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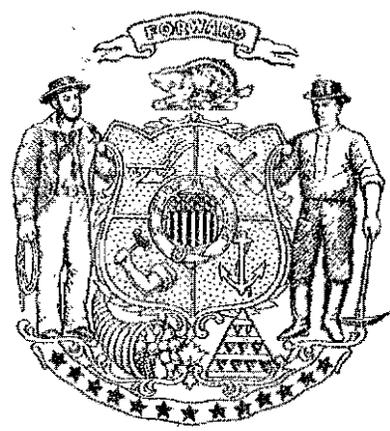
The State of Wisconsin

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A SUMMARY LOOK AT STATE AGENCIES
OF LOCAL AFFAIRS

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A SUMMARY LOOK AT STATE AGENCIES OF LOCAL AFFAIRS

HIGHLIGHTS

	<u>Page</u>
1. Nine states have a state agency for local affairs concerned primarily with co-ordination, research, and information.	1
2. There has been no Wisconsin legislation on this subject, but various committees have studied local problems.	1
3. Some of the functions frequently found in such agencies, such as federal aids co-ordination, regional planning, and conducting institutes, are being handled by existing agencies in Wisconsin.	2
4. Most such agencies currently in operation are a division of the Governor's Office or of another state agency; Pennsylvania has recently established a separate department.	2
5. Most such agencies serve as a clearinghouse for information on local affairs, co-ordinate state activities dealing with local units, advise local governments, co-ordinate federal and state aids, and conduct research on local government problems.	3
6. All states carry on various state-local functions through operating agencies, and many offer a variety of technical assistance.	7
7. Several proposals for the establishment of such agencies are patterned after the new Pennsylvania law and are more comprehensive than most existing programs.	7
8. Arguments favoring such an agency generally cite the growing complexity of metropolitan problems and the need for co-ordination of state and federal programs relating to municipalities.	10
9. Arguments opposing such an agency generally cite the loss of local autonomy and initiative as the principal drawbacks of such an agency.	11

A SUMMARY LOOK AT STATE AGENCIES OF LOCAL AFFAIRS

INTRODUCTION

Approximately nine states now have some kind of state agency which is concerned essentially with co-ordinating state relations with local units of government, with providing them with technical services and information, and with studying their problems. These agencies have come into existence primarily within the last few years, as the interest in their possibilities has become more pronounced. Two model laws have been distributed in this field as suggested proposals on which states might pattern prospective legislation.

This study will not go into detail as to why such agencies are being discussed with increasing frequency nowadays. Needless to say, a combination of factors is the cause. The increased intensity of problems in urban areas - whether it be traffic congestion, poverty pockets, or racial violence - and the financial difficulties experienced by municipalities in attempting to solve them form the basis of the urgent consideration of local and, particularly, urban affairs. The plethora of federal programs showered on local governments in an effort to stem the various crises, the variety of federal and state aids available, and the increasing questioning of the organizational structure of local governments - all have contributed to mounting interest in state level agencies of some sort to cope with these concerns.

THE SITUATION IN WISCONSIN

Legislation and Studies

No legislation has been introduced in Wisconsin over the years to establish an agency of local affairs comparable to any of those that have been created in some of the other states. This does not mean, however, that the study of local problems has been neglected. From time to time there have been interim study committees examining local affairs. One of the most notable in recent years was the Metropolitan Study Commission, created by the Legislature in 1957 to study metropolitan area problems in Milwaukee County and abolished in 1961. Although the commission was specifically interested in the problems of that county, in its final report it spoke of the need for further research into these problems. Among its several alternative suggestions were: (1) creation of a state-supported, data-gathering agency by the Legislature for Milwaukee County or for the Milwaukee Standard Metropolitan Statistical Area or (2) creation by the Legislature of a permanent agency to gather data on problems facing all the metropolitan areas of the state and to make recommendations outlining possible solutions to these problems.

Most of the other subsequent committees have given their attention to specific local matters rather than to the question of a state office. Neither the Urban Problems Committee of the Legislative Council, which functioned during the 1963-65 interim, nor the Committee of 25, which also dealt with some aspects of local government, made any recommendations relating to state offices of local government.

During the 1965-67 interim, the council's Local Government Committee has studied various local problems, but does not seem to have considered this particular question. Its final report, however, has not been issued as of this writing. Further studies in the area of local problems are being conducted by a nonstatutory committee created by the Governor in November 1965 charged with determining whether there is adequate co-ordination between federal, state, local and private agencies with regard to the poverty program.

The Reorganization Committee, established by law to prepare a reorganization plan for state government during the 1965-67 interim, has touched on the subject in its proposed reorganization plan (See LRB-11, 5th draft, page 26). In a note in the proposed bill draft the

committee said: "The reorganization committee was not prepared to recommend - at this time - the creation of a local affairs agency. However, the committee did reach a consensus that the local and regional planning subprogram should be assigned to a local affairs agency if such an agency is created in the future."

Wisconsin State Agencies Now Handling Various Functions

Although no state agency has been established in Wisconsin similar to the concept of a state agency of local affairs, various functions which are frequently included in such an agency are at least partially carried on by existing departments. In 1965 Chapter 660 created a Federal Aids Management Service within the Department of Administration to keep the state informed on federal aid programs and to co-ordinate such programs.

The Department of Resource Development has planning and zoning functions, which - the Reorganization Committee noted - could be assigned to a state agency for local affairs. It "provides a variety of planning help to communities on such matters as zoning, land-use, annexation, subdivision platting, urban renewal, and area redevelopment. It serves as the official liaison for certain programs between communities and such federal agencies as the Housing and Home Finance Agency, the Corps of Engineers, and the Redevelopment Administration. Finally, the Department of Resource Development examines and certifies all subdivision plats outside those in the City of Milwaukee. It makes a finding and determination of the public interest in all cases of incorporations or consolidations of municipalities, and of annexations in counties of 50,000 or more population." ("In the People's Service," feature article in the 1966 Wisconsin Blue Book) The department also co-ordinates poverty program activities in this state; and these programs, of course, involve federal - state - local relationships.

The Institute of Governmental Affairs at the University of Wisconsin has long been active in conducting research on local government matters and in holding training institutes for local officials. Its activities also include performing research for public agencies on a project contract basis.

Many other Wisconsin state agencies, of course, work directly with local governmental units on matters pertaining to their functions (highways, education and conservation, for example). The concept of a state agency of local affairs, however, is generally not intended to interfere with these existing operations. Indeed, most state laws seem to include a provision specifically so stating. Typically, the suggested state legislation in this field distributed by The Council of State Governments contains the provision: "Nothing in this Act shall be deemed to detract from the functions, powers, and duties legally assigned to any other agency of the state, nor to interrupt or preclude direct relationships by any such agency with local governments in carrying out its operations."

CURRENT STATE AGENCIES OF LOCAL AFFAIRS

Characteristics of the Several State Laws

The nine states whose local affairs agencies have been identified as being of a roughly comparable nature share some similarities and exhibit considerable variations. All but one are a division or offices of another department, most frequently the Governor's office. Pennsylvania's new Department of Community Affairs is the single existing independent department. The official in charge of each such agency is appointed either by the Governor or by the department in which the office is located.

Their most common characteristic is that they generally exercise essentially staff

rather than line functions; that is, they serve other agencies rather than exercising direct authority themselves. They all perform primarily advisory, research and co-ordinating duties.

The table on page 4 summarizes the data about each existing state agency. Below is a more detailed state-by-state summary of the functions of each of these agencies.

State-by-State Summary of Functions

Alaska (Alaska Statutes, 1962, Sec. 44.19.180 ff.)

To administer a state program to provide assistance in fiscal problems, incorporation and organization problems, legal matters, engineering, purchasing, planning, and recruitment of technical and specialized personnel to local communities;

To provide staff services to the Local Boundary Commission, which studies and makes recommendations concerning boundary problems;

To define rural areas, investigate their needs for expanded economic opportunity, and formulate a coordinated program to promote broadening of their economic base; promote rural education; administer the Rural Development Fund;

To coordinate the administration of public assistance programs;

To formulate and conduct a program of public works;

To acquire property for transferral to other state agencies;

To accept federal and other gifts and grants.

California (Statutes and Amendments to the Codes, California, 1965)

To develop long-range policies to assist state and local agencies in local problems, recommending such policies and programs to the Governor and to the Legislature;

To coordinate state and local activities.

Colorado (Senate Bill 23, 1965)

To coordinate activities of state departments having relationships with local governments;

To serve as a clearinghouse for local governments regarding their common problems and the state and federal services available to them;

To encourage and assist local governments in cooperative efforts among them;

To encourage and cooperate in training institutes, conferences and programs for local government officers and employees;

To publish annual compendium of local government fiscal data;

To conduct research on local government;

To advise the Governor and General Assembly on local government problems.

Illinois

The Illinois law does not give any detailed authorization for its Division of Local Governments. House Bill 2194, 1965, merely includes an appropriation of \$151,300 in the

Summary of Information on Existing State Offices of Local Affairs

	Alaska	California	Colorado	Illinois	New York
Name of agency	Local affairs agency.	Intergovernmental council on urban growth.	Division of local government.	Division of local government.	Office of local government.
Where located	Office of Governor.	Governor's Office	Executive department.	Governor's Office	Executive department.
Head	Dtr. *Appointed by Gov. at his pleasure.	Appt. by Gov. from various categories.	Dir. - Appointed by Governor.	Assistant to Governor.	Comm'r *Appointed by Gov. with consent of Senate.
Functions:					
Municipal management	X				X
Finance	X				X
Engineering aspects	X				X
Boundary considerations	X				
Legal aid	X				X
Research, statistics, information	X	X	X	X	X
Personnel	X		X		X
Local planning	X				
Regional planning and intermunicipal co-operation	X	X			X
Co-ordination with state-wide planning		X			
Proposed programs and legislation	X	X	X	X	X
Assists Governor in co-ordinating State activities affecting localities	X	X	X	X	X
Year established	1959	1965	1966	1966	1959
Statutory citations	A.S. 44.19.180 et seq. and sec. 14, art. X of the constitution.	Ch. 823, Laws, 1965.	S.B. 23, 1966 session laws.	H.B. 2194, 1965 session laws.	New York Consolidated Laws, executive law, art. 19-E (1959).

Source: Advisory Commission on Intergovernmental Relations, June 1966; "Unshackling Local Government," U.S. House of Representatives Committee on Government Operations, House Report 1643, 89th Congress, 1966.

Summary of Information on Existing State Offices of Local Affairs - Cont.

	Pennsylvania	Tennessee	Rhode Island	Washington
Name of agency	Department of community affairs.	Office of local government.	Division of local and metropolitan government.	Local affairs division.
Where located	Independent administrative department.	Office of comptroller of treasury.	Department of administration.	Department of commerce and economic development.
Head	Sec. - Appointed by Governor.	Dir.-Appt. by Comp. with approval of Gov.	Chief-by Dir. of Admin. (civ. serv.) with approval of Gov.	Appt. by Dir.
Functions:				
Municipal management	X	X	X	X
Finance	X		X	X
Engineering aspects				X
Boundary considerations				X
Legal aid				X
Research, statistics, information	X	X	X	
Personnel	X		X	
Local planning	X			X
Regional planning and intermunicipal co-operation	X	X		X
Co-ordination with state-wide planning	X			
Proposed programs and legislation	X			X
Assists Governor in co-ordinating State activities affecting localities	X	X	X	
Year established	1965	1963	1961	1963
Statutory citations	Senate bill, 1144, 1965, printer's No. 1880.	Laws, 1963, ch. 205	Public Law 1961, ch. 93.	Ch. 161, Laws 1963, Apr. 15, 1904.

Source: Advisory Commission on Intergovernmental Relations, June 1966; "Unshackling Local Government," U.S. House of Representatives Committee on Government Operations, House Report 1643, 89th Congress, 1966.

Governor's ordinary expenses for such a division within the Governor's office. As of December 1966, the staff consisted of an assistant to the Governor and his secretary.

New York (McKenney's Consolidated Laws of New York Anno., Book 18, Executive Law, Art. 19-E, Sec. 470 ff.)

- To assist Governor in coordinating state agencies having relationships with local units;
- To keep the Governor informed on local problems and assist him in devising policies;
- To serve as a clearinghouse for local units for information on their common problems;
- To encourage and assist cooperative efforts among municipalities to solve their problems;
- To advise and assist local units in the solution of particular problems;
- To refer municipalities to the appropriate state and federal agencies for particular problems;
- To conduct research on local government problems; to compile information on public works projects under construction;
- To encourage expansion and improvement of in-service training facilities made available to local officials; to serve the Municipal Police Training Council, which is a unit within the office.

Pennsylvania (Pennsylvania Laws 1965, Chapter 582)

- To furnish statistical information to municipalities; to provide research for them;
- To provide direct consultative services to municipalities; to assist them in preparing codes and ordinances and advise them on enforcement; to assist them to establish uniform systems of accounts; to furnish budget forms and financial forms (reports to be made to department by local units); to help municipalities improve administrative methods;
- To provide technical assistance to municipalities;
- To promote municipal plans for traffic thoroughfares, highway transportation, coordinate sites for buildings, parks, preserve historical and scenic features;
- To coordinate federal and state grants and subsidies;
- To review state policy and federal programs regarding major local governmental, metropolitan and area problems and determine their impact on local units of government as they pertain to community affairs;
- To maintain publicity services for municipalities.

Rhode Island (General Laws of Rhode Island, 1965 Pocket Supp., Ch. 11.1, Sec. 42-11.1-1 ff.)

- To compile annual report on local government finances, conduct research on local fiscal policies; advise localities on such problems; encourage uniform budgeting and accounting principles among municipalities; analyze data regarding tax revenue structure of municipalities; prepare forms for assessment rolls of cities and towns (local assessors make various reports to chief); chief to visit cities and towns and inspect work of local assessors and advise them;

To perform the duties of the State Board of Tax Equalization;

To assist municipalities in marketing bonds;

To provide information to municipalities on federal and state services available to them;

To assist in formulating executive and legislative programs for utilizing state agency resources for the benefit of local governments, informing the Governor on local government problems;

To encourage the development of in-service training programs in state government for local officers and employes.

To help local governments improve public relations by better public reporting.

Tennessee (Public Chapter 205, 1963)

To coordinate services of state agencies to local governments;

To serve as a clearinghouse of information for local governments on their common problems and on state and federal services available to them;

To encourage and assist local governments to develop mutual and cooperative solutions to their common problems;

To provide information and assistance to governmental groups studying local government structure or financing problems;

To consult and cooperate with other state agencies, local governments and federal agencies in carrying out its functions;

To receive recommendations from the Local Government Advisory Commission, which was created to review the services and programs of the office.

Washington (Washington Session Laws 1963, Ch. 161)

To serve as consultative, coordinating and advisory agency for aiding local planning bodies; to prepare a state comprehensive plan; and to accept federal grants for planning.

Limited Local Affairs Agencies

At the beginning of this study we stated that approximately nine states have a state agency of local affairs. We use the word "approximately," because the number of such agencies must depend upon a rather arbitrary definition. We are using the term to include those agencies that have co-ordinating and clearinghouse types of functions. Other states, however, have agencies which might be included under a broader or different definition.

New Jersey, for example, has a Division of Local Government and Local Government Board located in the Department of the Treasury. This division is concerned primarily with supervision of local budget and accounting procedures and fiscal administration. Although apparently not activated to any appreciable extent, the law actually provides that the division exercise state regulatory and supervisory powers over local government, assist local government in the solution of its problems, and plan and guide needed readjustments for effective local self-government. The board is authorized to study the entire field of local government in New Jersey and has from time to time made recommendations regarding the creation and consolidation of municipalities. (New Jersey Stats. Anno., Sec. 52:27BB-6 ff.)

In 1965 Missouri (Vernon's Annotated Missouri Statutes, August 1966 Cumulative Pamphlet, Ch. 251, Sec. 251.010 ff.) created the Office of State and Regional Planning and Community Development in the Executive Department of the Governor to be headed by a director appointed by the Governor with Senate consent. This office was designated the official state planning agency and is concerned primarily with providing planning assistance to local governments. Its scope does not appear to be beyond this function.

In addition to these agencies, Governors in some states (Missouri, Kentucky and Michigan are cited in "Unshackling Local Government") have appointed special assistants to advise them on local affairs.

Louisiana law provides for a Commission on Federal Grants, which was to be advised and consulted regarding all federal grants in aid related to local problems and situations. However, the commission has never been staffed and activated. Instead, the Louisiana Commission on Interstate Co-operation has assumed the responsibility of co-ordinating federal aids in the state. Its functions are not spelled out by law, but legislation is expected to be introduced in the next Louisiana legislative session in May 1967 concerning this. Three divisions have been established within the commission: (1) Local Affairs Division, to coordinate federal aids going to municipalities; (2) Federal Aid Division, which serves primarily as an information center for the other divisions; and (3) State Agencies Division, which is concerned with the federal aid programs that the various state departments are involved in. The commission also establishes committees from time to time relating to various local problems.

The Cities and Villages Municipal Problems Commission was created in Illinois in 1957 "to survey and study the problems pertaining to cities, villages and incorporated towns in the state." It is a permanent committee, composed of legislative members and Governor-appointed municipality and public members, which gives continuing legislative examination to the problems of city and village government and also gives municipalities the opportunity to explain their needs to the General Assembly.

The Minnesota Municipal Commission, created in 1959, hears petitions for incorporation of municipalities, annexation and detachment of property from municipalities, and makes decisions thereon.

Technical Assistance to Local Governments

Most states already carry on a considerable amount of technical assistance, that is, dispensing information and expert aid on technical matters. Generally, such assistance is in the fields of finance, legal opinions, centralized purchasing, planning, and personnel. Assistance is usually given as a by-product of an agency's state activities. In this respect it differs from state agencies of local government, which may provide technical assistance "across-the-board." It also differs from another type of state agency which offers technical assistance on a broader basis, namely, institutes of government. Like other such institutes, the North Carolina Institute, a pioneer in its field, is typically connected with the state university. It conducts courses for local government officials, provides information to them, and conducts research on local government.

PROPOSALS FOR LEGISLATION

Recent Proposals

Two recent bills have been distributed to serve as models of suggested state legislation. The Committee of State Officials on Suggested State Legislation of The Council of State Gov-

ernments included a proposal to establish an Office of Local Affairs in its Program of Suggested State Legislation, 1963. Under its plan, such an office would be headed by a chief appointed by the Governor to serve at his pleasure and would be located in the office of the Governor. This plan is substantially similar to the various state laws now in effect on this subject.

More recently, the 1967 State Legislative Program of the Advisory Commission on Intergovernmental Relations includes suggested legislation for a State Department of Community Development, an independent state department headed by a secretary appointed by the Governor with Senate consent, but to serve at his pleasure. This model was patterned after the new Pennsylvania law, which is more comprehensive than the preceding laws.

As a result of a detailed study of metropolitan area government, the Texas Research League has issued its tentative recommendations for legislative action in 1967. These include a recommendation for a new state agency to be called the Texas Local Government Agency. Its proposal calls for administration of the agency by a director appointed by the Governor with the consent of the Senate.

A 1963 New Jersey study ("Toward More Effective Government") put in explicit form a proposal by Governor Hughes for a Department of Community Affairs. The proposed department, would be headed by a Commissioner of Community Affairs and would transfer numerous existing functions from other departments as well as undertake new ones.

Summary of Proposed Functions

Council of State Government suggested legislation

To co-ordinate activities of state agencies involving significant relationships with local governments;

To encourage local governments to develop mutual and co-operative solutions to their problems;

To serve as a clearinghouse for local governments of information on their problems and for state and federal services available to them;

To advise governmental and civic groups studying local government structure;

To consult and co-operate with other governmental agencies in carrying out its functions.

Advisory Commission on Intergovernmental Relations suggested legislation

All of the above functions, plus the following:

To study legal provisions affecting the structure and financing of local governments and recommend changes to the Governor and the Legislature;

Conduct research on local problems and make recommendations for administrative and legal action;

Develop and test model or demonstration programs and projects, contract to administer certain functions within a community for such purposes, or otherwise provide a program of practical research in the solution of community problems.

The above functions are largely of an informational and research nature. In addition, the suggested legislation includes the direct administration by the proposed agency of several

programs and the receipt of all applications for federal grants relating thereto. These include administering, supervising and co-ordinating:

Programs for acquiring and developing land for open space and recreation;

Programs to develop decent housing;

Programs for urban renewal and redevelopment.

Although the text of the suggested legislation includes only the above functions, a footnote lists several additional activities that might well be included in such a department. These include: provision of school and educational services; construction and administration of public health facilities and services; water and air pollution programs; neighborhood, community and regional planning; poverty programs; planning and construction of hospitals, airports, water supply and distribution facilities, sewage facilities and waste treatment works, transportation facilities, highways, water development and land conservation, and other public works; supervision and enforcement of community building codes.

Texas Research League

To co-ordinate state services to local governments, providing both information to local governments on state programs and information to state agencies regarding the effects of their programs on local government;

To co-ordinate federal services and programs, serving as a clearinghouse and advising local governments on such programs (cities large enough to have their own experts need not use this service);

To encourage local governments to co-operate in offering a common service and to administer the proposed Metropolitan Planning and Cooperation Act and the proposed Interlocal Cooperation Incentive Act;

To sponsor university and junior college curricula in functional areas essential to local government (police, public health, building inspection, etc.) in order to upgrade the caliber of public service at the local level;

To provide a general information service to help the Governor and Legislature ascertain the needs of local government;

To require local governments to submit to it an annual statement of financial transactions.

The director to advise a proposed Municipal Incorporation Review Board, which would have the power to pass on new incorporations.

New Jersey proposal by Governor Hughes

To co-ordinate state activities relating to local government;

To advise and inform the Governor on local government problems and make recommendations to him for proposed legislation;

To encourage co-operative action by local governments;

To exercise regulatory and supervisory powers over local government, assist local government in solving its problems, and plan and guide needed readjustments for effective local self-government;

To study local government in New Jersey;

To compile statistics necessary for its operation and prepare an inventory of data for all state agencies.

The Commissioner to appoint an Advisory Council on Community Affairs to advise him in the development of state programs and policies relating to local government.

In addition to the above functions, the department would assume various duties being carried on by existing state agencies. To carry out all these functions, the proposal would have devised a department structure under the Commissioner as follows:

Office of Community Services, to co-ordinate services to municipalities, advise them on problems of community development; collect information on local government, advise and assist in the preparation of model ordinances, advise the Commissioner on legislation relating to local affairs;

Division of Local Finance, to take over the Division of Local Government and Local Property Tax Bureau now in the Treasury Department, administering the Local Government Supervision Act (Its Bureau of Fiscal Control would supervise municipal budgets, accounting systems, debt policy, and general fiscal administration; its Bureau of Local Property Valuations would supervise local assessments and assessment procedures);

Division of Housing and Urban Renewal, to combine functions of existing agencies and play an important role in community development (Its Bureau of Housing would investigate housing, enforce housing authority laws, encourage research, experimentation and co-operation in housing, assist localities in developing and enforcing local housing codes, reviewing revisions of the New Jersey Standard Building Code, operate redevelopment and slum clearance projects; its Bureau of Urban Renewal would be responsible for program development in the field of urban renewal; its Bureau of Housing Inspection would provide standards and enforce the law relating to construction and maintenance of multifamily dwellings);

Division of State and Regional Planning, to prepare and maintain a state development plan, co-ordinate regional, county and local planning;

Division of Aging, to study data relating to needs of older residents, maintain an inventory of resources available for such programs, and act as a clearinghouse for information on aging;

Division of Youth, to provide a clearinghouse, gather data, co-ordinate advice and assistance to youth programs at the state and local level.

SUMMARY PROS AND CONS OF STATE AGENCIES OF LOCAL AFFAIRS

Pro

In proposing its suggested legislation for state departments of Community Development, the Advisory Commission on Intergovernmental Relations summed up their desirability by stating that they would provide "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," to improve the effectiveness of state programs, to co-ordinate federal and state programs, actively to administer federal grant programs, and to study continuously and evaluate the needs of communities within the state.

Con

The National Association of County Officials has voiced opposition to state departments of local government on the grounds that such an agency would stifle home rule and local initiative, with local governments becoming increasingly dependent upon the state and states developing control over metropolitan affairs; would deprive operating state agencies of the benefits of direct relationships with the local units in carrying out state programs; would restrict the access of local units to the State Legislature; would move leadership for interlocal government co-operation from the local level to the state level; and would be concerned ultimately with state needs, not local needs.

CONCLUSION

Most agencies that have so far been created by the various states to deal with local affairs, as such, have engaged primarily in co-ordination and research. For this reason, they have generally been located within another department of the state government. The recent proposals that have been advanced, however, tend toward favoring a more comprehensive, independent department with activities extending considerably beyond the advisory function. Thus, structure would depend upon functions. If Wisconsin should decide that local problems have become a matter of such urgent state concern as to require a more highly developed and co-ordinated state approach and should contemplate establishing a new state agency, the first step would be to determine the functions it wants performed.

In part, before creating such an agency, it would seemingly be necessary to answer three questions: (1) What functions should the state perform in its relationship to local governmental units that are not now being carried on by any existing state department? (2) What functions does the state now perform that would logically fit into such an agency? (3) What functions are now being performed that relate closely to operating line agencies and should remain within their organization?

In addition to making decisions on the duties and framework of a local affairs agency, it would appear necessary to consider the agency from the viewpoint of its effect on local government operations. Can it be organized so as to improve and implement the activities of local units without either impairing their home rule or hampering their initiative? Would there be any basis for fears of a loss of local autonomy, or would a state agency provide services that can most efficiently be provided on the state level and, perhaps - if a more extensive agency is contemplated - require maintenance of standards that would enable local units to operate with maximum effectiveness? In devising such an agency, it would appear that these are some of the factors which should be taken into consideration.

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Also, the state laws cited in the text providing for state agencies of local affairs.