

**Report
and
Recommendations**



**UMATILLA COUNTY
CHARTER REVIEW ADVISORY COMMITTEE**

December 1, 1994

REPORT AND RECOMMENDATIONS

UMATILLA COUNTY

CHARTER REVIEW ADVISORY COMMITTEE

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December 1, 1994

Hon. Board of Commissioners
Umatilla County
216 S.E. Fourth St.
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Dear Commissioners:

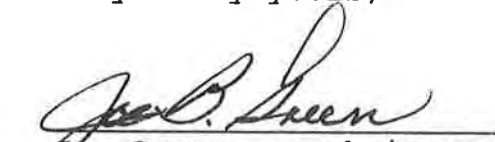
The County Charter Review Advisory Committee is pleased to present this report of its recommendations regarding operation of Umatilla County under provisions of the Home Rule Charter approved by the voters in 1992.

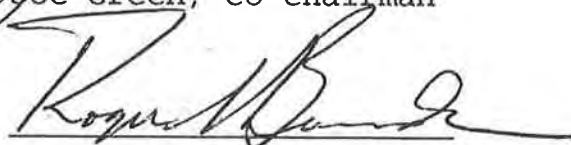
As communicated by the County Commission the Charter Review Advisory Committee was given the charge to "review county structure and function; develop a restructure plan where needed, and recommend how it can be implemented." Our goal has been "to make county government more efficient and effective in the delivery of services to the citizens of Umatilla County."

The report is arranged to present the Committee's recommendations in each of the areas identified by the Commissioners.

The Committee held more than a dozen meetings and received substantial input from citizens, professional representatives of local, state and non-profit agencies, and numerous county employees at all levels. Our task could not have been accomplished without the valuable contributions of these interested and concerned citizens.

Very truly yours,


Joe Green, Co-Chairman


Roger Bounds, Co-Chairman

UMATILLA COUNTY CHARTER REVIEW ADVISORY COMMITTEE

COMMITTEE MEMBERS

Roger Bounds - Hermiston Co-Chairman	Former CEO of Inland Empire Bank; Community leader; member of Charter Committee.
Joe Green - Pendleton Co-Chairman	Retried C.P.A.; Community leader; Chaired long range Planning Committee; current Chair of the County Budget Committee.
Don Cook - Pendleton	Retired Executive Director of P.G.G.; Community leader; former Chair of the County Budget Committee ; member of Charter Committee.
Jeanne Hughes - Pendleton	Former County Commissioner; Community leader; served on Charter Committee; liaison with County's long range Planning Committee.
Bill Jones - Pendleton	Umatilla County Attorney
Jolene Meadows - Pendleton	County Employees Union Representative.
Mary Nicholson Milton-Freewater	Mayor of Milton-Freewater; Community leader
Greg Pierce - Pendleton	Head of BMCC Criminal Justice Department; Community leader
Clint Reeder - Helix	Former President of the Wheat League; Leader in the Community and Agriculture; on the County Planning Commission.

Staff

Bruce Peet - Pendleton	Umatilla County Director for Economic Development/Budget Officer; former City Manager of Sheridan.
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GOAL STATEMENT

To develop a recommendation to the County Commissioners wherein:

We are to develop a plan to restructure, wherever necessary, county departments, operations, activities and procedures which will combine to operate the County more efficiently as a unit and produce adequate and essential public service at minimum cost.

In considering this recommendation, this Committee shall be guided by the following criteria and standards:

1. County government shall be responsive to and accessible to the needs of all its citizens. We should develop a stable, reliable system of county government which provides essential public service. Our foremost concern should be the effective delivery of government programs.
2. County government shall seek to coordinate whenever possible with other cities, counties and other institutions for joint operations of government service. County government should be guided by an area approach to service wherever possible with proper distribution of administration and other costs.
3. County government shall seek personnel accountability in order that the duties of each employee are known and the lines of responsibility are defined.

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4. County government shall require responsible management from all personnel who are in charge of departments or services and they shall be encouraged to seek the most efficient means of providing the service through cooperation between Teams, Departments and employees.

5. County government shall promote a teamwork approach to rendering the services of government. This goal will be carried out through the administration fostering cooperation between departments and employees together with cross training of employees to serve in more than one department or position.

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**TRANSITION OF ELECTED OFFICES TO
APPOINTED POSITIONS**

Introduction

The offices of County Treasurer, County Assessor, County Clerk and County Surveyor will become vacant upon the expiration of the term of office of each current incumbent officer. All of the current terms of office expire on January 1, 1995.

Pursuant to the County Charter, the above offices are no longer elective positions. The creation of a vacancy occasioned by the expired term of each office requires action by the Board of Commissioners in order to maintain continuity of the duties and responsibilities of each of these officers.

Recommendations

1 . County Assessor

The position of County Assessor should remain unchanged with respect to current duties and responsibilities. The position of County Assessor should retain the status and rank of Department Head. Qualification of the successor to the incumbent Assessor should be at a level no less than the county's present standards of qualification.

2. County Clerk

The position of County Clerk should be re-designated as the Director of Records and Elections. The Director should continue to oversee and supervise the offices of records and elections as one unit of operation, in order to retain the

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advantage and capability of present staff to perform duties within both areas of activity.

The Department of Records and Elections should be made a part of the Administrative Services Team. The Director of Records and Elections should report to the County Administrator.

The Director of Records and Elections should retain the authority of Department Head over operations in the combined records and elections offices, with responsibility to oversee and direct all records and elections procedures and functions performed by the county under statute, including authority to determine, schedule and assign work tasks among all subordinate staff serving in records and elections capacities.

3. County Treasurer

The position title of County Treasurer should be eliminated and the duties and responsibilities of this position should be combined with the County Accountant into a single office or position. An appropriate title for this combined position is left to the Board of Commissioners to decide, although the Committee suggests the title of County Comptroller. In defining the professional standards which best match the position's responsibilities, the Commissioners should consider the importance of obtaining appropriate technical and professional expertise capable of developing and maintaining effective accounting controls and management information systems.

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The position should be given responsibility and authority to direct all financial operations of the county, except those duties assigned to the County Budget Officer.

4. Budget Officer

The County Budget Officer, a non-elective office, is not in transition. However, the Committee feels that in view of the above recommendation, the role of this office should be clarified. The Committee believes that the principal role of the Budget Officer is one of fiscal planning and oversight, with a strong emphasis on the provision of assistance, to the Board and all Departments, in managing the County's overall fiscal structure. Hence, the Committee recommends that the position of Budget Officer should remain in its present capacity as a Staff function of the Board of Commissioners.

5. County Surveyor

The Commissioners should continue the past practice of obtaining services of a County Surveyor by means of a contract for services. This has allowed the service to fluctuate according to variable demand, while assuring its continuous availability.

6. All Transition Offices

All of the positions in transition should be considered as open positions as of January 1, 1995. Subject to the Board's determination to modify, combine or eliminate any position, each one should be filled in accordance with Board of Commissioners policies for new hires, with the exception of County Surveyor. The latter position should be considered

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open for contractual acquisition of services according to terms specified by the Board of Commissioners.

The Board of Commissioners should proceed immediately to prepare and conduct a recruitment process for the open positions, in order to assure that selected candidates are available to assume their responsibilities without a lapse in continuity of the affected Departments or functions.

Rationale

The Board of Commissioners has asked the Charter Review Advisory Committee to present recommendations regarding the actions which may be taken by the Board in relation to the transition of these county officer positions upon the expiration of the incumbents' terms of office.

The Committee has considered the following factors to be relevant and supporting of its recommendations regarding these positions.

1. Authority of the Board of Commissioners

Article IV, Section 2 of the County Charter specifies that the only elected administrative officers of the county are the Commissioners and the Sheriff. Article IV, Section 3(2), states:

"all administrative officers and employees of the county other than elective administrative officers shall be appointed by the Board or pursuant to its authority."

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In respect to appointed officers, the remainder of Section 3 and all of Section 4 of the Charter provides the Board with authorities to:

- prescribe the functions of appointed officers;
- order, arrange and prescribe the functions of departments;
- allocate statutory authorities and responsibilities within or among departments.

It is clear from the above that control and supervision over the functions of Treasurer, Assessor, Clerk and Surveyor are vested in the Board of Commissioners, and the Board is granted some latitude in the exercise of this power.

2. Necessity of the Positions

Oregon statutes prescribe duties and responsibilities with respect to each of the transition officers identified above. Without enumerating those provisions, it is apparent that a continuation of those responsibilities of office is a duty placed on Umatilla County under provisions of Home Rule. Therefore, in some manner, the Board must designate functions to appointed officers and departments previously administered by elected officials. Abolishing the duties and responsibilities associated with these offices is not an option.

However, under Home Rule, the Board is at some liberty to re-structure, re-name or re-assign these duties. This accrues from the Board's obligation to provide functions as opposed to

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officers. Therefore, whether the positions remain in name or not, it is possible to incorporate the responsibilities and duties of the four positions in any re-ordering of departments.

3. Effect of Current Policies

Where appropriate, the county may obtain services by entering into personal services contracts with individuals or firms. Generally, personal service contracts are limited in their application and use. Mostly, appointment to positions of employment in Umatilla County is governed by policies and procedures adopted by the Board and administered by Human Resources. Under current policy, the Commissioners may fill positions by several methods, including promotion or reassignment of existing staff or recruitment from the available workforce. Recommendations for appointment should be based on an individual's qualifications to perform duties and responsibilities prescribed in a standard job description. Appointment of persons to assume duties ascribed to the transition offices should result from a process which is consistent with the County's normal hiring practices.

4. Timing

The time remaining until the transition is short. It is important that the Charter Committee provide the Board of Commissioners with a recommendation which allows sufficient time for implementation, so that continuation of duties and functions of these offices may occur without lapse or interruption.

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5. Circumstances Particular to the Positions

While the elective positions share in common some factors with respect to their transition, some differences in current status exist between them.

Both the County Treasurer and County Clerk offices have been occupied as full time positions, maintaining regular hours and performing daily duties and responsibilities. In addition, the Clerk has supervised several staff in functions of records and elections, whereas the Treasurer is essentially a one-person operation.

The County Assessor office is currently held by an appointee filling an unexpired term of office. The Assessor also works regular hours and supervises a large staff. However, the individual holding the office intends to leave public service at the end of the year. After December 31st, 1994, the office will become vacant and the officer holder will depart.

In the past, the work relationship with the County Surveyor has been contractual and services are rendered part-time. In continuing this practice, the Commission may seek the most qualified and available professional services.

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COUNTY ORGANIZATIONAL CHART

Recommendation

The Charter Advisory Committee recommends the adoption of an organizational chart for Umatilla County. The chart should graphically represent the structural components which make up the County government organization, and display the approved lines of authority within the organizational structure.

Rationale

The Committee observes that there is no officially recognized organizational chart for Umatilla County. With the advent of Home Rule, changes will occur to the General Government organization which is Umatilla County's tradition.

In choosing a model to recommend for a county organizational structure under Home Rule, the Committee has studied the organization of other Oregon Counties, including both Home Rule and General Government Counties. The Committee has attempted to balance the structural and authority relationships provided within our County Home Rule Charter with the concept of Team Management. This concept is seen as an administrative process which may be used within a Home Rule environment. Further discussion of this concept begins on Page 16.

It should be noted that the office of District Attorney is included in the structure of the organizational chart and the scope of these recommendations. Even though the District Attorney is technically a state elected official, services of this office are provided in the annual County budget and some

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of this Department's administration is governed by County policies. The District Attorney is included in the organizational chart for these reasons.

An organizational chart showing lines of authority is presented on Page 40. The recommended organizational structure portrays an arrangement where the individually managed departments are combined into four Teams, whose functions are broadly defined and whose principal purposes are to promote better coordination, communication and interaction among and between the individual Departments.

There is great variety in the spectrum of Departmental programs and services provided by Umatilla County government. After considering organizational structures of several Oregon Counties, the Committee observed there is no single criterion by which to order or classify Departmental relationships; numerous different arrangements are used around the state. In proposing to form Departments into Teams, the Committee has attempted to create assemblies based on the broad functional relationships of Public Safety/Human Services, Community Development, Financing and Administration,. The first three Teams are made up of those related Department programs or services which the County provides to its citizens. The fourth Team includes the Department of Records and Elections as well as that group of internal services which provide support to all other Departments. The Administrative Services Team is supervised by the County Administrator, who directly serves, together with Legal Counsel, Budget Officer and Human Resources Director, as Staff to the Board of Commissioners.

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COUNTY ADMINISTRATOR

Recommendation

The Charter Advisory Committee recommends that the Board of Commissioners appoint a County Administrator to provide the coordination between the Board and the Teams and Departments and between the Departments themselves, that will result in more efficient accomplishment of all the tasks necessary to effectuate Board policy and provide timely delivery of services to the public.

The Administrator will serve in a staff capacity to the Board of Commissioners, and report directly to the Board. The Administrator will occupy a staff relationship to the four Teams that are comprised of the Departments, and will serve as convener and chair of the Central Liaison Team, as described on Page 20 (also see diagram on Page 41).

The Administrator will have full line authority as Department Head of the Department of Administrative Services. In this Capacity, he or she will provide general supervision and direction to the Director of Records and Elections, and to the Managers or Directors of Central Supply, Communications, Data Processing, Facility Maintenance, Public Relations, Printing, and Law Library services.

In addition to supervising the Administrative Services Department, the County Administrator will have responsibility for the following functions:

- To maintain a computerized, consolidated, comprehensive property book for all non-expendable

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assets owned or leased by the County. The book will be updated as necessary.

- To maintain a consolidated, comprehensive set of County-wide policies and procedures. Policies and procedures will be updated on a regular basis.
- To act as the County's Public Relations Officer within the scope of duties and responsibilities recommended on Page 38.
- To attend all Board of Commissioners meetings and ensure that the proper Team Leaders, Department Heads or staff are present at Board meetings to discuss and recommend courses of action necessary to accomplish Board policy and the specific tasks required by that policy. The County Administrator will record tasks assigned by the Board, monitor activities undertaken to accomplish those tasks, report progress back to the Board, and coordinate with the Board's Office Manager who maintains the calendar for each Commissioner.

Appointment of the County Administrator should be subject to the discretion of the Board of Commissioners under current policy. That is, the Administrator position may be filled by promotion or re-assignment from among existing, qualified personnel, or may be recruited pursuant to regular County hiring practices.

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Rationale

This Committee has observed that after the Board of Commissioners determines and sets policy for the County, that there are instances where coordinated prioritization, management, follow-up and reporting of all of the individual department actions necessary to achieve the overall policy are currently lacking. This disorganization within the county's administrative process underlies many of the fundamental issues which have been brought to the Committee's attention, and perpetuates the conditions which prevent accomplishing the Goals defined by this Committee.

The Charter Review Advisory Committee is cognizant of provisions contained in Article VII, Section 2 of the County Charter, prescribing an election on the question of how the County Board of Commissioners should be structured. Within these same provisions is the question of centralized management under a County Manager. These questions will be presented to the voters no later than the 1996 general election. In view of these facts, it is apparent to the Committee that the county's voters are privileged to determine fundamental questions of County structure and management.

It is the general opinion of this Committee that centralization of some or all management functions within the county's operating structure would be effective in accomplishing the Goals this Committee has defined, and beneficial in relation to solving operational issues and problems which have been brought to our attention, both from current county employees and from other sources. Nevertheless, a recommendation by this Committee to immediately centralize all functions of county management may

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be perceived as usurping the privilege which the electorate has been guaranteed.

Centralizing and standardizing administrative procedures among Departments appears to be a major area in which to achieve early benefits. Therefore, establishing a position of County Administrator is intended as a means to achieve a transitional degree of management oversight within the organizational structure, scaled to the level of need which this Committee believes is most pronounced and important to any improvement in the efficiency, operation and delivery of county services. Furthermore, the proposed County Administrator has explicitly limited authority which does not substitute or replace the executive authority currently vested in the elected Board of Commissioners. The proposed County Administrator is not, therefore, a County Manager as referred to in the County Charter.

In the event the alternative of a non-compensated, five member Board of Commissioners and a professional manager is rejected by the voters in 1996, this Committee believes that the Board of Commissioners retains, at that time, authority to establish, revise or continue any form of delegated management authority, just as it does today. Conversely, if the election favors this alternative, implementation of that decision by the Commissioners would not be impeded; in fact, would be facilitated, by the recommendations of this Committee.

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TEAM MANAGEMENT CONCEPT

Recommendation

The Committee recommends that the concepts of Teams and a Team Liaison approach be developed and used to administer the decisions and actions necessary to achieve the Goals we have presented.

The concept of Teams as presented in this Report is meant to describe a participatory process of reaching management decisions and actions. The objectives of this concept are to encourage constructive participation by Department Heads, Managers and employees, to contribute ideas, identify problems and devise solutions for achieving desired results, to foster effective communication, and to preserve the authority of elected officials in their capacity to make policy decisions for the County.

Developing the tools and applying the techniques of Team Management involves putting into place a system of inter-related parts. Each of those parts is further described below:

Team Management Recommendations

1. Consolidate the number of individual County departments into four Teams, comprised of the following Departments:

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Finance, Assessment and Taxation Team

Assessor Department
Finance Department (includes Accounting &
Treasurer functions)
Foreclosed Property Sales Department
Tax Collection Department

Public Safety/Human Services Team

Chemical Stockpile Emergency Preparedness Program
Children and Families Commission (Dept. Manager)
Community Corrections
Department of Law Enforcement (County Sheriff)
District Attorney
Emergency Management
Juvenile Services and Detention
Mental Health
Public Health
Veterans Services

Community Development Team

Co-operative Agricultural Extension
County Fair
County Surveyor
Economic Development
Land Use Planning
Parks
Road Department
Watermaster
Weed Control

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Administrative Services Team

Central Supply
Communications (Courthouse Switchboard)
Data Processing
Facility Maintenance
Law Library
Printing
Public Relations/Public Information
Records and Elections

2. Institute use of Team Management techniques

The Committee recommends that the purpose of Teams as task-oriented, problem solving work groups of Department Managers be authorized and supported by the Board of Commissioners. Each Team will assist the individual Departments in planning, organizing, budgeting, coordinating, communicating and directing Departmental functions and provide for communication and assistance to other Teams. Each Team may have a liaison County Commissioner.

3. Team Leadership Selection

The Committee recommends that each Team be supported by a designated Team Leader. The Team Leader might be selected by the members of their respective Teams or candidates may be nominated by the Department Heads with appointments to be made by the Board. It is also suggested that the County use professional facilitators to assist in the training and staff development of both Team Leaders and Department Heads.

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4. Role of Team Leaders

The Team Leader will designate the time and place for meetings, bring issues before the Team as identified by other Departments, Commissioners, public input or other sources, and monitor the Team's follow-up and reporting activities.

5. Administrative Authority of Team Leaders

Team Leaders shall have no administrative authority over other Department Heads participating on his or her Team. Each Department Head, including the Team Leader, shall continue to be accountable for his or her department and its operation.

6. Team Meetings

Teams shall meet at least once per month. Additional consultations may occur between Department Heads as needed. Decisions between Department Heads shall be reported at Team meetings.

No action by the Teams shall be construed as the creation of County policy; the function of Teams shall remain administrative and advisory only, and the determination of County policy shall remain vested solely with the County Commissioners.

7. Use of Advisory Boards

From time to time, the Commissioners may appoint a Team Advisory Board, to be made up of citizens and professionals who will represent disciplines found on the Team. Such a Board may review and advise regarding the activities of the Team. Teams should be encouraged to advance recommendations for membership on

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any such Board, with appointments subject to Board of Commissioners approval.

8. Central Liaison Team

The four Team Leaders should be assembled with the County Administrator to form a Central Liaison Team which reports to the full Board of Commissioners through the County Administrator. (See diagram on Page 41). The County Administrator shall serve as Chairperson of the Liaison Team, but shall not have a vote on matters brought before the Central Liaison Team except in the case of a tie vote by the other Team Leaders.

In contrast to the Organizational Chart which depicts lines of authority, the diagram of the Central Liaison Team illustrates a structure for service delivery. The Central Liaison Team will serve principally as a vehicle for the implementation of policy and coordination of procedures throughout the system, to eliminate inconsistencies in the application of policies and procedures, and to provide an on-going communication forum between the County Commissioners, Departments, Advisory Boards, staff and the public.

9. Evaluating the Team Concept in Practice

All Teams shall be evaluated at the end of each year. The Board of Commissioners shall conduct the evaluation, with participation and assistance by the Central Liaison Team, to determine whether Team operation can be improved or if Teams should be continued, modified, or eliminated.

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Rationale of the Team Concept

The County's present organizational structure results in the Board of Commissioners attempting to directly manage twenty six individual departments, where each department constitutes and is treated as a separate unit of operation. Quite simply, the span of control demanded of the Board is too great. The number of departments reporting directly to the Commissioners must be reduced in order to achieve the criteria and standards incorporated into the Committee Goal Statement. A re-arrangement of departments into Teams sharing similar needs or having related purposes makes possible a concentration of management by re-structuring contact between the Board and the departments, and strengthens opportunities among and between the Departments for the exchange of information, joint decision making and consistent effort in the implementation of policies or operational practices. The concept of Teams distributes authority and accountability among all staff in a structure of shared relationships and responsibilities. Teams promote an environment in which communication and consensus building are tools with which to accomplish better and more efficient public service.

The primary objectives of all Teams will be to improve services to the public, communication between departments and excellence in departmental and program performance. Use of professional facilitators is proposed as a means to educate county personnel in applying the techniques of identifying and solving problems effectively through group co-operation and effort.

The purpose of Teams is to promote consistent practices in using the techniques of cooperation, communication,

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coordination and interaction among individual departments, between these departments and the Board of Commissioners, and between County programs and the general public. Teams shall be encouraged to invite and exchange information that will impact positively on the ways service is provided to the residents of Umatilla County.

The organization of Departments into Teams provides a vehicle for management which is flexible in structure and orientation, and is able to evolve in relation to changes in the needs of citizens who rely on County services. Teams should exercise a long range focus in planning, directing, coordinating and budgeting resources used in the delivery of services.

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ESTABLISHING A GENERAL LEDGER

Recommendation

This Committee recommends the establishment of a general ledger to record all assets, liabilities, income and expenses of the County.

Rationale

Work has begun on the establishment of a general ledger and computer accounting system to record assets, liabilities, receipts and disbursements of the County. Personnel should be encouraged to move forward with this project on a priority basis.

A general ledger offers control of the assets of the County and supplies needed information to the individual departments for budgetary and financial operations.

The present work of the ledger projects that all financial information of the County will be contained therein and monthly print outs from the computer will detail the status of revenues and disbursements of all departments in relation to their budget. A ledger is a priority need and is important to other recommendations in the financial and accounting areas. The ledger will be a tool for long range projections of budgetary needs.

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COMBINE CHIEF ACCOUNTANT AND TREASURER'S OFFICE

Recommendation

The Committee recommends that the duties of the County Accountant and the Treasurer be combined into one Department and supervised by one employee. This employee should have a title such as Comptroller/Treasurer or a similar designation.

The duties should include the supervision of all accounting and financial operations and investments of the County together with those duties specifically assigned to the Treasurer by Oregon statutes.

Rationale

At present the Treasurer works primarily on the receipts of the County and the Accountant supervises work on the disbursements and payroll. The Committee's review revealed some duplication of effort and that the Treasurer is working on cash "float" in which disbursements were recorded when paid by the bank. Meanwhile, the Accounting Department is working on a basis that disbursements are deducted from cash when the check is issued. This has resulted in considerable time consumption at the end of the month in handling bank statements and cancelled checks in both departments' bank reconciliations.

Combining these offices would allow the operations to be on a single basis and receipts and disbursements would be recorded daily into the computer general ledger. A computer print out for all departments' operations would be possible at the end of the day.

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The Treasurer's office is essentially a one person office except for two days per week when the Foreclosed Property employee is present. This means the office must be closed when the Treasurer is away to make bank deposits or other duties. Combining these offices would allow the Treasurer's office to be open at all times. It would also allow the determination of County investments to be made by a team rather than one person.

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**TRANSFER THE FORECLOSED PROPERTY EMPLOYEE TO THE
TAX COLLECTION DEPARTMENT**

Recommendation

The Committee recommends that the Foreclosed Property employee be relocated in the Tax Collection Department.

Rationale

At present the Foreclosed Property employee works two days per week in the Treasurer's office. It would appear there is no real connection between foreclosed property sales and the Treasurer's office other than to keep the office open on those two days a week if the Treasurer is away. If the Treasurer's office is combined with the Accounting Department, this need would be eliminated.

It would appear that Foreclosed Property and sale thereof has more relation to the property tax records and could be housed more properly in that area.

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PROCEDURE FOR WRITING RECEIPTS FOR MONIES
TRANSFERRED TO THE TREASURER

Recommendation

The Committee recommends a change in the procedures for writing receipts for monies turned over to the Accounting Department.

Rationale

The present procedure has been for the Department Head to summarize his or her cash turnover including a line item detail for budget purposes and then presenting this with the cash or check to the Treasurer. The Treasurer, in turn, issues a detailed receipt to the Department Head with the same information and accepts the cash. The Treasurer deposits the money and retains a copy of the receipts for accounting purposes.

We recommend that Department Heads be issued pads of "cash transfer receipts" in duplicate. The Department Head then makes out their own transfer receipt in duplicate and presents it to the Accounting Department with the cash or checks. The Accounting Department then counts the cash and signs the transfer receipt, retaining the original receipt for accounting records and issuing the duplicate copy to the Department Head.

This revised procedure will minimize the overall time in preparing the cash receipts records and will require the Department Head to prepare the line item detail, as is appropriate.

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INVENTORY OF ASSETS BY DEPARTMENT

Recommendation

This Committee recommends that a complete descriptive inventory of non-expendable assets be taken by each Department and recorded on computer. Thereafter, purchases, transfers and deletions should be recorded as they occur. An annual print out should be given to department heads for confirmation and verification. Any deficiency must be accounted for by the Department Head.

Rationale

The County has extensive assets in the form of office equipment, furniture, rolling stock and other equipment. There is a continuing need to keep track of this equipment as well as its age and condition.

We understand that there is an outdated inventory of these assets that has not been brought current for several years.

REPORT AND RECOMMENDATIONS
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MANAGEMENT INFORMATION SYSTEMS

Recommendation

The Committee recommends that a high priority emphasis be placed on providing customer service and user friendly procedures in County operations. This should be done by establishing and maintaining a superior management information system.

Rationale

The Committee has heard numerous comments concerning how services and information are accessed by citizens. Many of the examples reveal a pattern of citizen confusion occasioned by poorly communicated procedures and frustration caused by inconsistent methods. Constituent frustrations translate into voter rejection of government programs, services and funding proposals.

County citizens are also customers of county government services. So are the other public agencies and private organizations, and their employees, for whom the County provides information or services. Umatilla County needs to develop an orientation to customer service delivery, and realize the importance of marketing and management information as tools to make County programs and service more user friendly.

The use of marketing and management information systems is viewed as critically important to the success of private business. These tools are no less applicable to the business of delivering government services.

LONG RANGE PLANNING

Recommendation

The Committee recommends that a focus on long range planning be activated as a means to address issues which are emerging in state agency processes and which are of significant importance to County citizens.

Rationale

Recent state legislative decisions signal an emerging trend toward shifting the responsibility for state policy implementation to counties. The latest Regional Strategies program, and state policy calling for county-based Children and Families Commissions, illustrate this trend. State executive departments are expected to reinforce this direction toward decentralizing programs from state to county levels. The Commissioners should consider appointing a Long Range Planning Advisory Committee, as shown on the organizational chart (see Page 40). Alternatively, the Commissioners may consider giving this responsibility to the Charter Advisory Committee which is already established by provisions of the County Charter.

In addition, long range planning should also be an objective of each County department, to be coordinated by each Team Leader for the Departments in his or her Team. In addressing long range plans, Department Heads should be directed to identify social and political (state policy) factors which impact the delivery of County services, to assess changing conditions which affect the delivery of services, and to forecast personnel, equipment, facility and budgeting requirements to meet future service demands.

MANAGING FOR RESULTS THROUGH BENCHMARKS

Recommendation

The County should consider using the management techniques of Benchmarks to guide long range planning and budgeting.

Rationale

The results of Department long range planning forecasts should be incorporated into the establishment of County Benchmarks. Benchmarks offer a systematic method to select meaningful program objectives, allocate budget resources and determine the effectiveness of program delivery by focusing on desired outcomes. Department Heads should be provided training and orientation to the use of Benchmarks techniques and encouraged to solicit input from the appropriate Teams and Advisory Boards in the preparation of long range plans, and to present plans and forecasts to these groups as well as the general public.

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JOB DESCRIPTIONS

Recommendation

This Committee recommends that a comprehensive and accurate job description should be completed for every position in the County. These descriptions should help to alleviate some of the ambiguity in the duties and functions of various positions. These job descriptions will assist both the employee and the supervisor in job expectations, evaluation and accountability.

Job descriptions should be used as a basis to evaluate employee performance. Evaluations should be performed at least annually, and should include recognition of an employee's participation or contribution to his or her Team.

All personnel records must be centralized.

Rationale

We have been told that some work has been done toward job descriptions for employees of the County. This is a needed activity and should be continued.

Every position within the County should be reviewed and evaluated annually for his or her performance and accountability within the job description.

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CENTRALIZATION AND MODERNIZATION OF COUNTY RECORDS

Recommendation

The Committee recommends that the tasks of centralizing and modernizing methods for archival storage and retrieval of county records be made a priority and be expedited.

Rationale

There are obvious problems related to adequate storage preservation and retrieval of important records for which the County has custody and maintenance responsibilities. Exploration must begin on methods of better maintenance and means of access to and retrieval of these records. Attention must be given to the preservation of old records through a modernized archives program.

Centralization and computerization of a records data base would eliminate duplication of effort by separate departments, allow standardization of equipment and use of consistent media for storage. An efficient means to retrieve records and data will make this service much more user friendly to constituents. Costs of implementing the needed changes may be met by use of an administrative charge assessed to each department which uses this service.

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PHYSICAL SPACE ALLOWANCE STUDY

Recommendation

A study should be conducted to examine the relationship between department functions and their physical locations within the Courthouse and elsewhere in the County.

Rationale

An assessment is needed of the physical localities and space requirements of county departments. Correlation between departmental functions and their locations can be improved. Departments providing services directly related to one another ought to be located in physical proximity. Staff time would be better utilized and a much greater convenience would be provided to the general public.

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EMPLOYEE EDUCATION PROGRAM

Recommendation

A study should be conducted by the Board of Commissioners to examine the needs and benefits of an organized program of employee education.

Rationale

Employees should be provided with the means to learn and improve job skills which make their services most productive to the county. This may include skills improvement training in current positions as well as education and cross-training in related disciplines. Skill training opportunities may stimulate employees to achieve higher levels of productivity and provide a means to stabilize or reduce costly employee turnover.

The study should be coordinated by the Human Resources Director and include the input of employees from several County Departments.

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**COOPERATION WITH OTHER COUNTIES, CITIES
AND GOVERNMENT AGENCIES**

Recommendation

The Committee recommends that all Teams be encouraged to seek areas of joint operations with other counties, cities and government agencies.

Rationale

The Committee believes that considerable savings may be had from cooperation with other government agencies. The savings may be in the form of administration costs or the sharing of equipment and other facilities.

It is the Committee's belief that adjoining counties and cities, on many occasions, are doing the same operations and projects as Umatilla County. By cooperation, the economies of scale may produce uniform delivery of service at a lower cost. We believe that a variety of specialized services should be handled on a wide area basis rather than conforming to artificial county boundaries.

Cooperative projects should begin with a budget of costs and division of those costs between the participants. After the budget agreement, the project may be administered by any participant with each paying the agreed allocation of costs.

During an interview, we were told of an example of what is possible through cooperation not only among County Departments but also between the County and other

REPORT AND RECOMMENDATIONS
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governmental agencies. In the example, the Assessor's Department needed extensive mapping of the County. Cost, however, appeared to be excessive. After some investigation and meetings it was determined that other departments as well as other outside agencies could use the maps as well. Through the use of overlays and color coding, the same maps could be used to supply the different information needed by various departments and outside agencies. County departments and outside agencies that may cooperate in the mapping project are as follows:

County Departments	Outside Agencies
Road Department	U.S. Forest Service
Watermaster	Corps of Engineers
Sheriff	Bureau of Indian Affairs
Planning	Umatilla Electric Co-op
Assessor	Outside 911 Centers

Meetings may continue and it is hoped a cooperative project may develop which will be cost effective for all concerned.

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PUBLIC RELATIONS OFFICER

Recommendation

The Committee recognizes the need for good public relations between Umatilla County and the public which it serves. The Committee recommends that the job description of the County Administrator be written to include duties and responsibilities for maintaining positive public relations.

The scope of the Public Information Officer's duties should include assisting all employees to learn and practice good customer relations techniques, and the development of user friendly informational tools designed to make County services accessible, understandable and available to all citizens.

Rationale

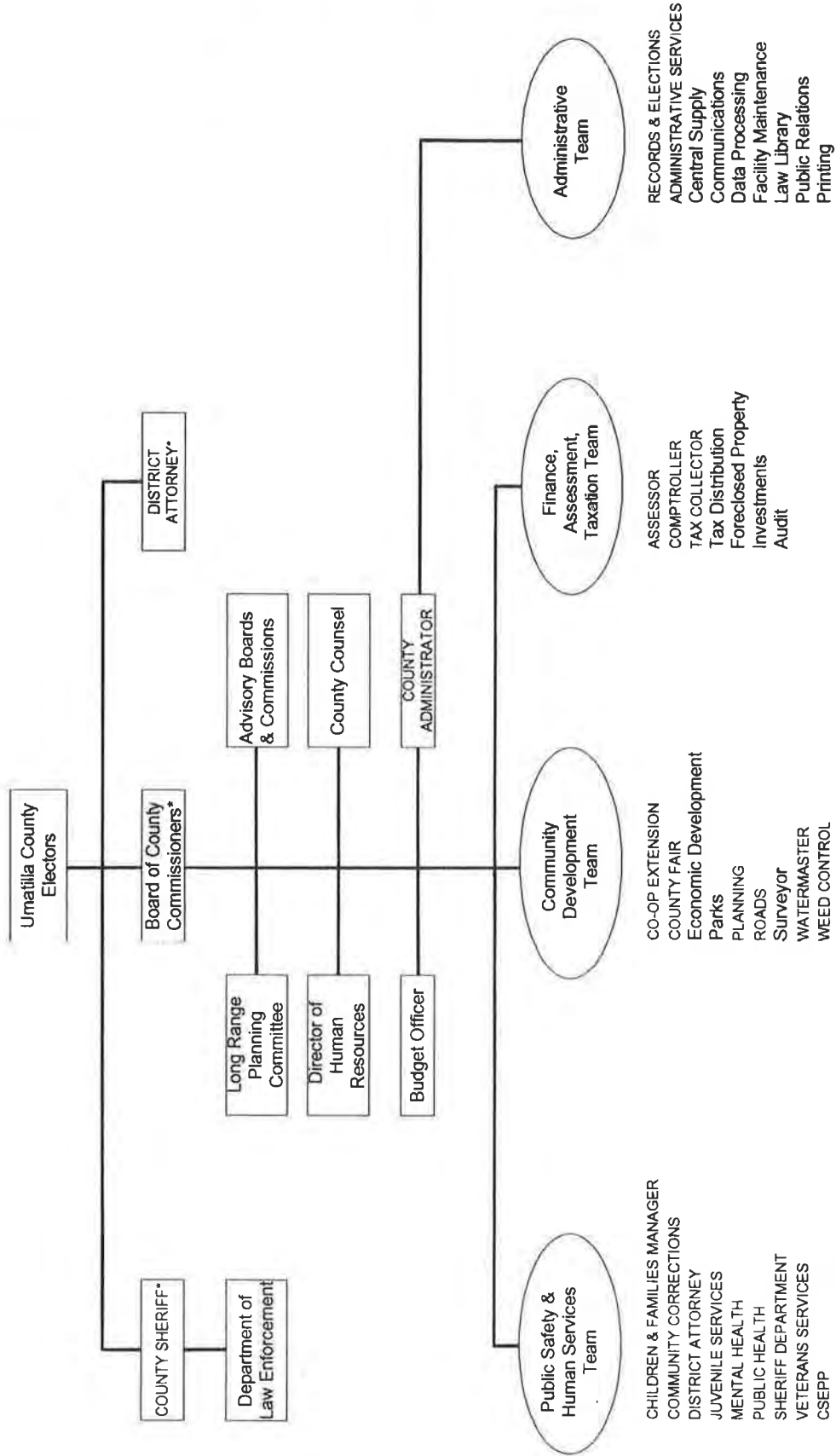
A Public Information Officer is presently designated and funded within the Chemical Stockpile Emergency Preparedness Program (CSEPP) operated by the County under federal guidelines. However, the office is essentially a public safety function, and the role of the Officer is limited to this priority.

While several on-going Advisory Boards and Commissions, as well as public meetings laws, provide channels of communication between citizens and their County government, there is no office designated with responsibility to serve the broader purposes of communicating the County's public affairs with its constituents. In the view of this Committee, public relations involves much more than having a spokesperson.

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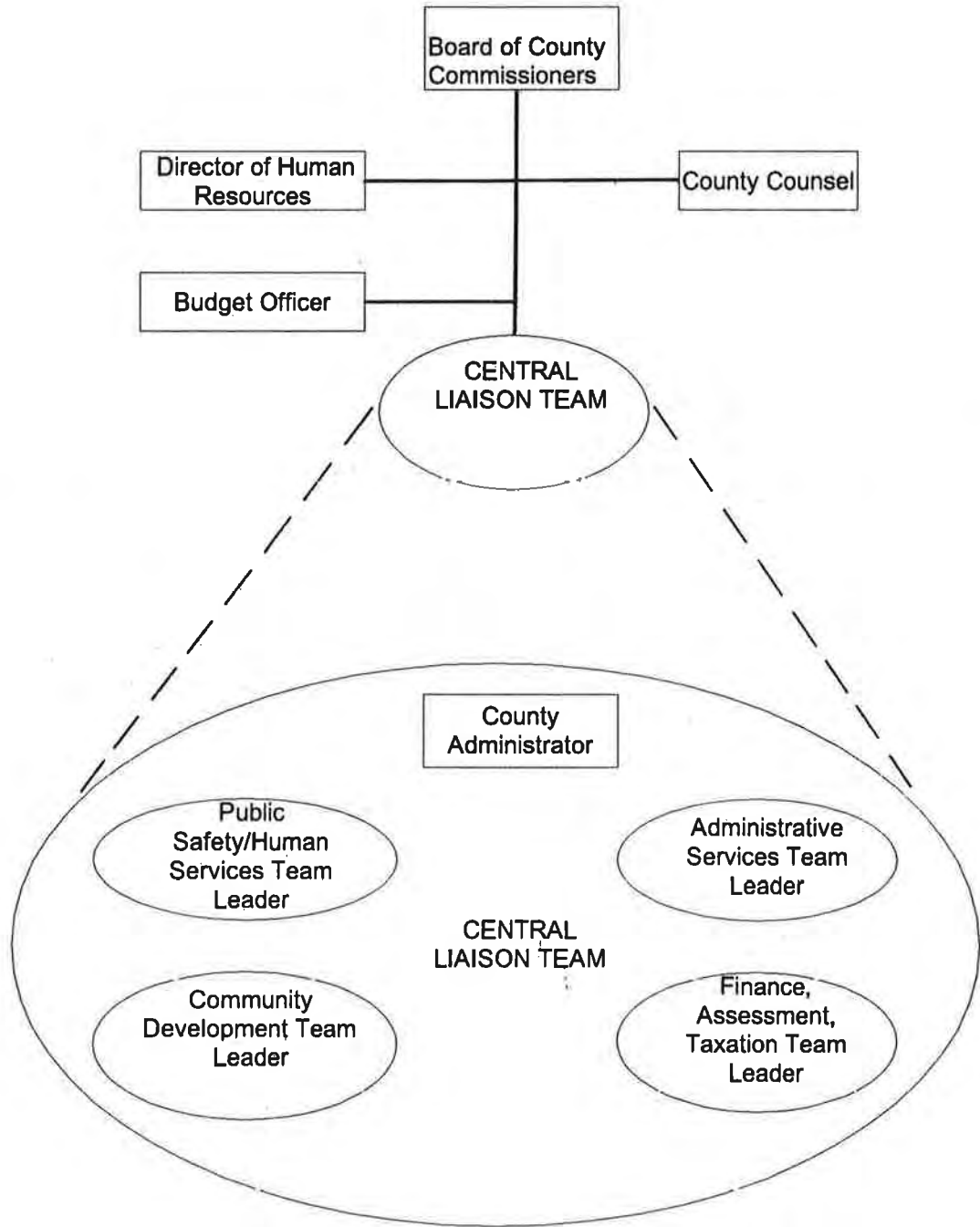
Through other recommendations in this report, the Committee has stressed the need for making County services user-friendly to the public. Allied with this is the need to communicate to the public what the County is doing and assist them in understanding both the need for and benefits from County Services.

UMATILLA COUNTY ORGANIZATIONAL CHART



* Denotes Elected Official
 NOTE: Department Heads shown in CAPITALS

CENTRAL LIAISON TEAM DIAGRAM



HOME RULE CHARTER OF
UMATILLA COUNTY, OREGON

PREAMBLE

We, the people of Umatilla County, Oregon, in order to avail ourselves of self-determination in county affairs to the fullest extent permissible under the constitution and laws of the state, by this charter confer upon the county the following powers, subject it to the following restrictions, and prescribe for it the following procedures and governmental structure:

Article I
NAME, NATURE, BOUNDARIES, COUNTY SEAT

Section 1. Name. The name of the county as it operates under this charter shall continue to be Umatilla County.

Section 2. Nature and Legal Capacity. From the time that this charter takes effect the county shall continue to be: (1) an agency of the state; and (2) a body politic and corporate.

Section 3. County seat. The seat of government of the county as it operates under this charter shall be in the City of Pendleton.

Article II
POWERS

Section 1. General Grant of Powers. Except as this charter provides to the contrary, the county shall have authority over matters of county concern to the fullest extent granted or allowed by the law of the United States and of the State of Oregon, as fully as if each power comprised in that general authority were specifically granted by this charter.

Section 2. Construction of Powers. The charter shall be liberally construed, to the end that, within the limits imposed by the charter and by the law of the United States and of the state, the county shall have all powers necessary or convenient for the conduct of its affairs, including all powers that counties may assume under the statutes of the state and under the provisions of the state constitution concerning county home rule. The powers shall be construed to be continuing powers. In this charter no mention of a particular power or enumeration of similar powers shall be construed to be exclusive or to restrict the authority that the county would have if the particular power were not mentioned or the similar powers not enumerated.

Article III
BOARD OF COUNTY COMMISSIONERS

Section 1. Membership, Election, and Tenure. (1) The Board of County Commissioners, hereinafter called "the Board," shall consist of three county commissioners.

(2) Each commissioner shall be elected to a numbered position by the electors of the county at large for a four year term. The office of Commissioner shall be non-partisan.

(3) One commissioner shall be elected at each presidential election and two commissioners at each other general November election.

(4) In 1994, commissioners shall be elected for positions 1 and 2. In 1996, a commissioner shall be elected for position 3.

(5) To be eligible to hold the position of county commissioner, a person must be a qualified elector at the time of election or appointment, according to the state constitution, and must have resided within the county for twelve months immediately preceding the election or appointment. No appointive officer or county employee may serve on the board while employed by the county.

Section 2. The Chair shall:

- (a) preside over the meetings of the Board;
- (b) have a vote on all questions before it; and
- (c) have authority to:
 - (i) preserve order at Board meetings;
 - (ii) enforce the rules of the Board; and
 - (iii) determine the order of Board business under rules of the Board

Section 3. Quorum. A majority of the commissioners in office shall constitute a quorum for the Board's business.

Section 4. Meetings. (1) The Board shall adopt rules governing its meetings.

(2) The rules may prescribe one or more modes of compelling the attendance of Commissioners at Board meetings.

(3) The Board shall meet regularly in a public place in the county at least twice each month at times and places designated in the rule.

(4) The Board may meet specially on call of the Chair or a majority of the commissioners in office.

(5) No action by the Board may have legal effect unless the motion for the action and the vote by which the motion is approved or rejected take place at proceedings open to the public.

Section 5. Record of Proceedings. The Board shall cause a public record of its proceedings to be kept.

Section 6. Vote Necessary for Board Action. Except as this charter provides to the contrary, the concurrence of a majority of the members of the Board shall be necessary to decide any question before the Board.

Section 7. Ordinances. (1) The ordaining clause of an ordinance adopted by the Board and not referred to the voters shall read, "The Board of County Commissioners of Umatilla County ordains as follows." The ordaining clause of an ordinance referred to the voters shall read, "The people of Umatilla County ordain as follows."

(2) Except as this section provides to the contrary, before an ordinance is adopted, it shall be fully and distinctly read in regular meeting of the Board on two different days at least 13 days apart. The Board may direct that either or both of the readings be by title only:

- (a) if a copy of the ordinance is provided for each member of the Board when the ordinance is introduced; and
- (b) if, throughout the business hours after the ordinance is introduced and before it is adopted, a copy of it is available for public inspection in the office of the Board.

An ordinance adopted after being read by title only may have no legal effect if any section incorporating a substantial change in the ordinance as introduced is not read fully and distinctly in regular meeting of the Board at least 13 days prior to the adoption of the ordinance.

(3) Upon adoption of an ordinance by the Board:

- (a) The Chair of the Board, and
- (b) The person who serves as recording secretary of the Board at the session at which the Board approves the ordinance

shall sign the ordinance and indicate the date of its adoption.

(4) Unless an ordinance specifies a later date of effect:

- a) If the Board adopts it in the exercise of the police power and for the purpose of meeting an emergency, it may take effect immediately upon being so adopted;

- (b) If it is a non emergency ordinance not referred to the voters, it shall take effect on the 30th day after it is adopted; and
- (c) If it is adopted by the voters, it shall take effect immediately upon being so adopted.

(5) An ordinance enacted by the Board for the purpose of meeting an emergency may be introduced, read once, and put on its final passage at a single meeting by a unanimous vote of all members of the Board present at the meeting, and may take effect immediately upon being so approved.

Section 8. Recording, Codification, Printing. Each ordinance after adoption shall be given a serial number and together with the date of adoption and the designation of the adopting authority, shall be entered in a properly indexed book kept for that purpose and made available to the public.

Article IV ADMINISTRATION

Section 1. Administrative Departments. (1) For purposes of carrying out the policies of the county and administering its affairs, the following administrative department is hereby established and shall, except as the Board prescribes to the contrary within the limitations of this charter, have the following functions.

- (a) The Department of Law Enforcement, which shall have the functions of the sheriff, except the functions of the sheriff regarding the collection of taxes;

(2) On or before July 1, 1993, the Board shall take whatever action is necessary to place in operation the department established by this section.

Section 2. Elective Administrative Officers. (1) The elective administrative officers of the county shall include, in addition to the county commissioners, the Sheriff.

(2) Any candidate for office of sheriff shall present to the county elections officer a written certification from the Oregon Board of Public Safety Standards and Training showing that the candidate meets the following qualifications:

- (a) Is citizen of the United States of America at least 21 years of age;
- (b) Has had at least four years' experience as a full-time law enforcement officer or at least two years' experience as a full-time law enforcement officer with at least two years'

- post high school education, and
- (c) Has not been convicted of a felony or of any other crime that would prevent the candidate from being certified as a police officer under ORS 181.610 to 181.670.

(3) The Sheriff shall have charge of the Department of Law Enforcement. The term of office for Sheriff shall be four years. The office of Sheriff shall be non-partisan.

(4) Every elected county officer shall devote full time to the office.

Section 3. Appointive Administrative officers and Employees. Except as this charter provides to the contrary:

(1) each administrative department of the county shall include whatever offices and positions the Board establishes in the department;

(2) all administrative officers and employees of the county other than elective administrative officers shall be appointed by the Board or pursuant to its authority;

(3) the functions of each administrative officer and employee of the county shall be whatever functions the Board prescribes except as required by law.

Section 4. Changes in Administrative Department. (1) Except as this charter provides to the contrary, the Board may:

- (a) establish additional administrative departments;
- (b) combine any two or more administrative departments into a single such department.
- (c) separate departments so combined.
- (d) abolish any administrative department; and
- (e) prescribe the functions of any department.

(2) Any action

- (a) to combine the Department of Law Enforcement with another administrative department of the county;
- (b) to abolish the department, or
- (c) to take from it any of its functions, may have no legal effect until approved either
 - (i) by the head of the department, or
 - (ii) by the legal voters of the county at a regular or special election.

(3) A function of a county officer or agency prescribed by state law, but not allocated to any county officer or agency by this charter, shall be allocated to whatever department

of the county the Board determines.

Article V
PERSONNEL

Section 1. Qualification. (1) To qualify for an elective office of the county, a person shall be a registered voter in the county.

(2) To qualify for an appointive office or position of the county a person shall have those qualifications the Board prescribes for the office or position.

Section 2. Vacancies in Office. An elective office shall be deemed vacant before the expiration of the term if:

- (1) The incumbent dies, resigns, or is removed;
- (2) The incumbent ceases to be an inhabitant of the County;
- (3) The incumbent is convicted of a felony, or other offense pertinent to the office, or unlawful destruction of public records;
- (4) The incumbent refuses or neglects to take the oath of office, or to file such oath of office with the Director of Records and Elections;
- (5) The election or the appointment of the incumbent is declared void by a competent tribunal;
- (6) The incumbent is found to be mentally incapable of performing the duties of the office by a competent tribunal.
- (7) The incumbent ceases to possess any other qualifications required for election or appointment to such office;
- (8) Upon the failure of the person elected or appointed to the office to qualify therefore within 10 days after the time for the term of office to begin; or
- (9) With reference to a county commissioner;
 - (a) Upon absence from the county for 30 days without the consent of the other two commissioners or absence from meetings of the Board of Commissioners for 60 days without like consent; and
 - (b) Upon a declaration by the Board of a vacancy.

Section 3. Filling of vacancies. (1) If a vacancy occurs in an elective office of the County and

- (a) the term of office expires two years or more

term.

(4) The number of signatures of registered voters required on a petition to repeal this charter shall be 15 percent of the total number of voters of the county who voted for the position of Governor of the state in the last general election at which this office was filled for a four year term.

An ordinance to refer a charter amendment or repeal to the voters shall be enacted at least 75 days before the election at which the measure is to come before the voters.

(5) In each odd numbered year the Board of County Commissioners shall appoint a Charter Review Committee of five citizen members whose purpose shall be to review the Home Rule Charter and its operation. If any amendments to the Charter are deemed necessary or prudent by the Committee, it shall recommend such amendments to the Board of County Commissioners.

Within sixty days the Board of Commissioners shall consider the recommendations of the Committee at a regular meeting. The Board may place all, or part, or none of the Committee's recommendations on the ballot pursuant to the requirements of this section.

Section 2. On or before the 90th day before general election on 1996, the Board of County Commissioners shall place on the ballot for the consideration of the electors a proposal to amend this charter to provide for a five member board of commissioners, three to be selected from districts and two from the county at large, to serve without compensation, other than reimbursement of expenses, and to provide for a professional manager to be responsible to the Board of Commissioners for the administration of the affairs of the county and to carry out the policies established by the Board of Commissioners.

Article VIII TRANSITIONAL PROVISIONS

Section 1. Continuation of Terms of County Commissioners.

(1) The county commissioners who are in office at the time this charter takes effect may continue in their respective offices for the terms to which they have been elected.

Section 2. Continuation of Terms of Elective Officers. The county sheriff, county assessor, county clerk, county treasurer, and county surveyor who are in office on the effective date of this charter shall complete their elective terms.

Section 3. Existing Legislation Continued. All legislation of the county (1) Consistent with this charter, and (2) In force when it takes effect, shall remain in effect until amended or repealed.

Section 4. Effective Date. This charter shall take effect on the first Tuesday after the first Monday in January 1993.

