications required for Job Corps programs.

Authorization for the appropriation of funds necessary to carry out the purposes of the act is provided in section 6. Section 7 requires the governor to submit an annual report to the legislature on the operation of Job Corps facilities and programs within the state.

Suggested Legislation

[Title should conform to state requirements. The following is one suggestion: "An act providing for the full participation of (here insert state name) in the job corps program, authorizing state agencies to assist in the operation of the program and for other purposes."]

(Be it enacted, etc.)

Section 1. Purpose. The legislature finds that: (a) many youths within the state are in need of educational and vocational training and useful work experience to prepare them for useful lives; (b) the Congress has enacted Title I-A of the Economic Opportunity Act, Public Law 88-452 as amended, to provide job corps facilities in which these youths may receive such training and assistance; and (c) the full participation and assistance of agencies of the state government contributes to the effective use of this program to serve the citizens of the state.

Section 2. Definitions. This act may be cited as the (here insert state name) Job Corps Participation Act. For the purposes of this act, the words and phrases defined in this section shall have the meanings ascribed to them unless the context requires otherwise:

2. "Federal office" means the Office of Economic Opportunity, Executive Office of the President.
3. "Director" means the director of the federal office.
4. "Act" means this act.
5. "Job corps facility" or "job corps program" means a facility established or a program operated within such a facility under contract with the federal office as provided under Title
I-A including Section 109, of the federal act.

(6) "Federal facility" or "federal program" means a job corps facility or program established under Section 103 of the Economic Opportunity Act.

(7) "State-operated facility" or "state-operated program" means a job corps facility or program established by a state agency which receives partial or full financial assistance under Section 108 of the Economic Opportunity Act.

(8) "State facility" or "state program" means a facility or program established and operated by a state agency which provides equivalent or similar training and educational opportunities to that provided in a federal facility or in a state-operated facility but which receives no financial assistance under the Economic Opportunity Act.

(9) "Youth" means an individual eligible for job corps training as defined in Sections 101 and 104 of the federal act.

Section 3. Endorsement of Job Corps Programs. The governor is hereby authorized to take such steps as may be necessary to obtain or provide the opportunity for youths to receive training in job corps facilities through establishing or securing the establishment of job corps facilities within the state or through providing adequate screening, testing, counseling, and placement services as will permit such youths to participate in job corps facilities located in other states.

Section 4. Participation in Job Corps Programs. (a) The governor is hereby authorized, with the assistance of such agencies and departments of the state [including the state university] as he may designate, to enter into contracts with the federal office or with public or private agencies to provide services in connection with federal or state-operated job corps facilities including, but not limited to: (1) screening, testing, counseling, and placement of job corps enrollees; (2) serving as the prime contractor for federal facilities within the state; (3) providing supporting services to federal facilities within the state including but not limited to basic education, vocational training, public health services, and useful work.
experience opportunities.
(b) All departments, divisions, boards, bureaus, commissions,
or other agencies of the state or any political subdivision
thereof or any public authorities are authorized and directed to
furnish upon request and under arrangements providing for the
reimbursement of reasonable costs by the federal office, such
police, fire, and other services as may be required by federal
facilities located within the state.
(c) The governor is further authorized and directed to de-
velop plans for the establishment of and to establish and oper-
ate one or more state-operated or state facilities within the
state as he determines are necessary to fulfill the purposes of
this act.
(d) In carrying out the provisions of this act, the governor
or his designee is authorized to: (1) submit and adopt all nec-
nesary plans; (2) enter into contracts; (3) accept gifts, grants,
and federal funds; (4) hire personnel; (5) prepare and submit
budgets; (6) make rules and regulations; and (7) do all things
necessary and proper for carrying out the purposes of this act.
Section 5. Facilitating Job Corps Participation. (a)
(b) The governor is authorized to accept youths not resi-
dents of the state and to provide services to them in the same
manner as provided for youths who are citizens of the state if
required as a condition of a contract or subcontract for serv-
ces to a federal facility which is held by a state agency.
Section 6. Authorization for Appropriations. There are

1. This section may be used to provide such modifications of
state laws as the legislature finds necessary to assure the full and
effective implementation of this act. Three examples follow: some
state compulsory education laws may affect job corps enrollees who
are receiving educational instruction in the job corps facility but
who are not in the public schools of the state; certain financial
responsibility requirements in the laws of some states may make it
difficult for job corps enrollees to secure a state driver's license
and therefore affect their ability to participate in driver education
and training as a part of a job corps program; and some state civil
service laws may need modification to permit the establishment of new
job classifications required for job corps programs. There have also
been conflicts between state and federal procurement laws and regula-
tions.
hereby authorized to be appropriated such funds as may be necessary to provide for the successful and full implementation of this act including, but not limited to, funds to provide operating capital for the operation of federal or state-operated facilities until the federal office provides reimbursement, funds to secure such land, property and personnel and to meet such other necessary expenses as may be necessary to establish state-operated or state facilities or to provide services to federal facilities located within the state.

Section 7. Annual Report. The governor shall annually report to the legislature on the operation of job corps facilities and programs within the state including actions of state agencies and departments in assisting such programs and facilities and on the extent to which citizens of the state benefited from job corps programs. The governor shall also transmit his recommendations concerning necessary changes in state laws affecting job corps facilities and programs and to otherwise assist in fulfilling the purposes of this act.

Section 8. Separability. [Insert separability clause.]

Section 9. Effective Date. [Insert effective date.]
SECURING AND PRESERVING "OPEN SPACE"

Legislation is suggested to states which would (a) provide for acquisition by the states of interests or rights in real property which could include, among other interests or rights, conservation easements designed to remove from urban development key tracts of land in and around existing and potential metropolitan areas and (b) authorize local units of government to acquire interests or rights in real property within existing metropolitan areas for the purpose of preserving appropriate open areas and spaces within the pattern of metropolitan development.

It is widely recognized that, for economic, conservation, health, and recreational purposes, adequate amounts of open land need to be retained within metropolitan areas as the spread of population reaches ever outward from the central city. In some instances, acquisition and preservation of open land areas could be justified on the basis of watershed protection alone: many of the areas most likely to be selected for preservation would be stream valleys; the protection of some of these valleys from intensive urban development is essential from the standpoint of drainage, flood control, and water supply. The need for adequate amounts of open land for parks and recreational purposes is also obvious. Finally, provision of adequate open space within the general pattern of metropolitan development helps to prevent the spread of urban blight and deterioration. All of these are compelling economic and social reasons for appropriate steps by various levels of government to acquire and preserve open land.

The states should equip themselves to take positive action in the form of direct acquisition of land or property rights by the state itself, especially in (a) the emerging and future areas of urban development and (b) those emergency situations within existing metropolitan areas where, for one reason or another, local governments cannot or will not take the necessary action. Also recommended is the enactment of state legislation authorizing (where such authority does not now exist) such action by local governments. Additionally, zoning powers can be employed in a variety of ways to achieve some of the objectives cited above. Envisaged in these proposals is not only outright acquisition of land but also the acquisition of interests less than the fee which will serve the purpose of preserving the openness and undeveloped character of appropriate tracts of land. By the acquisition of easements, development rights and other types of interests in real property less than the fee land can continue to be used for agricultural and other nonurban purposes but protected against subdivision and other types of urban development. This type of direct approach is often more effective and subject to less difficulty than are various tax incentive plans designed to encourage owners of farmland to withhold their land from real
estate developers and subdividers.

The suggested legislation which follows authorizes public bodies to acquire real property or any interests or rights in real property that would provide a means for the preservation or provision of permanent open-space land or to designate real property in which they have an interest for open-space land use. The public bodies would also be authorized to accept and utilize federal assistance for their permanent open-space land programs. The suggested legislation has been prepared by the State and Local Relations Division, Office of General Counsel, Housing and Home Finance Agency, Washington, D.C., to assist state and local officials. It can be used as a pattern in drafting state legislation to make states and public bodies eligible for federal assistance under the federal open-space land program.

The term "open-space land" is defined to mean land which is provided or preserved for (1) park or recreational purposes, (2) conservation of land or other natural resources, (3) historic or scenic purposes, or (4) assisting in the shaping of the character, direction, and timing of community development.

The use of real property for permanent open-space land is required to conform to comprehensive planning being actively carried on for the urban area in which the property is located. The term "comprehensive planning" would be defined to include the requirements in the federal law to make a public body eligible for grants. These are (1) preparation of long-range general physical plans for the development of the urban area in which the open-space land is located, (2) programing and financing plans for capital improvements for the area, (3) coordination of planning in the area, and (4) preparation of regulatory and administrative measures in support of the comprehensive planning. A section is included in the bill authorizing comprehensive planning for urban areas and the establishment of planning commissions for this purpose. This section would not be needed in states that have adequate planning laws.

The provisions of the draft bill are broad enough to authorize acquisition and designation of real property which has been developed, and its clearance by the public body for use as permanent open-space land. This provision is broader than the present federal open-space law since federal grants cannot be given under that law to assist acquisition and clearance of completely developed property. However, some localities may desire this authority in order to provide open space in central cities or other places where there is a need for more open-space land.

The bill prohibits conversion or diversion of real property from present or proposed open-space land use unless equivalent open-space land is substituted within one year for that converted or diverted.

Where title to land is retained by the owner subject to an easement or other interest of a public body under the proposed
legislation, tax assessments would take into consideration the change in the market value of the property resulting from the easement or other interest of the public body.

A public body is given for the purposes of the act the power to use eminent domain, to borrow funds, to accept federal financial assistance, and to maintain and manage the property. It would also be authorized to act jointly with other public bodies to accomplish the purposes of the act. Public bodies that have taxing powers and authority to issue general obligations could use those powers for open-space land.

This draft is silent on several questions of state policy in relations with their subdivisions. It is suggested that in considering this draft, states will want to determine whether any additional provisions should be added dealing with state approvals, review of local grant applications, and related matters.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act to provide for the acquisition and designation of real property by the state, counties, and municipalities for use as permanent open-space land."]

(Be it enacted, etc.)

1 Section 1. Short Title. This act shall be known and may be cited as the "Open-Space Land Act."

1 Section 2. Findings and Purposes. The legislature finds that the rapid growth and spread of urban development are creating critical problems of service and finance for the state and local governments; that the present and future rapid population growth in urban areas is creating severe problems of urban and suburban living; that the provision and preservation of permanent open-space land are necessary to help curb urban sprawl, to prevent the spread of urban blight and deterioration, to encourage and assist more economic and desirable urban development, to help provide or preserve necessary park,

1. If any specific public bodies, such as park authorities, or certain districts, are included in the definition of "public body" in section 9(a) and in that manner authorized to carry out the purposes of the bill, appropriate reference to the public bodies should be inserted in the title at this point.
recreational, historic and scenic areas, and to conserve land and
other natural resources; that the acquisition or designation of
interests and rights in real property by public bodies to pro-
vide or preserve permanent open-space land is essential to the
solution of these problems, the accomplishment of these pur-
poses, and the health and welfare of the citizens of the state;
and that the exercise of authority to acquire or designate in-
terests and rights in real property to provide or preserve per-
manent open-space land and the expenditure of public funds for
these purposes would be for a public purpose.

Pursuant to these findings, the legislature states that the
purposes of this act are to authorize and enable public bodies
to provide and preserve permanent open-space land in urban
areas in order to assist in the solution of the problems and
the attainment of the objectives stated in its findings.

Section 3. Definitions. The following terms whenever used
or referred to in this act shall have the following meanings
unless a different meaning is clearly indicated by the context:

(a) "Public body" means [ ].

(b) "Urban area" means any area which is urban in charac-
ter, including surrounding areas which form an economic and
socially related region, taking into consideration such factors
as present and future population trends and patterns of urban
growth, location of transportation facilities and systems, and
distribution of industrial, commercial, residential, govern-
mental, institutional, and other activities.

(c) "Open-space land" means any land in an urban area which

2. "Public body" can be defined as desired by the proponents
of the bill to include any or all of the following: the state,
counties, cities, towns, or other municipalities, and any other public
bodies they wish to specify, such as park authorities, or other
specific authorities or districts. If any specified public body
(other than the state or cities, towns or other municipalities) in-
cluded in the definition has, under another law, taxing powers or
other financing powers that could be used for the purposes of open-
space land a subsection (c) should be added to section 5 to author-
ize that public body to use those powers for the purposes of this
act.
is provided or preserved for (1) park or recreational purposes, 
(2) conservation of land or other natural resources, (3) his-
toric or scenic purposes, or (4) assisting in the shaping of 
the character, direction, and timing of community development. 
(d) "Comprehensive planning" means planning for development 
of an urban area and shall include: (1) preparation, as a 
guide for long-range development, of general physical plans 
with respect to the pattern and intensity of land use and the 
provision of public facilities, including transportation facil-
ities, together with long-range fiscal plans for such develop-
ment; (2) programing and financing plans for capital improve-
ments; (3) coordination of all related plans and planned activ-
ities at both the intragovernmental and intergovernmental 
levels; and (4) preparation of regulatory and administrative 
measures in support of the foregoing.

Section 4. Acquisition and Preservation of Real Property 
for Use as Permanent Open-Space Land. To carry out the pur-
oposes of this act, any public body may (1) acquire by purchase, 
gift, devise, bequest, condemnation, grant, or otherwise title 
to or any interests or rights in real property that will pro-
vide a means for the preservation or provision of permanent 
open-space land and (2) designate any real property in which 
it has an interest to be retained and used for the preservation 
and provision of permanent open-space land. The use of the 
real property for permanent open-space land shall conform to 
comprehensive planning being actively carried on for the urban 
area in which the property is located.

Section 5. Conversions and Conveyances. (a) No open-space 
land, the title to, or interest or right in which has been 
aquired under this act or which has been designated as open-
space land under the authority of this act shall be converted 
or diverted from open-space land use unless the conversion or 
diversion is determined by the public body to be (1) essential 
to the orderly development and growth of the urban area, and 
(2) in accordance with the program of comprehensive planning
for the urban area in effect at the time of conversion or diver-
sion. Other real property of at least equal fair market value
and of as nearly as feasible equivalent usefulness and location
for use as permanent open-space land shall be substituted with-
in a reasonable period not exceeding one year for any real
property converted or diverted from open-space land use. The
public body shall assure that the property substituted will be
subject to the provisions of this act.

(b) A public body may convey or lease any real property it
has acquired or which has been designated for the purposes of
this act. The conveyance or lease shall be subject to contrac-
tual arrangements that will preserve the property as open-space
land, unless the property is to be converted or diverted from
open-space land use in accordance with the provisions of sub-
section (a) of this section.

Section 6. Exercise of Eminent Domain. For the purposes of
this act, any public body may exercise the power of eminent
domain in the manner provided in [ ] and acts amendatory or
supplemental to those provisions. No real property belonging
to the United States, the state, or any political subdivision
of the state may be acquired without the consent of the respec-
tive governing body.

Section 7. General Powers. (a) A public body shall have
all the powers necessary or convenient to carry out the pur-
poses and provisions of this act, including the following
powers in addition to others granted by this act:

(1) to borrow funds and make expenditures necessary
to carry out the purposes of this act;

(2) to advance or accept advances of public funds;

(3) to apply for and accept and utilize grants and any
other assistance from the federal government and any other
public or private sources, to give such security as may be re-
quired and to enter into and carry out contracts or agreements
in connection with the assistance, and to include in any con-
tract for assistance from the federal government such conditions
imposed pursuant to federal laws as the public body may deem
reasonable and appropriate and which are not inconsistent with
the purposes of this act;
(4) to make and execute contracts and other instru-
ments necessary or convenient to the exercise of its powers
under this act;
(5) in connection with the real property acquired or
designated for the purposes of this act, to provide or to ar-
range or contract for the provision, construction, maintenance,
operation, or repair by any person or agency, public or private,
of services, privileges, works, streets, roads, public utili-
ties or other facilities or structures that may be necessary to
the provision, preservation, maintenance and management of the
property as open-space land;
(6) to insure or provide for the insurance of any real
or personal property or operations of the public body against
any risks or hazards, including the power to pay premiums on
the insurance;
(7) to demolish or dispose of any structures or facil-
ities which may be detrimental to or inconsistent with the use
of real property as open-space land; and
(8) to exercise any or all of its functions and powers
under this act jointly or cooperatively with public bodies of
one or more states, if they are so authorized by state law, and
with one or more public bodies of this state, and to enter into
agreements for joint or cooperative action.
(b) For the purposes of this act, the state, or a city,
town, other municipality, or county may:
(1) appropriate funds;
(2) levy taxes and assessments;
(3) issue and sell its general obligation bonds in the
manner and within the limitations prescribed by the applicable
laws of the state; and
(4) exercise its powers under this act through a board
or commission, or through such office or officers as its
governing body by resolution determines, or as the governor
determines in the case of the state.

Section 8. Planning for the Urban Area. The state, coun-
ties, cities, towns, or other municipalities in an urban area,
acting jointly or in cooperation, are authorized to perform
comprehensive planning for the urban area and to establish and
maintain a planning commission for this purpose and related
planning activities. Funds may be appropriated and made avail-
able for the comprehensive planning, and financial or other
assistance from the federal government and any other public or
private sources may be accepted and utilized for the planning.

Section 9. Taxation of Open-Space Land. Where an interest
in real property less than the fee is held by a public body for
the purposes of this act, assessments made on the property for
taxation shall reflect any change in the market value of the
property which may result from the interest held by the public
body. The value of the interest held by the public body shall
be exempt from property taxation to the same extent as other
property owned by the public body.

Section 10. Separability; Act Controlling. Notwithstanding
any other evidence of legislative intent, it is hereby
declared to be the controlling legislative intent that if any
provision of this act or the application thereof to any person
or circumstances is held invalid, the remainder of the act and
the application of such provision to persons or circumstances
other than those as to which it is held invalid, shall not be
affected thereby.

Insofar as the provisions of this act are inconsistent with
the provisions of any other law, the provisions of this act
shall be controlling. The powers conferred by this act shall
be in addition and supplemental to the powers conferred by any
other law.

3. This section is not necessary if the planning laws of the
state provide adequate authority.
LEGISLATIVE APPORTIONMENT PROCEDURE

The actual formulas for apportioning seats in the legislative bodies of a state is a matter of individual state concern, subject to the limitations imposed by the United States Constitution. However, it is essential that state constitutions specifically provide procedures that will insure that the states themselves are in a position to comply with all constitutional requirements for periodic reapportionment of legislative bodies. The suggested constitutional amendment is designated to insure compliance with apportionment provisions of the state constitution.

The suggested amendment deals only with apportionment procedure and does not treat the substantive issues on the basis (population, political subdivision, etc.) of allocating state legislative seats nor questions involved in use of weighted voting, single- or multi-member districts, etc. The amendment directs the legislature to reapportion itself in accordance with constitutional requirements following each decennial census. In the event that the legislature fails to meet its responsibility, a nonjudicial, nonlegislative officer or board is directed to do the reapportioning. In both instances, the highest court of the state is given original jurisdiction to determine the constitutionality of the reapportionment plan.

The language of the suggested amendment is modeled after the provisions of the Oregon constitution, although it should be noted that at least 14 other states have specific constitutional provisions which are designed to insure periodic apportionment of at least one house of their state legislatures. Some of these states have removed responsibility for apportionment completely from the hands of the state legislature. Others have directed that an individual state official or a separate apportionment board undertake the apportionment only after the legislature itself has failed to enact a reapportionment law or failed to reapportion in accordance with the provisions of the state constitution.

Section 1 would spell out the formula for apportioning seats in the state legislature and the appropriate provisions should be inserted by each state. The formula should be as clear and as specific as possible in order to permit the state supreme court to determine easily whether the reapportionment statute complies with the state constitutional formulas. It may be best for a state constitution in defining "population" in its formula to express that definition in mathematical terms. The following two alternatives might be included at the appropriate place or places:

(a) The [population] of no [Senatorial or Representative] district shall deviate by more than ten (10) percent from the figure obtained by dividing the total [population] of the state by the number of [Senators or Representatives].
(b) [Senatorial and Representative] districts shall be established with appropriate boundaries so as to permit at least forty-five (45) percent of the total [population] of the state to elect fifty (50) percent of the state [Senators] and fifty (50) percent of the state [Representatives].

Section 2 directs the state legislature to reapportion itself in the first legislative session immediately following the decennial census of the United States. It should be noted that several states still require reapportionment, based on population, at intervals which do not coincide with the decennial census. This is a carry-over from the 18th century when states themselves conducted censuses. Since state censuses are no longer taken, it is suggested that the timing of reapportionment be keyed to the federal census.

Section 3 gives the state supreme court original jurisdiction to determine whether a reapportionment statute enacted by the legislature complies with the provisions of the state constitution. Any qualified voter of the state can bring this question before the court within 30 days after enactment of the reapportionment. If the court finds that the reapportionment does not comply with the constitution, the court shall direct either the named state official or the apportionment board to reapportion the legislature in accordance with the constitution. The court is also granted authority to review a reapportionment plan so prepared and if it is found that such plan does not comply with the constitution, the court is authorized to direct the named state official or apportionment board to make appropriate changes.

Section 4 authorizes the named state official or apportionment board to prepare a reapportionment of the state legislature where the legislature, by July 1st of the year of the first regular legislative session following a decennial census, has not enacted reapportionment legislation. Here again, such a reapportionment is subject to court review only if challenged by a qualified voter of the state.

Section 5 is to be used only if the state determines that an apportionment board, rather than a single state official, shall reapportion seats in the event that the legislature itself fails to do so. It would create the apportionment board and determine its membership. Two alternatives are presented. The first would consist of named state officials. Most states that have apportionment boards follow this approach. It is important to note that members of the judiciary should not be members of an apportionment board. This recommendation is made because the state supreme court is granted jurisdiction over cases involving apportionment. The second alternative for membership on the apportionment board is modeled after the provisions of the Missouri constitution.
Suggested Constitutional Amendment

Section 1. Apportionment of Senators and Representatives.

(a) Senators. [Insert provisions for the apportionment of state senators.]

(b) Representatives or Assemblymen. [Insert provisions for apportionment of house of representatives or assembly.]

Section 2. Reapportionment Duty. The number of senators and representatives shall, not later than [July 1st] at the first regular session of the legislature next following the decennial census conducted by the United States government, be reapportioned by the legislature in accordance with section 1 of this article.

Section 3. Jurisdiction of [State Supreme Court]. Original jurisdiction is vested in the [state court of last resort], upon the petition of any qualified voter of the state filed with the [clerk of the supreme court] within [30] days after enactment of a reapportionment measure, to review, in whole or part, any measure so enacted. If the [supreme court] determines that the measure complied with section 1 of this article, it shall dismiss the petition by written opinion within [30] days after the petition was filed and the legislation enacted shall become law upon the date of opinion. If the [supreme court] determines that the measure does not comply with section 1 of this article the measure shall be null and void and the court shall direct [the named state official] [the apportionment board] to prepare a reapportionment of the legislature in compliance with section 1 of this article and return its reapportionment to the [supreme court] within [30] days after referral by the court. The [supreme court] shall review the reapportionment thus returned and, if it is found to be in compliance with section 1 of this article, shall cause it to be filed with the governor within [30] days after the finding and it shall become law upon the date of filing. If the [supreme court] shall determine that the draft returned to it by the [named state official] [apportionment board] does not
comply with section 1 of this article, the court shall return
it forthwith, accompanied by a written opinion specifying with
particulars wherein the draft fails to comply with the require-
ments of section 1 of this article. The opinion shall further
direct the [named state official] [apportionment board] to
correct the draft in these particulars and in no others and to
file the corrected reapportionment with the governor within
[30] days after issuance of the order, and it shall become law
upon the date of filing.

Section 4. Failure of Legislature to Reapportion Itself.
If the legislature fails to enact any reapportionment measure
by [July 1st] of the year of the first regular session of the
legislature next following a decennial census by the United
State governments, the [named state official] [apportionment
board] shall make a reapportionment of the legislature in ac-
cordance to the provisions of section 1 of this article. The
reapportionment so made shall be filed with the governor on or
before [August 1st] of such year and shall become law, subject
to [supreme court] review, upon date of filing.

Original jurisdiction is vested in the [supreme court], upon
petition of any qualified voter of the state filed with the
[clerk of the supreme court] within [30] days after any reap-
portionment made by the [named state official] [apportionment
board] has been filed with the governor to review, in whole or
part, any such reapportionment. If the court determines that
the reapportionment thus made complies with the provisions of
section 1 of this article it shall dismiss the petition by
written opinion within [30] days after the petition was filed
and the reapportionment shall become law upon the date of the
opinion. If the [supreme court] determines that the reappor-
tionment does not comply with section 1 of this article, said
reapportionment shall be null and void and the [supreme court]
shall return it forthwith to the [named state official] [appor-
tionment board] accompanied by a written opinion specifying with
particulars wherein the reapportionment fails to comply with
section 1 of this article. The opinion shall further direct
the [named state official] [apportionment board] to correct the
reapportionment in those particulars and in no others and file
the corrected reapportionment with the governor within [30]
days after issuance of the order and it shall become law upon
the date of filing.

[Section 5. Apportionment Board. There is hereby created
an apportionment board consisting of [named state officials; do not include members of the judiciary] [consisting of [two] members appointed by the chairman of the political party whose candidate for governor in the last preceding gubernatorial election received the largest number of votes, [two] members appointed by the chairman of the political party whose candidate for governor received the second largest number of votes at the last preceding gubernatorial election], [and one member who shall be chairman of the apportionment board, appointed by the aforementioned members]. [The apportionment board shall convene prior to [July 10th] of any year in which the legislature has failed to comply with its responsibility under section 2 of this article and reapportion the state legislature in accordance with the provisions of section 1 of this article. In that event the apportionment board shall, on or before [August 1st] of such year, reapportion seats in the state legislature in accordance with the provisions of section 1 of this article and file a copy of such reapportionment with the governor. Such reapportionment shall become law, subject to [supreme court] review, upon date of filing. In the event the [supreme court] shall declare that a reapportionment law enacted by the legislature fails to comply with the provisions of section 1 of this article the apportionment board shall convene within [10] days after the decision of the court and shall proceed to re-apportion seats in the legislature as if no reapportionment action was taken by the legislature.] 1

1. Some states may wish to include a provision here similar to that in the Michigan constitution which reads as follows: "If a majority of the [Board] cannot agree on a plan, each member of the
shall be secretary of the apportionment board, and in that
capacity shall furnish, under its direction, all necessary
technical services."

[Board], individually or jointly with other members, may submit a proposed plan to the [Supreme Court]. The [Supreme Court] shall determine which plan complies most accurately with the constitutional requirement and shall direct that it be adopted by the [Board] and [published] as provided in this [article]."
STATE AND LOCAL GOVERNMENT RETirement SYSTEMS

As a result of the increased responsibilities confronting state and local governments because of population growth and technological changes, the recruitment and development of capable and qualified public personnel has become extremely important. Adequate retirement coverage is a vital part of any sound personnel system devised to secure this needed talent. There are three problem areas concerning retirement coverage for which adequate solutions must be found if state and local governments are to secure the high-quality personnel needed to carry out their complex responsibilities. These three areas are: (1) extension of staff retirement coverage to all public employees; (2) consolidation of many existing public employee retirement systems; and (3) transferability of retirement credits of state and local government employees.

1. Extending staff retirement coverage to all public employees.

Most states and local governments recognize the importance of establishing and maintaining an adequate personnel system. Likewise they recognize that a sound and attractive retirement system is a vital element in the personnel system. An adequate retirement system obviously includes a staff retirement system which provides benefits in excess of or in addition to Social Security benefits.

Forty-seven states provide staff retirement coverage for state employees. Forty-three states administer retirement systems in which employees of some local governments such as counties or municipalities are able to participate. Such local participation may be either in the state employee system or in a state administered system for local government employees. Thirty-five states have retirement systems in which all local units of government are able to participate if they desire to do so. There are numerous locally administered public employee retirement systems. Teachers in all 50 states have retirement coverage. Overall, of the more than 6.3 million state and local employees, more than 4 million have staff retirement coverage.

In view of the foregoing, it appears to be incumbent on those governmental jurisdictions that do not now provide staff retirement coverage for their employees to do so. Perhaps the most desirable type of retirement situation is that in Hawaii and Nevada. In these states there is only one public employee retirement system, one which covers all state and local employees, including teachers. Seven other states have single state administered retirement systems in which all state and local employees and teachers may participate. However, in these states there are other public employee retirement systems in operation in addition to the single state system.
Twenty-two states have state administered retirement systems in which state and local employees participate, and in addition a separate retirement system for teachers. In three states there are separate state administered retirement systems for state employees, local employees, and teachers. In North Carolina, state employees and teachers participate in one retirement system, and there is a state administered system for local employees.

Legislative action would be required in 15 states to make all public employees eligible for staff retirement coverage in a state administered system. Action should be taken to establish general public employee retirement systems for state and local employees in the three states having no system. Existing legislation should be amended in 12 states to enable employees of all local units of government to participate in state administered systems. The states should take the lead in assisting local governments in providing retirement coverage for their employees, because it is difficult even for the largest to maintain financially sound retirement systems.

Specific legislation in this regard is not presented because of the numerous actuarial complexities which are peculiar to each state. These include such considerations as whether the system is funded, partially funded, or nonfunded; the relative contributions by the employer and the employee; and age and years of service required for benefits.

To summarize, states should strengthen their public employee retirement systems by providing for coverage in one of the three following manners: (1) by providing coverage in one state administered system for all state and local employees including teachers; (2) providing coverage in two state administered systems, one to include all state and local employees, one for teachers only; or (3) by providing coverage in three state administered retirement systems, one to include state employees only, one to include local employees only, and one to include teachers only.

2. Consolidation of existing public employee retirement systems.

There are over 2,200 state and local public employee retirement systems in the nation. More than two-thirds of these systems have a membership of less than 100. It is difficult, if not impossible in the long-run, to operate these small systems on a sound financial basis. Most small systems are operated by municipalities. Some authorities in the public employee retirement field recommend that systems with less than 1,500 members should be merged.

States should provide the necessary leadership for retirement system consolidation by encouraging the merger of economically precarious small systems, preferably by making it possible for all local units of government to participate in state administered retirement systems. The general guidelines in the preceding section are equally appropriate for legislation to deal with the consolidation
problem. Action in this regard is essential or state and local governments risk failure to attract qualified personnel, and employees risk the loss of pension dollars.

3. **Transferability of retirement credits of state and local government employees.**

The principle purposes for which retirement systems were established have undergone considerable reconsideration in the last two decades. Retirement systems for public employees were originally intended, in addition to other things, to serve as an anchor on the employee to keep him employed by the same unit of government. This was accomplished by denying the employee much of his retirement credits if he changed employers. However, since retirement coverage for public employees is becoming so universal, and since the training and development of employees in the administrative, professional, and technical fields are becoming so important to strengthening public administration, it no longer is considered sound personnel policy to maintain such roadblocks to employee mobility as have been maintained in the past. This has come about for a number of reasons. Employees often will not accept public employment that appears to lead to a dead end; one governmental jurisdiction may have an over supply of employees in one technical specialty while another may have a critical shortage in the same category; and it is generally believed that over the long-run a given unit of government will not gain or lose either in talent or pension funds at the expense of other units merely because of liberalized provisions permitting greater mobility of employees.

The use of Social Security coverage for public employees offers a partial solution to the retirement credit transferability problem, since it provides a base retirement coverage through which benefits cannot be lost through job transfers among employers offering this coverage. Staff retirement systems provide the additional supplement needed by retired public employees to maintain a reasonable standard of living.

At the state and local government levels, over 4.1 million of the more than 6.3 million public employees are covered by Social Security. Over 2.9 million state and local employees are covered by both Social Security and a public employee retirement system. At least some public employees in each of the 50 states are covered by Social Security. Those state and local governments that do not now make maximum use of Social Security coverage should re-examine their retirement provisions to determine if further extension of Social Security coverage to their employees would be advantageous.

However, in order to develop more adequate solutions, the retirement credit transfer problem should be viewed in terms of both its interstate and intrastate aspects. While many of the difficulties involved in the interstate transfer of retirement credits are very similar to those involved in intrastate transfer, the remedies are somewhat different. There have been several proposed solutions to the interstate problem, most of which involve transfer of funds
between systems and generally have not been found practical or acceptable.

**Interstate Transfer - Vesting.** The vesting-deferred benefit approach to the interstate retirement credit transfer problem appears to be the most practical and acceptable solution for public employees generally. Essentially, those retirement systems that have vesting provisions afford the employee who accepts employment elsewhere the opportunity to leave his contributions with the system, after fulfilling a specified number of years service requirement, and receive a deferred benefit at the normal retirement age. Most state administered retirement systems have vesting provisions. However, the service requirement ranges from immediate vesting in the Wisconsin State Teachers' system to a 27 year requirement in the Arkansas State Teachers' system. As the length of the service requirement for vesting is extended, then it becomes of decreasing value as a meaningful solution to the retirement credit transferability problem. The Advisory Commission feels that a requirement of five years for vesting appears to be the most reasonable from the standpoint of both the employer and the employee.

No legislative amendment is presented to accomplish the suggested vesting proposal because for most retirement systems this may be achieved simply by inserting the desired number of years in lieu of the existing requirement (apart from any actuarial considerations). Retirement systems with vesting requirements that exceed those suggested above, or those with no vesting provision, may wish to reach the new requirement on a graduated basis. There is little information available to indicate how many years the service requirement for vesting may be reduced without increasing the cost to the government and/or to the employee. A recent actuarial study of the Oregon Public Employees Retirement System indicates that it does not appear that there would be any additional cost in reducing the vesting requirement from 10 to five years. However, each retirement system will have to be considered on an individual basis in determining how to reduce its vesting requirement.

**Intrastate Transfer.** As indicated above, the problems involved in the interstate and intrastate transfer of retirement credits are very similar. However, the obstacles to solutions are less within states than between them. In Hawaii and Nevada there is no problem because each state has only one retirement system. Twenty-two states have limited provisions for the reciprocal transfer of retirement credit, usually between only two or three systems. Only seven states have provision for general intrastate transfer of retirement credits among most systems. Nineteen states have no provision for such transfer of credit between their different systems.

Of the seven states that have general provisions for intrastate transfer of credits, the reciprocal retirement laws in Illinois, Maryland, Michigan, and New York are particularly good. Maryland and New York provide for the transfer of the contributions of both the employer and the employee when the employee changes positions.
among the participating reciprocal units or systems. This type of provision would be difficult to square with legal and actuarial provisions in many states. Consequently, legislation similar to that in Illinois and Michigan would appear to be more adaptable in most states because it does not call for lump sum transfers of contributions between systems upon the transfer of employees.

The suggested retirement act presented here is patterned largely after the Illinois Reciprocal Retirement Act. It provides essentially that after the employee has completed at least two years in the employment of a participating reciprocal retirement unit, he may change his employment to another reciprocal unit without loss of credit. When the employee reaches retirement age in the reciprocal unit in which he is employed, he may receive proportional retirement benefits based on his service in each system from all the reciprocal retirement systems in which he has at least five years service, if he has not withdrawn any of his contributions; he has enough total years service in all systems to meet the minimum requirement in any system; and he has reached the minimum age required by each system. If he has not reached the minimum age in all systems, he may begin receiving benefits from those systems in which he has reached the required age, and then receive benefits from the other systems when he reaches the required age.

Section 5.1 of the suggested act presents an alternative method for providing benefits which states may or may not wish to include in their legislation. This would give an employee the alternative of paying to the system from which he will retire, prior to his retirement, an amount equal to one percent of his salary for every year he has been employed under other retirement systems within the state, then he may receive benefits as if he had always been employed under the final system. The other reciprocal retirement systems would continue to pay at least their proportional share of the employee's benefits. The final system would incur the additional obligation, which might make section 5.1 problematical in some states.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act to establish continuity and preservation of pension credit for employees in governmental service in this state."]

(Be it enacted, etc.)

1 Section 1. There is hereby established a plan for the continuity and preservation of pension credit, in the case of employees transferring employment from one governmental unit to another governmental unit, if such employees shall have ac-
quired such credit in any established retirement system or pension fund maintained by any such governmental unit. The purpose of this plan is to assure full and continuous pension credit for all service rendered by a person in public employment which service is covered by a retirement system or pension fund authorized by state law.

Section 2. As used in this act:

(1) "Retirement system" means any retirement system or pension fund, by whatever name called, which has been created or authorized by statute and which is financed in whole or in part by contributions by the state or by any governmental unit of the state.

(2) "Governmental unit" means the state or any agency or instrumentality thereof, or any political subdivision or municipal corporation, which maintains a retirement system for the benefit of its employees.

(3) "Employer" means any governmental unit in the state.

(4) "Employee" means any person in the service of an employer on or after the effective date, who has pension credit because of service previous or subsequent to the effective date, who is an active or inactive member or participant of a retirement system.

(5) "Effective date" means July 1, 19[ ], or in the case of any retirement system becoming subject to the provisions of this act after such date, the date when such retirement system comes under the provisions of this act.

(6) "Pension credit" means credits or equities acquired by an employee toward a retirement annuity from a public employees' retirement system in the form of contributions or services defined under the provisions of the act governing each retirement system in which he has such credits of equities, except credits and equities (1) of less than two years in any one system, or (2) which were granted during the periods when the employee was in receipt of a retirement annuity from any of the retirement systems covered by this act, or (3) which have pre-
viously been applied towards a retirement annuity and have not
been re-established in accordance with the provisions of the
act governing the retirement system from which the retirement
annuity has been received.

(7) "Retirement annuity" includes any pension, retirement
allowance, retirement annuity, disability pension, disability
retirement allowance or disability retirement annuity, and
shall refer to an annuity payable on account of retirement for
age, years of service or total and permanent disability.

Section 3. Any employee who has withdrawn or withdraws from
the service of one employer and then or later enters the serv-
vice of another employer covered by the provisions of this act,
and who has not forfeited his pension credit in the retirement
system maintained by the employer from whose service he has
withdrawn, shall be entitled to a proportional retirement annu-
ity, computed as stated herein, for the periods of credited
service in each retirement system, notwithstanding that the
employee may not have fulfilled the minimum service requirement
prescribed by any retirement system for the receipt of a re-
tirement annuity. If a retirement system provides no refund
of contributions, the pension credit in the case of any employee
who shall have participated in such system shall be considered
effective for the purposes of this act.

Eligibility for a proportional retirement annuity in each
retirement system under the provisions of this act shall be
determined by taking into account the entire length of service
of the employee for which he has been granted pension credit
under all retirement systems participating under this act, pro-
vided that in order to qualify for either proportional annuity
from any of such retirement systems the employee must have a
combined pension credit at least equal to the longest minimum
qualifying period prescribed by any of the retirement systems
involved in the combined pension credits.

Interest on pension credit shall continue to accumulate in
accordance with the provisions of the act governing the retire-
of the same has been established during the
and any employee is in the service of another employer, on the
assumption such employee, for interest purposes for pension
credit, is continuing in the service covered by such retire-
ment system.

Section 4. The provisions of this act shall be applicable
and limited only to a retirement annuity and widow's annuity,
and to the pension credit established for such purposes.

Section 5. Upon retirement in the retirement system to
which the employee last made contributions, a proportional re-
tirement annuity shall be computed by each retirement system
in which pension credit has been established by the employee
on the basis of salary and service credits under each system.
Such computations shall be in accordance with the formula or
method prescribed by each such system and in effect at the date
of the employee's latest withdrawal from the service of the
employer maintaining such retirement system, except as modified
by this act.

If, at the date of retirement, the employee shall have at-
tained the age prescribed for the receipt of a minimum retire-
ment annuity under any retirement system subject to the provi-
sions of this act which prescribes a minimum retirement annuity,
in which he has a pension credit in all retirement systems par-
ticipating under this act is sufficient to meet the service
qualification prescribed in the applicable retirement system
for the receipt of a minimum retirement annuity, the employee
shall have the option of receiving the proportional retirement
annuity based upon the minimum annuity formula applicable in
each such system.

If any proportional retirement annuity is calculated upon
the basis of the average salary of an employee for a specified
number of years of service, and the employee has to his credit
in a system fewer years than the prescribed number, the actual
number of years of credited service in the retirement system
computing the proportional annuity shall be used as the basis
for such calculation.

If (1) a minimum annuity formula available for the comple-
tion of a specified minimum period of service under the retire-
ment system provides a definite sum or percentage of average
compensation for completion of such minimum service, in addi-
tion to a certain percentage of average compensation for each
year of service, and (2) the employee has not received credit
in the retirement system for the minimum number of years re-
quired to qualify for such minimum benefit formula, and (3) the
combined pension credits under all systems are equal to or more
than the period of service prescribed in the system for the
receipt of a minimum annuity, the employee shall be entitled
to that portion of the definite sum or percentage of average
compensation which his service in such retirement system bears
to the minimum service required by that system to qualify for
such minimum formula.

[Section 51. Notwithstanding the provisions of the other
sections of this act, or the acts governing those retirement
systems covered by this act, the alternative formula prescribed
in this section for calculation and payment of the retirement
annuity, shall be applicable in lieu of the formula prescribed
in the other sections of this act, if the employee pays to the
system under which retirement occurs prior to the date his re-
tirement annuity begins, an amount equal to 1 percent of the
actual annual full-time rate of salary on the date of separation
from service under each of the other systems, multiplied by the
number of years of pension credits in each of these systems
which are considered by the system under which retirement occurs
in determining the retirement annuity payable under this sec-
tion and for which contributions were made by the employee.

The system under which retirement occurs shall calculate
and pay a retirement annuity based upon the combined pension
credits under all systems participating under this section,
using the final average salary and formula prescribed by the
system under which retirement occurs. Service rendered prior
to a break in employment of more than 12 months under govern-
mental units covered by the retirement systems which are sub-
ject to this act shall not be considered by the system under
which retirement occurs in determining the retirement annuity
payable under this section. If an employee is concurrently
employed by governmental units covered by two or more systems
participating under this section during a period of service
which is used in determining the average salary on which his
annuity is based, his earning credits under all of these sys-
tems during the period of concurrent employment shall be con-
sidered by the system under which retirement occurs in computing
his final average salary.

If an employee who becomes entitled to retirement benefits
under this section, has elected a deferred annuity under any
of the systems participating under this section and in which he
has pension credits, the system under which retirement occurs
shall reduce the retirement annuity otherwise payable under this
section, by the actuarial equivalent of the amount required to
provide the deferred annuity. This actuarial equivalent shall
be determined by and in accordance with the actuarial tables of
the system under which the election of the deferred annuity is
made.

Each of the other systems participating under this section
in which the employee has pension credits, shall assume a por-
tion of the annuity liability by paying at least annually to
the system under which retirement occurs, the amount of the
proportional retirement annuity which would otherwise have been
payable under the other sections of this act, and the employee
concerned shall, by the acceptance of the retirement annuity
payable under this section, waive and forfeit the right to re-
ceive such proportional retirement annuity from such other sys-
tems. If the minimum age requirement of the system under which
the retirement occurs is lower than that of any of the other
systems in which the employee has pension credits, the payment
by such other system to the system under which retirement occurs
shall be deferred until the minimum age requirement of such
other system has been met.

For the purpose of this section, the system under which re-
tirement occurs and to which the employee last contributes for
a period of four or more years shall be the system to which
this section applies. If the employee contributes concurrently
to two or more of such systems during this period, the system
under which retirement occurs shall be that system under which
he has the greatest earnings credits during the period of con-
current employment, or if he has equal earnings credits under
these systems during this period, the system under which he has
the longest period of pension credits.

The alternative formula prescribed in this section shall be
used only in determining the retirement annuity.]}

Section 6. If the minimum qualifying age of retirement in
any of the retirement systems is lower than the minimum age of
retirement in any of the other retirement systems which are to
provide a proportional retirement annuity, payments by such
other system shall be deferred until the employee has attained
the minimum age of retirement prescribed for such system; but
early retirement under any system below the normal retirement
age shall be subject to reduction as may be prescribed by each
retirement system.

Section 7. If the measure of pension credit in any retire-
ment annuity is apportioned upon the basis of length of service
rendered by an employee, the combined service under all retire-
ment systems in which the employee has established service
credit shall be effective in establishing such vesting of pen-
sion credit in any retirement system.

Section 8. In the event the combined retirement annuities
exceeds the highest maximum annuity prescribed by any retire-
ment system in which an employee has established pension credit,
the respective retirement annuities payable by the several re-
tirement systems shall be reduced proportionately according to
the ratio which the amount of each proportional annuity bears
to the aggregate of all such annuities.

Section 9. Any employee who is concurrently employed by
employers under two or more of said systems shall be entitled
to establish a pension credit in accordance with the provisions
of each system, provided that if such concurrent employment
results in a duplication of credits, each of the systems in-
volved in such concurrent employment shall reduce the service
credit for the period of concurrent employment to its full-time
equivalent, using as a basis for such adjustment the earnings
credited for each employment.

Section 10. In no event shall pension credit for the same
period of service rendered by an employee be accredited more
than once in one or more retirement systems.

Section 11. Each retirement system shall submit to the other
retirement systems, upon request, a report, properly certified,
regarding the length of service rendered for the purpose of
establishing the employee's eligibility for retirement and any
other pertinent information as may be necessary in the admin-
istration of this act and to effectuate the provisions thereof.

It shall be the duty and responsibility of an employee having
pension credit in any retirement system to make available such
information or any other required data relating thereto, to the
retirement system in which he last finds himself, in order that
such pension credit may be applied in the manner herein provided.
A retirement system subject to the provisions hereof shall be
under no obligation or responsibility to initiate any inquiry
or investigation for the purpose of establishing pension credit
in the case of any employee, in the absence of a request from
the employee, accompanied by sufficient facts bearing upon such
credit which the employee may have accumulated.

Two or more retirement systems subject to the provisions
hereof may agree, at the time of retirement of an employee, to
have the retirement system under which the employee retires to
pay currently the combined amounts of the proportional payments
on account of the retirement annuity. Such agreement shall be
evidenced by a written document between two or more retirement systems in the form agreed upon between them. At the end of each fiscal year of the last retirement system, reimbursement thereto shall be made by the other retirement systems providing proportional annuities of the amount paid on their account by the last retirement system. Such arrangement shall be optional with the several retirement systems. If no such arrangement is made, each retirement system shall pay its own proportional annuities to the beneficiaries entitled thereto.

Section 12. The provisions of this act shall apply only to a retirement system whose [governing board] by a majority vote has subscribed thereto with the affirmative approval of such action by the legislative body of the governmental unit whose employees are covered by the system. Within 10 days after the date on which coverage under this act has been approved by the legislative body of such governmental unit, the [governing board] of the retirement system shall file written certification thereof with the [secretary of state]. The [secretary of state] shall maintain a list of the retirement systems that have adopted this act which shall be available to any retirement system requesting a copy.

Section 13. Separability. [Insert separability clause.]

Section 14. Effective Date. [Insert effective date.]
LEGISLATIVE JURISDICTION OVER FEDERAL LANDS WITHIN THE STATES

In 1961, in its report on State and Local Taxation of Privately Owned Property Located on Federal Areas, the Advisory Commission on Intergovernmental Relations recommended that Congress authorize and direct federal agencies to cede to states legislative jurisdiction over government-owned properties as rapidly and extensively as consistent with their essential program needs. At that time, the Commission also recommended that states enact the legislation recommended by the Special Committee on Legislative Jurisdiction of the Council of State Governments. This proposal, set forth below, was included in the 1959 edition of Suggested State Legislation prepared by the Council of State Governments.

The federal government holds vast amounts of real property within the states. In some places, particularly in the West, the acreages in federal ownership constitute a major percentage of the total area of the state. Elsewhere the extent of federal holdings is not so great, but it is still significant. Post offices, federal office facilities, national parks and other recreational or historic areas, military installations, veterans' administration hospitals, and a variety of other establishments are to be found throughout the country. These federal properties are held in a number of different ways, generally classified as follows:

1. **Proprietary status.** Property held by the federal government in this way is controlled in the same way as any private owner might control his land. In addition, the administering agency may claim certain immunities necessarily connected with the conduct of the governmental purpose for which the land is held.

2. **Concurrent jurisdiction.** Under this arrangement, the federal government has power to make and enforce laws for the governance of the area and the people on it. At the same time, however, the state also has power to make such laws and enforce them.

3. **Partial jurisdiction.** Properties held in partial jurisdiction are lands over which the federal government has the exclusive right to make and enforce certain specified types of law for the area and its people of the type normally enacted and enforced by the state. Partial jurisdiction is really not a single category of jurisdictional status at all, but may be used to describe a wide variety of arrangements.

1. **Efforts to implement the Commission's 1961 recommendations to Congress on retrocession of legislative jurisdiction over federal enclaves were unsuccessful.** In 1966, the Commission reviewed the position adopted in 1961 and recommended that Congress amend the Buck Act (4 USC 105-110) to permit the imposition and collection of property taxes on privately owned real and personal property within federal areas. A bill that would have implemented this recommendation failed to pass in 1966. A similar bill (HR 3892) was introduced in the first session of the 90th Congress (1967), but has not been enacted.
4. **Exclusive jurisdiction.** Under this arrangement, the federal government exercises full authority to make and enforce laws and the state has no jurisdiction at all, either over the area or the people on it. In the strict sense, the term "exclusive jurisdiction" is a misnomer because, at the very least, the states have reserved (and the federal government has recognized) the power to serve and execute process. However, where the jurisdiction of the federal government is said to be exclusive, the state is virtually excluded from control of the area or of the people on it. Such services as the state or its local subdivisions may choose to provide and such authority as they may purport to exercise are on a voluntary basis only, and not as a result of any right in the premises.

The suggested legislation which follows does not deal directly with any problems which may arise out of federal holdings in proprietary status. Rather, it is addressed to the difficulties which have arisen and grown widespread in cases of concurrent, partial or exclusive jurisdiction exercised by the federal government. The problems are of two types. In the first place, owing to the largely unplanned and uncoordinated fashion in which jurisdictional transfers have taken place in the past, there are a surprisingly large number of federal areas whose jurisdictional status is either entirely unknown or subject to some degree of doubt; in numerous instances different portions of individual federal areas unwarrantably have different jurisdictional statuses; and the jurisdictional statuses of many federal areas are inconsistent with the present uses of the areas. Secondly, private persons, private property and private transactions on such areas are often unwarrantably immune from state laws which, as a matter of sound policy, should apply to them and concomitantly are denied services provided by the state and local governments for other people and property.

Section 1 of the suggested legislation is designed to remedy the first of these difficulties, at least with respect to transfers of jurisdiction occurring after passage of the act. It provides a procedure for the making of a public record of each transfer at the time when it occurs. It also provides a means whereby the state can make a proper study of the ramifications of each transfer before consenting to it, thereby providing some degree of assurance that transfers will be equitable from the state's point of view.

Section 2 of the act lays down three minimum conditions which the federal government must meet in its law if a transfer of jurisdictional status is to take place: (1) the state must have the right to tax private persons, private property and private transactions on the federal enclave; (2) a return of legislative jurisdiction to the state must be so effected as to give the state the same measure of control over the area with respect to the jurisdiction returned as it would have had if the enclave had never been within the legislative jurisdiction of the federal government to the exclusion of state authority; and (3) the state must retain the right to serve and execute process. These requirements are already met in
part by federal law. However, some of this law is case law and so subject to varying court interpretations. Making them statutory requirements in state law will assure that the appropriate state officials are satisfied that federal law at the time of the transfer already meets these minimum conditions adequately or that, if it does not, the federal statute by which the transfer is made or accepted on the part of the United States contains specific provisions to meet them.

Section 3 of the suggested act is meant only to make it clear that transfers of jurisdiction back to the state which occur by operation of law are not foreclosed by this legislation. The most notable type of case in this category is the return of legislative jurisdiction to the state which occurs as a normal incident of the sale of a piece of federal land to a private individual.

A comprehensive federal statute establishing the method for and consequences of transfers of legislative jurisdiction on the part of the federal government is much needed. In fact, it had been hoped that such a federal statute would be in force by now. The report of the federal Interdepartmental Committee on Jurisdiction Over Federal Areas Within the States recognized the need for federal as well as for state legislation. Part I of this report is a survey of the situation from the point of view of the federal government's interests. Part II is a textbook of the law of legislative jurisdiction. Together these two volumes present much useful information on the entire subject. However, both the proposals for federal and state legislation contained in this report proved inadequate in some respects. Consequently, the federal Interdepartmental Committee and a committee of the Council of State Governments cooperatively evolved new legislation. The resulting draft of a federal act was introduced into the 85th Congress but, owing to some difficulties of a political nature, did not succeed of enactment; nor have similar revisions in subsequent sessions of Congress. Nevertheless, it continues to be important that each state improve the jurisdictional situation within its own borders. In fact, the continued absence of a satisfactory federal statute makes this even more imperative. Under present conditions, state action seems to be the most promising way of dissipating at least a part of the present confusion. Moreover, the large federal holdings and transfers of legislative jurisdiction which must inevitably occur with respect to both old and new holdings of the federal government make it urgent that each state have a clear law on the subject which will protect its own interests and those of its people. In this connection, it should be noted that the suggested legislation offered below has been drafted so as to be workable with or without complementary federal legislation.

Finally, it may be appropriate to point out that this legislation does not provide for, and is in no way related to, any transfer of ownership of land or any other property. It concerns only the transfer of and exercise of state-type legislative jurisdiction over federal real property within the states.
In almost all instances the reforms contemplated by the suggested legislation can be accomplished by statute. However, several of the states have constitutional provisions requiring that the federal government take exclusive legislative jurisdiction over lands which it acquires. These provisions were designed to meet requirements of federal statutes and policy which no longer prevail. Nevertheless, in those few states where they exist, these constitutional provisions would make impossible the enactment of the suggested legislation in anything like the form proposed below. It should also be noted that any other requirements for the transfer or exercise of legislative jurisdiction over federal lands which may now be on the statute books of individual states are not necessarily meant to be superseded by the suggested act. States considering enactment of this proposal should examine existing statutes on the subject to see how they wish to fit it into their existing pattern.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion only: "An Act providing for the transfer of legislative jurisdiction over federal lands from or to this state and establishing the necessary conditions for such transfers and for the exercise of jurisdiction thereafter."]

(Be it enacted, etc.)

Section 1. (a) In order to acquire all, or any measure of, legislative jurisdiction of the kind involved in Article I, Section 8, Clause 17 of the Constitution of the United States, over any land or other area; or in order to relinquish such legislative jurisdiction, or any measure thereof, which may be vested in the United States; the United States acting through a duly authorized department, agency or officer, shall file a notice of intention to acquire or relinquish such legislative jurisdiction (hereinafter called notice), together with a sufficient number of duly authenticated copies thereof to meet the recording requirements of section 1(c) of this act, with the governor. The notice shall contain a description adequate to permit accurate identification of the boundaries of the land or other area for which the change in jurisdictional status is sought and a precise statement of the measure of legislative jurisdiction sought to be transferred. Immediately upon
receipt of the notice, the governor shall furnish the attorney
genral with a copy thereof and shall request his comments and
recommendations thereon.

(b) The governor shall transmit said notice together with
his comments and recommendations, if any, and the comments and
recommendations of the attorney general, if any, to the next
session of the legislature which shall be constitutionally com-
petent to consider the same. Unless prior to the expiration of
the legislative session to which said notice is transmitted as
provided herein the legislature has adopted a [resolution]
[act] approving the transfer of legislative jurisdiction as
proposed in said notice, the said transfer shall not be effec-
tive.

(c) The governor shall cause a duly authenticated copy of
notice and [resolution] [act] to be recorded in the [land rec-
dords office] of the [county] where the land or other area af-
ected by the transfer of jurisdiction is situated, and upon
such recordation the transfer of jurisdiction shall take ef-
flect. If the land or other area shall be situated in more than
one [county], a duly authenticated copy of the notice and
[resolution][act] shall be recorded in the [land records office]
of each such [county].

(d) The governor shall cause copies of all documents recorded
pursuant to this act to be filed with the [secretary of state].

Section 2. In no event shall any transfer of legislative
jurisdiction between the United States and this state take ef-
flect nor shall the governor transmit any notice proposing such
a transfer pursuant to section 1(b) of this act, unless under
the applicable laws of the United States:

(a) This state shall have jurisdiction to tax private per-
sons, private transactions, and private property, real and
personal, resident, occurring, or situated within such land or
other area to the same extent that this state has jurisdiction
to tax such persons, transactions, and property resident,
occuring, or situated generally within this state.
(b) Any civil or criminal process[^1^] lawfully issued by competent authority of this state or any of its subdivisions, may be served and executed within such land or other area to the same extent and with the same effect as such process may be served and executed generally within this state; provided only that the service and execution of such process within land or other areas over which the federal government exercises jurisdiction shall be subject to such rules and regulations issued by authorized officers of the federal government, or of any department, independent establishment or agency thereof, as may be reasonably necessary to prevent interference with the carrying out of federal functions.

(c) This state shall exercise over such land or other area the same legislative jurisdiction which it exercises over land or other areas generally within this state, except that the United States shall not be required to forego such measure of exclusive legislative jurisdiction as may be vested in or retained by it over such land or other area pursuant to this act, and without prejudice to the right of the United States to assert and exercise such concurrent legislative jurisdiction as may be vested in or retained by it over such land or other area.

Section 3. Nothing in this act shall be construed to prevent or impair any transfer of legislative jurisdiction to this state occurring by operation of law.

Section 4. Effective Date. [Insert effective date.]

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[^1^]: In states where a ticket for violation of a traffic ordinance or illegal parking is not considered process, the state may want to include language to deal with this situation.
B. STATE ASSISTANCE AND STANDARDS FOR LOCAL GOVERNMENT

Introductory Statement

In its reports, the Commission has urged states to assume an active role of leadership in the federal system in facilitating the adjustment and accommodation to increasing urbanization. The Commission recommends that the governors and legislatures of the states assert strong leadership with regard to urban problems, including the rendering of financial and technical assistance and where necessary the imposition of state regulation and control to meet the jurisdictional and other problems arising within the country's local governments.

It is proposed that states establish within the structure of state government a dual function of oversight and technical and financial assistance to local units of government, thereby asserting a determination to assist continually and to intervene where necessary in ameliorating jurisdictional problems. The states should take an active role in providing financial assistance, coordination, and standards for the administration of cooperative and joint programs. The Commission proposes that federal grants and aid to local governments for urban development be channeled through the states in cases where significant financial and technical assistance is provided. With the exception of the largest jurisdictions, local governments often cannot afford to employ the technical competence needed in resolving difficult problems. Accordingly, it is essential that the states make available to their local governments technical services which they are unable to provide economically for themselves.

The first three proposals in this section deal generally with these approaches. They provide for the establishment of a state department of community development to consolidate a number of financial and technical assistance, coordination, and community development programs in one agency; for the channeling of federal grant-in-aid money through an appropriate state agency when state financial and technical assistance is provided; and for the provision of state technical services to local governments. Another proposal authorizes financial assistance to encourage joint projects and undertakings by local governments. There follow several measures providing for state financial and technical assistance, oversight, and the establishment of standards in a number of specific program areas: education, relocation, public assistance, building codes, and water supply and sewage systems.

There is a policy statement urging states when considering general constitutional revision or undertaking constitutional changes with regard to local home rule to reserve sufficient state authority
so that necessary legislative action may be taken regarding responsibilities and relationships among local units of government in metropolitan areas in the best interests of the people of the area as a whole. Another proposal would provide state assistance to local governments in their debt management activities and one would establish a state program of planning and assistance for mass transportation.
Increasing urbanization, and the problems which it imposes on communities and states has affected the nature of relationships within the federal system more than any other single factor in the last generation. The rapid growth of the population living in urban areas has been reflected in increasing state and local governmental indebtedness, employment, budgets, and responsibilities, not to mention federal activities and programs directed at urban problems. If, as it has been estimated, the communities of the United States must duplicate in the next 35 years all the community facilities constructed since the time of the first settlements in the United States, then all resources--federal, state, and local-- must be employed in a coordinated and complementary fashion to insure maximum effectiveness.

At the federal level, urbanization has been met by a growing number of urban development programs and activities administered by a host of departments and agencies. The establishment of a Department of Housing and Urban Development in 1965 reflected a recognition of the magnitude of the urban problems facing our nation and of the even more difficult problems involved in meshing the efforts of federal, state, and local agencies.

In its pioneer report on The States and the Metropolitan Problem, the Council of State Governments recommended creation or adaptation of an agency of the state government to "aid in determining the present and changing needs of metropolitan and nonmetropolitan areas of the state." The inclusion of nonmetropolitan as well as metropolitan areas in the Council's recommendation reflected a desire to have the proposed state agency deal with problems of strengthening local governments generally.

The 1966 State Legislative Program of the Advisory Commission on Intergovernmental Relations carried a model bill to establish a state office of local affairs. By 1966, at least eleven states-- New York, Pennsylvania, Rhode Island, New Jersey, Alaska, Tennessee, Washington, Colorado, Illinois, Missouri, and California-- had adopted legislation establishing a local affairs agency. Most recently, Pennsylvania and New Jersey have given increased attention to state-local relations by establishing a cabinet-level agency within the state government to include the responsibilities of a local affairs unit and to assume a vastly expanded program, policy, and coordination role. In other states, establishment of a department is under active consideration.

The creation of a state department of community affairs present an opportunity to bring together present and new state functions

which have as their principal objective the development and expansion of state efforts to aid communities in meeting the problems of urbanization. Such an action is likely to improve the effectiveness of state programs if only because it gives the communities of the state a direct spokesman in the executive branch and because it provides a focus for policy development and execution at the state level. It also gives the governor an opportunity to make arrangements for coordinating federal and state progress and to continuously study and evaluate the needs of communities within the state.

In addition to supporting efforts to strengthen state organization for dealing with urban problems, the Advisory Commission has urged the states to play a constructive role in the administration of federal urban development programs within a state. To this end, the Commission adopted the following recommendation:

The Commission recommends that the states assume their proper responsibilities for assisting and facilitating urban development; to this end it is recommended that federal grants-in-aid to local governments for urban development be channeled through the states in cases where a state (a) provides appropriate administrative machinery to carry out relevant responsibilities, and (b) provides significant financial contributions, and when appropriate, technical assistance, to the local governments concerned.2

The following examples of "channeling" may be given: the Higher Education Act of 1965 provides for an increase in federal funds available for use in a state by an amount equal to funds contributed by the state government; the Land and Water Conservation Fund Act permits state agencies to transfer funds to political subdivisions of the state and to administer the program on a somewhat-decentralized basis; and the Elementary and Secondary Education Act of 1965 provides that grants to assist local education agencies shall be paid to the states. All these programs require the existence of effective state organizational machinery and they require or encourage state financial participation in the cost of the program.

In addition to becoming involved in the active administration of federal grant programs, states also play an important coordination and technical assistance role. By January, 1966, more than 20 states had established an agency or designated a staff member to coordinate federal programs within the state. Since the passage of the Economic Opportunity Act in August 1964, 49 of the 50 states have established state agencies to provide technical assistance to local anti-poverty agencies and to otherwise assist in the implementation of the Act within the state.

The following draft bill is designed for use in states which desire to give appropriate organizational status to community development activities and to establish machinery for coordinating, directing, and assisting efforts to alleviate and solve urban development problems. It is recognized that the functions of such an agency must be tailored to fit the existing organizational and program pattern. The agency, well organized and adequately staffed, would be in a position to help the state play a positive and constructive role in solving urban problems. While the absence of an agency does not necessarily signify state inaction or disinterest, its presence is likely to increase both the level and significance of state urban-related activities.

The following suggested legislation draws primarily from the earlier model bill for a state office of local affairs and the act establishing the Department of Community Affairs in Pennsylvania. The first section of the draft contains the legislative findings and the purpose of the act to promote the coordination of state activities which affect local government. Section 2 establishes the department headed by a secretary. Sections 3 and 5 assign responsibilities to the department and the secretary and section 4 requires provision of data to the secretary. Provision is made in sections 6 and 7 for the assignment of state responsibility for designated community affairs and development programs to the department with an option for the handling of federal and state grants and financial assistance. Section 8 requires coordination of state programs and activities which have an impact on community affairs. Section 9 provides the authorization for appropriations and grants and section 10 requires a report to the governor with the secretary's recommendations for desirable legislative action.

**Suggested Legislation**

[Title should conform to state requirements.]

The following is one suggestion: "An act to establish the department of community development, to strengthen and extend the role of the state in assisting communities within the state, to improve the administration of federal grant programs within the state, and for other purposes."

(Be it enacted, etc.)

1 Section 1. Findings and Purpose. The legislature finds
2 that:
3 (1) the rapid growth being experienced by many communities
4 within the state presents new and significant problems for the
5 governmental units of these communities in providing the
necessary public services and in planning and developing
desirable living and working areas;
(2) the full and effective use of the many grant programs
of the federal government affecting community development
necessitates full cooperation and coordination of existing
state and local governmental agencies;
(3) the coordination of existing state activities which
affect the communities of the state requires the establish-
ment of machinery within the state government to administer
new and existing programs to meet these problems;
(4) it is the urgent responsibility of the state to assist
communities in meeting these problems and whatever way possible
including technical and financial assistance.
It is therefore the purpose of this act to establish a depart-
ment of community development, to provide for state financial
and technical assistance to the communities of the state, and
to otherwise assist in the community development in order to
provide the health and living standards and conditions that
the welfare of the people of the state require.

Section 2. Establishment of Department of Community Develop-
ment. (a) The department of community development (here-
after referred to as the "department") is established to carry
out this act. The department shall be headed by a secretary
of community development (hereafter referred to as the "secre-
tary") appointed by and serving at the pleasure of the governor
(by and with the consent of the senate). The secretary shall
appoint and prescribe the duties of such staff as may be neces-
sary. [Employees of the department shall be subject to pertinent

1. Other appropriate names for the department include Depart-
ment of Urban Development, Department of Housing and Urban Develop-
ment (Affairs), Department of Housing and Community Development
Affairs.
2. A number of existing state statutes specifically authorize
the establishment of an advisory body made up of local officials and
other affected organizations to advise the office of local affairs in
the carrying out of its functions and on problems facing local govern-
ments in the state. In Tennessee, for example, the office of local
government is advised by the local government advisory commission
civil service and personnel policies established for state 
employees generally and shall be paid at salaries or rates of 
pay comparable to those of state employees with equivalent 
responsibilities in other state agencies.]³ [The salary of 
the secretary shall be $[  ] per annum.]

Section 3. Duties of the Secretary. (a) The secretary 
shall supervise and administer the activities of the department 
and shall advise the governor and the legislature with respect 
to matters affecting community affairs generally and especially 
on the role of the state in these affairs.

(b) The secretary may delegate any of his functions, powers, 
and duties to such officers and employees of the department as 
he may designate and may authorize such successive redelegations 
of such functions, powers, and duties as he may deem desirable.

(c) The secretary may submit and adopt all necessary plans; 
enter into contracts; accept gifts, grants, and federal funds; 
prepare and submit budgets; make rules and regulations; and do 
all things necessary and proper to carry out this act. [Fed-
eral and other funds received by the department shall be paid 
or turned over to the [insert name of central state financial 
agency, if one exists, which normally performs such functions] 
and shall be expended upon the approval of the secretary.]⁴

Consisting of nine members appointed by the Governor. The chairman 
is the state comptroller of the treasury, three members are selected 
by the Governor from lists nominated by the Tennessee Municipal 
League and the Tennessee County Services Association, and two mem-
bers are appointed by the Governor from his state executives.

3. The language of this provision should reflect existing state 
legislative and administrative requirements relating to civil service, 
salary, and employee benefits. Where possible a citation to an 
existing state civil service act should not be included to clarify the 
way in which existing merit systems, pay scales, and employee ben-
fits will be applied to employees of the department.

4. This provision should be used where all federal grants 
and other funds to finance state programs and activities are chan-
neled through and managed by a central financial agency. It in no 
way intends to give such agency control of the funds but rather is 
to permit consolidated management of federal grant and other non-
state funds.
Section 4. Provision of Data to Secretary. All state agencies or any political subdivisions of the state shall provide such assistance and data to the secretary as will enable him to carry out his functions, powers, and duties.

Section 5. Functions of the Department. The department shall have the following functions and responsibilities:

(1) Cooperate with and provide technical assistance to county, municipal, [identify other appropriate units of general local government] and regional planning commissions, zoning commissions, parks or recreation boards, community development groups, community action agencies, and similar agencies created for the purposes of aiding and encouraging an orderly productive and coordinated development of the state.

(2) Assist the governor in coordinating the activities of state agencies which have an impact on the solution of community development problems and the implementation of community plans.

(3) Encourage and, when requested, assist the efforts of local governments to develop mutual and cooperative solutions to their common problems.

(4) Study existing legal provisions that affect the structure and financing of local government and those state activities which involve significant relations with local government units; and recommend to the governor and the legislature such changes in these provisions and activities as may seem necessary to strengthen local government.

(5) Serve as a clearinghouse for information, data, and other materials which may be helpful or necessary to local governments to discharge their responsibilities. The clearinghouse should also provide information on available federal and state financial and technical assistance.

(6) Carry out continuing studies and analyses of the problems faced by communities within the state and develop such recommendations for administrative or legislative action as appear necessary. In carrying out such studies and analyses, particular attention should be paid to the problems of metro-
politically, suburban and other areas in which economic and population factors are rapidly changing.

(7) Assist and cooperate with other state agencies and officials, with official organizations of elected officials in the state, with local governments and officials, and with federal agencies and officials, in carrying out the functions and duties of the department.

(8) Consult with private groups and individuals, and if the secretary deems it desirable, hold public hearings to obtain information for the purpose of carrying out this act.

(9) Develop and test model or demonstration programs and projects, contract to administer certain functions or services within a community of the state for such purposes, or to otherwise provide a program of practical research in the solution of community problems.

Section 6. Administration of Programs Affecting Community Affairs and Development. (a) The secretary shall exercise the state responsibility for administering, supervising, and coordinating the following community affairs and development programs and shall fully carry out the state role in federal grant programs applicable to them: [(1) projects and programs for the planning and carrying out of the acquisition, use, and development of land for open space and recreational purposes; (2) programs to develop decent, safe, and sanitary housing to serve the needs of all citizens of the community including low-rent and middle-income housing constructed by public authorities or nonprofit groups, and other publically assisted housing activities; (3) urban renewal and redevelopment activities to rebuild slum areas including the provision or supervision of relocation services for individuals, families, businesses, and nonprofit organizations to assure that such displaced are provided with comprehensive relocation and financial assistance.]

5. Items (1), (2), and (3) of subsection (a) are given as examples of the types of program areas which might be placed directly under the new department. Among other programs which might be
[(b) All applications for federal grants for the purposes of the programs designated under subsection (a) of this section shall be submitted to the department. The secretary shall approve or disapprove state grants to apply toward the non-federal share of project costs consistent with section 8. Such approval may be conditioned upon subsequent approval of the project by an appropriate federal agency for federal grant funds. Upon approval of the application, the secretary shall transmit it to the appropriate federal agency. Any application disapproved by the secretary shall be returned to the applicant with written notice of modifications necessary to make the project eligible, in terms of state or federal policy.] 6

Section 7. Transfer of Responsibility. [Use this section to transfer the functions, powers, and duties and employees, property, records, and files involving programs and agencies listed in section 6.]

Section 8. Coordinating Community Development Programs.
The successful discharge of this act demands that all activities and programs of state agencies which have an impact on community affairs be fully coordinated. State agencies shall cooperate fully with the secretary and the governor in fulfilling this act. The governor and the secretary may establish such coordination, advisory, or other machinery as they may find necessary to carry out this act and they may issue such rules and regulations as they believe necessary and desirable to carry out the provisions of this act.

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6. The insertion of this subsection may be considered independently of subsection 6(a). Its use depends on the desired role for the department in federal-local grant programs.
Section 9. Authorization for Appropriations and State Grants. Monies may be appropriated to carry out this act including monies to enable the secretary to assist communities in meeting the non-federal share of federal community development programs as follows, but in no case may the state grant exceed one-half:

(1)⁷

Section 10. Report. The secretary shall report annually to the governor and the legislature on the activities of the department and the nature of existing community problems and shall, together with the governor, submit such recommendations for legislative action as may appear desirable and necessary.

Section 11. Separability. [Insert separability clause.]

Section 12. Effective Date. [Insert effective date.]

⁷ List federal grant programs for which state financial assistance is available to localities and prescribe the amount of the state grant in percentage terms. For example: "(1) For planning activities undertaken under Section 701 of the Housing Act of 1954, as amended, state grants to municipal, county or regional planning bodies may be [20 to 50] percent of the non-federal share of the cost of such activities." Other federal programs for which some states already provide financial assistance in meeting the non-federal share include: open space, urban renewal, public housing, airport development, hospital and medical facility construction, and waste treatment works.
STATE FINANCIAL ASSISTANCE AND
CHANNELIZATION OF FEDERAL GRANT PROGRAMS
FOR URBAN DEVELOPMENT

A generally accepted characteristic of our federal system of
government in the United States is the sharing of responsibilities
among the three levels of government--federal, state, and local.
This is especially true in meeting problems of urban growth and
development. The states as well as the federal and local govern-
ments have a vital stake and responsibility in this area.

Since World War II, the growth of direct relationships between
the federal government and cities, counties, and other units of
local government has been of increasing concern to state governors
and legislatures. The tendency of federal agencies and of local
governments to "by-pass" the states has been deplored. On the other
hand, the Congress and local governments, especially the larger
cities, have contended that inaction on the part of state government
should not be permitted to deprive a local government of federal aid
if the grant application met all requirements set forth in the federal
statute.

Gradually, at both state and federal levels considerable agree-
ment has been developing to the effect that if a state government
desires to assert fully its responsibilities in a federally aided
field of local activity with funds and administrative machinery,
then the relationship should be primarily federal-state in character.
On the other hand, it is widely agreed that if the state chooses to
remain aloof from the problem toward which the federal aid is directed
then local units of government should be free to participate in the
federal program and to deal directly with the federal agencies con-
cerned. This policy was first spelled out in the Federal Airport
Act of 1946:

In the meantime, many problems of local government in urban
areas become more acute and state leadership and concern are called
for increasingly. As the Council of State Governments has pointed
out in its publication, State Responsibility in Urban Regional Devel-
opment.

State government possesses singular qualifications
to make profound and constructive contributions to urban
regional development practice. The state is in fact an
established regional form of government. It has ample
powers and financial resources to move broadly on
several fronts. Far-ranging state highway, recreation
and water resources development programs, to name a few,
have had and will continue to have great impact on the
development of urban and regional areas. Moreover, the
state occupies a unique vantage point, broad enough to allow it to view details of development within its boundaries as part of an interrelated system, yet close enough to enable it to treat urban regional problems individually and at first hand.\(^1\)

The states can, through enabling legislation and subsequent appropriations, involve themselves positively in assuming their increasing responsibilities for urban development.

In 1955, the Commission on Intergovernmental Relations (Kestnbaum Commission) found very few states offering significant financial aid for public housing and slum clearance, but it urged more states to follow those examples. In 1962, 14 states were providing direct financial aid to their localities for housing to be rented or sold, and four authorized grants or loans to assist municipalities in paying the local share of federally aided renewal projects.\(^2\) In the airport program, 33 states assist their localities to some degree, and 13 have regular cost-sharing keyed to the federal grant program. In addition, some states contribute to the nonfederal shares of programs for urban planning assistance, hospital and medical facilities construction, waste treatment works, and several other urban development programs.

The Advisory Commission on Intergovernmental Relations has recommended "that the states assume their proper responsibilities for assisting and facilitating urban development; to this end it is recommended that federal grants-in-aid to local governments for urban development be channeled through the states in cases where a state (a) provides appropriate administrative machinery to carry out relevant responsibilities, and (b) provides significant financial contributions and, when appropriate, technical assistance to the local governments concerned."\(^3\)

State legislation to carry out these responsibilities for urban development should establish appropriate administrative machinery and technical assistance programs, as well as financial assistance for local urban development activities. Financial contributions should be significant and not token; they might appropriately be between 20 to 50 percent of the nonfederal share of urban development programs. These two contributions—namely (a) the creation of suitable state administrative machinery and

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(b) state financial assistance—would give the states a meaningful and effective role in urban affairs. State appropriations should be sufficient to match the availability of federal grants so as to assure that state involvement does not act to reduce the eligibility of localities for federal aid.

The following legislation would (1) authorize state financial and other assistance to localities for specified purposes, (2) designate appropriate state administrative machinery to carry out the states' urban development responsibilities, and (3) provide that where the foregoing conditions are met with respect to any federal aid program, all funds and relationships with respect to such program would flow through the state except as might be provided otherwise for purposes of administrative convenience by the state agency concerned.

In other words, the proposed legislation provides a framework within which states can "buy into" present programs of federal aid to localities, assuming concurrently with such action, policy control, coordinative and other aspects of the usual state-local relationships. (This concept accords with customary state practice in that state prescriptions governing federally aided local programs generally stem from a legislative desire to safeguard the expenditure of state funds.) In this manner, the state becomes able to exercise its influence with regard to the scope and type of projects undertaken and to assure the coordination of such projects with other aspects of overall state policy.

Programs which might benefit from state financial and technical assistance and from state coordination include urban planning assistance, area redevelopment, urban renewal, open space, the planning and construction of hospitals, waste treatment works, public housing, and airports. Appropriate portions of the following suggested legislation could be enacted to supplement existing or new legislation in any of these program areas, or other areas deemed appropriate by the legislatures.

**Suggested Legislation**

[Title should conform to state requirements.]

(Be it enacted, etc.)

1. **Section 1. Programs Authorized.** The legislature finds that the federal government has established and continues to establish grant programs of direct assistance to the local governments of the state, and that, due to the large number of local governments in the urban areas of the state and the lack of coincidence of service needs and tax jurisdictions, it frequently
is difficult for local government to marshal the technical
and financial resources needed to meet the needs of its resi-
dents. For the state to assume its proper responsibility and
leadership in meeting the needs of its urban residents, the
declared policy of the state is to render technical assistance,
contribute to the nonfederal share of the cost of the follow-
ing federally aided programs, and to assume responsibility for
coordinating relationships between local governments and fed-
eral agencies with regard to such programs.¹

(a) Open Space. A combination of economic, social, demo-
graphic, governmental, and technological forces has caused a
rapid expansion of the state's urban areas, which has created
critical problems of service and finance for local governments and
threatens severe problems of urban and suburban living, includ-
ing the loss of valuable and vitally necessary open-space land
in such areas. Open-space grants made in accordance with this
act shall be for the purpose of helping to curb urban sprawl,
preventing the spread of urban blight and deterioration, en-
couraging more economic and desirable urban development, and
providing necessary recreational, conservation, and scenic
areas. The [appropriate state agency] shall administer such
grants.² State grants shall be [50] percent of the nonfederal
share of the individual project costs.

(b) Urban Planning. Haphazard and unplanned urban develop-
ment increases the cost of local government, makes adequate
public services difficult to provide, and results in the crea-
tion of undesirable living environments. Urban planning grants
made pursuant to this act shall be for the purpose of helping
local governments to solve planning problems resulting from

¹ The enumerated programs below are merely suggestions. They
may be added to, subtracted from, or modified to suit the needs of
individual states.
² If no appropriate state agency exists for purposes of
certain grants listed in this section of the act, an additional
section should be added to establish the necessary agency or
agencies. Alternatively this responsibility can be assigned to a
state agency or department for local affairs and community develop-
ment. See the preceding proposal on page 211, above.
the increasing concentration of population in urban areas, including small communities as well as large, on a continuing and coordinated basis, and to encourage the establishment and improvement of local planning staffs. The [appropriate state agency] shall administer such grants. State grants shall be [50] percent of the non-federal share of the individual project costs.

(c) **Urban Renewal.** Many areas of urban development have become or are becoming obsolete, substandard, or unfit for human habitation. Land ownership patterns and financial problems frequently impede the renewal of such areas through unassisted private efforts. In order to protect the health, safety, and general welfare of the citizens of the state, urban renewal grants given in accordance with this act shall be for the purpose of helping to eliminate urban blight and to renew obsolete patterns of urban development. The [appropriate state agency] shall administer such grants. State grants shall be [50] percent of the non-federal share of the individual project costs.

(d) **Public Housing.** Many families inhabiting substandard housing which should be condemned for public health and other public reasons cannot afford adequate housing at prices or rents which the private housing industry can provide. Public housing grants given in accordance with this act shall have the purpose of helping families having financial need to be accommodated in safe and sanitary housing in a suitable living environment. The [appropriate state agency] shall administer such grants. State grants shall be [50] percent of the non-federal share of the individual project costs.

(e) **Airport Development.** Civilian air transportation of both freight and passengers is an essential element of the economy and welfare of the state: The airport is the nucleus of an adequate air transportation system. The safe and efficient movement of air traffic depends upon the adequacy of each airport and of the airport system. Airport development grants
made in accordance with this act shall be for the purposes of planning, constructing, and developing airports important to the continued growth and safety of air commerce within the state. The [appropriate state agency] shall administer such grants. State grants shall be [50] percent of the nonfederal share of the individual project costs.

(f) Hospital and Medical Facility Construction. The health and well-being of the state's citizens depend in large measure upon an adequate supply of hospital and other medical facilities. Hospital and medical facility construction grants made in accordance with this act shall be for the purposes of helping local governments plan for and assist in assuring adequate hospital and other medical facilities. The [appropriate state agency] shall administer such grants. State grants shall be [50] percent of the nonfederal share of the individual project costs.

(g) Waste Treatment Works. Water pollution is becoming an increasing hazard to the public health and welfare of the citizens of this state, and is causing increased burdens on local governments in assuring an adequate supply of water for domestic use, and recreational areas for the use of their citizens. Grants for waste treatment works made in accordance with this act shall be for the purpose of preventing and controlling water pollution by means of planning and providing works for the collection and treatment of sewage. The [appropriate state agency] shall administer such grants. State grants shall be [50] percent of the nonfederal share of the individual project costs.

Section 2. Relationships with Federal Agencies. (a) Any application for federal grants for a purpose or program designated in section 1 shall be submitted to the state agency designated in section 1 as responsible for the state program in the field concerned. The head of such state agency shall approve or disapprove state grants to be applied to the nonfederal share of project costs consistent with the purposes of section 1. An approval may be conditioned upon subsequent
approval of the project by an appropriate federal agency for federal grant funds. Upon approval of an application, the director of the appropriate state agency shall transmit it to the appropriate federal agency. Any application disapproved by the director of the appropriate state agency shall be returned to the applicant with written notice of the modifications necessary to make the project eligible, in terms of state or federal policy and law.

(b) The heads of state agencies may provide by administrative regulation the procedures by which negotiations and other relationships between local units of government and federal agencies are conducted with respect to programs designated in section 1.

Section 3. Technical Assistance and Administration.

Heads of the state agencies designated in section 1 shall establish appropriate technical, administrative, coordinative, and other measures relating to project sponsors within the state eligible for federal grants in order to facilitate their participation in the program established by this act. They shall establish, with the approval of the governor, necessary rules and regulations to carry out their responsibilities under this act.

Section 4. Separability. [Insert separability clause.]

Section 5. Effective Date. [Insert effective date.]
State agencies are frequently authorized to provide specific types of technical assistance or services to local governments. In some instances the cost of such services is financed by the state; in others, they are jointly financed; and in still others, they are financed solely by the unit of local government requesting the service. In almost all instances such authority is authorized by individual statute adopted by the legislature.

Areas in which such services are often available to local governments include property assessment, public health services, highway planning and construction, and preparation of community development plans. The initiation of new programs at both state and local levels of government in recent years would seem to dictate that, while existing financing patterns remain undisturbed, state agencies should also have broad authority to provide technical services to local government on a reimbursable basis.

While certain services may not directly affect state interests, costs of providing those services would be reduced where state expertise and equipment available for use by the local government (e.g., laboratory, computer, and training services). The suggested act provides general authorization for all state agencies to provide special and technical services on a reimbursable basis to local governments.

However, under an optional provision of the draft, such authority could not be utilized to obtain services from the state which could be readily obtained from private business channels.

Section 1 sets forth briefly the purpose of the act and section 3 provides the general authority to state agencies to enter into such arrangements. Section 4 indicates that the cost of financing services will not be charged against the appropriation of the state agency and section 5 requires that the head of a state agency furnishing such services make an annual report to the governor and the legislature indicating the scope of the services provided.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act authorizing state agencies to provide technical services to local government on a reimbursable basis."]

(Be it enacted, etc.)

1. **Section 1. Purpose.** It is the purpose of this act to
authorize state agencies to provide specialized or technical services to units of local government and to enable units of local government to avoid unnecessary duplication and expense in performing necessary governmental services.

Section 2. Definitions. As used in this act:

(1) "unit of local government" means a county, municipality, city [town, township, metropolitan regional agency, authority, or a school or other special district].

(2) "Specialized or technical services" means special statistical and other studies and compilations, [development projects, demonstration projects], technical tests and evaluations, technical information, training activities, professional services, surveys, reports, and any other similar service functions which the [administrative head] of any agency is authorized by law to perform.

Section 3. Authority to Provide Service. The [administrative head] of any agency of the state is authorized, within his discretion and upon written request from a unit of local government, to provide specialized or technical services, upon the payment, by the unit of local government making the request, of the cost of such services [, but the services shall not include those that can be as reasonably or expeditiously obtained through ordinary business channels]. This authority in no way reduces the responsibility of any state agency to provide services otherwise required by law.

Section 4. Reimbursement to Appropriation. All monies received by any agency of the state in payment for furnishing specialized or technical services authorized under this act shall be deposited to the credit of the appropriation or appropriations from which the cost of providing the services has been paid or is to be charged.¹

Section 5. Reports. The [administrative head] of any agency of the state, providing specialized or technical services

¹. This section may require adjustment to comply with state constitutional requirements.
under this act, shall furnish annually to the governor and the
[legislature] a report on the scope of the services so provided.

Section 6. Effective Date. [Insert effective date.]
STATE ASSISTANCE FOR INTERLOCAL COOPERATION

Many organizations of government officials have recognized the need for authority by local governments, especially in urban areas, to cooperate with each other where the efficient and economical provision of governmental services requires functions to be administered within geographic areas larger than the boundaries of the existing political subdivisions. Such cooperation permits local governments to cope more adequately with areawide problems, finance necessary services on an equitable basis, take advantage of the economies of scale, and avoid creation of special districts. There is included in this volume proposed state legislation authorizing localities to participate in joint undertakings with other localities having common interests. At least 45 states have adopted all or a portion of such general interlocal cooperation authority. Other proposed legislation includes voluntary transfer of functions between municipalities and counties, and removal of constitutional barriers to intergovernmental cooperation.

However, such legislation by itself does not actively promote joint undertakings nor permit a positive state role. In addition, states should consider the enactment of legislation to actively encourage joint undertakings by local governments having common program objectives affecting the development of urban areas overlapping existing political boundaries. A Georgia act, enacted in 1963, authorizes state aid where political subdivisions establish joint undertakings. It is an example of how other states might actively encourage joint urban development efforts by two or more of their political subdivisions.

Briefly, the Georgia act authorizes all state departments and agencies, empowered to assist individual political subdivisions in the state, to also assist any two or more such political subdivisions jointly in cases where the political subdivisions are "able and willing to provide for the consolidation, combining, merger, or joint administration of...any...function...by the two or more units, so as to effectuate economy or simplification in the administration or financing thereof."1 The Georgia law also provides that the state share of financial assistance can be increased for joint projects.

In certain instances, the difficulty of financing a feasibility study for a proposed interlocal contract or agreement may discourage the local units at the outset. Provisions for state financial assistance for feasibility studies (sections 5 and 6) have been added by the Advisory Commission on Intergovernmental Relations to the Georgia law, all of which is reproduced below and suggested for consideration by other states wishes to furnish or make available services, assistance, funds, property and other incentives to any two or more localities in connection with joint undertakings.

1. Section 1, Act No. 303, Georgia Laws 1963, p. 354.
The last sentence in section 1 authorizing the state to assume up to the entire cost of the consolidated program, and section 3 authorizing state agencies to consolidate their field offices for such consolidated programs are intended to meet Georgia's statutory needs which may not be present elsewhere. Other states considering this legislation may therefore not wish to include these provisions.

Suggested Legislation

[Title should conform to state requirements.]

(Be it enacted, etc.)

Section 1. The state and all departments, boards, bureaus, commissions, and other agencies thereof are hereby authorized and empowered, within the limitations of the constitution, to furnish and make available services, assistance, funds, property, and other incentives to any two or more counties, municipal corporations, public corporations, and other subdivisions of this state, or any combination thereof, in connection with any program of services, benefits, administration or other undertaking in which the state or any of its above-named agencies participates by furnishing supervision, services, property, administration of funds, where such counties, municipal corporations, public corporations, or other subdivisions are thereby able and willing to provide for the consolidation, combining, merger, or joint administration of such program or any part or function thereof, by the two or more units, so as to effectuate economy or simplification in the administration or financing thereof. [The incentives hereinbefore referred to shall also include the assuming by the state or its agencies of a greater share, or where funds are available and such is deemed feasible, the entire cost of such participating program.]²

Section 2. The state and all of its aforesaid agencies are hereby authorized to execute such contracts, plans, or other documents as may be necessary or desirable to effectuate the purposes hereof.

2. As indicated in the explanatory statement, this language reflects Georgia's statutory needs and may not be appropriate in other states.
Section 3. The state and all of its aforesaid agencies are likewise empowered to establish and maintain area offices for such combined, consolidated, or merged undertakings.]

Section 4. The state and its aforesaid agencies shall be authorized to prescribe such reasonable rules, regulations, and requirements, and to require the submission of such plans and reports from the participating units, as may be deemed necessary or desirable to the proper administration of this act.

Section 5. (a) Two or more political subdivisions may jointly request the [department of local affairs or other specified state agency] to authorize a grant for the purpose of conducting a study to consider the feasibility of an interlocal contract or agreement under which a governmental function or service now performed or capable of being performed singly by the requesting political subdivisions would be performed by contract by one party for another or jointly. The [director of specified state agency] may require that such information as necessary be furnished in connection with any application. Upon approval of such application, the [director] may authorize a grant which, for any one study, does not exceed the lesser of [§ ] or [ ] percent of the total estimated cost of the study.

(b) An application having a school district as one or more of its requesting political subdivisions shall not be approved until the [director of state agency] has consulted with the [state education agency] and determined that it agrees with the approval.

(c) As a condition of approval, the [director] shall require the requesting political subdivisions or their designated agents to file a detailed final report upon the completion of the study.

Section 6. The local contribution required to match the state grants authorized by section 2 of this act may be in the form of cash, services, facilities, equipment, working space, or other

3. As indicated in the explanatory statement, this language reflects Georgia's statutory needs and may not be appropriate in other states.
items of value acceptable to the [director of state agency].

Section 7. [Insert effective date.]
FISCAL MEASURES FOR EQUALIZING EDUCATIONAL OPPORTUNITIES FOR ECONOMICALLY AND SOCIALLY DEPRIVED CHILDREN

Equality of education opportunity is of critical importance in a democratic society dedicated to the proposition that all persons should have an equal chance to develop their potentialities to the fullest. This objective takes on a particular urgency as technological advancement causes employment opportunities to become progressively more limited to persons with professional and technical skills.

The growth of national and state programs in education demonstrates increasing citizen recognition that (1) the vagaries of political boundaries, (2) the variations in local property tax bases, and (3) the unwillingness of local rate-making bodies to underwrite education are no longer acceptable reasons for wide differences in educational opportunity. At the state level, however, the assumption of responsibility for high quality education has thus far been hampered by a reluctance to marshal all the state's fiscal resources, including the local property tax, in support of a total state educational program. Intercommunity disparities in educational opportunity will persist until each state revamps its school grant formulas to: (a) provide an adequate educational level below which no community may fall, (b) build in factors designed to measure as accurately as possible local tax effort and diverse community educational requirements, and (c) reflect such measurements in the allocation of aid.

Provision for state leadership in promoting equal educational opportunity in this suggested legislation proceeds from the premise that all tax resources within the state boundaries must be harnessed in support of a total educational program for all pupils in public schools regardless of where in the state they reside. State and local resources are joined in a four-phase plan to accomplish this purpose. The legislation provides:

1. A "basic program" at an adequate expenditure level [$500 per pupil] financed jointly at the state and the county level. Funds would come from the levy of a required countywide property tax rate based on equalized assessed value and from state appropriations in inverse proportion to each county's relative ability to support the basic program (sections 3 through 6 of the suggested legislation).

2. An "educational improvement program" in which states and localities participate in accordance with each local community's relative need for state aid to supplement the basic program in order to raise expenditures per pupil up to a maximum of twice the basic program level [$1,000 per pupil]. The objective of this program is to encourage all districts, but particularly the less prosperous districts, to go beyond the basic program level by matching their local effort with state funds on terms most favorable
for those districts with least local ability (sections 7 and 8 of the suggested legislation).

3. A "special needs program" to identify those segments of the state's pupil population necessitating extraordinary costs over and above those required for the average pupil and to provide funds to meet such special requirements until such time as they become integral parts of the regular school program. (Section 9 of the suggested legislation).

4. A "state program" to provide funds to districts for federal programs requiring local matching contributions or local outlays that will be federally reimbursed. The objective is to give all school districts equal access to federal aid that is now expanding into an ever increasing variety of programs, regardless of local ability to meet the matching or funding requirements. (Sections 10 and 11 of the suggested legislation).

For most states this plan, if enacted, would change the method of channeling state aid to local school districts. Continuing state responsibility to support local expenditures for education would be emphasized, not only at the minimum level, but well above it to achieve equality of educational opportunity. This contrasts sharply with the typical foundation-type program now widely used by states in which state basic school grants in conjunction with other state aid generally results in a uniform amount of assistance per pupil regardless of the wealth of the community or its special educational needs.

The "basic school program" gathers the property tax resources of the entire state in support of a mandated minimum level of per pupil expenditures in local districts. This eliminates the highly questionable practice of fiscal zoning to either (1) shield certain properties from the burdens of financing education or (2) reduce the cost of operating public schools in particular districts. The basic program requires that property throughout the state contribute equally to the basic school program through a state-mandated local property tax rate levied in each county and that collections in excess of local needs be transferred to the state for redistribution to less wealthy counties. Variations in the property tax base are submerged for purposes of this program in the interest of obtaining equal distribution of the property tax resource behind each pupil.

The "educational improvement program" enables school districts with the help of the state to improve their educational offering up to a maximum of two times the expenditures per pupil required for the basic program. A minimum guaranteed state share in local programs of educational improvement is provided even in the wealthiest districts.
The "special needs program" is the mechanism for bringing state and local tax resources to bear on the problems stemming from an uneven distribution of extra-cost pupils among school districts. The special school census called for in this legislation would identify unique needs district by district. State assistance would then be made available for high-cost educational needs either temporarily or in a manner that would build the necessary support into the basic program in school districts where extraordinary costs are permanent in nature. The special needs program has particular applicability to programs for overcoming the deterrent effect of poverty and cultural deprivation on the learning process. Typically, the children living in the slums of central cities and in depressed rural areas stand out as the groups of young people most handicapped by an inadequate support for education. Children residing in school districts with strong tax bases usually are the beneficiaries of a superior educational environment both in the home and in the school.

The "state program" of financial assistance to districts for federal aid purposes is provided to insure that the least wealthy school districts obtain the necessary funds initially required to participate in federal matching or reimbursement programs deemed desirable by the state legislature. This program would undo the perverse situation in some states where only the wealthiest districts are able to take advantage of federal aid provided for the explicit purpose of assisting the poor.

In combination the four programs recognize the responsibility of the state in providing equality of education opportunity for all pupils regardless of the wealth of their district or the need for varying types of education.

Several states now utilize one or more of the concepts embodied in this suggested legislation. For example, New York, Rhode Island, and Wisconsin have equalization formulae that provide state support above and beyond the ordinary foundation-type. Most states now require a minimum local tax effort under their foundation programs, but Utah is the only state that requires tax collections in excess of local needs to be turned over to the state for redistribution to the more needy districts. The present inadequacies of school aid legislation to achieve equal education opportunity on a statewide basis and the desirability of establishing a multi-faceted program with built-in flexibility to respond to emerging needs make suggested legislation along the lines presented here a timely subject for state consideration.

**Suggested Legislation**

[Title should conform to state requirements.]

The following is a suggestion: "An act to equalize educational opportunity."

(Be it enacted, etc.)
Section 1. Statement of Purpose. The purpose of this act is to equalize educational opportunity in the public schools by requiring a minimum per pupil expenditure level, by encouraging local governments and boards of education to provide superior education beyond this minimum, by identifying fiscal responsibilities of local authorities, and by incorporating the several state aids into one comprehensive program.

Section 2. Definitions. As used herein:

(1) "Average daily membership" [or "average daily attendance"] means the average number of pupils in a school district during a school year as determined pursuant to the provisions of section 16 and the word "pupil" refers to pupil in average daily membership;

(2) "Equalized assessed valuation" means the equalized assessed valuation of taxable property for a school district as determined by the [state tax commission] pursuant to the provisions of section 15;¹

(3) "Basic program" means the cost of education of resident pupils in grades preprimary through twelve in average daily membership for the reference year as determined by the mandated minimum program level;

(4) "Mandated minimum program level" means the amount which shall be spent by a school district for every pupil in average daily membership;

(5) "Required local property tax rate" means the county-wide levy on the equalized assessed valuation required to finance the basic program;

(6) "Excess local property tax collections" means the amount of the required local property tax levy together with federal funds received under the federal program for maintenance and operation aid to federally impacted school districts (20 USCA 236-240) which exceeds the amount of funds required

¹. In states where the equalized assessed valuation of taxable property by school district is not now available, a directive to the appropriate state tax authorities would need to be included.
in the county to finance the basic program;

(7) "Local percentage" means that percentage established
by the legislature as the statewide local share of the basic
program;

(8) "Reference year" means the school year immediately
preceding that for which the aid is to be paid.

Section 3. Mandated Minimum Program. There is hereby
established a mandated minimum program of education [§500]²
in the public schools of this state. The mandated minimum
program level per pupil shall be financed from the levy of a
required local property tax rate as provided in section 4 and
from the state basic school fund provided in section 5.

Section 4. Required Local Property Tax Rate. Each county
shall levy a local property tax for schools at the rate re-
quired to provide the local share of the basic program. The
required local property tax rate shall be determined by divid-
ing the product of the three following items: (1) local per-
centage [50%], (2) mandated minimum program level, and (3)
the number of pupils in average daily membership in the state
by the total equalized assessed valuation in the state. ³ Excess
local property tax collections in any county shall be forwarded
by the [county treasurer] to the [state treasurer] to be credited
to the state basic school fund.

² The amount of the mandated minimum program level for school
districts should be substantially similar to the statewide median
expenditure level per pupil in average daily membership and not the
median expenditure level of school districts because it fails to
reflect the higher cost of education generally required in large
urban school districts. If some level below the median is selected,
it would be well to specify it as "[ ] percent of the median."

³ Because the local percentage and the mandated minimum pro-
gram level together determine the required local rate, either the
local percentage or the mandated level can be adjusted to produce a
reasonable and acceptable rate. The calculation should result in a
required local rate close to the rate levied in districts of average
wealth or that levied by the majority of the districts. If the re-
quired local rate resulting from the calculation is too high, how-
ever, the local percentage rather than the mandated level of expen-
ditures should be decreased. The following illustrates the computa-
tion required to determine the required local property tax rate:
Section 5. State Basic School Fund. There is hereby established the state basic school fund for the purpose of assisting all school districts to finance a minimum mandated level of per pupil expenditures. The fund shall consist of (1) excess local property tax collections and (2) state appropriations for this purpose.

Section 6. Determination of the State's Share of the Basic Program. The state's share of the basic program in each county shall be determined by subtracting from one hundred percent the local share which shall be the product of the local percentage times the ratio of equalized assessed value per pupil in the county to the statewide average equalized assessed valuation per pupil. 4

Section 7. Educational Improvement Program. There is hereby established an educational improvement program in which the state will assist local school districts to finance a level of per pupil expenditures above the mandated minimum program level provided in section 3 up to 2.00 times that level or its equivalent, 2.00 times the basic program. The [head of the state education agency] shall subtract from total local expenditures approved by him for each school district, for purposes of this section, the amount of the basic program and the amount of federal funds received by the school district under the federal program for maintenance and operation aid to federally

| Local | [$500 per pupil] | [200,000] | Required | $1.00 per $100 or 10 mills per $1
|--------|-----------------|------------|----------|------------------|
| X Mandated Minimum X Pupils in | [5. Billion] | Property | equalized value Tax Rate assumed value

4. The following illustrates the computation required to determine the state share of the mandated minimum program level for a county with equalized assessed valuation of half the statewide average:

\[
100\% - \frac{Local \text{ Percentage}}{50\%} \times \frac{Local \text{ Equalized Assessed Value Per Pupil}}{[5,000]} = \frac{State \text{ Share of Mandated}}{Program \text{ Level}} = \frac{[75\%]}{[1,250]\text{ Local Equalized Assessed Value Per Pupil}}
\]
impacted school districts (20 USCA 236-240) to determine the
amount of state assistance under this section.

Section 8. Determination of the State's Share in Educational
Improvement Program. The state's share of the educational
improvement program in each school district shall be determined
by subtracting from one hundred percent the local share which
shall be the product of the local percentage times the ratio of
equalized assessed value per pupil in the school district to the
statewide average equalized assessed valuation per pupil pro-
vided however, that the state's share shall not be less than a
guaranteed [10] percent in any qualified district. Districts
which qualify for the educational improvement fund shall have
more than [1200] pupils or local equalized assessed value per
pupil less than [3.00] times the statewide equalized assessed
value per pupil.

Section 9. Special Educational Needs Program. There is
hereby established a special educational needs program to assist
school districts in financing expenditures resulting from extra-
ordinary educational costs. The [head of the state educational
agency] shall conduct a special count at the beginning of the
school year immediately following the effective date of this
act to identify pupils with special educational needs such as
those from families with low incomes, the mentally and physi-
cally handicapped, the emotionally disturbed, the gifted, and
others. The [head of the state educational agency] shall de-
dtermine the amount per pupil in excess of the mandated minimum
program level that educational programs to serve the special
needs of such pupils would require. The [head of the state
educational agency] shall determine the distribution of these
financial requirements and others such as above-average cost
for pupil transportation among school districts. Upon the
determination of the [head of the state educational agency]
that groups of pupils or combinations of groups of pupils,

5. In the case of countywide school systems, this section is
unnecessary as the calculation would be the same as section 6 except
for the provision of a guaranteed [10] percent.
identified by the special count, require per pupil expenditures in excess of the mandated minimum level and that such program expenditures raise per pupil costs more than [10] percent in any school district, he shall recommend either:

(1) that for the purposes of computing the state's share of the mandated minimum program level under sections 3 through 6 and the educational improvement program under sections 7 and 8 such pupils be weighted in the count of average daily membership by the relationship of their cost per pupil to the mandated minimum program level if the condition is believed to be one which will persist, or

(2) that an amount per pupil equal to the average amount of the excess cost above the mandated minimum program be paid all school districts with such pupils if such condition is temporary. 6

Section 10. State Assistance for Matching Federal Aid.
There is hereby established a state program to assist school districts with equalized assessed values per pupil less than the statewide average value per pupil to participate in the following federal programs requiring local funds:

[To be specified by the legislature from among programs as the National Defense Education Act, School Lunch Program, etc.]

Section 11. Determination of the State's Share for Matching Federal Programs. The state's share shall be that percentage required to make the federal matching funds together with state funds under this section equal to the state's share determined under section 8, the educational improvement program; except that, for the first year of this act, the state share

6. The basic program combined with the educational improvement program provides sufficient funds for both general and special needs when each school district has the same percentage of children with higher than average costs. Where there is great variation, however, sections 9 and 10 are desirable in order that a permanent need can be identified and made part of the basic program and temporary needs can be met. Continued study and review should provide the basis for changes in the basic program and recognition of new needs as they arise.
shall be the matching funds required for participation in
federal programs and the funds required to establish programs
upon which federal funds are provided on a reimbursable basis. 7

Section 12. Collection of Required Local Property Tax Levy.
The [county treasurer] in each county shall receive the tax
payments resulting from the levy of the required local property
tax rate under section 4 and shall distribute as provided in
section 13 such funds, together with state funds, to be dis-
tributed to the county under sections 5 and 6 of this act.

Section 13. State Payments to Counties. The [head of the
state education agency] shall distribute to the [county treasurer]
in each county from the state basic school fund the state's
share which shall be the difference between the amount of the
basic program and the sum of the amount of the coutywide re-
quired property tax levy plus the amount of federal funds re-
ceived by or on behalf of school districts in the county under
provisions of the federal program for maintenance and operation
aid to federally impacted school districts (20 USCA 236-240).
The [head of the state educational agency] shall certify to
each [county treasurer] for each school district in the county
the average daily membership as determined under section 16
and the amount of federal impacted area aid. The [county
treasurer] shall distribute to each school district on the
basis of the certification from the [head of the state educa-
tional agency] the amount of the difference between the basic
program in the school district and the amount the school dis-
trict received in federal impacted area aid under provisions of
federal law (20 USCA 236-240). [Each state will need to de-
terminate the best schedule of cash flow to counties and to local

7. This section makes it possible for districts of average and
below average taxable property to participate on a par with more
wealthy districts in federal programs. The first year provision is
necessary to achieve this equity and the provision for continued state
sharing in the same proportion provided under the educational improve-
ment fund assures that the equity will be maintained. A similar first
year provision would be needed to make all districts equal when
future federal programs have matching or reimbursement provisions.
Section 14. State payments to School Districts. The [head of the state education agency] shall distribute as a combined payment to each school district the funds to be made available to the district from legislative appropriations for purposes of the educational improvement program under section 7, the special needs program under section 9, and the federal matching program under section 10 based on the state share determined under sections 8, 9, and 11.8

Section 15. Determination of Equalized Assessed Valuation. On or before August 1 each year the [state tax commission] shall determine and certify to the [state education agency] the equalized assessed valuation for each school district in the following manner: The total assessed valuations of real and tangible personal property for each school district as of [the assessment date] of the second preceding calendar year shall be weighted by bringing such valuations to the true and market value thereof which shall be the equalized assessed valuation of each school district. The sum of the equalized assessed valuations of real and tangible personal property for all school districts in a county shall be the equalized assessed valuation of the county and the sum of the total true and market value of real and tangible personal property of each county shall be the equalized assessed valuation of the state.

Section 16. Determination of Average Daily Membership. The [head of the state education agency] shall determine from data supplied by the [local education agency] in each school district the average daily membership of each school district for the reference year which shall be the aggregate number of days of membership of all pupils enrolled in grades preprimary to twelve (12), both inclusive, increased by (i) the aggregate

8. In the event that legislative appropriations are insufficient to finance total program costs, provision should be made to prorate state shares in accordance with legislative determination of the priority of each program established by this act.
number of days of membership of resident pupils whose tuition
is paid by the school district to schools approved by the
[state education agency] and decreased by (ii) the aggregate
number of days of membership of nonresident pupils enrolled
in its schools.  

9. This section is somewhat over simplified on the assumption
that the proportions of elementary and secondary pupils will be near-
ly equal in all school districts. Pupils have not been assigned
weights although in Illinois and California where some separate ele-
mentary and secondary school districts exist weighting may be nec-
essary. The effect of counting all pupils alike is not serious when
state assistance is available for all local expenditures in excess
of the mandated minimum level as provided in section 8. Moreover,
the suggested legislation provides for special needs in section 9
which would be, in any district, a disproportionate number of higher
cost secondary pupils.
It is in the public interest that local jurisdictions in metropolitan areas provide their residents and businesses with a reasonably comparable level of basic government services. This is difficult when taxable wealth, income, and business activity as well as the need for governmental services vary drastically among the several jurisdictions comprising the area. It is made doubly difficult when state fiscal policies encourage the proliferation of local governments because the smaller the governmental units the greater the likelihood of wider fiscal disparities among them.

The property tax is the major, and in many cases the sole, source of tax revenue of local governments. In 1966, it accounted for over 87 percent of local tax revenue. The extent to which local units use the property tax is, therefore, a good general index of the pressure of local public service needs and the degree to which the locality is taxing itself to meet those needs.

By confining the tax effort test to the non-educational functions, it is possible to measure more precisely "municipal overburden": requirements on central cities to provide a much broader system of fire, police, health, welfare, and other social services than is necessary for smaller communities. Thus, by eliminating the educational factor, a closer analysis of the municipal overburden factor can be made.

Armed with comparative tax load information, a State can equalize local government property tax loads simply by devising a distribution formula which channels State aid to those districts with the highest effective tax rates, with no expenditure strings attached to the grant. The property tax equalization approach to the disparities problem, if effectively formulated and administered, modifies local fiscal disparities without disturbing local governmental organization and policies since no expenditure strings are attached to the aids.

It is important when considering this approach that the State act first to remove features of its system of grants and shared taxes that tend to encourage local government proliferation, and second, recognize that remaining obstacles to removal of fiscal and service disparities, represented by governmental fragmentation in the metropolitan area, could be perpetuated by the property tax equalization approach. To help meet these problems, paragraph C of section 1 in the suggested legislation limits aid to municipalities of [10,000] or more persons.

Much of the text of the suggested legislation below was drawn from the provisions of Chapter 77, Laws of 1961, State of Wisconsin.
Suggested Legislation

[Title should conform to State requirements. The following is a suggestion: "An Act To Equalize Property Tax Burdens"]

(Be it enacted, etc.)

Section 1. Tax Sharing Trust Fund. (a) There is hereby established in the Treasury of the State of [insert name of state] a trust fund to be known as the tax-sharing trust fund. The trust fund shall consist of amounts appropriated to the fund as provided in this section.

(b) There is hereby appropriated to the trust fund an amount as determined by the [state finance agency] equal to [2 percent] of the total state tax revenues collected during the preceding calendar year. The amount appropriated shall be distributed on [insert date] of each year by the [state finance agency] to all eligible political subdivisions in allocable shares as certified by the [state tax agency] pursuant to subsection (c) of this section.

(c) Participation in the allocation under this act shall be limited to [municipalities] with populations in excess of [10,000] persons and having an average computed full value rate [1.5] times the average computed full value rate for non-school purposes for all jurisdictions. The excess of the average computed full value rate over this amount of each participating municipality shall be multiplied by the municipality's full value of all taxable property for the preceding year, as equalized for state tax purposes pursuant to Section 3. The allocable share of each participating municipality in the distribution shall be in the same proportion as the amount determined hereunder for each municipality bears to the total amount, thus determined, of all participating municipalities.

Section 2. Tax Credit. On or before [insert date] of the year preceding each distribution, the [state tax agency] shall notify the [clerk] of each eligible political subdivision of the amount to be distributed to it the following [insert date].
The anticipated receipt of the distribution shall not be taken into consideration in determining the tax rate of the municipality but shall be applied as tax credits, as follows:

(1) Every property taxpayer of the municipality having assessed property, shall receive a tax credit in an amount determined by applying the percentage of the amount of the value of property, assessed to him to the amount of the distribution to be made to the municipality as stated in the notification from the [state tax agency].

(2) The amount of the tax credit of particular property taxpayers, as determined under paragraph (1) shall be set forth on the tax bills of taxpayers issued immediately following the notification referred to in this subsection and shall serve to reduce the property taxes otherwise payable.

Section 3. Definitions. (a) "Computed full value rate" means the sum total of all general property taxes (including state, county, local and school taxes), levied and extended by [a town, village or city] as reported to the [state tax agency] in its abstract of assessments and taxes, divided by the full value of taxable property in the municipality as equalized for state purposes, and the quotient expressed in mills per dollar of valuation, county [municipal] [income] and [sales] tax revenues at their millage equivalents.

(b) On or before [insert date] and annually thereafter, the [state finance agency] shall remit to [the treasurers] of each eligible [political subdivision] an amount as certified to the [state finance agency] by the [state tax agency] pursuant to section 1, paragraph (c).

Section 4. Certification. On or before [insert date] and annually thereafter, the [state tax agency] shall certify to the [state finance agency] the amount to be remitted to the treasurers of each eligible political subdivision. If the local clerk fails to meet the deadline and as a result the [state tax agency] cannot meet the [insert date] roll certification requirement by this subsection it may prepare additional
certification rolls within the period of time provided for the correction of errors.

Section 5. Property Tax Credit. The amount of the tax credit of particular property taxpayers, shall be set forth on the tax bills of taxpayers issued immediately following the notification referred to in section (2) and shall serve to reduce the property taxes otherwise payable.

Section 6. Overpayment of Property Tax Credit. When an eligible political subdivision has received an overpayment of tax credit, the excess shall be a direct claim by the state against the political subdivision and if not paid on demand it shall be certified as a special charge in the next following [secretary of state's] apportionment of state taxes and charges.

Section 7. Underpayment of Property Tax Credit. When a political subdivision has received an underpayment of tax credit as a result of a palpable error or misclassification, the [state tax agency] shall prepare additional certification rolls to correct errors of misclassification. If [insert date] falls on a Saturday or Sunday, the next secular or business day shall be the final date. Any correction claim which is delivered to the department by U. S. mail shall be considered timely filed if the envelope in which it is mailed is properly addressed with postage fully prepaid which envelope is postmarked before midnight of the final date, provided the claim is actually received in the office of the department within 5 days of the final date.

Section 8. Payment of Credit to Taxpayer. When a taxpayer is under-credited with a tax credit, the [treasurer] shall pay the taxpayer for the shortage in credit if the tax has been paid in full. If the tax has not been paid in full the [clerk] shall issue an order check to the [treasurer] then in possession of the tax roll who shall apply the amount as payment on the taxes due. The next certification shall be reduced by the clerk for payments or credits and the balance then remaining shall be distributed.
Section 9. Omitted Property. Property entitled to credit
under this act but omitted from the assessment roll shall be
taxed at the rate prevailing in the year of omission but shall
receive the same credit as other like property receives in the
year in which it is placed on the tax roll.
UNIFORM RELOCATION ASSISTANCE

Relocation of persons and businesses displaced by governmental construction programs is a serious and growing problem in the United States. All indications are that this pace of displacement will accelerate with increased urbanization and the consequent mounting demands for urban services and the growth of federal, state, and local programs for the renewal of cities and the construction of roads. It has been estimated that from 1964 to 1972 the federally aided urban renewal and highway programs alone will dislocate 825,000 families and individuals and 136,000 businesses.

In a recent report, Relocation: Unequal Treatment of People and Businesses Displaced by Governments, the Advisory Commission on Intergovernmental Relations found great inconsistencies in provisions for relocation assistance among levels of government and among programs at the same level. As a result, a family may be displaced by a state or local public works project and receive no moving expense payments or advisory assistance, while a family across the street, displaced by a federally aided urban renewal project, is paid up to $200 for moving expenses and receives governmental help in locating a new residence.

There are serious problems even where governments make earnest efforts to provide relocation assistance. The single greatest problem in relocating families is the shortage of standard housing for low income groups, particularly non-whites, the elderly, and large families. Among business displacees, small businesses owned and operated by the elderly are major displacement casualties. Advisory assistance is of growing importance for these groups that are most seriously affected by displacement.

In preparation of its relocation study, the Advisory Commission cooperated with the U. S. Conference of Mayors in a joint survey of the problems and practices of 100 cities over 100,000 population. The survey disclosed that federally assisted urban renewal and highway activities together account for about 65 percent of the people, and about 90 percent of the businesses displaced by governmental action in urban areas. Efforts are being made in Congress to establish uniform relocation policies for all federal and federally aided programs.

Establishment of uniformity among federally aided state and local programs would still leave the problem of inconsistencies and inadequacies among other state and local programs. In December 1964, only seven states had legislation requiring any kind of relocation payments for displacements caused by state activities other than federally assisted highways. In six of the seven states, local governments as well as state agencies were required to make relocation payments. No states required advisory services.
Apart from the federally aided urban renewal and highway programs, displacement in urban areas is largely caused by local government activities: building code enforcement, public buildings, public housing, and other activities involving acquisition of real estate for public use, such as local streets, parks, and off-street parking facilities. The Advisory Commission-Conference of Mayors survey found that less than 10 percent of the cities reporting displacement of families due to code enforcement made relocation payments, 30 percent of those making displacements due to public building construction made such payments, and less than one-third of those causing displacements by other public works activities made such payments. Similar low percentages of cities making relocation payments to businesses were reported. In general, therefore, persons displaced by state and local government action, other than federally aided projects, receive little or no relocation payments and services or receive a varying scale of payments and services, with resultant inequitable and inconsistent treatment of an increasing number of people and businesses.

State governments should assume responsibility for establishing greater consistency and equity in the relocation practices of state and local programs. The principles of fair treatment involved—as basic as those in the eminent domain law on which the process of public property taking depends—are matters of fundamental statewide concern, and therefore require legislative consideration.

The proposed legislation would establish within each state a uniform relocation policy for persons and businesses displaced by state and local programs. A displaced person would be entitled to reimbursement on the basis of either (a) actual and reasonable expenses involved in moving himself, his family, his business or farm operation, or other personal property, or (b) a fixed payment in accordance with a fixed schedule. The legislation would prescribe allowable maximums.

State or local agencies causing displacement would be required to provide a relocation assistance program which would include (1) determining the relocation needs of displacees; (2) assisting businessmen and farmers in obtaining and becoming established in suitable business locations or replacement farms; (3) supplying information about federal government assistance programs; and (4) helping to minimize hardships caused by relocation. State or local agencies would also be required to provide temporary relocation for displaced families and individuals and to provide assurance that standard housing is available or being made available that is comparable in quality, cost, and location to that from which they are displaced.

The governor or appropriate state agency would be given authority to establish regulations to assure that payments are reasonable and fair, that payments are made with reasonable promptness, and that there is provision for appropriate administrative review of any determination as to the eligibility for relocation payment authorized by the act.
In the interest of economy and efficiency, state agencies are authorized to use the administrative machinery of other state agencies or units of local government for making relocation payments and providing relocation services.

In cases where a local government causes displacement by a program in which the state shares part of the cost, the locality would be entitled to reimbursement for the relocation cost in the same manner, and to the same extent, as it receives reimbursement for other project costs.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act to provide for uniform, fair, and equitable treatment of persons, businesses, and nonprofit organizations displaced by state and local programs." ]

(Be it enacted, etc.)

1. **Section 1. Declaration of Policy.** The purpose of this act is to establish a uniform policy for the fair and equitable treatment of owners, tenants, other persons, and business concerns displaced by the acquisition of real property by state and local land acquisition programs, by building code enforcement activities, or by a program of voluntary rehabilitation of buildings or other improvements conducted pursuant to governmental supervision. Such policy shall be uniform as to (1) relocation payments, (2) advisory assistance, (3) assurance of availability of standard housing, and (4) state reimbursement for local relocation payments under state assisted programs.

2. **Section 2. Definitions.** As used in this act the term:

   (1) "State agency" means any department or agency of the state;

   (2) "Person" means any individual, family, or owner of a business concern or farm operation;

   (3) "Nonprofit organization" means [define for state purposes; might use definition for tax exemption purposes];

   (4) "Business concern" means [any firm, partnership, corporation, or nonprofit organization] not engaged in the activity of holding property for the production of income;
(5) "Farm operation" means any activity conducted solely or primarily for the production of one or more agricultural products or commodities for sale and home use, and customarily producing such products or commodities in sufficient quantity to be capable of contributing materially to the operator's support;

(6) "Unit of local government" means a county, city, or [insert names of others, such as school districts, special districts, townships, villages, authorities];

(7) "Displaced" means any required movement from real property as a result of the acquisition or imminence of acquisition of such property for a public improvement constructed or developed by or with funds provided, in whole or part, by the state or local units of government or pursuant to a governmental program of building code enforcement or voluntary rehabilitation.

Section 3. Relocation Payments. (a) If the state or any unit of local government acquires real property for public use, it shall make fair and reasonable relocation payments to displaced persons and business concerns as required by this act.

(b) A relocation payment to a displaced person shall be

(1) for actual and reasonable expenses in moving himself, his family, business, farm operation, or other personal property, and in the case of a farm operation, for actual and reasonable expenses in searching for a replacement farm, or (2) a fixed payment in accordance with a schedule of fixed amounts approved by the [governor].

(c) Relocation payments shall not exceed $[ ] in the case of an individual or family, $[ ] in the case of a business concern or nonprofit organization, and $[ ] in the case of a farm operation; provided that such amounts may be exceeded where necessary to secure maximum participation in a program financed in whole or part by federal funds.

Section 4. Relocation Assistance Programs. (a) When any state agency or unit of local government acquires real property for public use, it shall assure that a relocation assistance
program for displaced persons and business concerns, offering
the services herein prescribed, is available to reduce hard-
ship to those affected, and to reduce delays in public improve-
ments. If the state agency or local unit of government deter-
mines that other persons, business concerns, or nonprofit orga-
nizations occupying property adjacent to the real property
acquired are caused substantial economic injury because of the
public improvement for which property is acquired, it may pro-
vide such persons or business concerns relocation services under
such programs.

(b) Each relocation assistance program required by subsection
(a) shall include such measures, facilities, or services as may
be necessary or appropriate in order (1) to determine the needs
of displaced persons, business concerns, and nonprofit organi-
zations for relocation assistance; (2) to assist owners of dis-
placed business concerns and farm operations in obtaining and
becoming established in suitable business locations or replace-
ment farms; (3) to supply information concerning programs of the
Federal Government offering assistance to displaced persons and
business concerns; (4) to assist in minimizing hardships to
displaced persons in adjusting to relocation; and (5) to secure,
to the greatest extent practicable, the coordination of reloca-
tion activities with other project activities and other planned
or proposed governmental actions in the community or nearby
areas which may affect the carrying out of the relocation pro-
gram.

Section 5. Assurance of Availability of Standard Housing.
If any state agency or unit of local government acquires real
property for public use, it shall provide a feasible method
for the temporary relocation of families and individuals dis-
placed from the property acquired, and assurance that there
are or are being provided, in areas not generally less desira-
ble in regard to public utilities and public and commercial
facilities, and at rents or prices within the financial means
of the families and individuals displaced, decent, safe, and
sanitary dwellings equal in number to the number of displaced
families and individuals and available to such displaced fami-
lies and individuals and reasonably accessible to their places
of employment.

Section 6. Authority of the [insert governor or name of
supervising state agency.]

(a) The [governor or state agency] shall make such
regulations as may be necessary to assure:

(1) that relocation payments authorized by section 3
are fair and reasonable;

(2) that a displaced person, business concern, or non-
profit organization that makes proper application for a re-
location payment authorized by section 3(b)(1) is, if personal
property is disposed of and replaced for use at the new loca-
tion, paid an amount equal to the reasonable expenses that
would have been required in moving such personal property
to the new location;

(3) that a displaced person, business concern, or non-
profit organization making proper application for and entitled
to receive a relocation payment authorized by this act is paid
promptly after the relocation;

(4) that a displaced person, business concern, or
nonprofit organization has a reasonable time from the date
of displacement in which to apply for a relocation payment
authorized by this act.

(b) In order to prevent unnecessary expense and duplication
of functions, and to promote uniform and effective administra-
tion of relocation assistance programs for displaced persons,
the [governor or state agency] may require that any state
agency make relocation payments or provide relocation services
or otherwise carry out its functions under this act, by utilizing
the facilities, personnel, and services of any other state
agency or unit of local government, or by entering into appro-
priate contracts or agreements with any state agency or unit
of local government having an established organization for con-
ducting relocation assistance programs.

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(c) The [governor or head of state agency] may make other necessary rules and regulations to carry out the purposes of this act.

Section 7. Local Government Programs. Units of local government may make relocation payments, provide relocation services, or otherwise carry out their functions under this act by entering into appropriate contracts or agreements with any state agency or unit of local government having an established organization for conducting relocation assistance programs.

Section 8. Fund Availability. Funds appropriated or otherwise available to any state agency or unit of local government for the acquisition of real property or any interest therein for a particular program or project shall be available also for obligation and expenditure to carry out the provisions of this act as applied to that program or project.

Section 9. State Participation in Cost of Local Relocation Payments and Services. If a unit of local government acquires real property, and state financial assistance is available to pay the cost, in whole or part, of the acquisition of such real property, or of the improvement for which such property is acquired, the cost to the unit of local government of providing the payments and services prescribed by this act shall be included as part of the costs of the project for which state financial assistance is available to such unit of local government, and shall be eligible for state financial assistance in the same manner and to the same extent as other project costs.

Section 10. Displacement by Code Enforcement or Voluntary Rehabilitation. A person who moves his business concern or other personal property, or moves from his dwelling as the direct result of code enforcement activities, or a program of voluntary rehabilitation of buildings conducted pursuant to a governmental program, is deemed to be a displaced person for the purposes of this act.

Section 11. Appeal Procedure. Any person or business concern aggrieved by final administrative determination concerning
eligibility for relocation payments authorized by this act may
appeal such determination to the [insert county court of original
jurisdiction] in which the land taken for public use is located
or in which the code or voluntary rehabilitation program is
conducted.

Section 12. Separability. [Insert separability clause.]
Section 13. Effective Date. [Insert effective date.]
GENERAL PUBLIC ASSISTANCE*

General assistance programs in the states provide public assistance to the needy who do not qualify for assistance under one of the federal public assistance categories for which grants-in-aid are available. Included among the recipients of such assistance may be, to cite several examples: needy, unemployed people who have exhausted or who never qualified for unemployment benefits; needy persons who do not have dependent children; needy people with partial or temporary disability; mothers of dependent children over 18; and needy people who fail to meet all federal and state requirements in the federally aided categorical programs. Payments under the general assistance programs in the 50 states amounted to $375 million—which is 8 percent—of total public assistance expenditures of 4.9 billion dollars in the fiscal year ending June 30, 1964. However, general assistance is of greater significance than the percentage figure would indicate since it is the type of assistance which provides for all of those in need who do not qualify under any other program. Furthermore, state-local expenditures for general assistance amounted to 17 percent of total state-local public assistance expenditures and local expenditures were one-third of total local public assistance expenditure.

State and local support for the non-federal portion of categorical public assistance and for general assistance shows considerable variation between the two main types of assistance and among the states. In fiscal 1964, federal grants-in-aid provided 60 percent of the expenditures for categorical public assistance. State support for categorical assistance was almost 80 percent of total non-federal expenditures, whereas the states contributed just less than half of total funds for general assistance. The lowest percentage of state participation in the non-federal share of categorical public assistance was 44 percent, while in general assistance, 15 states made no contribution at all. As a result, general assistance programs can be a heavy charge on individual local governments.

There are disparities in the fiscal effects of differences in unemployment, income, and other social conditions of the needy in different jurisdictions. The burden of these disparities on the welfare budgets of individual localities is already considerably modified because of the extent to which federal and state governments finance the categorical public assistance programs. It is difficult to justify the greater burden on localities under the general assistance program. Benefits redounding from maintaining the welfare of individuals and fostering their rehabilitation spread

*The suggested legislation is intended for consideration only in those states (approximately two-thirds of the total) where the administration of general assistance is a state-local or local responsibility, not where there is strictly state financing and administration.
well beyond the limits of localities in which they happen to reside. Indigents tend to migrate to urban centers in search of employment or to join relatives, and some become applicants for public assistance, perhaps because they know of the existence of welfare programs which will assure them a minimum of assistance. In its report, Metropolitan Social and Economic Disparities: Implications for Intergovernmental Relations in Central Cities and Suburbs, the Advisory Commission on Intergovernmental Relations reviewed this problem and recommended that states finance at least one-half of the cost of general assistance welfare programs and adopt state standards for such programs.

The suggested legislation is designed to provide for at least 50 percent matching of general assistance costs by the states and for the establishment of state standards generally in conformance with those for the other public assistance programs. The act provides a statement of basic public policy regarding the provision of general assistance; enumerates the responsibilities of the state welfare agency in establishing the system of general assistance; establishes state matching procedures; and provides for the use of rehabilitation, vocational training and retraining services, and community work training programs. Finally, it provides an appeal and judicial review procedure.

States wishing to introduce an equalization factor into their matching provisions may wish to consider two approaches presently in use. In New Jersey, graduated state matching is related to the preceding year's general assistance case loan and property tax base. For each administering jurisdiction, there is computed the millage tax rate that would be required, when applied to the preceding year's total assessed valuation, to produce revenue amounting to general assistance expenditures of the preceding year. This gives the "preceding year's general assistance millage" and a schedule of graduated matching is related to the millage amounts. For example, if the general assistance millage were not more than 2.4 mills, 50 percent matching could be provided for; if 2.8, the matching could go up to 52 percent; if 3.2, to 54 percent; and so forth. In New York, the additional reimbursement is related only to the number of persons receiving general relief in any jurisdiction. If the number exceeds 1 percent of the total population of the jurisdiction then the locality is reimbursed for the percentage of recipients over 1 percent of the population at 80 percent and for the remainder at 50 percent.¹

An increasing emphasis in public assistance programs is the need for social services to assist recipients in meeting special problems and, to the extent possible, becoming self-supporting. These services in combination with financial support are aimed at the prevention and reduction of dependency. The social services

¹. New Jersey Statutes Annotated, Sections 44:8-128 and 44:8-129; New York Social Welfare Law, Section 154.
can contribute not only to minimizing or eliminating the need for financial support—more importantly, they can assist welfare recipients to become contributing members of the economy. Because of the importance of rehabilitative services to a successful assistance program, special provisions regarding them are included in the suggested act. To encourage their use and development, provision is made for a higher matching percentage by the state for funds expended to assist existing programs and services in meeting the needs of general assistance recipients or, where necessary, to provide the services and programs.

Optional sections establishing a hearing board appeal procedure for aggrieved applicants or recipients of general assistance and establishing residence requirements for general assistance are provided. Concern over the legal rights of poor has led to increasing attention directed toward the protection of those who do not have ready access to private legal counsel and advice. Among the specific issues raised is that of appeal procedures for welfare recipients or applicants. Appeal procedures are provided in the states but they usually consist of hearings by the same agencies which promulgate the basic rules pursuant to law and have general administrative responsibility for the program. The optional section establishes a hearing board administratively located in the welfare department but independent of it for policy purposes. Its organization and procedures are based on standard administrative adjudication agency models using a small claims approach. The specific jurisdiction provided can, of course, be varied. Appeal from rulings by the director of welfare might be allowed only on questions of eligibility for example. Similarly, its findings could be made final or appeal could be allowed to the state supreme court, possibly on issues of law only.

While most states retain residence requirements for public assistance programs, it has been recommended that requirements be shortened or eliminated. In 1959, the Governors' Conference urged Congress to enact a uniform one year ceiling on residence requirements and urged states to ratify an interstate compact waiving residence provisions on a reciprocal basis. At present at least four states provide general assistance without residence requirements and in 10 additional states there are special provisions for making general assistance available to those who do not meet residence requirements. While at least one state has reciprocal agreements with a number of states affecting residence requirements for general assistance, such arrangements are more common in the categorical relief programs with over a dozen states having them. The optional section includes provisions for reciprocal agreements and for granting general assistance in cases of special need to those not meeting residence requirements.

The suggested legislation does not deal with the basic organizational structure for the administration of general assistance either at the state or local level. Provision for the administra-
tion of general assistance exists in all states. The emphasis
in the suggested legislation is on providing the authority to
administer a shared program of general assistance with the state
government assuming at least 50 percent of the financial responsi-
bility and exercising supervisory authority to maintain statewide
standards. It is intended also to establish as close a correlation
as possible with the federally aided categorical public assistance
grants so that a reasonably uniform public assistance program includ-
ing related social services can be administered in the states for
all in need.

Suggested Legislation

[Title should conform to state requirements. The
following is a suggestion: "An act providing for
general assistance."]

(To be enacted, etc.)

Section 1. Definitions. As used in this act:

(1) ["Director"] ["Commissioner"] means the [director of
public welfare] [the commissioner of public welfare].

(2) "Department" means the department of [public welfare].

(3) "General assistance" means cash payments to needy
persons unable to provide themselves with a decent and health-
ful standard of living who are not otherwise provided for under
the laws of this state and who are willing to work but are
unable to secure employment due either to physical disability
or inability to find work. As provided for in this act, it
may include, in place of or in addition to cash payment,
assistance in goods, shelter, fuel, food, clothing, light,
necessary household supplies, medical, dental, and nursing
care, including drugs and medical supplies, and other neces-
sities of life. It does not include old-age assistance, aid to
the blind, aid to the permanently and totally disabled, or
aid to families with dependent children.

2. However, in those states where categorical public assist-
ance is locally administered, the local agency designated to
administer general assistance should be the same as the local
agency administering other public assistance if the stated objective
of the act to "provide an integrated public assistance program for
all needy persons" is to be met.
(4) "State aid" means state aid to local governments for general assistance expenditures as in this act prescribed and provided for.

(5) "Local agency" refers to the [identify appropriate local agency or official with responsibility for administering general assistance].

(6) "Hearing board" refers to the general assistance [public assistance] hearing board.

Section 2. Public Policy Regarding General Assistance.

(a) The objective of this act and other public assistance acts is to provide an integrated public assistance program for all needy persons in the state.

(b) It is hereby declared to be the policy of this state that needy persons, unable to provide for themselves and not otherwise provided for by law, who meet the eligibility requirements of this act and do not refuse suitable employment or training for self-support work as provided for in this act shall, while in this state, be entitled to receive such grants of general assistance and such services as may be necessary to enable them to maintain a decent and healthful standard of living. The furnishing of such assistance and services is a matter of public concern and a necessity in promoting the public health and welfare. Furnishing such assistance and services is a joint responsibility of state and local governments.

(c) A principal objective in providing general assistance and services shall be to aid those persons who can be so helped to become self-supporting or to attain self-care. To achieve this aim, the department shall establish such standards of assistance and services as will enable applicants and recipients to maintain a decent and healthful standard of living and will encourage and aid them in developing their self-reliance and realizing their capacities for self-care and self-support. The maintenance of the family shall be a principal

1. In those states where categorical public assistance is locally administered, this should be the same agency administering other public assistance.
consideration in the administration of this act and all general
assistance policies shall be formulated and administered so
as to further this objective.

Section 3. Responsibility to Provide General Assistance.
(a) Every [identify the appropriate unit of local govern-
ment] shall provide general assistance to needy persons resid-
ing within its jurisdiction who meet the need [and residence]
requirements of this act. General assistance shall be admin-
istered according to law and rules and regulations promulgated
by the department pursuant to the provisions of this act.
(b) State aid shall be available to [identify the appro-
priate unit of local government] to reimburse part of general
assistance expenditures as provided in section 9 of this act.

Section 4. Duties of the Department. The Department shall:
(1) Supervise the administration of general assistance by
local agencies as provided in this act;
(2) Promulgate uniform rules and regulations consistent
with law for carrying out and enforcing the provisions of this
act to the end that general assistance may be administered as
uniformly as possible throughout the state having due regard
for varying costs of living in different parts of the state.
Standards and operating procedures established by the depart-
ment pursuant to this act shall to the extent feasible conform
to similar standards and procedures for other public assist-
ance programs provided for in [cite sections providing for old-
age assistance, aid to the blind, aid to the permanently and
totally disabled, and aid to families with dependent children].
Rules and regulations shall be furnished immediately to all
local agencies. [In promulgating rules and regulations, the
provisions of the [cite the administrative procedures act]
shall apply];
(3) Establish standards and requirements as to need for
assistance and as to its nature and extent;
(4) Establish standards consistent with law for adminis-
tration by local agencies of community work and training
programs for employable general assistance recipients;
(5) Allocate moneys appropriated for general assistance
to [identify the appropriate local governments] qualifying
therefor in the manner hereinafter provided;
(6) Accept and supervise the disbursement of any funds
that may be provided by the federal government or from other
sources for use in this state for general assistance;
(7) Cooperate with other agencies including any agency of
the United States or of another state in all matters concern-
ing the powers and duties of the department under this act;
(8) Take measures not inconsistent with the purposes of
this act to assist in meeting special needs of individuals
eligible for assistance to relieve suffering and distress
arising from handicaps and infirmities; to promote their
rehabilitation; to help them if possible to become self-
dependent; to cooperate to the fullest extent with other public
agencies empowered by law to provide vocational training, re-
habilitation, or similar services; and to provide such supple-
mentary funds, services, and facilities as may be found
necessary for this purpose;
(9) Gather and study current information and report at
least annually to the governor on the nature and need of
general assistance, the amounts expended under the supervision
of each local agency, and the work of each local agency and
publish reports for the information of the public;
(10) Report at least annually to the governor the cost of
living in the various counties, cities, and metropolitan areas
as related to standards of assistance and the amounts expended
for assistance, and make this information available to the
public; and
(11) Enter into reciprocal agreements with other states
to grant general assistance to persons from such states with
less than [the required period] of residence in this state.
[Section 4a. Residence Requirements.
(a) Any person who resides within this state for a period
of [ ] shall be deemed to meet residence requirements for
general assistance. A person may receive and continue to re-
ceive general assistance for so long as he is and continues to
be a resident of this state.

(b) If an applicant for general assistance has resided in
this state for less than [the required period] and the local
agency finds that the applicant will suffer undue hardship
unless assistance is provided him, the local agency may, in
accordance with rules and regulations of the department, pro-
vide general assistance.

(c) If an applicant for general assistance has resided in
this state for less than [the required period] and if his
prior state of residence has entered into a reciprocal agree-
ment with this state for the provision of general assistance
he shall be entitled to receive general assistance pursuant
to the reciprocal agreement.]

Section 5. Amount of Assistance. (a) The amount of general
assistance granted to any persons shall be determined in accord-
ance with local budget standards prepared pursuant to govern-
ing department rules, due regard being given to the requirements
and conditions existing in each case and to the income and
resources available to such persons from whatever source.
Grants shall be sufficient when added to the income and re-
sources determined to be available to provide a reasonable
subsistence compatible with health and well-being.

(b) Except as hereinafter otherwise prescribed, general
assistance shall be granted in cash, but in individual cases
where the granting of cash may be deemed impracticable, general
relief may, in accordance with rules and regulations of the
department, be granted in whole or in part by order. Medical,
dental, and nursing care including drugs and medical materials
and supplies may be granted by order.

Section 6. Rehabilitation Services. To aid applicants for
or recipients of general assistance in becoming self-support-
ing or in increasing their capacities for self-care, local
agencies shall encourage and assist applicants and recipients to make maximum use of facilities of public or private educa-
tional, welfare, or other institutions or agencies providing rehabilitation or vocational treatment, training, or services. Where such services are not available or are insufficient, the local agencies may make funds available to existing agencies for establishing or expanding such programs and services or, if necessary, may establish and provide such services, but the expenditure of funds therefor shall be subject to the approval and supervision of the department. Approved expenditures made pursuant to this section shall be considered as reimbursable general assistance expenditures to be reimbursed as provided in section 9.

Section 7. Community Work and Training Programs. (a) General assistance recipients may be required to perform such work and training as may be assigned to them by the local agencies pursuant to rules, regulations, and standards promulgated by the department. The local agencies shall assign those general assistance recipients who in their judgment are able to perform the work indicated and benefit from the training.

(b) The conditions applicable to work performed by employable recipients of general assistance shall be the same as those pertaining to recipients of public assistance for which federal financial participation is available, [except that work required to be performed by recipients of general assistance may be work for a public or nonprofit private agency].

Any agency for which work is performed under the provisions of this section shall reimburse the person performing the work for any additional expenses reasonably attributable to the work or shall make provision for meeting the needs for which the expense would be incurred. The work shall be of a construc-

2. This option should be viewed in light of constitutional provisions in any given state.
tive nature for the conservation of work skills and development
of new skills for individuals under conditions which are de-
signed to assure protection of their health and welfare.

(c) Any person who refuses to report for or to perform
work which has been assigned by a local agency shall there-
upon become ineligible for general assistance.

(d) Upon submission by any local agency of a plan for a
community work relief and training program to the department
pursuant to this section and in a manner deemed to be con-
sistent with the intent of this section, payments for support
to general assistance recipients participating in such programs
shall be considered as a reimbursable general assistance ex-
penditure.

Section 8. Confidentiality of Records. [Use this section
to establish a policy regarding access to general assistance
records consistent with that established for access to cate-
gorical public assistance records.]

Section 9. State Aid. (a) Expenditures made by [identify
the appropriate local government] for general assistance and
its administration pursuant to provisions of this act shall, if
approved by the department, be subject to reimbursement by the
state, in accordance with the rules and regulations promulgated
by the department, as follows:

(1) Fifty percent of the amount expended for general
assistance;

(2) Fifty percent of the amount expended for adminis-
tration of general assistance including expenditures for
salaries of employees of a local agency; operation, maintenance,
and service costs; and such other expenditures such as equip-
ment costs, and rental values as may be approved by the depart-
ment. It shall not include expenditures for capital additions
or improvements nor shall reimbursements be made for the salary
of any employee unless his employment is necessary for the
administration of general assistance; and
made pursuant to section 6.

(b) Money expended for the cost of administration of general assistance by any local agency shall not exceed amounts which have been submitted to and approved by the department and the compensation rates of all employees or persons paid from general assistance funds shall be subject to review and approval of the department.

(c) Claims for state reimbursements shall be made in such form and manner and at such times and for such periods as the department shall determine.

(d) When certified by the department, state reimbursement shall be paid to [identify appropriate local governments] from the state treasury upon the audit and warrant of the [insert the title of appropriate state official] out of funds made available therefor.

(d) The department is authorized in its discretion to make advances to [identify the appropriate local governments] in anticipation of the state reimbursement provided for in this section.

Section 10. Non-Compliance with Rules of the Department.

(a) If any local agency administering general assistance is, in the determination of the department, refusing or failing to comply with the provisions of this act or the rules of the department, the department shall notify the local agency and [identify the appropriate local government] promptly by personal service or by registered or certified mail, citing the provision or rule which is not being observed, and give the local agency an opportunity to appear before it. If five days after receiving such notice the local agency continues to refuse or fails to comply or fails to avail itself of the opportunity offered for a hearing before the department, or if the local agency refuses or fails to comply following a hearing, the department shall, within a reasonable period of time, instruct the [state treasurer] to withhold the payment.
of any further state aid until the local agency has established compliance. When the department finds that the local agency has taken such action as the department considers to have established satisfactory compliance with the act and with its rules, it shall instruct the [state treasurer] to resume making payment of state aid.

(b) If the department finds that withholding of state aid would result in undue hardship for recipients, the department may, pursuant to department rules and regulations, provide direct general assistance to recipients, including the equivalent of the local share, and require reimbursement from the [identify the appropriate local government] for its normal share.

Section 11. Appeals from Decisions and Orders and Appeals of Rules and Regulations. (a) Appeal to Department. Any applicant or recipient of general assistance aggrieved by any order or determination of the local agency may appeal from such order or determination to the department. An appeal may also be taken if an application for general assistance is not acted upon by the local agency within a reasonable period of time. Before making such appeal to the department, the applicant or recipient shall give written notice to the local agency. The local agency shall within 30 days after receipt of notice reconsider its decision. The local agency may adhere to the decision made or may modify its decision. The applicant may then, within 30 days after the making of such decision by the local agency, appeal to the department as herein provided.

The department shall, upon receipt of an appeal by an applicant or recipient notify the local agency and review the case, giving the applicant or recipient an opportunity for a fair hearing before the director or his legal representative, in the county in which the application was originally filed [and the decision of the director on such appeal shall be final]. All such appeals shall be in accordance with rules and regulations established by the department. The director
may upon his own motion review any decision made by a local
agency. The director may make such additional investigation
as he deems necessary and shall make such decision as to grant-
ing of assistance and the amount and nature of assistance to
be granted the applicant or recipient as in his opinion is
justified and in conformity with the provisions of the act
and the rules and regulations promulgated under it. All
decisions of the director shall be binding upon a local agency
and the applicant or recipient and complied with by the local
agency.

[(b) Appeal to General Assistance [Public Assistance]
Hearing Board.]

(1) A general assistance applicant or recipient
aggrieved by a decision of the director may appeal to the hear-
ing board as provided in this section.

(2) There is hereby established the general assist-
ance [public assistance] hearing board which, for administra-
tive purposes only, shall be in the department, but which shall
be an independent administrative board. The board shall con-
sist of a chairman and [four] members, appointed by the governor
[with the consent of the state senate] [with the consent of the
state legislature]. The term of each member of the hearing
board shall be [five] years. The initial appointments shall
be as follows: the chairman for a term of [five] years; one
member for a term of [two] years; one member for a term of
[three] years; one member for a term of [four] years; and one
member for a term of [five] years. Vacancies on the board
shall be filled for the unexpired term in the same manner as
appointments to full terms.

(3) The hearing board shall have jurisdiction to
determine all appeals from determinations of the director
relative to orders or determinations of the local agencies

3. If the hearing board appeal procedure were established for
all public assistance recipients or applicants, the phrase "public
assistance" could be substituted for "general assistance" through-
out.
regarding individual welfare recipients or applicants. The
hearing board may affirm, reverse, or modify any determination
of the department when acting on an appeal from orders or
determinations of local agencies regarding individual welfare
applicants or recipients.

(4) Any applicant or recipient aggrieved by the dis-
position of his appeal by the director may appeal therefrom to
the hearing board by filing with such board a written notice
of appeal and serving on the department a certified copy of
such notice. In order to be valid and effective, any such
notice shall be filed and served within [thirty] days of the
disposition from which the appeal is to be taken.

(5) Consistent with this act the hearing board shall
provide by rule for appearances before it and the conduct of
its proceedings.

(6) The hearing board may hear and determine all
issues of fact and of law but a determination of a local agency
or the director shall be affirmed unless contrary to a
preponderance of the evidence.

(7) The hearing board shall establish by rule a
procedure which, to the greatest extent practicable, shall
be informal. The board shall take special care to provide
all aggrieved general assistance applicants or recipients,
wherever located within the state, reasonable and convenient
access to the board and shall sit at such times and places as
may be appropriate to promote such accessibility. The majority
of the members of the hearing board shall constitute a quorum
for the transaction of its business, except that the hearing
board may provide by rule for conducting hearings and taking
of evidence by a single member. A vacancy on the board shall
not impair its powers nor affect its duties.

(8) During the pending of the appeal, if the depart-
ment has awarded general assistance to a recipient, the general
assistance shall be paid to him pending the determination of
the appeal. If the appeal shall be from the order of the
director raising or lowering the amount paid to a recipient
and if the order shall not be sustained then the recipient
shall receive the amount, if any, theretofore assigned by
the local agency.

[(9) Use this subsection to provide procedure for
appeal of hearing board determinations to state supreme
court.]

(c) Original Proceedings in District Court on Rules and
Regulations of the Department; Appeal to the Supreme Court.

A local agency may question the validity of any rule or
regulation of the department within 90 days of its promulgation
in the [insert the name of the court of original general juris-
diction for the district within which the capitol is located]
district court, which shall have power to determine the valid-
ity of such rule or regulation by original proceedings in the
court. Either the department or the local agency may appeal
from such decision to the supreme court in the same manner as
other appeals in civil action.

Section 12. Separability. [Insert separability clause.]

Section 13. Effective Date. [Insert effective date.]
STATE MODEL BUILDING CODE
AND ESTABLISHMENT OF
STATEWIDE BUILDING CONSTRUCTION STANDARDS

There are many thousands of local jurisdictions in the United States administering and enforcing building codes with widely varying provisions. Many of the difficulties and needs in building code adoption, administration, and enforcement have been documented in a report of the Advisory Commission on Intergovernmental Relations entitled Building Codes: A Program for Intergovernmental Reform.

The Commission concluded that a widely adopted uniform building code would go far toward eliminating arbitrary restrictions which in turn add to the cost of production. Adoption of uniform building codes would stimulate initiative and innovation in the development of new construction materials and techniques by making possible a prompt, wide market for such products. It would reduce the cost of research and testing which is incurred in the development, maintenance, and servicing of building codes by local governments.

Traditionally, building code preparation, administration, and enforcement have been delegated to local governments by the states as an exercise of the states' police powers. State governments, however, still retain some jurisdiction in building regulatory matters and are frequently involved in administering minimum building and mechanical codes.

State and local governments occupy a key position in efforts to modernize building codes and to achieve uniformity. It is at the state and local levels that broad police power exists to regulate all phases of building construction. The major ultimate responsibility for administration and enforcement of building regulations must and will remain with local jurisdictions. State governments, therefore, have a significant responsibility to provide the framework within which the objectives of modernization and uniformity can be realized.

In its report, the Commission recommended preparation of a model state code and procedures for adoption and maintenance by local governments. It is the purpose of the draft legislation which follows to suggest language which will accomplish this objective. Naturally, the state agency responsible for preparation of a model state building code should take into account the standards and requirements of nationally recognized codes. The Commission urges, at a minimum, that states not establishing a model code program, facilitate the adoption and amendment of nationally recognized models by local governments. This can be accomplished through enabling legislation authorizing adoption and amendment of codes by reference.1

The Commission also recommended the establishment of an appeals procedure through a state construction review agency to develop

1. For suggested adoption and amendment by reference legislation see page 550 of this Program.
uniform statewide building standards by an evolutionary process as the need arises. Langage to accomplish this objective is also included in the draft legislation.

Adoption of modern and uniform codes throughout a state is increasingly being achieved through the development and maintenance of model state building codes. In Connecticut, New Jersey, and New York, state agencies have been assigned responsibility for developing model building construction codes for optional adoption by local governments. The Minnesota State Building Code for Public Buildings will be available to local governments for adoption by reference in the near future. In North Carolina and Wisconsin, state agencies responsible for the mandatory minimum statewide building regulations over certain types of construction have developed optional model codes for one- and two-family dwellings, not subject to regulation under provisions of the mandatory code.

The most extensive program of state development of model building codes is that of New York. The State Building Construction Code has been adopted by more than 450 communities—nearly two-thirds of the codable municipalities in the state. Local governments may adopt the state code by simple resolution. Once adopted, however, changes of the technical provisions by a community must be approved by the state.

The provisions of the following suggested legislation to develop a model state code are based on the New York State Building Code Law (Article 18 of the Executive Law, Chapter 66 of the Laws of 1964). The provisions for establishing a building construction review authority to develop statewide standards through an appeals procedure, are based in part on Chapter 143, General Laws, Commonwealth of Massachusetts.

The model state building code provisions of the proposed act do not disturb the traditional authority of municipalities and counties for the administration and enforcement of building regulations. They do, however, make available to localities the resources of state government in developing modern, tested performance-type code provisions. The state may maintain its own research facilities and a staff of trained architects and engineers and other specialists. It can evaluate new building materials and devices and adopt appropriate standards, model codes, and product approvals of national groups to assist in keeping the state model up-to-date with the latest developments of the building industry.

The building construction review authority applicable to localities which do not adopt the model state building code would, to the extent it is brought into play through appeals by interested parties, establish standards which localities would be required to apply in the administration and enforcement of building regulations.

Sections 1 and 2 of the suggested statute deal with purpose and definitions. Section 3 of the statute provides for the establishment
of a division of building codes. The bill places the division within an existing state department rather than creating a new independent body, as many states are already involved in regulatory programs governing construction. Section 4 creates a building code advisory council for the division. The chairman of the seven-member council would be the head of the state department in order to provide adequate coordination between the council and the administrative agency. The members are appointed by the governor and one member of the council must be a registered architect or professional engineer licensed to practice within the state. The council is empowered to make recommendations, review rules and regulations of the division, and to provide advice to the division.

Section 5 empowers the division to prepare and adopt the "state building construction code." The agency is also responsible for recommending tests and approvals of materials and methods to ascertain their acceptability under the requirements of the state building construction code. It is required to issue certificates of approval for materials and building systems to guide localities adopting the state model code. This procedure maintains uniformity in the application of the state code standards and facilitates the introduction of new products and technologies.

Section 6 provides that any municipality and county in the state may adopt by resolution the state model building code. Any local government in which the state building code has become applicable, may withdraw after one year has elapsed by a simple resolution of the local legislative body. To further the objectives of uniformity, section 10 prohibits the local government from amending the model code except as authorized by the state administering agency.

Sections 7, 8, and 9, respectively, establish the legislative objectives and standards of the model code, its application, and adoption, amendment, and repeal procedures. Section 11 provides that conformance to the state model building construction code in adopting jurisdictions shall be deemed to constitute conformity to all applicable building regulations.

The draft legislation in section 12 provides for the establishment of a state level board of appeals and review, appointed by the governor, to provide an administrative avenue of relief for all those aggrieved by the decisions of local government participating in the state model code program as well as to provide relief from decisions not arising under the state model code. Section 13 prescribes the powers and duties of the board on appeals from jurisdictions adopting the state model code. The board's jurisdiction is final on all questions of fact relating to interpretation of the provisions of the state model code. The provision of a single authoritative body to which appeals can be taken is essential to promote uniform interpretation of state provisions and minimize variances introduced as a result of local enforcement. Appeals from the board's decisions may, of course, be taken to the courts for review of questions of law.
In addition to hearing appeals from localities adopting the state model code, the provisions of section 14 authorize the board to hear appeals from local decisions in localities which have not adopted the model code. Such appeals would be based on a claim that the proposed use of a material, component, system, or construction method conforms with nationally recognized standards, accepted engineering practices, and state and national model codes. Appellants could include builders, materials' manufacturers, architects, owners, and other affected parties. The purpose of this section is to facilitate the introduction of new materials of construction and building systems by providing an alternative to the costly and time-consuming procedures of approval established in each individual community not adopting the state model code. By empowering a state level agency to hear appeals from local building code actions and to approve alternatives to the materials and method of construction provided in the local code, an increased degree of building code uniformity could be achieved within the state.

Some states not wishing to establish both a state model building code program and a gradual approach to mandatory uniform standards through a construction review procedure based on appeals, may wish to consider establishing the construction board of review as an independent agency with authority to require the use of uniform building regulation standards throughout the state by issuing rulings on appeals. On the other hand, some states may choose to authorize only the model state building code program as the most feasible approach to achieving uniformity.

Section 15 places the full burden of administration and enforcement of the provisions of the state model code on the adopting jurisdictions. Each municipality and county adopting the model code is expressly authorized and empowered to: examine and approve or disapprove plans or specifications for the construction of any building; direct the inspection of such buildings during the course of construction; order the remedying of any condition found to exist in violation of the state model code; issue certificates of occupancy, permits, licenses, and such other documents in connection with the construction of buildings; collect fees in connection with issuing building permits; and prohibit construction until a permit has been issued by the local building department. Section 16 authorizes local governments to enjoin violations of any provision of the model code and section 17 establishes penalties for violation.

Section 18 expressly specifies that any municipality or county may continue to enact building regulations, except that jurisdictions accepting the state code may not adopt regulations superseding or more restrictive than the provisions of the model state code. Provisions of this section also specify that nothing in the act shall be construed as abrogating or impairing the power of any local government to enforce provisions of any building regulations, the applicable provisions of the model state code, or to punish violators.
Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act to authorize preparation of a state model building code for permissive adoption by local government and to establish a state construction review board."]

(Be it enacted, etc.)

Section 1. Findings and Purpose. It is essential that building codes be adopted and enforced to protect the health, safety, welfare, comfort, and security of the residents of this state but buildings should be permitted to be constructed at the least possible cost consistent with recognized standards of health and safety. Many persons in the state are unable to secure adequate housing at prices or rentals which they can afford. Such conditions are contrary to the public interest, and threaten the health, safety, welfare, comfort, and security of the people of the state. Other persons, and commerce and industry generally are affected by rising costs in the construction of nonresidential buildings. Construction costs for buildings of all types have risen to unprecedented levels.

Among the factors inducing high costs of construction are various laws, ordinances, rules, regulations, and codes regulating the construction of buildings and the use of materials therein. Many such requirements are obsolete and unnecessarily complex. They serve to increase cost, without providing correlative benefits or safety to owners, builders, tenants, and users of buildings. It is the purpose of this act to institute the preparation of a state code of building construction to provide, so far as may be practicable, basic and uniform performance standards. Thus, while establishing reasonable safeguards for the security, welfare, and safety of the occupants and users of buildings, the use of modern methods, devices, materials, and techniques will be encouraged. This should be effective in lowering construction costs.

Because it is essential that any such code be readily adaptable to changing conditions, detailed enactment of all of the

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provisions of such a code by legislation is impracticable.

Section 2. Definitions. The following words and phrases have
the following meanings:

(1) "Advisory council" means the state building code advisory council created by this act.

(2) "Board of appeals and review" means the state building construction board of appeals and review created by this act.

(3) "Municipality" means any city, town, or village.

(4) "County" means any county in this state.1

(5) "Building regulations" means any law, rule, resolution, regulation, ordinance, or code, general or special, or compilation thereof, heretofore or hereafter enacted or adopted, by the state or any municipality, including departments, boards, bureaus, commissions, or other agencies thereof, relating to the construction, reconstruction, alteration, conversion, repair, or use of buildings and installation of equipment therein. The term does not include zoning ordinances.

(6) "Division" means [state agency charged with preparation and promulgation of state building construction code].

(7) "Director" means [the head of the department or agency charged with the preparation and promulgation of the state building construction code].

(8) "Local building regulations" means building regulations heretofore or hereafter enacted or adopted by or for any municipality.

(9) "Local building department" means the agency or agencies of any municipality charged with the administration, supervision, or enforcement of building regulations, approval of plans, inspection of buildings, or the issuance of permits, licenses, certificates and similar documents, prescribed or required by state or local building regulations.

(10) "State agency" means any state department, board, bureau,

1. States that do not presently authorize counties to adopt building codes and that wish to make the state model code available to them, will have to enact additional authorizing legislation.
commission, or agency of this state.

(11) "Building" means a combination of any materials, whether portable or fixed, having a roof, to form a structure for the use or occupancy by persons, animals, or property. The word "building" shall be construed as though followed by the words "or part or parts thereof" unless the context clearly requires a different meaning.

(12) "Equipment" means plumbing, heating, electrical, ventilating, air conditioning, and refrigerating equipment, elevators, dumb waiters, escalators, and other mechanical additions or installations.

(13) "Construction" means the constructions, reconstruction, alteration, conversion, repair, equipment, or use of buildings, and requirements or standards relating to or affecting materials used in connection therewith, including provisions for safety and sanitary conditions.

(14) "Owner" means the owner or owners of the freehold of the premises or lesser estate therein, a mortgagee or vendee in possession, assignee of rents, receiver, executor, trustee, lessee or other person, firm, or corporation, in control of a building.

(15) "Local legislative body" means the council, board, trustees, board of commissioners, or other legislative body charged with governing the municipality or county.

(16) "State building construction code" means the state building construction code provided for in section 5 hereof, or any portion thereof of limited application, and any of its modifications or amendments.

Section 3. Division of Building Codes. There is hereby created a division of building codes, hereinafter referred to as "the division," in the [appropriate state department].

2. Practice varies among the states concerning statutory assignment of responsibility. Some states may wish to assign general responsibility to an appropriate existing agency thus giving authority to the head of the agency to establish the necessary organizational structure within his agency to carry out the purposes of this act.
Section 4. Advisory Council. (a) There is hereby created a building code advisory council, hereinafter referred to as the "advisory council," of seven members to be appointed by the governor, including at least one member who is a registered architect or professional engineer, competent in the field of building regulations.

(b) The director shall serve as secretary of the advisory council. The governor shall select a chairman from among the members of the advisory council.

(c) The members of the advisory council shall serve at the pleasure of the governor. A member shall receive no compensation for his services but shall be entitled to reimbursement for necessary and actual expenses incurred in his official service on the advisory council.

(d) The advisory council shall consider rules and regulations as provided in section 5 and any other matters related to the purposes of this act submitted to it by the director and may make recommendations on its own initiative to the director concerning the administration of this act. The advisory council shall meet at the call of the chairman or at the written request of [three] members, but it shall meet at least once a year.

Section 5. Powers of the Director. In addition to any other powers conferred on him by law, the director shall have the power to:

(1) Adopt, amend, and repeal rules and regulations relating to the construction of all buildings or classes of buildings, or the installation of equipment therein, and to prescribe standards or requirements for materials to be used in connection therewith, including provisions dealing with safety and sanitation. Such rules and regulations shall constitute the "state building construction code" and when adopted as herein provided, shall be acceptable for the buildings to which it is applicable.

(2) Hold hearings relating to any aspect of or matter in the
administration of this act, and in connection therewith, issue subpoenas to compel the attendance of witnesses and the production of evidence.

(3) Issue such orders as necessary to effectuate the purposes of this act and enforce the same by all appropriate administrative and judicial proceedings.

(4) Enter, inspect, and examine buildings or premises necessary for the proper performance of its duties under this act.

(5) Study the operation of the state building construction code, local building regulations, and other laws related to the construction of buildings to ascertain their effects upon the cost of building construction and the effectiveness of their provisions for health, safety, and security.

(6) Recommend tests and approvals or require the testing and approval of materials, devices, and methods of construction to ascertain their acceptability under the requirements of the state building construction code and issue certification of such acceptability.

(7) Provide for the testing and approval of materials, devices, and methods of construction.

(8) Appoint experts, consultants, technical advisers, and advisory committees for assistance and recommendations relative to the formulation and adoption of the state building construction code.

(9) Advise, consult, and cooperate with the advisory council and other agencies of the state, local governments, industries, and interested persons or groups.

(10) Make rules for the organization and internal management of the division, and for such other purposes as necessary and desirable or proper in carrying out the powers and duties of this act.

Section 6. Procedure for Acceptance [and Withdrawal] by Municipalities and Counties. (a) The state building construction code shall be applicable in each municipality and county in the state in which the legislative body has adopted or enacted a resolution accepting the applicability of such code and

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shall have filed a certified copy of such resolution in the
office of the division and in the office of the secretary of
state. The state building construction code shall become effec-
tive in such municipalities and counties upon the date fixed by
the municipality or county in such resolution if the date is
not more than [six months] after the date of adoption of the
resolution.

(b) Any municipality or county in which the state building
construction code has become applicable, at any time after one
year has elapsed since such code became applicable to such mu-
nicipality or county by resolution of the local legislative
body, may withdraw from the application of the code; but before
the resolution is voted upon, the local legislative body shall
hold a public hearing after giving not less than [twenty] nor
more than [thirty] days' public notice together with written
notice to the division of the time, place, and purpose of such
hearing. A certified copy of the vote of the local legislative
body thereon shall be transmitted, within [ten] days after the
vote is taken to the division and to the [secretary of state]
for filing in the office of the [department of state]. The
resolution shall become effective at a time to be specified
therein, which shall be not less than [one hundred eighty] days
after the date of adoption. Upon the effective date of the
resolution, the state building construction code shall no longer
apply to the municipality or county except that construction of
any building pursuant to a permit theretofore issued shall not
be affected by the withdrawal.

(c) A municipality or county which has withdrawn from the
application of the state building construction code, at any time
thereafter, may restore the application of the code in the same
manner as specified in subsection (a) of this section.]
accepted standards of engineering and fire-prevention practices.

(2) To formulate these standards and requirements, utilize
existing standards, or to formulate new standards where no
adequate standard currently exists, so far as may be practicable,
in terms of performance objectives, so as to make adequate per-
formance for the use intended the test of acceptability.

(3) To permit to the fullest extent feasible, the use of
modern technical methods, devices, and improvements which tend
to reduce the cost of construction consistent with reasonable
requirements for the health, safety, and security of the occu-
pants or users of buildings.

(4) To encourage, so far as may be practicable, the stand-
ardization of construction practices, methods, equipment, mate-
rial, and techniques.

(5) To eliminate restrictive, obsolete, conflicting, and
unnecessary building regulations and requirements which tend to
increase unnecessarily construction costs or retard unneces-
sarily the use of new materials, or provide unwarranted prefer-
ential treatment to types or classes of materials or products
or methods of construction.

Section 8. Limitation of Application. The director may
limit the application of any rule or regulation or portion of
the state building construction code so as to include or exclude:

(1) Specified classes or types of buildings, according to
use, or such other distinctions as may make differentiation or
separate classification or regulation necessary, proper, or
desirable.

(2) Specified areas of the state based upon size, popula-
tion, density, special conditions prevailing therein, or such
other factors as may make differentiation or separate classifi-
cation or regulation necessary, proper, or desirable.

Section 9. Procedure for Adoption of Rules and Regulations
and Their Modification, Amendment, or Repeal. (a) No rule or
regulation and no amendment or repeal of the state building
construction code shall take effect except after public hearing
on due notice [as provided in the state administrative procedure
act] [insert desired procedural details, if there is no appli-
cable statute], and the advisory council has been afforded not
less than [thirty] days, prior to publication of the proposed
text, to comment thereon.

(b) Nothing in this section shall be construed to require
a hearing prior to the issuance of an emergency order pursuant
to sections 13 and 14 of this act.

(c) The text of any proposed rule or regulation or modifi-
cation, amendment, or repeal of a rule or regulation shall be
made available for inspection at the office or offices of the
division and shall be distributed to state agencies, local
building departments, state municipal law offices, and other
interested persons, groups, associations, and societies as may
request copies thereof.

(d) Every rule or regulation or modification, amendment, or
repeal of a rule or regulation adopted by the director shall
state the date on which it takes effect.

(e) Every rule or regulation or modification, amendment, or
repeal of a rule or regulation, immediately after adoption,
shall be certified by the director and transmitted to the [secr-
tary of state] for filing in the office of the [department of
state]. Upon filing, the rule or regulation or modification,
amendment, or repeal of a rule or regulation shall have the
force and effect of law, and the state building construction
code shall be deemed amended to the extent thereof and as re-
quired thereby. Copies thereof shall be sent by the director
to all state, municipal, and county officers having jurisdiction
over the construction of buildings affected thereby.

(f) The provisions of this section shall not apply to any
rule or regulation applicable solely to the organization or
internal management of the division.

Section 10. Incorporation of Different Standards by Director
Upon Recommendation of a Municipality or County. The local
legislative body of any municipality or county by resolution
duly enacted or adopted may recommend to the director the adop-
tion of rules and regulations imposing different standards for
construction in that municipality or county than provided gener-
ally for such municipality in the state building construction
code.

If the director finds that different standards are reasonably
necessary because of special conditions prevailing within the
municipality or county and that the standards conform to ac-
cepted engineering and fire prevention practices and the pur-
poses of this act, the director may adopt rules or regulations
establishing the standards, in whole or part. The director shall
have the power to limit the term or duration of such rules or
regulations, to impose conditions in connection with the adop-
tion thereof, and to terminate the rules and regulations at
such times and in such manner as the director deems necessary,
desirable, or proper.

Section 11. Issuance of Licenses, Permits, and Certificates.
Any building hereafter constructed in conformity to the provi-
sions of the state building construction code and the provisions
of this act shall be deemed to comply with all state, municipal,
and county building regulations, unless modified by section 10,
whenever the state building construction code has been adopted
by a municipality or county. The owner, builder, architect,
lessee, tenant or their agents, or other interested person, upon
a showing of compliance with such code, may demand and obtain,
upon proper payment being made therefore in appropriate cases,
any permit, license, certificate, authorization, or other re-
quired document, the issuance of which is authorized pursuant
to any state or local building regulation, and it is the duty
of the appropriate state, municipal, or county officer having
jurisdiction over the issuance to issue permit, license, certi-
ficate, authorization, or other required document, as provided
herein.

Section 12. State Building Construction Board of Appeals and
Review. (a) There is hereby created a state building construc-
tion board of appeals and review of seven members to be appointed
by the governor, including at least one member who is a registered
architect or professional engineer competent in the field of
building regulations, and one member who has had experience in
the field of building inspection.
(b) The director shall serve as secretary of the board. The
governor shall select a chairman from among the members of the
board.
(c) The members of the board serve at the pleasure of the
governor. The members shall receive no compensation for their
services but shall be entitled to reimbursement for necessary
and actual expenses incurred in their official service on the
board. The board shall meet at the call of the chairman or at
the written request of [three] members. The board, however,
shall meet within [thirty] days following receipt of any appeal.

Section 13. Appeals Under the State Building Construction
Code; Powers and Duties of the State Building Construction Board
of Appeals and Review. (a) The board has exclusive and final
jurisdiction of all questions of fact arising from the adminis-
tration and enforcement of the state building construction code
by any state agency or local building department.
(b) The board has the power on satisfactory proof, after a
public hearing:
(1) To vary or modify, in whole or part, the applica-
tion of any provision or requirement of the state building con-
struction code if strict compliance with the provision or re-
quirement would cause any undue hardship; but no variance or
modification shall affect adversely provisions for health,
safety, and security and equally safe and proper alternatives
may be prescribed therefor.
(2) To reverse, modify, or annul, in whole or part,
any ruling, direction, determination, or order of any state
agency or local building department affecting or relating to
the construction of any building, the construction of which is
pursuant or purports to be pursuant to the provisions of the
state building construction code.
(3) To review, after disapproval or upon failure to
approve within sixty days after submission, any application for
permission for the construction of a building pursuant to the
provisions of the state building construction code, or plans or
specifications submitted in connection therewith; to reverse,
modify, or annul the disapproval in whole or part; and to make
a determination that the application or plans or specifications
are in compliance with the provisions of such code. If this
determination is made, the state, municipal, or county officer
charged with the duty shall forthwith issue any permit, license,
certificate, authorization, or other document required for the
construction.

(c) An application for a variance, modification, reversal,
annullment, or review may be made by any person aggrieved at that
time, and pursuant to this procedure, conditions and rules as
prescribed by the board. The board may charge and collect
reasonable fees therefore and make rules governing such charges.
The board shall fix a time for the hearing of an application
and shall require that due notice of the time and place of the
hearing be given to the applicant, the state agency or local
building department involved, and other interested persons as
may be concerned. Any person or a duly authorized representa-
tive of any state agency or local building department may ap-
pear at the hearing and be heard on the application.

(d) The board may subpoena all of the papers and documents
constituting the record upon which the application for a vari-
ance, modification, reversal, annullment, or review is based,
and the state, municipal, or county officer in charge thereof
shall forthwith upon receipt of the subpoena, transmit the
papers and documents to the board.

(e) An application for a variance, modification, reversal,
annullment, or review shall stay all proceedings in furtherance
of the action appealed from unless there is a showing by the
state agency or the local building department that a stay would
involve imminent peril to life or property.

(f) The board, in hearings conducted under this section,
shall not be bound by common law or statutory rules of evidence
or by technical or formal rules of procedure.

(g) Applications shall be decided on promptly. In every
case the board shall state generally the reason or reasons for
its decision.

(h) All decisions of the board require concurrence of at
least two of its members if a minimum quorum is present to be-
come effective.

(i) The decision of the board shall state the date on which
it takes effect, and a copy thereof, duly certified by the
chairman of the board, shall be filed as a public record in the
office of the division and a copy thereof shall be sent to the
parties and to all state agencies or local building departments
affected thereby.

(j) The decision of the board shall be final as to all ques-
tions of fact. Within [thirty] days after the mailing of notice
of a decision by the board, any party in interest who appeared
before the board in connection with the application may petition
the [insert court of original jurisdiction] in the judicial
district where the building is located for the review of ques-
tions of law involved in such decision in the manner provided
in [cite appropriate provisions of judicial review statute].
The petitioner shall serve a copy of the petition and the ac-
companying papers upon the board at least [eight] days prior to
the date for which the application for relief is notices, unless
a shorter time is prescribed by an order to show cause granted
by the court to which application is made or a judge thereof.
The board, in its discretion, may certify to the court in which
the proceeding is pending questions of law involved in its deci-
sion. Such proceeding to review and the questions so certified
are entitled to a preference. Appeals may be taken from the
decision of the court in the manner and subject to the limita-
tions provided in the [judicial review statute]. It is not
necessary to file exceptions to the rulings of the board. Upon
final determination of the proceeding to review, the board shall
enter a decision in accordance with such determination.

(k) A record of all decisions of the board properly indexed
shall be kept in the office of the board. The record shall be
open to public inspection at all time during business hours.
Section 14. Appeals from Municipalities and Counties Not
Adopting the State Building Construction Code; Powers and Duties
of the State Building Construction Board of Appeals and Review.

(a) The board shall have the authority to review, upon appeal
by a person aggrieved by an order, requirement, or direction of
a local or state building official, the requirements and provi-
sions of local or state building regulations as they apply to
proposed uses of materials, components, systems, or construction
methods with respect to conformity with nationally recognized
standards, accepted engineering practices, or state and national
model codes; but review in this section does not apply to orders,
requirements, or directives issued pursuant to the state build-
ing construction code.

(b) Any person aggrieved by an order, requirement, or direc-
tive of a municipal or county inspector of buildings, within
thirty days after the service thereof, may appeal to the board
for relief. The board shall examine the matter and hear the
parties within [thirty] days following receipt of any appeal,
and within ten days after the hearing, may alter, annul, or
affirm the order, requirement, or directive. The decision of
the board has the same effect as the original order, require-
ment, or directive of the municipal or county inspector. If the
decision annuls or alters the order, requirement, or directive
of the inspector, the board shall order the inspector not to
enforce his order, requirement, or directive. Copies of the
decision of the board shall be transmitted to each municipality

3. Some states may wish to proceed with the establishment of a
review board independently of taking action on a model state build-
ing code. While the necessary language will vary depending on whether
the board is established in an existing agency or as an independent
agency, this section will provide the basis for the powers and func-
tions of the board. Additional language will be required to specify
the relation of the board's review authority to the existing building
construction regulatory authority of other agencies. Consideration
must be given to the extent to which the board can overrule other
state agencies and local governments.

4. This proviso will not be needed for a state considering the
establishment of the board without including authority for develop-
ment of a model building code.
and county within this state to inform code enforcing jurisdictions that the alternative material and type or method of construction approved or disapproved, may or may not, as the case may be, be used for building construction.

(c) The board, in arriving at its decisions, shall determine whether the materials or method or system will provide adequate performance for the purposes for which the use is intended. Adequate performance shall be determined in conformity to accepted standards of engineering practice and national or state model building codes. To the extent that they are applicable, the board shall apply the standards and provisions of the state model building code.  

(d) In arriving at its decision, the board may adopt regulations setting forth alternatives to the materials and to the type or method of construction specified in any ordinance, rule, or regulation, in any special law applicable to a municipality or county, related to the construction, reconstruction, alteration, and repair, demolition, removal, use, or occupancy, and to the standards of materials to be used in construction, reconstruction, alteration, repair, demolition, removal, use, or occupancy, or buildings or other structures in any municipality or county. These alternatives shall provide adequate performance for the purposes for which their use is intended. Adequate performance shall be determined in conformity to accepted standards of engineering practice as to the materials and type or method of construction therein referred to. And, to the extent that they are applicable, the board shall apply the standards and provisions of the state model building code.  

(e) Upon the deposit of the regulations with the secretary of state, the regulations shall be used in reviewing the

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5. This sentence will not be applicable to a state considering establishment of a building construction board of appeals and review without including authority for development of a model building code.  
6. See footnote 5.
decisions of local government officials and agencies rendered pursuant to [appropriate statutory authority permitting local governments to adopt building codes]. Copies of the regulations of the board shall be transmitted to each municipality within this state.

Section 15. Administration. (a) The examination and approval or disapproval of plans and specifications, the issuance and revocation of building permits, licenses, certificates, and similar documents, the inspection of buildings and the administration and enforcement of building regulations shall continue to be the responsibility of the municipalities and counties of the state. Except as otherwise expressly provided herein, the administration and enforcement of the provisions of the state building construction code are the responsibility of the municipalities and counties as prescribed by local law or ordinance.

All provisions of law relating to the administration and enforcement of local building regulations in any municipality or county shall be applicable to the administration and enforcement of the state building construction code in such municipality or county.

(b) For and in aid of the administration and enforcement of the state building construction code, and in addition to and not in limitation of powers heretofore or hereunder vested in them by law, each municipality or county of the state may:

(1) Examine and approve or disapprove plans and specifications for the construction of any building, the construction of which is pursuant or purports to be pursuant to the provisions of the state building construction code, and direct the inspection of such buildings during and in the course of construction.

(2) Require that the construction of the building be in accordance with the applicable provisions of the state building construction code, subject to the powers of variance or modification granted to the board in sections 13 and 14 of this act.

(3) Order in writing the remedying of any condition found to exist in, on, or about any building in violation of the state building construction code. Orders may be served upon
the owner or his authorized agent personally or by sending by
registered mail a copy of the order to the owner or his author-
ized agent at the address set forth in the application for per-
mission for the construction of the building. Any local build-
ing department, by action of an authorized officer thereof, may
grant in writing such time as may be reasonably necessary for
achieving compliance with the order.

(4) Issue certificates of occupancy, permits, licenses,
and such other documents in connection with the construction of
the buildings as required by building regulations or which the
director may deem necessary, desirable, or proper. A certifi-
cate of occupancy for a building constructed in accordance with
the provisions of the state building construction code shall
certify that such building conforms to the requirements of the
building regulations applicable to it. The certificate shall
be in such form as the director prescribes. Every certificate
of occupancy, unless and until set aside or vacated by the board
or a court of competent jurisdiction, is binding and conclusive
upon all state, municipal, and county agencies, as to all mat-
ters therein set forth and no order, directive, or requirement
at variance therewith may be made or issued by any other state,
municipal, or county agency.

(5) Make, amend, and repeal rules for the administra-
tion and enforcement of the provisions of this section, and for
the collection of reasonable fees in connection therewith, which
fees shall be comparable to fees imposed or prescribed by exist-
ing local building regulations.

(6) Prohibit the commencement of construction until a
permit therefore has been issued by the local building depart-
ment after a showing of compliance with the requirements of the
applicable provisions of the state building construction code.

Section 16. Injunction and Abatement of Illegal Construction.
If the construction of a building is pursuant, or is purported
to be pursuant to the provisions of the state building construc-
tion code, the construction or use thereof in violation of any
provision of the state building construction code or any lawful
order of a local building department made thereunder may be en-
joined by a judge of the [insert county court of original juris-
diction] in the judicial district in which the building is
located on the petition of an appropriate municipal or county
officer or any other person aggrieved thereby, and the removal
of the building or its abatement as a public nuisance may be
ordered.

Section 17. Penalties for Violation. Any person, having
been served with an order pursuant to the provisions of section
15(b)(3), who fails to comply with the order within [thirty]
days after service or within the time fixed by the local build-
ing department for compliance, whichever is the greater, and
any owner, builder, architect, tenant, contractor, subcontractor,
construction superintendent, or their agents, or any other per-
son taking part or assisting in the construction or use of any
building who knowingly violates any of the applicable provisions
of the state building construction code or any lawful order of
a local building department made thereunder shall be punishable
by [a fine of not more than [five hundred] dollars, or [thirty]
days in jail, or both] [civil penalty of [ ] dollars per day
during the continuance of the violation].

Section 18. Local Building Regulations. (a) Nothing in
this act shall be construed as prohibiting any municipality or
county from adopting or enacting any building regulations re-
lating to any building within its limits, but no municipality or
county in which the state building construction code has been
accepted and is applicable may have the power to supersede,
void, or repeal or make more restrictive any of the provisions
of this act or of the rules and regulations adopted by the di-
vision hereunder.

(b) Nothing in this act shall be construed as abrogating or
impairing the power of any municipality or county or local build-
ing department to enforce the provisions of any building regu-
lation, or the applicable provisions of the state building con-
struction code, or to prevent violations or punish violators
thereof, except as otherwise expressly provided in this act.
Section 19. Separability. [Insert separability clause.]

Section 20. Effective Date. [Insert effective date.]
STATE LICENSING OF BUILDING INSPECTORS

Adequate enforcement of building regulations is of direct concern to state governments in their exercise of the police power to protect the health and safety of their citizens. Building inspection requires technical competence to administer modern performance-type codes, and advances expected in building technology demand a more expert knowledge of a wide variety of building practices and materials. Recognizing the need for qualified personnel to meet these demands, the Advisory Commission on Intergovernmental Relations recommended in its report, Building Codes: A Program for Intergovernmental Reform, that professional qualifications be established for building inspectors and that they be licensed by the state.

The suggested legislation authorizes the creation of a state licensing board empowered to establish qualifications for certified building inspectors and to license candidates who establish their fitness on the basis of examinations. The bill attempts to meet objections sometimes raised regarding occupational licensing programs by: (a) clearly establishing that the primary purpose of the legislation is to protect the public health and safety and (b) making the membership of the licensing board representative of the broad public interest.

The bill establishes procedures for the certification of any person using the title of professional building inspector or certified building inspector, electrical inspector, mechanical inspector, and gives recognition to trainees. It provides that all building inspection for state or local governments be performed under the direct supervision of a certified inspector.

The proposal does not contemplate licensing persons responsible for inspection of buildings with respect to maintenance standards such as those contained in housing codes. It does require, however, that inspections of new construction, alterations, or renovations be performed by licensed inspectors. In jurisdictions where both types—maintenance and new construction—of inspections are performed by the same personnel, inspectors are required to be licensed. Where inspection staff responsibilities are separated, maintenance inspectors are exempt from the provisions of this act.

Section 3 establishes a seven-member board appointed by the governor, and serving at his pleasure. At least one of the members must be a licensed certified inspector. The chairman of the board is designated by the governor. It is suggested that the board be established in an existing state agency responsible for building regulation or in a centralized occupational licensing department if one exists, rather than creating an independent agency.

Section 4 provides that the head of the state agency in which the board is established be designated as secretary. The secretary is empowered to appoint personnel or provide staff services necessary to assure the efficient operation of the board to carry out its
responsibilities. The board is required to adopt rules and regulations for the discharge of its responsibilities and all meetings must be open to the public. Section 5 specifies the penalty for illegal use of the title "certified inspector."

Five categories for licenses are established in section 6, including: professional building inspector; certified building inspector; certified electrical inspector; certified mechanical inspector; and trainees for certified inspector. While the categories reflect varying degrees of responsibility, training, and experience, the draft bill attempts to ensure open entry into the field. There are no major barriers to the right of an individual to become a certified inspector if he is acquiring experience in building inspection. Public agencies, of course, may develop training programs for sub-professional inspection personnel to encourage trainees to qualify for certification.

Section 7 establishes procedures for disciplinary action. All proceedings of the board must be conducted in accordance with the state administrative procedure act. Grounds for disciplinary action are specified in subsection 7(c).

The board is authorized in section 8 to establish fees for examinations, issuance of licenses, and renewal of licenses. Revenue from such fees is to be deposited in the general fund of the state. Section 9 includes optional language to those states that may wish to certify automatically without examination all those persons holding positions as building inspectors at the time of the adoption of the act.

Section 10 establishes qualifications for building inspectors employed by state and local code enforcing agencies. Such persons are required to hold the appropriate certified inspector's certificate in one of the five categories specified in section 6. Finally, section 11 provides for possible judicial review of all final administrative actions of the board.

It can be expected that under a state licensing program, salaries of local building inspectors would have to be increased to attract candidates with necessary qualifications. States may also wish to consider a program of state salary supplements to accompany the adoption of licensing as authorized in the draft bill, "State Assistance to Local Governments for Building Inspection," on page

Suggested Legislation

[Title should conform to state requirements.]

(Be it enacted, etc.)

1  Section 1. Purpose. Because recent advances in building

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technology require expert knowledge of a wide variety of building practices and materials and because of the need for competent officials properly to carry out their responsibilities in the interest of the public health, safety, and welfare in administering and enforcing modern performance-type building codes, it is the purpose of this act to establish procedures for the certification of any person holding a position as a building inspector, electrical inspector, or mechanical inspector. It is the further purpose of this act to require all persons performing duties with respect to the inspection of building construction for any state agency or department or for any political subdivision within this state to be licensed as certified inspectors as provided in this act.

Section 2. Definitions. As used in this act:

1. "Board" means state board of building inspectors.
2. "Building" means a structure built, erected, and framed of component structural parts, designed for the housing, shelter, enclosure, occupancy, use, and support of individuals, animals, or property of any kind.
3. "Building inspection" is the inspecting of the workmanship, materials and manner of construction of buildings and structures and the examination and approval of plans and specifications, to determine whether prescribed standards are met by such workmanship, materials and manner of construction, [and to determine whether there is compliance with zoning, platting, and subdivision regulations].
4. "Certified inspector" means a person licensed under this act to engage in the profession of inspecting the workmanship, materials and manner of construction of buildings and structures, or portions of buildings and structures, to determine whether prescribed standards are met by such workmanship, materials and manner of construction.

Section 3. Establishment. (a) There is hereby established

1. Some states may wish to add additional positions.
in the [appropriate state agency or department]² a state board
of building inspectors, which shall consist of seven members
appointed by the governor to serve at his pleasure, at least
one of whom shall be a certified inspector in this state. The
governor shall designate one of the members as chairman.

(b) The members of the board shall serve without compensa-
tion. Each member shall receive necessary travel and other ex-
penses incurred in the actual performance of his duties. Before
entering upon the discharge of his duties, each member of the
board shall take and subscribe the oath of office and file it
with the [secretary of state].

Section 4. Organization. (a) The [appropriate state offi-
cial]³ shall serve as secretary to the board and shall appoint
personnel or provide staff services adequate for the efficient
operation of the board to carry into effect the provisions of
this act.

(b) The board shall adopt a seal for its own use. The
seal shall have the words "state board of building inspectors"
inscribed thereon.]

(c) The secretary shall have the care and custody of the
seal. The secretary shall keep an accurate record of all pro-
cedings of the board, which shall be open to inspection by the
public at all reasonable times.

(d) The board shall adopt necessary rules and regulations
for the discharge of its responsibility. All meetings of the
board shall be open and public, except that executive sessions
of the board may be held to discuss and prepare examination
questions and to grade the examinees.

(e) The [board] [appropriate state official] shall refer
alleged violations to [the appropriate state official].

(f) The board may, in accordance with the provisions of

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2. E.g., a department with responsibility for building codes,
mechanical codes, etc., or a centralized occupational licensing de-
partment as proposed in the 1953 Program of Suggested State Legisla-
tion of the Council of State Governments.

3. The head of the state agency or centralized occupational
licensing department, as the case may be. See preceding footnote.
Section 5. Application of Act. (a) It shall be unlawful for any person, on and after [effective date], 4 without possessing a valid certificate, to use the title or term, "certified inspector," or to use, without possessing such a valid certificate, the title or term "professional building inspector," "certified building inspector," "certified electrical inspector," "certified mechanical inspector," or "trainee for certified inspector" in any sign, card, listing, advertisement, or in any other manner that would imply or indicate that he is a certified inspector licensed under this act. Violation of this subsection shall constitute a misdemeanor, punishable by a fine of not less than $[ ] nor more than $[ ] or by imprisonment in the county jail not exceeding [ ], or by both such fine and imprisonment.

Section 6. Issuance of Certificates. (a) Subject to the rules and regulations governing examinations, a candidate for a certificate of a type issued under this act shall be entitled to an examination for such a certificate if he meets the qualifications prescribed by this section for the certificate. Before taking the examination, he shall file his application with the secretary and pay the application fee as may be established by the board.

(1) A candidate for a certificate as a "professional building inspector" shall meet one of the following qualifications:

(i) be a registered civil engineer, mechanical engineer, electrical engineer, or architect, or

(ii) have completed [four] years of technical or university training in the field of civil engineering, mechanical

4. Leave sufficient time to permit organization of the agency and development and administration of the initial examination under the act.
engineering, electrical engineering, or architecture and have had at least [two] years of building inspection experience.

(2) A candidate for a certificate as a "certified building inspector" shall have a high school education or the equivalent thereof or formal schooling and actual experience and shall also meet one of the following qualifications:

(i) have been a journeyman building trades craftsman for at least [four] years, at least [two] years of which were as a building trades craftsman foreman; and, in addition, have had at least [two] years of service as a building inspector, or

(ii) have been a journeyman building trades craftsman for at least [four] years and have had at least [three] years of service as a building inspector, or

(iii) have had at least [six] years of building inspection experience.

(3) A candidate for a certificate as a "certified electrical inspector" shall have a high school education or the equivalent thereof in formal school and actual experience, and shall also meet one of the following qualifications:

(i) have been a journeyman electrician for at least [four] years, at least [two] years of which were as an electrician foreman, and in addition have had at least [two] years of service as a building inspector of electrical systems, or

(ii) have been a journeyman electrician for at least [four] years and have had at least [three] years of service as a building inspector of electrical systems, or

(iii) have had at least [six] years of experience inspecting building electrical systems.

(4) A candidate for a certificate as a "certified mechanical inspector" shall have a high school education or the equivalent thereof in formal schooling and actual experience, and shall also meet one of the following qualifications:

(i) have been a journeyman plumber, refrigeration man, sheet metal man, or steamfitter for at least [four] years,
at least [two] of which were as a foreman, and in addition have
had at least [two] years service as a building inspector of
plumbing, heating, ventilating, or air-conditioning systems, or
(ii) have been a journeyman plumber, refrigeration
man, sheet metal man, or steamfitter for at least [four] years
and have had at least [three] years service as a building in-
spector of plumbing, heating, ventilating, air-conditioning
systems, or
(iii) have had at least [six] years of experience
inspecting building, plumbing, heating, ventilating, or air-
conditioning systems.

(5) A "trainee for certified inspector" shall have a
high school education or the equivalent thereof in formal
schooling or actual experience.

Public agencies may establish training programs for
certified inspectors. The board shall promulgate rules and
regulations establishing procedures for approving training pro-
grams under which trainees may acquire the necessary experience
to qualify for certified inspector. A trainee acquiring in-
spection experience in an approved program to qualify for certi-
fication as a certified inspector shall perform his services
under the direct supervision of a certified inspector who is a
holder of a certificate of the type issued in paragraphs (1),
(2), (3), and (4) of this subsection. Such experience shall be
deemed to meet inspection experience requirements of this sub-
section.

(b) The board, from time to time, may establish additional
categories of inspectors and provide for the qualifications
thereof as may be determined expedient and necessary.
(c) The board shall ascertain by written examination that
an applicant is qualified for a certificate of the type for
which he has applied by his knowledge and understanding of the
work performed by inspectors in the field covered by the certi-
ficate. If the applicant's examination is satisfactory, and if
the board finds that the applicant is of good moral character,
upon the payment of the certificate fee fixed by this act, the
secretary shall issue a certificate to the applicant, signed by
the chairman and the secretary, sealed with the seal of the
board, showing that the person named therein passed the examin-
ation and is entitled to practice as a designated type of cer-
tified inspector in this state, in accordance with the provi-
sions of this act. The board may deny or refuse to issue a
certificate to an applicant upon proof of the commission by the
applicant of any act or omission which would constitute grounds
for disciplinary action under this act if committed by a certi-
fied inspector.

(d) The board shall keep a record of the names and addresses
of all certificate holders and such additional personal data as
the board may require. A proper index and record of each cer-
tificate issued shall be kept by the board. Each certificate
shall contain such identifying information as the board may re-
quire. Certificates issued to practice as a certified inspector
within the provisions of this act shall be periodically reviewed
by the board. Certificates shall be renewable until revoked or
suspended for cause. A duplicate certificate to practice as a
certified inspector in place of one which has been lost, de-
stroyed, or mutilated, shall be issued upon proper application,
subject to the rules and regulations of the board. A duplicate
certificate fee fixed by this act shall be charged for the
issuance of such duplicate certificate.

Section 7. Discipline. (a) The board may upon its own
motion, and shall upon the verified complaint in writing of any
person, investigate the actions of any certified inspector, and
may suspend for a period not exceeding one year, or may revoke,
the certificate of any certified inspector who is found guilty
of any one or more of the acts or omissions constituting grounds
for disciplinary action under this act. Every accusation
against a certified inspector shall be filed within a six month
period, during which the inspector is within the jurisdiction
employing him, after discovery of the act or omission alleged
as the ground for disciplinary action, and with respect to an
accusation alleging a violation of subsection (c)(8) of this
section, the accusation shall be filed within a six month peri-
od, during which the inspector is within the jurisdiction em-
ploying him, after the discovery by the board of the alleged
facts constituting the fraud of misrepresentation prohibited by
subsection (c)(8) of this section. If any such accusation is
not filed within the time provided in this subsection, no action
against a certified inspector shall be commenced under the pro-
visions of this section.

(b) All proceedings for the suspension or revocation of
certificates under this act shall be conducted [in accordance
with the state administrative procedure act]. The board shall
have all the powers granted therein. After revocation of a
certificate upon any of the grounds set forth in this act, the
board may not renew or reissue such certificate; however, a
person may file with the board a new application for an examin-
ation. Upon showing that all loss caused by the act or omission
for which the certificate was revoked has been fully satisfied
and that all conditions imposed by the decision of revocation
have been complied with, the board, at its discretion, may
issue a new certificate.

(c) A certificate may be suspended or revoked if the board
determines that the holder:

(1) Is practicing in violation of the provisions of
this act.

(2) Has obtained the certificate by fraud or misrepre-
sentation, or the person named in the certificate has obtained
it by fraud or misrepresentation.

(3) Is impersonating a certified inspector or former
certified inspector of the same or similar name, or is practic-
ing under an assumed, fictitious, or corporate name.

(4) Has aided or abetted in practice as a certified
inspector any person not authorized to practice as a certified
inspector under the provisions of this act.

(5) Has been guilty of fraud or deceit in practice as
a certified inspector.

(6) Has been guilty of negligence or willful misconduct
constituting grounds for disciplinary action in practice as a certified inspector.

(7) Has been guilty of gross incompetence.

(8) Has affixed his signature to a report of inspection or other instrument of service where no inspection has been made by him or under his immediate and responsible direction, or has permitted his name to be used for the purpose of assisting any person, not a certified inspector, to evade the provisions of this act.

(d) The conviction of a felony in connection with the practice as a certified inspector constitutes grounds for revocation or suspension of a certificate. A plea or verdict of guilty or a conviction following a plea of nolo contendere made to a charge of a felony is deemed to be a conviction within the meaning of this section. The board may order the certificate suspended or revoked or may decline to issue a certificate if the time for appeal has elapsed or the judgment of conviction has been affirmed on appeal or if an order granting probation is made suspending the imposition of sentence irrespective of a subsequent order under the provisions of [cite appropriate section of penal code] allowing the person to withdraw his plea of guilty and to enter a plea of not guilty, or setting aside the verdict of guilty, or dismissing the accusation, information or indictment.

Section 8. Fees. The board may establish examination, license, and renewal fees as may be necessary to execute the purposes of this act. Such fees shall be deposited in the general revenue fund of the state.

Section 9. Temporary Provisions. (a) Notwithstanding the provisions of section 3, it is not required that there be at least one licensed certified inspector on the board during the first [four] years after the effective date of this act; however, there shall be at least one member with all the other qualifications specified in this act for a type of certificate, except a trainee for certified inspector, which is issued under this act.
(b) For the first two years subsequent to the effective date of section 10, trainees for certified inspector may credit experience acquired in inspection duties prior to effective date of section 10 toward minimum experience qualifications set forth in paragraphs (1), (2), (3), and (4) of section 6(a).

[(c) Notwithstanding any other provisions of this act, any person holding a position upon the effective date of this act as a building inspector, electrical inspector, or mechanical inspector, or any field of inspection provided for by this act, shall be entitled to receive a certified inspector's certificate in the appropriate inspector's classification set forth in paragraphs (2), (3), and (4) of section 6(a), if he files an application therefor.]

Section 10. Qualifications for Local and State Building Inspectors. After [appropriate date], all building inspection duties performed on behalf of any [county, city, village, borough] or of the state shall be performed by a holder of a certified inspectors' certificate pursuant to section 6(a)(1), (2), (3), and (4) of this act. Trainees for certified inspector shall perform their services under the direct supervision of a certified inspector.

Section 11. Judicial Review. All final administrative decisions of the board hereunder shall be subject to judicial review pursuant to the laws of this state.

Section 12. Separability. [Insert separability clause.]

Section 13. Effective Date. [Insert effective date.]
STATE ASSISTANCE TO LOCAL GOVERNMENTS FOR BUILDING INSPECTION

The states have a significant responsibility to provide the framework and machinery within which the objectives of modernization and uniformity of building codes can be realized. The adoption of modern, up-to-date local building codes and competent administration and enforcement of such codes are matters of statewide concern in the protection of the health and safety of its citizens.

The report of the Advisory Commission on Intergovernmental Relations, *Building Codes: A Program for Intergovernmental Reform*, indicates those building regulatory practices of a governmental nature that tend to inhibit the advancement of housing and building technology. Among the several recommendations for federal, state, and local action are those to improve the quality of administration and personnel at the local level. The draft bill, "State Model Building Code" on page of this publication, would encourage uniformity of building codes through local adoption of a statewide model code and establishment of a state-level appeals and review agency for interpretation of local building codes decisions. To professionalize building inspection, a draft bill, "State Licensing of Building Inspectors," on page has been prepared.

The following suggested act gives the state a positive role in upgrading and improving the quality of local building code administration. It includes five assistance programs that could be undertaken by state government. The state is authorized to: provide technical and advisory assistance on the adoption, administration, and enforcement of building codes; provide financial assistance to supplement salaries of local building inspectors; provide inspection services by the state to local governments on a reimbursable basis; establish minimum staffing requirements for local building inspection services; and conduct training programs for building officials.

Section 1 sets forth briefly the purpose of the act and section 2 deals with definitions.

Section 3 authorizes establishment of technical and financial assistance to local governments. Subsection (b) empowers the state agency to provide technical assistance, on request, to local governing bodies. Such assistance could include: serving as a clearinghouse of information for the benefit of local government about the problems of building code administration and enforcement; reviewing proposed local building regulations; promoting the use of up-to-date methods for sound building inspection programs; studying the problems affecting building code programs of local government and recommending to the governor and legislature such changes as may seem necessary to strengthen local government building inspection practices.

Subsection (c) authorizes the state agency to supplement salaries of local building inspectors. Grants may be made to individual local governments for expenditures incurred for salaries of building

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inspectors. Recent examples of state salary supplement programs can be cited for tax assessors in Maryland and for sewage treatment plant operators who meet state technical qualifications in New York. The availability of state money for this program could be related to minimum staffing requirements as suggested in section 5 of the suggested act. The eligibility criteria to qualify for the supplement program are based on local financial resources, including income from permit fees, number of building permits issued and dollar value of construction.

Section 4 of this act authorizes the state agency to provide building inspection services on a reimbursable basis to those local governments unable to maintain satisfactory performance either because of inadequate staff or fiscal resources, or both. The state agency then bills the local government for the cost of providing inspection services. This program may be used to assure continuance of local inspection programs in cases where local governments did not meet state mandated minimum staffing requirements as authorized in section 5.

To advance the level of competence of local inspection practices, section 5 authorizes the state agency to establish minimum staffing requirements for all local governments. Such requirements may lead to some difficulties for the smaller jurisdictions if they are required to employ full-time officials. There are, however, several alternative ways in which this difficulty can be overcome. Two or more small municipalities may jointly employ a single inspector or enter into an agreement with the county for part-time employment of an inspector; or they might employ a professional consultant, or join with several other jurisdictions for the purpose of building code administration. The salary supplement program, authorized in section 3, could be utilized in some instances, to help local governments meet the state's minimum staffing requirements by making employment more attractive to qualified persons.

Section 6 authorizes the state to conduct training and educational programs on building inspection. The state agency is authorized to cooperate with associations of public officials, professional building officials organizations, university faculties, and others in formulating and administering such programs. Pre-entry and in-service training of building inspectors is an indispensable prerequisite for code enforcement programs. Competent, knowledgeable inspectors, with an established reputation for honesty and sound judgment are a priceless asset and should be considered the precondition for the ideal development of building code enforcement programs. Extension courses, correspondence courses, and seminars conducted by universities have been undertaken in a few states, such as Connecticut, New York, New Jersey, Pennsylvania, and North Carolina. These courses usually have been joint undertakings of a college or university and one of the national or state building officials organizations. Finally, in those states establishing a licensing program for building inspectors, the state licensing board and the state agency responsible for training, should cooperatively develop training programs designed to qualify candidates for an inspector's license.
Suggested Legislation

[Title should conform to state requirements.]

(Be it enacted, etc.)

Section 1. Purpose. It is hereby declared to be the public policy of this state to protect the health and safety of its citizens through improved administration and enforcement of building codes. Recent advances in building technology demand increasingly expert knowledge by building officials of a wide variety of building practices and materials and place additional demands on the capabilities and resources of local governments in maintaining adequate building inspection services. It is the purpose of this act to aid local governments in the performance of their responsibilities in administering and enforcing building codes by providing state assistance, including: technical and advisory assistance in the adoption, administration, and enforcement of building codes; financial assistance to supplement salaries of local building inspectors; provision of state inspection services to local governments on a reimbursable basis; and provision of training courses in building inspection for local and state building officials. It is also the purpose of this act to assure adequate performance of building inspection services by establishing minimum staffing requirements for local government building inspection.

Section 2. Definitions. As used in this act:

1. "Local government" means any county, city, village, or town within this state.

2. "Agency" means [insert name of the appropriate state agency or state government].

3. "Building code" means building regulations heretofore or hereafter enacted or adopted pursuant to [cite appropriate statutes enabling local governments to adopt and enforce

1. The agency charged with this function will vary from state to state. Normally, it would be located in one of the functions assigned to an existing agency responsible for building codes, local affairs, or local planning and development assistance.
building codes].

(4) "Certified inspector" means a person licensed to engage in the inspection of workmanship, materials, and manner of construction of buildings and structures to determine whether prescribed standards are met.  

Section 3. State Technical and Financial Assistance. (a) Purpose. It is the intent of this section to provide technical assistance to local governments in drafting, adopting, administering, and enforcing building codes and financial assistance in the form of grants to supplement salaries of local building inspection personnel.

(b) Authorization of State Technical Assistance. The agency is authorized and directed to provide technical and advisory assistance regarding the adoption, administration, and enforcement of building codes to local governments on request. In providing this assistance the agency is authorized and directed:

(1) To serve as a clearinghouse, for the benefit of local governments, of information concerning the problems of building code administration and enforcement.

(2) To provide, on request, advisory review of proposed local building regulations, including technical and legal evaluation.

(3) To promote the use by local governments of such methods for sound building inspection programs as modern performance-type codes and regulations, competent staffing, and in-service training.

(4) To study problems that affect building code programs of local government and to recommend to the governor and the legislature such changes as may seem necessary to maintain and strengthen local government building inspection practices.

(5) To supply, when requested, information, advice and assistance to governmental and civic groups which are studying problems of local government inspection practices.

2. Draft legislation to provide for the licensing of building inspectors, "State Licensing of Building Inspectors," may be found on page 289 of this publication.
(6) To consult and cooperate with other state agencies, with local governments and officials, and with federal agencies and officials, in carrying out the purposes of this subsection.

(c) **Salary Supplements for Local Building Code Inspectors.**

(1) The agency is hereby authorized to make grants to local governments to supplement salaries of local building inspectors. Such grants shall be apportioned from appropriations made by the legislature. The agency is authorized in its discretion to make advances in anticipation of state reimbursement provided for in this subsection.

(2) Grants to individual local governments shall not exceed [20] percent of that amount approved by the agency as having been duly expended by the local government for the salaries of licensed professional building inspectors. Such state assistance shall be paid on account of such salary expenditures after the termination of the fiscal year of the local government and after the agency shall have determined, in accordance with this subsection that:

(i) the total of such expenditures is properly attributable to salaries, and

(ii) the application for funds complies with the qualifications for state assistance.

(3) Subject to the grant limitations established in paragraph (2) of this subsection, the agency shall, in accordance with its rules and regulations, establish criteria to determine need for and amount of such state assistance. Such criteria shall be based on measurements reflecting the added salary costs in recruitment of licensed building inspectors and meeting minimum staffing requirements established by the state.

(4) All payments of such state assistance shall be made to the local government from the state treasury upon the audit.

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3. This section is primarily intended for use by states requiring local governments to employ licensed professional inspectors because of anticipated higher salary requirements resulting from a state licensing program (see proposed bill on page 289 of this publication) or from state minimum staffing requirements as provided in section 5 of this act.
and warrant of the [insert title of appropriate state official].

(5) A local government applying for state assistance pursuant to this subsection shall submit to the agency within [60] days after the termination of the fiscal year of the local government an application in such form and containing such information as the agency shall require in order to effectuate the provisions of this subsection.

Section 4. Inspection Services on a Reimbursable Basis.

(a) Purpose. It is the intent of this section to provide state building inspection services to those local governments unable to maintain satisfactory building inspection services because of the unavailability of adequate staff resources or because of the greater expense of maintaining services of certain local governments.

(b) Authorization. The agency is hereby authorized within its discretion and upon written request from a local government, to provide inspection services upon payment by the local government making the request, of the cost of such services. The agency may employ or contract for the services of personnel necessary to carry out the provisions of this section, subject to the limitations of [cite appropriate statute].

(c) Reimbursement to Appropriation. All monies received by the agency in payment for furnishing inspection services authorized under this section shall be deposited to the credit of the appropriation or appropriations from which the cost of providing inspection services has been paid or is to be charged. 4

(d) Reports. The agency shall furnish annually to the governor [and the legislature] a report on the scope of the services so provided.

Section 5. Minimum Staffing Requirements for Local Building Departments. (a) Purpose. The intent of this section is to establish minimum staffing requirements for building departments of all local governments within this state with respect to

4. This subsection may require adjustment to comply with state constitutional requirements.
enforcement and administration of building codes adopted pur-
suant to [cite appropriate statutes enabling local governments
to adopt and enforce building code regulations] in order to
assure that code enforcing jurisdictions are properly carrying
out their responsibilities in the interest of public health,
safety, and welfare in administering and enforcing building
codes.

(b) **Authorization.** The agency is hereby authorized to make
and publish rules and regulations prescribing standards with
respect to the number and qualifications of personnel engaged
in inspecting the workmanship, materials, and manner of con-
struction of buildings and structures, or portions of buildings
and structures, for municipal and county building departments
within the state. Such standards shall be based on, but not be
limited to:

(1) The volume, dollar value, and type of building con-
struction activity and number of permits issued within the code
enforcing jurisdiction.

(2) The budget and staffing, including work load,
training, and experience, of the local building department.

(c) **Certification and Hearings.** The agency shall certify
those local government building departments satisfactorily meet-
ing such standards as provided in subsection (b). The agency
may revoke or suspend local certification on its own motion.
Hearings shall be held and appeals permitted on any such pro-
ceedings for certification or revocation of certification as
provided [cite state administrative procedure act].

(d) **Failure to Meet Certification.** If the local government
has not corrected those acts or omissions for which certifica-
tion was refused, revoked, or suspended, the agency may, at its
discretion, provide such staff services as may be necessary to
carry out the purposes of this section. The agency shall bill
the local government for such inspection services until such
time as it is fully satisfied that all conditions imposed by the
decision of refusal of certification, revocation, or suspension
shall have been complied with. All monies received by the
agency in payment for providing inspection services as may be required under this subsection shall be deposited to the credit of the appropriation or appropriations from which the cost of providing inspection services has been charged.

Section 6. Training Programs. (a) Purpose. It is the intent of this section to authorize state participation and support of training programs to maintain and strengthen the competence of building code officials by keeping building officials abreast of increasingly complex advances in building technology.

(b) Authorization. The agency is hereby authorized to conduct or sponsor in-service and pre-entry training programs on the technical, legal, and administrative aspects of building code administration and enforcement. For this purpose it may cooperate with education institutions, local, regional, state, or national building officials organizations, and with any other appropriate professional organizations. The agency may contract for services with such institutions, governmental jurisdictions, and organizations as may be necessary in carrying out the purposes of this section.

(c) Agency Approval of Training Programs. The agency shall approve those training programs in which state building officials and other employees participate under the provisions of this section.

(d) Reimbursement of Participation Expenses. The agency may reimburse the participation expenses incurred by building officials and other employees of the state and its subdivisions whose attendance at in-service training programs is approved by the agency. Participants shall retain their [seniority, sick leave, tenure, insurance, retirement, and other fringe benefits] while in attendance at in-service training programs approved by the agency. 5

(e) Authorizing Leave With Pay For Training Programs. [The

5. If general statutes do not provide adequate protection for state officials attending training programs, special provisions may be necessary.
[administrative head] of any agency of this state with building code regulatory responsibilities is authorized to grant leave with pay for attendance at in-service training programs approved by the agency for short periods not to exceed [ ] weeks; for longer periods up to [ ] leave with pay shall be authorized by the [administrative head] with the approval of the [governor, state personnel agency, state budget officer].]

Section 8. Separability. [Insert separability clause.]

Section 9. Effective Date. [Insert effective date.]
CONTROL OF URBAN WATER SUPPLY AND SEWERAGE SYSTEMS

With increasing concentrations of population in urban areas, there is a growing need for planning and provision of reliable domestic water supply and waste disposal systems. Water problems are especially critical on the fringes of urban areas where improper or indiscriminate reliance on individual wells or waste disposal systems can create future problems. Sound planning and development of water supply and sewerage facilities is essential to assure the availability of an adequate supply of safe water, prevent pollution, eliminate health nuisances and hazards, and conserve ground water. It is also important for encouragement of economical and orderly development of land for residential, industrial, and other purposes, since the type and location of water and sewerage facilities is a critical determinant of land use.

From the standpoint of adequate planning and provision of water supply and sanitation, the various parts of an urban or metropolitan area are likely to require different kinds of water supply and sewerage facilities. Variations depend on such conditions as population density, lot size, land contour, soil porosity, and ground water conditions. Thus in some portions of urban communities, community water supply and sewerage systems are essential. In others, individual water supply and sewage disposal systems (private wells and septic tanks) may be permissible temporarily if provision is made for connection to a community system. In such cases, it is important that these individual facilities be adequate and safe, and that they be discontinued once the community system becomes available. In still other parts of the urban area conditions are amenable to installation of individual water supply and sewage disposal systems for an indefinite period, provided there is proper assurance as to their safety and adequacy by the state health department. The proper selection of, or balance among, public systems and individual water wells and septic tanks can best be achieved if an appropriate state statutory framework for making the decision exists.

In view of the need for adequate water supply and sewerage system planning and control and the varying requirements of different parts of urban areas, the Advisory Commission on Intergovernmental Relations in its report, Intergovernmental Responsibilities for Water Supply and Sewage Disposal in Metropolitan Areas, has recommended that "legislation be enacted endowing the appropriate state and local agencies with regulatory authority over individual wells and septic tank installations, with a view to minimizing and limiting their use to exceptional situations consistent with comprehensive land use goals." Three model state statutes to meet these needs have been developed by the U. S. Public Health Service with the assistance of a special advisory committee that included representatives from the Public Health Service, the Commission, the Housing and Home Finance Agency, the National League of Cities, American Society of Planning Officials, National Association of Counties, National Association of Home Builders, Water Systems Council, Conference of State Sanitary Engineers, and the Septic Tanks Industry. The first statute, "The
Urban Water Supply and Sewerage Systems Act," has been endorsed by a number of groups including the State and Territorial Health Officers, the Conference of State Sanitary Engineers, and the Interstate Conference on Water Problems.

"The Urban Water Supply and Sewerage Systems Act" provides for the development of an official community plan for water and sewerage systems consistent with the needs of the area. Such plans for each community would delineate the areas within which community systems must be provided, the areas where individual systems may be used on an interim basis, and the areas where individual systems would be generally permissible.

Under the statute, designated municipalities are required to submit to the state department of health, usually within one year, a "community plan" for water supply and sewerage systems. The plan must assign each portion of the area covered to one of three categories of water and sewerage service:

1. Portions where community water supply and sewerage systems must be provided to protect public health. The systems must be designed to permit connection to a larger system when the latter becomes available.

2. Portions where individual water supply and sewage disposal systems may be installed during an interim period pending availability of programmed community water supply and sewerage systems. The interim individual systems must be adequate and safe, and provision must be made for discontinuing them when the community systems become available.

3. Portions where individual water supply and sewage disposal systems may be installed and used for an indefinite period, if the state health department judges their use to be adequate and safe.

Criteria for determining under which category each of the portions of the urban area shall be classified include: present and future density of population, lot size, land contour, porosity and absorbency of soil, ground water conditions, type of construction of water supply and sewerage systems, and size of the proposed development.

The community plan must also: (1) provide for orderly extension and expansion of community water supply and sewerage systems; (2) assure adequate sewage treatment facilities for safe and sanitary treatment of sewage and other liquid waste; (3) delineate portions of the urban areas which community systems may be expected to serve within five years, ten years, after years, and any portions in which provision of such services is not reasonably foreseeable; (4) establish procedures for delineating and acquiring necessary rights-of-way or easements for community systems; and (5) set forth a time schedule and propose methods of financing construction and operation of each programmed community system and the estimated cost.
The community plan must be submitted for review to official planning agencies having jurisdiction, including any areawide planning bodies, for consistency with programs of planning for the urban area, and the reviews must be transmitted to the state health department with the proposed plan.

The statute authorizes the state health department to adopt regulations to: (1) control, limit, or prohibit installation and use of individual and community water supply systems and sewerage systems; (2) establish procedures for preparation, submission, revision, review, and approval or disapproval of community plans; (3) prescribe the minimum contents of the plan; and (4) describe the criteria on which approval of the plans shall be based.

The state health department has authority to approve or disapprove community plans; and all its actions, including disapprovals, are subject to judicial review.

The health department is also empowered by the act to provide technical assistance to municipalities in preparing and coordinating community plans; to administer state grants to municipalities for preparing community plans; and to accept and administer federal grants.

The act makes installation of water supply and sewerage systems dependent on existence of a community plan. It provides that within a specified time after submission of the community plan, no individual or community water supply or sewerage system may be installed in the areas covered by the community plan unless a community plan has been approved for such areas, and the systems and installations are consistent with the plan. Further, no state or local agencies may grant building permits or approve subdivision plans, maps, or plats unless individual or community water supply and sewerage systems covered by such permits, plans, maps, or plats are found to conform with the community plan.

The second statute, "Water Well Construction and Pump Installation Act," regulates the development of ground water systems and the location, construction, repair, and abandonment of water wells, and the installation and repair of pumps and pumping equipment to assure protection against possible contamination and to maintain a safe and potable water supply. The third statute, "Individual Sewage Disposal Systems Act," regulates the planning, design, construction, installation, operation, and maintenance of individual disposal systems.

The department administering the Water Well Act is authorized to designate areas within which prior permission for the construction or abandonment of wells or the installation of pumping equipment will be required. In all other areas the department must be notified of such work. There is provision for licensing water well and pump installation contractors. Under the provisions of the "Sewage Disposal Systems Act" permits issued by municipalities are required for the installation, alteration, or repair of individual

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sewage disposal systems. There is an optional provision for the licensing of installers. Both acts include inspection and enforcement procedures and hearing and judicial review provisions. The department is authorized to delegate any of its authority under the act to any municipality and it is provided that local law establishing standards affording greater protection than those established pursuant to the act shall prevail within the locality.

Such state legislation would go a long way toward properly meeting the critical water needs of urban areas, assure sound and orderly urban development, protect public health, and provide a reasonably economic and long term solution to the problems of obtaining and disposing of water.

Suggested Legislation

a. URBAN WATER SUPPLY AND SEWERAGE SYSTEMS

[Title should conform to state requirements.]

(Be it enacted, etc.)

1 Section 1. Short Title. This act shall be known and may be cited as the "[state] Urban Water Supply and Sewerage Systems Act."

2 Section 2. Findings and Policy. (a) The legislature finds that properly planned and installed individual and community water supply systems and sewerage systems in and near urban areas:

3 (1) assure the availability of adequate and safe water for various purposes, including drinking and culinary use;

4 (2) promote the health and welfare of citizens of this state by preventing the pollution of ground and surface water;

5 (3) eliminate nuisances and hazards to the public health;

6 (4) contribute to proper conservation and use of ground water;

7 (5) encourage economical and orderly development of land for residential, industrial, and other purposes, and are essential to the orderly processes of urban growth.

(b) It is, therefore, declared to be the public policy of this state to eliminate and prevent health and safety hazards
and to promote the economical and orderly development and util-
ization of water and land resources of this state by encourag-
ing planning and provision for adequate individual and community
water supply systems and sewerage systems and by providing for
the standards and regulations necessary to accomplish these
purposes.

Section 3. Definitions. As used in this act:

(1) "Community plan" means a comprehensive plan and all
amendments and revisions thereof for the provision to a municip-
ality or municipalities of both adequate water supply systems
and sewerage systems, adopted by a municipality or municipali-
ties having authority to provide or having jurisdiction over the
provision of such systems.

(2) "Community sewerage system" means any system, whether
publicly or privately owned, serving two or more individual
lots, for the collection and disposal of sewage of industrial
wastes of a liquid nature, including various devices for the
treatment of such sewage or industrial wastes.

(3) "Community water supply system" means a source of water
and a distribution system including treatment facilities,
whether publicly or privately owned, serving two or more indi-
vidual lots.

(4) "Department" means the [designated agency presently
having authority to regulate sanitary practices within the
state, usually the state department of health].

(5) "Individual sewage disposal system" means a single sys-
tem of sewers and piping, treatment tanks, or other facilities
serving only a single lot and disposing of sewage or industrial
wastes of a liquid nature, in whole or in part, on or in the
soil of the property, into any waters of this state, or by other
methods.

(6) "Individual water supply system" means a single system
of piping, pumps, tanks, or other facilities utilizing a source
of ground or surface water to supply only a single lot.
(7) "Lot"\(^1\) means a part of a subdivision or a parcel of land used as a building site or intended to be used for building purposes whether immediate or future, which would not be further subdivided.

(8) "Municipality" means a city, town, borough, county, parish, district, or other public body created by or pursuant to state law, or any combination thereof acting cooperatively or jointly.

(9) "Potable water" means water free from impurities in amounts sufficient to cause disease or harmful physiological effects with the bacteriological and chemical quality conforming to applicable standards of the department.\(^2\)

(10) "Subdivision"\(^3\) means the division of a single tract or other parcel of land, or a part thereof, into two or more lots, for the purpose, whether immediate or future, of sale or of building development, and shall also include changes in street lines or lot lines; but divisions of land for agriculture purposes into parcels of more than [ ] acres not involving any new street or easement of access, shall not be included within the meaning of "subdivision."

Section 4. Community Plans. (a) Each municipality designated under subsection 5(e) of this act shall, after reasonable opportunity for public hearing thereon, submit to the department a community plan within the time prescribed by the department pursuant to subsection 6(a) of this act, and shall from time to time submit amendments or revisions of such plan as it deems necessary or as may be required by the department.

(b) Within an appropriate area for development of a single

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1. The definitions should be consistent with any definitions of the same terms established in the state's planning, subdivision control, and zoning enabling acts. There should be included necessary additional provisions to accommodate the definitions to condominium and cooperative developments where there are individual interests in land occupied by multiple dwellings and multiple occupancy developments on a single lot.

2. In the absence of available state standards, PHS Drinking Water Standards (PHS Publication 956) are recommended.

3. See footnote 1.
plan for water and sewerage systems, the required community
plan, any amendment or revision thereof may be submitted jointly
by the municipalities concerned.

(c) Every community plan shall delineate, in accordance
with applicable regulations adopted by the department pursuant
to section 5 of this act, those areas where:

(1) (A) community water supply systems must be pro-
vided;

(B) individual water supply systems may be
installed and used during an interim period pending the
availability of a programmed community water supply sys-
tem;

(C) individual water supply systems may be instal-
lled and used for an indefinite period.

(2) (A) community sewerage systems must be provided;

(B) individual sewage disposal systems may be
installed and used during an interim period pending
availability of a programmed community sewerage system;

(C) individual sewage disposal systems may be
installed and used for an indefinite period.

(d) In addition, every required community plan shall:

(1) provide for the orderly expansion and extension
of community water supply systems and community sewerage sys-
tems in a manner consistent with the needs and plans of the
area;

(2) provide for adequate sewage treatment facilities
which will prevent the discharge of untreated or inadequately
treated sewage or other waste of a liquid nature into any
waters, or otherwise provide for the safe and sanitary treat-
ment of sewage and other liquid waste;

(3) delineate with all practicable precision those
portions of the municipality in which community systems may
reasonably be expected to serve within five years, within ten
years, and after ten years, and any portions in which the pro-
vision of such services is not reasonably foreseeable, taking
into consideration all related aspects of planning, zoning, 
population estimates, engineering, and economics, and any exist-
ing state plan affecting the development, use, and protection of 
water resources;
(4) establish procedures for delineating and acquiring 
on a time schedule, pursuant to subsection (d)(3) of this sec-
tion, necessary rights-of-way or easements for community sys-
tems;
(5) set forth a time schedule and proposed methods of 
financing the construction and operation of each programmed com-
munity system together with the estimated cost thereof;
(6) be submitted for review to official planning agen-
cies having jurisdiction, including a comprehensive planning 
agency with areawide jurisdiction if one exists, for consist-
ency with programs of planning for the area, and such reviews 
shall be transmitted to the department with the proposed plans; 
and
(7) include provision for periodic amendment or revi-
sion of the plan.

Section 5. Administration--Department Powers and Functions.
(a) The department shall adopt and from time to time amend 
rules and regulations which provide for:
(1) the control, limitation, or prohibition of instal-
ling, and use of individual and community water supply systems 
and sewerage or sewage disposal systems in accordance with the 
provisions of this act;
(2) the procedures in connection with the preparation, 
submission, revision, review, and approval or disapproval of 
community plans;
(3) the minimum contents of such plans;
(4) the criteria upon which approval of such plans 
shall be based; and
(5) such other matters as may be necessary or appro-
priate to the administration of this act.
(b) Such regulations in providing criteria for the
delineation in community plans of areas pursuant to subsection 4(c) of this act, and for the approval of community plans, shall be formulated so as to implement the policies of this act as stated in section 2, and shall require consideration of the present and future density of population, size of the lots, contour of the land, porosity and absorbency of the soil, ground water conditions and variations therein from time to time and place to place, including availability of water from unpolluted aquifers or portions thereof, type of construction of water supply systems and sewerage systems, size of the proposed development, and other pertinent factors.

(c) Such regulations shall:

(1) require the installation of community water supply systems and community sewerage systems and the connection of all premises thereto, if such systems are reasonably necessary to protect the public health, giving due consideration to such factors as are set out in subsection 5(b) of this act. Such systems shall be designed so as to permit connection to a larger system at such time as the larger system becomes available;

(2) permit, in areas where community water supply systems or community sewerage systems are not available nor required to be installed under subsection 5(c)(1) of this act, but are programmed to become available within a reasonable period of time not to exceed [ ] years, individual water supply systems or individual sewage disposal systems, or both, if:

(A) such individual water supply systems or individual sewage disposal systems are adjudged by the department to be adequate and safe for use during the period before a community water supply system or a community sewerage system, as the case may be, are scheduled to become available; and (B) adequate provisions are made prior to or at the time of the installation of such individual systems to permit the discontinuance of their

4. Five years is suggested as a reasonable period of time. The time period should be determined on the basis of experience in the state where this legislation is enacted.
use and the connection of the premises served thereby to the
community water supply system and the community sewerage system,
respectively, in as economical and convenient a way as can be
foreseen. Such provision for any subdivision shall include
either the posting of a bond, with satisfactory surety, to
secure to the municipality the actual construction and installa-
tion of such systems at a time fixed by the municipality not in
excess of [   ] years 5 and in accordance with the regulations
issued hereunder and with all other state and municipal require-
ments, or such other arrangements as may be deemed necessary
and adequate to accomplish the purposes of this section; and

(3) permit in areas where community water supply sys-
tems or community sewerage systems are not available nor re-
quired to be installed under subsection 5(c)(1) of this act,
not programmed to become available within a reasonable period of
time not in excess of [   ] years 6 individual water supply
systems or individual sewage disposal systems, or both as the
case may be, if such individual systems are adjudged by the
department to be adequate and safe.

(d) The department is authorized to issue such additional
regulations as may be necessary to carry out the provisions of
this act.

(e) The department shall designate municipalities which are
required to submit community plans, amendments, and revisions
thereof in which applicable regulations shall apply as may be
necessary to accomplish the purposes of this act. The designa-
tion shall take into consideration such factors as present and
future population trends and densities, patterns of urban
growth, geographic features and political boundaries, the loca-
tion and plans for location of utility systems, the distribu-
tion of industrial, commercial, residential, governmental, in-
stititional, and other activities, and the existence of any

5. This period should be the same as that fixed in subsection
5(c)(2). See footnote 4.
6. See footnote 5.
area for which comprehensive planning is being undertaken.
(f) After public hearing upon not less than sixty (60) days' prior notice published in one or more newspapers as may be necessary to assure general circulation throughout the state, such regulations shall be adopted, amended, or revised.
(g) The department is hereby authorized to approve or disapprove community plans submitted in accordance with section 4. The department may approve a community plan in part provided that the part approved includes all the required elements for such plan and applies to at least ninety percent of that geographic area of the municipality for which a plan is required. When the plan is disapproved, in whole or in part, the department shall notify the municipality in writing setting forth the reasons for such disapproval. Any such disapprovals and any other actions of the department under this law are subject to judicial review as to whether they are arbitrary, capricious, or unreasonable, and otherwise as provided for under the laws of this state.²
(h) The department, upon request, shall provide technical assistance and consultation to municipalities in preparing and coordinating community plans required in section 4 of this act, including revisions of such plans.
(i) The department may conduct studies, surveys, investigations, research, and analyses to accomplish the purposes of this act.
(j) [Use this subsection to establish a program of state aid to municipalities for preparing and keeping current community plans required by section 4 of this act.]
(k) For purposes of this act, the department is authorized to accept and administer federal grants.
(l) For purposes of this act, the department shall

7. This requirement should be consistent with the general practice for publication requirements in the state and with any state administrative procedure act which may apply.
8. If administrative hearings on appeals from actions of the department are not provided for under other state laws, a section on appeals and judicial review should be added.
cooperate with all appropriate federal, state, and local units of government, and with appropriate private organizations.

Section 6. Conformance to Approved Community Plan. (a) The department shall prescribe the time within which each municipality within areas designated under section 5 of this act shall submit a community plan, amendment, or revision thereof. Such time for the initial submission of a community plan shall not be greater than one year from the date of designation of such area, except that the department may extend such time for good cause shown.

(b) Within six months after the submission of a community plan, amendment, or revision thereof, or six months after the time prescribed in subsection (a) of this section for the submission of a community plan, amendment, or revision thereof, whichever is earlier, the department shall approve or disapprove the community plan, amendment, or revision thereof. Any community plan, amendment, or revision thereof which has been submitted in accordance with this section and which has not been disapproved by the department within the time required by this section shall be deemed to be approved.

(c) After nine months following the submission of a community plan, amendment, or revision thereof, or nine months following the time within which a community plan, amendment, or revision thereof is required to be submitted under subsection (a) of this section, whichever is earlier, or after such later date as may be established by the department for good cause shown, no community water supply system or community sewerage system, or individual water supply system or individual sewage disposal system may be installed in those geographic areas to which such community plan, amendment, or revision thereof relates unless a community plan and any required amendments or revisions have been approved for such areas, and such system and installation are consistent with such community plan including any required amendment and revision thereof and with applicable rules and regulations.
(d) No state or local authority empowered to grant building permits or to approve subdivision plans, maps, or plats shall grant any such permit or approve any such plan, map, or plat which provides for individual or community water supply systems or sewerage systems unless such systems are found to be in conformity with the community plant, amendments, and revisions thereof approved by the department and applicable rules and regulations. As a condition of such approval, the transfer of community systems to a municipality may be required by [appropriate state or municipal authority] in accordance with applicable provisions of state law as to compensation.

(e) Applicants for building permits and subdivision approvals, and water supply systems and sewerage or sewage disposal systems construction approval, shall submit to the approving authority such information in such form as may be reasonably necessary and required to show compliance with subsection (c) of this section.

(f) Any violation of subsection (c) of this section shall be punishable by a fine not to exceed $[ ]. The imposition of any such fine shall not bar any other relief or penalty otherwise applicable.

Section 7. Exclusion. Nothing in this act shall be construed to prohibit the installation or operation of water supply systems used solely for purposes not requiring potable water.

Section 8. Appropriation. There is appropriated $[ ] to cover necessary expenses of the department in administering this act.

Section 9. Conflict With Other Laws. The provisions of any zoning ordinance, subdivision regulation, building code, or other law or regulation of any municipality of the state establishing standards designed to afford greater protection to the


10. Penalty under this act should be consistent with penalties under subdivision regulations and building codes within the state. A commonly used penalty is $100 with any persistent condition constituting a new violation each day it continues.
public health, safety, and welfare of the community shall not be limited or superceded by regulations adopted pursuant to this act within the area over which the municipality has jurisdiction.

Section 10. Separability. [Insert separability clause.]

Section 11. Effective Date. [Insert effective date.]
b. WATER WELL CONSTRUCTION AND PUMP INSTALLATION
[Title should conform to state requirements.]

(Be it enacted, etc.)

Section 1. Short Title. This act shall be known and may be
cited as the "[state] Water Well Construction and Pump Instal-
lation Act."

Section 2. Findings and Policy. The legislature finds that
improperly constructed, operated, maintained, or abandoned water
wells and improperly installed pumps and pumping equipment can
adversely affect the public health. Consistent with the duty
to safeguard the public health of this state, it is declared to
be the policy of this state to require that the location, con-
struction, repair, and abandonment of water wells, and the in-
stallation and repair of pumps and pumping equipment conform to
such reasonable requirements as may be necessary to protect the
public health.

Section 3. Definitions. As used in this act:

(1) "Abandoned water well" means a well whose use has been
permanently discontinued. Any well shall be deemed abandoned
which is in such a state of disrepair that continued use for the
purpose of obtaining ground water is impracticable.

(2) "Construction of water wells" means all acts necessary
to obtain ground water by wells, including the location and
excavation of the well, but excluding the installation of pumps
and pumping equipment.

(3) "Department" means the [designated agency presently
having authority to regulate sanitary practices within the
state, usually the state department of health].

(4) "Installation of pumps and pumping equipment" means the
procedure employed in the placement and preparation for opera-
tion of pumps and pumping equipment, including all construction
involved in making entrance to the well and establishing seals,
but not including repairs, as defined in this section, to exist-
ing installations.

(5) "Municipality" means a city, town, borough, county,
parish, district, or other public body created by or pursuant
to state law, or any combination thereof acting cooperatively
or jointly.

(6) "Pumps" and "pumping equipment" means any equipment or
materials utilized or intended for use in withdrawing or obtain-
ing ground water, including, without limitation, seals and
tanks, together with fittings and controls.

(7) "Pump installation contractor" means any person, firm,
or corporation engaged in the business of installing or repair-
ing pumps and pumping equipment.

(8) "Repair" means any action which results in a breaking
or opening of the well seal or replacement of a pump.

(9) "Well" means any excavation that is drilled, cored,
bored, washed, driven, dug, jetted, or otherwise constructed
when the intended use of such excavation is for the location,
acquisition, or artificial recharge of ground water, but such
term does not include an excavation made for the purpose of
obtaining or for prospecting for oil, natural gas, minerals, or
products of mining or quarrying, or for inserting media or re-
pressure oil or natural gas bearing formation or for storing
petroleum, natural gas, or other products.¹

(10) "Water well contractor" means any person, firm, or
corporation engaged in the business of constructing water wells.

(11) "Well seal" means an approved arrangement or device
used to cap a well or to establish and maintain a junction be-
tween the casing or curbing of a well and the piping or equip-
ment installed therein, the purpose or function of which is to
prevent pollutants from entering the well at the upper terminal.

Section 4. Scope. No person shall construct, repair, or
abandon, or cause to be constructed, repaired, or abandoned, any
water well, nor shall any person install, repair, or cause to
be installed or repaired, any pump or pumping equipment con-
trary to the provisions of this act and applicable rules and

¹. Some states may wish to include within the coverage of this
definition seismological, geophysical, prospecting, observation, or
test wells.
regulations, provided that this act shall not apply to any dis-
tributıon of water beyond the point of discharge from the stor-
age or pressure tank, or beyond the point of discharge from the
pump if no tank is employed, nor to wells used or intended to
be used as a source of water supply for municipal water supply
systems, nor to any well, pump, or other equipment used tempo-
arily for dewatering purposes.

Section 5. Authority to Adopt Rules, Regulations, and Pro-
cedures. The department shall adopt, and from time to time
amend, rules and regulations governing the location, construc-
tion, repair, and abandonment of water wells, and the installa-
tion, and repair of pumps and pumping equipment, and shall be
responsible for the administration of this act. With respect
ereto it shall:

(1) hold public hearings, upon not less than sixty (60)
days' prior notice published in one or more newspapers, as may
be necessary to assure general circulation throughout the
state, in connection with proposed rules and regulations and
amendments thereto;²

(2) enforce the provisions of this act and any rules
and regulations adopted pursuant thereto;

(3) delegate, at its discretion, to any municipality
any of its authority under this act in the administration of
the rules and regulations adopted hereunder;

(4) establish procedures and forms for the submission,
review, approval, and rejection of applications, notifications,
and reports required under this act; and

(5) issue such additional regulations, and take such
other actions as may be necessary to carry out the provisions
of this act.

Section 6. Prior Permission and Notification. (a) Prior
permission shall be obtained from the department for each of the
following:

². This requirement should be consistent with the general
practice for publication requirements in the state and with any
state administrative procedure act which may apply.
(1) the construction of any water well;
(2) the abandonment of any water well; and
(3) the first installation of any pump or pumping
equipment in any well,
in any geographical area where the department determines such
permission to be reasonably necessary to protect the public
health, taking into consideration other applicable state laws,
provided that in any area where undue hardship might arise by
reason of such requirement, prior permission will not be re-
quired.

(b) The department shall be notified of any of the follow-
ing whenever prior permission is not required:
(1) the construction of any water well;
(2) the abandonment of any water well;
(3) the first installation of any pump or pumping
equipment in any well; and
(4) any repair, as defined in this act, to any water
well or pump.

Section 7. Existing Installations. No well or pump instal-
lation in existence on the effective date of this act shall be
required to conform to the provisions of subsection (a) of sec-
tion 6 of this act, or any rules or regulations adopted pur-
suant thereto; but any well now or hereafter abandoned, includ-
ing any well deemed to have been abandoned, as defined in this
act, shall be brought into compliance with the requirements of
this act and any applicable rules or regulations with respect
to abandonment of wells; and any well or pump installation
supplying water which is determined by the department to be a
health hazard must comply with the provisions of this act and
applicable rules and regulations within a reasonable time after
notification of such determination has been given.

Section 8. Inspection. (a) The department is authorized
to inspect any water well, abandoned water well, or pump instal-
lation for any well. Duly authorized representatives of the
department may at reasonable times enter upon, and shall be
given access to, any premises for the purpose of such inspection.

(b) Upon the basis of such inspections, if the department finds applicable laws, rules, or regulations have not been complied with, or that a health hazard exists, the department shall disapprove the well and/or pump installation. If disapproved, no well or pump installation shall thereafter be used until brought into compliance and any health hazard is eliminated.

(c) Any person aggrieved by the disapproval of a well or pump installation shall be afforded the opportunity of a hearing as provided in section 13 of this act.

Section 9. Licenses. (a) Every person who wishes to engage in such business as a water well contractor or pump installation contractor, or both, shall obtain from the department a license to conduct such business.

(b) The department may adopt, and from time to time amend, rules and regulations governing applications for water well contractor licenses or pump installation contractor licenses; but the department shall license, as a water well contractor or pump installation contractor, any person properly making application therefor, who is not less than twenty-one (21) years of age, is of good moral character, has knowledge of rules and regulations adopted under this act, and has had not less than two (2) years' experience in the work for which he is applying for a license; and the department shall prepare an examination which each such applicant must pass in order to qualify for such license.

(c) This section shall not apply to any person who performs labor or services at the direction and under the personal supervision of a licensed water well contractor or pump installation contractor.

(d) A county, municipality, or other political subdivision of the state engaged in well drilling or pump installing shall be licensed under this act, but shall be exempt from paying the
license fees for the drilling or installing done by regular
employees of, and with equipment owned by, the governmental
entity.

(e) Any person who was engaged in the business of a water
well contractor or pump installation contractor, or both, for
a period of two (2) years immediately prior to (date of enact-
ment) shall, upon application made within twelve (12) months of
(date of enactment), accompanied by satisfactory proof that he
was so engaged, and accompanied by payment of the required fees,
be licensed as a water well contractor, pump installation con-
tactor, or both, as provided in subsection (b) of this section,
without fulfilling the requirement that he pass any examination
prescribed pursuant thereto.

(f) Any person whose application for a license to engage in
business as a water well contractor or pump installation con-
tactor has been denied, may request, and shall be granted, a
hearing in the county where such complainant has his place of
business before an appropriate official of [insert the name of
the hearing body designated in section 13 of this act].

(g) Licenses issued pursuant to this section are not trans-
ferrable and shall expire on [ ] of each year. A license may
be renewed without examination for an ensuing year by making
application not later than thirty (30) days after the expira-
tion date and paying the applicable fee. Such application shall
have the effect of extending the validity of the current license
until a new license is received or the applicant is notified by
the department that it has refused to renew his license. After
[ ] of each year, a license will be renewed only upon appli-
cation and payment of the applicable fee plus a penalty of
§[ ].

(h) Whenever the department determines that the holder of
any license issued pursuant to this section has violated any
provision of this act, or any rule or regulation adopted pur-
suant thereto, the department is authorized to suspend or re-
voke any such license. Any order issued pursuant to this sub-
section shall be served upon the license holder pursuant to the
provisions of subsection (a) of section 12 of this act. Any such order shall become effective [ ] days after service thereof, unless a written petition requesting hearing, under the procedure provided in section 13, is filed sooner. Any person aggrieved by any order issued after such hearing may appeal therefrom in any court of competent jurisdiction as provided by the laws of this state.

(i) No application for a license issued pursuant to this section may be made within one (1) year after revocation thereof.

Section 10. Exemptions. (a) Where the department finds that compliance with all requirements of this act would result in undue hardship, an exemption from any one or more such requirements may be granted by the department to the extent necessary to ameliorate such undue hardship and to the extent such exemption can be granted without impairing the intent and purpose of this act.

(b) Nothing in this act shall prevent a person who has not obtained a license pursuant to section 9 of this act from constructing a well or installing a pump on his own or leased property intended for use only in a single family house which is his permanent residence, or intended for use only for farming purposes on his farm, and where the waters to be produced are not intended for use by the public or in any residence other than his own. Such person shall comply with all rules and regulations as to construction of wells and installation of pumps and pumping equipment adopted under this act.

Section 11. Fees. The following fees are required:

(1) A fee of $[ ] shall accompany each application for permission required under section 6(a) of this act.

(2) A fee of $[ ] shall accompany each application for a license required under section 9 of this act.

Section 12. Enforcement. (a) Whenever the department has reasonable grounds for believing that there has been a violation of this act, or any rule or regulation adopted pursuant
thereto, the department shall give written notice to the person or persons alleged to be in violation. Such notice shall identify the provision of this act, or regulation issued hereunder, alleged to be violated and the facts alleged to constitute such violation.

(b) Such notice shall be served in the manner required by law for the service of process upon person in a civil action, and may be accompanied by an order of the department requiring described remedial action, which if taken within the time specified in such order will effect compliance with the requirements of this act and regulations issued hereunder. Such order shall become final unless a request for hearing as provided in section 13 of this act is made within [   ] days from the date of service of such order. In lieu of such order, the department may require the person or persons named in such notice to appear at a hearing, at a time and place specified in the notice.

Section 13. Hearing. [Unless already prescribed in state law, this section should be used to specify procedures for administrative hearing.]

Section 14. Judicial Review. [Unless already prescribed in state law, this section should be used to specify procedures for judicial review.]

Section 15. Penalties. Any person who violates any provision of this act, or regulations issued hereunder, or order pursuant hereto, shall be subject to a penalty of $[   ]. Every day, or any part thereof, in which such violation occurs shall constitute a separate violation.

Section 16. Conflict with Other Laws. The provisions of any law, or regulation of any municipality establishing standards affording greater protection to the public health or safety, shall prevail within the jurisdiction of such municipality over the provisions of this act and regulations adopted hereunder.

Section 17. Separability. [Insert separability clause.]

Section 18. Effective Date. [Insert effective date.]
c. INDIVIDUAL SEWAGE DISPOSAL SYSTEMS

[Title should conform to state requirements.]

(Be it enacted, etc.)

Section 1. Short Title. This act shall be known and may be cited as the "Individual Sewage Disposal Systems Act."

Section 2. Findings and Policy. (a) The legislature finds that properly planned, constructed, and installed individual sewage disposal systems:

(1) promote the health and welfare of citizens of this state by preventing the pollution of ground and surface water;
(2) prevent nuisances;
(3) eliminate hazards to the public health by minimizing pollution of water supplies and hazards to recreational areas; and
(4) minimize disease transmission potential.

(b) It is, therefore, declared to be the public policy of this state to eliminate and prevent health and safety hazards by regulating the design, construction, installation, operation, and maintenance of individual sewage disposal systems and the proper planning thereof; authorizing the issuance of permits for the construction, alteration, repair or extension of individual sewage disposal systems; licensing of installers of individual sewage disposal systems; requiring registration of those who clean systems and dispose of wastes therefrom; and, providing penalties for violations.

Section 3. Definitions. As used in this act:

(1) "Community sewerage system" means any system, whether publicly or privately owned, serving two or more individual lots, for the collection and disposal of sewage or industrial wastes of a liquid nature, including various devices for the treatment of such sewage or industrial wastes.
(2) "Department" means the [designated agency presently having authority to regulate sanitary practices within the state, usually the state department of health].
(3) "Industrial wastes" means liquid wastes resulting from
the processes employed in industrial and commercial establish-
ments.

(4) "Individual sewage disposal system" means a single sys-
tem of sewage treatment tanks and disposal facilities serving
only a single lot.

(5) "Municipality" means a city, town, borough, county,
parish, district, or other public body created by or pursuant
to state law, or any combination thereof, acting cooperatively
or jointly.

(6) "Person" means any institution, public or private cor-
poration, individual, partnership, or other entity.

(7) "Potable water" means water free from impurities in
amounts sufficient to cause disease or harmful physiological
effects with the bacteriological and chemical quality conform-
ing to applicable standards of the department.¹

(8) "Seepage pit" means a covered pit with open-jointed
lining through which septic tank effluent may seep or leach
into surrounding ground.

(9) "Septic tank" means a watertight receptacle which re-
ceives the discharge of a building sanitary drainage system or
part thereof, exclusive of industrial wastes, and is designed
and constructed so as to separate solids from the liquid, digest
organic matter through a period of detention, and allow the
liquids to discharge into the soil outside of the tank through
a system of open joint or perforated piping, or a seepage pit.

§ 4. Scope. No person shall construct, alter, re-
pair, or extend, or cause to be constructed, altered, repaired,
or extended any individual sewage disposal system contrary to
the provisions of this act and applicable rules and regulations.

§ 5. Authority to Adopt Rules, Regulations, and Pro-
cedures. The department shall have general supervision and
authority over the design, construction, installation, and
operation of individual sewage disposal systems, and shall be

¹ In the absence of available state standards, Public Health Service Drinking Water Standards (PHS Pub. No. 956) should apply.

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responsible for the administration of this act. With respect thereto, it shall:

(1) adopt, and from time to time amend, rules and regulations governing the design, construction, installation, and operation of individual sewage disposal systems in order that the wastes from such systems—

(i) will not pollute any potable water supply, or the waters of any bathing beach, shellfish growing areas, or stream used for public or domestic water supply purposes, or for recreational purposes;

(ii) will not give rise to a public health hazard by being accessible to insects, rodents, or other possible carriers which may come into contact with food or potable water, or by being accessible to human beings; and

(iii) will not give rise to a nuisance due to odor or unsightly appearance;

(2) hold public hearings, upon not less than sixty (60) days' prior notice published in one or more newspapers, as may be necessary to assure general circulation throughout the state, in connection with proposed rules and regulations and amendments thereto;\(^3\)

(3) enforce the provisions of this act and any rules and regulations adopted pursuant thereto;

(4) delegate, at its discretion, to any municipality any of its authority under this act in the administration of the rules and regulations adopted hereunder;

(5) issue permits, licenses, registration, and other documents, including the establishment of procedures and forms for the submission, review, approval, and rejection of applications required under this act; and

(6) issue such additional regulations, and take such other actions as may be necessary to carry out the provisions of this

\(^2\) Optional with locality.

\(^3\) This requirement should be consistent with the general practice for publication requirements in the state and with any state administrative procedure act which may apply.
Section 6. Existing Installations. No individual sewage disposal system in existence on the effective date of this act shall be required to conform to the design, construction, and installation provisions of this act, or any rules or regulations adopted pursuant thereto; but any individual sewage disposal system being used which is determined by the department to be a health hazard must conform with the provisions of this act and applicable rules and regulations within a reasonable time after notification of such determination has been given.

Section 7. Inspections. (a) The municipality is hereby authorized and directed to make inspections of individual sewage disposal systems as may be necessary to determine substantial compliance with this act and regulations adopted hereunder, and such systems shall not be used unless approved by the municipality. Upon the basis of such inspections, the department shall either approve or disapprove the individual sewage disposal system, and if disapproved the system shall not be used.

(b) It shall be the duty of the holder of a permit issued pursuant to section 8 of this act to notify the municipality when the installation is ready for inspection and it shall be the duty of the owner and occupant of the property to give the municipality free access to the property at reasonable times for the purpose of making such inspections as are necessary.

(c) In the event an inspection is not made upon notification of the municipality that the installation is completed and ready for inspection, the system shall be deemed approved after [ ] days from date of official notification.

(d) Any person aggrieved by the disapproval of an individual sewage disposal system installation shall be afforded the opportunity of a hearing as provided in section 13 of this act.

Section 8. Permits. (a) It shall be unlawful for any person to construct, alter, repair, or extend individual sewage

4. Three (3) days are suggested to prevent damage to an open system.
disposal systems unless he holds a valid permit\(^5\) issued by the municipality in the name of such person for the specific construction, alteration, repair, or extension proposed, except that emergency repairs may be undertaken without prior issuance of a permit, provided a permit is subsequently obtained within [\(\_\_\_\) days after the repairs are made.

(b)\(^6\) Permits shall be issued only to licensed installers as provided in section 9 of this act, or to an owner or lessee of a lot on the condition that the said owner or lessee performs all labor in connection with the installation of the individual sewage disposal system on such lot.

(c) All applications for permits shall be made on a form which includes such information as may be required by the municipality to establish conformance with the provisions of this act and any regulations adopted hereunder.

(d) Following determination of conformance with the requirements of this act and regulations issued pursuant thereto, the municipality to which application has been made shall issue a permit to the applicant.

(e) A permit for the construction, alteration, repair, or extension of an individual sewage disposal system shall be refused where community sewerage systems are reasonably available or in instances where the issuance of such permit is in conflict with other applicable laws and regulations.

(f) Any person whose application for a permit under this act has been denied shall be notified in writing as to the reasons for denial, and such person may request and shall be granted a hearing on the matter in accordance with section 13 of this act.

Section 9. Licensing of Installers.\(^7\) (a) Every person engaged in the business of installing individual sewage disposal

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5. The permit issued by the municipality is in addition to the building permit usually required and would be obtained prior to construction, alteration, repair, and extension of the residence or facility to be served.

6. Optional provision, see section 9.

7. Optional provision.
systems within the state shall obtain from the department a
license to conduct such business.

(b) The department may adopt, and from time to time amend,
rules and regulations establishing qualifications and minimum
standards of experience and knowledge for installers. The de-
partment shall license as an installer any person properly
making application therefore, who is not less than twenty-one
(21) years of age, has knowledge of rules and regulations
adopted under this act, and has had not less than two (2) years'
experience in installing individual sewage disposal systems.

(c) An application for a license as an installer shall be
made in writing in a form prescribed by the department, and
shall include such information as the department deems neces-
sary to determine the qualifications of the applicant.

(d) Any person whose application for a license under this
section has been denied shall be notified in writing as to the
reasons for denial, and such person may request, and shall be
granted, a hearing on the matter in accordance with section 13
of this act.

(e) Whenever the department determines that the holder of
any license issued pursuant to this section has violated any
 provision of this act, or any rule or regulation adopted pur-
suant thereto, the department is authorized to suspend or revoke
any such license. Any order issued pursuant to this subsection
shall be served upon the license holder pursuant to the provi-
sions of section 12 of this act. Any such order shall become
effective [ ... ] days after service thereof, unless a written
petition requesting hearing, under the procedure provided in
section 13, is filed sooner. Any person aggrieved by any order
issued after such hearing may appeal therefrom in any court of
competent jurisdiction as provided by the laws of this state.

(f) No application for a license issued pursuant to this
section may be made within one (1) year after revocation thereof.

Section 10. Required Registration for Cleaning Systems and
Disposal of Wastes. (a) The provisions of this section shall
not apply to any municipality, sanitation district, or sewer
maintenance district, or to any agency or institution of the
state or federal government.

(b) It shall be unlawful for any person to carry on, or
engage in the business of cleaning individual sewage disposal
systems, or to dispose of the wastes therefrom unless duly
registered by the department for the carrying on of said busi-
ness.

(c) All applications for registration under this section
shall be made in writing in a form prescribed by the department,
and shall include such information as the department deems nec-
essary to determine the qualification of the applicant, includ-
ing a knowledge of the regulations.

(d) Any person whose application for registration under
this section has been denied shall be notified in writing as to
the reasons for denial, and such person may request, and shall
be granted, a hearing on the matter in accordance with section
13 of this act.

(e) Whenever the department determines that the holder of
any registration issued pursuant to this section has violated
any provision of this act, or any rule or regulation adopted
pursuant thereto, the department is authorized to suspend or
revoke any such registration. Any order issued pursuant to this
subsection shall be served upon the registration holder pursuant
to the provisions of section 12 of this act. Any such order
shall become effective [    ] days after service thereof, unless
a written petition requesting hearing, under the procedure pro-
vided in section 13, is filed sooner. Any person aggrieved by
any order issued after such hearing may appeal therefrom in any
court or competent jurisdiction as provided by the laws of this
state.

(f) No application for a registration issued pursuant to
this section may be made within one (1) year after revocation
thereof.

Section 11. Schedule of Fees. The following fees for per-
mits, licenses, and registration are required:
Individual Sewage Disposal System

Construction (permit)  ---
Alteration (permit)  ---
Repair (permit)  ---
Extension (permit)  ---
Installers (license)  ---
Cleaners (registration)  ---

Section 12. Enforcement. (a) Whenever the department has reasonable grounds for believing that there has been a violation of this act, or any rule or regulation adopted pursuant thereto, the department shall give written notice to the person or persons alleged to be in violation. Such notice shall identify the provision of this act, or regulation issued hereunder, alleged to be violated and the facts alleged to constitute such violation.

(b) Such notice shall be served in the manner required by law for the service of process upon person in a civil action, and may be accompanied by an order of the department requiring remedial action, which if taken within the time specified in such order will effect compliance with the requirements of this act and regulations issued hereunder. Such order shall become final unless a request for hearing as provided in section 13 of this act is made within [ ] days from the date of service of such order. In lieu of such order, the department may require the person or persons named in such notice to appear at a hearing, at a time and place specified in this notice.

Section 13. Hearing. [Unless already prescribed in state law, this section should be used to specify procedures for administrative hearing.]

Section 14. Judicial Review. [Unless already prescribed in state law, this section should be used to specify procedures for judicial review.]

Section 15. Penalties. (a) Any person who fails to comply with any provision of this act, or regulations issued hereunder, or order pursuant hereto, shall be subject to a penalty
Every day, or any part thereof, in which such violation occurs shall constitute a separate violation.

(b) The department is authorized to require the property owner to take necessary action to correct a malfunctioning individual sewage disposal system within [__] days of being notified after which each day's failure to take corrective action shall be punishable by a fine of not less than $[__] nor more than $[__].

Section 16. Conflict with Other Laws. The provisions of any law or regulation of any municipality establishing standards affording greater protection to the public health or safety shall prevail within the jurisdiction of such municipality over the provisions of this act and regulations adopted hereunder.

Section 17. Separability. [Insert separability clause.]

Section 18. Effective Date. [Insert effective date.]

8. In accordance with applicable state procedural requirements.
ASSERTION OF LEGISLATIVE AUTHORITY

Because of the rapid changes taking place in metropolitan areas, it is necessary that the state be in a position to afford leadership, stimulation and, where necessary, supervision with respect to metropolitan area problems. This is especially the case where the metropolitan area embraces more than one county, so that no governmental authority short of the state can be brought to bear upon the whole area involved. Constitutional provisions that, in conferring home rule on municipalities or counties, spell out functions of government concerning which the state legislatures may not intervene, have the effect of placing handcuffs upon the state in helping the local area meet functional problems that grow beyond effective local administration. For example, if water supply and sewage disposal are among municipal-type functions enumerated in a constitutional home rule provision for municipalities, the state becomes powerless in the attempt to exert any authority with respect to an areawide approach to water supply or sewage disposal. In other words, some problems today have grown beyond city limits but the city's power to cope with a situation ends abruptly at its boundary lines. The complexity of the problems, and the inability of many smaller units to cope with them, defeat the essential theory of local home rule with popular control. One may ask, where everybody is concerned but no one unit has the power to act, of what avail is local popular control?

States are urged, when considering general constitutional revision or undertaking constitutional changes with regard to local home rule, to reserve sufficient state authority to enable legislative action where necessary to modify responsibilities of and relationships among local units of government located within metropolitan areas, in the best interests of the people of the area as a whole. Article VII, section 27 of the Michigan constitution provides an example of constitutional language to accomplish this objective.
States have an inescapable interest in and concern with the quality of debt management practices of their local governments. Each community's practice is a matter of statewide concern because a blemish on its credit standing, perhaps on only a single bond issue, tends to affect the money market's judgment of other local bond issues in that state. It is appropriate and desirable therefore that state governments provide technical assistance in debt management to their cities, towns, counties, and other local units in forms and in extent appropriate for their particular circumstances.

Local governments, particularly small ones, are frequently penalized in the cost of their borrowing—the rate of interest they pay—because the official statements which announce their offer to sell bonds and invite underwriters' bids do not contain adequate economic, financial, and other information to permit the quality of their credit to be fully recognized. Potential purchases of local government bonds need to be able to apprise the borrowing jurisdiction's ability to meet its debt obligations in terms of comparable data, covering several recent years, on revenues by sources, tax rates and collection experience, expenditures by purposes, outstanding debt and debt service requirements, limitations on taxing and borrowing powers, etc. They need data to permit an appraisal of the jurisdiction's prospects for economic growth and development, and in the case of revenue bond offerings, require additional information bearing on the ability of the particular activity, say a water system, to support additional debt.

Smaller jurisdictions generally borrow infrequently and often do not have access, through their own financial staffs and locally available advisors, to the specialized techniques involved in preparing a debt offering "prospectus." Some do not even appreciate the importance attached by the bond market to a comprehensive official statement—that whenever some key item of information is omitted and is not readily available elsewhere, the bond market and the investor necessarily make the conservative assumption and resolve any doubt against the borrowing government. As a result, local governments in relatively strong economic and financial condition sometimes are obliged to sell their bonds on less favorable terms because germane information has not been provided.

The suggested act includes a provision (section 6) for regulating local borrowing without imposing a limitation based upon assessed value. It relies upon the operation of the security market by providing that a local bond offering may not be sold if the net interest cost represented by the bids that are submitted exceeds a specified range. To provide for extraordinary market conditions, the act permits the state regulatory agency to allow exceptions upon appeal from the local governments proposing a bond issue. A possible alternative to the appeal procedure in the suggested act might be to provide for suspension of the general interest cost limitation when
the security market reaches a particularly low or a particularly high interest level, but to vest the state agency with veto power over local government bond awards. If this alternative were adopted, the burden of proof would be placed upon the state agency to justify any veto action.

The suggested act provides for state technical assistance and sets standards for official statements on local debt offerings by authorizing a designated state agency:

(1) To encourage, conduct or participate in training and educational programs on debt management procedures and practices for the benefit of local officials, and in connection therewith, to cooperate with associations of public officials, professional organizations, university faculties and other specialists.

(2) To maintain a central file of debt and related data for all local governments to provide ready access to official data, on a comparable basis for the benefit of security underwriters, investors, security analysts, and interested citizens. In addition to information on outstanding debt, data could be maintained currently also on bond elections and security offerings planned for the fiscal year. The ready availability of this information would benefit local governments by insuring that those evaluating their obligations had access to information on their fiscal situation.

(3) To advise a local government on procedures for improving its debt management, when it appears that its borrowing practices, with respect to method of financing, size of the issue, maturity schedule, coupon rate structure, timing of sale, advertising, etc., do not accord with the local unit's own financial self-interest.

(4) To handle the marketing of the security offerings of local units on a request basis. Communities with infrequent recourse to the money markets can in this way be given access to highly specialized skills involved in preparing a bond issue for sale and timing it so as to secure for it the best terms available in a continually changing money market. This procedure also permits the pooling of the bond offerings of several local jurisdictions, thereby expanding the likely participation of large national firms in the bidding for the issue.

(5) To prevent local governments from marketing their security offerings at an excessive net interest cost.

(6) To regulate the content of official statements on local debt offerings through the provision of appropriate guidelines and specifications.
Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act to provide state assistance and regulation regarding local government debt offerings."]

(Be it enacted, etc.)

TITLE I

TECHNICAL AND ADVISORY ASSISTANCE

Section 1. Purpose. It is the intent of this title to facilitate, through state technical and advisory assistance, the marketing of local government bonds and other long-term obligations at the lowest possible net interest cost.

Section 2. Definitions. (a) "Local government" means a county, city, village, town, township, school district, and other special-purpose district, authority, or public corporation within the state and authorized by the state to issue bonds and other long-term obligations.

(b) "Governing body" means the body or board charged with exercising the legislative authority of a local government.

(c) "Agency" means [insert name of the appropriate agency of state government].

(d) "Chief financial officer" means [the comptroller, treasurer, director or finance or other local government official charged with managing the fiscal affairs of a local government official charged with managing the fiscal affairs of a local government].

(e) "Bonds" means debt payable more than one year after date of issue or incurrence, issued pursuant to the laws authorizing local government borrowing.

Section 3. Authorization of State Technical and Advisory Assistance. The [agency] is authorized and directed to pro-

1. The agency charged with this function will vary from state to state. Normally it will be the agency, if any, that is charged generally with concern or oversight regarding local government debt or that provides general services or assistance to local governments or, in the absence of such agency the agency that is responsible for the marketing of the state's obligations.
vide technical and advisory assistance regarding the issuance
of long-term debt to those local governments whose governing
bodies request such assistance. Such assistance shall include,
but need not be limited to: (1) advice on the marketing of
bonds by local governments, (2) advisory review of proposed
local government debt issues, including the rendering of
opinions as to their legality, (3) conduct of training courses
in debt management for local financial officers, and (4) pro-
motion of the use by local governments of such tools for sound
financial management as adequate systems of budgeting, account-
ing, auditing, and reporting.

Section 4. Advisory Review of Proposed Local Government
Debt Issues. At the request of the governing body of any
local government, the [agency] is authorized to review a pro-
posed debt issue and to render an advisory opinion based upon
the facts concerning the proposed issue. Any request for an
advisory review shall be submitted to the [agency] in such
form and with such information as the [agency] may require.

Section 5. State Sale of Local Government Security Offer-
ings. At the request of the governing body of any local govern-
ment, the [agency] is authorized to market such local govern-
ment's security offerings by preparing bond issues for sale,
advertising for sealed bids, receiving bids at its offices,
and making the award to the bidder that offers the most favor-
able terms. The [agency] may, at its discretion, offer for
concurrent sale the bonds of several local governments. State
sale of a local security offering under this section shall in
no way imply state guarantee of such debt issue.

Section 6. Maximum Net Interest Cost of Local Government
Bond Issues. (a) A local government shall not issue bonds at
a net interest cost that exceeds [ ] times the current yield
rate of the highest grade bonds issued by local governments in

1. This figure should be set at such a level, say 1.4, as to
forecastle the payment of unreasonable interest rates by local
governments.
this state during the month preceding the month in which sealed
bids are opened. The [agency] on the last day of each month
shall promulgate the average yield rate of the highest grade
bonds issued by local governments in this state during the
preceding month.

(b) A local government may file an appeal with the [agency]
for an exception, and the [agency] may grant an exception if
market conditions or considerations of general state policy
warrant. In filing an appeal, the burden of proof is upon
the local government as to the urgency of the project, the ex-
tent to which the request for bids was advertised, the nature
of the bids submitted, the special market conditions obtaining
at the time bids were received, and other information required
by the [agency].

Section 7. Powers and Duties of the [Agency]. The [agency]
shall have the following powers and duties:

(1) To require such reports from local governments as will
enable it adequately to provide the technical and advisory
assistance authorized by this act and to perform the regulatory
functions required by the act. The reports shall provide the
necessary information for a complete file on local government
debt, which shall be kept open for public inspection at [agency]
offices.

(2) To encourage, conduct or participate in training courses
in debt and general fiscal management and procedures and prac-
tices for the benefit of local officials, and in connection
therewith, to cooperate with associations of public officials,
business and professional organizations, university faculties,
or other specialists.

(3) To conduct studies in debt management, including ways
and means of appraising the terms of alternative bids. The
[agency] may employ expert consultants to assist in such
studies.

(4) To employ or contract for the services of personnel
necessary to carry out the provisions of this act, subject
to the provisions of [statutory citation].
(5) All departments, divisions, boards, bureaus, commissions, or other agencies of the state government shall provide such assistance and information as, not inconsistent with law, the [agency] may require to enable it to carry out its duties under this act.
(6) To compile and publish annually a report on its technical assistance and advisory activities. Such report shall include detailed information on local government long-term debt issued and retired during the previous [calendar or fiscal] year and outstanding at the close of the previous [calendar or fiscal] year, and such additional statistical data on local government finances that are obtained by the [agency] pursuant to paragraph (1) of this section.

TITLE II
STANDARDS FOR OFFICIAL STATEMENTS ON LOCAL DEBT OFFERINGS

Section 1. Purpose. It is the intent of this title to facilitate the marketing of bonds by local governments by providing minimum standards as to the kinds of information to be included in advertising notices and sales prospectuses.

Section 2. Authorization. The [agency] shall prepare regulations concerning the minimum content of the notice of sale advertisements and prospectuses required by [statutory citation]. Regulations as to the content of such notices and prospectuses may make an appropriate differentiation among types of bond issues and types of local government.

Section 3. Notice of Sale Advertisement. The notice of sale advertisement shall set forth the purpose of the bond issue, principal amount of the bond issue, designation of type of bond issue according to the authorizing statute, date if issue, the method of bond repayment, showing the denominations and maturities offered for sale, the basis of bidding and award of the bonds, the date, hour, and place that bids will be opened, the name of the chief financial
officer who will furnish additional information about the issuing local government or the bond sale, and any other appropriate information, in accordance with the regulations prepared by the [agency].

Section 4. Prospectus. The prospectus shall: (1) report the past, current, and estimates as to the future finances of the bond-issuing local government; (2) include selected information concerning the financial administration and organization of the bond-issuing local government; (3) contain selected information concerning the economic and social characteristics of the community in which the issuing local government is located, including such data as will permit investors and other interested parties to appraise the ability of the borrowing local government to assume the obligation; and (4) contain any other appropriate information, in accordance with the regulations prepared by the [agency].

Section 5. Inclusion of Additional Information. The chief financial officer may, at his discretion, include information in the notice of sale advertisement and in the prospectus in addition to that specified as the minimum content in regulations issued by the [agency].

Section 6. Bid Forms. The [agency] shall prepare and supply standard bid forms to be used by local governments in securing bids from prospective purchasers.

TITLE III
SEPARABILITY AND EFFECTIVE DATE

Section 1. Separability. [Insert separability clause.]

Section 2. Effective Date. [Insert effective date.]
MASS TRANSPORTATION IN METROPOLITAN AREAS

It is suggested that states take legislative and administrative action to extend technical and financial assistance to their metropolitan areas for the planning and administration of mass transportation facilities and services. In his Message on Transportation to the Congress on April 4, 1962, President Kennedy stated that executive branch investigations of urban transportation needs revealed that, in addition to extension of federal aid for mass transportation and revisions in federal highway legislation, the studies "give dramatic emphasis . . . to the need for greater local initiative and to the responsibility of the states and municipalities to provide financial support and effective governmental auspices for strengthening and improving urban transportation."

The states have a traditional responsibility for assuring that adequate arrangements exist for the provision of basic local governmental services, including adequate mass transportation. The states have an important stake in, and can play a key role in meeting existing and emerging metropolitan mass transportation needs. State policies with respect to taxation of transportation properties and the regulation of transportation rates and service have an important bearing upon the ability of private and public enterprise to provide adequate mass transportation service to metropolitan area residents. The state government is in a strong position to help resolve problems among conflicting local jurisdictions in providing coordinated mass transportation facilities and supporting adequate transportation planning on an areawide basis. Finally, the health and welfare of many urban areas, and the effective use of state funds for public works, housing, education and health may be jeopardized by the deterioration or inadequate provision of urban transportation facilities and services.

It is recommended that the states extend technical and financial assistance to their metropolitan areas for the comprehensive planning, development, and administration of mass transportation facilities and services. To provide legislative authority for the provision of such services the following draft legislation would authorize the establishment or designation of an agency of the state government (1) to advise and assist the governor in the formulation of over-all mass transportation policies, (2) make necessary studies and render technical assistance to local governments, (3) consult with the appropriate state, local and private officials carrying out programs affecting mass transportation, (4) participate in regulatory proceedings affecting mass transportation, and (5) develop proposals for retaining urban and commuter transportation facilities.

The text of the suggested legislation is based in part on the provisions of Chapter 16, Laws of 1959, State of New York.
Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act to extend state technical and financial assistance to metropolitan areas for planning, development and administration of mass transportation facilities and services."]

(Be it enacted, etc.)

Section 1. Purpose. The legislature hereby finds and declares that: (1) adequate and efficient mass transportation services are essential in the economic growth of the metropolitan areas of the state and the well-being of its people; (2) the state should have a general mass transportation policy growing from consultation among the various departments and agencies of the state, and with the communities of the state, neighboring states and the federal government; (3) financial and technical assistance should be provided to the urban communities of the state with respect to organizing and financing adequate mass transportation facilities and services; and (4) responsibility for leadership and direction should be vested in an agency of the state to assist and advise the governor and the legislature in the development of such programs and policies.

Section 2. General Functions and Powers. The [director of the office of local government or the head of such other agency of the state government as the governor may designate], (hereinafter referred to as the director), shall have the following functions, powers and duties:

(1) To advise and assist the governor in (i) formulating a mass transportation policy for the state, including coordination of policies and activities among the state departments and agencies; (ii) developing policies and proposals designed to help meet and resolve special problems of mass transportation within the state; (iii) recommending programs of financial and technical assistance for the comprehensive planning, development, and administration of mass transportation facilities and services.

(2) To make such studies of mass transportation problems and
to render such technical assistance as may be requested by
units of local government.

(3) To consult and cooperate with officials and representa-
tives of neighboring states, of the federal government, and of
interstate agencies on problems affecting mass transportation
in the state and with officials and representatives of carriers
and transportation facilities in the state and other persons,
organizations and groups utilizing, served by, interested in,
or concerned with mass transportation facilities and services.

(4) To appear and participate, with the approval of the
governor, in proceedings before any federal, state, or local
regulatory agencies involving or affecting mass transportation
in the state.

(5) To foster experimentation in developing new mass trans-
portation facilities and services.

(6) To recommend policies, programs and actions designed to
improve utilization of urban and commuter mass transportation
facilities.

(7) To exercise such other functions, powers and duties
in connection with mass transportation problems as the governor
may require.

Section 3. Assistance From Other Agencies. All departments,
divisions, boards, bureaus, commissions or other agencies of
the state or any political subdivisions thereof or any public
authorities are authorized and directed to provide such assist-
ance and data to the director as will enable him to carry out
his functions, powers and duties.

Section 4. Inspections; Investigations And Hearings;
Witnesses; Books And Documents. The director at reasonable
times may inspect the property and examine the books and papers
dealing with the type and adequacy of services of any person,
firm or corporation engaged in operating a public mass trans-
portation facility or system in whole or in part within the
state; and may hold investigations and hearings within or with-
out the state. The provisions of this section shall not be
construed to include any authority or responsibility to exer-
cise the regulatory power of the state with respect to trans-
portation rates and services.

Section 5. Studies; Surveys. The director is authorized
to undertake such studies, inquiries, surveys or analyses as
he may deem relevant. In so doing, he may cooperate with any
public or private agencies, including educational, civic and
research organizations.

Section 6. Reports. The director shall make an annual
report to the governor and the legislature, including recommenda-
tions for executive and legislative action to further the pur-
poses of this act.

Section 7. Separability. [Insert separability clause.]

Section 8. Effective Date. [Insert effective date.]
C. METROPOLITAN AND REGIONAL ORGANIZATION AND ADMINISTRATION

Introductory Statement

At no point in the structure of the American federal system of government are problems of intergovernmental relations so marked, varied, and difficult as in the large metropolitan area, where the activities of all levels of government function in close proximity. Within such areas, federal, state, county, and municipal agencies often supplemented by a host of special-purpose units of local government, must carry on their functions in close juxtaposition, subject to an extremely complicated framework of federal, state, and local laws and administrative regulations.

The states have fundamental responsibility for enabling and assisting their metropolitan areas to deal with the increasingly difficult problems they face. This is especially true because the present complex patterns of local governmental structure, authorities, and restrictions in metropolitan areas are by and large the handiwork of the state governments.

In the legislative proposals presented in this section, the Commission sets forth no single "pat" solution for easing the problems of political and structural complexity in metropolitan areas. The Commission is convinced that no single approach can be identified as the most desirable, whether from a national standpoint or within a given state. Neither does the Commission believe it can be a profitable effort for the legislature of any state having within its borders a number of metropolitan areas to endeavor to legislate a single solution; rather the approach recommended by the Commission is one of legislative provision by the state of permissive authority to all of its metropolitan areas to employ whichever of these principal methods are determined by the residents of the areas and their political leaders to be preferable in the light of all attendant circumstances.

In brief, the Commission proposes enactment by state legislatures of a range of permissive powers to be utilized by the residents of the metropolitan areas as they see fit. Included in this section are proposals for metropolitan study commissions empowered to recommend metropolitanwide organizational plans subject to popular referendum, regional councils of public officials to serve as a medium for consultation on common problems, and metropolitan functional authorities to provide such regional services as may be authorized by popular referendum. Finally, given the many uncoordinated sources of development activities and the number of local units in metropolitan areas, the Commission urges the use of metropolitan
planning and coordinating machinery effectively geared into the political decision-making processes within the entire metropolitan area. Similarly, regional planning and development commissions are suggested to provide regional coordination.
METROPOLITAN STUDY COMMISSIONS

The Advisory Commission's report, Governmental Structure, Organization, and Planning in Metropolitan Areas, contained a statement affirming that: "State constitutions and statutes should permit the people residing in metropolitan areas to examine and, if they so desire, to change their local government structure" to meet their needs for effective local government. It was further recommended that states enact legislation authorizing the establishment of locally initiated metropolitan area study commissions to develop proposals for revising and improving local government structure and services in the metropolitan area concerned. The suggested legislation which follows is designed to carry out this recommendation.

Many studies of governmental problems in urban areas have been made in recent years, some authorized by state and local governments, some by interested citizen groups. These studies frequently have produced greater public awareness of need for readjustment among the local units of government, but frequently authority has been lacking for the formal submission of resulting proposals to the voters of the area. Moreover, many of the studies have not been conducted to determine areawide needs but rather have confined themselves to individual problems of a municipality or an urban function, resulting in piecemeal approaches to the problem.

The draft legislation is directed toward permitting consideration of problems of local government services and structure in urban areas by residents of the area as a whole, acting on their own initiative. The formal status accorded the study commissions and the procedure for submission of their recommendations provide a basic assurance that areawide problems can be brought before the voters of the area affected, while guarding against irresponsible and precipitous action.

The legislation provides that metropolitan study commissions may be brought into existence by a majority vote at an election initiated by resolution of the governing bodies of the local units of government of the area, or by petition of the voters. Representation on a commission is designed to assure equitable recognition of population groups and governmental constituencies. Commission members are appointed by governing bodies of counties, the mayor and council of each city, and the governing bodies of other units of government acting jointly. A final member, the chairman, is chosen by the other members. Officials and employees of local government are not allowed to be commission members so that power to determine matters of basic governmental structure and authority may be exercised by the citizens directly rather than by their elected or appointed local representatives.

The commission is required to determine the boundaries within which it proposes that one or more metropolitan services be provided,
and within two years of its establishment must prepare a comprehensive program for furnishing such metropolitan services as it deems desirable. Its recommendations may include proposals for carrying out the program, such as transfers of functions between local units; provision of metropolitan services by county governments; consolidation of municipalities, cities and counties, or special districts; and creation of a permanent urban area council of local officials. Public hearings are required on the commission's program. Appeal may be had to the courts for any grievance arising from the adjustment of property and debts proposed as part of the program.

To become effective, commission proposals for creation of a new unit of government such as a special district must be approved at a referendum by a majority of those voting on the issue in the jurisdiction of the proposed unit. Other proposals, such as abolishing or consolidating existing units, changing boundaries, or providing a new areawide service, require approval by a majority of those voting on the issue in each of the units affected.

Local units of government in the metropolitan area are authorized to appropriate funds for the commission's activities. A state agency is authorized to provide up to 50 percent matching funds as an encouragement to the study commissions and in recognition of the state's overall interest in the product of their deliberations.

The draft legislation is based on Chapter 516, Laws of 1963, State of Oregon.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act providing for the creation of metropolitan study commissions to study and propose means of improving essential governmental services in urban areas."]

(Be it enacted, etc.)

1. **Section 1. Declaration of Policy, Purpose.** (a) It is hereby declared to be the public policy of this state to provide for the residents of the metropolitan areas in the state the means of improving their local governments so that they can provide essential services more effectively and economically. The growth of urban population and the movement of people into suburban areas has created problems relating to water supply, sewage disposal, transportation, parking, parks and parkways, police and fire protection, refuse disposal, health, hospitals, welfare, libraries, air pollution control,
housing, urban renewal, planning and zoning. These problems
when extending beyond the boundaries of individual units of
local government frequently cannot be adequately met by such
individual units.

(b) It is the purpose of this act to provide a method
whereby the residents of the metropolitan areas may adopt local
solutions to these common problems in order that proper growth
and development of the metropolitan areas of the state may be
assured and the health and welfare of the people residing there-
in secured.

Section 2. Definitions. As used in this act:

(1) "Central city" means the city having the largest pop-
ulation in the tentative metropolitan area according to the
latest Federal decennial census.

(2) "Central county" means the county in which the great-
est number of inhabitants of a central city reside.

(3) "Commission" means a metropolitan study commission
established pursuant to section 3 of this act.

(4) "Component county" means a county having territory
within the tentative metropolitan area.

(5) "Component city" means a city having territory within
the tentative metropolitan area.

(6) "Metropolitan area" means an area the boundaries of
which are determined by a metropolitan study commission pur-
suant to sections 9 and 10 of this act.

(7) "Metropolitan services" means any one or more of the
following services when provided for all or substantially all
of an entire metropolitan area or an entire metropolitan area
exclusive of incorporated cities lying therein: (i) planning;
(ii) sewage disposal; (iii) water supply; (iv) parks and recrea-
tion; (v) public transportation; (vi) fire protection; (vii)
police protection; (viii) health; (ix) welfare; (x) hospitals;
(xi) refuse collection and disposal; (xii) air pollution con-
trol; (xiii) libraries; (xiv) housing; (xv) urban renewal; (xvi)
[other].

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The population minimum should be small enough to include just emerging smaller urban areas as well as larger, established ones. The area should cover a substantial part of the developed territory around the central city. The Oregon metropolitan study commission law provides that the central city shall have a population of 25,000 or more and that the limits of the tentative metropolitan area are within 10 miles of the central city boundaries. As an alternative to defining the tentative metropolitan area by distance from the central city, states may wish to use the "standard metropolitan statistical area" employed by the U. S. Bureau of the Census in the most recent nationwide Census of the Population.
within the tentative metropolitan area, and shall be filed with the [appropriate official] of the central county. Upon receipt of such a petition, the [appropriate official] shall examine the source and certify to the sufficiency of the signatures thereon. Within 30 days following receipt of such petition, the [appropriate official] shall transmit the same to the [governing body] of the central county together with his certificate as to the sufficiency thereof.  

(b) Only one commission may be established for each tentative metropolitan area at any one time.

Section 4. Election on Establishing Metropolitan Study Commission. (a) The election on the formation of the metropolitan study commission shall be conducted by the [election officials] of the component counties in accordance with [the general election laws of the state] and the results thereof shall be canvassed by the [county canvassing board] of the central county, which shall certify the result of the election to the [insert name of governing body] of the central county, and shall cause a certified copy of such canvass to be filed in the office of the secretary of state. Notice of the election shall be published in one or more newspapers of general circulation in each component county in the manner provided in the general election laws. No person shall be entitled to vote at such election unless he is a qualified voter under the laws of the state in effect at the time of such election for at least thirty days preceding the date of the election. The ballot proposition shall be substantially in the following form:

Establishment of Metropolitan Study Commission

"Shall a metropolitan study commission be established for the area described in a [joint resolution adopted by the governing bodies of [insert names of counties, cities, other

2. Alternatively, establishment of a commission might be authorized by joint or concurrent resolution of governing bodies in the tentative metropolitan area.
units] [petition filed with the [appropriate official] of the
central county on the [ ] day of [ ], 19[ ]?

YES . . . . . .

NO. . . . . . .

(b) If a majority of the persons voting on the proposition
residing within the tentative metropolitan area shall vote in
favor thereof, the metropolitan study commission shall be deemed
to be established.

(c) When the tentative metropolitan area extends beyond the
central county, the expenses of the election shall be prorated
among all the counties according to each county's share of the
total population of the tentative metropolitan area.

Section 5. Selection of Metropolitan Study Commission.

(a) Any study commission established pursuant to this act
for a tentative metropolitan area shall consist of members to
be selected as follows:

(1) One member selected by the [insert name of govern-
ing body] of each component county.

(2) One member selected by the mayor and city council
of each component city of at least 2,500 population; but any
city having more than [ ] population by the last official
United States census shall be entitled to one more member for
each additional [ ] of population or fraction thereof.

(3) One member representing all cities under 2,500
population and [insert name of other types of units of general
government] to be selected by the [insert name of chief elected
official, such as a mayor or council president] of such cities and
[insert name of other units]; but if the combined population
of such cities and [insert name of other units] exceeds [ ],
they shall be entitled to one more member for each [ ] addi-
tional population or fraction thereof.

The members from such cities and [insert name of other units]
shall be elected as follows: The [insert name of chief elective
official] of all such units of government shall meet on the
second Tuesday following the establishment of a metropolitan
study commission and thereafter on [date] of each even-numbered
year at [  ] o'clock at the office of the [insert name of
governing body] of the central county. The chairman of such
[county governing body] shall preside. After nominations are
made, ballots shall be taken and the [  ] candidate[s] receiv-
ing the highest number of votes cast shall be considered elected. 3

(4) One member, who shall be chairman of the metro-
politan study commission, selected by the other members of the
commission.

(b) Each member selected under the provisions of subsection
(a) paragraphs (1) and (2) of this section shall reside at the
time of his appointment in the [insert name of unit] by which
appointed and each member selected under paragraph (3) shall
reside at the time of his appointment in one of the cities
[or other types of units] participating in the selection.

(c) No member shall be an official or employee of any
unit of local government.

Section 6. Time of Appointment. The members of a metro-
politan study commission shall be appointed within 60 days
after the election establishing the Commission.

Section 7. Meetings of Commission. (a) Not later than
80 days after the election establishing a commission, the
members of a commission shall meet and organize at a time which
shall be set by the governing body of the central county.

(b) At the first meeting of each commission the member
appointed by the [insert name of governing body] of the
central county shall serve as temporary chairman. As its
first official act the commission shall elect a chairman. The
commission shall also elect a vice chairman from among its
members.

(c) Further meetings of the commission shall be held upon
call of the chairman, the vice chairman in the absence or

3. If it is desired that each type of general government unit--
for example, villages or townships--have separate representation a
separate subsection may be provided for each, with same general pro-
visions as in (3).
inability of the chairman, or a majority of the members of
the commission.

Section 8. Vacancies, Compensation, Open Meetings, Quorum,
Rules. (a) In case of a vacancy for any cause, a new member
shall be appointed in the same manner as the member he replaced.
(b) Members of a commission shall receive no compensation
but shall receive actual and necessary travel and other expenses
incurred in the performance of official duties.
(c) All meetings of a commission shall be open to the
public.
(d) A majority of the members of the commission shall
constitute a quorum for the transaction of business.
(e) Each member shall have one vote. A favorable vote
by not less than a majority of the entire commission shall
be necessary for any action permitted by section 15 of this
act; but other actions may be by a majority of those present
and voting. Each commission may adopt such other rules for
its proceedings as it deems desirable.

Section 9. Metropolitan Service Boundaries. A commission
shall determine the boundaries within which it proposes that
one or more metropolitan services be provided. In fixing
such boundaries the commission need not conform to the
boundaries of the tentative metropolitan area. The boundaries
proposed by the commission shall not include part of any city,
[insert names of other units of general government, excluding
county] unless the whole city, [repeat previous insertion]
is included, and shall not divide any existing water, sanitary,
park and recreation, fire protection or other special service
district unless the comprehensive program, prepared by the
commission pursuant to section 11 of this act, will include
provisions for the continuance of such service in that part
of any such district not included within the boundaries as
determined by the commission.

Section 10. Considerations in Setting Boundaries. In
recommending boundaries and determining the need for furnishing
metropolitan services, a commission shall study and take into
consideration:

(1) The area within which metropolitan services are needed
at the time of establishment of the commission and for orderly
growth of the metropolitan area;

(2) The extent to which needed services are or can be
furnished by existing units of local government and the rela-
tive cost to the taxpayer and user of such services of having
them provided by existing units of local government or as
metropolitan services;

(3) The boundaries of existing units of local government;

(4) Population density, distribution and growth;

(5) The existing land use within a metropolitan area,
including the location of highways and natural geographic
barriers to and routes for transportation;

(6) The true cash value of taxable property and differences
in valuation under various possible boundaries for a metropol-
itan area;

(7) The area within which benefits from metropolitan
services would be received and the costs of services borne;

(8) Maintenance of citizen accessibility to, control-

ability of, and participation in local government;

(9) Such other matters as might affect provision of
metropolitan services on an equal basis throughout the area,
and provide more efficient and economical administration thereof.

Section 11. Comprehensive Program. The commission shall
prepare a comprehensive program for the furnishing of such
metropolitan services as it deems desirable in the metropolitan
area.

Section 12. Recommendations to Implement Program. In pre-
paring its comprehensive program for furnishing metropolitan
services, a commission may recommend one or more of the follow-
ing courses of action, to take effect at the same or at differ-
ent times, in accordance with approval procedures provided in
sections 14 and 15:
(1) Consolidation of any existing [insert names of units of general government other than county] with any other existing [repeat insert];

(2) Consolidation of any [insert names of units of general government other than county] with the county in which it lies;

(3) Consolidation of two or more counties;

(4) Annexation of unincorporated territory to an existing city;

(5) Consolidation of any existing special service district with one or more other special service districts to perform all of the services provided by any of them;

(6) Creation of a new special service district to perform one or more metropolitan services, with provision for the dissolution of any existing special service districts performing like service or services within the proposed boundaries of such new district;

(7) Performance of one or more metropolitan services by any existing unit of local government;

(8) Consolidation of specified metropolitan services by transfer of functions, by creation of joint administrative agencies or by contractual agreements;

(9) Creation of a permanent urban area council, consisting of members of governing bodies of units of local government within the metropolitan area; and

(10) Any other change it considers desirable involving creation, dissolution, or consolidation of units of local government in the metropolitan area, or involving alteration of their boundaries, powers, and responsibilities, consistent with provisions of the constitution of this state.

Section 13. Adjustment of Property and Debts. (a) The Commission shall determine the value and amount of all property used in performing any metropolitan service and all bonded and other indebtedness of units of local government attributable to the acquisition of such property and affected by its comprehensive program for metropolitan services and shall determine and provide in its comprehensive program an equitable adjustment
of such property and debts of each unit of local government.

(b) After the hearings provided for in section 14 of this
act and the adoption by the commission of its comprehensive
program, any person aggrieved by the provisions of the program
relating to equitable adjustment of property and debts as
provided for in subsection (a) of this section may appeal
from such provisions to the [insert name of court of general
jurisdiction]. Notice of the appeal shall be given to the
chairman of the commission 10 days before the appeal is filed
with the court. The court shall determine the constitutional-
ity and equity of the adjustment or adjustments proposed and
to direct the commission to alter such adjustment or adjust-
ments found by the court to be inequitable or violative of any
provision of the Constitution, but any such determination shall
not otherwise affect the comprehensive program adopted by the
commission.

Section 14. Public Hearings on Proposed Program. Within
two years after the date of its organization, a commission shall
complete the preparation of its preliminary determination of
boundaries and program for furnishing metropolitan services,
and shall provide for adequate publication and explanation
of the program. The commission shall fix the dates and places
for public hearings on the program. Notice of hearings shall
be published once each week for at least two weeks preceding a
hearing, in at least one newspaper of general circulation in
each component county. The notice of hearing shall state the
time and place for the hearing.

Section 15. Submission of Recommendation. After public
hearing, the commission may submit proposals contained in its
comprehensive program for approval as follows: (1) proposals
including charters, charter amendments, or any other necessary
legal instrument for creation of a new unit of local government
shall require approval by a majority of eligible voters thereon
in the jurisdiction of the proposed new unit; (2) proposals
for abolishing or consolidating existing units of local govern-
ment, or changing their boundaries, shall require approval by
a majority of the eligible voters voting in each of the units
affected; (3) any other proposals which are submitted by the
commission and which under existing law can be carried into
effect by action of the governing bodies of the units affected,
shall be effective if approved by a majority of eligible voters
voting thereon in each of the units affected. 4 Referendums shall
be held at the next state general or primary election, occurring
not sooner than 60 days after submission of the proposals by
the commission. 5

Section 16. Effect of Approval. Any proposal approved
pursuant to section 15 shall take effect at the time fixed in
the proposal, and all laws and charters, and parts thereof,
shall be superseded by any proposals adopted under provisions
of this act to the extent that they are inconsistent with the
proposals adopted.

Section 17. Resubmission and New Program. If any election
directed by the commission pursuant to section 15 of this act
results in a negative vote, the commission may:
(1) Direct the resubmission of the same issue at a new
election to be held not earlier than one year from the date of
the election at which such negative vote was cast; or
(2) Withdraw its comprehensive program, or that part there-
of rejected at such election, and devise a new program which
the commission believes will be more acceptable and proceed
thereon as specified in sections 14 and 15 of this act.

Section 18. Additional Powers and Duties. A commission
shall have the following additional powers and duties:
(1) To contract and cooperate with such other agencies,

4. Alternatively, the states may wish to consider the Oregon
element. Under Oregon law, a commission is authorized to submit
proposals to the voters in cases when existing law authorizes initi-
tative and referendum on such proposals. On other proposals, a com-
million may recommend necessary enabling legislation or charter amend-
mments to the appropriate governing body or the Legislative Assembly.
5. States may also wish to provide for submission at special
elections.

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public or private, as it considers necessary for the rendition
and affording of such services, facilities, studies and reports
to the commission as will best assist it to carry out the pur-
poses for which the commission was established. Upon request
of the chairman of a commission, all state agencies and all
counties and other units of local government, and the officers
and employees thereof, shall furnish such commission such infor-
mation as may be necessary for carrying out its functions and
as may be available to or procurable by such agencies or units.
(2) To consult and retain such experts, and to employ
such clerical and other staff as, in the commission's judgment,
may be necessary.
(3) To accept and expend moneys from any public or private
source, including the Federal Government. All moneys received
by the commission shall be deposited with the county treasurer
of the central county. The county treasurer is authorized to
disburse funds of the commission on its order.
(4) To do any and all other things as are consistent with
and reasonably required to perform its functions under this
act.
Section 19. Appropriations. The units of local govern-
ment of the tentative metropolitan area may appropriate funds
for the necessary expenses of the commission.
Section 20. State Matching Funds. In order to encourage
and assist in the establishment and operation of metropolitan
study commissions, the [if state has office of local govern-
ment, insert its name] is authorized to enter into contracts to
make grants to metropolitan study commissions to help finance
their activities. The amount of any such grant may equal but
not exceed the amount of funds appropriated by local units of
government pursuant to section 19.
Section 21. Term of Commission. All commissions shall
terminate four years from the date of their establishment.
However, a commission, upon completion of its duties, may ter-
minate earlier by a vote of three-fourths of the members favor-
able to such earlier termination.

Section 22. Separability. [Insert separability clause.]

Section 23. Effective Date. [Insert effective date.]
REGIONAL COUNCILS OF PUBLIC OFFICIALS

Among the many devices proposed or used to enable citizens and local government officials of metropolitan areas to cope more effectively with the growing number of areawide problems is the regional or metropolitan council of public officials. These are voluntary associations of public officials, usually elected, from most or all of the governments of a metropolitan area, formed to seek a better understanding among the governments and officials in the area, to develop a consensus regarding metropolitan needs, and to promote coordinated action in solving their problems.

At least twenty regional councils have been established since the first, the Supervisors Inter-County Committee, was organized in 1954 in the Detroit area. Among the well-known councils, besides the Detroit group, are the Metropolitan Regional Council of New York, New Jersey, and Connecticut, in the New York City area; the Association of Bay Area Governments in the San Francisco area; the Mid-Willamette Valley Intergovernmental Cooperation Council (Salem, Oregon); and the Metropolitan Council of Governments in Washington, D. C.

Although councils vary with respect to their manner of establishment and membership, they usually have three characteristics: (1) They cut across or embrace several local jurisdictions, and sometimes do not stop at state lines. (2) They are composed of the chief elected officials of the local governments, and sometimes have representation from the state government. (3) An association of representatives from individual governments which retain their power to act as they please with reference to the decisions of the regional councils, they function primarily as forums for discussion, research, and recommendation only. None has powers to compel either participation in the first instance or acceptance of recommendations in the end. Such operating functions as they may be given by their participating governments are always legally subject to the right of any individual constituent to withhold its support. Each, therefore, is voluntary in the fullest sense of the word. (4) They are multipurpose, concerning themselves with many areawide problems. (5) They employ a full-time staff.

There has been a growing interest in regional councils, as reflected in the gradual increase in their number. It is anticipated, moreover, that the number will experience rapid expansion as a consequence of Section 1102(c) of the Federal Housing and Urban Development Act of 1965. This provision makes federal grants available to organizations composed of public officials whom (the Secretary of the Department of Housing and Urban Development) finds to be representative of the political jurisdictions within a metropolitan area or urban region for the purpose of assisting such organizations to undertake studies, collect data, develop regional plans and programs, and engage in such other activities as the Secretary finds necessary or desirable for the solution of the metropolitan or regional problems in such areas or regions. Grants may be as much as two-thirds
of the estimated cost of the work assisted.

In light of these developments it seems that states would be well advised to grant local officials necessary authority to form regional councils. Two basic methods have been used to provide this authority. The first is passage of special acts by the state legislature creating each council. This is the method followed in the 1957 Michigan Legislature for the Supervisors Intercounty Committee (Michigan Public Acts 1957, No. 21). The alternative, and more common approach, is a general interlocal cooperation enabling act that permits local units of government to undertake jointly any action they are empowered to undertake separately. A model interlocal agreement act of this kind has been previously proposed by the Advisory Commission and is presented on page 477 below. Such general authority has been used to establish the Association of Bay Area Governments in California and the Mid-Willamette Valley (Oregon) Council of Governments.

A third statutory approach is provided in the statute presented below. This is a bill authorizing local governments to join together for the specific purpose of forming and operating a regional council of officials.

Section 1 provides that the governing bodies of any two or more general purpose units of local government, such as cities and counties, may establish a regional council of public officials. It authorizes agreements to be made with governing bodies of similar units in other states in order to permit establishment of a council which would draw membership throughout the entire territory of an interstate metropolitan area. Some states might wish to broaden permissive membership to include representatives from local school districts or from the state government.

Section 2 specifies that each constituent local unit shall be represented by its elected chief executive or if it has no elected chief executive, by a member of its governing body chosen by that body. Reflecting the voluntary nature of the organization, it further provides that any constituent unit may withdraw at will upon giving 60 days' notice.

Two types of powers are authorized by section 3. The first, which may be exercised by vote of the council, includes the power to make studies of areawide problems of common interest, promote cooperation among the members, and make recommendations to the members and other public agencies operating in the area. These powers are purely of an advisory, research, encouragement, and recommendation nature. They do not involve carrying out any kind of "line" function normally carried out by the member governments within their individual jurisdictions.

The second category of powers are all other powers that the member governments may exercise individually. Since these would involve direct public services, the application of such powers to
each participating government is a matter of basic importance to the
governing bodies of those governments. Therefore it is provided
that for such powers to be exercised by the council, appropriate
action by each constituent government would be required.

The remaining sections authorize the council to adopt by-laws,
employ staff and consultants, and receive funds from all sources,
including grants from the federal government. Governing bodies of
the member governments are permitted to appropriate funds for the
council.

Suggested Legislation

[Title should conform to state requirements. The
following is a suggestion: "An act to authorize
regional councils of public officials."

(Be it enacted, etc.)

Section 1. Establishment. The [governing bodies] of any
two or more counties, cities, [other general purpose units of
local government] by appropriate action, may enter into an
agreement with each other, or with the governing bodies of any
counties, cities, [other general purpose units as above] of
any other state to the extent that laws of such state permit,
for establishment of a regional council of public officials.

Section 2. Membership. Membership of the council shall
consist of one representative from each county, city, [other
general purpose units] entering into the agreement. The repre-
sentative from each member county, city, [other general pur-
pose units] shall be the elected chief executive of the member
county, city, [other general purpose units], or, if such county,
city, [other general purpose units] does not have an elected
chief executive, a member of its governing body chosen by such
body to be its representative. Any county, city, [other general

1. If the area contains many local governments, states may
wish to provide another basis of representation, analogous to that
provided in model legislation for a metropolitan planning commis-
sion (see page 393) or a metropolitan functional authority (see
page 380). States may also wish to consider including other local
government units for membership, such as school districts and spe-
cial districts; and may wish to provide for participation by the
state and federal governments.

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purpose units] which has become a member of the council may
withdraw upon 60 days notice subsequent to formal action by its
governing body.

Section 3. Powers and Duties. (a) The council shall have
the power to: (1) study such area governmental problems com-
mon to two or more members of the council as it deems appro-
priate, including but not limited to matters affecting health,
safety, welfare, education, economic conditions, and regional
development; (2) promote cooperative arrangements and coordi-
nate action among its members; and (3) make recommendations for
review and action to the members and other public agencies that
perform functions within the region.

(b) The council may, by appropriate action of the govern-
ing bodies of the member governments, exercise such other pow-
eras are exercised or capable of exercise by the member gov-
ernments and necessary or desirable for dealing with problems
of mutual concern.

Section 4. By-Laws. The council shall adopt by-laws design-
ating the officers of the council and providing for the con-
duct of its business.

Section 5. Staff. The council may employ such staff, and
consult and retain such experts, as it deems necessary.

Section 6. Finances; Annual Report. (a) The governing
bodies of the member governments may appropriate funds to meet
the expenses of the council. Services of personnel, use of
equipment and office space, and other necessary services may be
accepted from members as part of their financial support.

(b) The council may accept funds, grants, gifts, and serv-
ices from the government of the United States or its agencies,
from this state or its departments, agencies or instrumentali-
ties, or from any other governmental unit whether participating
in the council or not, and from private and civic sources.

(c) It shall make an annual report of its activities to the
member governments.

Section 7. Separability. [Insert separability clause.]

Section 8. Effective Date. [Insert effective date.]
A notable phenomenon of the past decade has been the proliferation of local public "authorities" or "special districts," generally created to provide a single type of governmental service or facility, e.g., housing, some phase of natural resources activity, sewage disposal, parks, hospital service, water supply, or other utility services. In 1962 there were 18,323 special district governments, half again as many as there were in 1952.1 Much of the increase occurred in metropolitan areas; between 1957 and 1962, the number of special districts in the 212 areas officially recognized as SMSA's in 1962 rose from 3,736 to 5,411.2 While most special districts are located outside city borders, a sizeable number (probably over 500) serve or are included in the metropolitan area central cities.

The spread of functional authorities has caused concern among public administrators, scholars, and political leaders in metropolitan areas. The authority approach has been denounced as "super-government," arrogant and irresponsible. The severity with which particular authorities are condemned is frequently correlated directly with their size, success, and power. Three principal arguments are advanced against the use of functional authorities. (1) It is a piecemeal approach to metropolitan problems. The practice of pulling out single functions for independent handling could, if carried to its logical conclusion, lead to a whole "nest" of powerful authorities, each operating with respect to a particular function and each unrelated in planning, programming and financial management to all of the others. (2) The creation of authorities adds to the number of local units of government within the metropolitan area, where there are already too many. (3) Authorities, being typically governed by a board of directors of private citizens appointed for staggered terms, are not directly responsive to the will of the people and to a considerable extent are beyond the reach of any one level of government.

The problems and limitations of the authority device, as it has been widely used, cannot be taken lightly. They need to be recognized and avoided in any legislation designed to permit metropolitan areas to utilize this device where it seems more desirable or feasible than alternative changes in the existing pattern of local government. Accordingly, the draft legislation which follows, providing for the permissive establishment of metropolitan service corporations, contains safeguards against the three arguments most often cited against authorities. The metropolitan service corporation proposed could be of a multi-functional type that would meet the argument that the authority inevitably leads to a piecemeal and

1. Part of the increase, however, resulted from a reclassification by the Bureau of the Census of certain public authorities from dependent agencies to independent special districts.
2. See footnote 1.
fragmented approach. In the form proposed it would be susceptible, if the area residents so chose, of handling numerous areawide services and functions. Secondly, by providing for a board of directors made up of members ex officio from boards of county commissioners, city councils, and mayors, the affairs of the corporation would be kept in the hands of elected officials and not entrusted to an independent, "untouchable" body. Poor performance of the corporation would carry the possibility of retribution at the polls for its board of directors. Third, the corporation could at the most result in the addition of a single unit of government in any given metropolitan area, while holding the potentiality of absorbing the functions and responsibilities of a considerable number of separate organizational units within the existing units of local government in the area.3

In summary: (1) the draft bill would authorize the establishment of a "metropolitan service corporation" on the basis of a majority vote in the area to be served by the corporation, pursuant to an election resulting either from resolution of the governing bodies of major local governments or from petition. (2) The corporation would be empowered by statute, subject to local voter approval, to carry on one or more of several metropolitan functions, such as sewage disposal, water supply, transportation, or planning. If the function of comprehensive planning were voted to the corporation, performance on a metropolitan area basis would be required, in contrast to permission for a smaller "service area" in the case of other functions. (3) The corporation would be governed by a metropolitan council consisting of representatives from the boards of county commissioners, and from the mayors and councils of component cities. (4) The corporation would have power to impose service charges and special-benefit assessments, to impose sales, income, and property taxes, and to issue bonds. The use of sales, income, or property taxes would be appropriate where a corporation has responsibility for functions that cannot be financed solely through special assessments. The larger area encompassed by a metropolitan service corporation would overcome some of the objectionable features of administering "local" nonproperty taxes. By authorizing metropolitanwide sales or income taxes, states can to some extent reduce the fiscal disparities between contiguous local units. Where possible such taxes should be "piggybacked" on state taxes to simplify administration.

The text of the suggested legislation is based on the provisions of Chapter 213, Laws of 1957, State of Washington.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act providing for the creation and operation of metropolitan service corporations to provide and coordinate certain specified public services and functions for particular areas."]

(Be it enacted, etc.)

3. This legislation would not, obviously, provide for all the problems involved where an authority is needed to serve metropolitan territory in two or more states. However, some of the principles expressed in this proposed statute might well be extended to any legislation providing explicitly for such agencies.
Title I
Purpose of Act, and Definitions

Section 1. It is hereby declared to be the public policy of this state to provide for the people of the populous metropolitan areas in the state the means of obtaining essential services not adequately provided by existing agencies of local government. The growth of urban population and the movement of people into suburban areas has created problems of sewage and garbage disposal, water supply, public transportation, planning, parks and parkways which extend beyond the boundaries of cities, counties and special districts. For reasons of topography, location and movement of population, and land conditions and development, one or more of these problems cannot be adequately met by the individual cities, counties and districts of metropolitan areas. It is the purpose of this act to enable cities and counties to act jointly to meet these common problems in order that the proper growth and development of the metropolitan areas of the state may be assured and the health and welfare of the people residing therein may be secured.

Section 2. As used herein:

(1) "Metropolitan service corporation" means a municipal service corporation of the state of [ ] created pursuant to this act.

(2) "Metropolitan area" as used herein is an area designated as a "standard metropolitan statistical area" by the U. S. Bureau of the Census in the most recent nationwide Census of the Population.¹

(3) "Service area" means the area contained within the boundaries of an existing or proposed metropolitan service

¹. Particular states may find it appropriate and desirable to apply a somewhat different definition from this, tailored to their particular circumstances. For example, a 1961 enactment in Colorado (H.B. 221) defines a metropolitan area as "a contiguous area consisting of one or more counties in their entirety, each of which has a population density of at least fifteen persons per square mile."
corporation.
(4) "City" means an incorporated city or town.
(5) "Component city" means an incorporated city or town
within a service area.
(6) "Component county" means a county of which all or part
is included within a service area.
(7) "Central city" means the city with the largest popula-
tion in a service area.
(8) "Central county" means the county containing the city
with the largest population in a service area.
(9) "Special district" means any municipal corporation
of the state of [ ] other than a city, town, county, school
district, or metropolitan service corporation.
(10) "Metropolitan council" means the legislative body of a
metropolitan service corporation.
(11) "City council" means the legislative body of any city
or town.
(12) "Population" means the number of residents as shown by
the figures released from the most recent official federal
Census of Population.
(13) "Metropolitan function" means any of the functions of
government named in title I, section 2 of this act.
(14) "Authorized metropolitan function" means a metropolitan
function which a metropolitan service corporation shall have
been authorized to perform in the manner provided in this act.

Title II
Area and Functions of a Metropolitan Service Corporation

Section 1. A metropolitan service corporation may be organi-
zed to perform certain metropolitan functions, as provided
in this act, for a service area consisting of contiguous terri-
tory which comprises all or part of a metropolitan area and in-
cludes the entire area or two or more cities, of which at least
one has a population of [50,000] or more; but if a
metropolitan service corporation shall be authorized to perform
the function of metropolitan comprehensive planning it shall
exercise such power, to the extent found feasible and appro-
appropriate, for the entire metropolitan area rather than only for
some smaller service area. No metropolitan service corporation
shall have a service area which includes only a part of any city,
and every city shall be either wholly included or wholly ex-
cluded from the boundaries of a service area. No territory
shall be included within the service area of more than one
metropolitan service corporation.

Section 2. A metropolitan service corporation shall have
the power to perform any one or more of the following functions,
when authorized in the manner provided in this act:
(a) Metropolitan comprehensive planning.
(b) Metropolitan sewage disposal.
(c) Metropolitan water supply.
(d) Metropolitan public transportation.
(e) Metropolitan garbage disposal.
(f) Metropolitan parks and parkways.
(g) [ ]
(h) [ ]

Section 3. With respect to each function it is authorized
to perform, a metropolitan service corporation shall make ser-
vice corporation shall make services available throughout its
service area on a uniform basis, or subject only to classifica-
tions or distinctions which are applied uniformly throughout
the service area and which are reasonably related to such rel-
evant factors as population density, topography, types of users,
and volume of services used. As among various parts of the
service area, no differentiation shall be made in the nature
of services provided, or in the conditions of their availability,
which is determined by the fact that particular territory is
located within or outside of a component city.

Section 4. In the event that a component city shall annex
territory which, prior to such annexation, is outside the ser-
vice area of a metropolitan service corporation, such territory
shall by such annexation become a part of the service area.
Title III
Establishment and Modification of a Metropolitan Service Corporation

Section 1. A metropolitan service corporation may be created by vote of the qualified electors residing in a metropolitan area in the manner provided in this act. An election to authorize the creation of a metropolitan service corporation may be called pursuant to either a resolution or a petition, as follows:

(a) A resolution or concurring resolutions calling for such an election may be adopted by either:

(1) the city council of a central city; or

(2) the city councils or two or more component cities other than a central city; or

(3) the board of commissioners of a central county.

A certified copy of such resolution or certified copies of such concurring resolutions shall be transmitted to the [board of commissioners] of the central county.

(b) A petition calling for such an election shall be signed by at least [4] percent of the qualified voters residing within the metropolitan area and shall be filed with the [appropriate official] of the central county.

Any resolution or petition calling for such an election shall describe the boundaries of the proposed service area, name the metropolitan function or functions which the metropolitan service corporation shall be authorized to perform in the service area. After the filing of a first sufficient petition or resolution with such county [official] or board of county commissioners respectively, action by such [official] or board shall be deferred on any subsequent petition or resolution until after the election has been held pursuant to such first petition or resolution.

Upon receipt of such a petition, the [official] shall examine the same and certify to the sufficiency of the signatures thereon. Within thirty days following the receipt of such petition, the [official] shall transmit the same, together with his certificate as to the sufficiency thereof, to the legislative
body of each county and city within the metropolitan area.

Section 2. The election on the formation of the metropolitan service corporation shall be conducted by the [appropriate official] of the central county in accordance with the general election laws of the state and the results thereof shall be canvassed by the county canvassing board of the central county, which shall certify the result of the election to the board of county commissioners of the central county, and shall cause a certified copy of such canvass to be filed in the office of the secretary of state. Notice of the election shall be published in one or more newspapers of general circulation in each component county in the manner provided in the general election laws. No person shall be entitled to vote at such election unless he is a qualified voter under the laws of the state in effect at the time of such election and has resided within the service area for at least [thirty] days preceding the date of the election. The ballot proposition shall be substantially in the following form:

FORMATION OF METROPOLITAN SERVICE CORPORATION

Shall a metropolitan service corporation be established for the area described in a resolution of the board of commissioners of [ ] county adopted on the [ ] day of [ ] 19[ ] to perform the metropolitan functions of [here insert the title of each of the functions to be authorized as set forth in the petition or initial resolution]?  

YES . . . . . . . [ ]

NO . . . . . . . [ ]

If a majority of the persons voting on the proposition residing within the service area shall vote in favor thereof, the metropolitan service corporation shall thereupon be established and the board of commissioners of the central county shall adopt a resolution setting a time and place for the first

2. In a state where this procedure might face constitutional difficulties, provision would be made, instead, for individual county canvassing, and certification to the central county or the secretary of state.

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meeting of the metropolitan council which shall be held not later than thirty days after the date of such election. A copy of such resolution shall be transmitted to the legislative body of each component city and county and of each special district which shall be affected by the particular metropolitan functions authorized.

Section 3. A metropolitan service corporation may be authorized to perform one or more metropolitan functions in addition to those which it has previously been authorized to perform, with the approval of the voters at an election, conducted in the manner provided by title III, sections 1 and 2 of this act concerning an election on the original formation of a metropolitan service corporation.

If a majority of the persons voting on the proposition shall vote in favor thereof the metropolitan service corporation shall be authorized to perform such additional metropolitan functions.

Section 4. The service area of a metropolitan service corporation may be extended, subject to the general geographical conditions stated in title II, section 1, in the manner provided in this section.

(a) The metropolitan council of a metropolitan service corporation may make or authorize studies to ascertain the desirability and feasibility of extending the service area of the corporation to include particular additional territory within the metropolitan area which is contiguous to the existing service area of the corporation. If such studies appear to justify, the metropolitan council may adopt a resolution stating that it has formally under consideration the annexation of certain territory to the service area. The resolution shall clearly describe the area or areas concerned, and shall specify the time and place of a public hearing to be held on the matter by the metropolitan council. Such resolution shall be published in one or more newspapers having general circulation in the metropolitan area, at least thirty days before the date set
for the public hearing.
(b) The metropolitan council shall hold the public hearing
so announced, to receive testimony on the question of extending
the boundaries of the service area, and it may hold further
public hearings on the matter, subject in each instance to pub-
lished notice in a newspaper having general circulation in the
area, at least [three] days in advance.
(c) Following such hearings, the metropolitan council may,
by resolution, authorize the annexation to the service area of
all or any portion of the territory which was considered for
annexation in accordance with the foregoing paragraphs of this
section. Such resolution shall clearly describe the area or
areas to be annexed and shall specify the effective date of the
annexation, which shall in no event be sooner than either: (1)
[six] months from the date when such resolution is published;
or (2) [one] month after the date of the next regular primary
or general election to be held throughout the metropolitan area.
The resolution shall be published in one or more newspapers
having general circulation in the metropolitan area.
(d) Any annexation to the service area of a metropolitan
service corporation which is authorized in the manner provided
above shall become effective on the date specified unless nulli-
fied pursuant to a popular referendum conducted as follows:
To be sufficient, a petition calling for a popular referendum
on the prospective annexation of particular territory to the
service area of a metropolitan service corporation shall be
signed by at least either: (1) [4] percent of the qualified
voters residing within the entire service area of the corpora-
tion as prospectively enlarged; or (2) [20] percent of the
qualified voters residing within the territory concerning which
a referendum is proposed. The petition shall indicate such
territory, in terms of any one or more entire areas specified
for annexation by the metropolitan council resolution which is
described in paragraph (c) above. Such petition shall be filed
with the [appropriate official] of the central county within

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[thirty] days of the publication of the annexation resolution by the metropolitan council. The [official] shall examine the same and certify to the sufficiency of the signatures thereon. If a sufficient petition is filed, the question specified by such petition shall be submitted at the next regular primary for general election held throughout the metropolitan area. If, at such election, a majority of the vote cast on the question within the service area of the metropolitan service corporation as prospectively enlarged shall vote against the annexation of a particular area or areas, the action of the metropolitan council with respect to such area or areas shall thereby be nullified.

Title IV
Organization and Governing Body of a Metropolitan Service Corporation

Section 1. A metropolitan service corporation shall be governed by a metropolitan council composed of the following:

(1) one member selected by, and from, the board of commissioners of each component county;
(2) one member who shall be the mayor of the central city;
(3) one member from each of the three largest component cities other than the central city, selected by, and from, the mayor and city council of each of such cities;
(4) [ ] members representing all component cities other than the four largest cities to be selected from the mayors and city councils of such smaller cities by the mayors of such cities in the following manner: the mayors of all such cities shall meet on the second Tuesday following the establishment of a metropolitan service corporation and thereafter on [date] of each even-numbered year at [ ] o'clock at the office of the

3. An alternative type of referendum requirement may be found desirable by some states.

4. Numbers of members coming from cities as contrasted to counties, as well as the total size of the metropolitan council should, of course, be adjusted in terms of the general pattern of local government prevalent within the metropolitan areas of the particular state.
board of county commissioners of the central county. The chair-
man of such board shall preside. After nominations are made,
ballots shall be taken and the [ ] candidate[s] receiving
the highest number of votes cast shall be considered selected;
(5) one member, who shall be chairman of the metropolitan
council, selected by the other members of the council. He shall
not hold any additional public office other than that of notary
public or member of the military forces of the United States
or of this state, not on active duty.

Section 2. At the first meeting of the metropolitan council
following the formation of a metropolitan service corporation,
the mayor of the central city shall serve as temporary chairman.
As its first official act the council shall elect a chairman.
The chairman shall be a voting member of the council and shall
preside at all meetings. In the event of his absence or in-
ability to act the council shall select one of its members to
act as chairman pro tempore. A majority of all members of the
council shall constitute a quorum for the transaction of busi-
ness. A smaller number of council members than a quorum may
adjourn from time to time and may compel the attendance of
absent members in such manner and under such penalties as the
council may provide. The council shall determine its own rules
and order of business, shall provide by resolution for the
manner and time of holding all regular and special meetings
and shall keep a journal of its proceedings which shall be a
public record. Every legislative act of the council of a
general or permanent nature shall be by resolution.

Section 3. The chairman shall hold office until [date] of
each even-numbered year and may, if re-elected, serve more than
one term. Each member of a metropolitan council selected under
the provisions of section 1, paragraphs (1) and (3) of this
title shall hold office at the pleasure of the body which
selected him. No member other than the chairman may hold
office after he ceases to hold the position of mayor, com-
missioner, or councilman.
Section 4. A vacancy in the office of a member of the metropolitan council shall be filled in the same manner as provided for the original selection. The meeting of mayors to fill a vacancy of the member selected under the provisions of section 1, paragraph (4) of this title shall be held at such time and place as shall be designated by the chairman of the metropolitan council after ten days' written notice mailed to the mayors of each of the cities specified in section 1, paragraph (4) of this title.

Section 5. The chairman of the metropolitan council shall receive such compensation as the other members of the metropolitan council shall provide. Members of the council other than the chairman shall receive compensation for attendance at metropolitan council or committee meetings of [ ] dollars per diem but not exceeding a total of [ ] dollars in any one month, in addition to any compensation which they may receive as officers of component cities or counties; but officers serving in such capacities on a full time basis shall not receive compensation for attendance at metropolitan council or committee meetings. Members of the council may be reimbursed for expenses actually incurred by them in the conduct of official business for the metropolitan service corporation.

Section 6. The name of a metropolitan service corporation shall be established by its metropolitan council. Each metropolitan service corporation shall adopt a corporate seal containing the name of the corporation and the date of its formation.

Section 7. All the powers and functions of a metropolitan service corporation shall be vested in the metropolitan council unless expressly vested in specific officers, boards, or commissions by this act. Without limitation of the foregoing authority, or of other powers given it by this act, the metropolitan council shall have the following powers:

(a) To establish offices, departments, boards and commissions in addition to those provided by this act which are necessary

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to carry out the purposes of the metropolitan services corporation, and to prescribe the functions, powers and duties thereof.

(b) To appoint or provide for the appointment of, and to remove or to provide for the removal of, all officers and employees of the metropolitan service corporation except those whose appointment or removal is otherwise provided for by this act [subject to the civil service provisions of [cite appropriate civil service statute provisions].

(c) To fix the salaries, wages and other compensation of all officers and employees of the metropolitan service corporation except those otherwise fixed in this act [subject to the civil service provisions of [cite appropriate civil service statute provisions].

(d) To employ such engineering, legal, financial, or other specialized personnel as may be necessary to accomplish the purposes of the metropolitan service corporation.

Title V
Duties of a Metropolitan Service Corporation

Section 1. As expeditiously as possible after its establishment or its authorization to undertake additional metropolitan functions, the metropolitan service corporation shall develop plans with regard to the extent and nature of the services it will initially undertake with regard to each authorized metropolitan function, and the effective dates when it will begin to perform particular functions. Such initial basic plans shall be adopted by resolution of the metropolitan council.

Section 2. The metropolitan service corporation shall plan for such adjustment or extension of its initial assumption of responsibilities for particular authorized functions as is found desirable, and the metropolitan council may authorize such changes by resolution.

Section 3. It shall be the duty of a metropolitan service corporation to prepare comprehensive plans for the service area with regard to present and future public facility requirements for each of the metropolitan functions it is authorized to
perform.

Section 4. If a metropolitan service corporation shall be
authorized to perform the functions of metropolitan comprehen-
sive planning, it shall have the following duties, in addition
to the other duties and powers granted by this act:

(1) To prepare a recommended comprehensive land use plan
and public capital facilities plan for the metropolitan area
as a whole.

(2) To review proposed zoning ordinances and resolutions
or comprehensive plans of component cities and counties and
make recommendations thereon. Such proposed zoning ordinances
and resolutions or comprehensive plans must be submitted to the
metropolitan council prior to adoption and may not be adopted
until reviewed and returned by the metropolitan council. The
metropolitan council shall cause such ordinances, resolutions
and plans to be reviewed by the planning staff of the metropol-
itan service corporation and return such ordinances, resolutions
and plans, together with their findings and recommendations
thereon, within ninety days following their submission.

(3) To provide planning services for component cities and
counties upon request and upon payment therefor by the cities
or counties receiving such service.

Section 5. A metropolitan service corporation shall offer
to employ every person who on the date such corporation acquires
a metropolitan facility is employed in the operation of such
facility by a component city or county or by a special district.
Where a metropolitan service corporation employs a person em-
ployed immediately prior thereto by a component city or county,
or by a special district, such employee shall be deemed to re-
main an employee of such city, county, or special district for
the purposes of any pension plan of such city, county, or
special district, and shall continue to be entitled to all
rights and benefits thereunder as if he had remained as an
employee of the city, county, or special district, until the
metropolitan service corporation has provided a pension plan

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and such employee has elected, in writing, to participate therein. Until such election, the metropolitan service corporation shall deduct from the remuneration of such employee the amount which such employee is or may be required to pay in accordance with the provisions of the plan of such city, county, or special district and the metropolitan service corporation shall pay to the city, county, or special district any amounts required to be paid under the provisions of such plan by employer and employee.

Title VI

General Powers of a Metropolitan Service Corporation

Section 1. In addition to the powers specifically granted by this act a metropolitan service corporation shall have all powers which are necessary to carry out the purposes of the metropolitan service corporation and to perform authorized metropolitan functions.

Section 2. A metropolitan service corporation may sue and be sued in its corporate capacity in all courts and in all proceedings.

Section 3. A metropolitan service corporation shall have power to adopt, by resolution of its metropolitan council, such rules and regulations as shall be necessary or proper to enable it to carry out authorized metropolitan functions and may provide penalties for the violation thereof. Actions to impose or enforce such penalties may be brought in the [appropriate] court in the central county.

Section 4. A metropolitan service corporation shall have power to acquire by purchase, condemnation, gift, or grant and to lease, construct, add to, improve, replace, repair, maintain, operate and regulate the use of facilities requisite to its performance of authorized metropolitan functions, together with all lands, properties, equipment and accessories necessary for such facilities. Facilities which are owned by a city or special district may, with the consent of the legislative body of the city or special districts owning such facilities, be
acquired or used by the metropolitan service corporation.

Cities and special districts are hereby authorized to convey
or lease such facilities to a metropolitan service corporation
or to contract for their joint use on such terms as may be
fixed by agreement between the legislative body of such city
or special district and the metropolitan council, without
submitting the matter to the voters of such city or district.

Section 5. A metropolitan service corporation shall have
power to acquire by purchase and condemnation all lands and
property rights, both within and without the metropolitan area,
which are necessary for its purposes. Such right of eminent
domain shall be exercised by the metropolitan council in the
same manner and by the same procedure as is or may be provided
by law for cities of the [ ] class, except insofar as such
laws may be inconsistent with the provisions of this act.

Section 6. A metropolitan service corporation shall have
power to construct or maintain metropolitan facilities in,
along, on, under, over, or through public streets, bridges,
viaducts, and other public rights-of-way without first obtaining
a franchise from the county or city having jurisdiction
over them; but such facilities shall be constructed and main-
tained in accordance with the ordinances and resolutions of
the city or county relating to construction, installation and
maintenance of similar facilities in such public properties.

Section 7. Except as otherwise provided herein, a metropol-
itan service corporation may sell or otherwise dispose of any
real or personal property acquired in connection with any
authorized metropolitan function and which is no longer required
for the purposes of the metropolitan service corporation in the
same manner as provided for cities of the [ ] class. When
the metropolitan council determines that a metropolitan facil-
ity or any part thereof which has been acquired from a component
city or county without compensation is no longer required for
metropolitan purposes, but is required as a local facility by
the city or county from which it was acquired, the metropolitan
council shall by resolution transfer it to such city or county.

Section 8. A metropolitan service corporation may contract
with the United States or any agency thereof, any state or agen-
cy thereof, any other metropolitan service corporation, any
county, city, special district, or other governmental agency
for the operation by such entity of any facility or the perform-
ance on its behalf of any service which the metropolitan service
corporation is authorized to operate or perform, on such terms
as may be agreed upon by the contracting parties.

Title VII
Financial Powers of a Metropolitan Service Corporation

Section 1. A metropolitan service corporation shall have
power to set and collect charges for services it supplies and
for the use of metropolitan facilities it provides.

Section 2. A metropolitan service corporation shall have the
power to issue bonds for any authorized capital purpose of the
metropolitan service corporations; but a proposition authorizing
the issuance of such bonds shall have been submitted to the
electors of the metropolitan service corporation at a special
election and assented to by a majority of the persons voting on
said proposition at said election. 5

Section 3. The metropolitan service corporation shall have
the power to levy special assessments payable over a period of
not exceeding [   ] years on all property within the service
area specially benefited by an improvement, on the basis of
special benefits conferred, to pay in whole or in part the dam-
ages or costs of any such improvement.

Section 4. (a) A metropolitan service corporation may levy
a property tax within its area on all taxable property after a
referendum on the proposition authorizing the property tax has
been conducted by the [election officials] of the county [compo-
nent counties] in accordance with [the general election laws of

5. Additional provisions concerning borrowing power and pro-
cedures will commonly be found desirable, with their nature depending
upon other laws and practices of the state. Such state consideration
should carefully review the bonding power granted to the service cor-
poration as it relates to general local debt limitations and general
local bonding authority.
the state] and a majority of the persons voting on the proposition assent to the imposition of the tax. The results thereof shall be canvassed by the [county canvassing board] of the central county, which shall certify the result of the election to the [insert name of governing body] of the central county, and shall cause a certified copy of such canvass to be filed in the office of the secretary of state. Notice of the election shall be published in one or more newspapers of general circulation in each component county in the manner provided in the general election laws. No person shall be entitled to vote at such election unless he has been a qualified voter under the laws of the state in effect at the time of such election for at least thirty days preceding the date of the election. The expenses of the referendum shall be prorated among all the counties according to each county's share of the total population of the area.

(b) The Metropolitan Service Corporation shall annually fix the amount of money necessary to be raised by taxation upon the taxable property in its area. Annually before [insert date] the assessor of each [insert name of collection unit performing assessment] shall transmit to the corporation a written statement showing the taxable value of all property within the jurisdiction of the [insert local unit performing assessment] which lies within the area. The value shall be ascertained from the [assessment records] for the year as equalized and corrected by the [state property tax review agency]. On [insert date] the corporation shall fix the tax rate [not to exceed [ ___ ]], based upon the aggregate of equalized values transmitted by the assessor. On [insert date] the tax rate shall be certified to the governing bodies of the counties within the area and taxes shall be certified to the governing bodies of the counties within the area and taxes shall be levied and collected for the corporation in the same manner as taxes levied for other purposes.

Section 5. A metropolitan service corporation may impose within its area by reference to the state sales and use tax act, a sales and use tax at a rate not to exceed [ ___ %] of the state sales and use tax paid.
Section 6. A metropolitan corporation may impose within its area a tax on income, as defined by reference to the provisions of the state income tax act and at a rate not to exceed [ %] of any taxpayer's liability under the state income tax act.

Section 7. The [state tax department] shall administer a sales and use tax, or an income tax adopted under this act. The [state tax commissioner] may prescribe forms and reasonable rules and regulations, for the purpose of making returns and for the ascertainment, assessment and collection of a tax imposed under this act. The rules and regulations promulgated in accordance with the state income or sales tax act shall apply to the taxes adopted under this act, except when, in the judgment of [tax commissioner], such rules would be inconsistent or not feasible of proper administration. The [state tax department] shall keep full and accurate records of all money received and distributed under this act.

Section 8. All sums received or collected on behalf of a metropolitan service corporation from income and sales taxes levied pursuant to this act, shall be deposited to a special fund which is hereby established in the state treasury. The amount collected on behalf of a metropolitan service corporation shall be paid within ten [10] days after collection to the metropolitan service corporation after deducting the amount of refunds, and the amount necessary to defray the cost of collecting and administering the tax.

Section 9. A metropolitan service corporation shall have the power when authorized by a majority of all members of the metropolitan council to borrow money from any component city or county and such cities or counties are hereby authorized to make such loans or advances on such terms as may be mutually agreed upon by the metropolitan council and the legislative bodies of such component city or county.

Section 10. All banks, trust companies, bankers, savings banks and institutions, building and loan associations, savings and loan associations, investment companies, and other persons carrying on a banking or investment business, all insurance
companies, insurance associations, and other persons carrying
on an insurance business, and all executors, administrators,
curators, trustees and other fiduciaries, may legally invest
any sinking funds, moneys, or other funds belonging to them or
within their control in any bonds or other obligations issued
by a metropolitan service corporation pursuant to this act.
Such bonds and other obligations shall be authorized security
for all public deposits in this state.

Section 11. A metropolitan service corporation shall have
the power to invest its funds held in reserves or sinking funds
or any such funds which are not required for immediate disburse-
ment, in property or securities in which mutual savings banks
may legally invest funds.

Title VIII
Separability and Effective Date

Section 1. Separability. [Insert separability clause.]
Section 1. Effective Date. [Insert effective date.]
The suggested legislation is based on the concept that planning, regardless of the level of government at which it is undertaken, is a staff function which facilitates the policy formulating process. Planning is a necessary tool for many of the technical and administrative judgments, both political and economic, which units of local government in the large metropolitan areas are required to make continually. To be worthwhile and to serve a useful rather than an academic purpose, the respective facets of metropolitan area planning must be closely geared into the practical decision-making process regarding land use, tax levies, public works, transportation, welfare programs, and the like.

The proposed legislation is based on the assumption that while long-range planning must be undertaken for all of a metropolitan area viewed as an entity, the individual authority and responsibilities of local units of government must be respected and reconciled with overall interests. State legislation should therefore permit local latitude in the agreements whereby metropolitan area planning commissions are established, while at the same time setting minimum standards for the organization and powers of such commissions.

The suggested act below sets a minimum standard for the number of local jurisdictions which must participate in order to ensure a sufficiently wide basis for effective planning and enforcement. Membership on the commission is specified as consisting of elected officials in order to "gear planning into the practical decision-making process," with provision made for appointment of some public members as well.

In designation of a metropolitan planning area, reference is made to the federal definition of a "standard metropolitan statistical area," with a footnote indicating that some states may prefer to substitute a different definition in order to apply the act to areas not currently identified as SMSA's. Whatever definition is used should ensure that the planning area is large enough to include an integrated trading and employment area, as defined by such measures as density of resident population, the pattern of journey-to-work, and retail trading territory. In adapting the proposed legislation to their particular needs, states may wish to define its applicability in any of the following ways: (1) all metropolitan areas of the state, present or future; (2) metropolitan areas listed by name; (3) specified classes of cities and their environs.

The powers and duties section takes into account Congressional enactments designed to strengthen intergovernmental coordination in the use of federal planning and project grants. It should be noted
that the Congress in the Housing Act of 1961 has granted advance
consent to interstate compacts for urban planning functions in inter-
state metropolitan areas.

Provision is made for the adoption of metropolitan area plans
by local units of government, and conversely, for advisory review or
approval by the metropolitan area planning commission of local plans
and projects. However, the suggested legislation also provides at
this point, that if an interlocal agreement authorizes the metropol-
itan area planning commission to require conformity with its own com-
prehensive or master plan, such a degree of regulation can be under-
taken only with respect to those communities party to the agreement.

In order to encourage local communities to take a proper degree
of initiative and to determine for themselves the nature of their
cooperative activities, the proposal is that the actual establishment
and functioning of metropolitan area planning commissions be accom-
plished by the drafting and execution of interlocal agreements, pur-
suant to authorizing state statute. In this connection, it should
be pointed out that the Interlocal Contracting and Joint Enterprises
Act, page 477, below provides a general authorization for cooperative
undertakings of such kinds as the localities themselves may determine
within the framework of their existing statutory and constitutional
powers. As is the case of the legislation suggested below, the in-
strument authorized for achieving the cooperative purposes is the
interlocal agreement. The Interlocal Cooperation Act deals with a
number of matters, such as financing, representation, approval of
interlocal agreements by the appropriate state officials, and lia-
ibility for performance under the agreement which should be incorporated
in any authorizing statute.

It is suggested that states could proceed to use the statute
suggested below and the Interlocal Contracting and Joint Enterprises
Act in any one of several ways: (1) if a statute similar to the
Interlocal Contracting and Joint Enterprises Act has been enacted,
or is to be enacted, the suggested act following this explanatory
statement could be used as a guide in drafting some of the provisions
of the implementing interlocal agreements; (2) if the interlocal
cooperation that a states wishes to authorize is only in the field
of planning, the Interlocal Contracting and Joint Enterprises Act
could be adapted to apply only to that subject, and the draft below
could be used as a guide in formulating the implementing agreements; or
(3) the draft act below could be used as the authorizing statute.
In the last named event, the Interlocal Cooperation Act should be
consulted to determine which of its provisions should be added to the
authorizing statute.

In comparing the suggested act below and the Interlocal Contract-
ing and Joint Enterprises Act for use in interstate metropolitan areas,
it should be noted that a somewhat different approach is contemplated.
The concluding portion of Section 6 of the suggested act below pre-
sumes that a metropolitan area planning commission must be created
for the portion of the metropolitan area lying within the single
state, and that such commission would then cooperate with localities on the other side of the state line. In contrast, the Interlocal Contracting and Joint Enterprises Act provides authorization for the establishing of a metropolitan area commission whose jurisdiction would extend throughout the entire metropolitan area, including the portions in the two or more states affected.

Another approach to organizing for the provision of planning services within a metropolitan area is provided by the "Metropolitan Functional Authorities" proposal in this Program on page 371.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act providing for the establishment of metropolitan area planning bodies."]

(Be it enacted, etc.)

Section 1. Purpose. The legislature recognizes the social and economic interdependence of the people residing within metropolitan areas and the common interest they share in its future development. The legislature further recognizes that plans and decisions made by local governments within metropolitan areas with respect to land use, circulation patterns, capital improvements and the like, affect the welfare of neighboring jurisdictions and therefore should be developed jointly.

It is, therefore, the purpose of this act to provide a means for: (1) formulation and execution of objectives and policies necessary for the orderly growth and development of the metropolitan area as a whole; and (2) coordination of the objectives, plans and policies of the separate units of government comprising the area.

Section 2. Creation of a Metropolitan Area Planning Commission. A metropolitan area planning commission may be established pursuant to the following procedures:

(1) Two or more adjacent incorporated municipalities, two or more adjacent counties, or one or more counties and a city or cities within or adjacent to the county or counties may, by agreement among their respective governing bodies, create a metropolitan area planning commission, if (i) in the case of
municipalities and cities, the largest one within the metropol-
itan planning area, as defined in section 3, shall be a party
to the agreement; and (ii) the number of counties, cities,
other municipalities, townships, school and other special dis-
tricts or independent governmental bodies party to the agree-
ment shall equal 60 per cent or more of the total number of
such counties, cities and other local units of government with-
in the metropolitan area,¹ as defined in section 3. The agree-
ment shall be effected through the adoption by each governing
body concerned, acting individually, of an appropriate resolu-
tion. A copy of such agreement shall be filed with the [chief
state records officer], [state office of local affairs] and
[state planning agency].

(2) Any city, other municipality or county may, by legisla-
tive action of its governing body, transfer or delegate any
or all of its planning powers and functions to a metropolitan
area planning commission; or a county and one or more municipal-
ities may merge their respective planning powers and functions
into a metropolitan area planning commission, in accordance
with the provisions of this act.

Any additional county, municipality, town, township, school
district or special district within the metropolitan planning
area, as defined in section 3, may become party to the agree-
ment.

Section 3. Designation of a Metropolitan Planning Area.
"Metropolitan area" as used herein is an area designated as
a "standard metropolitan statistical area" by the U. S. Bureau
of the Census in the most recent nationwide Census of the

¹. Particular states may find it appropriate and desirable
to require fewer kinds of local units of government to be initial
parties to the agreement, thereby reducing the total number needed
for establishment of a commission under this act.
Population. The specific geographic area in which a metropolitan area planning commission shall have jurisdiction shall be stipulated in the agreement by which it is established.

Section 4. Membership and Organization. Except as provided below, membership of the commission shall consist of representatives from each participating government or stipulated combinations thereof, in number and for a term to be specified in the agreement. Such representatives shall consist of elected officials, except that the Commission may appoint not to exceed [ ] members from the general public who have demonstrated outstanding leadership in community affairs. A representative of the state government may be designated by the governor to attend meetings of the commission. Members of the commission shall serve without compensation, but shall be reimbursed for expenses incurred in pursuit of their duties on the commission. The commission shall elect its own chairman from among its members, and shall establish its own rules and such committees as it deems necessary to carry on its work. Such committees may have as members persons other than members of the commission and other than elected officials. The commission shall meet as often as necessary, but no less than four times a year.

The commission shall adopt an annual budget, to be submitted to the participating governments which shall each contribute to the financing of the commission according to a formula specified in the agreement. Subject to approval of any application therefor by the [appropriate state agency], a metropolitan area planning commission established pursuant to this act may make

2. Particular states may find it appropriate and desirable to apply a somewhat different definition from this, tailored to their particular circumstances. For example, a 1961 Enactment in Colorado (H.R. 221) defines a metropolitan area as "a contiguous area consisting of one or more counties in their entirety, each of which has a population density of at least 15 persons per square mile." Other quantitative factors may be used in a metropolitan area definition, such as percentage of county residents employed in the central city.
application for, receive and utilize grants or other aid from
the Federal Government or any agency thereof.3

Section 5. Director and Staff. The commission shall appoint
a director, who shall be qualified by training and experience
and shall serve at the pleasure of the commission. The director
shall be the chief administrative and planning officer and
regular technical advisor of the commission, and shall appoint
and remove the staff of the commission. The director may make
agreements with local planning agencies within the jurisdiction
of the metropolitan area planning commission for temporary
transfer or joint use of staff employees, and may contract for
professional or consultant services from other governmental
and private agencies.

Section 6. Powers and Duties. The metropolitan area plan-
ing commission shall:

(1) Prepare and from time to time revise, amend, extend or
add to a plan or plans for the development of the metropolitan
area. The plans shall be based on studies of physical, social,
economic and governmental conditions and trends, and shall aim
at the coordinated development of the metropolitan area in
order to promote the general health, welfare, convenience and
prosperity of its people. The plans shall embody the policy
recommendations of the metropolitan area planning commission,
and shall include, but not be limited to:

(i) A statement of the objectives, standards and
principles sought to be expressed in the plan.

(ii) Recommendations for the most desirable pattern
and intensity of general land use within the metropolitan area,
in the light of the best available information concerning
natural environmental factors, the present and prospective
economic and demographic bases of the area, and the relation

3. Consideration should also be given to providing for
state aid either by making such a commission an eligible agency to
apply for and receive state aid or by providing that local govern-
mental units party to the agreement may apply for such aid on be-
half of the commission.

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of land use within the area to land use in adjoining areas.
The land use pattern shall include provision for open as well
as urban, suburban, and rural development.

(iii) Recommendations for the general circulation
pattern for the area, including land, water and air transporta-
tion and communication facilities, whether used for movement
within the area or to and from adjoining areas.

(iv) Recommendations concerning the need for and
proposed general location of public and private works and
facilities, which by reason of their function, size, extent
or for any other cause are of a metropolitan as distinguished
from purely local concern.

(v) Recommendation for the long-range programming and
financing of capital projects and facilities.

(vi) Such other recommendations as it may deem appro-
riate concerning current and impending problems as may affect
the metropolitan area.

(2) Prepare, and from time to time revise, recommended
zoning and subdivision and platting regulations which would
implement the metropolitan area plan.

(3) Prepare studies of the area's resources, both natural
and human, with respect to existing and emerging problems of
industry, commerce, transportation, population, housing, agri-
culture, public service, local governments and any other
matters which are relevant to metropolitan area planning.

(4) Collect, process and analyze at regular intervals, the
social and economic statistics for the metropolitan area which
are necessary to planning studies, and make the results of such
collection, processing, and analysis available to the general
public.

(5) Participate with other government agencies, educational
institutions and private organizations in the coordination of
metropolitan research activities defined under paragraphs (3)
and (4) of the section.
(6) Cooperate with, and provide planning assistance to county, municipal or other local governments, instrumentalities or planning agencies within the metropolitan area and coordinate metropolitan area planning with the planning activities of the state and of the counties, municipalities, special districts or other governmental local units within the metropolitan area, as well as neighboring metropolitan areas and the programs of federal departments and agencies.

(7) Provide information to officials of departments, agencies and instrumentalities of federal, state and local governments, and to the public at large, in order to foster public awareness and understanding of the objectives of the metropolitan area plan and the functions of metropolitan and local planning, and in order to stimulate public interest and participation in the orderly, integrated development of the region.

(8) Receive and review for compatibility with metropolitan area plans all proposed comprehensive land use, circulation, and public facilities plans and projects, zoning and subdivision regulations, official maps and building codes of local governments in the geographic area and all amendments or revisions of such plans, regulations and maps, and make recommendations for their modification where deemed necessary to achieve such compatibility.

(9) Review participating local government applications for capital project financial assistance from state and federal governments, and comment upon their consistency with the metropolitan development plan; and review and comment upon state plans for highways and public works within the area to promote coordination of all intergovernmental activities in the metropolitan area on a continuing basis.

(10) Exercise all other powers necessary and proper for the discharge of its duties.

The metropolitan planning commission may exercise its powers jointly or in cooperation with agencies or political subdivisions of this state or any other state, or with agencies of the United States, subject to statutory provisions applicable to inter-
jurisdictional agreements.

Section 7. Certification and Implementation of Metropolitan Area Plans. All comprehensive metropolitan area plans as defined under section 6(1) as well as zoning, subdivision and platting regulations, proposed under section 6(2) shall be adopted by the metropolitan area planning commission after public hearing, and certified by the commission to all local governments, governmental districts and special purpose authorities within the metropolitan area. The agreement creating the metropolitan area planning commission shall specify that these plans be implemented in the following way: The metropolitan area plans and regulations, or parts thereof, may be officially adopted by any local government, governmental district or special purpose authority within the metropolitan area, and when so adopted shall supersede previous local plans and regulations.

Section 8. Cooperation by Local Governments and Planning Agencies. Any local government, governmental district or special purpose authority within the metropolitan area may, and all participating local governments, governmental districts and special purpose authorities shall, file with the metropolitan planning commission all current and proposed plans, zoning ordinances, official maps, building codes, subdivision regulations, and project plans for capital facilities and amendments to and revisions of any of the foregoing, as well as copies of their regular and special reports dealing with planning matters. Each governmental unit within the geographic area over which a metropolitan area planning commission has jurisdiction shall afford such commission a reasonable opportunity to comment upon any such proposed plans, zoning, subdivision and platting ordinances, regulations and capital facilities projects and shall consider such comments, if any, prior to adopting any such plan, ordinance, regulation or project. By appropriate provision of an agreement, the parties thereto may require that as a condition precedent to their adoption,
any or all proposed plans, zoning, subdivision and platting
ordinances, regulations, and capital facilities projects of
their respective jurisdictions be determined by the metropolitan
area planning commission to be [in conformity with] [not in con-
flict with] the relevant plan of the commission, but any power
so to pass upon proposed plans, ordinances, regulations or
projects shall be exercisable only with respect to the juris-
dictions party to the agreement.

Section 9. Annual Report. The metropolitan area planning
commission shall submit an annual report to the chief executive
officers, legislative bodies and planning agencies of all local
governments within the metropolitan area, and to the governor.

Section 10. Separability. [Insert separability clause.]

Section 11. Effective Date. [Insert effective date.]
REGIONAL PLANNING AND DEVELOPMENT COMMISSIONS

In the nationwide concern for the alleviation of economic hardship, it has become apparent that hard core areas of poverty and lagging development lie in small towns and farm communities of the nation as well as in major urban centers. Commonly cited illustrations, for example, are the Appalachian hollow and the small town that once served as the hub of commercial activity and supplied the needs of the surrounding countryside but is now steadily falling farther behind its bigger competitor on down the highway.

An effective attack on the problems of underdeveloped areas, urban or rural, requires action by local, state, and federal governments in partnership with the private sector of the economy. Local governments are obviously unable to cope on their own with the root causes of poverty and economic underdevelopment. On the other hand, they can take many steps to help their communities become more attractive as places in which to live and carry on productive enterprises. The trouble is, local governments in many areas of sparse population and after years of declining activity have limited fiscal and human resources to draw upon. Such resources are vital, just to take advantage of assistance programs increasingly available from state and federal governments. Moreover, the geographic jurisdiction of individual local units of government, even as broad as the county, is frequently not large enough to constitute a viable base for economic development.

Rural farm and nonfarm communities in a number of states are now moving into better positions to overcome these basic inadequacies of small communities, with the assistance of state legislation and state technical and financial assistance. In such states as Wisconsin, Georgia, Tennessee, and Missouri, they have undertaken to pool the financial and human resources of local communities over a broader yet essentially homogeneous area, for the purpose of studying economic and social needs and resources, making plans for best development of their resources, and acting cooperatively, usually through existing units of local government, to carry out the plans. The instrument for doing this is an areawide planning and development commission, representing the local governments of the area and employing a trained technical staff equipped to develop workable long range plans and work closely and effectively with community organizations, public and private, in carrying them out.

A major effort to help underdeveloped areas has at the same time been mounted by the federal government. The Economic Development Administration, as did the predecessor Area Redevelopment Administration, aim at providing economic stimulants through public works loans and grants. The Appalachian Regional Commission focuses on the economic and social problems of an area covering largely mountainous territory and small towns of parts of 12 states. The Economic Opportunity Act is directed toward rooting out and preventing poverty wherever it exists, and was amended in 1965 with specific direction to see that appropriate resources are devoted to the
poverty-stricken of both rural and urban areas. These programs are in addition to Department of Agriculture programs aimed basically at raising the income and improving the lot of the individual farmer and rural resident, and the Department's more recent efforts through its rural community development service to provide technical assistance to farm communities in planning and developing their local economies. Finally, the Administration proposed to the Congress in 1966 a Community Development District program, under which rural communities would be given incentives and assistance to engage in orderly planning for the development of large rural areas.

Certain problems of interlevel and interprogram coordination have emerged from these new federal and state efforts. One is the danger that many different state, local, and federal programs in the same basic field—physical, economic, and social development—will exhaust the leadership and organizational resources available in the rural communities. Another problem is the likelihood of overlapping, confusing, and perhaps contradictory requirements for local communities to comply with in order to take advantage of programs offered by federal and state governments. Thus, for example, the principal program under the Economic Opportunity Act—the Community Action Program—is administered at the local and multi-county level through community action agencies, pursuant to organization and procedural requirements set forth in detail by the Office of Economic Opportunity. The Economic Development Administration has its own requirements for participation in its areawide program of stimulating loans and grants. The Appalachian Regional Development Act sets forth still additional requirements for local development districts. In each case, however, the governor of the state has, or may have, a hand in designating or approving designation of the boundaries of the respective development districts, and thus the state has leverage to effect some coordination.

It was in consideration of these conditions and the need to provide the framework for most effective use of limited resources, particularly in nonmetropolitan areas, that the Advisory Commission on Intergovernmental Relations in its 1966 report on Intergovernmental Relations in the Poverty Program made the following recommendation:

...that States authorize and provide financial incentives for creation and operation of multi-purpose regional public agencies in non-metropolitan areas to undertake physical, economic and human resource planning and development programs (including community action, economic and rural development, and areawide planning) over multi-county areas, particularly those areas in which local institutions have been unwilling or unable to respond to existing needs.

The Commission further recommends that where States have taken such action, the head of each Federal department and agency administering grants for physical,
economic and human resource planning and development be required, by statute or Executive Order, to: (a) require use of the geographic base established pursuant to such State action as a condition of Federal grants to such area; (b) utilize, to the maximum extent feasible, such multi-purpose agencies as the recipients of such grants; and (c) where other than the multi-purpose agency is used, require establishment of adequate checkpoint procedures to assure program coordination with, and the maximum use of the governing body, technical staff, and physical facilities of such multi-functional agencies.

The following draft statute would provide legislative authority and financial incentives for carrying out this recommendation at the state and local levels. To some extent it reflects experience in Georgia with areawide planning and development commissions. Some of these commissions have operated as community action agencies under the Economic Opportunity Act and the governor has also indicated that he will designate the commissions to serve as development districts under the Economic Development Act, and, if passed, the Community Development District Act of 1966. Like the Georgia experience, in addition, the statute provides for state matching grants to encourage establishment and assist in operation of the areawide commissions. The draft act also reflects to some degree reference to the Wisconsin regional planning law, the Missouri state and regional planning and community development act, and the Tennesseee economic development district act. A section-by-section summary follows.

After the declaration of purpose (section 1) and definitions (section 2), the statute makes the governor responsible for laying out multi-county planning and development districts (section 3) and for establishing commissions to carry on the planning and development functions in the districts (section 4). State stimulation for formation and operation of the districts is provided by authorizing state appropriations to match the local contribution up to a specified maximum (subsection 6(g)). Thus the statute gives the state some basic duties and responsibilities for the regional approach to economic and social planning and development.

At the same time, the act places major responsibility on local units of government in creation and operation of the commissions, reflecting the need to enlist their active support and participation. It makes county governing bodies responsible for initiating the designation by the governor of the development districts (subsection 3(a)), and all local units of general government for determining among themselves the composition of the commissions, subject to the requirement that commission members must be local elected officials (subparagraph 4(l)).

In the belief that states may differ as to the degree to which they wish to make the commission capable of carrying on operating and construction activities on their own, two basic alternatives are
presented with respect to the powers of the commissions. The first (section 5) empowers a commission to perform planning activities and, under contract or agreement with one or more local units, administer on their behalf programs available under federal planning and development legislation. The latter include community action and other activities under the Economic Opportunity Act and public works facilities construction under the Economic Development Act. Financing of the commission (section 6) is limited essentially to dues assessed against the local units of government, charges for special services, federal grants, state incentive matching grants, and revenues received from local units under contracts or agreements to administer federal programs for them.

The second alternative authorizes the same planning activities as under the first, but in addition, in bracketed subparagraphs of section 5, empowers a commission to act on its own in conducting operating and construction programs under federal and state development legislation. Bracketed subsections of section 6 give the commissions powers of property taxation, borrowing, and special assessments to support their direct operating and construction responsibilities.

Other provisions are the same under both alternatives. The governor is empowered to designate, unless precluded specifically by federal law, regional planning and development districts to serve as planning and development districts for purposes of federal planning and development programs. This provision, plus the provision for the commissions to act either on their own or on behalf of local governments in administering state and federal grants (subparagraph 5(2)), would provide the framework for having federal and state planning and development programs administered within the same geographic boundaries and making most effective use of leadership and staffing. The commissions are also empowered to assist state agencies in providing technical assistance to local governments, for example, assisting the state office of economic opportunity in providing technical assistance under the Economic Opportunity Act (subparagraph 5(2)).

**Suggested Legislation**

[Title should conform to state requirements. The following is one suggestion: "An act providing for the establishment of multi-county regional planning and development commissions."]

(Be it enacted, etc.)

1 Section 1. Purpose. The legislature finds that: (1) many citizens of the state, particularly those residing outside of major urban centers, are not able to participate fully in the economic opportunities afforded to other citizens, largely
because many of these areas are economically and physically
underdeveloped; (2) despite the best efforts of local units of
government, these areas are in need of assistance in planning
and developing their economic, physical, and human resources;
(3) successful achievement of these objectives requires a com-
prehensive, coordinated, and orderly program by which the re-
sources of a number of communities may be pooled to overcome
the effects of sparsity of population and inadequacies of eco-

demic and other resources; (4) the Congress has enacted a
number of laws, including the Economic Opportunity Act, [the
Appalachian Regional Development Act\textsuperscript{1}], the Public Works and
Economic Development Act, [and the Community Development Dis-

tict Act\textsuperscript{2}] which provide assistance in carrying out planning

and development activities to meet the needs of the citizens

and to more fully develop areas of lagging growth; (5) these

federal laws have separate and different requirements as to

the organizational structure and geographic areas of local or

areawide units administering their programs, with consequent

overlapping and confusion and excessive demands on local lead-

ership and staff resources; and (6) the assistance of the state

is needed to make the most effective use of these and other

programs in organizing and administering programs to meet the

needs of the citizens of such areas. It is the purpose of this

act, therefore, to provide more effective means and incentives

for planning and development of the physical, economic, and

human resources of the state, including a regional framework

for effective execution and coordination of federal planning

and development programs.

Section 2. Definitions. As used in this act:

(1) "Governing body" means the board, body, or persons in

which the powers of local units are vested.

(2) "Local units of government" or "local units" include

\textsuperscript{1} Applicable to 12 states affected by the Appalachian Regional

Development Act.

\textsuperscript{2} Inclusion is conditioned on passage of Community Develop-

ment District Act.
cities, villages, towns, counties [enumerate other units of
general local government].

(3) "Population" means the number of residents as shown by
the most recent nationwide census of population.

(4) "District" means an area of two or more contiguous
counties designated by the governor as a regional planning and
development district pursuant to section 3 of this act.

(5) "Commission" means a regional planning and development
commission established pursuant to section 4 of this act.

Section 3. Designation of Regional Planning and Develop-
ment Districts. (a) The governor may designate regional plan-
ing and development districts when he finds the following
conditions exist: (1) the governing bodies of two or more
contiguous counties signify by resolution that they desire
designation of such counties as a district for purposes of this
act; (2) the public has had an opportunity to register its
views on the proposed creation of such a district, either at a
public hearing held by the governing bodies upon adequate public
notice prior to the adoption of the resolution, or through such
other means as the governor shall find satisfactory; (3) there
exists within the proposed district a clear need to plan and
develop its physical, economic, and social resources, and the
area contains adequate financial and other resources to sup-
port successful achievement of these objectives, including a
minimum population of [   ], but the governor may waive such
population limitation if he finds that the purposes of this act
require such action; (4) the area within the proposed district
has sufficient elements of homogeneity based upon, but not
limited to, such considerations as topographic and geographic
conformations, extent of urban development, the existence of
special or acute agricultural, forestry, conservation or other
rural problems, uniformity of social or economic interests and
values, park and recreational needs, civil defense, or the
existence of physical, social, and economic problems of a
regional character; and (5) the proposed district meets such
other reasonable and necessary general conditions, standards,
and criteria as the governor may establish to further the purposes of this act. In establishing standards the governor shall afford all affected parties adequate notice and an opportunity to present relevant information.

(b) Regional planning and development districts designated by the governor under this section shall be used as the basis for proposing or designating areas for the purposes of the following federal acts, to the extent not precluded by such acts, unless the governor finds it necessary to waive or revise the districts to fulfill the purposes of this act: (1) the Economic Opportunity Act of 1964; (2) section 403 of the Public Works and Economic Development Act of 1965; (3) section 301 of the Appalachian Redevelopment Act of 1965; (4) section 3 of the Community Development District Act of 1966 (S. 2934); and (5) such other federal acts, existing or hereafter enacted, as may authorize financial assistance for undertaking physical, economic, and human resource planning and development programs.

(c) The governor may, after consultation with the governing bodies of the counties involved, revise the designation of districts as required to reflect changing conditions or otherwise to fulfill the purposes of this act.

(d) The [state planning office, office of local affairs, or other appropriate state agency] may assist interested local units in arranging for designation of a planning and development district and in establishing a regional planning and development commission as provided in sections 3 and 4 of this act. All departments and agencies of the state and any political subdivisions and public authorities thereof, are authorized and directed to provide such assistance and data as may be needed in carrying out the purposes of this act, including designation of districts and establishment of commissions.

(e) The governor may enter into agreements with the governors of any adjoining states to establish interstate regional

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3. Inclusion is conditioned upon passage of Community Development District Act.
planning and development districts consisting of one or more counties in each of the affected states. In negotiating the agreements, the governor shall be guided by the provisions of this act with respect to the area of such districts and the selection, composition, powers, and functions of district commissions. Any agreement shall specify: (1) its duration; (2) the precise organization, composition, and nature of the legal or administrative entity created thereby together with the powers delegated thereto; (3) its purpose or purposes; (4) the manner of financing the joint or cooperative undertaking and of establishing and maintaining a budget therefor; (5) the permissible method or methods to be employed in accomplishing the partial or complete termination of the agreement and for disposing of property upon partial or complete termination; and (6) any other necessary and proper matters.

Section 4. Establishment of Regional Planning and Development Commissions. The governor may approve the establishment of a regional planning and development commission for each regional planning and development district to assist the local units of government within the district in carrying out the purposes of this act. Commissions approved by the governor shall conform to the following requirements:

(1) A commission shall consist of representatives of local units of government within the district, who shall be elected officials of the units. Their number, terms, and manner of selection shall be specified in resolutions of the governing bodies of the local units in the district representing in the aggregate at least two-thirds of the population of the district. For the purposes of this determination, a county shall be as one local unit and the population of the county shall be based upon the inhabitants residing in the unincorporated area of such county as determined by the last decennial census of the United States.

(2) No compensation shall be paid members of a commission. This shall not affect in any way renumeration received by a state or local official who in addition to his responsibilities.
as a state or local official serves as a member of a commission. All members of a commission may be reimbursed for reasonable and necessary expenses incurred in the performance of their duties as members of the commission.

(3) Commissions shall comply with such other reasonable and necessary general standards, conditions, and criteria as the governor may establish in order to further the purposes of this act, but the governor, in establishing the standards, shall afford all affected parties adequate notice and an opportunity to present relevant information.

Section 5. Powers and Functions of Commissions. A regional planning and development commission shall have the following powers and functions:

(1) Elect its own chairman, and establish rules of procedure, officers, and organization necessary for carrying out its prescribed functions. The commission may authorize, in conformity with established rules, an executive committee or officer of the commission to act for it on all matters. It shall meet at least once a year and shall keep a record of its resolutions, transactions, findings, and determinations which shall be a public record. It shall appoint a director who shall serve at the pleasure of the commission. The director shall be the chief administrative officer of the commission and shall appoint and remove necessary staff subject to such personnel policies and standards as the commission may establish. The commission shall fix the compensation of all employees.

(2) Prepare and from time to time revise, amend, extend, or add to plans for development of the district. The plans shall be based on studies of physical, social, economic, and governmental conditions and trends and shall aim to coordinate development of the district in order to promote the general health, welfare, convenience, and prosperity of its people. The plans shall embody the policy recommendations of the commission and shall be fully coordinated with the planning of state agencies and departments engaged in related activities, including [enumerate agencies].
(3) Enter into contracts or agreements with one or more local units and private nonprofit groups within the district to act on their behalf in applying for, administering, and coordinating grants and contracts available for programs authorized by state and federal laws for physical, economic, and human resources planning and development, including but not limited to the Economic Opportunity Act of 1964, the Public Works and Economic Development Act of 1965, [the Appalachian Regional Development Act of 1965\(^4\)], and [the Community Development District Act of 1966\(^5\)].

[(4) Apply for, administer, and coordinate grants and contracts available for programs authorized by state and federal laws for physical, economic, and human resources planning and development, including but not limited to the Economic Opportunity Act of 1964, the Public Works and Economic Development Act of 1965, [the Appalachian Regional Development Act of 1965\(^4\)], and [the Community Development District Act of 1966\(^5\)].]

[(5) Sue and be sued; acquire by purchase and condemnation all lands and property rights necessary for its purposes; lease, construct, maintain, and operate the use of facilities requisite to its performance of authorized functions, together with all lands, properties, equipment and accessories for such facilities; and sell or otherwise dispose of any real or personal property acquired and which is no longer required for the purposes of the commission.]\(^6\)

(6) Enter into contracts with state agencies, including the state office of economic opportunity, to act on behalf of or assist such agencies in providing technical assistance and other services to communities within its jurisdiction.

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4. Applicable to the 12 states affected by the Appalachian Regional Development Act.
5. Inclusion conditioned on passage of the CDD Act.
6. States may consider it desirable to adopt optional subparagraph (4) in order to empower the commission to receive and administer development grants on its own, rather than on behalf of the local governments pursuant to contracts or agreements. In that case it would also need the instrumental powers provided in bracketed subparagraph (5).
(7) Submit and adopt all necessary plans, enter into contracts, accept gifts, grants, and federal funds, prepare and submit budgets, make rules and regulations and do all things necessary for carrying out the purposes of this act.

(8) Exercise its powers jointly or in cooperation with agencies or political subdivisions of this state or any other state, or with agencies of the United States, subject to statutory provisions applicable to interjurisdictional agreements.

Section 6. Financial Support of Commissions. (a) For the purpose of providing funds to meet its expenses, a commission may levy dues on the local units of government within the district. Such dues shall be fair and equitable and shall be based on the population of each local unit as determined on the basis of the latest decennial census. For the purposes of this determination, a county shall be as one local unit and the population of the county shall be based upon the inhabitants residing in the unincorporated area of the county as determined by the last decennial census of the United States. By agreement between the commission and a local unit, special additional charges may be levied on such local unit as reimbursement for unique or special services provided by the commission.

(b) A commission shall annually fix the amount of money necessary to be raised by taxation upon the taxable property in its district, as revenue to meet its expenses and pay its indebtedness for the current fiscal year. Annually before [insert date], the assessor of each [insert name of local unit performing assessment] shall transmit to the commission a written statement showing the taxable value of all property within the jurisdiction of such [local unit performing assessment] which lies within the district. The value shall be ascertained from the [assessment records] for the year, as equalized and corrected by the [state property tax review agency]. On [insert date], the commission shall fix the tax rate, [not

7. Alternatively, dues may be based on the equalized assessed value of the units of government.
to exceed [ ]], based upon the aggregate of equalized values transmitted by the assessors. On [insert date] the tax rate shall be certified to the governing bodies of the counties within the district and taxes shall be levied and collected for the commission in the same manner as taxes levied for county purposes.]

(c) A commission may set and collect charges for services it supplies and for use of facilities it provides.]

(d) A commission may issue bonds for any capital purpose of the commission, but a proposition authorizing issuance of bonds shall have been submitted to the electors of the district at a special election and assented to by a majority of the persons voting on the proposition at the election.

(e) A commission may levy special assessments payable over a period of not exceeding [ ] years on all property within the district specially benefited by an improvement, on the basis of special benefits conferred, to pay in whole or in part the damages or costs of the improvement.

(f) A commission may by majority vote of all the members borrow money from any local unit of government and the local units are hereby authorized to make loans or advances on terms mutually agreed upon by the commission and the legislative bodies of the local units.]

(g) To assist financially with the development and coordi-
nation of activities of regional planning and development commissions, appropriations are authorized for grants to the commission. The grants shall be administered by the [specify state office] and shall equal [25, 33-1/3, 50] percent of the annual budget of the commission, but not to exceed $[ ] for any commission for any fiscal year. The grants may also be used for the purpose of matching federal programs of assistance

8. Alternative subsections (b) - (f) would be appropriate for consideration if the commission is given operating powers by section 5, alternative subsection (4).

9. Possibilities are the state planning office or office of local affairs.
for planning and development.

Section 7. Advisory Committees. A commission may appoint
advisory committees whose membership may consist of individ-
uals whose experience, training, or interest in one or more
programs, or representation of particular groups or areas, may
qualify them to render valuable assistance to the commission
by acting in an advisory capacity or consulting with the com-
mission on its activities. Members of the advisory committees
shall receive no compensation for their services, but may be
reimbursed for actual expenses incurred in performance of their
duties.

Section 8. Report and Evaluation. (a) A regional plan-
ing and development commission shall make an annual report of
its activities to the chief executive officers, legislative
bodies, and planning agencies of all local units of government
within the district, the members of the [legislature] elected
from [legislative] districts lying wholly or partially within
the district, and the governor.

(b) The governor shall from time to time evaluate the ef-
fectiveness and activities of districts designated and commis-
sions established under this act and may take actions, includ-
ing the withholding of state funds authorized under subsection
5(g) and the revision of designation of districts required
under federal planning and development programs, necessary to
accomplish the purposes of this act. The governor shall afford
the affected parties a full opportunity to present their views
and shall make a full and prompt report to the legislature of
actions taken.

Section 9. Separability. [Insert separability clause.]

Section 10. Effective Date. [Insert effective date.]
D. LOCAL GOVERNMENT ORGANIZATION AND POWERS

Introductory Statement

The powers available to local government, the way in which such powers are exercised, and the availability of local revenues are, by and large, determined by state constitutional, statutory, and administrative requirements. Often these requirements are unduly restrictive in that they (1) inhibit local governments from cooperating with each other or with other levels of government; (2) do not permit exercise of sufficient local discretion commensurate with local responsibility; and (3) place upon local governments, particularly smaller units of local government, responsibilities for resolving complex problems without providing the means for securing and retaining the necessary skilled personnel. Recommendations of the Advisory Commission generally are aimed at reducing or eliminating restrictions that diminish the strength of local government, in order to provide ample authority for the solution of local problems at the local level and to provide for the effective exercise of decision-making on the part of local government.

To a great extent local governments have been subjected to undue legal restrictions which hinder or prevent them from adapting their structure and functions to meet widely varying and changing conditions. Restrictions on organization and functions of county government are particularly troublesome in light of the increasing responsibilities of county government in many areas.

The Commission believes that local governments should have authority broad enough to cope adequately with their problems, thus reducing the tendency to turn to higher levels of government for the solution. Overall considerations of state-local and interlocal relations require a considerable degree of flexibility and the closest degree of cooperation among and between the state and local levels of government.

The authorization of optional forms of municipal and county government provides a desirable flexibility in choosing among forms of government for localities. The Commission has urged that strict standards be applied to incorporations and that annexation be encouraged so that an undue multiplication of small incorporations, often of a defensive nature, may be discouraged. An incorporation proposal provides standards supervised by a state agency; alternative approaches to annexation are presented in another proposal. In order to encourage a meaningful and effective home rule for local governments the Commission has recommended the adoption of the "residual functional powers" approach, which makes available to local governments all functional powers not specifically denied by
the constitution, legislation, or their charter.

Intergovernmental agreements provide for the conduct of activities jointly or cooperatively by several governmental units and for the contracting by one unit for the performance of a service by another. Interlocal agreements are useful in broadening the geographic base for planning and administering governmental services and controls and thereby making possible the provision of services in areas where they might not otherwise be available, the more efficient provision of services, and lower unit costs. Where agreements are used to extend city services to developing fringe areas they may be helpful in guiding orderly metropolitan growth. Two proposals in this section authorize interlocal agreements and contracting and provide a constitutional basis for them. Another method for facilitating the administration of functions on the most effective area basis is to provide for transfer of functions between municipalities and counties.

Special districts have been widely used in some states and in certain functional areas particularly to overcome some of the legal restraints and area limitations on local governments. They can serve a useful and necessary function. However, they further diffuse local government responsibility and blur political responsibility. The use of general units of government to administer programs should be encouraged when feasible, the activities of special districts should be supervised by an appropriate state agency, and steps should be taken to insure that special district activities are related to those of general local government.

The Commission has recommended that planning and land use controls be exercised on as broad an area base as possible by local governments. Two proposals deal with this approach—one providing for extraterritorial exercise of these powers and the other for their exercise only by counties and larger municipalities.
The city charter provides a framework for the powers of local government and has a fundamental influence on the way in which they are exercised. It can serve to facilitate the provision of services and provide a government responsive to the needs of its residents or it can become an impediment, limiting the value and responsiveness of local government.

As the nation becomes increasingly urbanized, the maximum flexibility in framing charters is desirable to allow localities to meet changing conditions and demands placed upon them. In its study of local government organization and structure, State Constitutional and Statutory Restrictions Upon the Structural, Functional, and Personnel Powers of Local Government, the Advisory Commission on Intergovernmental Relations concluded that if local government is to be made more effective and responsive and if further unnecessary centralization at higher levels is to be avoided, local citizens, within general guidelines and subject to certain necessary limitations particularly in the case of metropolitan areas, must be enabled to select the form of government judged by them to be most appropriate for their particular circumstances. The Commission recommended that optional forms of municipal government be made available. The Commission concluded that a strong executive form of local government should be encouraged and that all classes of municipalities should be empowered to appoint all city officers other council members and the mayor (if a mayor is provided for). These objectives are reflected in the model legislation. Determinations regarding selection, appointment, terms and salaries of all officers and employees, except for the governing body, are left to the discretion of the municipality. In some states, of course, where provision for a number of local offices are already imbedded in the constitution, amendments to remove them from the constitution would be necessary before the full effect of the provisions in the model would be achieved.

The range of choice available in framing local charters currently varies considerably from state to state and among types of municipalities within a given state. Over two-thirds of the states have some provision for classification of municipalities by size and for the provision of varying choices of organizational structure depending on the classification. Some few states grant virtually all charters by special act of the legislature. In another group of states, all municipalities within a given class must be organized on a similar basis, sometimes with a limited number of options regarding size of council, types of election, and the area from which councilmen will be elected. In the so-called "optional charter" states, municipalities are given a wider range of choices of charters from among which to choose. These will normally include at least the mayor-council, council-manager, and commission form of government and frequently will also provide for the weak mayor-council form in which the mayor is the presiding officer of the council with power to vote only in case of a tie. There may also be an option in which a chief administrative officer is specifically established by charter in a
mayor-council municipality. Finally, over half of the states have constitutional or statutory provisions empowering localities to frame their own charters within broad procedural and substantive guidelines.

The following suggested optional municipal charter law is designed to provide flexibility to municipalities in selecting their charters, while supplying necessary basic guidelines. The model, based on the 1950 New Jersey Optional Municipal Charter Law, presents the options of a strong mayor-council or a council-manager form of government with additional options regarding the size of the governing body; its election from wards, at large, or both; and its election on a partisan or nonpartisan basis. The option of a chief executive officer as the mayor's assistant in the mayor-council form is also included. The inclusion of these specific options gives a broad opportunity to citizens for the selection of particular features which they may believe essential for their community's development, while providing assurance that the charters will be technically in conformance with all the requirements of state law. Under the act, a charter commission may be elected to study the local government and make a recommendation for no change, amendments to the existing charter, or one of the optional charters. There is also an opportunity for a community in which a general consensus may have been arrived at to petition for a referendum on one of the available optional forms without recourse to a charter commission.

The model consists of five articles. Article 1 provides the basic procedure for the selection, organization, and functions of the charter commission and for the presentation of an optional plan. Article 2 deals with the legal status of an approved charter and the applicable general law and with the general powers of municipalities under the act. Articles 3 and 4 present the mayor-council and council-manager plan. Article 5 consists of transitional provision for going from the former to the new charter.

Sections 1 through 10 provide for an ordinance or a referendum to establish a charter commission and for its election and duties, and its report and discharge. A charter commission is empowered by section 11 to recommend that the existing charter be amended, a referendum be held on one of the optional forms of government, or that the form of government of the municipality remain unchanged. Sections 12 through 15 provide for a referendum on adoption of optional plans and for a request to the legislature for amendments to an existing charter and prohibit a petition for the election of a charter commission while any other petitions regarding charter changes are pending or within four years after the submission of a petition. Sections 16 through 19 provide for the adoption of an optional plan by direct petition and referendum of the voters. Sections 20 through 22 affirm the taking effect of a charter upon approval, declare it to be a complete form of government, and prohibit subsequent votes on changes for a designated period. Section 23 provides for the abandonment of an optional plan and prohibits a vote on abandonment oftener than once every five years.
In article 2, section 24 deals with the laws applicable after adoption of an optional form of government, section 25 provides for the continuation of a municipality as a body corporate and politic and section 26 defines "general law" to which municipalities will be subject. Sections 27 and 28 should be considered in connection with existing constitutional and statutory provisions conferring functional home-rule powers on municipalities. The two sections affirm the normal corporate powers of municipal corporations, provide for authority to organize and regulate internal affairs, and call for liberal construction of the powers but do not deal with specific functional authority such as the police power, the construction and operation of public works, and the exercise of other program, regulatory, and service powers of local government. The Advisory Commission in its report recommended that home rule to provide for the structure and organization of local government be treated separate from functional home rule. The Commission has recommended a residual powers approach to constitutional functional home rule. A suggested constitutional amendment providing such authority appears below on page 475 of this volume.

Sections 29 through 48 (article 3) constitute the provisions for the mayor-council plan of government. Under the provisions of section 32 there is an independently elected mayor who under sections 39, 40, and 46 is given the executive authority of the municipality to appoint department heads, enforce the charter and ordinances, prepare the budget, and in other respects act as chief executive. Section 33 provides for the size, manner of election, and terms of council members with alternatives regarding the number of members; their election on a partisan or nonpartisan basis; their election at large, from wards, or both; the length of their terms and whether they are staggered or concurrent; and the date of election and of taking office. Provision is made in section 43 for a chief administrative officer. The option is provided either to have him appointed by the mayor with the advice and consent of the council or to have him appointed by the mayor without council action. In either case he would not be subject to Civil Service regulations. Provision is also made for deputy department directors not subject to Civil Service regulations in larger municipalities. Section 43 delegates to the council the authority to establish by ordinance other administrative departments with directors appointed by the mayor with the advice and consent of the council. The mayor is given the discretion of removing department heads after notice and hearing. Sections 45 through 48 provide for the preparation of the budget by the mayor with assistance of the CAO if desired, its submission to and consideration by the council, the development of a system of work programs and quarterly allotments, and a post-audit system.

Sections 49 through 66 (article 4) present the council-manager option of local government. The same options as those in section 33 for the mayor-council form of government are provided in section 51 for the council. Under the provisions of sections 53 and 54 the mayor is chosen by the council to preside at meetings and to execute bonds, notes, contracts, and written obligations of the municipality.
If there is a desire for popular election of a mayor with similar functions to serve as a political leader, the National Municipal League's Model City Charter alternative form may be consulted. Section 56 provides for the appointment of a municipal manager and clerk, who may be the same person, by the municipal council. Section 57 authorizes the council to continue or create executive and administrative departments and determine and define their powers and duties. Sections 59 through 64 confer powers upon the manager as the chief executive and administrative official of the municipality and provide for the preparation of the budget and establishment of work program and quarterly allotments by him. Section 65 provides that laws conferring powers upon the mayor or other executive head of a municipality shall be construed as meaning the municipal manager in a municipality governed by article 4.

Article 5 consists of transitional provisions. Sections 67 through 72 provide for the designation of election district lines by the existing council in those municipalities choosing the district option for election of councilmen. Sections 73 through 76 deal with the schedule of the installation of the optional plan adopted, superseded charters, existing offices abolished upon the effective date of the new charter, and pending actions and proceedings.

Since the emphasis in the suggested legislation is on the basic structure and form of government, the optional charters do not include provisions dealing with planning, the capital program and budget, election procedures, personnel administration, or direct legislation (initiative, referendum, and recall) which may be incorporated into basic charters. It is assumed that general state laws and local ordinances will cover these matters.

Information regarding the New Jersey law upon which the draft is based and experience under it over a period of 15 years is available in a report entitled New Jersey's Optional Municipal Charter Law published by the National Municipal League. While the specific form of the options presented in the New Jersey act is somewhat different and while there are other differences, the general discussion and descriptive material, the review of experience under the act, and the citation to judicial rulings provide useful annotation.

In some states the legislature may lack authority to provide optional forms of local government. The following constitutional language would provide a clear constitutional direction to the legislature:

The legislature shall by general law provide optional forms of government for [cities, towns, villages, municipalities].
Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act providing optional forms of municipal government."]

(As it enacted, etc.)

ARTICLE 1. PROCEDURE FOR ADOPTION OF OPTIONAL CHARTER PLANS

A. Charter Commission

Section 1. Election on Question of Establishing Charter Commission. (a) Whenever authorized by ordinance of the governing body or upon petition of the registered voters of any municipality, an election shall be held in the municipality upon the question: "Shall a charter commission be elected to study the charter of [ ] and to consider a new charter or improvements in the present charter and to make recommendations thereon?"

The petition calling for such election shall be in the form required by subsection (b) hereof and shall be signed by the following per centum of registered voters of the municipality:

[25]% in municipalities of [7,000] or less inhabitants;

[20]% in municipalities of more than [7,000] and less than [70,000] inhabitants;

[10]% in municipalities of [70,000] or more inhabitants.

In either event, the municipal clerk shall provide for the submission of the question and for the election of a charter commission at the next general or regular municipal election, occurring not less than [75] days after the passage of the ordinance or the filing of the petition with the clerk. At the election the question above stated shall be submitted as other public questions are submitted to the voters of a single municipality.

(b) A petition under this section shall conform to the requirements of form for petitions under [cite existing initiative and referendum or other appropriate petition procedure] (except that there shall be no reference therein to any ordinance) and shall be subject to examination, certification, and amendment as therein provided.
Section 2. Election of Charter Commission Members at Same Time Public Question is Submitted. A charter commission of [five] members shall be elected by the qualified voters at the same time as the public question is submitted. Duly nominated candidates for the office of charter commissioner shall be placed upon the ballot containing the public question in the same manner as is provided by law for candidates nominated by petition for other offices elective by the people of a single municipality, except that they shall be listed without any designation or slogan. Each voter shall be instructed to vote on the question and, regardless of the manner of his vote on the question, to vote for [five] members of a charter commission who shall serve if the question is determined in the affirmative.

Section 3. Candidates for Charter Commission; Nomination. Candidates for the charter commission shall be registered voters of the municipality. They may be nominated by petition signed by at least [three] per centum [3]%, but not less than [ten], of the registered voters of the municipality, and filed with the municipal clerk not less than [sixty] days prior to the date of the election.

(a) Each nominating petition shall set forth the names, places of residence, and post-office addresses of the candidate or candidates thereby nominated, that the nomination is for the office of charter commissioner and that the petitioners are legally qualified to vote for such candidate or candidates. Every voter signing a nominating petition shall add to his signature, his place of residence, post-office address and street number, if any. No voter shall sign a petition or petitions for more than [five] candidates.

(b) Each nominating petition shall, before it may be filed with the municipal clerk, contain an acceptance of such nomination in writing, signed by the candidate or candidates therein nominated, upon or annexed to such petition, or if the same person or persons be named in more than one petition, upon or annexed to one of such petitions. Such acceptance shall certify that the candidate is a registered voter of the municipality,

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that the nominee consents to stand as a candidate at the election
and that if elected he agrees to take office and serve.

(c) Each nominating petition shall be verified by an oath or
affirmation of one or more of the signers thereof, taken and sub-
scribed before a person qualified under the laws of [    ] to
administer an oath, to the effect that the petition was signed
by each of the signers thereof in his proper handwriting, that
the signers are, to the best knowledge and belief of the affiant,
registered voters of the municipality, and that the petition is
prepared and filed in good faith for the sole purpose of endors-
ing the person or persons named therein for election as stated
in the petition.

Section 4. Canvass of Election. The result of the votes
cast for and against the adoption of the public question shall
be returned by the election officers, and a canvass of such
election had, as is provided by law in the case of other public
questions put to the voters of a single municipality. The votes
cast for members of the charter commission shall be counted and
the result thereof returned by the election officers, and a can-
vass of such election had as is provided by law in the case of
the election of members of the local governing body. The [five]
candidates receiving the greatest number of votes shall be elected
and shall constitute the charter commission, but if a majority
of those voting on the public question shall vote against the
election of a charter commission, none of the candidates shall
be elected. If two or more candidates shall be equal and great-
est in votes they shall draw lots to determine which one shall
be elected.

Section 5. Organization of Charter Commission. As soon as
possible and in any event no later than fifteen days after its
election, the charter commission shall organize and hold its
first meeting and elect one of its members as chairman, fix its
hours and place of meeting, and adopt such rules for the conduct
of its business as it may deem necessary and advisable. A
majority of the members of said commission shall constitute a
quorum for the transaction of business but no recommendation of
said commission shall have any legal effect pursuant to sections
13 and 14 of this act unless adopted by a majority of the whole
number of the members of the commission.

Section 6. Vacancies in Charter Commission. In case of any
vacancy in the charter commission, the remaining members of such
commission shall fill it by appointing thereto some other prop-
erly qualified citizen.

Section 7. Duties of Charter Commission--Study and Reports.
(a) It shall be the function and duty of the charter commission
to study the form of government of the municipality, to compare
it with other available forms under the laws of this state, to
determine whether its operation could be more economical or ef-
fficient, under a changed form of government.

(b) The charter commission shall report its findings and
recommendations to the citizens of the municipality within [nine]
calendar months from the date of its election. For this purpose
it shall file with the municipal clerk an original signed copy
of any final report containing its findings and recommendations.
It shall also deliver to the municipal clerk sufficient copies
of any such report to permit distribution to any interested
citizen. The municipal clerk shall deliver a copy of any such
report to each member of the governing body. If the charter
commission, or any member or members thereof, recommended the
adoption of any of the optional plans of government as author-
ized in paragraph (1) of section 11. The report shall contain
the complete plan as recommended.

Section 8. Expenses of Commission Members; Consultants and
Assistants. Members of the charter commission shall serve with-
out compensation but shall be reimbursed by the municipality for
their necessary expenses incurred in the performance of their
duties.

The municipal governing body of any municipality within which
a charter commission has been established pursuant to the pro-
visions of this act shall make an appropriation sufficient to
enable the charter commission to carry out its duties. Within
the limits of the appropriation and such privately contributed
funds and services as shall be made available to it, the charter
commission may appoint one or more consultants and clerical and
other assistants to serve at the pleasure of the commission and
may fix a reasonable compensation to be paid such consultants
and clerical and other assistants.

Section 9. Hearings; Public Forums. The charter commission
shall hold public hearings and sponsor public forums and gen-
erally shall provide for the widest possible public information
and discussion respecting the purposes and progress of its work.

Section 10. Discharge of Charter Commission; Amended Report.
The charter commission shall be discharged upon the filing of
its report; but if the commission's recommendations require
further procedure on the part of the governing body or the peo-
ple of the municipality pursuant to section 13 or 14 of this
act, the commission shall not be discharged until the procedure
required under those sections has been finally concluded.

Section 11. Reports and Recommendations Which the Commission
May Make. The charter commission may report and recommend that:

1) a referendum shall be held to submit to the qualified
voters of the municipality the question of adopting one of the
optional forms of government authorized in article 3 or 4 of
this act, to be specified by the commission; or

2) the governing body shall petition the legislature for
the enactment of one or more specific amendments of or to the
charter of the municipality, the text of which shall be appended
to the charter commission's report pursuant to [cite appropriate
constitutional and statutory provisions for amending existing
charters granted under general or special laws] to the extent
that such legislation is not inconsistent herewith; or

3) the form of government of the municipality shall remain
unchanged; or

4) such other action be taken as it may deem advisable,
consistent with its functions as set forth in section 7 of this
article.

Section 12. Form of Submission of Question of Adoption of
Optional Plans of Government. The question to be submitted to
the voters for the adoption of any of the optional plans of
government authorized by articles 3 and 4 of this act shall be submitted in the following form:

"Shall [insert name of plan] of the Optional Municipal Charter Law, be adopted by [insert name of municipality]?"

Section 13. Ballots; Submission of Question of Adoption of Optional Form of Government. If the charter commission recommends that the question of adopting one of the optional forms of government authorized by articles 3 or 4 of this act shall be submitted to the voters of the municipality, it shall be the duty of the municipal clerk to cause the question of adoption or rejection to be placed upon the ballot at such time as the commission shall in its report specify. The commission may cause the question to be submitted to the people at the next general or regular municipal election, occurring not less than [sixty] days following the filing of a copy of the commission's report with the clerk, or at a special election occurring not less than [sixty] days or more than [one hundred twenty] days after the filing of the report, at such time as the commission's report shall direct. At such election the question of adopting that form of government recommended by the charter commission shall be submitted to the voters of the municipality in the same manner as other public questions to be voted upon by the voters of a single municipality. The charter commission shall frame the question to be placed upon the ballot as provided in section 12, and, if it deems appropriate, an interpretative statement to accompany such question.

Section 14. Request for Legislative Action on Amendments to Existing Charter. If the charter commission proposes a specific amendment or amendments to the existing charter of the municipality, [it is the duty of the governing body of the municipality forthwith to petition the legislature for [appropriate action] pursuant to [cite appropriate constitutional and statutory provision for amending existing charters granted under general or special laws] to carry out the recommendations of the charter commission] [the council shall amend the charter].

Section 15. Limitation on Proceedings. No ordinance may be
passed and no petition may be filed for the election of a charter commission pursuant to section 1 of this act while proceedings are pending under any other petition or ordinance filed or passed under article 1 of this act, or while proceedings are pending pursuant to sections 16 through 18 hereof [or any other statute providing for the adoption of any other charter or form of government available to the municipality], nor within [four] years after an election shall have been held pursuant to any such ordinance or petition passed or filed pursuant to section 1 hereof.

B. Procedure to Adopt Optional Plan by Petition and Referendum

Section 16. Adoption of Optional Plan Without Charter Commission. The legally qualified voters of any municipality may adopt any of the optional plans provided in articles 3 or 4 of this act upon petition and referendum, without a charter commission, as hereinafter provided.

Section 17. Petition for Election on the Adoption of Optional Plan of Government. Upon petition of the registered voters of any municipality, an election shall be held in the municipality upon the question of adopting any of the optional plans of government provided in articles 3 and 4 of this act. The petition calling for such election shall be subject to the provisions of section 1 hereof and shall be signed by the following per centum of registered voters of the municipality:

(1) [25]% in municipalities of [7,000] or less inhabitants;
(2) [20]% in municipalities of more than [7,000] and less than [70,000] inhabitants;
(3) [10]% in municipalities of [70,000] or more inhabitants.

The petition shall designate the plan to be voted upon, and the question to be placed upon the ballot shall be in the same form as is required by section 12 of this article.

Section 18. Submission of Question. The municipal clerk shall provide for the submission of the question at the next general or regular municipal election if one is to be held not
less than [sixty] days nor more than [one hundred twenty] days
after the filing of the petition, and if a general or regular
municipal election is not to be held within that time, at a
special election within such time. The question of adoption of
an optional plan of government shall be submitted to the voters
of the municipality in the same manner as other public questions
to be voted upon by the voters of a single municipality.

Section 19. Limitation on Proceedings. No petition for sub-
mission of the question of adopting an optional plan of govern-
ment pursuant to sections 16 through 18 of this act may be filed
while proceedings are pending pursuant to another such petition,
or under an ordinance passed or petition filed pursuant to sec-
tion 1 of this act, [or while proceedings are pending pursuant
to any other statute for the adoption of any other charter or
form of government available to the municipality], nor within
[four] years after an election shall have been held pursuant to
any such petition filed pursuant to sections 16 through 18 of
this act.

C. Provisions Applicable To All Referenda
On Charter Changes

Section 20. Vote in Favor of Change in Form of Government.
Whenever the legally qualified voters of any municipality by a
majority of those voting on the question, vote in favor of
adopting a change in their form of government pursuant to this
act, either by the charter commission method or by direct peti-
tion and referendum, the proposed charter or charter amendment
or amendments shall take effect according to its terms.

Section 21. Limitation on Votes or Subsequent Change. The
voters of any municipality which has adopted an optional form
of government pursuant to this act may not vote on the question
of adopting another form of government until [five] years there-
after.

Section 22. Each Optional Form a Complete Form of Government.
For the purposes of this act each of the optional forms of gov-
ernment provided in articles 3 or 4 of this act, and each of
said optional forms as modified by any available provisions con-
cerning size of council and number of wards, is hereby declared
to be a complete and separate form of government for submission
to the voters of the municipality.

D. Abandonment of An Optional Plan and Reversion
To a Prior Form

Section 23. Petition and Referendum on Reversion to Prior
Plan. Any municipality may, subject to the provisions of sec-
tion 21 of this act, abandon its optional plan and revert to
the form of government under which it was governed immediately
prior thereto, upon the filing of a petition and referendum as
follows:

(1) Upon petition of the registered voters of the municipali-
ity signed by the same number thereof as required in section 17,
for an election to submit the question of abandonment and rever-
sion as herein provided, the municipal clerk shall provide for
submission of the question in like manner as provided in section
18.

(2) The form of the question shall be as follows: Shall
[name of municipality] abandon its present form of government
and revert to its prior form of government, known as [popular
name of plan] as provided by [statutory reference of prior plan]?

(3) If a majority of those voting on the question vote in
the affirmative the municipality shall revert to its prior form
of government as of twelve o'clock noon of the sixtieth day fol-
lowing the election of officers under the form of government to
which the municipality will revert. [The first officers under
such form of government shall be elected at the next regular
municipal or general election, as the case may be, at which
officers under the form of government to which the municipality
will revert would be elected if such form were then in effect
in the municipality.]¹ It shall be the duty of the municipal
clerk to perform all the duties respecting such election as

1. In some states a more detailed provision may be necessary to
accommodate its terms of office and election procedures.
would be required of a municipal clerk for elections under the
form of government to which the municipality will revert. Wher-
ever a municipality has reverted to any form of government pro-
viding for elections with party designation, at a later date
than the one fixed for the filing of nominating petitions at
the primary election, the candidates to be first elected shall
be nominated by direct petition in the manner provided by law
for nomination by direct petition for a general election.

If a majority of those voting on the question vote in the
negative, the question of abandonment and reversion shall not
again be submitted for [five] years.

(4) The reversion to a prior form of government shall take
effect as provided in article 5 of this act for transition to
an optional plan hereunder.

ARTICLE 2. INCORPORATION AND POWERS

Section 24. Laws Governing After Adoption of Optional and
Alternative Forms of Government. Upon the adoption by the qual-
ified voters of any municipality of any of the optional forms
of government set forth in this act, the municipality shall
thereafter be governed by the plan adopted, by the provisions
of this act common to optional plans, and by all applicable pro-
visions of general law, subject to the transitional provisions
of article 5 of this act, unless and until the municipality
should adopt another form of government as provided by law.

Section 25. Municipality Remains Body Corporate and Politic.
Upon such adoption of a plan under this act, the inhabitants of
any municipality or municipalities within the corporate limits
as now or hereafter established shall be and remain a body cor-
porate and politic with perpetual succession, and with such
corporate name as it has adopted or may adopt.

Section 26. "General Law" Defined. For the purposes of this
act a "general law" shall be deemed to be any law or provision
of law, not inconsistent with this act, which is by its terms
applicable or available to [all municipalities] [municipalities

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of designated classes] and the following additional laws whether
or not such additional laws are applicable or available to [all
municipalities] [municipalities of designated classes]. 2

Section 27. General Powers of Municipalities Governed by an
Optional Form of Government. 3 Each municipality governed by an
optional form of government pursuant to this act shall, subject
to the provisions of this act or other general laws, have full
power to:

(1) organize and regulate its internal affairs, and to es-
establish, alter, and abolish offices, positions and employments
and to define the functions, power and duties thereof and fix
their term, tenure, and compensation;

(2) sue and be sued, to have a corporate seal, to contract
and be contracted with, to buy, sell, lease, hold and dispose
of real and personal property, to appropriate and expend moneys,
and to adopt, amend and repeal such ordinances and resolutions
as may be required for the good government thereof;

(3) exercise powers of condemnation, borrowing and taxation
in the manner provided by general law.

Section 28. Power of Local Self-Government; Construction of
Grants of Power. The general grant of municipal power contained
in this article is intended to confer the greatest power of
local self-government consistent with the constitution of this
state. Any specific enumeration of municipal powers contained
in this act or in any other general law shall not be construed
in any way to limit the general description of power contained
in this article, and any such specifically enumerated municipal
powers shall be construed as in addition and supplementary to

2. States may wish to reserve authority to the legislature to
act by other than general law applicable to all municipalities or to
designated classes of municipalities in some areas such as taxation,
for example.

3. States with broad constitutional or general law functional
home rule provisions such as provided in "Local Government Residual
Powers," p. of this volume or the home rule section on p. 16 of
the National Municipal League's Model State Constitution may not need
all of these specific grants of powers. On the other hand, states
without home rule provisions or with narrowly construed home rule
provisions, may want to add additional functional powers, such as those
in section 40:69A-29(b) of the New Jersey Optional Municipal Charters
Act (N. J. Stats. Ann.).
the powers conferred in general terms by this article. All grants
of municipal power to municipalities governed by an optional
alternative plan under this act, whether in the form of specific
enumeration or general terms, shall be liberally construed [as
required by the constitution of this state] in favor of the munici-
pality.

ARTICLE 3. MAYOR-COUNCIL PLAN

A. Form of Government

Section 29. Applicable Form. The form of government pro-
vided in this article shall be known as the "mayor-council plan"
and shall, together with articles 2 and 5, govern any munici-
pality, the voters of which have adopted it pursuant to this
act.

Section 30. Council, Mayor, and Appointed Officers and Em-
ployees. The government of the municipality under this article
shall consist of an elected council, an elected mayor, and such
other officers and employees as may be duly appointed pursuant
to this article, general law, or ordinance.

Section 31. Election Districts. The municipality shall be
divided into [two to nine election districts].

B. Elected Officials

Section 32. Election of Mayor and Term. The mayor shall be
elected by the voters of the municipality [at a regular munici-
pal election] [at the general election to be held on the first
Tuesday after the first Monday in November or at such other time
as may be provided by law for holding general elections] and
shall serve for a term of [four] years beginning on the first
day of [July next following his election] [January next follow-
ing his election].

4. The number of election districts will depend on the number
of council members chosen under section 33 and whether they are to
be elected entirely from districts or some from districts and some at
large.

5. The choice between alternative election and inaugural dates
would depend on provisions for other local government, a primary con-
sideration being whether the office is to be partisan or nonpartisan.
Section 33. Election of Council Members and Term. (a) The council shall consist of [five to nine] members. Councilmen shall serve for a term of [four] years [except as hereinafter provided for those first elected], beginning on the first day of [July next following their election] [January next following their election]. They shall be elected [at large] [at large and by election districts] [by election districts], [at regular municipal elections] [at the general election to be held on the first Tuesday after the first Monday in November or at such other times as may be provided by law for holding general elections].

(b) Council members shall be elected in the following manner:

(1) in a municipality having two election districts and five councilmen, one councilman shall be elected from each election district and three at large;

(2) in a municipality having three election districts and five councilmen, one councilman shall be elected from each election district and two at large;

(3) etc.

(c) At the first election as provided in [cite appropriate election laws or code] following the adoption by a municipality of this plan, [five, seven, or nine] councilmen shall be elected and shall serve for the following terms: if the municipal council is to consist of five members, two shall serve for four years and three for two years; if the municipal council is to consist of seven members, three shall serve for four years and four for two years; if the municipal council is to consist of nine members, four shall serve for four years and five for two years.

6. States wishing to specify a minimum local population required for organization into election districts and wishing to relate the number of districts to total population are referred to the provision in the Ohio optional charter law, section 705.72, Ohio Revised Code Annotated, 1954. States wishing to consider the additional option of at-large elections with nominations by district are referred to the National Municipal League, Model City Charter, alternative section 2.01, p. 5.

7. Optional subsection (b) is to be used if a combination of ward and at-large elections are desired.
years. The length of the term of the respective members of the first council shall be determined by lot immediately after the organization of the council next following the election.\(^8\)  

\[(d)\] At the first election as provided in [cite appropriate section laws or code] following the adoption by a municipality of this plan [five, seven, or nine] councilmen shall be elected. The councilmen elected at large shall serve for a term of four years and the councilmen elected from election districts, for a term of two years.]\(^9\)

Section 34. Vacancies in Elective Offices. Vacancies in any elective office shall be filled by election for the remainder of the unexpired term at the next general election occurring not less than sixty days after the occurrence of the vacancy. Such election to fill a vacancy shall be upon direct nomination by petition in the manner provided by law for the filling of vacancies in municipal offices where candidates are nominated by direct petition for a general election. The council shall fill vacancies temporarily by appointment to serve until the qualification of a person so elected.

C. Council

Section 35. Legislative Power. The legislative power of the municipality shall be exercised by the municipal council, except as may be otherwise provided by general law.

Section 36. Presiding Officer. The council shall elect a presiding officer from among its members.

Section 37. Removal of Officers. The council, in addition to such other powers and duties as may be conferred upon it by this charter or otherwise by general law, may:

1. require any municipal officer, in its discretion, to prepare and submit sworn statements regarding his official duties in the performance thereof, and otherwise to investigate

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8. Optional subsection (c) to be used if staggered terms are desired with at-large elections.

9. Optional subsection (d) to be used if staggered terms are desired with a combination of election districts and at-large election.
the conduct of any department, office or agency of the municipal
government;

(2) remove any municipal officer, other than the mayor or
a member of the council, for cause, upon notice and an oppor-
tunity to be heard.

Section 38. Municipal Clerk. The council shall appoint a
municipal clerk, who shall serve as clerk of the council, keep
its minutes and records of its proceedings, maintain and com-
pile its ordinances and resolutions as this act requires, and
perform such functions as may be required by law. The municipal
clerk shall, prior to his appointment, have been qualified by
training or experience to perform the duties of the office.

D. Mayor and Administration

Section 39. Executive Power. The executive power of the
municipality shall be exercised by the mayor.

Section 40. Duties of Mayor. The mayor shall enforce the
charter and ordinances of the municipality and all general laws
applicable thereto. He shall annually report to the council
and the public on the work of the previous year and on the con-
dition and requirements of the municipal government and shall
from time to time make such recommendations for action by the
council as he may deem in the public interest. He shall super-
vise all departments of the municipal government and shall re-
quire each department to make an annual and such other reports
of its work as he may deem desirable.

Section 41. Approval or Veto of Ordinances by Mayor; Attend-
ing Meetings. (a) Ordinances adopted by the council shall be
submitted to the mayor, and he shall within [ten] days after
receiving any ordinance, either approve the ordinance by affix-
ing his signature thereto or return it to the council by deliver-
ing it to the municipal clerk together with a statement setting
forth his objections thereto or to any item or part thereof.
No ordinances or any item or part thereof shall take effect
without the mayor's approval, unless the mayor fails to return
an ordinance to the council within [ten] days after it has been
presented to him, or unless council upon reconsideration thereof on or after the [third] day following its return by the mayor shall by a vote of two-thirds of the members resolve to override the mayor's veto.

(b) The mayor may attend meetings of the council and may take part in discussions of the council but shall have no vote.

Section 42. Acting Mayor. The mayor shall designate [the chief administrative officer,] any department head, or the municipal clerk as acting mayor. The acting mayor shall serve as mayor when the mayor shall be prevented by absence from the municipality, disability, or other cause from attending to the duties of his office. During such time, the person so designated by the mayor shall possess all the powers and duties of mayor.

Section 43. Departments. (a) The municipality shall have a department of administration and such other departments, not exceeding [nine] in number, as council may establish by ordinance. All of the administrative functions, powers, and duties of the municipality, other than those vested in the office of municipal clerk, shall be allocated and assigned among and within such departments.

(b) Each department shall be headed by a director, who shall be appointed by the mayor with the advice and consent of the council, [except that the mayor may appoint a chief administrative officer, who shall serve at his pleasure and who may head a department of administration]. Each department head shall serve during the term of office of the mayor appointing him, and until the appointment and qualification of his successor.

(c) The mayor may in his discretion remove any department head.

(d) Department heads shall appoint subordinate officers and employees within their respective departments and may, with approval of the mayor, remove such officers and employees subject to the provisions of the [cite appropriate civil service provision] but the council may provide by ordinance for the appointment and removal by the mayor of members of specific boards or commissions.
Section 44. Deputy Director of Department. (a) The director of each department in any city more than [ ] population may appoint a deputy director of his department who shall serve, and be removable at the pleasure of the director, in the unclassified service of the civil service of the city and shall receive such salary as shall be fixed by the director with the approval of the council.

(b) The director shall prescribe, in writing, the powers and duties of the deputy so appointed by him and the acts of such deputy, within the scope of his authority, shall in all cases be as legal and binding as if done and performed by the director for whom he is acting.

E. Budget and Control

Section 45. Preparation of Budget. The municipal budget shall be prepared by the mayor [with the assistance of the chief administrative officer]. During the month of [November], the mayor shall require all department heads to submit requests for appropriations for the ensuing budget year, and to appear before the mayor [or the chief administrative officer] at public hearings, which shall be held during that month, on the various requests.

Section 46. Submission of Recommended Budget. On or before the [fifteenth] day of [January] of each year, the mayor shall submit to council for approval his recommended budget together with such explanatory comment or statement as he may deem desirable. The budget shall be in such form as is required by law for municipal budgets. The council may reduce any item or items in the mayor's budget by a vote of a majority of the council, but the addition of or an increase in any item or items therein shall become effective only upon an affirmative vote of two-thirds of the members of the council.

Section 47. System of Work Programs and Quarterly Allotments. The council shall where practicable provide for the maintenance of a system of work programs and quarterly allotments, for operation of the budget. It shall be the duty of the office or
department administering any such program to develop and report
appropriate unit costs of budgeted expenditures.

Section 48. Post-Audit. The council shall provide by ordi-
nance, not subject to mayoral veto, for post-auditing the finan-
cial transactions of the municipality.

ARTICLE 4. COUNCIL MANAGER PLAN

A. Form of Government; Election of Councilmen

Section 49. Applicable Laws. The form of government pro-
vided in this article shall be known as the "council-manager
plan" and shall, together with articles 2 and 5, govern any mu-
nicipality, the voters of which have adopted this plan pursuant
to this act.

Section 50. Government by Elected Council and Appointed
Manager; Other Officers and Employees. The government of each
municipality under this article shall consist of an elected
council, an appointed municipal manager, and such other officers
and employees as may be duly appointed pursuant to this article,
general law or ordinance.

Section 51. Election of Council, Members and Term. Note:
See section 33 above for text.

Section 52. Vacancies in Council. Note: See section 34
above for text.

B. Council

Section 53. Organization of Council; Mayor. On the [first]
day of [July] following their election, the members-elect of
the municipal council shall assemble at the usual place of meet-
ing of the governing body of the municipality and organize and
elect one of their number as mayor to serve for a term of [ ]
years. The mayor shall be chosen by ballot by majority vote of
all members of the municipal council. If the members shall be

10. States wishing to provide for an elective mayor, with duties
similar to those of the mayor herein provided for, are referred to
alternative section 2.03 of the National Municipal League's Model City
Charter, p. 6.
unable, within five ballots to be taken within two days of said
organization meeting, to elect a mayor, then the member who in
the election for members of the council received the greatest
number of votes shall be the mayor. Should such person decline
to accept the office, then the person receiving the next highest
vote shall be the mayor, and so on, until the office is filled.

Section 54. Duties of Mayor. The mayor shall preside at all
meetings of the council and shall have a voice and vote in its
proceedings. All bonds, notes, contracts, and written obliga-
tions of the municipality shall be executed on its behalf by the
mayor or, in the event of his inability to act, by such council-
man as the municipal council shall designate to act as mayor
during his absence or disability. The powers and duties of the
mayor shall be only such as are expressly conferred upon him by
this article.

Section 55. Powers of Municipality Vested in Council; Ex-
ceptions. All powers of the municipality and the determination
of all matters of policy shall be vested in the council, except
as otherwise provided by this act or by general law.

Section 56. Appointment of Municipal Manager and Clerk. The
council shall appoint a municipal manager and a municipal clerk.
Both of such offices may be held by the same person. The coun-
cil may provide for the manner of appointment of [a municipal
attorney, any planning board, zoning board of adjustment or per-
sonnel board in the municipality], and may create commissions
and other bodies with advisory powers.

Section 57. Departments, Boards and Offices; Deputy Manager.
The council shall continue or create, and determine and define
the powers and duties of such executive and administrative de-
partments, boards and offices, in addition to those provided for
herein, as it may deem necessary for the proper and efficient
conduct of the affairs of the municipality, including the office
of deputy manager which shall not be included in the classified
service under [cite appropriate service provision]. Any depart-
ment, board or office so continued or created may at any time
be abolished by the municipal council.
Section 58. Council to Act as a Body, Administrative Service to be Performed Through Manager, Committees. It is the intention of this article that the municipal council shall act in all matters as a body, and it is contrary to the spirit of this article for any of its members to seek individually to influence the official acts of the municipal manager, or any other officer, or for the council or any of its members to direct or request the appointment of any person to, or his removal from, office; or to interfere in any way with the performance by such officers of their duties. The council and its members shall deal with the administrative service solely through the manager and shall not give orders to any subordinates of the manager, either publicly or privately. Nothing herein contained shall prevent the municipal council from appointing committees or commissions of its own members or of citizens to conduct investigations into the conduct of any officer or department, or any matter relating to the welfare of the municipality, and delegating to such committees or commissions such powers of inquiry as the municipal council may deem necessary.

Section 59. Qualifications of Municipal Managers. The municipal manager shall be chosen by the council solely on the basis of his executive and administrative qualifications with special reference to his actual experience in, or his knowledge of the duties of his office as hereinafter set forth. At the time of his appointment, he need not be a resident of the municipality or state, but during his tenure of office he may reside outside the municipality only with the approval of council.

Section 60. Term of Municipal Manager, Removal, Suspension. The municipal manager shall hold office for an indefinite term and may be removed by a majority vote of the members of the council.

Section 61. Absence or Disability of Manager. The manager

11. The National Municipal League's Model City Charter in its removal provisions (section 3.02) provides for a hearing if requested by the manager.
may designate a qualified administrative officer of the munici-
pality to perform his duties during his temporary absence or
disability. In the event of his failure to make such designa-
tion, the council may by resolution appoint an officer of the
municipality to perform the duties of the manager during such
absence or disability and until he shall return or his disability
shall cease.

Section 62. Powers and Duties of Manager. The municipal
manager shall:

(1) be the chief executive and administrative official of
the municipality;

(2) execute all laws and ordinances of the municipality;

(3) appoint and remove a deputy manager if one be author-
ized by the council, all department heads and all other officers,
subordinates, and assistants for whose selection or removal no
other method is provided in this article, except that he may
authorize the head of a department to appoint and remove sub-
ordinates in such department, supervise and control his ap-
pointees, and report all appointments or removals at the next
meeting thereafter of the municipal council;

(4) negotiate contracts for the municipality subject to the
approval of the municipal council, make recommendations concern-
ing the nature and location of municipal improvements, and ex-
ecute municipal improvements as determined by the municipal
council;

(5) see that all terms and conditions imposed in favor of
the municipality or its inhabitants in any statute, public
utility franchise or other contract are faithfully kept and per-
formed, and upon knowledge of any violation call the same to
the attention of the municipal council;

(6) attend all meetings of the municipal council with the
right to take part in the discussions, but without the right to
vote;

(7) recommend to the municipal council for adoption such
measures as he may deem necessary or expedient, keep the coun-
cil advised of the financial condition of the municipality,
make reports to the council as required by it, and at least
to make an annual report of his work for the information
of the council and the public;
(8) investigate at any time the affairs of any officer or
department of the municipality;
(9) perform such other duties as may be required of the mu-
nicipal manager by ordinance or resolution of the municipal
council.
The municipal manager shall be responsible to the council for
carrying out all policies established by it and for the proper
administration of all affairs of the municipality within the
jurisdiction of the council.

Section 63. Preparation of Budget by Manager. The municipal
budget shall be prepared by the municipal manager. During
the month of [November] in each year, the municipal manager
shall require all department heads to submit requests for appro-
priations for the ensuing budget year, and to appear before him
at public hearings, which shall be held during that month, on
the various requests.

Section 64. Submission of Recommended Budget by Manager;
Work Programs and Quarterly Allotments. On or before the [fif-
teenth] day of [January] the municipal manager shall submit to
the council his recommended budget together with such explana-
tory comment or statement as he may deem desirable. The budget
shall be in such form as is required by law for municipal bud-
gets.

The council shall, where practicable, provide by ordinance
for the operation of a system of work programs and quarterly
allotments for operation of the budget, and for development and
reporting of appropriate unit costs of budgeted expenditures.

Section 65. Construction of Laws Conferring Power Upon Mayor.
Any provision of general law conferring the appointing power or
other power upon the mayor or other executive head of the munici-
pality shall be construed as meaning the municipal manager in
a municipality governed under this article, and the appointments
or the power exercised by the municipal manager in accordance
with such provision shall be given the same force and effect as
if executed by the official named therein [except that members
of the board of [ ]12 whenever required to be appointed by
any such provision by any board or official of the municipality,
shall be appointed under this article by [the mayor] [the city
council]].

Section 66. Post-Audit. The council shall provide by ordi-
nance for post-auditing the financial transactions of the mu-
nicipality.

ARTICLE 5. ADDITIONAL PROVISIONS COMMON TO OPTIONAL PLANS13

A. Election Districts 14

Section 67. Division of Municipalities Into Election Dis-
tricts. Whenever a municipality adopts articles 3 or 4 with a
provision for election of council members from election districts,
said municipality shall be divided into districts by the munic-
ipal governing body as hereinafter provided.

Section 68. Division Into Election Districts. Within five
days following the election at which the voters of the munici-
pality shall have adopted one of said optional plans, the munici-
pal governing body shall meet and shall, within thirty days of
the adoption of said optional plan, divide the municipality into
such number of election districts as is specified in the adopted
plan.

Section 69. Boundaries of Election Districts: Population
Difference. The governing body shall fix and determine the

12. Insert the names of policymaking boards such as the board
of education or the library board if provided for by general law.
13. These provisions are concerned only with transitional mat-
ters from one form of local government to another adopted under the
optional plan provisions. It is assumed that general laws will cover
election procedures, official conduct, recall, referendum, initiative,
personnel, planning, etc.
14. States wishing to provide for division into wards by the
city council existing before the change may refer to the provision
in section 705.73 of the Ohio Optional Charter Law, Ohio Revised
Code, Annotated, 1954.
district boundaries so that each district is formed of compact
and contiguous territory, and will comply with the legal require-
ments for equal representation. [The district so created shall
not deviate in population, according to the most recent federal
census, by more than [ten] per centum [10%] from the figure ob-
tained by dividing the total population of the municipality by
the number of council members to be elected from districts.]

Section 70. Adjustments in Election District Boundaries
Following Census. Within three months following each decennial
federal census, the governing body of the municipality shall
meet, in the manner heretofore provided in this article for the
purpose of making such adjustments in district boundaries as
shall be necessary pursuant to section 69 of this article.

Section 71. Failure of Municipal Governing Body to Apportion
or Reapportion. If a municipal governing body fails to apportion
or reapportion election districts as required by sections
67 and 70, the [board of county commissioners] [appropriate
county court] shall apportion or reapportion the governing body
of the municipality in accordance with sections 68 and 69.

Section 72. Officers of Existing Election Districts. All
officers elected for existing districts in any municipality
wherein district lines are changed pursuant to section 70 of
this article, shall continue in office until their respective
terms of office shall expire and until their successors are
elected and qualified.

B. Succession in Government

Section 73. Schedule of Installation of Optional Plan
Adopted. The schedule of installation of an optional plan
adopted pursuant to this act shall, as provided herein, take
the following course:

(1) an election to submit the question of adoption of an
optional plan may be held at any time in accordance with the
provisions of article 1 of this act;

(2) in the event of a favorable vote of the voters at the
above election, the first election of officers under the adopted
plan shall take place on (1) the [second Tuesday in May] occurring not less than [seventy-five] days next following the adoption of one of the optional plans in municipalities adopting a charter providing for election at a regular municipal election; or (2) at the next general election occurring no less than [seventy-five] days next following the adoption of one of the optional or alternative plans in municipalities adopting a charter providing for election at a general election.

Whenever a municipality has adopted a charter providing for partisan election, prior to the last day fixed for the filing of nominating petitions for the primary election, the candidates to be first elected shall be nominated in the manner provided by [cite appropriate election law or code provisions] with respect to the filling of certain vacancies in nominations for county or municipal offices to be filled at the general election;

(3) an optional plan shall take effect, in accordance with the further provisions of this article at (1) twelve o'clock noon on the [first] day of [July] next following the first election of officers in municipalities adopting a charter providing for elections at a municipal election, or (2) twelve o'clock noon on the first day of January next following the first election of officers in municipalities adopting a charter providing for elections at a general election.

Section 74. Charters Superseded; Existing Ordinances Remaining in Force. Upon the effective date of an optional charter adopted pursuant to this act, any other charter and its amendments and supplements theretofore applicable to the municipality shall be superseded with respect to such municipality. All ordinances and resolutions of the municipality to the extent that they are not inconsistent with the provisions of this act shall remain in full force and effect until modified or repealed as provided by law.

Section 75. Existing Officers and Employees.

NOTE: Use this section for transitional provisions applicable to present officers and employees. They should deal with matters such as continuation in employment and grade, protection of tenure, seniority rights, pensions, etc., and
must be tailored to existing provisions of state law. Sample
provisions are available in the National Municipal League's
69-72.

Section 76. Appointments Between Election and Time of Taking
Office; Pending Actions. (a) No subordinate board, department,
body, office, position or employment shall be created and no
appointments shall be made to any subordinate board, department
or body, or to any office, employment or position, including
without limitation patrolmen and firemen, between the date of
election of officers and the date the newly elected officers
take office under any optional plan.

(b) All actions and proceedings of a legislative, executive,
or judicial character which are pending upon the effective date
of an optional plan adopted pursuant to this act may continue,
and the appropriate officer or employee under such optional plan
shall be substituted for the officer or employee theretofore
exercising or discharging the function, power or duty involved
in such action or proceeding.

Section 77. Separability. [Insert separability clause.]

Section 78. Effective Date. [Insert effective date.]
OPTIONAL FORMS OF COUNTY GOVERNMENT

The variation in social and economic conditions and the history of local government across the nation militate, quite properly, against any suggestion of a single ideal structural form of local government. Regardless of the form of local government, however, one thing appears certain; namely, that maximum local responsibility and maximum citizen participation in the governmental process can best be assured if the people themselves have a broad range of discretion in determining what form of local government is in their best interest.

During the current century most states have granted residents of municipalities the power to adopt various forms of local government. The most common forms so permitted are the strong mayor-council, the weak mayor-council, council-manager, and commission. Such authorization generally takes one or two forms: either a state statute which spells out in some detail the various alternatives, or a general statute authorizing the municipality to adopt a local charter under which any of the above alternatives are permissible. The granting of such discretion to municipalities was based on the assumption that the individual municipality should have the discretion to determine, within whatever limits the state legislature thought appropriate, the structure of the municipal government best suited to carry out public functions that the local government was to perform.

It is now evident that similar authority should be granted to counties in those states where counties constitute an important unit in the individual state's governmental structure. In such states counties with rapidly expanding populations are forced to provide more and more general functions of local government, such as fire and police protection, and water and sewer facilities, that have traditionally been performed by municipalities. These additional functions are being imposed upon counties in both rural and urban areas. In addition, many rural counties are being presented with a different type of problem, i.e., providing government services to an area with a declining population. In such communities it may be extremely difficult for the county to support a large staff of government personnel which is required by a state statute or constitution. In both these instances it would be appropriate, within the limitations established by the legislature, to permit the residents of the county to determine that structure of county government which they feel most suited to the needs of the individual county.

The states which have considered the structure and organization of county governments in recent years have adopted various constitutional approaches to this particular problem. Each of these approaches, in one way or another, grants to the county the authority to determine
its own form of county government.

The new Michigan constitution (Article VII, Section 2) specifically authorizes counties to adopt home rule charters pursuant to state law. The constitutions of Alaska (Article X, Section 3), Hawaii (Article VII, Section 1), Kansas (Article 9, Sections 1 and 2), and Virginia (Article VII, Section 110) authorize the establishment of counties pursuant to general act of the legislature. The constitutions of California (Article XI, Section 7-1/2) and New York (Article IX, Section 2) contain detailed provisions as to permissible alternative forms of county government that may be adopted by an individual county within the state. In other states, such as Maryland, counties may operate under a county charter that has been approved by a special act of the legislature. The State of Connecticut abolished counties after determining that they served no useful purpose in that state.

The above-listed states have all attempted to resolve the constitutional problem of optional forms of county government in a manner consistent with the needs of the individual state. The significance of their action rests upon the fact that these states felt that the prior law hampered the county in meeting its responsibilities as a viable unit of local government. The variation in approach taken by the states is in itself indicative of the fact that the functions and responsibilities of counties vary greatly from state to state and that the procedure to be taken in an individual state must therefore depend upon its individual situation.

In view of the changing nature and responsibilities of counties in the governmental structure, it is essential that all states review existing constitutional provisions relating to the organization and structure of county government to determine what, if any, changes should be made therein in order to insure more effective and responsible local government within the state.

The legislation submitted herewith is a means of implementing this objective. The suggested act authorizes three basic forms of county government and requires voter approval before a change may be made. It is patterned after a North Carolina statute (North Carolina, General Statutes, Chapter 153, Article III).

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act to authorize optional forms of county government."]

(Be it enacted, etc.)

1 Section 1. Optional Forms of County Government Authorized.
2 Any county in this state may, pursuant to the provisions of
3 this act and any other appropriate provisions of law, adopt any
one of the optional forms of county government herein provided.

Section 2. [County Commissioners] Form. (a) [County Commissioners] Form Defined. [The county commissioners] form of county government shall be that form in which the government is administered by [a board of county commissioners.]

(b) Modification of Regular Forms. There may be modification of the [county commissioners] form adopted as hereinafter provided as follows: (1) the number of [commissioners] may vary in number from [three] to [five]; and (2) all [commissioners] may be elected for uniform or overlapping terms not exceeding [four] years.

Section 3. Manager Form. (a) Manager Appointed or Designated. The [board of county commissioners] may appoint a county manager who shall be the administrative head of the county government, and shall be responsible for the administration of all departments of the county government which the [board of county commissioners] has the authority to control. He shall be appointed with regard to merit only, and he need not be a resident of the county at the time of his appointment. In lieu of the appointment of a county manager, the [board] may impose and confer upon the [chairman of the board of county commissioners] the duties and powers of a manager, as hereinafter set forth, and under such circumstances said chairman shall be considered a full-time chairman. Or the [board] may impose and confer such powers and duties upon any other officer or agent of the county who may be sufficiently qualified to perform such duties, and the compensation paid to such officer or agent may be revised or adjusted in order that it may be adequate compensation for all the duties of his office. The term "manager" herein used shall apply to such chairman, officer, or agent in the performance of such duties.

(b) Duties of the Manager. It shall be the duty of the county manager:

(1) to see that all the orders, resolutions, and regulations of the [board] are faithfully executed;
(2) to attend all the meetings of the [board] and recommend such measures for adoption as he may deem expedient;

(3) to make reports to the [board] from time to time upon the affairs of the county, and to keep the [board] fully advised as to the financial condition of the county and its future financial needs;

(4) to appoint, with the approval of the [board], such subordinate officers, agents, and employees for the general administration of county affairs as considered necessary; and

(5) to perform such other duties as may be required of him by the [board].

Section 4. [Elected County Executive]. (a) [Elected County Executive] Form Defined. The [elected county executive] form of government shall be that form in which the government is administered by a single county official, elected at large by the qualified voters of the county. The [board of county commissioners] shall act as the legislative body of the county under this form of county government. The elected county executive shall be responsible for the administration of all departments of the county government. Qualifications for the office of elected county executive shall be the same as those for the [board of county commissioners].

(b) Duties of the [Elected County Executive]. It shall be the duty of the elected county executive:

(1) to see that all the orders, resolutions, and regulations of the [board] are faithfully executed;

(2) to attend all the meetings of the [board] and recommend such measures for adoption as he may deem expedient;

(3) to make reports to the [board] from time to time upon the affairs of the county, and to keep the [board] fully advised as to the financial condition of the county and its future financial needs;

(4) to appoint, with the approval of the [board], such subordinate officers, agents, and employees for the general administration of county affairs as considered necessary; and

(5) to perform such other duties as may be required
of him by the [board].

Section 5. Procedure. The [board of county commissioners] may, upon its own motion, or shall upon receipt of a petition so requesting, signed by at least [ ] percent of qualified voters within the county, submit to referendum vote of all qualified electors within the county the question of whether one of the optional forms of county government shall be established within a county. If a majority of those voting on the question favor the adoption of a new form of county government, election of county officers for such optional form of county government shall be held at the next general election held within the county. If a majority of the voters disapprove, the existing form shall be continued and no new referendum may be held during the next [two] years following the date of such disapproval.

Section 6. Effective Date. [Insert effective date.]
MUNICIPAL INCORPORATIONS

In its report on Governmental Structure, Organization, and Planning in Metropolitan Areas, the Advisory Commission pointed out that only the states have the power to halt the chaotic spread of small municipalities within existing and emerging metropolitan areas. It recommended that states enact legislation providing rigorous statutory standards for the establishment of new municipal corporations within the geographic boundaries of metropolitan areas and that proposed new incorporations be subject to the review and approval of a unit of state government. The suggested legislation which follows specifically implements those recommendations. The Georgia and Kansas legislatures have recently passed laws establishing minimum standards of municipal incorporation which are consistent with the suggested legislation.

The standards provided in the suggested legislation specify establishment of minimums of area, total population, and population density for new incorporations, with higher standards being imposed for areas within a designated distance of larger cities. In addition to nondiscretionary standards, the suggested legislation provides a comprehensive set of discretionary standards as a guide to state action in approving new incorporations. (No specific standards of population, density, area, or nearness to existing urban areas are suggested here because such factors vary considerably from state to state and area to area.)

The suggested legislation proposes that such new incorporations be subject to the review and approval of a state agency. This office should be located in the department of the state government concerned with local or metropolitan area affairs if such an agency exists in the state. The state would thus be able to insure that (a) statutory standards are being complied with fully, and (b) the proposed incorporation would assist, not hinder, the orderly development of local government within metropolitan areas.

The state office would be required to affirm or deny a petition. If it denied the petition, no petition for incorporation of any part of the same area could be submitted within two years. If the state office affirmed the petition, it could be submitted to referendum. A favorable vote of a majority of those voting in the area of the proposed incorporation would be required for final approval.

Only one task has been assigned to the proposed state Office of Municipal Incorporation Review. However, some states either now or at a later time may want to expand the function of the office to include such related duties as: review of petitions for annexation to municipalities of contiguous unincorporated and incorporated property; review of proceedings for detachment of property from a
municipality; determination whether areas should be annexed to existing municipalities or incorporated as separate entities due to change or growth in population as indicated by official census.

The suggested legislation is based in large part on Chapter 414, Laws of Minnesota, 1959.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act establishing a state office to review petitions for the incorporation of municipalities."

(Be it enacted, etc.)

Section 1. Purpose. Because of the growing urban population with subsequent increased demands for services, and because of the fragmented approach to fulfilling these demands due to the proliferation of municipalities, it is the purpose of this act to establish procedures for the review of new demands for municipal incorporations. The term municipalities as used herein includes [villages, towns, townships, boroughs, cities of all classes].

Section 2. Creation of an Office of Municipal Incorporation Review. There is hereby created an Office of Municipal Incorporation Review [in the department of state government in charge of local affairs if such exists] to review petitions for the incorporation of territory into municipalities."

The Office shall be administered by a [director] who shall be appointed by the governor. The staff of the Office shall be appointed by the [director] [subject to state civil service regulations].

1. An alternative to an Office of Municipal Incorporation Review administered by a director, would be a multi-member Municipal Incorporation Review Commission appointed by the governor, serving at his pleasure, located in the state office of local affairs or such other office as the Governor may designate. Provision would have to be made for frequency of meetings, part-time or full-time, method of payment, etc. In the case of a Commission, the staff operations would be administered by a full-time staff director serving at the pleasure of the Commission.
Section 3. Incorporation Procedure and Standards. (a) Standards for Initiating Petition. If the proposed area for incorporation is found to be [ ] square miles in area, to include a population of [ ] with a density of [ ] per square mile, a petition may be prepared and submitted to the director of the Office of Municipal Incorporation Review requesting him to hold a hearing on the proposed incorporation. The petition shall have attached a statement containing the following information regarding the proposed municipality: the quantity of land embraced, platted and unplatted land, assessed valuation of the property, both platted and unplatted, number of actual residents, proposed name, a brief description of existing facilities including water supply, sewage disposal, fire and police protection. The petition shall include a map setting forth the boundaries of the territory. It shall be signed by at least [ ] qualified voters who are residents of the area to be incorporated.

(b) Hearing and Notice. Upon receipt of a petition, made pursuant to subsection (a) of this section, the director shall designate a time and place for a hearing on the petition, such time to be not less than 30 nor more than 60 days from the date the petition was received. The place of the hearing shall be within the county in which the greater proportion of the territory to be incorporated is situated and shall be established for the convenience of the parties concerned. The director shall cause a copy of the petition together with a notice of

2. For example, the following minimums have been adopted by several jurisdictions: (1) California: 500 population except Los Angeles County which requires 1,500; (2) Minnesota: 500 population; (3) Ontario: village - 500 population, town - 2,000, city - 15,000 or 25,000 depending upon present status; (4) Wisconsin: metropolitan village - area of 2 square miles with 2,500 population and density of 500 per square mile, metropolitan city - area of 3 square miles with 5,000 population and density of 750 per square mile, if within 10 miles of city of first class or 5 miles of city of second or third class - minimum area is 4 and 6 square miles for village and city respectively; (5) Oregon: need consent of central city of 5,000 population (or less) if within 3 air miles, or of city of 5,000 (or more) if within 6 air miles.
the hearing to be sent, at least fourteen days in advance of
such hearing, to the chairman of the county board, the govern-
ing body of all other governmental jurisdictions in which all
or part of the territory to be incorporated is located, the
governing body of any municipality of [ ] population within
[ ] miles of the proposed incorporation, and any duly con-
stituted municipal or regional planning commission exercising
planning authority over all or part of the territory to be in-
corporated. Any persons so notified may submit briefs, prior
to the hearing, for or against the proposed incorporation.
Notice shall be posted not less than 20 days before the hearing
in three public places in the area described in the petition,
with a notice fourteen days prior to the hearing to be pub-
lished in a newspaper qualified as a medium of official and
legal publication of general circulation in the area to be
incorporated.

(c) Director's Order. Pursuant to a hearing on a petition
for the incorporation of a municipality under subsection (a)
of this section, the director shall affirm the petition for in-
corporation if he finds the territory to be incorporated so
conditioned as to be properly subjected to municipal govern-
ment and otherwise in the public interest. As a guide in
arriving at a determination, the director shall consider the
following factors among others: (1) population and population
density of the area within the boundaries of the proposed in-
corporation; (2) land area, topography, natural boundaries, and
drainage basins of the proposed incorporations; (3) area of
platted land relative to unplatted with assessed value of
platted land relative to assessed value of unplatted areas;
(4) extent of business, commercial, and industrial development;
(5) past expansion in terms of population and construction;
(6) likelihood of significant growth in the area, and in adja-
cent areas, during the next ten years; (7) the present cost and
adequacy of governmental services and controls in the area and
the probable effect of the proposed action and of alternative
courses of action on the cost and adequacy of local governmental services and regulation in the area and in adjacent areas;
(8) effect of the proposed action, and of alternative actions, on adjacent areas, and on the local governmental structure of the entire urban community.

The director shall have authority to alter the boundaries of the proposed incorporation by increasing or decreasing the area to be incorporated so as to include only that property which is so condition to be properly subjected to municipal government. In the event boundaries are to be increased, notice shall be given to property owners encompassed within the area to be added, by mail within five days, and the hearings shall reconvene within ten days after the transmittal of such notice, unless within ten days those entitled to notice give their written consent to such action.

The petition for incorporation shall be denied if it is determined by the director that annexation to an adjoining municipality, or some other alternative modification of governmental structure in accord with the laws of the state, would better serve the interest of the area, or that the proposed incorporation would be otherwise contrary to the public interest.

If the proposed corporation is to assume any property and obligations of a unit of government [such as county or township] having jurisdiction within any part of the proposed incorporation area prior to the incorporation, the director shall apportion such property and obligations in such manner as shall be just and equitable having in view the value of all such property, if any, located in the area to be incorporated, the assessed value of all the taxable property in each of the jurisdictions concerned, both within and without the area to be incorporated, the indebtedness, the taxes due and the delinquent and other revenue accrued but not paid to such jurisdictions. Subsequent to the apportionment, the area incorporated will not be liable for the remaining debts of such jurisdictions.

The director shall enter an order affirming or denying the
petition. He shall issue the order within a reasonable time
after the termination of the hearing. If the petition is
denied, no petition for incorporation may be submitted which
includes all or a part of the same area, within two years after
the date of the director's order. If the petition is denied
in part, no petition for annexation to the newly formed munici-
pality as hereinafter provided, which includes all or a part of
the area deleted from the original petition, may be submitted
within two years after the date of the denial order.

(d) **Referendum.** An order affirming a petition made pur-
suant to subsection (a) of this section shall fix a day not less
than twenty days nor more than sixty days after the entry of
such order when a referendum shall be held at a place or places
designated by the director within the area to be incorporated.
He shall cause a copy of the order affirming the petition, as
submitted or as amended, including notice of the referendum, to
be posted not less than twenty days before the referendum in
three public places in the area described in the petition, and
shall cause a notice of the referendum, fourteen days in ad-
vance, to be published in a newspaper qualified as a medium of
official and legal publication, of general circulation in the
area to be incorporated. The governing body of the appropriate
county or counties shall make appropriate provision for election
officers and personnel, polling hours, and general election
practices for the referendum. Only voters residing within the
territory described in the order shall be entitled to vote.
The ballot shall bear the words, "For Incorporation" and "Against
Incorporation."

(e) **Filing of Incorporation Document.** Immediately upon the
completion of the counting of the ballots, the [Board of Elec-
tions] shall execute a signed and verified certificate declar-
ing the time and place of holding the referendum, that it has
canvassed the ballots cast, and the number cast both for and
against the proposition, and it shall then file the certificate
with the director of the Office of Municipal Incorporation
Review. The director shall attach the certificate to the
original petition, the original order affirming the petition
as submitted or as amended in the order, and the original proofs
of the posting of the election notice. If the certificate shows
that a majority of the votes cast were "For Incorporation", the
director shall forthwith make and transmit to appropriate state
officials and to the governing bodies of all other jurisdictions
affected by the incorporation, a certified copy of the docu-
ments to be then filed as a public record, at which time the
incorporation shall be deemed complete. If the certificate
shows that a majority of the votes cast were "Against Incor-
poration," the provisions of subsection (c) restricting subse-
quently incorporation petitions shall be applicable.

Section 4. Appeals to the Supreme Court from Orders of the
Director. The [court] shall have original jurisdiction upon
appeal to review the final orders of the director. Any party
may appeal to the [court] within thirty days after service of
a copy of such order by service of a written notice of appeal
on the director of the Office of Municipal Incorporation Re-


view. Upon service of the notice of appeal, the director shall
file with the clerk of the [court] a certified copy of the order
appealed from, together with the findings of fact and the
record, on which the same is based. The person serving such
notice of appeal shall, within five days after the service
thereof, file the same with proof of service with the clerk of
the [court]; thereupon the [court] shall have jurisdiction over
the appeal.

In reviewing the order of the director, the [court] shall
limit its review to questions affecting the jurisdiction of the
Office of Municipal Incorporation Review, the regularity of the
proceedings, and, as to the merits of the order, whether the
determination was arbitrary, oppressive, unreasonable, fraudulent,

3. As an alternative to section 4, if the state has an admin-
istrative procedure act providing for judicial review, orders of the
director should be made subject to that act.
or without substantial evidence to support it. The [court] may
reverse and remand the decision of the director with directions
as it may deem appropriate and permit him to take additional
evidence, or to make additional findings in accordance with law.
Such appeal shall not stay or supersede the order appealed from
unless the [court] upon examination of the order and the return
made on the appeal, and after giving the respondent notice and
opportunity to be heard, shall so direct; however, in no event
shall the [court] so direct, when an order contemplates a refer-
endum until subsequent to the said election.

In the absence of an appeal as provided, the director's
order shall be deemed final and complete.

Section 5. Separability. [Insert separability clause.]

Section 6. Effective Date. [Insert effective date.]
MUNICIPAL ANNEXATION

New legislative developments in several states in recent years now offer alternatives under which municipal annexation of unincorporated territory can become a more effective process for boundary adjustment in all states. Prior to 1900, the Nation's large cities attained their present size largely through annexation. Around the turn of the century, the process became more difficult as suburbs were established and state constitutions and statutes were changed to forestall their absorption by central cities. Many states gave fringe area residents exclusive authority to initiate annexation proceedings, and required separate majority votes in both the annexing city and the territory to be annexed. New cities and villages gradually were incorporated around the edges of the central cities and amendments to many state annexation laws made it difficult to annex any but unincorporated areas. These changes made extensive inroads on the territory available for annexation by central cities and had a deterrent effect on annexation efforts down through World War II.

In the post-war years, under the pressures of burgeoning population and urbanization, there has been a strong upsurge of annexation. In 1964, continuing a 20 year trend, 751 cities of 5,000 population or more completed annexations, of which 165 annexed one-half square mile or more. Despite this overall trend, however, municipalities in some states still labor under handicaps to an effective annexation procedure. The worst of these are the prohibition against municipalities initiating annexations, and the right of the annexed territory to exercise an irrevocable veto over an annexation. As a result of these and other defects, urban governments in such states sometimes are allowed to extend over vast rural areas, but are barred from clearly urban places; "defensive incorporations" occur in reaction to threatened annexation, causing fragmentation of local government and making coordinated economic development impossible; and the requirement for elections makes neighborhood pride the primary determinant of whether municipal government will be extended. In sum, annexations often can not be completed as urban areas expand, or the procedure is so cumbersome or restrictive as to make annexation lag far behind population expansion.

Responding to these conditions, a number of states in recent years have taken several different statutory approaches to liberalize the annexing powers of municipalities and provide more effectively for extending boundaries in accordance with fringe growth, while at the same time protecting outlying residents against inequitable or arbitrary action. These statutes involve, on one hand, modification of the exclusive power of unincorporated areas to initiate annexation actions and their power to veto proposed annexations; on the other, legislative prescription of rational standards which must be met to assure that annexation is desirable and that the annexed area will receive the benefits which absorption by a municipality are presumed to bestow.
In its 1961 report, Governmental Structure, Organization and Planning in Metropolitan Areas, the Commission urged states to "examine types of legislation which in certain states have already been adopted to facilitate desirable municipal annexations, with a view to enacting such facilitative provisions as may be suitable to their respective needs and circumstances." Examples of several such state statutes, and a proposed model act, are described below. In addition the text of one of these state statutes—North Carolina's—is reproduced at the end of this statement, with slight modifications, as an illustration of one possible approach to liberalization of annexation procedures. Individual states may wish to combine parts of the North Carolina approach with other possibilities described.

The North Carolina statute (C. 1009, Laws of 1959), authorizes municipal councils to annex unilaterally. Annexations are limited to contiguous unincorporated territory qualifying under rather detailed standards of urbanization and development. No local vote is required in the annexed areas, but the annexing ordinance is subject to statutory standards with respect to the ability of the municipality to provide municipal services to the annexed area and required criteria of contiguity and urbanization of the annexed area. Judicial relief is provided if statutory standards are not met.

In two states, Minnesota and California, annexation is not unilateral but provision is made for conditions which reduce resistance to annexation in the unincorporated areas. Both provide administrative bodies, for Minnesota at the state level, for California at the county level, with authority to approve or disapprove both annexation and new incorporation. With the power to disapprove new incorporations, these agencies are in a position to prevent unincorporated areas from resorting to defensive incorporations which thwart annexation. In addition, the statutes in both states prescribe factors which must be considered in approving annexations. These include conditions that help assure the annexed territory that it will not be damaged by the annexation. In Minnesota, for example, a guideline that must be considered is "the feasibility and practicability of the annexing territory to provide them governmental services presently or when they become necessary. . . ."

The Minnesota law (M.S.A. 414.01 ff.), enacted in 1959, provides for a three-man state commission, appointed by the governor, to review incorporation proposals and to approve all proposals to annex unincorporated territory. A petition for annexation may be initiated by resolution of the annexing municipality or by the freeholders of the territory. The commission may alter the boundaries of a proposed annexation by increasing or decreasing the area. After considering factors outlined in the statute, if the commission approves the annexation, it must be ratified by the residents of the annexed area to become effective. Disapprovals may be appealed to the
courts.

The 1963 California legislation established local agency forma-
tion commissions with powers to approve or disapprove proposed
annexations, municipal incorporations, and creations of special
districts (Cal. Govt. Code. Sec., 54765). The commissions, usually
consisting of two county officials, two city officials, and one
member representing the general public, are formed for each county,
and have jurisdiction over proposed annexations within their respec-
tive counties. Factors they must consider in reviewing an annexa-
tion proposal include population, population density, need for
organized community services, and the probable future needs for
governmental services and controls. Commission disapproval kills a
proposal. Approval means the proposal is submitted to a vote of
the people of the area to be annexed and the governing body of the
annexing municipality.2

Reflecting these and other recent experiences, the Harvard
Student Legislative Research Bureau published in 1965 a model act3
creating a state boundary adjustment board, made up of three members
appointed by the governor. The board would have power over annexa-
tions, detachments, incorporations, and consolidations, similar to
the California commissions. Annexation proceedings could be ini-
tiated by the board or by the following: municipal governing bodies,
township and county boards, areawide planning bodies, 10 percent of
the voters of the municipality or territory, or owners of 25 percent
of the assessed value of real property in the territory. Rulings
would be made by committees, consisting of the board plus two or
more residents representing the county or counties containing the
territory affected by the annexation. The statute also prescribes
standards which must be met in order for the committees to approve
a proposed annexation; for example, the present or probable future
character of the territory must be urban or suburban, and the
annexed territory must be contiguous to the municipality. It also
sets forth criteria which the committees must consider in determining
whether the standards have been met. These include the effect of the
proposed annexation on the population growth of an assessed value
of the real property in the territory and the municipality; and the
need for municipal services in the territory. Provision is made
for appeal to the courts by any person aggrieved by a decision of

1. The proposal on page 450 of this program, while dealing only
with municipal incorporations, is based on the Minnesota Act and
could, as indicated on page 450, be revised to include annexation
review and approval among the Commission's responsibilities.

2. The proposal on page 491 of this program, dealing only with
special district creation, consolidation and dissolution, is based
in part, on the California act which provides local agency formation
commissions with authority over municipalities as well as special
districts.

(June 1965), pp. 239-277.
the committees. Decision of the committees would not be subject to vote of the people of the territory annexed or the people or governing body of the annexing municipality.

The draft statute reproduced below is based nearly entirely on the North Carolina statute. Section 1 declares state policy, including orderly extension of municipal boundaries to assure provision of urban services pursuant to legislative standards. Section 2 vests authority to annex in the governing bodies of municipalities of a specified minimum size. Section 3 requires the annexing municipality to make plans for extension of services to the area proposed to be annexed, and sets forth the information to be included in the report of the plans.

Section 4 specifies the character of the area that may be annexed. The area must be adjacent or contiguous to the municipality's boundaries; at least one-eighth of its boundaries must coincide with the municipality's boundaries; and it may not be included within the boundaries of another municipality. Part or all of the area must be developed for urban purposes, which is defined in three alternative ways, reflecting population density, lot size, and land use. The municipality may also include in the area to be annexed certain areas not to be developed for urban purposes, but which constitute necessary land connections between the municipality and areas developed for urban purposes, or between two or more areas developed for urban purposes.

Section 5 prescribes the procedure of annexation, including notice of intent and notice of public hearing, approval of the report of plans, and passage of the annexation ordinance following the public hearing and revision of the original plans as a result of the hearing. The ordinance must include findings that the area to be annexed meets the requirements of section 4; a statement of the municipality's intent to provide services to the area in accord with the report under section 3; a finding that on the date of the annexation the municipality will have funds or borrowing power to finance extension of utility lines or streets to the area; and the effective date of annexation.

In the period 12 to 15 months after the effective date of the annexation, any property owner in the annexed territory who believes that the municipality has not followed through on its service plans may apply for a writ of mandamus from the court, and the court may grant relief if the municipality has not provided the services or facilities according to plan.

Section 6 provides for court appeal by property owners within the annexed area who believe they will be injured materially because of failure of the municipality to comply with the act's procedure. The court may affirm the action of the municipality, remand the ordinance to the municipality for further proceedings to overcome procedural irregularities, reduce the area annexed, or amend the plans for services to the annexed area.
Section 7 provides for recording of the annexation. Section 8 authorizes municipal expenditures for purposes in connection with preparing for the annexation or providing services to the annexed area. Section 9 contains definitions. Section 10 specifies the manner of making population and land estimates for the purposes of the act.

Suggested Legislation

[Title should conform to state requirements.]

(Be it enacted, etc.)

Section 1. Declaration of Policy. It is hereby declared as a matter of state policy that:

(1) Sound urban development is essential to the continued economic development of this state;

(2) Municipalities are created to provide the governmental services essential for sound urban development and for the protection of health, safety and welfare in areas being intensively used for residential, commercial, industrial, institutional and governmental purposes or in areas undergoing such development;

(3) Municipal boundaries should be extended, in accordance with legislative standards applicable throughout the state, to include such areas and to provide the high quality of governmental services needed therein for the public health, safety, and welfare;

(4) Areas annexed to municipalities in accordance with such uniform legislative standards should receive the services provided by the annexing municipality as soon as possible following annexation.

Section 2. Definitions. The following terms where used in this act shall have the following meanings, except where the context clearly indicates a different meaning:

(1) "Contiguous area" shall mean any area which, at the time annexation procedures are initiated, either abuts directly on the municipal boundary or is separated from the municipal boundary by a street or street right-of-way, a creek or river,
the right-of-way of a railroad or other public service corpora-
tion, lands owned by the city or some other political subdivi-
sion, or lands owned by the state.

(2) "Used for residential purposes" shall mean any lot or tract [   ] acres or less in size on which is constructed a
habitable dwelling unit.

Section 3. Authority to Annex. The governing board of any
municipality having a population of [   ] or more persons
according to the last federal decennial census may extend the
corporate limits of such municipality under the procedure set
forth in this act.

Section 4. Prerequisites to Annexation: Ability to Serve.
A municipality exercising authority under this act shall make
plans for the extension of services to the area proposed to be
annexed and shall, prior to the public hearing provided for in
section 6 of this act, prepare a report setting forth such
plans to provide services to such area. The report shall in-
clude:

(1) A map or maps of the municipality and adjacent terri-
tory to show the following information:

(i) The present and proposed boundaries of the munici-

(ii) The present streets, major trunk water mains,
sewer interceptors and outfalls and other utility lines, and
the proposed extensions of such streets and utility lines as
required in paragraph (3) of this section.

(iii) The general land use pattern in the areas to
be annexed.

(2) A statement showing that the area to be annexed meets
the requirements of section 5 of this act.

(3) A statement setting forth the plans of the municipality
for extending to the area to be annexed each major municipal
service performed within the municipality at the time of annexa-
tion. Specifically, such plans shall:

(i) Provide for extending police protection, fire
protection, garbage collection, and streets and street mainte-
nance services to the area to be annexed on the date of annexation on substantially the same basis and in the same manner as such services are provided within the rest of the municipality prior to annexation.

(ii) Provide for extension of streets and of major trunk water mains, sewer outfall lines, and other utility services into the area to be annexed, so that when such streets and utility lines are constructed, property owners in the area to be annexed will be able to secure such services, according to the policies in effect in such municipality for extending such services to individual lots or subdivisions.

(iii) If extension of streets and water, sewer or other utility lines into the area to be annexed is necessary, set forth a proposed timetable for construction of such streets and utility lines as soon as possible following the effective date of annexation. In any event, the plans shall call for contracts to be let and construction to begin within twelve months following the effective date of annexation.

(iv) Set forth the method under which the municipality plans to finance extension of services into the area to be annexed.

Section 5. Character of Area to be Annexed. (a) A municipal governing board may extend the municipal corporate limits to include any area:

1. Which meets the general standards of subsection (b) of this section, and

2. Every part of which meets the requirements of either subsection (c) or subsection (d) of this section.

(b) The total area to be annexed must meet the following standards:

1. It must be adjacent or contiguous to the municipality's boundaries at the time the annexation proceeding is begun.

2. At least one-eighth of the aggregate external boundaries of the area must coincide with the municipal boundary.
(3) No part of the area shall be included within the boundary of another incorporated municipality.

(c) Part or all of the area to be annexed must be developed for urban purposes. An area developed for urban purposes is defined as any area which meets any one of the following standards:

(1) Has a total resident population equal to at least two persons for each acre of land included within its boundaries; or

(2) Has a total resident population equal to at least one person for each acre of land included within its boundaries, and is subdivided into lots and tracts such that at least [ ] percent of the total acreage consists of lots and tracts [ ] acres or less in size and such that at least [ ] percent of the total number of lots and tracts are [ ] acre or less in size; or

(3) Is so developed that at least [ ] percent of the total number of lots and tracts in the area at the time of annexation are used for residential, commercial, industrial, institutional or governmental purposes, and is subdivided into lots and tracts such that at least [ ] percent of the total acreage, not counting the acreage used at the time of annexation for commercial, industrial, governmental or institutional purposes, consists of lots and tracts [ ] acres or less in size.

(d) In addition to areas developed for urban purposes, a governing board may include in the area to be annexed any area which does not meet the requirements of subsection (c) of this section if such area either:

(1) Lies between the municipal boundary and an area developed for urban purposes so that the area developed for urban purposes is either not adjacent to the municipal boundary or cannot be served by the municipality without extending services and/or utility lines through such sparsely-developed area; or
(2) Is adjacent, on at least [ ] percent of its external boundary, to any combination of the municipal boundary and the boundary of an area or areas developed for urban purposes as defined in subsection (c) of this section.

The purpose of this subsection is to permit municipal governing boards to extend corporate limits to include all nearby areas developed for urban purposes and where necessary to include areas which at the time of annexation are not yet developed for urban purposes, but which constitute necessary land connections between the municipality and areas developed for urban purposes or between two or more areas developed for urban purposes.

(c) In fixing new municipal boundaries, a municipal governing board shall, wherever practical, use natural topographic features, such as ridge lines and streams and creeks as boundaries, and if a street is used as a boundary, include within the municipality land on both sides of the street and such outside boundary may not extend more than [ ] feet beyond the right-of-way of the street.

Section 6. Procedure of Annexation. (a) Notice of Intent.
Any municipal governing board desiring to annex territory under the provisions of this act shall first pass a resolution stating the intent of the municipality to consider annexation. Such resolution shall describe the boundaries of the area under consideration and fix a date for a public hearing on the question of annexation, the date for such public hearing to be not less than [ ] days and not more than [ ] days following passage of the resolution.

(b) Notice of Public Hearing. The notice of public hearing shall:

(1) Fix the date, hour, and place of the public hearing,

(2) Describe clearly the boundaries of the area under consideration,

(3) State that the report required in section 4 of this act will be available at the office of the municipal official at least [ ] days prior to the date of the public hearing.
Such notice shall be given by publication in a newspaper having general circulation in the municipality [ ] a week for at least [ ] successive weeks prior to the date of the hearing. The period from the date of the first publication to the date of the last publication, both dates inclusive, shall be not less than [ ] days including Sundays, and the date of the last publication shall be not more than [ ] days preceding the date of public hearing. If there be no such newspaper, the municipality shall post the notice in at least [ ] public places within the municipality and at least [ ] public places in the area to be annexed for [ ] days prior to the date of public hearing.

(c) **Action Prior to Hearing.** At least [ ] days before the date of the public hearing, the governing board shall approve the report provided for in section 4 of this act, and shall make it available to the public at the office of the municipal official. In addition, the municipality may prepare a summary of the full report for public distribution.

(d) **Public Hearing.** At the public hearing, a representative of the municipality shall first make an explanation of the report required in section 4 of this act. Following such explanation, all persons resident or owning property in the territory described in the notice of public hearing, and all residents of the municipality, shall be given an opportunity to be heard.

(e) **Passage of the Annexation Ordinance.** The municipal governing board shall take into consideration facts presented at the public hearing and shall have authority to amend the report required by section 4 of this act, to make changes in the plans for serving the area proposed to be annexed so long as such changes meet the requirements of section 4. At any regular or special meeting held no sooner than [ ] days following the public hearing and no later than [ ] days following such public hearing, the governing board shall have authority to adopt an ordinance extending the corporate limits of the municipality to include all, or such part, of the area.
described in the notice of public hearing, which meets the requirements of section 5 of this act, and which the governing board has concluded should be annexed. The ordinance shall:

(1) Contain specific findings showing that the area to be annexed meets the requirements of section 5 of this act. The external boundaries of the area to be annexed shall be described by metes and bounds. In showing the application of subsections 5(c) and 5(d) to the area, the governing board may refer to boundaries set forth on a map of the area and incorporate same by reference as a part of the ordinance.

(2) A statement of the intent of the municipality to provide services to the area being annexed as set forth in the report required by section 4 of this act.

(3) A specific finding that on the effective date of annexation, the municipality will have funds appropriated in a sufficient amount to finance construction of any streets or utility lines, found necessary in the report required by section 4 to extend the basic utility system of the municipality into the area to be annexed, or that on the effective date of annexation the municipality will have authority to issue bonds in an amount sufficient to finance such construction. If authority to issue such bonds must be secured from the electorate of the municipality prior to the effective date of annexation, then the effective date of annexation shall be no earlier than the day following the statement of the successful result of the bond election.

(4) Fix the effective date of annexation. The effective date of annexation may be fixed for any date within twelve months from the date of passage of the ordinance.

(f) Effect of Annexation Ordinance. From and after the effective date of the annexation ordinance, the territory and its citizens and property shall be subject to all debts, laws, ordinances and regulations in force in such municipality and shall be entitled to the same privileges and benefits as other parts of such municipality. The newly annexed territory shall
be subject to municipal taxes levied for the fiscal year follow-
ing the effective date of annexation. Annexed property which
is part of a sanitary district or other special service district
which has installed water, sewer, or other utilities or improve-
ments, paid for by the residents of said district, shall not
be subject to that part of the municipal taxes levied for debt
service for the first [ ] years after the effective date of
annexation. If the effective date of annexation falls between
January 1 and June 30, the municipality shall, for purposes of
levying taxes for the fiscal year beginning July 1 following
the date of annexation, obtain from the county a record of
property in the area being annexed, which was listed for taxa-
tion as of said January 1.

(g) Simultaneous Annexation Proceedings. If a municipality
is considering the annexation of two or more areas which are
all adjacent to the municipal boundary but are not adjacent to
one another, it may undertake simultaneous proceedings under
authority of this act for the annexation of such areas.

(h) If, not earlier than one year from the effective date
of annexation, and not later than fifteen months from the
effective date of annexation, any person owning property in
the annexed territory shall believe that the municipality has
not followed through on its service plans, adopted under the
provisions of section 4, paragraph (3) and subsection 6(e),
such person may apply for a writ of mandamus under the pro-
visions of [cite appropriate statute]. Relief may be granted
by the [court of appropriate jurisdiction]:

(1) If the municipality has not provided the services
set forth in its plan submitted under the provisions of sec-
tion 4, subparagraph (3) (i) on substantially the same basis
and in the same manner as such services were provided within
the rest of the municipality prior to the effective date of
annexation; and

(2) If at the time the writ is sought such services
set forth in the plan submitted under the provisions of section
4, subparagraph (3)(i) are still being provided on substantially
the same basis and in the same manner as on the date of annexation of the municipality. Relief may also be granted by the [court of appropriate jurisdiction]: (1) if the plans submitted under the provisions of section 4, subparagraph (3)(iii) require the construction of streets or utility services; and (2) if contracts for such construction have not yet been let. If a writ is issued, costs in the action, including a reasonable attorney's fee for such aggrieved person, shall be charged to the municipality.

Section 7. Appeal. (a) Within thirty days following the passage of an annexation ordinance under authority of this act, any person owning property in the annexed territory who shall believe that he will suffer material injury, by reason of the failure of the municipal governing board to comply with the procedure set forth in this act or to meet the requirements set forth in section 5 of this act as they apply to his property, may file a petition in the [court of appropriate jurisdiction] of the county in which the municipality is located, seeking review of the action of the governing board.

(b) Such petition shall explicitly state what exceptions are taken to the action of the governing board and what relief the petitioner seeks. Within [ ] days after the petition is filed with the court, the person seeking review shall serve copies of the petition by registered mail, return receipt requested, upon the municipality.

(c) Within [ ] days after receipt of the copy of the petition for review, or within such additional time as the court may allow, the municipality shall transmit to the reviewing court: (1) a transcript of the portions of the municipal journal or minute book in which the procedure for annexation has been set forth; and (2) a copy of the report setting forth the plans for extending services to the annexed area as required in section 4 of this act.

(d) If two or more petitions for review are submitted to the court, the court may consolidate all such petitions for review at a single hearing, and the municipality shall be
required to submit only one set of minutes and one report as required in subsection (c) of this section.

(e) At any time before or during the review proceeding, any petitioner or petitioners may apply to the reviewing court for an order staying the operation of the annexation ordinance pending the outcome of the review. The court may grant or deny the stay in its discretion upon such terms as it deems proper, and it may permit annexation of any part of the area described in the ordinance concerning which no question for review has been raised.

(f) The court shall fix the date for review of annexation proceedings under this act, which review date shall preferably be within [    ] days following the last day for receiving petitions to the end that review shall be expeditious and without unnecessary delays. The review shall be conducted by the court without a jury. The court may hear oral arguments and receive written briefs, and may take evidence intended to show either: (1) that the statutory procedure was not followed; or (2) that the provisions of section 4 were not met; or (3) that the provisions of section 5 have not been met.

(g) The court may affirm the action of the governing board without change, or it may:

(1) Remand the ordinance to the municipal governing board for further proceedings if procedural irregularities are found to have materially prejudiced the substantive rights of any of the petitioners.

(2) Remand the ordinance to the municipal governing board for amendment of the boundaries to conform to the provisions of section 5 if it finds that the provisions of section 5 have not been met; but the court cannot remand the ordinance to the municipal governing board with directions to add area to the municipality, which was not included in the notice of public hearing and not provided for in plans for service.

(3) Remand the report to the municipal governing board for amendment of the plans for providing services to the
end that the provisions of section 4 of this act are satisfied.

If any municipality shall fail to take action in accordance with the court's instructions upon remand within [ ] months from receipt of such instructions, the annexation proceeding shall be deemed null and void.

(h) Any party to the review proceedings, including the municipality, may appeal to the [Appellate or Supreme] Court from the final judgment of the lower court under rules of procedure applicable in other civil cases. The appealing party may apply to the lower court for a stay in its final determination, or a stay of the annexation ordinance, whichever shall be appropriate, pending the outcome of the appeal to the higher court; provided, that the lower court may, with the agreement of the municipality, permit annexation to be effective with respect to any part of the area concerning which no appeal is being made and which can be incorporated into the city without regard to any part of the area concerning which an appeal is being made.

(i) If part or all of the area annexed under the terms of an annexation ordinance is the subject of an appeal to the lower or higher court on the effective date of the ordinance, then the ordinance shall be deemed amended to make the effective date with respect to such area the date of the final judgment of the lower or higher court, whichever is appropriate, or the date the municipal governing board completes action to make the ordinance conform to the court's instructions in the event of remand.

Section 8. Annexation Recorded. Whenever the limits of a municipality are enlarged in accordance with the provisions of this act, it shall be the duty of the mayor (or other appropriate official) of the municipality to cause an accurate map of such annexed territory, together with a copy of the ordinance duly certified, to be recorded in the office of the county official of the county or counties in which such territory is situated and in the office of the secretary of state.
or other appropriate state official.

Section 9. Authorized Expenditures. Municipalities initiating annexations under the provisions of this act are authorized to make expenditures for surveys required to describe the property under consideration, or for any other purpose necessary to plan for the study and/or annexation of unincorporated territory adjacent to the municipality. In addition, following final passage of the annexation ordinance, the annexing municipality shall have authority to proceed with expenditures for construction of streets, utility lines and other capital facilities and for any other purpose calculated to bring services into the annexed area in a more effective and expeditious manner prior to the effective date of annexation.

Section 10. Population and Land Estimates. In determining population and degree of land subdivision for purposes of meeting the requirements of section 5 of this act, the municipality shall use methods calculated to provide reasonably accurate results. In determining whether the standards set forth in section 5 have been met on appeal to the [court of appropriate jurisdiction] under section 7 of this act, the reviewing court shall accept the estimates of the municipality:

(1) As to population, if the estimate is based on the number of dwelling units in the area, multiplied by the average family size in such area or in the township or townships of which such area is a part, as determined by the last preceding federal decennial census; or if it is based on a new enumeration carried out under reasonable rules and regulations by the annexing municipality; but the court shall not accept such estimates if the petitioners demonstrate that such estimates are in error in the amount of [ ] percent or more.

(2) As to total area if the estimate is based on an actual survey, or on county tax maps or records, or on aerial photographs, or on some other reasonably reliable map used for official purposes by a governmental agency, unless the petitioners on appeal demonstrate that such estimates are in error
in the amount of [  ] percent or more.

(3) As to degree of land subdivision, if the estimates are based on an actual survey, or on county tax maps or records, or on aerial photographs, or on some other reasonably reliable source, unless the petitioners on appeal show that such estimates are in error in the amount of [  ] percent or more.

Section 11. Separability. [Insert separability clause.]

Section 12. Effective Date. [Insert effective date.]
LOCAL GOVERNMENT RESIDUAL POWERS

A familiar rule of law with respect to local governmental units is that they may exercise only those powers affirmatively conferred upon them by statute or constitutional provision. Even when legislatures have conferred powers affirmatively, state courts usually have narrowly construed grants of powers to local government. Such narrow construction, despite the best efforts of legislatures and local governments themselves, often have prevented local government from assuming its proper responsibilities.

Experience has shown that where local governments are not adequately empowered to meet their responsibilities, pressure is exerted upon both the state and federal governments to assume responsibility for solving local problems and for providing needed governmental services. Under such circumstances, the flow of responsibility to the state or the federal government often is detrimental not only to the best interests of our society, but is unnecessary. The effectiveness of local government in particular, and the federal system in general, requires that local governments have adequate authority to meet their responsibilities. Consistent with this general philosophy, the following draft of a constitutional amendment is presented for study and consideration by the states. In addition a similar proposal of the National Municipal League, not as comprehensive as the amendment, is also set forth.

The amendment would grant "all residual functional powers" to municipalities and counties, or other selected units, that are not otherwise specifically denied in the state constitution or by general law. In given functional areas, the legislature, rather than pre-empting a whole field of activity from local government could, at its discretion, prescribe limitations on local activity. The amendment is designed to permit the legislature to determine what functions or portions of functions should be undertaken by the state or undertaken by local government. While freeing the bonds of local government the state should, at the same time, exert greater leadership in resolving problems that are interlocal or that affect many localities in the state.

It is important to emphasize that the delegation of residual powers should be proceeded by a careful review of affirmative limitations upon the powers of local government within a state. Such delegation should occur simultaneously with the enactment of a local code, by which the state legislature places necessary limitations upon local powers and reserves other powers for the state.

It should be noted that while the amendment would permit municipalities and counties and other selected units of local government to exercise the authority granted by the proposed amendment, such
authority should be granted only to units of general government whose governing bodies are held directly responsible for their actions by the people at election time. Therefore, states should consider carefully what units of general government should be granted the powers authorized by the amendment.

**Residual Powers Constitutional Provision**

"Municipalities and counties [or selected units identified to best suit the conditions in a given state] shall have all residual functional powers of government not denied by this constitution or by [general] law. Denials may be expressed or take the form of legislative pre-emption and may be in whole or in part. Express denials may be limitations of methods or procedure. Pre-empted powers may be exercised directly by the state or delegated by [general] law to such subdivisions of the state or other units of local government as the legislature may by [general] law determine." ¹

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¹ The constitutional language proposed by the National Municipal League in its "model State Constitution" is: "Powers of Counties and Cities. A county or city may exercise any legislative power or perform any function which is not denied to it by its charter, is not denied to counties or cities generally, or to counties and cities of its class, and is within such limitations as the legislature may establish by general law. This grant of home rule powers shall not include the power to enact private or civil law governing civil relationships except as incident to an exercise of an independent county or city power, nor shall it include power to define and provide for the punishment of a felony."
The relationship of local governmental units to the functions which they are expected to perform raises difficult questions. The burgeoning of governmental services and the changing demands of modern life have sometimes required functions to be administered within geographic units larger than, or at least not coincident with the boundaries of existing political subdivisions. To a limited extent, municipal consolidations and annexations have taken place in an attempt to meet altered demographic situations. But the problem of devising appropriate local government areas remains. Often it is only a single function, or a limited number of functions that should be performed on a different or consolidated basis. In these instances the abolition of existing units is too extreme a remedy. On the other hand, special districts can and have been formed for school, fire protection, public sanitation, etc. Such districts are of great utility and doubtless will continue to be important. However, the creation of such districts usually requires special action from state authorities and may result in the withdrawal of control over the function from the political subdivisions formerly responsible for it. In these circumstances, there may be a large number of situations in which joint or cooperative rendering of one or more services by existing political subdivisions is called for.

In recent years states have been authorizing their political subdivisions to enter into interlocal agreements or contracts. Arrangements under which smaller communities send their high school pupils to the schools in adjacent larger cities, purchase water from a metropolitan supply system, receive police and fire protection from neighboring communities, or establish joint drainage facilities are becoming relatively frequent. However, legislation authorizing such arrangements has, almost without exception, been particularistic; related, only to the peculiar requirements of a designated local activity. The suggested Interlocal Cooperation Act which follows authorizes joint or cooperative activities on a general basis. It leaves it up to the local governmental units to decide what function or functions might better be performed by them in concert. The act does not grant any new powers to localities; it merely permits the exercise of power already possessed by the subdivision in conjunction with one or more other local communities for a common end. By leaving this degree of initiative with the localities themselves, the act seeks to make it easier for them to enter upon cooperative undertakings.

Because local governments and subdivisions have responsibility for the administration of certain state functions, and because the state in turn bears certain responsibilities for its subdivisions, some degree of control over interlocal agreements is both necessary and desirable. The suggested act provides this control by specifying the basic contents of such agreements and by requiring review by the attorney general where an agreement includes as a party a state agency or a public agency of another state or of the United States.
Provision is also made for approval of other state officials in certain cases.

It is believed that legislation of this type will be most useful if drawn so as to apply to any local function. However, it is recognized that some activities may present special problems and that states may wish to continue the practice of making special statutory provision for such types of interlocal cooperation. It would be quite possible for a state to enact this statute for use with reference to most types of interlocal cooperation and to make provision elsewhere in state law for types of interlocal functions requiring special handling.

Alternative language is offered in section 4(a) which would provide a broad or narrow use of the joint agreement power. Without the language in parentheses, the act permits two or more public agencies to exercise a power jointly or cooperatively as long as one of them possesses the power. For example, Community A which has the power to build and maintain a public water supply system and Community B which does not have such a power, could enter into an agreement for the joint or cooperative construction and maintenance of such a facility. Some states may wish to enact a statute of this breadth. However, others may wish to limit the statute to use in situations where all agreeing public agencies can exercise the power separately. Inclusion of the language provided in parentheses would accomplish this limitation if desired.

It should be noted that the suggested act is drafted for use between or among communities whether or not they are located within a single state. Patterns of settlement often make it advantageous for communities at or near state lines to enter into cooperative relationships with neighboring subdivisions on the other side of the state boundary. It is clear that such relationships are possible when cast in the form of interstate compacts. Accordingly, the suggested act specifically gives interlocal agreements across state boundaries the status of compacts. However, the usual interstate compact is an instrument to which states are party. Since the contemplated interlocal agreements should be the primary creation and responsibility of the local communities, the act makes them the real parties in interest for legal purposes and places the state more in the position of guarantor. Since this means that the obligation is enforceable against the state if necessary, the interlocal agreement will have all the necessary attributes of a compact. However, the state in turn is protected by the requirement of prior approval of the agreement by state authorities and by the provisions of section 5 preserving the state's right of recourse against a nonperforming locality.

There has been much confusion concerning the need for congressional consent to interstate compacts. The wording of the Compact Clause of the Constitution has led some to believe that all compacts need congressional consent. However, this is clearly not the case. The leading case of Virginia v. Tennessee, 148 U.S. 503 (1893) makes
it clear that only those compacts which affect the balance of the federal system or affect a power delegated to the national government require congressional consent. Such pronouncements as have come from state courts also take this position. Bode v. Barrett, 412 Ill. 204, 106 NE 2d 521 (1952); Dixie Wholesale Grocery Inc. v. Morton, 278 Ky. 705, 129 SW 2d 184 (1939), Cert. Den. 308 U.S. 609; Roberts Tobacco Co. v. Michigan Dept. of Revenue, 322 Mich. 519, 34 NW 2d 54 (1948); Russell v. American Ass'n. 139 Tenn. 124, 201 SW 151 (1918). Finally, it should be noted that the Southern Regional Education Compact to which a large number of states are party has been in full force and operation for over seven years even though it does not have the consent of congress and when challenged, the compact was upheld. McCready v. Byrd, 195 Md. 131, 73 A 2d 8 (1950).

Except where very unusual circumstances exist, it seems clear that powers exercised by local governments either individually or in concert, lie squarely within state jurisdiction and so raise no question of the balance of our federal system. Accordingly, in the absence of special circumstances, it is clear that interlocal agreements between or among subdivisions in different states would not need the consent of congress.

Some of the states have boundaries with Canada or Mexico. Therefore, it may be that some border localities in these states might have occasion to enter into interlocal agreements with communities in these neighboring foreign countries. The suggested act makes no provision for such agreements since it is felt that agreements with foreign governmental units may raise special problems. States having such boundaries might want to consider whether to devise means for extending the benefits of this suggested act to agreements between their subdivisions and local governments across an international boundary. Any state wishing to follow this course, might add appropriate provisions to the suggested act at the time of passage or might amend its statute later after experience with the legislation within the United States has been gained.

Suggested Legislation

[Title should conform to state requirements.]

(If it enacted, etc.)

1 Section 1. Purpose. It is the purpose of this act to permit local governmental units to make the most efficient use of their powers by enabling them to cooperate with other localities on a basis of mutual advantage and thereby to provide services and facilities in a manner and pursuant to forms of governmental organization that will accord best with geographic, economic, population, and other factors influencing the needs and development of local communities.
Section 2. Short Title. This act may be cited as the Interlocal Cooperation Act.

Section 3. Definitions. For the purpose of this act:

(1) The term "public agency" shall mean any political subdivision [insert enumeration, if desired] of this state; any agency of the state government or of the United States; and any political subdivision of another state.

(2) The term "state" shall mean a state of the United States and the District of Columbia.

Section 4. Interlocal Agreements. (a) Any power or powers, privileges or authority exercised or capable of exercise by a public agency of this state may be exercised and enjoyed jointly with any other public agency of this state [having the power or powers, privilege or authority], and jointly with any public agency of any other state or of the United States to the extent that laws of such other state or of the United States permit such joint exercise or enjoyment. Any agency of the state government when acting jointly with any public agency may exercise and enjoy all of the powers, privileges and authority conferred by this act upon a public agency.

(b) Any two or more public agencies may enter into agreements with one another for joint or cooperative action pursuant to the provisions of this act. Appropriate action by ordinance, resolution, or otherwise pursuant to law of the governing bodies of these participating public agencies shall be necessary before any such agreement may enter into force.

(c) Any such agreement shall specify the following:

(1) Its duration.

(2) The precise organization, composition and nature of any separate legal or administrative entity created thereby together with the powers delegated thereto, provided such entity may be legally created.

(3) Its purpose or purposes.

(4) The manner of financing the joint or cooperative undertaking and of establishing and maintaining a budget therefor.
(5) The permissible method or methods to be employed in accomplishing the partial or complete termination of the agreement and for disposing of property upon such partial or complete termination.

(6) Any other necessary and proper matters.

(d) In the event that the agreement does not establish a separate legal entity to conduct the joint or cooperative undertaking, the agreement shall, in addition to items 1, 3, 4, 5, and 6 enumerated in subdivision (e) hereof, contain the following:

(1) Provision for an administrator or a joint board responsible for administering the joint or cooperative undertaking. In the case of a joint board public agencies party to the agreement shall be represented.

(2) The manner of acquiring, holding, and disposing of real and personal property used in the joint or cooperative undertaking.

(e) No agreement made pursuant to this act shall relieve any public agency of any obligation or responsibility imposed upon it by law except that to the extent of actual and timely performance thereof by a joint board or other legal or administrative entity created by an agreement made hereunder, said performances may be offered in satisfaction of the obligation or responsibility.

(f) Every agreement made hereunder that includes as a party thereto an officer or agency of this state or a public agency of another state or of the United States shall, prior to and as a condition precedent to its becoming effective, be submitted to the attorney general who shall determine whether the agreement is in proper form and compatible with the laws of this state. The attorney general shall approve any agreement submitted to him hereunder unless he finds that it does not meet the conditions set forth herein and shall detail in writing addressed to the governing bodies of the public agencies concerned the specific respects in which the proposed agreement fails to meet the requirements of law. Failure to disapprove
an agreement submitted hereunder within [ ] days of its submission shall constitute approval thereof.¹

[(g) Financing of joint projects by agreement shall be as provided by law.]

Section 5. Generation, Transmission, or Distribution of Electricity. Nothing in this act shall be construed to increase or decrease existing authority of any public agency of this state to enter into agreements or contracts with any other public agency of this state to enter into agreements or contracts with any other public agency of this state or any other state or the United States with regard to the generation, transmission, or distribution of electricity or the existing powers of any private or public utilities.

Section 6. Filing, Status, and Actions. Prior to its entry into force, an agreement made pursuant to this act shall be filed with [the keeper of local public records] and with the [secretary of state]. In the event that an agreement entered into pursuant to this act is between or among one or more public agencies of this state and one or more public agencies of another state or of the United States said agreement shall have the status of an interstate compact, but in any case or controversy involving performance or interpretation thereof or liability thereunder, the public agencies party thereto shall be real parties in interest and the state may maintain an action to recoup or otherwise make itself whole for any damages or liability which it may incur by reason of being joined as a party therein. Such action shall be maintainable against any public agency or agencies whose default, failure of performance, or other conduct caused or contributed to the incurring of damage or liability by the state.

¹ In states where there is a tradition of close state supervision of local affairs and where a general grant of authority for interlocal agreements would be unacceptable without some form of state review, all interlocal agreements might be made subject to review by the attorney general. It should be noted, however, that local governments in some states have had good experience with interlocal agreements in the absence of any requirement for state review or approval prior to their becoming effective.
Section 7. Additional Approval in Certain Cases. In the event that an agreement made pursuant to this act shall deal in whole or in part with the provision of services or facilities with regard to which an officer or agency of the state government has constitutional or statutory powers of control, the agreement shall, as a condition precedent to its entry into force, be submitted to the state officer or agency having such power of control and shall be approved or disapproved by him or it as to all matters within his or its jurisdiction in the same manner and subject to the same requirements governing the action of the attorney general pursuant to section 4(f) of this act. This requirement of submission and approval shall be in addition to and not in substitution for the requirement of submission to and approval by the attorney general.

Section 8. Appropriations, Furnishing of Property, Personnel and Service. Any public agency entering into an agreement pursuant to this act may appropriate funds and may sell, lease, give, or otherwise supply the administrative joint board or other legal or administrative entity created to operate the joint or cooperative undertaking by providing such personnel or services therefor as may be within its legal power to furnish.

Section 9. Interlocal Contracts. Any one or more public agencies may contract with any one or more other public agencies to perform any governmental service, activity, or undertaking which [[each public agency] or [any of the public agencies]] entering into the contract is authorized by law to perform, provided that such contract shall be authorized by the governing body of each party to the contract. Such contract shall set forth fully the purposes, powers, rights, objectives, and responsibilities of the contracting parties. 2

2. Interlocal contracts for services raise some problems different than those raised by interlocal agreements for joint enterprises. Existing law governing contracts by local governments should be examined to relate this authorization to them, if necessary. Additional provisions may be needed or desirable in this section. Provisions similar to those in subsection 4(f), the filing provisions of section 5, and the additional approval in section 6 could be considered in this connection.
Section 10. Separability. [Insert separability clause.]

Section 11. Effective Date. [Insert effective date.]
CONSTITUTIONAL PROVISION FOR INTERGOVERNMENTAL COOPERATION

In recent years, new or revised state constitutions (notably those of Michigan, Alaska, and Hawaii) have contained specific provisions authorizing intergovernmental relations. Apparently, constitution makers have thought that interstate, federal-state and inter-local cooperation have reached a point where they would benefit from specific recognition in constitutional texts. Since the purpose of such provisions is to enable more flexibility in such cooperative endeavors than might otherwise be encouraged, they should be drawn in the broadest possible terms.

A suggested constitutional amendment, formulated by the New York State Joint Legislative Committee on Interstate Cooperation, is offered for the consideration of those who are contemplating specific provisions on intergovernmental relations. It authorizes interstate and federal-state cooperation. Inclusion of the phrase "any one or more foreign powers, including any governmental unit thereof" is merely to make sure that the cooperation authorized is no less broad than that contemplated by Article I, Section 10, Clause 3 (the compact clause) of the Constitution of the United States. With the addition of the bracketed optional language it will also specifically authorize intrastate intergovernmental cooperation, thereby covering the whole range of possible combinations of cooperating jurisdictions.

Since some of the more recent state constitutions contain general provisions dealing explicitly with intergovernmental relations, it may be that in the future, other states will follow this practice. Because of the stylistic variations in state constitutions, the adoption of such a change may necessitate conforming alterations in other parts of the constitutional document. The draft language suggested below is designed to reduce or avoid such additional changes to the greatest degree possible. However, each state should examine the situation to see how the wording of the amendment would fit into its own constitutional pattern and to determine what adaptations, if any, are desirable.

The theory on which this suggested constitutional amendment has been drafted is that the language should be broadly enabling in character. It is recognized that limitations of some sort may be desirable but these are believed to be more appropriate for statute than for constitutional provision. Attention is called to the Interlocal Contracting and Joint Enterprises Act on page 498. Limitations of the type contained therein may be illustrative of the situations in which statutory implementation or restriction of the constitutional authority here granted would be appropriate.

Suggested Constitutional Provision

[Title, format, and procedural practice for constitutional amendment should conform to state practice and requirements.]
Subject to any provision which the legislature may make by statute, the state, or any one or more of its municipal corporations and other subdivisions, may exercise any of their respective powers, or perform any of their respective functions and may participate in the financing thereof jointly or in cooperation with any one or more [municipal corporations or other subdivisions within this state or with] other states, or municipal corporations, or other subdivisions of such states, or with the United States, including any territory, possession or other governmental unit thereof, or with any one or more foreign powers, including any governmental unit thereof.
CONSTITUTIONAL BARRIERS TO INTERGOVERNMENTAL COOPERATION

In view of the widespread establishment of various arrangements for intergovernmental cooperation, a barrier that exists in some states needs to be reexamined. It is the constitutional status of persons holding state office who may be called upon to serve on commissions or other agencies which are administratively attached to other governmental units, but which have as their purpose the promotion or performance of a project for intergovernmental cooperation.

A suggested constitutional amendment formulated by the New York State Joint Legislative Committee on Interstate Cooperation authorizes state and local officials to serve on bodies concerned with intergovernmental affairs. It is offered for consideration in those states where it is desired to remove possible constitutional obstacles to such service.

An incomplete survey of state constitutions has revealed that at least thirty states have provisions in their constitutions which could be construed to bar such service for state and local officials. While it seems almost certain that the drafters of such provisions did not intend them to have any such effects, and while virtually all of them are far from compelling any such construction, three episodes during the past three years suggest that thought should be given to the problem.

The attorney general of Texas declined appointment as a member of the Commission on International Rules of Judicial Procedure because of a provision in the Texas constitution. The statute establishing the Commission provided for two members of the nine-man body to be state officials whose positions gave them experience and knowledge of the effect of the Commission's work on state courts and administrative agencies. A New York State senator resigned from the Advisory Commission on Intergovernmental Relations after being advised that the availability of compensation for service on the Commission (whether he accepted such payment or not) would raise a question under the state constitution as to his continuance in his senate seat. In 1967, the governor of Massachusetts declined to accept an appointment to the Advisory Commission because of a similar constitutional provision.

As the activities and interests of the federal and state governments become ever more closely intertwined, it is important that state officials be able to serve on such intergovernmental bodies so that they may provide responsible and direct representation for the states in matters of concern to them. Furthermore, such officials, while they are in office, have current and valuable experience coupled with a direct concern for the problems that are likely to call for service on intergovernmental bodies. Private citizens who accept appointment to intergovernmental bodies (however useful and appropriate their service may be on many occasions) cannot serve quite the same function.
The constitutional provisions which have begun to cause difficulty were originally designed to guard against "conflict of interest." They were adopted on the generally sound premise that a man who serves two masters may be in a difficult position dangerous to the public interest. But this premise would seem to be inapplicable and unreasonably confining in those instances where service in one capacity is actually in furtherance of the state's interest and is compatible with it.

It is possible that similar problems may arise for local officials whose services are desirable on intergovernmental bodies, although such instances of actual hardship in the recent past are not readily at hand. Indeed, the entire problem is a relatively new one because the use of such intergovernmental bodies as an instrument of federal-state relations is a recent development. Because the technique is so promising and valuable as a means of achieving coordination within the federal system, it is desirable for the states to examine their constitutions to make sure that no obstacles exist.

It should be noted that no constitutional difficulties appear to have been encountered by state officials serving on purely interstate bodies such as those created by interstate compact. However, in order to encourage the maximum degree of flexibility possible and to guard against any limiting implications from adoption of language specifically authorizing one type of intergovernmental service, but silent as to others, the suggested constitutional amendment is written in comprehensive terms. Further, the amendment recognizes that the "conflict of interest" question could be real in some situations. Consequently, it authorizes the state legislature by statute to impose such restrictions as it may find appropriate. Since the bulk of our "conflict of interest" laws are statutory in any case, such an arrangement would accord with well-known patterns in this field.

Suggested Constitutional Amendment

[Title, format, and procedural practice for constitutional amendment should conform to state practice and requirements.]

1 Any other provision of this constitution to the contrary notwithstanding, an officer or employee of the state or any municipal corporation or other subdivision or agency thereof may serve on or with any governmental body as a representative of the state or any municipal corporation or other subdivision or agency thereof, or for the purpose of participating or assisting in the consideration or performance of joint or cooperative undertakings or for the study of governmental problems, and he shall not be required to relinquish his office or employment by
reason of such service. The legislature by statute may impose
such restrictions, limitations, or conditions on such services
as it may deem appropriate.
Because of the speed with which antipoverty programs were launched and the importance of organizing programs in thousands of communities, there has not been time for each state to study thoroughly barriers which existing state laws and regulations present to the effective administration of antipoverty programs.

Questionnaire responses received by the Advisory Commission on Intergovernmental Relations, in connection with its 1966 report on Intergovernmental Relations in the Poverty Program, identified certain specific kinds of state legislative and administrative barriers, including the following:

-- Restrictive licensing standards on day care centers.

-- Regulations or practices which make it difficult for antipoverty agencies to get lists of welfare recipients.

-- Welfare regulations which discourage recipients from receiving job training.

-- Overly restrictive standards on nonprofessional and subprofessional personnel in educational programs.

-- Restrictions which prevent public agencies from contributing funds to private nonprofit CAA's.

-- Enabling legislation for public housing interpreted to prohibit implementation of Title VII of the Act. (Title VII provides for the treatment of income for certain public assistance purposes.)

-- Residence requirements or practices which hinder the initiation of Work Experience programs.

-- Laws which prevent the use of public school facilities for preschool (Head Start) children.

-- Inadequate housing code legislation.

-- In connection with state Job Corps camps, accepting nonresidents, applying present civil service standards, and getting working capital to operate camps until federal reimbursement becomes available.

Each state should take steps to: (a) identify state administrative and legislative barriers to antipoverty programs, (b) study the impact of poverty-related federal legislation on state laws, (c) consider appropriate enactments that remove unnecessary or unreasonable provisions or practices. State agencies charged with technical
assistance to local governments should be especially alert to identify these barriers and to initiate legislative proposals for removing those which are unduly restrictive.
VOLUNTARY TRANSFER OF FUNCTIONS BETWEEN MUNICIPALITIES AND COUNTIES

It is suggested that states enact legislation authorizing the legislative bodies of municipalities and counties located within metropolitan areas to take mutual and coordinate action to transfer responsibility for specified governmental services from one unit of government to the other. Specifically, it is proposed that the states enact a statute authorizing voluntary transfer of functions between municipalities and counties within metropolitan areas to the extent agreed by the governing boards of these respective types of units.¹ If desired, the statute could spell out the functions authorized for such voluntary transfer in order to make sure that responsibilities carried on by counties as agents of the state were not transferred to municipal corporations. Within a particular metropolitan area, for example, such a statute would enable the board of county commissioners and the mayors and councils of municipalities to assess collectively the manner in which particular service-type functions were being carried out. By concurrent action, the governing boards might have the county assume functions such as water supply, sewage disposal, etc., throughout the area, relieving the municipalities of their respective fragmented responsibilities in those functional areas. Conversely, they might agree that the county government should cease to carry on certain functions within the boundaries of the municipalities, with the municipalities assuming such responsibility on an exclusive basis.

The following suggested legislation is limited in its applicability to metropolitan areas. This bill includes an illustrative enumeration of types of services eligible for transfer between county and city governments by concurrent action of their respective governing bodies, and prescribes the minimum subject matter to be covered in any official transferring action.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act to provide for the transfer of functions between cities and counties."]

(Be it enacted, etc.)

1. Section 1. (a) "Metropolitan area" as used herein is an area designated as a "standard metropolitan statistical area" by the U. S. Bureau of the Census in the most recent nationwide

¹ Some states may wish to grant such authority statewide, rather than only for metropolitan areas.

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census of the population. 1
(b) "Local service function" as used herein is a local
governmental service or group of closely allied local govern-
mental services performed by a county or a city for it inhab-
itants and for which, under constitutional and statutory pro-
visions, and judicial interpretations, the county or city, as
distinguished from the state, has primary responsibility for
provision and financing. [Without in any way limiting the
foregoing, the following are examples of such local service
functions: (1) street and sidewalk maintenance; (2) trash and
garbage collection and disposal; (3) sanitary and health in-
spection; (4) water supply; (5) sewage disposal; (6) police
protection; (7) fire protection; (8) library services; (9)
planning and zoning; (10) . . . , etc.] 2

Section 2. (a) Responsibility for a local service function
or a distinct activity or portion thereof, previously exer-
cised by a city located within a metropolitan area, may be
transferred to the county in which such city is located by
concurrent affirmative action of the governing body of such
city and of the governing board of such county.
(b) The [expression of official action] 3 transferring such
function shall make explicit: (1) the nature of the local
service function transferred; (2) the effective date of such
transfer; (3) the manner in which affected employees engaged
in the performance of the function will be transferred, re-
assigned or otherwise treated; (4) the manner in which real

1. Particular states may find it appropriate and desirable to
apply a somewhat different definition from this, tailored to
their particular circumstances. For example, a 1961 enactment in
Colorado (H.B. 221) defines a metropolitan area as "a contiguous
area consisting of one or more counties in their entirety, each
of which has a population density of at least 15 persons per
square mile."

2. The list of illustrative functions may vary from state to
state. Furthermore, the legislature may prefer to enumerate spec-
fically the functions eligible for transfer.

3. Insert appropriate language to describe the form that the
official action required in subsection (a) of section 2 would
take.
property, facilities, equipment, or other personal property
required in the exercise of the function are to be transferred,
sold, or otherwise disposed between the city and the county;
(5) the method of financing to be used by the receiving juris-
diction in the exercise of the function received; and (6) other
legal, financial, and administrative arrangements necessary to
effect the transfer in an orderly and equitable manner.4

Section 3. (a) Responsibility for a local service function,
or a distinct activity or portion thereof, previously exercised
by a county located within a metropolitan area may be transferred
as hereinafter described to a city or cities located within
such county.

(b) Responsibility for a county government's performance
of a local service function within the municipal boundaries
of such city or cities may be transferred to such city or
cities by concurrent affirmative action of the governing boards
of such county and of such city or cities.

(c) The expression of official action transferring such
responsibility shall include all of those features specified
in Section 2(b) above.

Section 4. [Insert appropriate separability section.]

Section 5. [Insert effective date.]

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4. States should insure that adequate provisions are made for residents of the area involved being informed at all times of which unit of government is responsible for a particular function. In addition, a state may desire to permit a proposal for the transfer of functions to be initiated through public petition.
The Advisory Commission on Intergovernmental Relations has proposed the enactment by state legislatures of a "package" of permissive powers to be utilized by the residents of metropolitan areas in restructuring governmental arrangements to meet areawide needs. One of the alternatives in this package that constitutes a fruitful possibility in a number of metropolitan areas is the urban county approach. The phrase "urban county approach" may refer to any one of several developments. One is the piecemeal transfer of individual functions from other local governments to the county. Suggested state legislation authorizing the legislative bodies of municipalities and counties to transfer responsibility for specified governmental services from one unit of government to the other is found on page of this volume.

Another method is to permit the county, on its own initiative, to perform certain functions and services of a municipal character throughout all or part of its jurisdiction. This involves the expansion of some counties from the status of administrative units of the state to include an array of urban activities. The performance of urban functions by the county may be restricted to the unincorporated portions of the county or the county might be given sole and exclusive authority to perform certain functions throughout the entire county, including incorporated areas.

The legislation suggested below is written to permit the county to perform certain enumerated functions in the unincorporated portion of the county. It would not be practical to give the county sole and exclusive authority to perform a function in a municipality without providing first for a "charter reorganization" procedure that would allow the rearrangement of functions to be ratified by the voters of the areas concerned. In this connection, attention is called to the suggested legislation on page 374 which provides for metropolitan study commissions and which permits consideration of the problems of local government services and structure in urban areas by residents of the area as a whole.

**Suggested Legislation**

[Title should conform to state requirements.]

(Be it enacted, etc.)

1. **Section 1. Urban Functions Authorized.** Any county [with a population in excess of [one hundred] thousand as determined by the latest U. S. Government census of population, and which has an aggregate population density of at least [one hundred] persons
per square mile may perform the following functions and services throughout the unincorporated portions of the county:

1. domestic water supply and distribution;
2. sanitary and storm sewer collection, treatment, and disposal;
3. airports and air transport facilities;
4. trash and refuse disposal;
5. library facilities and services;
6. park and recreation facilities and services;
7. planning and zoning;
8. [ ]

This enumeration shall not be construed or applied to diminish or restrict any other grant of powers to counties.

Section 2. Assumption of Assets, Rights, and Liabilities.

A county acting under authority of this act may assume, own, possess, and control assets, rights, and liabilities related to functions and services defined in section 1. Local improvement and other special districts wholly within a county, upon decision of the county governing body, may be divested of such assets, rights, and liabilities in a manner prescribed by the county governing body. Where a special district encompasses territory in more than one county, adjoining counties may concurrently assume assets, rights, and liabilities as described in this section.

Decisions approving proposals for the merger, consolidation, or dissolution of a special district shall provide for the equitable disposition of the assets of the subject district, for the adequate protection of the legal rights of employees of the district as specified in [cite here statutes which afford various civil service and tenure protection to employees of special districts], and for adequate protection of the legal rights of creditors.

1. This act could be made applicable only to certain counties by including the bracketed language on population qualification.
2. Some states may wish to include additional functions.
3. For further suggested legislation on creation, consolidation, merger, or dissolution of special districts, see the proposal on page 528.
The 1962 Census of Governments indicated the existency of 18,323 special districts in the United States in 1962. This was an increase of almost 40 percent over the comparable figure for 1952 (considering classification changes). The rapid growth of special districts during this 10-year period and since the end of World War II has been the cause of increasing concern to many state and local governments. As early as 1953 the Council of State Governments in Public Authorities in the States: A Report to the Governors' Conference discussed at length some of the problems created by resort to specialized agencies for undertaking governmental functions. In a subsequent report on metropolitan areas, State Responsibility in Urban Development, the Council indicated the difficulties often encountered in metropolitan areas where special districts exist.

The recent report of the Advisory Commission on Intergovernmental Relations, The Problem of Special Districts in American Government, noted that problems associated with the existence of special districts may occur in rural as well as urban areas. As a matter of fact, over two-thirds of the special districts in the United States in 1962 were not in metropolitan areas. Not only does the continued creation of numerous special districts tend to increase the complexity of government but the continued existence of some special districts may be unnecessary. Often special districts were created because local government did not have the statutory authority to provide a particular service or because of limitations on the borrowing or taxing powers of such governments. Numerous special districts created merely to circumvent such restrictions continue to exist, despite elimination or modification of the earlier restrictions. Their continued existence hinders efforts to secure economical performance of local governmental services.

The following draft bill would provide a procedure under which the creation of new special districts would be carefully reviewed by a local government body to determine whether an existing unit of general government—basically a county or municipality though in some instances an existing special district—could provide the service that the proposed district would provide. This procedure is not designed to eliminate the creation of special districts; it would merely restrict their use to those situations where an existing unit of general local government is unwilling or unable to provide a service desired by the people. This aspect of the draft bill is patterned after legislation adopted by California, Nevada and Texas in 1963. The bill also establishes a procedure whereby existing districts can be merged, consolidated or dissolved when they have outlived their usefulness.
The draft bill contains no specific definition of special districts. In view of the diversity in the utilization of special districts by the individual states, each state must determine for itself what governmental entities should be affected by this statute. Generally speaking, those entities included as special districts by the Bureau of the Census should be included within the definition. In addition states may wish to include a number of other semi-autonomous governmental entities.

Section 2 authorizes the creation of a county special district commission in each county of the state. The commission would be composed of executive or legislative officials of the county government and municipalities within the county and consequently would not constitute a significant cost. Such a body would be activated only when and if the need arose. Section 3 defines the powers of the commission to review proposals for the creation or dissolution, merger, or consolidation of special districts. Sections 4, 5, 6, 8, and 9 spell out the basic procedures to be utilized by the commission in reviewing such proposals, including the holding of public hearings. Section 7 details various factors that must be considered by the commission in reaching its decision. In those states where an agency such as the commission cannot constitutionally exercise the full range of authority conferred in this bill on the proposed commissions, it would be necessary to substitute local legislative bodies for such commissions.

Section 11 provides for review of proposals for the creation of new special districts, approved by the local agency formation commission, by a state agency where the state is engaged in a regulatory or operational program which would be affected by the activities of the proposed special district. No specific programs are mentioned, but special districts engaged in such activities as water supply, flood control and sewerage disposal are examples of districts which might have a significant impact on statewide programs. The essential purpose of this review would be to insure that the proposed special district would not adversely affect the statewide program.

Finally, section 12 provides for judicial review of state or local decisions disapproving proposals to create a special district, and local agency decisions ordering consolidation, merger, or dissolution of existing special districts.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act establishing county commissions to review proposals for the creation, consolidation, merger, or dissolution of special districts."]

(Be it enacted, etc.)
Section 1. Definitions. (a) "Special District" means any agency or political subdivision of the state organized for the purpose of performing governmental or prescribed functions within limited boundaries. It includes all political subdivisions of the state except a city, a county, a town, or a school district.  

(b) "County Officer" means (1) a chief elected county official or (2) a member of the [elected governing body of a county].

(c) "City Officer" means (1) a mayor or (2) member of a [city council or legislative body of a city].

Section 2. County Special District Commission. (a) There is hereby authorized to be created in each county of the state a county special district commission, hereafter called commission, consisting of [five] members selected as follows: (1) [two] representing the county, each of whom shall be a county officer appointed by the [county governing body]; (2) [two] representing the cities in the county, each of whom shall be a city officer appointed by the [chief executive officers] of the cities within the county at a joint meeting; and (3) [one] representing the general public, who shall be chairman of the commission, appointed by the four other members of the commission.

(b) The term of each member shall be four years and until the appointment and qualification of his successor, except that the term of each county officer and each city officer shall expire upon the termination of his county or city office. Any city or county member may be removed by his appointing authority.

(c) Vacancies on the commission shall be filled for the unexpired term by the appointing authority which originally appointed the member whose position has become vacant. Commission members who are full-time city or county officers shall serve without compensation but shall be reimbursed the

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1. Some states may wish to define special districts by reference to the statutes authorizing their creation.
actual amounts for their reasonable and necessary expenses
incurred in attending meetings and in performing the duties of
their office. Commission members who are not [full-time] city
or county officers shall receive such compensation as the
[county governing body] may determine.

(d) Prior to establishment of a commission in a county,
any proposals for the creation of a special district, or
petition for the merger, consolidation, or dissolution of an
existing special district shall be submitted to the [clerk of
the county governing body] as otherwise provided in the act.
Upon receipt of such proposal or petition the [clerk] shall
immediately notify the [county governing body] and the [governing
bodies of all cities] within the county of such receipt.
The county and cities shall then proceed to establish a com-
mission.

Section 3. Powers and Duties of Commission. The commission
shall have the following powers and duties:

(1) To review and approve or disapprove with or without
amendment wholly, partially, or conditionally proposals to
create special districts within the county;

(2) To review and approve or disapprove petitions for the
dissolution, consolidation, or merger of special districts
within the county; and

(3) To adopt standards and procedures consistent with the
provisions of this act for the evaluation of proposals for
the creation, dissolution, consolidation, and merger of special
districts.

Section 4. Proposals for Creation of Special Districts.
(a) Any proposal for the creation of a special district shall
be submitted to the commission prior to [insert appropriate
reference to legislation authorizing creation of special
districts which would minimize cost and expense of creating
special districts if a commission decision were to be against
creation of the proposed district. For example, where a refer-
endum is required, action of the commission should take place
prior to the holding of such referendum] by those parties
authorized by law to initiate proceedings for the creation of
a special district.

(b) Upon receiving notice of a proposal to create a special
district the commission shall direct the [clerk of the county
governing body] to notify: (1) each city within [ ] miles
of the territory of the proposed district; (2) each special
district whose boundaries are adjacent to the proposed bounda-
ries of the proposed district and is performing the same type
of service that the proposed district would perform; and (3)
the [county governing body] of the proposal to create a special
district.

(c) At the same time the commission shall cause to be
published in [ ] newspapers of general circulation in the
county an announcement of its receipt of the aforementioned
proposal, and notice of intention to hold a public hearing on
a proposal to create the proposed district, which hearing shall
be held not less than [20] nor more than [40] days from re-
ceipt of the notification of the proposal to create the special
district.

Section 5. Merger, Consolidation, or Dissolution of Special
Districts. (a) Any city, county, or special district may, by
resolution adopted by its governing body, petition the com-
mission requesting the merger, dissolution, or consolidation of
any special district within the county. Merger or consolidation
petitions shall include such information as will permit the
commission to evaluate the degree to which the proposed action
will permit more effective and efficient performance of the
service provided by the special district.

(b) The residents of any special district may petition the
commission requesting the merger, dissolution, or consolida-
tion of any special district in which they reside. Such peti-
tion shall be signed by at least [ ] percent of the residents
actually residing within the territory of the district.

(c) Upon receipt of a petition for the merger, dissolution,
or consolidation of a special district, the commission shall
direct the [clerk of the county governing body] to notify:
(1) each city within [ ] miles of the territory of the
district specified in the petition; (2) each special district
whose boundaries are adjacent to the boundaries of the district
specified in the petition and which is performing the same type
of service as is the special district; (3) the [county govern-
ing body]; and (4) the governing body of the district which
is the subject of the petition.
(d) At the same time the commission shall cause to be
published in [ ] newspapers of general circulation in the
county an announcement of its receipt of the aforementioned
petition and notice of intention to hold a public hearing on
the petition to dissolve, merge, or consolidate said special
district, which hearing shall be held not less than [20] nor
more than [40] days from receipt of the petition.

Section 6. Hearings. At public hearings held pursuant to
this act, the commission shall hear any interested party hav-
ing made a written request to be heard, and shall receive a
report of the commission staff on the proposal before it. The
commission shall have the power to make and enforce such rules
and regulations as shall provide for orderly and fair hearings
on the issues before it.

Section 7. Factors to be Considered. (a) Factors to be
considered in the review of a proposal for creation, consolida-
tion, merger, or dissolution of a special district shall include
but not be limited to:
(1) Population; population density; land area and land use;
per capita assessed valuation; topography, natural boundaries,
and drainage basins; proximity to other populated areas; the
the likelihood of significant growth in the area, and in
adjacent incorporated and unincorporated areas, during the
next [10] years;
(2) Need for organized community services; the present cost
and adequacy of governmental services and controls in the area;
probable future needs for such services and controls; probable
effect of the proposed formation and of alternative courses of
action on the cost and adequacy of services and controls in
the area and adjacent areas; and

(3) The effect of the proposed action, and of alterna-
tive actions, on adjacent areas, on mutual social and economic
interests and on the local governmental structure of the county.

(b) Any city, county, or special district receiving notifica-
tion of hearings to be held by the commission may:

(1) In the case of a petition for creation of a new
district indicate to the commission its willingness and ability
to provide the service to be undertaken by the proposed district.
Such notification shall include references to appropriate legal
authority empowering such city, county, or special district to
assume responsibility for providing such service within the
territory of the proposed district and shall include appropriate
evidence of its financial ability to provide same. It may also
include reasons why it rather than the proposed district should
provide the service.

(2) In the case of a petition for the dissolution,
consolidation, or merger of a special district, submit to the
commission its recommendations concerning such proposals. If
the petition for dissolution, consolidation, or merger is based
upon a city, county, or special district assuming the function
undertaken by the subject special district, the notification
shall include reference to appropriate legal authority empower-
ing such city, county, or special district to assume responsi-
bility for providing such service within the territory of the
subject district and shall include appropriate evidence of its
financial ability to provide same. It may also include reasons
why it rather than the subject district should provide the
service.

Section 8. Multi-County Special Districts. In the event
that the territory of any special district lies in two or
more counties, proposals to create, or petitions to merge,
consolidate or dissolve special districts shall be forwarded to
the commission in each of the counties affected. The commissions
shall within [10] days agree upon a date and place for a joint
public hearing and shall proceed jointly as otherwise directed
by this act, except that all time spans shall be measured from
the date of such agreement.

Section 9. Decisions of Commission. (a) Upon conclusion
of the hearing, the commission may take the matter under con-
sideration and shall, within [30] days following conclusion of
the hearing, present its decision. The commission may also
adjourn a hearing from time to time, but not to exceed a total
of [60] days.

(b) If the commission approves the formation of the pro-
posed district, proceedings for its formation, subject to sec-
tion 11 of this act, may be continued as otherwise provided
by law. If the commission approves the proposed formation
with modifications or conditions, further proceedings for its
formation may be continued only in compliance with such modi-
fications or conditions. If the commission disapproves the
formation of the proposed special district no further action
may be taken to create the special district and notice of in-
tention to create such a district may not be presented to the
commission for at least [2] years after the date of disapproval.

(c) The commission may order the merger, dissolution, or
consolidation of a special district where the factors speci-
fied in section 8 indicate such action is appropriate and
finds:

(1) That a petitioning city, county, or existing
special district adjacent to the subject district can provide
the service to the residents of the subject district more
effectively and more economically; or

(2) Where it finds that there is no longer a need
for the service provided by a subject district.

(d) Decisions approving proposals for the merger, consolida-
tion, or dissolution of a special district shall provide for
the equitable disposition of the assets of the subject district,
for the adequate protection of the legal rights of employees
of the district as specified in [cite here statutes which
afford various civil service and tenure protection to employees
of special districts], and for adequate protection of the legal
rights of creditors.

Section 10. Administration. (a) The [county governing
body] shall furnish the commission with quarters, equipment,
and supplies necessary to perform its duties, and the usual and
necessary operating expenses incurred by the commission shall
be a charge to the [county] except that counties are authorized
to enter into agreements with cities within its borders pursuant
to which the expenses of the commission will be shared by the
districts to the agreement.

(b) The commission may appoint an executive officer who
shall conduct and perform day-to-day business of the commission.
If the commission does not appoint an executive officer, the
county [administrative officer or clerk] shall act as the
executive officer of the commission.

(c) The commission may appoint and assign staff personnel
necessary to the performance of its duties and may employ or
contract for professional or consultant services to carry out
its responsibilities specified in this act. Cities, counties,
and existing special districts are directed to furnish all
reasonable assistance and service to the commission as it may
request in order to fulfill its responsibilities.

Section 11. State Approval of Proposed District. Where
a commission approves the creation of a special district undertak-
ning a function or service which affects a state regulator or
operational program, the commission shall immediately notify

3. States may wish to specify those functions for which pro-
posals for creation of special districts must receive state
agency approval. Functions in this category should be those for
which the state has either supervisory or operator responsibilities.
For instance, water resource development--water supply, conserva-
tion, and irrigation districts; pollution control--sewerage
districts.

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the [secretary of state] who shall immediately forward the
notification to the state agency responsible for the state
program of its action. Such notification shall include a
complete record of the proceedings before the commission. The
state agency shall, within [30] days of such notification,
either give its approval of the creation of proposed special
districts or indicate its reasons for initially denying such
approval and schedule a public hearing on the question of the
creation of the district within the county of the proposed
district within [45] days of receipt of notification from the
commission. Within [30] days after the hearing the state
agency shall either approve or disapprove creation of the pro-
posed district. Decisions of the state agency shall be based
on whether or not the proposed district will further or hamper
the effectiveness of the state regulatory or operational pro-
gram.

Section 12. Judicial Review. All final determinations of
a commission or a state agency shall be reviewable [pursuant
to the state administrative procedure act] [by a court of
appropriate jurisdiction].

Section 13. Separability. [Insert separability clause.]

Section 14. Effective Date. [Insert effective date.]
SUPERVISION OF SPECIAL DISTRICT ACTIVITIES

More than 18,000 "special districts" existed in the United States in 1962, according to the Census of Governments. These districts provide valuable governmental services to the people. In 1962 their total expenditures exceeded $3.1 billion and their current revenues, mostly from taxes and service and toll charges, exceeded $2.5 billion.

These financial data alone clearly indicate the impact of special districts upon local government in the United States. Despite this fact, the activities of special districts and the activities of state government and units of general local government are frequently not coordinated. In addition, adequate information concerning special district activities is often not available to the general public. Even where a special district is governed by elected officials, the turnout for district elections is extremely small and the availability of financial and other data relating to the district activities is often non-existent. This is true even in some states where statutes provide for a state agency to review, or at least be informed of, the financial operations of special districts. The recent report of the Advisory Commission on Intergovernmental Relations entitled The Problem of Special Districts in American Government noted, in a number of instances, the failure of both state supervisory agencies and special districts to comply with such requirements of state law.

The suggested act is designed, in a number of instances, to insure that special district activities are related to those of general local government, (i.e., counties, cities, and towns), as well as to insure the availability of appropriate information concerning the activities of districts available to the general public.

Section 3 requires the approval by either the municipality or the county, or both, of land acquisitions by special districts located in the county or municipality and, where the activity engaged in by the district affects a state function, by the appropriate state agency. If a local government or a state agency denies approval of the proposed land acquisition, the special district may seek judicial review of the decision.

Section 4 provides for an advisory review by a unit of general local government and, where appropriate, by state agencies of proposed capital improvements by a special district. Such review is merely advisory.

Section 5 requires that notification be given a state official and a county official of activities of existing and newly created special districts.

Section 6 directs a state agency, to the extent feasible, to establish uniform budget and account standards for all special districts and to audit or approve private audits of district accounts.
Section 7 provides a means whereby the taxpayer can be informed of all special district property taxes and assessments he pays at the same time that he is informed of county and municipal taxes and assessments.

Section 8 directs counties and municipalities in preparing annual reports to include pertinent information on the activities of special districts operating within their territory.

Finally, Section 9 provides for review and approval or modification, by a state agency, of service charges or tolls assessed by special districts where such services and tolls are not already approved or reviewed by a local government or a state or federal agency.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act to coordinate special district activities with activities of other governments and to insure public availability of information relating to special district activities."]

(Be it enacted, etc.)

1. **Section 1. Purpose and Policy.** It is the purpose of this act to establish certain minimum procedures to insure that the activities of special districts are properly coordinated with those of other governmental units within the state. Further, it is essential that special districts, as well as other governmental units, take affirmative action to insure that the public is fully aware of the activities of all governmental entities operating within a particular community.

2. **Section 2. Definitions.** As used in this act:

   (1) "Special district" means [any agency, authority, or political subdivision of the state organized for the purpose of performing governmental or prescribed functions within limited boundaries. It includes all political subdivisions of state except a city, a county, a town, or a school district.

   (2) "Governing body" means the body possessing legislative authority in a city, county, or special district.

3. **Section 3. Land Acquisitions by Special Districts.**

   (a) Prior to acquisition of title to any land by a special
district authorized by law to acquire land, the district shall
submit to the city and/or county in which such land is located
a statement indicating its intention to acquire the land. If
the land is located within the territorial limits of two or
more cities and/or counties, the statement shall be submitted
to each of them.

(b) The statement shall be in the form of a resolution
adopted by the governing body of the district, indicating the
intention of the district to acquire the land, and shall con-
tain a brief but appropriate identification of the land to be
acquired, an indication of the use to which it will be put, and
other information the district deems appropriate.

(c) Within [30] days after receipt of the statement of
intention to acquire land, the governing bodies of the city
or county or cities or counties shall by resolution indicate
their approval or disapproval of the proposed acquisition;
a resolution disapproving the proposed acquisition shall state
the reasons therefor.

(d) If the special district is performing a function which
directly affects a program conducted by the state, upon receiv-
ing approval for the acquisition pursuant to subsection (b),
it shall transmit a copy of its statement of intention and
the approving resolution or resolutions to the [office of local
affairs or the secretary of state] who shall immediately refer
the material to the [state agency responsible for the administra-
tion of the state program involved]. The state agency shall, [30]
days from receipt of the material, either approve or disapprove
the proposed acquisition. The agency shall approve the pro-
posed acquisition of land unless it finds that the acquisition
or proposed use would be inconsistent or in conflict with state
policy or an approved state plan for providing governmental
services. The state agency's action shall be communicated to
the governing body of the district by an order signed by the
[head of the state agency], and if the proposed acquisition
is disapproved, the order shall state the reasons therefor.

(e) Upon receiving approvals required pursuant to this
section, a special district may proceed with the acquisition
of land as otherwise authorized by law.
(f) If any governing body of a city or county or a state
agency refuses to give approval to the proposed acquisition
of land, the special district may challenge the decision by
bringing suit in the [county court of general jurisdiction] in
which the land is located. The court shall review the material
pertinent to the proposed land acquisition and reasons for dis-
approval of the acquisition and shall render a decision either
sustaining or overruling the disapproval. Finding of the
agency or local government shall be conclusive as to questions
of fact. The court may affirm the decision or remand the
matter for further consideration. The court may reverse a
denial where it finds that the denial was arbitrary or capri-
cious or characterized by abuse of discretion or clearly an
unwarranted exercise of discretion.

Section 4. Capital Improvements by Special Districts.
(a) Any proposal by a special district for the construc-
tion of capital improvements shall be submitted, for comment,
to the governing bodies of cities and counties within which
the proposed improvements would be made, and in the event that
the district is performing a function that directly affects
a program conducted by the state, to the [office of local
affairs or secretary of state] for transmittal to the state
agency responsible for the operation of the state program at
least [60] days prior to final action of the governing body
of the district adopting the proposed capital improvement.
(b) Cities, counties, and/or state agencies receiving
proposals for special district capital improvements shall
review such proposals and, within [60] days after receipt
thereof, may submit their comments thereon to the governing
body of the special district. Upon receipt of the comments
of all jurisdictions or agencies notified pursuant to this
section, or [60] days after the transmittal of the proposed
improvement program to such jurisdictions and agencies, the
Section 5. Reporting the Creation of Special Districts.
(a) The governing body of any existing special district shall, within [30] days after the adoption of this act, notify the [office of local affairs or secretary of state] and the [clerk of the county governing body or bodies] in which it is authorized to operate of its existence. The notification shall include a citation to the statute pursuant to which it was created and a brief description of its activities and service area.
(b) The governing body of a newly created special district shall submit, at its first meeting, notification of its existence as directed in subsection (a), and within one year of such meeting, a brief description of its activities and service area.

Section 6. Uniform Special District Accounts.
(a) The [appropriate state agency] shall establish minimum standards of uniformity for the budget and accounts of all special districts operating within this state.
(b) The [appropriate state agency] annually shall audit the accounts of all special districts operating within the state, [or may approve annual private audit of the accounts of special districts performed at the expense of the district]. The reports of [private auditors shall be transmitted to the [appropriate state agency] and the reports of private auditors and] audits made by the [appropriate state agency] shall be transmitted to the county or counties within which the special district is authorized to operate.

1. If there is an agency of state government exercising supervisory responsibility over the fiscal affairs or activities of local government, this agency should be inserted. If no such agency exists, either an office of local affairs or the state audit agency should be inserted.
Section 7. Special District Property Taxes and Special Assessments. (a) Every special district authorized by law to levy a property tax or a special assessment shall annually inform each county and city within which it operates of the tax and/or special assessment rate levied by the district and the assessed valuation of property against which the tax is levied and the basis for the assessment rate.

(b) The counties and cities so notified shall provide an itemization of special district property taxes and assessments levied against the property when furnishing tax [bills or receipts] to property owners within their borders.

Section 8. City and County Annual Reports. The annual report of any county or city issuing a report shall include, in addition to any other information required by law, pertinent information on the activities of all special districts operating wholly or partially within the territory of the city or county.

Section 9. Review of Special District Service Charges. The [state public service commission] shall review and approve, disapprove, or modify proposed service charges or tolls assessed by special districts within the state authorized to levy such charges or tolls, but the review shall not extend service charges or tolls levied by special districts which are otherwise approved or reviewed by the governing body of a county or a city or a state or federal agency. If the [public service commission] finds that the proposed service charge or toll is unreasonable [or is excessive in relation to the value of the service provided or to be provided], it may disapprove or modify the proposed charge or toll. The [public service commission] is authorized to establish necessary rules and procedures to carry out its responsibilities under this section.

Section 10. Separability. [Insert separability clause.]

Section 11. Effective Date. [Insert effective date.]
Uncontrolled development at unincorporated fringes of municipalities can have serious effects on adjoining municipalities and on the orderly growth of a whole metropolitan area. Some fringe areas are "shanty towns" with unsanitary conditions, mud-rut streets in incompletely subdivisions, and unplanned mixtures of industrial, commercial, and residential property uses. Others are havens for gambling and vice, or represent fire hazards at the city doorstep. Many have deficiencies that are not so readily apparent yet constitute unsatisfactory and dangerous conditions.

Where counties have not exercised authority to control unincorporated fringes through effective county planning, zoning, and subdivision regulation, the extraterritorial exercise of planning, zoning and subdivision regulation by municipalities can be an important method of preventing development of these problem areas around individual cities, and for easing eventual transition to a sound governmental structure in the entire urban area.

About 30 states have authorized extraterritorial subdivision regulation, and approximately 15 have authorized extraterritorial zoning. In addition, extraterritorial planning authority may be exercised in some states under the municipal planning enabling statute. Some of the existing statutory grants, however, are limited in application to one or at most a few municipalities. A recent example of a grant of extraterritorial authority is a 1963 act of the Texas Legislature giving cities subdivision control over territory within one-half to five miles of their boundaries, the distance depending on the size of the city.

The suggested legislation is in the form of an amendment to existing state statutes on planning, zoning, and subdivision regulation. It is adapted from a 1959 North Carolina statute on extraterritorial zoning\(^1\) recommended by the Municipal Government Study Commission of the North Carolina Assembly\(^2\) and an earlier North Carolina statute on extraterritorial subdivision regulation.\(^3\) The draft provides for representation of the unincorporated territory on the planning and zoning commission and the zoning adjustment body for participation in all matters pertaining to plans, recommendations, and regulations for such extraterritorial areas which fall within the jurisdiction of these boards and commissions. The fact that the unincorporated area has representation with respect to these matters gives a considerable measure of protection against arbitrary action by the municipality. Of course the existing powers of the municipal

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governing body regarding formal adoption and action on plans, zoning regulations and subdivision regulations as provided in the existing statutory law of the state would remain unchanged.

Although the North Carolina pattern of enabling authority for local planning and zoning bodies and of their relation to parent municipal governing bodies is fairly common, a number of different patterns exist. The distribution of authority to make recommendations and to make final decisions and rulings may vary not only from state to state but within a given state. Furthermore, the number and names of specific boards and commissions involved varies. The planning commission may be responsible not only for developing plans but also for developing recommendations regarding zoning ordinances. In this case a zoning commission is not provided for. In some cases final approval of subdivision plats is given by the planning commission. In other cases the municipal governing bodies grant this approval. Similarly, in some instances the board of zoning adjustment or appeals can give approval to variances whereas in others final approval must be given by the municipal body.

These varying patterns depend on the basic enabling statutes granting authority to plan, zone, and exercise subdivision regulations to municipalities. The suggested legislation being in the form of an amendment is intended merely to extend this authority for a designated distance outside municipal boundaries and does not affect the basic provisions, which should be stressed. However, before adopting the suggested legislation as an amendment the basic law governing must be carefully examined to assure that any specific adoptions necessary are made. For example, in some states the statutes provide that a specific number of affirmative votes must be received for a variance to be approved. If additional representatives are participating from the extraterritorial area, specific provision would have to be made for a different requirement for adoption.

Even with provision for fringe area representation on the planning and zoning commission and zoning adjustment board, granting of extraterritorial zoning authority might stimulate a movement toward unsound "defensive" incorporations. This is a risk that seems worth taking in view of the possible advantages to be gained by orderly fringe development. Also, any action directed toward greater control over the unincorporated area, whether it be giving municipalities greater initiative in annexation proceedings or, as in this case, greater control through extraterritorial zoning, should be accompanied by simultaneous strengthening of the state's regulation of new incorporations, as provided in suggested legislation on control of municipal incorporations (see page 450).

States desiring to enact legislation on extraterritorial planning, zoning, and subdivision regulation may find it helpful also to consult a report by Frank S. Sengstock, *Extraterritorial Powers in the Metropolitan Area*, published by the Legislative Research Center of the University of Michigan Law School in 1962. It contains
numerous citations to state statutes and court decisions affecting extraterritorial jurisdiction.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "Amendment to state legislation to authorize municipalities to exercise planning, zoning, and subdivision regulation powers beyond their corporate limits, except in counties where county planning, zoning, or subdivision regulation already exist."

(If enacted, etc.)]

1. **Section 1.** [Appropriate citation to existing planning, zoning, and subdivision regulation law] is hereby amended by adding the following new sections at the end thereof:

"Section [____]. Extraterritorial Jurisdiction. (a) Planning. In any county not having a county planning agency with jurisdiction in the unincorporated territory, the legislative body of any municipality whose population at the time of the latest decennial census of the United States was [____] or more may exercise the comprehensive planning powers granted in [cite appropriate statutes] not only within its corporate limits but also within [____] mile[s] in all directions of its corporate limits and not located in any other municipality;

(b) Zoning Ordinance. In any county not having a county zoning ordinance applicable to the unincorporated territory, the legislative body of any municipality whose population at the time of the latest decennial census of the United States was [____] or more may exercise the zoning powers granted in [cite appropriate statutes] not only within its corporate limits but also within [____] mile[s] in all directions of its corporate limits and not located in any other municipality;

(c) Subdivision Regulations. In any county not having county subdivision regulations applicable to the unincorporated territory, the legislative body of any municipality whose population at the time of the latest decennial census of the United States was [____] or more may exercise the subdivision regulation:

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powers granted in [cite appropriate statutes] not only within
its corporate limits but also within [__] mile[s] in all
directions of its corporate limits and not located in any other
municipality; but, any ordinance intended to have application
beyond the corporate limits of the municipality shall expressly
so provide, and be adopted in accordance with the provisions
set forth therein.

"Section [__]. Boundary Lines. In the case of land lying
outside a municipality and lying within a distance of [__]
mile[s] of more than one municipality, the jurisdiction of
each such municipality shall terminate at a boundary line
equidistant from the respective corporate limits of such munic-
ipalities, or at such line as is agreed to by the governing
bodies of the respective municipalities.

"Section [__]. Representation on Boards and Commissions.
(a) Planning and Zoning. As a prerequisite to the exercise
of such powers, the membership of the [planning board] [zoning
commission] charged with the preparation of proposed comprehens-
ive planning, zoning, and subdivision regulations for the
[__] mile area outside the corporate limits shall be increased
to include additional members who shall represent such outside
area. The number of additional members representing such out-
side area shall be [equal in number to the members of the [plann-
ing board] [zoning commission] appointed by the governing body
of the municipality]; but, if the extraterritorial area includes
parts of two or more counties, the area included from each
county shall have additional members [equal in number to the
members of the [planning board] [zoning commission] appointed
by the governing body of the municipality]. Such additional
members shall be residents of the [__] mile area outside
the corporate limits and shall be appointed by the board of
county commissioners of the county wherein the unincorporated
area is situated. Such members shall have equal rights,
privileges, and duties with the other members of the [planning
board] [zoning commission] in all matters pertaining to the
plans and regulations of the area in which they reside, both
in preparation of the original plans and regulations and in
consideration of any proposed amendments to such plans and
regulations. ¹

(b) Zoning Adjustment. In the event that a municipal
governing body adopts zoning regulations for the area outside
its corporate limits, it shall increase the membership of the
[board of zoning adjustment] by adding additional members
[equal in number to the members of the [board of zoning adjust-
ment] appointed by the governing body of the municipality];
but, if the extraterritorial area includes parts of two or
more counties, the area included from each county shall have
additional members [equal in number to the members of the
[board of zoning adjustment] appointed by the governing body of
the municipality]. Such members shall be residents of the
[mile area outside the corporate limits and shall be
appointed by the board of county commissioners of the county
wherein the unincorporated area is situated. Such members
shall have equal rights, privileges, and duties with the other
members of the [board of zoning adjustment] in all matters
pertaining to the regulation of such area. The concurring
vote of a majority of the members of such enlarged board shall
be necessary to reverse any order, requirement, decision, or
determination of any administrative official charged with the
enforcement of an ordinance.

"Section [____]. Enforcement. Any municipal governing body
exercising the powers granted by this section may provide for
the enforcement of its regulations for the outside area in the
same manner as the regulations for the area inside the munici-
pality are enforced."

¹. In states where the planning board or commission gives
final approval in specific cases of subdivision regulation, addition-
al language may be needed to assure that its extraterritorial author-
ity is not limited to the preparation of proposed regulations or
amendments but also includes final action on matters when such
authority is included in the existing statutory law which this
amends.
Section 2. Separability. [Insert separability clause.]

Section 3. Effective Date. [Insert effective date.]
COUNTY POWERS IN RELATION TO LOCAL PLANNING AND ZONING ACTIONS

The benefits of sound city planning and zoning have been widely recognized by public officials throughout the country. Much of the development taking place in urban areas today is influenced by local plans and their related zoning ordinances, subdivision regulations, and capital improvement programs. In metropolitan areas, however, much of this is planning for individual cities rather than effective planning for the entire urban area. What is missing is coordination of those municipal planning and zoning actions that have an effect beyond local boundaries.

The Advisory Commission on Intergovernmental Relations pointed out one of the consequences of municipal planning and zoning action without reference to neighboring communities and to the urban area as a whole in its 1963 report, *Performance of Urban Functions: Local and Areawide*.

...the economic foundation of an entire metropolitan area depends upon the way in which land is zoned and used in each of its component communities. For example, insufficient land for industry and commerce will discourage development of these enterprises, while over-zoning for commercial or industrial land may cause an unhealthy rivalry among individual communities which results in poor allocation of economic resources among them. Because local government relies so heavily upon the property tax, the chief obstacle to sound areawide planning is the competition among municipalities for land use developments which are productive of large tax revenues. The rationale of many zoning ordinances lies in fiscal competition rather than desirable spatial arrangement of uses. This kind of policy is self-defeating, and may result in a reduction of total (metropolitan) economic resources.

Another problem is stated in a more recent report, *Metropolitan Social and Economic Disparities: Implications for Intergovernmental Relations in Central Cities and Suburbs*. In many instances, municipal development policies and regulations in metropolitan areas tend to discriminate against groups of persons and certain types of land uses to the disadvantage of residents of the whole region. The responsibility for areawide coordination of planning and zoning matters, therefore, should rest with larger units of government encompassing most, if not all, of the metropolitan area, with

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#Some states may prefer to use regional agencies for this purpose.
sufficient legal power to participate in development decisions and at the same time represent a diversity of viewpoints found in the community. In many places, this function could appropriately be lodged within the county government.

The suggested legislation contains a threefold approach to county-municipal planning and zoning relationships in metropolitan areas. Under the act, the county (a) reviews and approves certain planning and zoning actions of existing municipalities between 5,000 and 30,000 population; (b) exercises its planning and zoning authority in all existing municipalities of less than 5,000 population; and (c) exercises its planning and zoning authority in all municipalities incorporated within the county after the passage of the act until the population of the municipality exceeds 30,000 persons within its territory.

In the draft bill, a procedure is established for metropolitan areas of the state for county review and approval of certain local planning and zoning actions that have an effect beyond local boundaries or that affect development essential to countywide needs. The principle of county review and approval of local development actions has been adapted in part from referral procedures granted counties in New York under Chapter 1041, Laws of 1960, State of New York, and Chapters 822 and 823, Laws of 1961, State of New York. Precedent for the removal of planning and land use control authority from small municipalities and vesting such powers in the county may be found in Kentucky under Chapter 139, Session Laws of 1964, Commonwealth of Kentucky. This legislation subsequently was repealed by a 1965 enactment (H.B. 390) but Jefferson County (Louisville) continues to exercise planning and land use control powers in small communities. The State of Indiana has gone even further in Title 53, Chapter 9 of the Indiana Annotated Statutes by abolishing all existing city and county planning commissions and boards of zoning appeals and transferring all planning and land use control powers and duties to the Metropolitan Plan Commission, the Metropolitan Board of Zoning Appeals, and the county legislative body in the Indianapolis-Marion County metropolitan area.

The draft bill provides that certain planning and zoning actions of municipalities from 5,000 to 30,000 population must be submitted to the county for approval with respect to consistence with countywide planning objectives, including discouragement of exclusive or fiscal zoning practices. The county would not be concerned with all municipal planning and zoning matters, for many have little significance insofar as their effect outside municipal boundaries is concerned. The proposed legislation, therefore, does not remove the power to zone or plan from these municipalities; rather, it subjects certain municipal actions to an approval procedure by a larger unit of government and, in specified instances, review by abutting municipalities.

The draft bill authorizes the county to review all three major regulatory measures of local planning—zoning, subdivision
regulation, and the official map—provided that the county has adopted, approved, or filed a comprehensive plan or development policy document. The municipalities must refer any proposals to the county that would have the effect of changing the types of use of real property bordering major county or state highways and parks, decreasing the front yard setback or minimum lot width of any property abutting any such county or state highway or park, connecting any new street into any such highways, connecting new drainage lines into existing channel lines, and, finally, reducing residential densities to less than three families per acre. These categories will include virtually all local planning or zoning actions likely to have an effect beyond the corporate limits.

The county may make recommendations to the municipality on a referral proposal. The municipality may not act contrary to the county recommendations unless it adopts a resolution setting forth its reasons for such action and files the resolution with the county planning agency. The county may then review the local resolution and reverse the municipality if, in its judgment, the proposal still does not meet countywide objectives as set forth in the county plan. The draft bill assumes that municipal or county action is subject to judicial review.

The county must adopt specific policies and standards to guide its review of local actions. The language of section 5 recognizes that while local desires should not obstruct essential needs of the county, neither should local interests be arbitrarily overridden by a higher unit of government if countywide needs can be satisfied in a manner compatible with the interests of the locality.

The suggested legislation also contains provisions to maximize intermunicipal coordination of planning and zoning activities. Notice of certain municipal planning and zoning actions on real property within 500 feet of any abutting municipality must be sent to the affected municipality. The abutting municipality may recommend changes or modifications of the proposal. The municipal agency having jurisdiction may override changes suggested by the abutting municipality by a majority vote or by adoption of a resolution setting forth its reasons for contrary action. The resolution must be filed with the clerk of the abutting municipality and with the county planning agency.

As pointed out by the Council of State Governments in its report, *State Responsibility in Urban Regional Development*, the major problem in planning for future development—

...is not the lack of planning that is being done, but the quality of planning that is required to guide future urban development effectively.... Volunteer public officials in too many areas are trying to cope with complex planning problems without any guidance. The rapid pace of urban development has swamped them in spite of their efforts to keep up.
Few small and newly incorporated municipalities have the technical and financial resources to provide continuing attention to development problems. A larger unit of government, however, is better equipped to provide such needed attention and technical skills. The draft bill, therefore, authorizes counties to exercise their planning and zoning power in all existing municipalities of less than 5,000 population and in all future incorporations until the municipality reaches 30,000 population. The suggested legislation presumes that municipalities of 30,000 or more persons are large enough to apply adequate financial and competent technical resources to development problems. Development decisions, furthermore, are less likely to be arbitrary as the larger community contains a greater diversity of interests more representative of areawide needs.

The draft bill is primarily concerned with a review and approval procedure. Many state legislatures may find it desirable, in addition, to redefine existing statutory powers and duties of county or areawide planning agencies. The legislature should provide clear direction for the planning agency to concern itself with matters of county or areawide significance rather than local concerns that have no areawide repercussions. It may be desirable to amend the general planning enabling statutes, therefore, to reflect this objective. The draft legislation for Metropolitan Area Planning Commissions appearing above, beginning on page 389, may be helpful (see especially section 6, Powers and Duties).

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act prescribing the planning and zoning powers and duties of counties in metropolitan areas in relation to municipalities of the county."]

(Be it enacted, etc.)

1. **Section 1. Purpose.** It is in the public interest that within metropolitan areas certain classes of proposed municipal planning and zoning actions be subject to review and approval by the county planning agency for the county in which such municipality is located; that abutting municipalities be informed, in certain instances, of such proposed actions in order to aid in coordinating planning and zoning actions among municipalities; that the planning and zoning authority of certain small municipalities and newly incorporated municipalities be

1. Some states may prefer to use regional agencies for this purpose.
exercised by the county because of the lack of adequate technical and administrative resources in such municipalities to plan effectively for future development; and that counties exercise such planning and zoning authority by applying such pertinent intercommunity and countywide considerations as may be set forth within the [adopted, approved, or filed] county comprehensive plan or development policy document.

Where a county has [adopted, approved, or filed] a comprehensive plan or other overall development policy document, it is the purpose of this act to secure conformity to such plan notwithstanding any contrary municipal policies that may be in conflict with such plan.

Section 2. Scope of this Act. This act shall be effective within metropolitan areas of the state.

Section 3. Definitions. As used herein:

(1) "Metropolitan area" is an area designated as a "standard metropolitan statistical area" by the U. S. Bureau of the Census.²

(2) "Municipality" shall mean any [city, town, village, or borough], but not a county.

Section 4. Municipal Planning and Zoning Actions to be Submitted to the County; Action by the County.

(a) Any municipality of less than [30,000] and more than [5,000] population, as determined by the latest official census, located within a metropolitan area and in a county that has an [adopted, approved, or filed] county comprehensive plan or overall development policy document shall give notice to the county of any proposal which, if adopted, would have the result of (1) changing the types of uses permitted on property abutting any

2. Particular states may find it necessary for constitutional reasons or otherwise desirable to apply a somewhat different definition, tailored to their circumstances, as some Bureau of Census designated "metropolitan areas" include counties primarily oriented to rural rather than urban problems. For example, other quantitative factors may be used in a metropolitan area definition, such as population density expressed in a number of persons per square mile, or percentage of county residents employed in the central city.

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federally aided or state highway, parkway, or throughway, or any
county road or parkway or federal, state, or county park within
the municipality, (2) decreasing the required minimum setback
or the minimum frontage or average width of any property abutting
any federal or state highway, parkway, or throughway, or any
county road or parkway or federal, state, or county park within
the municipality, (3) connecting any new street directly into
any federal, state, or county highway, parkway, throughway, or
road, (4) connecting any new drainage lines directly into any
channel lines as established by the county, or (5) reducing
permitted residential density to less than [three] families per
acre. The notice shall be mailed by the municipality to the
county at least [15] days prior to any hearing or other action
scheduled in the municipality to consider the proposal.

(b) If the county to which referral is made [or an author-
ized agent of the county] determines that the grant or denial
of any proposal referred to in subsection (a) hereof would
affect any county policy pursuant to section 5 of this act, it
shall report its recommendations thereon to the referring munici-
pal agency, accompanied by a full statement of the reasons for
the recommendation. If the county fails to report within [15]
days after receiving notice of the hearing, the municipal body
having jurisdiction to act may do so without such report.

(c) The municipality having jurisdiction shall act in
accordance with the recommendations of the county unless the
municipality adopts a resolution fully setting forth the reasons
for contrary action. The resolution shall be filed with the
county within [7] days from the adoption of the resolution. The
municipal action shall not become effective until [30] days have
elapsed from the date the resolution is filed.

(d) Notwithstanding any resolution or action taken pursuant
to subsections (b) and (c) hereof, the county within the [30]
day period may review the municipal action and reverse its
action by resolution of the [county governing body] upon specif-
ic findings of fact that the municipal action is not in
accordance with the material provisions of the [adopted, approved, or filed] county comprehensive plan or overall development policy document. The comprehensive plan or development policy shall contain standards as set forth in section 5 of this act.

Section 5. Standards and Policies for County Review.

(a) In the exercise of power conferred by this act, the county shall prepare and adopt standards and policies as part of its comprehensive plan or overall development policy document which takes into account the existing and future areawide needs with sufficient specificity that they may be used:

(1) by municipalities located within the county as a guide to municipal action that may affect development outside its boundaries;

(2) by the courts in reviewing the decisions of government officials and agencies rendered pursuant to this act.

(b) County review of municipal planning and zoning actions, as set forth in section 4 hereof, shall be governed by the adoption by the county of specific policies and standards to:

(1) assure that a wide range of housing choices and prices is available to residents of the county;

(2) assure that regulations and actions affecting the location of commercial and industrial development, hospitals, educational, religious, and charitable institutions take into consideration countywide needs.

(c) If the proposed municipal action excludes types of development set forth in subsection (b) hereof, the county shall declare such exclusionary action unreasonable if it is not:

(1) necessary to public health or safety; or

(2) necessary to the preservation of the established physical character of the area affected; or

(3) specifically authorized in the county comprehensive plan or other official development policy document.

Section 6. Municipal Planning and Zoning Actions to be Submitted to Contiguous Municipalities; Action by Contiguous Municipalities.
(a) Each municipality in the county shall give notice of any action scheduled in the municipality in connection with:
(1) changing the types of uses permitted of any property located within five hundred feet of any contiguous municipality [in the county]; (2) a subdivision plat relating to land within five hundred feet of any contiguous municipality [in the county]; or (3) the proposed adoption or amendment of any official map, relating to any land within five hundred feet of any contiguous municipality [in the county], to such municipality. The notice shall be given at least [15] days prior to any action to the clerk of the contiguous municipality affected. The action shall be deemed sufficient notice under this or any other law requiring notice of the action.

(b) The municipality to which referral is made [or an authorized agent of the municipality] may file a memorandum of its position. If the municipality fails to report within the period of [15] days after receiving notice of the hearing, the municipality having jurisdiction to act may do so without the report. If the contiguous municipality disapproves the proposal, or recommends changes or modifications thereof, the municipal agency having jurisdiction shall not act contrary to the disapproval or recommendation except by a majority vote of all the members thereof and after the adoption of a resolution fully setting forth the reasons for its contrary action. Copies of the resolution shall be filed with the clerk of the contiguous municipality and with the county.

Section 7. County Planning and Zoning Authority in Small Municipalities.

(a) Each county located in a metropolitan area shall exercise planning and zoning authority for:
(1) all municipalities within the county having a population of less than [5,000] as determined by the latest official census, but existing plans and planning and zoning ordinances shall remain in effect until altered by the county; and
(2) all municipalities hereinafter incorporated within
the county until the population of a municipality exceeds
[30,000] persons as determined by the latest official census
within its territory, but county authority shall continue until
the municipality adopts a [resolution] [ordinance] whereby the
municipality assumes planning and zoning authority and provides
for the exercise thereof in conformance with [cite appropriate
planning and zoning enabling legislation].
County authority shall be exercised in accordance with, and in
a manner prescribed by, [city statute granting authority for
counties to exercise planning and zoning authority].
(b) If any municipalities referred to in subsection (a)
hereof are located in more than one county, the county having
the larger population shall exercise planning and zoning author-
ity within those municipalities. 3

Section 8. County Zoning Regulations Within Municipal Juris-
dictions. The county zoning ordinance may regulate territory
within the zoning jurisdiction of any municipality whose gov-
erning body, by resolution, agrees to such regulation if the
county governing body, by resolution, agrees to exercise such
authority. The municipal governing body may, upon one year's
written notice, withdraw its approval of the county zoning
regulations and those regulations shall have no further effect
within the municipality's jurisdiction.

Section 9. Separability. [Insert separability clause.]

Section 10. Effective Date. [Insert effective date.]

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3. When using this provision, states will want to review other
statutory requirements applicable to municipalities in more than one
county to assure that no statutory conflicts exist.
ADAPTATION AND AMENDMENT OF MODEL UNIFORM CODES BY REFERENCE

Building regulations that are uniform from one jurisdiction to another in metropolitan areas have been singled out by the Advisory Commission on Intergovernmental Relations as one of the keys to improved local building and housing code practices. Modernization and uniformity of building codes in metropolitan areas would contribute to lower housing costs. In its report entitled Metropolitan Social and Economic Disparities: Implications for Intergovernmental Relations in Central Cities and Suburbs, the Advisory Commission recommended "(a) the enactment by the states of legislation authorizing the adoption of uniform housing and building codes within metropolitan areas, and (b) action by local governments to utilize such authority..." to encourage uniformity among municipal codes, increase the coverage, and allow more expert application of reasonable requirements. In its report, Building Codes: A Program for Intergovernmental Reform, the Commission points out that local governments are frequently slow to adopt model code changes and recommends that states permit the incorporation of changes made by the model code promulgating body into the local code by administrative action. This would facilitate keeping codes up to date so that localities would not be enforcing antiquated building codes. Any unnecessary lag by local legislative bodies in incorporating code changes reflecting technological advances may result in a decrease in health and safety protection and an increase in building costs.

The general rule with respect to adoption of municipal ordinances is that they must be published if they are to be valid, but incorporation by reference of state statutes or any official map or other regulation already in existence and part of the public record of the city is permitted. The widespread acceptance of such incorporation by reference, however, does not settle the question of the validity of adoption by reference of various technical codes prepared by nationally recognized trade or professional associations. These codes are generally long, exhaustive treatments of the respective subjects with which they deal. Their adoption by reference, when permitted, enables a municipality to avoid the very considerable expense incident to their publication.

Draft legislation, authorizing municipalities to incorporate by reference the provisions of nationally known technical codes and model codes prepared by state and federal agencies, was contained in Suggested State Legislation—Program for 1963. The suggested legislation closely follows a model act developed in 1961 by the National Institute of Municipal Law Officers. A modified version of the 1963 draft bill is presented below by expanding subhead (3) of section 1 of the bill to clearly authorize adoption by reference of such building codes as may be prepared by county, metropolitan,
or regional agencies for local governments within the boundaries of such county or agencies, as well as model codes prepared by professional code organizations and federal and state agencies and by adding language in section 2 providing for amendment by reference.

Uniform building code committees, representing local governments within the metropolitan area, have been established in several places in the country. Denver and the surrounding counties and incorporated municipalities formed the Metro Building Code Committee to prepare a comprehensive uniform building code for adoption by the local governments within the metropolitan area. The uniform code developed by the Committee will be adopted first by Denver with other participating governments then adopting the Denver code by reference. In Atlanta, the metropolitan planning commission is undertaking preparation of uniform housing, plumbing and building codes for adoption throughout the five-county planning area. Uniform code committees have also been established in San Francisco and Detroit to develop uniform standards and in the Washington, D. C. metropolitan area, a committee of the Council of Governments, representing local governments in Virginia and Maryland, is preparing a uniform plumbing code for adoption by reference. State enabling legislation, therefore, should authorize municipalities to adopt by reference codes prepared by such county or metropolitan committees where such codes are readily available to the general public. The revised draft bill below would also permit such action.

To assist in keeping the local code current, language in section 2 permits local governments which have adopted a nationally recognized model building code by reference to incorporate subsequent changes made by the model code promulgating agency into the local code by administrative rather than legislative action. Provision is made for the regulation incorporating the amendment by reference to become effective only after it has laid before the local legislative body for a specified period. During this period the legislative body can by resolution disapprove the amendment.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act to authorize municipalities to incorporate by reference the provisions of nationally known technical codes or codes prepared by state, county, metropolitan, or regional agencies."

(Be it enacted, etc.)]

1 Section 1. Definitions. As used in this act, the following terms shall have the meanings indicated, unless the context otherwise requires:

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(1) "Municipality" means any [local government unit which
under state law may adopt ordinances or local laws];
(2) "Rules" means rules, regulations, and general orders
that have general application;
(3) "Code" means any published compilation of rules which
has been prepared by various technical trade associations,
model code organizations, federal agencies, this state or any
agency thereof, counties of this state or any agency thereof,
and any official metropolitan or regional agency within the
state publishing a code; and shall include specifically, but
shall not be limited to: building codes; plumbing codes;
electrical wiring codes; health or sanitation codes; fire
prevention codes; inflammable liquids codes; codes for the
slaughtering, processing, and selling of meats and meat pro-
ducts for human consumption; codes for the production, pas-
teurizing, and sale of milk and milk products; together with
any other code which embraces rules pertinent to a subject
which is a proper municipal legislative matter;
(4) "Published" means printed or otherwise reproduced.

Section 2. Adoption and Amendment of Codes by Reference.
(a) Any municipality may adopt or repeal [an ordinance] [a
local law] which incorporates by reference the provisions of
any code or portions of any code, or any amendment thereof, prop-
erly identified as to date and source, without setting forth the
provisions of such code in full. At least [ ] copies of such
code, portion, or amendment which is incorporated or adopted
by reference, shall be filed in the office of the clerk of the
municipality and there kept available for public use, inspec-
tion, and examination. The filing requirements herein pre-
scribed shall not be deemed to be complied with unless the
required copies of such codes, portion, or amendment or public
record are filed with the clerk of such municipality for a
period of [90] days prior to the adoption of the [ordinance]
[local law] which incorporates such code, portion, or amend-
ment by reference. If such a code, portion, or amendment is
promulgated by a county, or metropolitan or regional agency, the adopting unit of local government must be within the territorial boundaries of such county or agency.

(b) In those municipalities that have adopted building codes by reference pursuant to subsection (a), the [appropriate local administrative official] may adopt administrative regulations which incorporate by reference such subsequent changes and amendments thereof, properly identified as to date and source, as may be adopted by the agency or association which promulgated the code, if the [appropriate local administrative official] finds that the changes and amendments conform to nationally recognized standards, accepted engineering practices, or state and national model codes.

(c) Any administrative regulations which incorporate building code amendments by reference shall become effective upon the expiration of [sixty] calendar days or after the [fourth] official meeting of the [legislative body] following the promulgation of the regulation, whichever is later, unless within that period of time a [resolution] disapproving such administrative regulation shall have been adopted by the [legislative body].

(d) In addition to complying with all requirements for the issuance of administrative regulations by [the administrative official], the filing requirement of subsection (a) of this section and the publication requirement of section 3 of this act shall be complied with in adopting amendments to building codes by administrative regulation.

Section 3. Publication of Adopting Ordinance. Nothing contained in this act shall be deemed to relieve any municipality of the requirement of publishing in full the [ordinance] [local law] which adopts such code, portion, or amendment by reference, and all provisions applicable to such publication shall be fully and completely carried out as if no code, portion, or amendment were incorporated therein.
Section 4. Adoption of Penalty Clauses. Any [ordinance] [local law] adopting a code, portion, or amendment by reference shall state the penalty for violating such code, portion, or amendment, or any provision thereof separately, and no part of any such penalty shall be incorporated by reference.

Section 5. Separability. [Insert separability clause.]

Section 6. Effective Date. [Insert effective date.]
E. LOCAL GOVERNMENT PROGRAMS

Introductory Statement

In order to make programs available throughout an entire urban area, the Commission has recommended authorizing counties to provide a broader range of government services. Proposals are included in this section granting authority to counties to administer areawide vocational education programs, urban renewal, and low-rent housing for low-income families. The latter two proposals are complete state acts applicable to governments generally, including counties.
In its report on Metropolitan Social and Economic Disparities: Implications for Intergovernmental Relations in Central Cities and Suburbs, the Advisory Commission on Intergovernmental Relations found that, relative to their population, suburban areas have almost as great a need as their central city for new and specialized vocational education programs to train dropouts and near dropouts and retain adults who are undereducated or whose occupations have become obsolete. For the Nation as a whole, the number of persons 25 years of age and older with less than four years of high school (dropouts) living in suburban areas is nearly equal to the number living in the central cities. The percent of 16 and 17 year olds not enrolled in school (dropouts) is almost equal in central cities and suburbs. Furthermore, the occupational groups which are declining in relative demand (craftsmen, operatives, and laborers) are found living just as frequently, or more so, in suburbs as in central cities. Finally, unemployment is not much less in suburbs (4 percent) than in the central cities (5 percent).

Despite this need for vocational education in suburban areas, suburban school districts frequently have inadequate vocational education facilities for both high school and post-high school students. Unlike large central city school districts, individual suburban school districts often lack a sufficient number of vocational students to warrant the investment in capital facilities and administrative organization to conduct adequate vocational education and retraining programs. Many also lack resources to finance such programs. In the suburban areas as a whole, however, and certainly in the metropolitan areas as a whole, there are enough potential vocational education students to justify the necessary investment and enough resources to support it. Thus, an areawide approach to vocational education is indicated.

Since states have the basic responsibility for providing public education, they have a key role in helping assure adequate vocational education opportunities for their citizens, inside and outside metropolitan areas. It is appropriate, therefore, that they help overcome deficiencies in vocational education in metropolitan areas as an important part of their responsibility for dealing with inadequacies throughout their jurisdiction.

Just how states go about providing necessary direction, coordination, and stimulus will necessarily vary because of wide variations in state and local sharing of responsibility for providing vocational education and retraining programs. These variations concern the relative responsibility vested in the local school boards and the state departments of education, whether administration is under an entirely separate vocational education system, and the relationship
to community colleges. In any case, however, states tend to follow the same administrative pattern for post-high school technical education as they use for general education.

Organizational and financial patterns developed by the state to meet vocational education needs in metropolitan areas may also need to vary from area to area. Differences relate to size of the metropolitan area, relative dominance of the central city, number of counties constituting the area, the number, size, and needs of individual school districts within the area, and the degree to which they are individually capable of providing an adequate vocational program.

The American Vocational Association identified six general types of "area vocational education programs" in use in the states: (1) A decentralized area vocational program which makes arrangements for exchanging students among local high schools that provide different kinds of occupational training, as in Rockland County, New York; (2) Expansion of the area served by a vocational school to include contiguous nonserviced territory; (3) A separate school for vocational education built and maintained cooperatively by two or more existing school districts or units; Bucks County, Pennsylvania, is an example; (4) County units established as a basis for vocational education within a county or group of counties, as in New Jersey; (5) County schools controlled and financed jointly with a state; and (6) State controlled and financed vocational schools in specified regions or areas of a state, such as in Ashland, Kentucky.

Considerable stimulus toward adoption of areawide vocational education programs in the states has been given by the Federal Government, particularly since authorization of the grant-in-aid program under the Vocational Education Act of 1963. However, a number of states still have not established the legislative framework for such areawide programs.

The first three types of areawide arrangement listed above can be undertaken in states authorizing their political subdivisions, including school districts, to enter into interlocal contracts or joint agreements. Such authority is provided in the proposal on "Interlocal Contracting and Joint Enterprises," pp. 477-483.

The draft statute that follows authorizes one of the other alternative methods: use of the county as a geographic base for a vocational education system. In some states, particularly in the South, most or all local school districts are county school districts and therefore usually are already authorized to provide countywide vocational education as part of their general responsibility for public education. The draft legislation would authorize a countywide system for vocational education in states where elementary and secondary education is provided by local districts with less than countywide jurisdiction. Some states may wish to establish systems on a regional rather than a county basis. In either case, the draft is applicable only in states with a multiplicity of small school districts.
With over one-half of the nation's metropolitan areas contained within single counties, a county system is likely to prove attractive to many metropolitan areas in which small local districts are incapable individually of providing effective vocational school programs. The legislation also authorizes admission of students from neighboring districts on a charge basis, thus enabling service beyond the county line. Further expansion of the service area of a county vocational school district can be achieved, if desired, by joint action with neighboring counties under an interlocal contract or agreement. In any case, of course, existing state conditions, such as the education code, geography, and local customs, may make it desirable to combine legislation for a county district with statutes authorizing the other types of area vocational education programs cited above.

The statute authorizes establishment of a county vocational school district by (a) action of the county governing body upon recommendation of the state board of education or upon request of local school boards representing a prescribed percentage of enrolled students not served by an approved vocational program, or (b) vote of the people at a referendum initiated on petition of a prescribed percentage of voters in the area not served by an approved vocational program. The county vocational school district is not to include territory within the boundaries of local districts providing an approved vocational education program, unless such local districts vote to join the county district and the latter agrees to take them in. Taxes for support of the county vocational school district are levied only within its own boundaries rather than the entire county.

The draft statute is adapted from New Jersey Revised Statutes 18:15-30 through 18:15-58.

States interested in using the community junior college as one way of providing vocational education for the post-high school student are referred to the model "Community Junior College Act" in Suggested State Legislation--Volume XXIV (1965), pp. 69-79, published by the Council of State Governments.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act to authorize county vocational education school districts."

(Be it enacted, etc.)

1 Section 1. Establishment of County Vocational School Districts. (a) The [county board] shall vote on the question of whether a county vocational school district shall be established in the county when it receives:

   (1) a resolution of the [state board of education]
that a need exists in the county for operation of county industrial, commercial, agricultural, or household arts pro-
grams; or

(2) a request in writing from [local] school districts containing not less than [ ] percent of the public school enrollment of the county not served by a system of vocational education approved for the purposes of Federal or state allot-
ments of vocational funds by the [state commissioner of edu-
cation] under regulations of the [state board of education] that such a district be established.

If the [county board] by a majority vote favors the establish-
ment of such a district in the county, such district shall be
forthwith established and maintained in the county and shall be
known as the "vocational school district of the county of
[ ]."

(b) At the request in writing of not less than [ ] per-
cent of the registered voters of any county living within
[local] school districts not served by a system of vocational education approved for the purpose of federal or state allot-
ments of vocational funds by the [state commissioner of educa-
tion] under regulations of the [state board of education], the [county clerk] shall submit at any general election, and shall cause to be printed upon the ballot to be voted at such election, the following question:

"Shall a county vocational school district be established in the county of [ ] pursuant to provisions of [cite this statute]?"

In squares at the right shall be placed words "Yes" and "No."

Any person desiring the establishment of a county vocational school district shall mark and "X" opposite the word "Yes," and any person opposed thereto shall mark an "X" opposite the word "No."

1. This paragraph should be written to conform with balloting procedures in the state.
If a majority of all the ballots so voted shall favor the establishment of the county vocational school district, the district shall be forthwith established and maintained as provided in this act. The results of such election shall be returned and canvassed in the same manner and at the same time as other election returns are canvassed.

Section 2. County Districts Not to Include Certain Territory of County; Exception; Agreements; Principals, Teachers, and Employees.

(a) The county vocational school district shall include within its boundaries all the territory of the county not included within the boundaries of any [local] school district if such [local] district is maintaining a system of vocational education approved for the purposes of federal or state allotment of vocational funds by the [state commissioner of education] under the regulations of the [state board of education].

(b) Notwithstanding the provisions of subsection (a) of this Section, any county vocational school district shall include the territory within the boundaries of any [local] school district referred to in subsection (a) of this section after the date of filing in the office of the [state commissioner of education] of a certified copy of a resolution adopted by the [county board] of the county subsequent to the organization of the county vocational school district and of a resolution adopted by the board of education of the [local] district setting forth the finding that it is in the best interest of the county vocational school district and of the [local] district that the county vocational school district shall include within its boundaries the territory of the [local] district.

(c) The board of education of the county vocational school district and the board of education of each [local] district referred to in subsection (b) of this section are each hereby authorized and empowered to undertake and to enter into agreements of any nature whatsoever necessary, desirable, useful, or convenient for and with respect to the assumption, operation,
or administration by the county vocational school district of any system of vocational education then being maintained in the [local] district, including, but not limited to, the transfer of principals, teachers, employees, pupils, or classes; the purchase, grant, transfer, or lease to the county vocational school district of any lands, schools, buildings, furnishings, equipment, apparatus, or supplies constituting part of or used in connection with the [local] system; and the making of or provision for payments, costs, or expenses in connection with any of the aforesaid, and copy of any such agreement shall be filed in the office of the [state commissioner of education].

(d) All principals, teachers, and employees of any [local] district referred to in subsection (b) of this Section who are employed in or assigned to the system of vocational education in any such district shall be transferred to and continue their respective employments in the employ of the county vocational school district from and after the date of transfer provided for in any agreement entered into pursuant to subsection (c) of this section, and their rights to tenure, pension, and accumulated leave of absence accorded under the laws of the state shall not be affected by the transfer to the county vocational school district.

Section 3. Rules for Organization and Management. The [state board of education] shall prescribe rules and regulations for the organization, management, and control of schools operated and maintained by a county vocational school district.

Section 4. Receiving Pupils from Other Districts. The board of education of county vocational school districts shall receive pupils from other school districts so far as their facilities will permit, provided a rate of tuition not exceeding the cost of such education is paid by the sending districts.

Section 5. School Year. The school year for a county vocational school district shall begin on [ ] and end on [ ].
Section 6. Board of Education; Appointment, Terms, and Vacancies. A county vocational school district established in accordance with this act shall be under the control and management of a board of education consisting of five persons to be appointed by the [county board]. In making the first appointments to a board, one person shall be appointed to serve for one year, one for two years, one for three years, one for four years, and one for five years. Annually during the month of [ ], a member of the board shall be appointed to serve for a term of five years, and until the appointment and qualification of his successor.

A vacancy on the board caused by the death, resignation, or removal of a member shall be reported forthwith by the secretary of the board to the [county board] which, within 30 days thereafter, and in the manner prescribed for making appointments for a full term, shall appoint a person to fill the vacancy for the unexpired term.

Section 7. Qualifications of Board Members. A member of a board of education created under the provisions of this act shall be a citizen and resident of the county and shall have been such citizen and resident for at least three years immediately preceding his becoming a member of the board.

Section 8. Organization of Boards of Education. Each board of education for a county vocational school district shall organize annually on [specify date] by election of a president and vice president, unless the [specified date of organization] shall fall on Sunday, in which case the board shall organize on the following day.

Section 9. Board a Body Corporate; Name. The body having the control and management of a county vocational school district

2. A state may prefer to have the county board serve as the board of education. Appropriate changes would need to be made in sections 6, 7, 9, 10, and 11.

3. States having county superintendents of schools may wish to make them ex officio members of the boards.
shall be a body corporate and shall be known as and called "the
board of education of the county vocational school district in
the county of [   ]."

Section 10. Applicability of Laws Governing [local] School
Districts and Counties.

(a) County vocational school districts are subject to the
statutes governing [local] school districts with respect to
[ps of the board of education; approval of courses of study
by the [state commissioner of education]; the making of contracts
and payment of bills; advertisement for proposals for supplies or
construction; and rights and privileges of teachers, principals,
and members of the boards of education].

(b) In appropriating money and levying taxes for current
expenses, county vocational school districts are subject to the
statutes governing appropriating money and levying taxes for
other purposes in the county, except that taxes for a county
vocational school district shall be levied only within the
boundaries of the district as determined under section 2 of
this act.

(c) In the issuance of bonds, county vocational school
districts are subject to the statutes governing borrowing for
other county purposes, but any debt limitation or requirement
for down payment therein shall not apply and taxes levied for
the payment of principal and interest of such bonds shall be
levied only within the boundaries of the county vocational
school district as determined under section 2 of this act.

Section 11. Separability. [Insert separability clause.]

Section 12. Effective Date. [Insert effective date.]
All but one state now provides authority for municipalities to undertake urban renewal programs. Only 16 states, however, have enabled counties to undertake urban renewal. According to the best information available, only about 32 counties have urban renewal agencies, with only one-third of these agencies operating in unincorporated areas.

Notwithstanding the relatively small amount of current suburban concern, urban renewal programs are needed and should be carried out in all parts of most of our metropolitan areas. The Advisory Commission on Intergovernmental Relations has recommended:

That States enact legislation authorizing counties in metropolitan areas to provide urban renewal and public housing services to unincorporated areas and small municipalities; and further provide for financial and technical assistance to the counties as well as municipalities for establishing such services and coordinating their administration, especially in multicounty metropolitan areas.*

In most metropolitan areas throughout the country the central city is making strong efforts to strengthen and renew its deteriorating and blighted neighborhoods. In many suburban areas which surround these central cities the problems are not yet so formidable, although they are likely to become so as the suburbs grow, particularly the older ones whose industry and residential character is becoming more like the central cities they border.

Increased county responsibility for urban renewal programs would tend to broaden the area of jurisdiction by including unincorporated and incorporated areas that do not have programs of their own. In those counties where slum clearance and residential dislocation will be substantial, public housing would probably be necessary to enable relocation needs to be met. This has been the case in central cities where the proportion of families with incomes under $4,000 is nearly as large as it is in the suburbs. Cooperation between counties and city renewal and housing agencies, and even joint city-county programs in certain cases, would be mutually advantageous. Such cooperation is fairly common where county programs now exist.

County renewal powers would not exclude continued exercise of similar powers by municipal governments and, to the contrary,

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might facilitate the program of small municipalities which could not maintain full professional staffs of their own or provide adequate relocation housing within their own borders. Examples of this can be found in the Pittsburgh metropolitan area, among others, where county renewal staffs perform, under contract, the technical services needed to carry out renewal projects for which the individual municipality is the actual sponsor. Larger municipalities within counties, especially major central cities, will undoubtedly want to continue using their own highly developed staffs, with the counties performing renewal services and sponsoring projects only in unincorporated areas. Where central city renewal staff is available, a county might find it advantageous to contract with it for staff services. The indispensable role of the counties is that of project sponsor and provider of workable program certification in unincorporated areas where there is no other government capable of performing this role.

Many counties, both within and outside metropolitan areas, may have large rural populations that might resist having the county provide urban-type renewal services. A municipality with an active renewal program of its own might also resist contributing to a county program out of general county revenues. In such situations, the Commission has recommended that it may be appropriate to create a county subordinate tax area in order to administer and finance a needed service in the selected area. At least 20 states currently utilize the subordinate taxing area device to provide governmental services. Draft legislation establishing county subordinate taxing areas may be found on page 107 of this publication.

State programs of technical and financial assistance can do much to encourage needed urban renewal and public housing programs in small suburban jurisdictions and outlying unincorporated areas. Kentucky and Maine, for example, provide localities with staff assistance to prepare local workable programs needed to qualify for federal urban renewal and public housing grants and to advise local officials on planning and carrying out their programs. The state might also stimulate local programs by matching the local share of costs. Where the establishment of a local renewal agency in small municipalities and unincorporated areas is impractical, the state itself might undertake this responsibility.

The suggested legislation below authorizes municipalities and counties to provide for the rehabilitation, clearance, and redevelopment of slums and blighted areas. The bill contains provisions making local activities eligible for federal assistance under the provisions of recent amendments of the Federal Housing Act. Existing state urban renewal laws may require new or amendatory legislation in order for states and localities to receive the full benefits from the federal program.

The following legislation places the urban renewal responsibility in the hands of the general purpose unit of government rather than in a separate authority. The governing body may
exercise its urban renewal powers through a board or a commissioner or through such offices of a municipality or county as it may by resolution determine. If the local governing body itself does not choose to exercise urban renewal powers, it may have such powers carried out by an urban renewal agency or by the housing authority, if one exists or is subsequently established in the community. The urban renewal agency or the housing authority then is vested with all the urban renewal powers in the same manner as though all powers were vested in the local governing body. The urban renewal agency, however, is given limited autonomy. As required by federal law, it cannot proceed with a renewal project without (a) a workable program supported by the local governing body, (b) approval of the project by the local governing body, (c) conformance with the locality's general plan, (d) provision of the local share of funds by the local governing body, and (e) a public hearing.

The bill would permit political subdivisions to enter into interlocal agreements to jointly or cooperatively undertake urban renewal activities. The initiative in such joint undertakings is left with the localities themselves. The suggested act specifies the basic contents of such agreements and requires review by the attorney general before an agreement goes into effect.

So that the states may assume an appropriate role, provision is made for state technical and financial assistance to municipalities and counties in planning and carrying out urban renewal activities.

In some states it may be desirable to authorize a state agency to exercise the powers given to municipalities and counties under this act. The states could then undertake urban renewal projects in small communities and unincorporated areas where carrying out a program would otherwise be impracticable or impossible. Any state wishing to follow this course might add appropriate provisions to the suggested act. In this case, a finding should be added to section 1 of the act and a new section drafted specifying appropriate procedures to carry out this function.

**Suggested Legislation**

[Title should conform to state requirements. The following is a suggestion: "An act providing authorization for municipalities and counties to undertake slum clearance and urban renewal."]

(Be it enacted, etc.)

1. **Section 1. Findings and Declaration of Necessity.** It is hereby found and declared that there exist in municipalities and counties of the State slum and blighted areas (as herein defined) which constitute a serious and growing menace, injurious to the public health, safety, morals and welfare of the
residents of the state; that the existence of such areas con-
tributes substantially and increasingly to the spread of dis-
ease and crime, constitutes an economic and social liability
imposing onerous local government burdens which decrease the
tax base and reduce tax revenues, substantially impairs or
arrests the sound growth of communities, retards the provision
of housing accommodations, aggravates traffic problems and sub-
stantially impairs or arrests the elimination of traffic hazards
and the improvement of traffic facilities; and that the preven-
tion and elimination of slums and blight is a matter of state
policy and state concern in order that the state and its com-
munities shall not continue to be endangered by areas which are
focal centers of disease, promote juvenile delinquency, and con-
sume an excessive proportion of its revenues because of the
extra services required for police, fire, accident, hospitali-
ization and other forms of public protection, services and
facilities.

It is further found and declared that certain slum or
blighted areas, or portions thereof, may require acquisition,
clearance, and disposition subject to use restrictions, as pro-
vided in this act, since the prevailing condition of decay may
make impracticable the reclamation of the area by conservation
or rehabilitation; that other areas or portions thereof may,
through the means provided in this act, be susceptible of con-
servation or rehabilitation in such a manner that the conditions
and evils hereinbefore enumerated may be eliminated, remedied
or prevented; and that salvageable slum and blighted areas can
be conserved and rehabilitated through appropriate public action
as herein authorized, and the cooperation and voluntary action
of the owners and tenants of property in such areas.

It is further found and declared that the powers conferred
by this act on municipalities and counties will enable the
elimination and prevention of slums and blight in a more co-
ordinated, orderly and efficient manner, and the carrying out
of these activities in small communities or unincorporated areas
where their undertaking is impractical without the provisions of this act.

It is further found and declared that municipalities and counties are unable to provide for the rehabilitation, clearance and redevelopment of such slums and blighted areas without state technical services and financial assistance and that the granting of state financial assistance is a public purpose for which public monies may be expended.¹

It is further found and declared that the powers conferred by this act are for public uses and purposes for which public money may be expended and the power of eminent domain and police power exercised; and that the necessity in the public interest for the provisions herein enacted is hereby declared as a matter of legislative determination.

Section 2. Definitions. The following terms wherever used or referred to in this act, shall have the following meanings, unless a different meaning is clearly indicated by the context:

(1) "Agency" or "urban renewal agency" means a public agency created by section 17 of this act.

(2) "Municipality" means any [city, village, borough, or town], but not county.

(3) "County" means any county in this state.

(4) "Public body" means the state and any county or municipality; and any board, commission, authority, agency, district, subdivision or any department, agency, instrumentality, corporate or otherwise, of any of the foregoing.

(5) "Local governing body" means the [council] or [board of commissioners], or other legislative body charged with governing the municipality or county.

(6) "Mayor" means the mayor of a municipality or other officer or body having the duties customarily imposed upon the executive head of a municipality.

(7) "County chairman" means the presiding officer of a

¹. If state financial assistance is not to be included in this bill, this paragraph should be omitted.
county governing board.

(8) "Clerk" means the clerk or other official of the municipality or county who is the custodian of the official records of such municipality or county.

(9) "Federal government" means any department, agency or instrumentality, corporate or otherwise, of the United States of America.

(10) "Slum area" means an area in which there is a predominance of buildings or improvements, whether residential or non-residential, which by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, or crime, and is detrimental to the public health, safety, morals or welfare.

(11) "Blighted area" means an area which by reason of the presence of a substantial number of slum, deteriorated or deteriorating structures, predominance of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility or usefulness, insanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of a municipality or county, retards the provision of housing accommodations or constitutes an economic or social liability and is a menace to the public health, safety, morals, or welfare in its present condition and use; but if the blighted area consists of open land, the conditions contained in the proviso in section 5(d) shall apply and any disaster area referred to in subsection 5 (g) shall constitute a "blighted area."
(12) "Urban renewal project" means undertakings and activities in an urban renewal area for the elimination and for the prevention of the development or spread of slums and blight, and may involve slum clearance and redevelopment in an urban renewal area, or rehabilitation or conservation in an urban renewal area, or a program or code enforcement in an urban renewal area, or any combination or part thereof in accordance with an urban renewal plan. Such undertakings and activities may include:

(i) Acquisition of a slum area or a blighted area or portion thereof.

(ii) Demolition and removal of buildings and improvements.

(iii) Installation, construction, or reconstruction of streets, utilities, parks, playgrounds, and other improvements necessary for carrying out in the urban renewal area the urban renewal objectives of this act in accordance with the urban renewal plan.

(iv) Disposition of any property acquired in the urban renewal area (including sale, initial leasing or retention by the municipality or county itself) at its fair value for uses in accordance with the urban renewal plan.

(v) Carrying out plans for a program of code enforcement and a program of voluntary or compulsory repair and rehabilitation of buildings or other improvements in accordance with the urban renewal plan.

(vi) Acquisition of real property in the urban renewal area which, under the urban renewal plan, is to be repaired or rehabilitated for dwelling use or related facilities, repair or rehabilitation of the structures for guidance purposes, and resale of the property.

(vii) Acquisition of any other real property in the urban renewal area where necessary to eliminate unhealthy insanitary or unsafe conditions, lessen density, eliminate obsolete or other uses detrimental to the public welfare, or otherwise to remove or prevent the spread of blight or deterioration, or to provide land for needed public facilities.
(viii) Acquisition, without regard to any requirement that the area be a slum or blighted area, of air rights in an area consisting principally of land in highways, railway or subway tracks, bridge or tunnel entrances, or other similar facilities which have a blighting influence on the surrounding area and over which air rights sites are to be developed for the elimination of such blighting influences and for the provision of housing (and related facilities and uses) designed specifically for, and limited to, families and individuals of low or moderate income.

(ix) Construction of foundations and platforms necessary for the provision of air rights sites of housing (and related facilities and uses) designed specifically for, and limited to, families and individuals of low or moderate income.

(13) "Urban renewal area" means a slum area or a blighted area or a combination thereof which the local governing body designates as appropriate for an urban renewal project.

(14) "Urban renewal plan" means a plan, as it exists from time to time, for an urban renewal project, which plan (1) shall conform to the general plan for the municipality or county as a whole except as provided in subsection 5(g), and (2) shall be sufficiently complete to indicate such land acquisition, demolition and removal of structures, redevelopment, improvements, and rehabilitation as may be proposed to be carried out in the urban renewal area, zoning and planning changes, if any, land uses, maximum densities, and building requirements.

(15) "Related activities" means (1) planning work for the preparation of a general neighborhood renewal plan, or for the preparation or completion of a communitywide plan or program pursuant to section 6 of this act, and (2) the functions related to the acquisition and disposal of real property pursuant to section 7 paragraph (4) of this act.

(16) "Real property" means all lands, including improvements and fixtures thereon, and property of any nature appurtenant thereto, or used in connection therewith, and every estate, interest, right and use, legal or equitable, therein, including
terms for years and liens by way of judgment, mortgage or otherwise.

(17) "Bonds" means any notes, interim certificates, certificates of indebtedness, debentures or other obligations.

(18) "Obligee" means any bondholder, agent, or trustee for any bondholders, or lessor demising property used in connection with urban renewal, or any assignee or assignees of such lessor's interest or any part thereof, and the federal government when it is a party to any contract with the municipality or county.

(19) "Person" means any individual, firm, partnership, corporation, company, association, joint stock association, or body politic; and shall include any trustee, receiver, assignee, or other person acting in a similar representative capacity.

(20) "Area of operation" means the area within the corporate limits of the municipality or the territorial limits of the county; but a county shall not undertake any project or projects within the boundaries of any municipality without the request or consent, by resolution, of the local government body of the municipality and a municipality cannot undertake any project or projects outside its area of operation without the request or consent of the local governing body of the county.

(21) "Housing authority" means a housing authority created by and established pursuant to [insert appropriate statutory citation].

(22) "Board" or "commission" means a board, commission, department, division, office, body or other unit of the municipality or county, authorized to undertake urban renewal projects.

(23) "Public officer" means any officer who is in charge of any department or branch of the government of the municipality or county relating to health, fire, building regulations, or to other activities concerning dwellings in the municipality or county.

Section 3. Encouragement of Private Enterprise. A municipality or county, to the greatest extent it determines to be feasible in carrying out the provision of this act, shall afford maximum opportunity, consistent with the sound needs of the
municipality or county as a whole, to the rehabilitation or re-
development of the urban renewal area by private enterprise. A
municipality or county shall give consideration to this objec-
tive in exercising its powers under this act, including the
approval of urban renewal plans, communitywide plans or programs
for urban renewal, and general neighborhood renewal plans, the
exercise of its zoning powers, the enforcement of other laws,
codes and regulations relating to the use of land and the use
and occupancy of buildings and improvements, the disposition of
any property acquired, and the provision of necessary public
improvements.

Section 4. Finding of Necessity by Local Governing Body.
No municipality or county shall exercise the authority hereafter
conferred upon municipalities or counties by this act until
after the local governing body of the municipality or county
shall have adopted a resolution finding that (1) one or more
slum or blighted areas exist in such municipality or county and
(2) the rehabilitation, conservation, redevelopment, or a com-
bination thereof, of such area or areas is necessary in the
interest of the public health, safety, morals or welfare of the
residents of such municipality or county.

Section 5. Preparation and Approval of Plan for Urban Re-
newal Project. (a) An urban renewal project for an urban re-
newal area shall not be planned or initiated unless the govern-
ing body has, by resolution, determined such area to be a slum
area or a blighted area or a combination thereof and designates
such area as appropriate for an urban renewal project.

(b) The municipality or county may itself prepare or cause
to be prepared an urban renewal plan, or any person or agency,
public or private, may submit such a plan to a municipality or
county. Prior to its approval of an urban renewal project, the
local governing body shall submit the plan to the planning com-
misson of the municipality or county, if any, for review and
recommendations as to its conformity with the general plan for
the development of the municipality or county as a whole. The
planning commission shall submit its written recommendations
with respect to the proposed urban renewal plan to the local
governing body within thirty days after receipt of the plan for
review. Upon receipt of the recommendations of the planning
commission or, if no recommendations are received within said
thirty days, then without such recommendations, the local gov-
erning body may proceed with the hearing on the proposed urban
renewal project prescribed by subsection (c) hereof.

(c) The local governing body shall hold a public hearing on
an urban renewal project after public notice thereof by publica-
tion in a newspaper having a general circulation in the area
of operation of the municipality or county. The notice shall
describe the time, date, place, and purpose of the hearing,
shall generally identify the urban renewal area covered by the
plan, and shall outline the general scope of the urban renewal
project under consideration.

(d) Following such hearing, the local governing body may
approve an urban renewal project and the plan therefor if it
finds that:

   (1) A feasible method exists for the location of fami-
lies who will be displaced from the urban renewal area in
decent, safe, and sanitary dwelling accommodations within their
means and without undue hardship to such families.

   (2) The urban renewal plan conforms to the general
plan of the municipality or county as a whole.

   (3) The urban renewal plan gives due consideration to
the provision of adequate park and recreational areas and
facilities that may be desirable for neighborhood improvement,
with special consideration for the health, safety, and welfare
of children residing in the general vicinity of the site covered
by the plan.

   (4) The urban renewal plan will afford maximum oppor-
tunity, consistent with the sound needs of the municipality or
county as a whole, for the rehabilitation or redevelopment of
the urban renewal area by private enterprise.

If the urban renewal area consists of an area of open land to
be acquired by the municipality or county, the area shall not
be so acquired unless:

(1) if it is to be developed for residential uses, the
local governing body shall determine that a shortage of housing
of sound standards and design which is decent, safe, and sanita-
tary exists in the municipality or county; that the need for
housing accommodations has been or will be increased as a result
of the clearance of slums in other areas; that the conditions
of blight in the area and the shortage of decent, safe, and
sanitary housing cause or contribute to an increase in and
spread of disease and crime and constitute a menace to the pub-
lic health, safety, morals, or welfare; and that the acquisi-
tion of the area for residential uses is an integral part of
and essential to the program of the municipality or county; or

(2) if it is to be developed for nonresidential uses,
the local governing body shall determine that such nonresiden-
tial uses are necessary and appropriate to facilitate the proper
growth and development of the community in accordance with sound
planning standards and local community objectives, which acquisi-
tion may require the exercise of governmental action, as pro-
vided in this act, because of defective or unusual conditions
of title, diversity of ownership, tax delinquency, improper
subdivisions, outmoded street patterns, deterioration of site,
economic disuse, unsuitable topography or faulty lot layouts,
the need for the correlation of the area with other areas of a
municipality or county by streets and modern traffic require-
ments, or any combination of such factors or other conditions
which retard development of the area.

(e) An urban renewal plan may be modified at any time; but
if modified after the lease or sale by the municipality or
county of real property in the urban renewal project area, the
modification may be conditioned upon such approval of the owner,
lessee, or successor in interest as the municipality or county
may deem advisable and in any event shall be subject to such
rights at law or in equity as a lessee or purchaser, or his
successor or successors in interest, may be entitled to assert.

(f) Upon the approval by the local governing body of an
urban renewal plan or of any modifications thereof, such plan
or modifications shall be deemed to be in full force and effect
for the respective urban renewal area and the municipality or
county may then cause such plan or modification to be carried
out in accordance with its terms.

(g) Notwithstanding any other provisions of this act, where
the local governing body certifies that an area is in need of
redevelopment or rehabilitation as a result of flood, fire,
hurricane, earthquake, storm, or other catastrophe respecting
which the governor of the state has certified the need for
disaster assistance under Public Law 875, Eighty-First Congress,
or other federal law, the local governing body may approve an
urban renewal plan and an urban renewal project with respect to
such area without regard to the provisions of subsection (d) of
this section and the provisions of this section requiring a
general plan for the municipality or county and a public hear-
ing on the urban renewal project.

Section 6. Neighborhood and Communitywide Plans. (a) A
municipality, county, or any public body authorized to perform
planning work may prepare a general neighborhood renewal plan
for an urban renewal area or areas, together with any adjoining
areas having specially related problems which may be of such
scope that urban renewal activities may have to be carried out
in stages. Such plan may include, but is not limited to, a
preliminary plan which:

(1) Outlines the urban renewal activities proposed for
the area or areas involved.

(2) Provides a framework for the preparation of urban
renewal plans.

(3) Indicates generally the land uses, population
density, building coverage, prospective requirements for re-
habilitation and improvement of property and portions of the
area or areas contemplated for clearance and redevelopment.

A general neighborhood renewal plan shall, in the determina-
tion of the local governing body, conform to the general plan
of the locality as a whole.
(b) A municipality, county, or any public body authorized
to perform planning work may prepare or complete a community-
wide plan or program for urban renewal which shall conform to
the general plan for the development of the municipality or coun-
ty as a whole and may include, but is not limited to, identifi-
cation of slum or blighted areas, measurement of blight, deter-
mination of resources needed and available to renew such areas,
identification of potential project areas and types of action
contemplated, and scheduling of urban renewal activities.

(c) Authority is hereby vested in every municipality and
county to prepare, to adopt, and to revise from time to time a
general plan for the physical development of the municipality
or county as a whole (giving due regard to the environs and
metropolitan surroundings), to establish and maintain a planning
commission for such purpose and related planning activities,
and to make available and to appropriate necessary funds there-
for.\(^2\)

Section 7. Powers. Every municipality and county shall have
all the powers necessary or convenient to carry out and effec-
tuate the purposes and provisions of this act, including the
following powers in addition to others herein granted:

(1) To undertake and carry out urban renewal projects and
related activities within its area of operation; and to make
and execute contracts and other instruments necessary or con-
venient to the exercise of its powers under this act; and to
disseminate slum clearance and urban renewal information.

(2) To provide or to arrange or contract for the furnishing
or repair by any person or agency, public or private, of serv-
ices, privileges, works, streets, roads, public utilities or
other facilities for or in connection with an urban renewal
project; to install, construct, and reconstruct streets, utili-
ties, parks, playgrounds, and other public improvements; and to
agree to any conditions that it may deem reasonable and

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2. This subsection is suggested for inclusion only in states
where municipalities and counties lack legislative authorization for
the preparation of a general plan.
appropriate attached to federal financial assistance and imposed pursuant to federal law relating to the determination of prevailing salaries or wages or compliance with labor standards, in the undertaking or carrying out of an urban renewal project and related activities, and to include in any contract let in connection with such a project and related activities, provisions to fulfill such of said conditions as it may deem reasonable and appropriate.

(3) Within its area of operation, to enter into any building or property in any urban renewal area in order to make inspections, surveys, appraisals, soundings or test borings, and to obtain an order for this purpose from a court of competent jurisdiction in the event entry is denied or resisted; to acquire by purchase, lease, option, gift, grant, bequest, device, eminent domain, or otherwise, any real property (or personal property for its administrative purposes) together with any improvements thereon; to hold, improve, clear, or prepare for redevelopment any such property; to mortgage, pledge, hypothecate, or otherwise encumber or dispose of any real property; to insure or provide for the insurance of any real or personal property or operations of the municipality or county against any risks or hazards, including the power to pay premiums on any such insurance; and to enter into any contracts necessary to effectuate the purpose of this act; but no statutory provision with respect to the acquisition, clearance, or disposition of property by public bodies shall restrict a municipality, county, or other public body exercising powers thereunder, in the exercise of such functions with respect to an urban renewal project and related activities, unless the legislature shall specifically so state.

(4) With the approval of the local government body:

(i) Prior to approval of an urban renewal plan, or approval of any modifications of the plan, to acquire real property in an urban renewal area, demolish and remove any structures on the property, and pay all costs related to the acquisition, demolition, or removal, including any administrative
or relocation expenses.

(ii) To assume the responsibility to bear any loss that may arise as the result of the exercise of authority under this subsection in the event that the real property is not made part of the urban renewal project.

(5) To invest any urban renewal funds held in reserve or sinking funds or any such funds not required for immediate disbursement, in property or securities in which savings banks may legally invest funds subject to their control; to redeem such bonds as have been issued pursuant to section 11 of this act at the redemption price established therein or to purchase such bonds at less than redemption price, all such bonds so redeemed or purchased to be cancelled.

(6) To borrow money and to apply for and accept advances, loans, grants, contributions, and any other form of financial assistance from the federal government, the state, county, or other public body, or from any sources, public or private, for the purposes of this act, and to give such security as may be required and to enter into and carry out contracts or agreements in connection therewith; and to include in any contract for financial assistance with the federal government for or with respect to an urban renewal project and related activities such conditions imposed pursuant to federal laws as the municipality or county may deem reasonable and appropriate and which are not inconsistent with the purposes of this act.

(7) Within its area of operation, to make or have made all surveys and plans necessary to the carrying out of the purposes of this act and to contract with any person, public or private, in making and carrying out such plans and to adopt or approve, modify, and amend such plans, which plans may include, but are not limited to:

(i) Plans for carrying out a program of voluntary or compulsory repair or rehabilitation of buildings and improvements.

(ii) Plans for the enforcement of state and local laws, codes, and regulations relating to the use of land and the use
and occupancy of buildings and improvements and to the compulsory
repair, rehabilitation, demolition, or removal of buildings and
improvements.

(iii) Appraisals, title searches, surveys, studies,
and other plans and work necessary to prepare for the under-
taking of urban renewal projects and related activities.

(8) To develop, test, and report methods and techniques,
and carry out demonstrations and other activities within its
area of operation, for the prevention and the elimination of
slums and urban blight and developing and demonstrating new or
improved means of providing housing for families and persons of
low income and to apply for, accept, and utilize grants of funds
from the federal government for such purposes.

(9) To prepare plans for and assist in the relocation of
persons (including individuals, families, business concerns,
nonprofit organizations and others) displaced from an urban re-
newal area, and to make relocation payments to or with respect
to such persons for moving and readjustment expenses and losses
of property for which reimbursement or compensation is not other-
wise made, including the making of such payments financed by
the federal government.

(10) To appropriate such funds and make such expenditures
as may be necessary to carry out the purposes of this act, and
to levy taxes and assessments for such purposes; to zone or re-
zone any part of the municipality or county within its area of
operation or make exceptions from building regulations; and to
enter into agreements with a housing authority or an urban re-
newal agency vested with urban renewal powers under section 16
of this act (which agreements may extent over any period, not-
withstanding any provision or rule of law to the contrary), re-
specting action to be taken by such municipality or county pur-
suant to any of the powers granted by this act.

(11) To close, vacate, plan, or replan streets, roads, side-
walks, ways, or other places; and to plan or replan any part of
the municipality or county.

(12) Within its area of operation, to organize, coordinate,
and direct the administration of the provisions of this act as they apply to such municipality or county in order that the objective of remedying slum and blighted areas and preventing the causes thereof within such municipality or county may be most effectively promoted and achieved, and to establish such new office or offices of the municipality or county or to reorganize existing offices in order to carry out such purpose most effectively.

(13) To exercise all or any part or combination of powers herein granted.

Section 8. Cooperation Among Municipalities and Counties.

(a) Any power or powers, privileges, or authority exercised or capable of exercise by a municipality or a county under this act may be exercised and enjoyed jointly with any other municipality or county, including but not limited to the preparation of urban renewal plans, the undertaking and carrying out of urban renewal projects and related activities, the power of eminent domain, and the issuance of bonds.

(b) Any two or more municipalities, two or more counties, or any combination thereof may enter into agreements with one another for joint or cooperative action pursuant to the provisions of this act. Entry into such agreements shall be authorized by the local governing bodies of the participating municipalities and counties.

(c) Agreements entered into pursuant to this section shall specify the following:

(1) The duration of the agreement.

(2) The precise organization, composition, and nature of any separate legal administrative entity created thereby

3. Section 8 constitutes one method of authorizing two or more municipalities, counties, or combinations of municipalities and counties, to undertake urban renewal projects. It is possible that states which already have a general interlocal cooperation act would not need this specific authorization. Another method would be a separate regional urban renewal law. Each state must carefully consider its own constitutional and legal requirements in determining which method to use. Additionally, local counsel should be consulted particularly concerning bond issuances and other financing problems.
together with the powers delegated thereto.

(3) The purpose or purposes of the agreement.

(4) The manner of financing the joint or cooperative
exercise of powers under this act and of establishing and main-
taining a budget therefor.

(5) The permissible method or methods of terminating
the agreement and for the disposal of property upon termination.

(6) Any other necessary or proper matters.

(d) In the event that the agreement does not establish a
separate legal entity to conduct the joint or cooperative under-
taking, the agreement shall, in addition to items 1, 3, 4, 5,
and 6 enumerated in subdivision (c) hereof, contain the fol-
lowing:

(1) Provisions for an administrator or a joint board
responsible for administering the joint or cooperative under-
taking. In the case of a joint board, municipalities and coun-
ties party to the agreement shall be represented.

(2) The manner of acquiring, holding, and disposing of
real and personal property used in the joint or cooperative
undertaking.

(e) Every agreement made hereunder shall, prior to and as a
condition precedent to its entry into force, be submitted to
the attorney general who shall determine whether the agreement
is in proper form and compatible with the laws of this state.
The attorney general shall approve any agreement submitted to
him hereunder unless he shall find that it does not meet the
conditions set forth herein and shall detail in writing addressed
to the local governing bodies of the municipalities and counties
concerned the specific respects in which the proposed agreement
fails to meet the requirements of law. Failure to disapprove
an agreement submitted hereunder within sixty days of its sub-
mission shall constitute approval thereof.

(f) Financing of joint projects by agreement shall be as
provided by law.

(g) Prior to its entry into force, an agreement made pur-
suant to this act shall be filed with the municipal or county
clerk of the respective municipalities or counties concerned
and with the secretary of state.

(h) Any municipality or county entering into an agreement
pursuant to this section may appropriate funds and may sell,
lease, give, or otherwise supply the administrative joint board
or other legal or administrative entity created to operate the
joint or cooperative undertaking by providing personnel or serv-
ices therefor.

(i) Any one or more municipalities or counties may contract
with any one or more other municipalities or counties to perform
any governmental service, activity, or undertaking which any
entering into the contract are authorized by law to perform;
but such contract shall be authorized by the local governing
body of each party to the contract. Such contract shall set
forth fully the purposes, powers, rights, objectives, and respon-
sibilities of the contracting parties.

Section 9. Eminent Domain. (a) A municipality or county
shall have the right to acquire by condemnation any interest in
real property, including a fee simple title thereto, which it
may deem necessary for or in connection with an urban renewal
project and related activities under this act. A municipality
or county may exercise the power of eminent domain in the manner
provided in [insert appropriate statutory citation], and acts
amendatory thereof or supplementary thereto, or it may exercise
the power of eminent domain in the manner now or which may be
hereafter provided by any other statutory provisions for the
exercise of the power of eminent domain. Property already de-
voted to a public use may be acquired in like manner; but no
real property belonging to the United States, the state, or any
political subdivision of the state, may be acquired without its
consent.

(b) In any proceeding to fix or assess compensation for
damages for the taking [or damaging]\(^4\) of property, or any inter-
est therein, through the exercise of the power of eminent domain

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4. Insert if required by state constitution.
or condemnation, evidence or testimony bearing upon the follow-
ing matters shall be admissible and shall be considered in fix-
ing such compensation or damages, in addition to evidence or
testimony otherwise admissible:

(1) Any use, condition, occupancy, or operation of such
property, which is unlawful or violative of, or subject to
elimination, abatement, prohibition, or correction under, any
law or any ordinance or regulatory measure of the state, county,
municipality, other political subdivision, or any agency there-
of, in which such property is located, as being unsafe, sub-
standard, insanitary, or otherwise contrary to the public health,
safety, or welfare.

(2) The effect on the value of such property, or any
such use, condition, occupancy, or operation, or of the elimi-
ation, abatement, prohibition, or correction of any such use,
condition, occupancy, or operation.

(c) The foregoing testimony and evidence shall be admissible
notwithstanding that no action has been taken by any public
body or public officer toward the abatement, prohibition, elimi-
ation, or correction of any such use, condition, occupancy,
or operation. Testimony or evidence that any public body or
public officer charged with the duty or authority so to do has
rendered, made or issued any judgment, decree, determination,
or order for the abatement, prohibition, elimination, or
correction of any such use, condition, occupancy, or operation
shall be admissible and shall be prima facie evidence of the
existence and character of such use, condition, or operation.

Section 10. Disposal of Property in Urban Renewal Area. (a)
A municipality or county may sell, lease, or otherwise transfer
real property or any interest therein acquired by it for an
urban renewal project, and may enter into contracts with respect
thereto, in an urban renewal area for residential, recreational,
commercial, industrial, educational, or other uses or for public
use, or may retain such property or interest for public use, in
accordance with the urban renewal plan, subject to such covenants,
conditions, and restrictions, including covenants running with the
land, as it may deem to be necessary or desirable to assist in
preventing the development or spread of future slums or blighted
areas or to otherwise carry out the purposes of this act; but
the sale, lease, other transfer, or retention, and any agreement
relating thereto, may be made only after the approval of the
urban renewal plan by the local governing body. The purchasers
or lessees and their successors and assigns shall be obligated
to devote such real property only to the uses specified in the
urban renewal plan, and may be obligated to comply with such
other requirements as the municipality or county may determine
to be in the public interest, including the obligation to begin
within a reasonable time any improvements on such real property
required by the urban renewal plan. Such real property or
interest shall be sold, leased, otherwise transferred, or re-
tained at not less than its fair value for uses in accordance
with the urban renewal plan. In determining the fair value of
real property for uses in accordance with the urban renewal
plan, a municipality and county shall take into account and
give consideration to the uses provided in such plan; the re-
strictions upon, and the covenants, conditions, and obligations
assumed by the purchaser or lessee or by the municipality or
county retaining the property; and the objectives of such plan
for the prevention of the recurrence of slum or blighted areas.
The municipality or county in any instrument of conveyance to
a private purchaser or lessee may provide that such purchaser
or lessee shall be without power to sell, lease, or otherwise
transfer the real property without the prior written consent of
the municipality or county until he has completed the construc-
tion of any or all improvements which he has obligated himself
to construct thereon. Real property acquired by a municipality
or county which, in accordance with the provisions of the urban
renewal plan, is to be transferred, shall be transferred as
rapidly as feasible in the public interest consistent with the
carrying out of the provisions of the urban renewal plan. Any
contract for such transfer and the urban renewal plan (or such
part or parts of such contract or plan as the municipality or
county may determine) may be recorded in the land records of
the [appropriate jurisdiction] in such manner as to afford actual
or constructive notice thereof.
(b) A municipality and county may dispose of real property
in an urban renewal area to private persons only under such
reasonable competitive bidding procedures as it shall prescribe
or as hereinafter provided in this subsection. A municipality
and county may, by public notice by publication in a newspaper
having a general circulation in the community (thirty days prior
to the execution of any contract to sell, lease, or otherwise
transfer real property and prior to the delivery of any instru-
ment of conveyance with respect thereto under the provisions of
this section), invite proposals from and make available all
pertinent information to private redevelopers or any persons
interested in undertaking to redevelop or rehabilitate an urban
renewal area, or any part thereof. Such notice shall identify
the area, or portion thereof, and shall state that proposals
shall be made by those interested within thirty days after the
date of publication of such notice, and that such further in-
formation as is available may be obtained at such office as
shall be designed in said notice. The municipality or county
shall consider all such redevelopment or rehabilitation proposals
and the financial and legal ability of the persons making such
proposals to carry them out, and may negotiate with any persons
for proposals for the purchase, lease, or other transfer of any
real property acquired by the municipality or county in the
urban renewal area. The municipality or county may accept such
proposal as it deems to be in the public interest and in further-
ance of the purposes of this act; but a notification of inten-
tion to accept such proposal shall be filed with the governing
body not less than thirty days prior to any such acceptance.
Thereafter, the municipality or county may execute such contract
in accordance with the provisions of subsection (a) and deliver
deeds, leases, and other instruments and take all steps neces-
sary to effectuate such contract.
(c) A municipality and county may temporarily operate and maintain real property acquired by it in an urban renewal area for or in connection with an urban renewal project pending the disposition of the property as authorized in this act, without regard to the provisions of subsection (a) above, for such uses and purposes as may be deemed desirable even though not in conformity with the urban renewal plan.

(d) Any real property acquired pursuant to section 7 para. (4) may be disposed of without regard to other provisions of this section if the local governing body has consented to the disposal.

(e) Notwithstanding any other provisions of this act, where the municipality or county is situated in an area designated as a redevelopment area under the Federal Area Redevelopment Act (Public Law 87-27), or any act supplementary thereto, land in an urban renewal project area designated under the urban renewal plan for industrial or commercial uses may be disposed of to any public body or nonprofit corporation for subsequent disposition as promptly as practicable by the public body or corporation for redevelopment in accordance with the urban renewal plan, and only the purchaser from or lessee of the public body or corporation, and their assignees, shall be required to assume the obligation of beginning the building of improvements within a reasonable time. Any disposition of land to a public body or corporation under this subsection shall be made at its fair value for uses in accordance with the urban renewal plan.

Section 11. Issuance of Bonds. (a) A municipality and county shall have power to issue bonds from time to time in its discretion to finance the undertaking of any urban renewal project under this act, including, without limiting the generality thereof, the payment of principal and interest upon any advances for surveys and plans or preliminary loans, and shall also have

5. In some states, municipalities and counties may already have adequate statutory bonding powers which can be used for urban renewal purposes. In these cases, these bonding powers could be incorporated by reference in this bill. Local counsel should be consulted concerning the legal acceptability of this method.
power to issue refunding bonds for the payment or retirement of
the bonds previously issued by it. Bonds shall be made payable,
as to both principal and interest, solely from the income, pro-
ceeds, revenues, and funds of the municipality or county derived
from or held in connection with its undertaking and carrying out
of urban renewal projects under this act; but payment of the
bonds, both as to principal and interest, may be further secured
by a pledge of any loan, grant, or contribution from the fed-
eral government or other source, in aid of any urban renewal
projects of the municipality or county under this act, and by
a mortgage of any such urban renewal projects, or any part
thereof, title to which is in the municipality or county.

(b) Bonds issued under this section shall not constitute an
indebtedness within the meaning of any constitutional or statu-
tory debt limitation or restriction, and shall not be subject
to the provisions of any other law or charter relating to the
authorization, issuance, or sale of bonds. Bonds issued under
the provisions of this act are declared to be issued for an
essential public and governmental purpose and, together with
interest thereon and income therefrom, shall be exempted from
all taxes.

(c) Bonds issued under this section shall be authorized by
resolution or ordinance of the local governing body and may be
issued in one or more series and shall bear such date or dates,
be payable upon demand or mature at such time or times, bear
interest at such rate or rates, not exceeding six per centum
per annum, be in such denomination or denominations, be in such
form either with or without coupon or registered, carry such
conversion or registration privileges, have such rank or prior-
ity, be executed in such manner, be payable in such medium of
payment, at such place or places, and be subject to such terms
of redemption (with or without premium), be secured in such
manner, and have such other characteristics, as may be provided
by such resolution or ordinance, or trust indenture or mortgage
issued pursuant thereto.

(d) Bonds may be sold at not less than par at public sales
held after notice published prior to such sale in a newspaper
having a general circulation in the area of operation and in
such other medium of publication as the municipality and county
may determine or may be exchanged for other bonds on the basis
of par; but bonds may be sold to the federal government at
private sale at not less than par, and, in the event less than
all of the authorized principal amount on the bonds is sold to
the federal government, the balance may be sold at private sale
at not less than par at an interest cost to the municipality or
county of not to exceed the interest cost to the municipality
or county of the portion of the bonds sold to the federal gov-
ernment.

(e) In case any of the public officials of the municipality
or county whose signatures appear on any bonds or coupons
issued under this act shall cease to be such officials before
the delivery of the bonds, such signatures shall, nevertheless,
be valid and sufficient for all purposes, the same as if the
officials had remained in office until such delivery. Any pro-
visions of any law to the contrary notwithstanding, any bonds
issued pursuant to this act shall be fully negotiable.

(f) In any suit, action, or proceeding involving the validity
or enforceability of any bond issued under this act or the
security therefor, any bond reciting in substance that it has
been issued by the municipality or county in connection with an
urban renewal project, as herein defined, shall be conclusively
deemed to have been issued for such purpose and the project
shall be conclusively deemed to have been planned, located, and
carried out in accordance with the provisions of this act.

Section 12. Bonds as Legal Investments. All banks, trust
companies, bankers, savings banks and institutions, building
and loan associations, savings and loan associations, investment
companies and other persons carrying on a banking or investment
business; all insurance companies, insurance associations, and
other persons carrying on an insurance business; and all execu-
tors, administrators, curators, trustees, and other fiduciaries,
may legally invest any sinking funds, moneys, or other funds

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belonging to them or within their control in any bonds or other obligations issued by a municipality or county pursuant to this act or by any urban renewal agency or housing authority vested with urban renewal project powers under section 16 of this act; but the bonds and other obligations shall be secured by an agreement between the issuer and the federal government in which the issuer agrees to borrow from the federal government and the federal government agrees to lend to the issuer, prior to the maturity of such bonds or other obligations, moneys in any amount which (together with any other moneys irrevocably committed to the payment of principal and interest on the bonds or other obligations) will suffice to pay the principal of the bonds or other obligations with interest to maturity thereon, which moneys under the terms of said agreement are required to be used for the purpose of paying the principal of and the interest on the bonds or other obligations at their maturity. Bonds and other obligations shall be authorized security for all public deposits. It is the purpose of this section to authorize any persons, political subdivisions and officers, public or private, to use any funds owned or controlled by them for the purchase of any bonds or other obligations. Nothing contained in this section with regard to legal investments shall be construed as relieving any person of any duty of exercising reasonable care in selecting securities.

Section 13. Property Exempt from Taxes and from Levy and Sale by Virtue of an Execution. (a) All property of a municipality or county, including funds, owned or held by it for the purpose of this act shall be exempt from levy and sale by virtue of an execution, and no execution or other judicial process shall issue against the same nor shall judgment against a municipality or county be a charge or lien upon such property; but the provisions of this section shall not apply to or limit the right of obligees to pursue any remedies for the enforcement of any pledge or lien given pursuant to this act by a municipality or county on its rents, fees, grants, or revenues from urban renewal projects.
(b) The property of a municipality or county, acquired or held for the purposes of this act, is declared to be public property used for essential public and governmental purposes and such property shall be exempt from all taxes of the municipality, the county, the state, or any political subdivision thereof; but such tax exemption shall terminate when the municipality or county sells, leases, or otherwise disposes of the property in an urban renewal area to a purchaser or lessee which is not a public body entitled to tax exemption with respect to the property.

Section 14. Cooperation by Public Bodies. (a) For the purpose of aiding in the planning, undertaking, or carrying out of an urban renewal project and related activities authorized by this act, any public body may, upon such terms, with or without consideration, as it may determine:

(1) Dedicate, sell, convey, or lease any of its interest in any property or grant easements, licenses, or other rights or privileges therein to a municipality or county.

(2) Incur the entire expense of any public improvements made by such public body in exercising the powers granted in this section.

(3) Do any and all things necessary to aid or cooperate in the planning or carrying out of an urban renewal plan and related activities.

(4) Lend, grant, or contribute funds to a municipality or county, and borrow money and apply for and accept advances, loans, grants, contributions, and any other form of financial assistance from the federal government, the state, county, or other public body, or from any other source.

(5) Enter into agreements (which may extend over any period, notwithstanding any provision or rule of law to the contrary) with the federal government, a municipality, county, or other public body respecting action to be taken pursuant to any of the powers granted by this act, including the furnishing of funds or other assistance in connection with an urban renewal project and related activities.
(6) Cause public buildings and public facilities, including parks, playgrounds, recreational, community, educational, water, sewer or drainage facilities, or any other works which it is otherwise empowered to undertake to be furnished; furnish, dedicate, close, vacate, pave, install, grade, regrade, plan, or replan streets, roads, sidewalks, ways, or other places; plan or replan, zone or rezone any part of the public body or make exceptions from building regulations; and cause administrative and other services to be furnished to the municipality or county.

If at any time title to or possession of any urban renewal project is held by any public body or governmental agency, other than the municipality or county which is authorized by law to engage in the undertaking, carrying out, or administration of urban renewal projects and related activities (including any agency or instrumentality of the United States of America), the provisions of the agreements referred to in this section shall inure to the benefit of and may be enforced by such public body or governmental agency. As used in this subsection, the terms "municipality" and "county" shall also include an urban renewal agency or a housing authority vested with all of the urban renewal powers pursuant to the provisions of section 16.

(b) Any sale, conveyance, lease, or agreement provided for in this section may be made by a public body without appraisal, public notice, advertisement, or public bidding.

(c) For the purpose of aiding in the planning, undertaking, or carrying out of any urban renewal project and related activities of an urban renewal agency or a housing authority hereunder, a municipality and county may (in addition to its other powers and upon such terms, with or without consideration, as it may determine) do and perform any or all of the actions or things which, by the provisions of subsection (a) of this section, a public body is authorized to do or perform, including the furnishing of financial and other assistance.

(d) For the purposes of this section, or for the purpose of aiding in the planning, undertaking, or carrying out of an
urban renewal project and related activities of a municipality
or county, such municipality may (in addition to any authority
to issue bonds pursuant to section 11) issue and sell its gen-
eral obligation bonds. Any bonds issued by a municipality or
county pursuant to this section shall be issued in the manner
and within the limitations prescribed by the applicable laws of
this state for the issuance and authorization of general obliga-
tion bonds by such municipality or county. Nothing in this sec-
tion shall limit or otherwise adversely affect any other section
of this act.

Section 15. Title of Purchaser. Any instrument executed by
a municipality or county and purporting to convey any right,
title, or interest in any property under this act shall be con-
cclusively presumed to have been executed in compliance with the
provisions of this act insofar as title or other interest of
any bona fide purchasers, lessees, or transferees of the prop-
erty is concerned.

Section 16. Exercise of Powers in Carrying Out Urban Renewal
Project and Related Activities. (a) A municipality or county
may itself exercise its urban renewal powers (as herein defined)
or may, if the local governing body by resolution determines
such action to be in the public interest, elect to have such
powers exercised by the urban renewal agency (created by section
17) or by its housing authority, if one exists or is subsequently
established. In the event the local governing body makes such
determination, the urban renewal agency or the housing authority,
as the case may be, shall be vested with all of the urban re-
newal powers in the same manner as though all such powers were
conferred on such agency or authority instead of the municipi-
ality or county. If the local governing body does not elect
to make such determination, the municipality or county in its
discretion may exercise its urban renewal powers through a
board or commission or through such officers as its local gov-
erning body may by resolution determine.

(b) As used in this section, the term "urban renewal powers"
shall include the rights, powers, functions, and duties of a
municipality or county under this act, except the following:

(1) The power to determine an area to be a slum or blighted area or combination thereof and to designate such area as appropriate for an urban renewal project and to hold any public hearings required with respect thereto.

(2) The power to approve:

(i) Urban renewal plans and modifications thereof.

(ii) General neighborhood renewal plans and communitywide plans or programs for urban renewal.

(iii) The acquisition, demolition, removal, or disposal of property as provided in section 7 paragraph (4).

(3) The power to establish a general plan for the locality as a whole.

(4) The power to carry out a program of code enforce-

(5) The power to make the determinations and findings provided for in section 3, section 4, and section 5(d).

(6) The power to issue general obligation bonds under section 14.

(7) The power to assume the responsibility to bear loss as provided in section 7 paragraph (4).

(8) The power to appropriate funds, levy taxes and assessments, and to exercise other powers provided for in sec-

Section 17. Urban Renewal Agency. (a) There is hereby created in each municipality and county a public body corporate and politic to be known as the "urban renewal agency" of the municipality or county; but the agency shall not transact any business or exercise its powers hereunder until or unless the local governing body has made the finding prescribed in section 4 and has elected to have the urban renewal powers exercised by an urban renewal agency as provided in section 16.

(b) If the urban renewal agency is authorized to transact business and exercise powers hereunder, the mayor or the county chairman, as appropriate [by and with the advice and consent of the local governing body], shall appoint a board of the urban
renewal agency which shall consist of five commissioners. The term of office of each such commissioner shall be one year.

(c) A commissioner shall receive no compensation for his services but shall be entitled to the necessary expenses, including traveling expenses, incurred in the discharge of his duties. Each commissioner shall hold office until his successor has been appointed and has qualified. A certificate of the appointment or reappointment of any commissioner shall be filed with the clerk of the municipality or county, as the case may be, and such certificate shall be conclusive evidence of the due and proper appointment of the commissioner.

(d) The powers of an urban renewal agency shall be exercised by the commissioners thereof. A majority of the commissioners shall constitute a quorum for the purpose of conducting business and exercising the powers of the agency and for all other purposes. Action may be taken by the agency upon a vote of a majority of the commissioners present, unless in any case the bylaws shall require a larger number. Any persons may be appointed as commissioners if they reside within the area of operation of the agency (which shall be coterminous with the area of operation of the municipality or county) and are otherwise eligible for such appointments under this act.

(e) The mayor or county chairman, as appropriate, shall designate a chairman and vice chairman from among the commissioners. An agency may employ an executive director, technical experts and such other agents and employees, permanent and temporary, as it may require, and determine their qualifications, duties, and compensation. For legal service as it may require, an agency may employ or retain its own counsel and legal staff. An agency authorized to transact business and exercise powers under this act shall file, with the local

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6. Variations in appointive practices among the states may require that other language be used to indicate what official or body appoints members to the agency board and how officers of the agency board are selected. Care should be taken to provide proper procedures for both municipalities and counties.

7. See footnote 6.
governing body, on or before March 31 of each year, a report of
its activities for the preceding calendar year, which report
shall include a complete financial statement setting forth its
assets, liabilities, income, and operating expense as of the
end of the calendar year. At the time of filing the report,
the agency shall publish in a newspaper of general circulation
in the community a notice to the effect that such report has
been filed with the municipality or county and that the report
is available for inspection during business hours in the office
of the municipal or county clerk and in the office of the agency.

(f) For inefficiency or neglect of duty or misconduct in
office, a commissioner may be removed only after a hearing and
after he shall have been given a copy of the charges at least
ten days prior to such hearings and have had an opportunity to
be heard in person or by counsel.

Section 18. Interested Public Officials, Commissioners, or
Employees. No public official or employee of a municipality or
county board or commission, and no commissioner or employee of
a housing authority or urban renewal agency which has been
vested by a municipality or county with urban renewal powers
under section 16 shall voluntarily acquire any personal interest,
direct or indirect, in any urban renewal project, or in any
property included or planned to be included in any urban renewal
project of the municipality or county project. If any officer,
commissioner, or employee involuntarily acquires any interest,
or voluntarily or involuntarily acquired any interest prior to
appointment or employment as an officer, commissioner, or em-
ployee, he shall immediately disclose his interest in writing to
the public body exercising urban renewal powers, and the dis-
closure shall be entered upon its minutes, and the officer,
commissioner, or employee shall not participate in any action
by the public body relating to the property or contract in which
he has any interest. Any violation of the foregoing provisions
of the section constitutes misconduct in office. This section
shall not be applicable to the acquisition of any interest in
bonds of the municipality, county, or authority issued in
connection with any urban renewal project, or to the execution
of agreements by banking institutions for the deposit or handling
of funds in connection with a project or to acting as a trustee
under any trust indenture, or to utility services the rates for
which are fixed or controlled by a government agency.

Section 19. State Aid. (a) The [insert name of appropriate
agency of state government] shall provide technical and advisory
assistance, upon request, to municipalities and counties for an
urban renewal project as defined in this act. Such assistance
shall include, but need not be limited to, preparation of work-
able programs, relocation planning, special statistical and
other studies and compilations, technical evaluations and in-
formation, training activities, professional services, surveys,
reports, documents, and any other similar service functions. 8

(b) The [appropriate state agency] may make urban renewal
grants to municipalities and counties for [ ] percent of the
individual net project costs. Advances from capital grants may
be made for relocation planning, pursuant to regulations adopted
by the [appropriate state agency]. Grants shall be made from
funds appropriated by the legislature for these purposes and
shall be exclusive of those costs reimbursed or paid by grants
from the federal government. 9

Section 20. Separability. [Insert separability clause.]

Section 21. Effective Date. [Insert effective date.]

8. States may wish to authorize provision of such technical
services to local governments on a reimbursable basis. However,
rather than provide authorization within this statute, such states
might consider a separate act providing general authorization for
all state agencies to provide technical services as proposed in the
draft bill, "State Technical Services for Local Governments," page
227 of this publication.

9. The draft bill, "State Financial Assistance and Channeliza-
tion of Federal Grant Programs for Urban Development," on page 220,
gives the states a meaningful and effective role in federal programs
of grants-in-aid to local governments for urban development. States
may wish to consider the provisions set forth in this bill as guide-
lines in drafting this subsection or passage of a separate act to
encompass several programs in the federally aided field of local
activity.
LOW-RENT HOUSING FOR LOW-INCOME FAMILIES

In most metropolitan areas throughout the country the central city is making strong efforts to strengthen and renew its deteriorating and blighted neighborhoods. In many county and suburban areas, which surround these central cities, the problems are not yet so formidable, although they are likely to become so as the suburbs grow, particularly the older ones whose industry and residential character is becoming more like the central cities they border.

All but two states have legislation authorizing the provision of low-rent housing by municipalities. Forty-two states enable counties to provide low-rent housing for families of low income, but according to the best information available, suburban participation in public housing programs has been limited in spite of the large number of states authorizing such projects.

Notwithstanding the relatively small amount of current county and suburban activity, low-rent housing programs are needed and should be carried out in all parts of most of our metropolitan areas. The Advisory Commission on Intergovernmental Relations has recommended:

That states enact legislation authorizing counties in metropolitan areas to provide urban renewal and public housing services to unincorporated areas and small municipalities; and further provide for financial and technical assistance to the counties as well as municipalities for establishing such services and coordinating their administration, especially in multi-county metropolitan areas.¹

Increased county responsibility for low-rent housing programs would tend to broaden the area of jurisdiction by including unincorporated areas that do not have programs of their own. Cooperation between counties and city housing agencies, and even joint city-county programs in certain cases, would be mutually advantageous. Such cooperation is fairly common where county programs now exist.

County low-rent housing powers would not exclude continued exercise of similar powers by municipal governments and, to the contrary, might facilitate the programs of small municipalities which could not maintain full professional staffs of their own or provide adequate relocation housing within their own borders. Large municipalities within counties, especially major central cities, will undoubtedly want to continue using their own highly developed staffs, with the counties performing services and sponsoring low-rent housing projects only in unincorporated areas. Where central city housing staff is available, a county might find it advantageous

to contract with it for staff services. The indispensable role of the counties is that of project sponsor and provider of workable program certification in unincorporated areas where there is no other government capable of performing this role.

Many counties, both within and outside metropolitan areas, may have large rural populations that might resist having the county provide low-rent housing services. Residents of a municipality having an active housing program of its own might also resist contributing to a county program out of general county revenues. In such situations, the Commission has recommended that it may be appropriate to create a county subordinate tax area in order to administer and finance a needed service in the selected area. At least 20 states currently utilize the subordinate taxing area device to provide governmental services. Draft legislation establishing county subordinate taxing areas may be found on page 107 of the 1967 State Legislative Program of the Advisory Commission on Intergovernmental Relations.

State programs of technical and financial assistance can do much to encourage needed low-rent housing programs in small suburban jurisdictions and outlying unincorporated areas. Kentucky and Maine, for example, provide localities with staff assistance to prepare local workable programs needed to qualify for Federal urban renewal and low-rent housing grants and to advise local officials on planning and carrying out their programs. The state might also stimulate local programs by matching the local share of costs. Where the establishment of a local housing agency in small municipalities and unincorporated areas is impractical, the state itself might undertake this responsibility.

States already authorizing municipalities and counties to undertake low-rent housing for low-income families may still find it useful to review the following draft bill for two reasons. First, the bill contains clarifying language concerning the eligibility of local activities for federal assistance for programs of low-rent housing in private accommodations under the provisions of the Housing and Urban Development Act of 1965. Existing state low-rent housing laws may require amending legislation in order for states and localities to receive the full benefits from the federal program.

Second, the draft legislation places the housing responsibility in the hands of the general-purpose unit of government rather than in a separate authority. This statutory approach differs from most existing state legislation where housing powers are exercised by independent housing authorities. The governing body may exercise its housing powers through a board or a commissioner or through such offices of a municipality or county as it may be resolution determine. Inter-county or county-municipal arrangements may also be utilized to provide low-rent housing. If the local governing body itself does not choose to exercise low-rent housing powers, it may have such powers carried out by an urban renewal agency or by the low-rent housing authority, if one exists or is subsequently established.
in the community. The housing authority or agency then is vested with all the housing powers in the same manner as though all powers were vested in the local governing body. The authority or agency, however, is given limited autonomy. It cannot proceed with a housing project without approval of the project by the local governing body.

The bill would permit political subdivisions to enter into interlocal agreements to jointly or cooperatively undertake low-rent housing activities. The initiative in such joint undertakings is left with the localities themselves.

So that states may assume an appropriate role, provision is made for state technical and financial assistance to municipalities and counties in planning and carrying out low-rent housing activities.

In some states it may be desirable to authorize a state agency to exercise the powers given to municipalities and counties under this act. The state could then undertake urban renewal projects in small communities and unincorporated areas where carrying out a program would otherwise be impracticable or impossible. Any state, wishing to follow this course, might add appropriate provision to the suggested act. In this case, a finding should be added to section 1 of the act and a new section drafted specifying appropriate procedures to carry out this function.

Suggested Legislation

[Title should conform to state requirements.
The following is a suggestion: "An act provid-
for municipalities and counties to undertake
low-rent housing for low-income families."]

(Be it enacted, etc.)

1 Section 1. Declaration of Policy and Purpose. It is here-
2 by declared to be the policy of this state to promote the gen-
3 eral welfare of its citizens to remedy unsafe and insanitary
4 housing conditions and the acute shortage of decent, safe, and
5 sanitary dwellings for families of low income, in urban and
6 rural areas, that are injurious to the health, safety, and
7 morals of the residents of the state. It is the policy of the
8 state to make adequate provision of housing for persons of low
9 income, for elderly persons of low income, for persons of low
10 income who are displaced in the rehabilitation, clearance, or
11 redevelopment of slums and blighted areas or as the result of
12 other governmental action, and for veterans of low income who
are unable to provide themselves with decent housing on the
basis of benefits available to them though certain government
guarantees of loans for purchase of residential property. The
provision of safe and sanitary dwelling accommodations at rents
or prices which persons of low income can afford will materially
assist municipalities and counties in developing more desirable
neighborhoods and alleviating poverty in this state. It is
the purposes of this act to enable municipalities and counties
to meet these problems by providing low-rent housing for low-
income persons and to encourage cooperation between political
subdivisions thereby making available low-rent housing facili-
ties in all areas of the state. It is also the purpose of this
act to provide state technical services and financial assist-
ance to municipalities and counties unable to provide low-rent
housing for families of low income.  

Section 2. Definitions. The following terms, wherever used
or referred to in this act, have the following respective mean-
ings, unless a different meaning clearly appears from the con-
text:

(1) "Housing authority" or "authority" means any public
body corporate and politic created by, or pursuant to, this
act.

(2) "Municipality" means any [city, village, borough, or
town], but not a county

(3) "County" means any county in the state.

(4) "Public body" means the state and any municipality or
county; and any commission, district, authority, agency, sub-
division or any department, agency, instrumentality, corporate
or otherwise, of any of the foregoing.

(5) "Governing body" means the [council] or [board of com-
missioners] or other legislative body charged with governing
the municipality or county, as the case may be.

1. If state financial assistance is not to be included in
this bill, this sentence should be omitted.
(6) "Mayor" means the mayor of the municipality or the officer thereof charged with the duties customarily imposed on the mayor or executive head of a municipality.

(7) "County chairman" means the presiding officer of a county governing board.

(8) "Clerk" means the municipal clerk or the county clerk, as the case may be, or the officer charged with the duties customarily imposed on such clerk.

(9) "Federal government" means any department, agency, or instrumentality, corporate or otherwise, of the United States of America.

(10) "Area of operation" means (i) in the case of a municipality, the area within its boundaries, (ii) in the case of a county, the area within its boundaries, (iii) in the case of combined operations of any of the foregoing, the area comprising the operating area of all the municipalities and counties so combining, and (iv) in the case of a housing authority, all the area of operation of the municipality or county, or the combined areas of two or more municipalities and counties, for which the housing authority is established.

(11) "Slum" means any area where dwellings predominate which by reason of dilapidation, overcrowding, faulty arrangement or design, lack of ventilation, light, or sanitary facilities, or any combination of these factors, are detrimental to safety, health, and morals.

(12) "Housing project" or "project" means any work or undertaking (on contiguous or non-contiguous sites): (i) to demolish, clear, or remove buildings from any slum area; or (ii) to provide, or assist in providing (by any suitable method, including but not limited to: rental; sale of individual units of single or multifamily structures under conventional, condominium, or cooperative sales contract; lease-purchase agreement; loans; or subsidizing of rentals or charges), decent, safe and sanitary urban or rural dwellings, apartments, or other living accommodations for persons of low income; or (iii) to accomplish
a combination of the foregoing. This work or undertaking may include buildings, land, equipment, facilities, and other real or personal property for necessary, convenient, or desirable appurtenances; streets, sewers, water service, utilities, parks, site preparation and landscaping; and facilities for administrative, community, health, recreational, welfare, or other purposes. The term "housing project" or "project" also may be applied to the planning of the buildings and other improvements, the acquisition of property or any interest therein, the demolition of existing structures, the construction, reconstruction, rehabilitation, alteration or repair of the improvements and all other work in connection therewith; and the term includes all other real and personal property and all tangible or intangible assets held or used in connection with the housing project.

(13) "Persons of low income" means persons or families who (as determined by the public body undertaking a project) cannot afford to pay the amounts at which private enterprise unaided by public subsidy is providing a substantial supply of decent, safe, and sanitary housing.

(14) "Bonds" means any notes, interim certificates, debentures, or other obligations issued pursuant to this act.

(15) "Real property" means all lands, including improvements and fixtures thereon, and property of any nature appurtenant thereto, or used in connection therewith, and every estate, interest and right, legal or equitable, therein, including terms for years.

(16) "Obligee" means any bondholder, agent, or trustee for any bondholder, or lessor demising property used in connection with a project, or any assignee or assignees of such lessor's interest or any part thereof, and the federal government when it is a party to any contract respecting the project.

(17) "Persons engaged in national defense activities" means persons in the armed forces of the United States, employees of the Department of Defense of the United States, and workers engaged or to be engaged in activities connected with national defense.
defense. The term also includes the families of the persons, employees, and workers who reside with them.

(18) "Major disaster" means any flood, drought, fire, hurricane, earthquake, storm, or other catastrophe which, in the determination of the governing body is of sufficient severity and magnitude to warrant the use of available resources of the federal, state, and local governments to alleviate the damage, hardship, or suffering caused thereby.

(19) "Elderly" means a person who meets the age, disability or other conditions established by regulation of the municipality or county.

(20) "Handicapped" means a person whose functioning is substantially impaired, as determined in accordance with regulations established by the municipality or county.

(21) "Board" or "Commission" means a board, commission, department, division, office, body or other unit of the municipality or county or combinations of either or both of the foregoing, authorized to provide low-rent housing for low-income families.

Section 3. Finding of Necessity by Local Governing Body.

No municipality or county shall exercise the authority thereafter conferred upon municipalities and counties by this act until after its governing body shall have adopted a resolution finding that (1) insanitary or unsafe inhabited dwelling accommodations exist in the municipality or county, or (2) there is a shortage of safe and sanitary dwelling accommodations in the municipality or county available to persons of low income at rentals or prices they can afford.

Section 4. Powers. Every municipality and county shall have all the powers necessary or convenient to carry out and effectuate the purposes and provisions of this act, including the following powers in addition to others herein granted:

(1) To prepare, carry out, and operate projects and to provide for the acquisition, construction, reconstruction, rehabilitation, improvement, extension, alteration, or repair of any project or any part thereof, and to make and execute con-
tracts and other instruments necessary or convenient to the
exercise of its powers.

(2) To undertake and carry out studies and analyses of
housing needs within its area of operation and ways of meeting
such needs (including data with respect to population and family
groups and the distribution thereof according to income groups,
the amount and quality of available housing and its distribu-
tion according to rentals and sales prices, employment, wages,
and other factors affecting the local housing needs and the
meeting thereof) and to make the results of such studies and
analyses available to the public and the building, housing and
supply industries; to engage in research and disseminate in-
formation on housing and slum clearance; to determine where
slum areas exist or where there is unsafe, insanitary or over-
crowded housing; to make studies and recommendations relating
to the problem of clearing, replanning, and reconstructing of
slum areas and the problem of eliminating unsafe, unsanitary,
or overcrowded housing and providing dwelling accommodations
and maintaining a wholesome living environment for persons of
low income; and to cooperate with any public body in action
taken in connection with such problems.

(3) To utilize, contract with, act through, assist, and
cooperate or deal with any person, agency, institution, or
organization, public or private, for the provision of services,
privileges, works, or facilities for, or in connection with,
its projects; and (notwithstanding anything to the contrary
contained in this act or in any other provision of law) to
agree to any conditions attached to federal financial assist-
ance relating to the determination of prevailing salaries or
wages or payment of not less than prevailing salaries or wages
or compliance with labor standards, in the development or
administration of projects, and to include in any contract
awarded or entered into in connection with a project, stipula-
tions requiring that the contractor and all subcontractors com-
ply with requirements as to minimum salaries or wages and
maximum hours of labor, nondiscrimination in employment as to
race, religion, color, or national origin, and comply with any
conditions attached to the financial aid of the project.

(4) To lease, rent, sell, or lease with option to purchase
any dwellings, accommodations, lands, buildings, structures, or
facilities embraced in any project and (subject to the limita-
tions contained in this act with respect to the rental of or
charges for dwellings in housing projects) to establish and
revise the rents or charges therefor; to own, hold, and improve
real or personal property; to purchase, lease, obtain options
upon, acquire by gift, grant, bequest, devise, or otherwise any
real or personal property or any interest therein, to acquire
by the exercise of the power of eminent domain any real property
or interest therein; to sell, lease, exchange, transfer, assign,
pledge, or dispose of any real or personal property or any
interest therein; to make loans for the provision of housing
for occupancy by persons of low income; to insure or provide
for the insurance, in stock or mutual companies, of any real
or personal property or operations of the municipality or
county against any risks or hazards; to procure or agree to
the procurement of government insurance or guarantees of the
payment of any bonds or parts thereof issued by the municipality
or county, including the power to pay premiums on any such
insurance.

(5) To invest any funds held in reserves or sinking funds
or any funds not required for immediate disbursement, in prop-
erty or securities in which savings banks may legally invest
funds subject to their control; to redeem its bonds at the
redemption price established therein or to purchase its bonds
at less than such redemption price, all bonds so redeemed or
purchased to be cancelled.

(6) To conduct examinations and investigations and to hear
testimony and take proof under oath at public or private hear-
ings on any matter material for its information; to administer
oaths, issue subpoenas requiring the attendance of witnesses
or the production of books and papers, and to issue commissions
for the examination of witnesses who are outside the state or
unable to attend before the municipality or county, or excused
from attendance; to make available to appropriate agencies
(including those charged with the duty of abating or requiring
the correction of nuisances or like conditions or of demolish-
ing unsafe or insanitary structures within its area of operation)
its findings and recommendations with regard to any building
or property if conditions exist which are dangerous to the
public health, morals, safety, or welfare.

(7) To prepare plans for and assist in the relocation of
persons (including individuals, families, business concerns,
nonprofit organizations, and others) displaced from a housing
project site, and to make relocation payments to or with re-
spect to these persons for moving and readjustment expenses
and losses of property for which reimbursement of compensation
is not otherwise made, including the making of relocation pay-
ments financed by the federal government.

(8) To exercise all or any part or combination of powers
herein granted.

Section 5. Application of General Law. No provision of
law with respect to the acquisition, operation or disposition
of property by public bodies shall be applicable to a munici-
pality or county exercising powers hereunder unless the legis-
lature shall specifically so state.

Section 6. Area of Operation. (a) The area of operation
of any municipality, county, or housing authority may be in-
creased to include additional contiguous areas upon the request
or consent, by resolution, of the governing body of the munici-
pality or county within which the additional area lies.

(b) No county, counties operating jointly, or housing
authority established therefor, shall undertake any housing
project within the boundaries of any municipality unless a
resolution shall have been adopted by the governing body of
the municipality (and by any housing authority which shall
have been theretofore established and authorized to exercise
powers hereunder in the municipality) declaring that there is
need for the county, combined counties, or housing authority,
as the case may be, to exercise powers under this act within
that municipality.

Section 7. Cooperation Among Municipalities and Counties. 2
(a) Any power or powers, privileges, or authority exercised
or capable of exercise by a municipality or county under this
act may be exercised or enjoyed jointly with any other munici-
pality or county, including but not limited to the financing
(including the issuance of bonds and giving security therefor),
exercise of the power of eminent domain, planning, undertaking,
owning, constructing, operating, or contracting with respect
to a housing project or projects located within the area of
operation of any one or more of the municipalities or counties.

(b) For the purpose of taking joint action authorized by
this section, a municipality or county by resolution may author-
ize any other municipality or county so joining or cooperating
with it to act on its behalf with respect to any or all powers,
as its agent or otherwise, in the name of the municipality or
county or combination thereof so joining or cooperating or in
its own name.

(c) Municipalities and counties joining or cooperating under
the provisions of this section may elect to create a single
housing authority to exercise their powers under this act, if
each of the governing bodies thereof by resolution determines
such action to be in the public interest. If determination
is made, the housing authority shall be established in accord-
ance with section 9 of this act and shall thereupon be vested
with the same powers of the municipalities and counties so
joining or cooperating as are vested in a housing authority
by a single municipality or county electing to have its powers

2. Section 5 constitutes one method of authorizing two or more
municipalities, counties, or combinations of municipalities and
counties, to undertake housing projects. It is possible that states
which already have a general interlocal cooperation act would not
need this specific authorization. Another method would be a separate
regional housing law. Each state must carefully consider its own
constitutional and legal requirements in determining which method
to use. Additionally, local counsel should be consulted particularly
concerning bond issuances and other financing problems.
exercised by the housing authority as provided in section 8 of this act.

Section 8. Operation of Housing Not for Profit. No municipality or county shall construct or operate any housing project for profit, or as a source of revenue to the municipality or county. Each municipality and county shall manage and operate its housing project in an efficient manner so as to enable it to fix the rentals or payments for dwelling accommodations at low rates consistent with its providing decent, safe and sanitary dwelling accommodations for persons of low income. To this end a municipality or county shall fix the rentals or payments for dwellings in its projects at no higher rates than it finds to be necessary in order to produce revenues which (together with applicable other available moneys, revenues, income and receipts of the municipality and county from whatever sources derived, including federal financial assistance necessary to maintain the low-rent character of the projects) will be sufficient (1) to pay, as the same become due, the principal and interest on its bonds; (2) to create and maintain such reserves as may be required to assure the payment of principal and interest as may become due on its bonds; (3) to meet the cost of, and to provide for, maintaining and operating the projects (including necessary reserves therefor and the cost of any insurance) and the administrative expenses relating to its housing projects; and (4) to make such payments in lieu of taxes and, after payment in full of all obligations for which federal annual contributions are pledged, to make such repayments of federal and local contributions as it determines are consistent with the maintenance of the low-rent character of projects. Rentals or payments for dwellings shall be established and the projects administered, insofar as possible, to assure that any federal financial assistance required shall be strictly limited to amounts and periods necessary to maintain the low-rent character of the projects. Nothing herein shall be construed to limit the amount which may be charged for nondwelling facilities. All such income, together with
other income and revenue derived through operations under this
act, shall be used in the operation of the projects to aid in
accomplishing the public, governmental, and charitable pur-
poses of this act.

Section 9. Tenant Eligibility. A municipality or county
shall issue regulations establishing eligibility requirements,
consistent with the purposes and the objectives of this act,
for admission to and continued occupancy in its projects.

Nothing contained in this or the preceding section shall be
construed as limiting the power of a municipality or county
with respect to a housing project, to vest in an obligee the
right, in the event of a default to take possession or cause
the appointment of a receiver thereof, free from all the re-
strictions imposed by this or the preceding section.

Section 10. Dwellings Designed Specifically for the Elderly
and the Handicapped. For the purpose of increasing the supply
of low-rent housing and related facilities for the elderly,
and for handicapped persons of low income, a municipality or
county may exercise any of its powers under this act in pro-
jects involving dwelling accommodations designed specifically
for these persons. In respect to dwelling units in any projects
suitable to the needs of elderly or of handicapped persons,
special preference may be extended in admission to those dwell-
ing units to these persons of low income.

[Section 11. Dwellings for Disaster Victims and Defense
Workers. Notwithstanding the provisions of this or any other
act relating to rentals of, preferences or eligibility for
admission to, or occupancy of dwellings in housing projects,
during the period the municipality or county, as the case may
be, determines there is acute need for housing to assure the
availability of dwellings for victims of a major disaster, it
may undertake the development and administration of housing
projects for the federal government, and dwellings in any
housing project under its jurisdiction may be made available
to victims of a major disaster. A municipality or county is
authorized to contract with the federal government or a public
body for advance payment or reimbursement for the furnishing
of housing to victims of a major disaster, including the furnish-
ing of the housing free of charge to needy disaster victims
during any period covered by a determination of acute needs
as herein provided.}

Section 12. Tax Exemption and Payments in Lieu of Taxes.
The property of a municipality or county acquired or held
pursuant to this act is declared to be public property used
for essential public, governmental purposes and such property
is exempt from all taxes (including sales and use taxes) and
special assessments of any public body; but this tax exemption
does not apply to any portion of a project used for a profit-
making enterprise, but in taxing such portions appropriate
allowance shall be made for any expenditure by a municipality
or county for utilities or other public services which it pro-
vides to serve the property. In lieu of taxes on property
exempt under this section, a municipality or county may agree
to make such payments to any public body (including itself)
as it finds consistent with the maintenance of the low-rent
character of housing projects and the achievement of the pur-
pose of this act.

Section 13. Planning, Zoning and Building Laws. All pro-
jects of a municipality or county are subject to the planning,
zoning, sanitary and building laws, ordinances, and regulations
applicable to the locality in which the project is situated.

Section 14. Bonds. A municipality or county may issue
bonds from time to time in its discretion for the purpose of
the housing of persons of low-income. It may issue refunding
bonds for the purpose of paying or retiring bonds previously
issued by it. It may issue such types of bonds as it may
determine, including (without limiting the generality of the
foregoing) bonds on which the principal and interest are

3. In some states, municipalities and counties may already
have adequate statutory bonding powers which can be used for low-
rent housing purposes. In these cases, these bonding powers could
be incorporated by reference in this bill. Local counsel should
be consulted concerning the legal acceptability of this method.
payable: (1) exclusively from the income and revenues of the
project financed with the proceeds of such bonds; or (2) ex-
clusively from the income and revenues of certain designated
projects whether or not they are financed in whole or in part
with the proceeds of the bonds. Any such bonds may be addition-
ally secured by a pledge of any loan, grant, or contributions,
or parts thereof, from the federal government or other source,
or a pledge of any income or revenues connected with a housing
project.

Neither the governing body nor any person executing the bonds
is liable personally on the bonds by reason of the issuance
thereof. The bonds issued under the provisions of this act
(and the bonds shall so state on their face) shall be payable
solely from the sources provided in this section and shall not
constitute an indebtedness of the municipality or county within
the meaning of any constitutional or statutory debt limitation
or restriction and shall not under any circumstances become
general obligations of the municipality or county. Bonds issued
pursuant to this act are declared to be issued for an essential
public and governmental purpose and to be public instrumentali-
ties and, together with interest thereon and income therefrom,
are exempt from taxes. The tax exemption provisions of this
act shall be considered part of the contract for the security
of bonds and shall have the force of contract, by virtue of
this act and without the necessity of the same being restated
in the bonds, between the bondholders and each and every one
thereof, including all transferees of the bonds from time to
time on the one hand, and a municipality or county and the
state on the other.

Section 15. Form and Sale of Bonds. Bonds issued pursuant
to this act shall be authorized by resolution and may be issued
in one or more series and shall bear such date or dates, mature
at such time or times, bear interest at such rate or rates, not
exceeding six per centum (6%) per annum, be in such denomina-
tion or denominations, be in such form either coupon or regis-
tered, carry such conversion or registration privileges, have
such rank or priority, be executed in such manner, be payable in such medium of payment, at such place or places, and be subject to such terms of redemption (with or without premium) as the resolution or its trust indenture may provide.

The bonds may be sold at public or private sale at not less than par.

If any of the officers of a municipality or county whose signatures appear on any bonds or coupons cease to be such officers before the delivery of the bonds, such signatures shall nevertheless be valid and sufficient for all purposes, the same as if the officers had remained in office until the delivery. Any provision of any law to the contrary notwithstanding, any bonds issued pursuant to this act shall be fully negotiable.

In any suit, action, or proceeding involving the validity of enforceability of any bond issued pursuant to this act or the security therefor, any bond reciting in substance that it has been issued by the municipality or county to aid in financing a project shall be conclusively deemed to have been issued for such purposes and the project shall be conclusively deemed to have been planned, located, and carried out in accordance with the purposes and provisions of this act.

Section 16. Provisions of Bonds and Trust Indentures. In connection with the issuance of bonds or the incurring of obligations under lease and in order to secure the payment of the bonds, a municipality or county, in addition to its other powers, has the power:

(1) To pledge all or any part of its gross or net rents, fees, or revenues of a housing project, financed with the proceeds of the bonds, to which its right then exists.

(2) To mortgage all or any part of its real or personal property, then owned.

(3) To covenant against pledging all or any part of its rents, fees, and revenues, or against mortgaging all or any

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part of its real or personal property, acquired or held pursuant to this act, to which its right or title then exists, or against permitting or suffering any lien on such revenues or property; to covenant with respect to limitations on its right to sell, lease, or otherwise dispose of any housing project or any part thereof; and to covenant as to what other, or additional debts or obligations may be incurred by it.

(4) To covenant as to the bonds to be issued and as to the issuance of the bonds in escrow or otherwise, and as to the use and disposition of the proceeds thereof; to provide for the replacement of lost, destroyed, or mutilated bonds; to covenant against extending the time for the payment of its bonds or interest thereon; and to covenant for the redemption of the bonds and to provide the terms and conditions thereof.

(5) To covenant (subject to the limitations contained in this act) as to the rents and fees to be charged in the operation of a housing project or projects, the amount to be raised each year or other period of time by rents, fees, and other revenues, and as to the use and disposition to be made thereof; to create or to authorize the creation of special funds for moneys held for construction or operating costs, debt service, reserves, or other purposes, and to covenant as to the use and disposition of the moneys held in the funds.

(6) To prescribe the procedure, if any, by which the terms of any contract with bondholders may be amended or abrogated, the proportion of outstanding bonds the holders of which must consent to such action, and the manner in which such consent may be given.

(7) To covenant as to the use, maintenance, and replacement of any or all of its real or personal property acquired pursuant to this act, the insurance to be carried thereon, and the use and disposition of insurance moneys.

(8) To covenant as to the rights, liabilities, powers, and duties arising upon the breach by it of any covenant, condition, or obligation; and to covenant and prescribe as to events
of default and terms and conditions upon which any or all of
its bonds or obligations shall become or may be declared due
before maturity, and as to the terms and conditions upon which
such declaration and its consequences may be waived.

(9) To vest in any of its obligee or any specified propor-
tion of them the right to enforce the payment of the bonds or
any covenants securing or relating to the bonds; to vest in
such obligee the right in the event of a default by the munici-
pality or county to take possession of and use, operate, and
manage any project or any part thereof or any funds connected
therewith, and to collect the rents and revenues arising there-
from and to dispose of such moneys in accordance with its
agreement with the obligee; to provide for the powers and
duties of the obligees and to limit the liabilities thereof;
and to provide the terms and conditions upon which the obligees
may enforce any covenant or rights securing or relating to the
bonds.

(10) To exercise all or any part or combination of the
powers herein granted; to make such covenants (other than in
addition to the covenants herein expressly authorized) and to
do any and all such acts and things as may be necessary or
convenient or desirable in order to secure its bonds, or, in
the absolute discretion of the municipality or county as will
tend to make the bonds more marketable notwithstanding that
such covenants, acts, or things may not be enumerated herein.

Section 17. Construction of Bond Provisions. This act,
without reference to other statute of the state, constitutes
full authority for the authorization and issuance of bonds
hereunder. No other laws with regard to the authorization or
issuance of bonds or the deposit of the proceeds thereof, that
requires a bond election or in any way impedes or restricts
the carrying out of the acts herein authorized to be done
shall be construed as applying to any proceedings taken here-
under or acts done pursuant hereto.

Section 18. Remedies of an Obligee. An obligee of a munici-
pality or county has the right in addition to all other rights
which may be conferred on the obligee, subject only to any
contractual restrictions binding upon the obligee:
(1) By mandamus, suit, action, or proceeding at law or in
equity to compel a municipality or county and the officers,
agents, or employees thereof to perform each and every term,
provision and covenant contained in any contract of the munici-
pality or county with or for the benefit of the obligee, and
to require the carrying out of any or all such covenants and
agreements of the municipality or county and the fulfillment of
all duties imposed by this act.
(2) By suit, action, or proceeding in equity, to enjoin
any acts or things which may be unlawful, or the violation of
any of the rights of obligee of the municipality or county.

Section 19. Additional Remedies Conferrable by the Munici-
pality or County. A municipality or county has power, by
its resolution, trust indenture, mortgage, lease or other
contract, to confer upon any obligee the right (in addition
to all rights that may otherwise be conferred), upon the
happening of an event of default as defined in the resolution
or instrument, by suit, action or proceeding in any court of
competent jurisdiction:
(1) To cause possession of any project or any part thereof
to be surrendered to any such obligee.
(2) To obtain the appointment of a receiver of any project
of the municipality or county or any part thereof and of the
rents and profits therefrom. If a receiver is appointed, he
may enter and take possession of such project or any part there-
of and operate and maintain same, and collect and receive all
fees, rents, revenues, or other charges thereafter arising
therefrom, and shall keep such moneys in a separate account or
accounts and apply the same in accordance with the obligations
of the municipality or county as the court shall direct.
(3) To require the municipality or county and the officers,
agents, and employees thereof to account as if it and they
were the trustees of an express trust.
Section 20. Exemption of Property from Execution Sale. All property, including funds, acquired or held by a municipality or county pursuant to this act shall be exempt from levy and sale by virtue of an execution, and no execution or other judicial process shall issue against the property, nor shall any judgment against the municipality or county be a charge or lien upon such property, but the provisions of this section shall not apply to or limit the right of obligees to pursue any remedies for the enforcement of any pledge or lien given by the municipality or county on its rents, fees or revenues or the right of the federal government to pursue any remedies conferred upon it pursuant to the provisions of this act. A municipality or county may waive its exemption hereunder with respect to claims against any profit-making enterprise occupying any portion of a project, provided that such waiver does not affect or impair the rights of any obligee of the municipality or county.

Section 21. Aid from Federal Government. In addition to the powers conferred upon a municipality or county by other provisions of this act, a municipality or county may borrow money or accept contributions, grants, or other financial assistance from the federal government for or in aid of any project or related activities concerning health, welfare, economic, educational, environmental, and similar problems of persons of low income, to take over or lease or manage any project or undertaking constructed or owned by the federal government, and to these ends, to comply with such conditions and enter into such contracts, covenants, mortgages, trust indentures, leases, or agreements as necessary, convenient, or desirable. It is the purpose and intent of this act to authorize any municipality or county to do any and all things necessary or desirable to secure the financial aid or cooperation of the federal government in the provision of decent, safe, and sanitary dwellings and maintaining a wholesome living environment for persons of low income by the municipality.
or county. To accomplish this purpose a municipality or county, notwithstanding the provisions of any other law, may include in any contract for financial assistance with the federal government any provisions which the federal government may require as conditions to its financial aid not inconsistent with the purposes of this act.

Section 22. Transfer of Possession or Title to the Federal Government. In any contract with the federal government for annual contributions to a municipality or county the municipality or county may obligate itself (which obligation shall be specifically enforceable and shall not constitute a mortgage notwithstanding any other laws) to convey to the federal government possession of or title to the project to which the contract relates, upon the occurrence of a substantial default (as defined in such contract) with respect to the covenants and conditions to which the municipality or county is subject; the contract may further provide that in case of such conveyance, the federal government may complete, operate, manage, lease, convey, or otherwise deal with the project and funds in accordance with the terms of such contract; but if the contract requires that, as soon as practicable after the federal government is satisfied that all defaults with respect to the project have been cured and that the project will thereafter be operated in accordance with the terms of the contract, the federal government shall reconvey to the municipality or county the project as then constituted.

Section 23. Eminent Domain. A municipality or county has the right to acquire by the exercise of the power of eminent domain any real property or interest therein which it may deem necessary for its purposes under this act after the adoption by it of a resolution declaring that the acquisition of the real property described therein is necessary for such purposes. A municipality or county may exercise the power of eminent domain in the manner provided in [insert appropriate statutory citation], and acts amendatory thereof or supplementary there-
now or which may hereafter be provided by any other statutory provisions for the exercise of the power of eminent domain.

Property already devoted to a public use may be acquired in like manner, provided that no real property belonging to any public body may be acquired without its consent.

Section 24. Cooperation in Undertaking Projects. For the purpose of aiding and cooperating in the planning, undertaking, construction, or operation of projects located within its jurisdiction, any public body may upon such terms, with or without consideration, as it determines:

(1) Dedicate, sell, convey, or lease any of its interest in any property, or grant easements, licenses or any other rights or privileges therein to a municipality or county, or to the federal government.

(2) Cause parks, playgrounds, recreational, community, educational, water, sewer, or drainage facilities, or any other works which it is otherwise empowered to undertake, to be furnished adjacent to or in connection with such projects.

(3) Furnish, dedicate, close, pave, install, grade, regrade, plan, or replan streets, roads, roadways, alleys, sidewalks, or other places which it is otherwise empowered to undertake.

(4) Plan or replan, zone or rezone any parts of such public body; make exceptions from building regulations and ordinances; make changes in its map.

(5) Cause services to be furnished to a municipality or county of the character which such public body is otherwise empowered to furnish, and provide facilities and services (including feeding facilities and services for tenants), for or in connection with housing projects.

(6) Enter into agreements with respect to the exercise by such public body of its powers relating to the repair, improvement, condemnation, closing or demolition of unsafe, insanitary, or unfit buildings.

(7) Do any and all things necessary or convenient to aid and cooperate in the planning, undertaking, construction, or
operation of such projects.

(8) Incur the entire expense of any public improvements made by such public body in exercising the powers granted in this act.

(9) Enter into agreements (which may extend over any period notwithstanding any provision or rule of law to the contrary), with a municipality or county respecting action to be taken by such public body pursuant to any of the powers granted by this act. If title to or possession of any project is held by any public body or governmental agency authorized by law to engage in the development or administration of low-rent housing or slum clearance projects, including any agency or instrumentality of the United States of America, the provisions of such agreements shall inure to the benefit of and may be enforced by such public body or governmental agency.

Any sale, conveyance, lease or agreement provided for in this section may be made by a public body without appraisal, public notice, advertisement, or public bidding, notwithstanding any other laws to the contrary.

Section 25. Agreements as to Payments by a Municipality or County. In connection with any project of a municipality or county located wholly or partly within the area in which any public body is authorized to act, any public body may agree with the municipality or county with respect to the payment by the municipality or county of such sums in lieu of taxes for any year or period of years as are determined by the municipality or county to be consistent with the maintenance of the low-rent character of housing projects or the achievement of the purposes of this act.

Section 26. Other State and Local Aid. In addition to other aids provided herein, any public body is empowered to provide financial aid in connection with a housing project by loan, donation, grant, contribution, and appropriation of money; by abatement or remission of taxes, or payments in lieu of taxes, or other charges; or by any other means.
Section 27. Housing Bonds; Legal Investments and Security.
The state and all public officers, municipal corporations, political subdivisions, and public bodies, all banks, bankers, trust companies, savings banks and institutions, building and loan associations and savings and loan associations, investment companies, insurance companies, insurance associations, and other persons carrying on a banking or insurance business, and all executors, administrators, guardians, trustees, and other fiduciaries may legally invest any moneys or funds belonging to them or within their control in any bonds issued pursuant to this act or issued by any public housing authority or agency in the United States, any of its Territories, the District of Columbia, Puerto Rico, Guam, or the Virgin Islands, when such bonds are secured by a pledge of annual contributions or other financial assistance to be paid by the United States government or any agency thereof, or when such bonds are secured by an agreement between the United States government or any agency thereof and the municipality, county, public housing authority, or agency in which the United States government or any agency thereof agrees to lend to the municipality, county, public housing authority, or agency, prior to the maturity of the bonds, moneys in an amount which (together with any other moneys irrevocably committed to the payment of interest on the bonds) will suffice to pay the principal of the bonds or other obligations with interest to maturity, which moneys under the terms of the agreement are required to be used for this purpose, and such bonds shall be authorized security for all public deposits and shall be fully negotiable in this state; it being the purpose of this section to authorize any of the foregoing to use any funds owned or controlled by them, including (but not limited to) sinking, insurance, investment, retirement, compensation, pension and trust funds, and funds held on deposit, for the purchase of any such bonds or other obligations, but nothing contained in this section shall be construed as relieving any person, firm or corporation from any duty of
exercising reasonable care in selecting securities. The provisions of this section shall apply notwithstanding any restrictions on investments contained in other laws.

Section 28. Exercise of Powers. (a) A municipality or county may itself exercise its housing project powers (as hereinafter defined) or may, if its governing body determines such action to be in the public interest, establish a housing authority pursuant to section 29 or established heretofore under the provisions of [cite appropriate state act] and elect to have these powers exercised by it. If the governing body makes such a determination and establishes a housing authority, it shall be vested with all of the housing project powers in the same manner as though all these powers were conferred on the housing authority instead of the municipality or county or if the governing body does not elect to make the foregoing determination, the municipality or county in its discretion may exercise its housing project powers through a board or commission or through such officers as its governing body may be resolution designate, except that the following functions must be exercised by the municipality or county itself: (i) The findings required to be made as provided in section 4; (ii) the power to approve a housing project; (iii) the powers relating to cooperation among municipalities and counties under section 6; (iv) the powers of municipalities and counties under subsection (a) of this section; and (v) the power to establish a housing authority under the provisions of sections 29 and 30.

Section 29. Creation of Housing Authorities. (a) Municipal and County Authorities. There may be created in each municipality and county a public body corporate and politic to be known as the "housing authority" of a municipality or county.

(b) Authorities for Municipalities or Counties, or Combinations thereof, Joining or Cooperating. If the governing body of each of two or more municipalities or counties, or combinations of municipalities and counties, has made the finding prescribed in section 3, has taken the necessary action to coop-
erate with one another as provided in section 7, and has elected
as provided in section 28 to have its housing project powers
exercised by a housing authority created for all the municipal-
ities or counties so joining or cooperating, a public body cor-
porate and politic to be known as a regional housing authority
shall thereupon exist for all these municipalities or counties,
or combinations thereof. Additional municipalities or counties
may elect to have the regional authority exercise their powers
upon taking the foregoing actions, and with the consent by
resolution of all the municipalities and counties theretofore
having elected to have their powers exercised by the regional
authority.

(c) Appointment, Qualifications, Tenure and Meetings of
Housing Authority Commissioners. If a housing authority has
been created and authorized to exercise housing project powers,
commissioners of the authority shall be appointed as follows:

(1) In the case of a municipal housing authority, the
mayor [with the advice and consent of the governing body] shall
appoint [five] persons as commissioners. In the case of a
county housing authority, the governing body shall appoint
[five] commissioners.⁴ Alternative A: Commissioners who are
first appointed to a municipal or county authority shall be
designated to serve for terms of one, two, three, four and
five years, respectively, from the date of their appointment,
but thereafter commissioners shall be appointed as aforesaid
for a term of office of five years and thereafter until their
successor shall be chosen except that all vacancies shall be
filled for the unexpired term. Alternative B: The term of
office of each commissioner shall be [ ] year[s] and there-
after until their successor shall be chosen.

(2) In the case of a regional housing authority, the
governing body of each municipality and county participating

⁴. Variations in appointive practices among the states may re-
quire that other language be used to indicate what official or body
appoints members to the authority and how officers of the authority
are selected. Care should be taken to provide proper procedures for
both municipalities and counties.
shall appoint one person as a commissioner of the authority.

In the event only two municipalities or counties or a combina-
tion thereof are participating, the commissioners appointed
by the governing bodies of the participants shall appoint one
additional commissioner. The commissioners of a regional
authority shall be appointed for terms of [five] years, except
that all vacancies shall be filled for the unexpired term.

(3) Each commissioner shall qualify by taking the
official oath of office prescribed by general statute.

(4) A commissioner shall receive no compensation for
his services but shall be entitled to the necessary expenses,
including traveling expenses, incurred in the discharge of his
duties. Each commissioner shall hold office until his successor
has been appointed and has qualified. A certificate of appoint-
ment or reappointment of any commissioner shall be filed with
the authority, and this certificate shall be conclusive evidence
of the due and proper appointment of the commissioner.

(5) The powers of each authority shall be vested in
the commissioners thereof in office from time to time. A
majority of the commissioners of an authority shall constitute
a quorum for the purpose of conducting its business and exer-
cising its powers and for all other purposes, notwithstanding
the existence of any vacancies. Action may be taken by the
authority upon a vote of a majority of the commissioners present,
unless in any case the bylaws of the authority shall require a
larger number. Meetings of the commissioners of an authority
may be held anywhere within the area of operation of the
authority or within any additional area in which the authority
is authorized to undertake a project.

(6) The commissioners of an authority shall elect a
chairman and vice-chairman from among the commissioners. An
authority may employ an executive director, legal and technical

5. See footnote 4.
experts and such other officers, agents and employees, per-
manent and temporary, as it may require, and shall determine
their qualifications, duties and compensation. An authority
may delegate to one or more of its agents or employees such
powers or duties as it may deem proper.
(d) Contracts of an Authority. In any suit, action, or
proceeding involving the validity or enforcement of or rela-
ting to any contract of the authority, an authority shall be
conclusively deemed to have become established and authorized
to transact business and exercise its powers upon proof of
compliance with the provisions of subsections (a) or (b)
of this section, as the case may be. A copy of the resolutions
required to be adopted by the governing body electing to have
its housing project powers exercised by a housing authority
shall be filed with the clerk. A copy of the resolution duly
certified by the clerk shall be admissible in evidence in any
suit, action, or proceeding.
Section 30. Interested Public Officials, Commissioners, or
Employees. No public official or employee of a municipality
or county board or commission exercising housing project powers,
and no commissioner or employee of a housing authority which
has been vested by a municipality or county with housing pro-
ject powers under section 28, shall voluntarily acquire any
interest, direct or indirect, in any project or in any prop-
erty included or planned to be included in any project, or in
any contract or proposed contract relating to any housing
project. If any officer, commissioner, or employee involuntar-
ily acquires any interest, or voluntarily or involuntarily
acquired any interest prior to appointment or employment as
an officer, commissioner or employee, the officer, commissioner,
or employee, shall immediately disclose his interest in writ-
ing to the public body exercising housing project powers, and
the disclosure shall be entered upon its minutes, and the

6. States may wish to make these positions subject to civil
service regulations by inserting appropriate provisions.
officer, commissioner or employee shall not participate in any
action by the public body relating to the property or contract
in which he has any interest. Any violation of the foregoing
provisions of this section constitutes misconduct in office.
This section shall not be applicable to the acquisition of any
interest in bonds of the municipality, county, or authority
issued in connection with any housing project, or to the execu-
tion of agreements by banking institutions for the deposit or
handling of funds in connection with a project or to act as
trustee under any trust indenture, or to utility services the
rates for which are fixed or controlled by a governmental agency.

Section 31. Removal of Housing Authority Commissioners.
For inefficiency, neglect of duty, or misconduct in office, a
commissioner of an authority may be removed by the mayor (or
in the case of an authority for a county or regional authority,
by the body or official which appointed the commissioner), but a
commissioner shall be removed only after a hearing and after
he shall have been given a copy of the charges at least 10 days
prior to the hearing and had an opportunity to be heard in per-
son or by counsel. In the event of the removal of any com-
missioner, a record of the proceedings, together with the
charges and findings thereon, shall be filed in the office of
the clerk.

Section 32. Reports. At least once a year an authority
exercising housing project powers shall file with the clerk a
report of its activities for the preceding year and make recom-
endations with reference to such additional legislation or
other action as it deems necessary in order to carry out the
purposes of this act.

Section 33. State Aid. (a) The [insert name of appropri-
ate agency of state government] shall provide technical and
advisory assistance, upon request, to municipalities and
counties for a housing project as defined in this act.
Such assistance shall include, but need not be limited to,
special statistical and other studies and compilations, tech-
technical evaluations and information, training activities, pro-
essional services, surveys, reports, documents, and any other
similar service functions. 7

(b) The [appropriate state agency] may make low-income hous-
ing grants to municipalities and counties for [ ] percent of
the individual net project costs. Such grants shall be made
from funds appropriated by the legislature for these purposes
and shall be exclusive of those costs reimbursed or paid by
grants from the federal government. 8

(c) The [agency] may (1) finance, by mortgage loans or
otherwise, the construction of rehabilitation of housing proj-
ects in this state, (2) make temporary loans or advances in
anticipation of permanent loans and issue bonds, bond anticipa-
tion notes, and other obligations of the agency payable solely
from the revenues or other funds of the agency and (3) otherwise
assist with housing projects as provided in this act.

Section 34. Separability. [Insert separability clause.]
Section 35. Effective Date. [Insert effective date.]

7. States may wish to authorize provision of such technical
services to local governments on a reimbursable basis. However,
rather than provide authorization within this statute, such states
might consider a separate act providing general authorization for
all state agencies to provide technical services as proposed in the
draft bill, "State Technical Services for Local Government," p. 241
of this volume.

8. The draft bill, "State Financial Assistance and Channeliza-
tion of Federal Grant Programs for Urban Development," on page 234
of this volume gives the states a meaningful and effective role in
federal programs of grants-in-aid to local governments for urban de-
velopment. States may wish to consider the provisions set forth in
this bill as guidelines in drafting this subsection or passage of a
separate act to encompass several programs in federally aided fields
of local activity.
PUBLISHED REPORTS OF THE ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS


*Measures of State and Local Fiscal Capacity and Tax Effort. Report M-16. October 1962. 150 pp., printed. ($1.00)


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