## MINUTES OF THE MEETING LOCAL GOVERNMENT COMMITTEE MONTANA STATE SENATE

#### April 19, 1985

The thirtieth meeting of the Local Government Committee was called to order at 12:30 p.m. on April 19, 1985, by Chairman Dave Fuller in Room 325 of the Capitol Building.

ROLL CALL: Senators Crippen and McCallum were excused. All other members were present.

CONSIDERATION OF SENATE JOINT RESOLUTION 42: Senator Mohar took the chair while Senator Dave Fuller, Senate District #22, presented his resolution. The resolution was introduced to request an interim study on Local Government Infrastructure.

#### PROPONENTS

Lieutenant Governor George Turman spoke in favor of the resolution. He said the Governor's Task Force on Infrastructure would be willing to assist in any way they can in this study.

Bill Olson, Secretary-Manager of the Montana Contractors Association, spoke in favor of the bill. His written testimony is attached as Exhibit A to these minutes.

#### **OPPONENTS**

There were no opponents to SJR 42.

Chairman Fuller opened the hearing for Committee questions. There were no questions from the Committee regarding SJR 42.

ACTION TAKEN ON SENATE JOINT RESOLUTION 42: Senator Pinsoneault moved the Committee recommend a DO PASS on SJR 42. The motion passed unanimously. Senator Fuller will carry the resolution.

CONSIDERATION OF HOUSE BILL 950: Representative Janet Moore, House District #10, is the sponsor of this bill. The bill was introduced to change the county boundary between Granite and Missoula Counties in order to include the area known as the Clinton area in Granite County; providing for approval of the electors of both counties as required by the Montana Constitution; providing for county records, indebtedness, and taxation; and providing an appropriation. Representative Moore submitted petitions signed by Clinton residents opposing the bill. They are attached as Exhibit B to these minutes. Representative Moore submitted proposed amendments to the bill. They are attached as Exhibit F to these minutes. Local Government Committee Page Two

#### PROPONENTS

Senator Jack Haffey, Senate District Number 33, spoke in favor of the bill. He said there is a great deal of support from local people for this bill. He said the bill should be amended so that safeguards and checks and balances are included in the bill so people who are now opposing the bill will support it.

Representative Bernie Swift, House District #64, spoke in favor of the bill. He said the bill gives the people the opportunity to voice their opinions and desires and make their wishes known to government.

Elizabeth Friesz, a Clinton resident, spoke in favor of the bill. Her written testimony is attached as Exhibit C to these minutes.

Tom White, a Turah resident, stated his support of the bill.

#### **OPPONENTS**

Lee Tangedahl, a Turah resident, spoke in opposition to the bill. He said the Clinton area people want the protection of Missoula County but they want to pay Granite County taxes. He said this bill is being referred to as a boundary change, which it is not; it is a bill to put the issue of a boundary change on the ballot. He said many people find Missoula County highly urbanized and want rural lifestyles. These people work in Missoula and live in Clinton and are taking on an urbanized lifestyle anyway and changing the county boundary line will not change this. Many people from Turah oppose this bill but will be taken into the hands of people from Clinton who are for it. He said the bill has been referred to as a joke by the media and therefore cannot be taken seriously.

Mark Riggs, a Clinton resident, spoke in opposition to the bill. He said if Missoula County moves them out, where will they go?

Mary Jane Tangedahl, a Turah resident, spoke in opposition to the bill. She said the cost of taxes would change very little. She submitted a letter of opposition from Gerald and Sharon Marks of Turah. It is attached as Exhibit D to these minutes.

James Sharbono, a Clinton resident, spoke in opposition to the bill. He said people should vote on this issue in their own area.

A letter of opposition was submitted by K. Diane Tamcke. It is attached as Exhibit E to these minutes. Local Government Committee Page Three

#### April 19, 1985

Chairman Fuller opened the hearing for Committee questions.

Senator Eck asked Senator Haffey what types of technical problems this bill could propose. She is concerned about counties vieing for a particularly valuable piece of property. Senator Haffey said they have just now started looking into the answers to these types of questions.

Senator Pinsoneault asked Senator Haffey if this type of legislation shouldn't have an interim study because of the ramifications of it. Senator Haffey said he has asked several people if this type of solution is really necessary. He said the answers have been both yes and no, mostly yes.

The hearing was closed on HB 950.

CONSIDERATION OF HOUSE BILL 954: Representative Fred Thomas, House District #62, is the sponsor of this bill. The bill was introduced to change the county boundary between Ravalli and Missoula Counties in order to include the area known as the Lolo area in Ravalli County; providing for the approval of the electors of both counties as required by the Montana Constitution; providing for county records, indebtedness, and taxation; and providing an appropriation. Proposed amendments to the bill were submitted. They are attached as Exhibit G to these minutes.

#### PROPONENTS

Representative Bernie Swift, House District #64, spoke in favor of the bill. He said there is an orderly transition process contained in the bill.

Julia Penner, a Lolo resident, spoke in favor of the bill. Her written testimony is attached as Exhibit H to these minutes.

Pete Penner, a Lolo resident, submitted written testimony in favor of the bill. It is attached as Exhibit I to these minutes.

Jan Henderson, a Lolo resident, submitted written testimony in favor of the bill. It is attached as Exhibit J to these minutes.

#### **OPPONENTS**

Ann Mary Dussault, Missoula County Commissioner, spoke in opposition to the bill. Her written testimony is attached as Exhibit K to these minutes. She submitted petitions in opposition to the bill from Lolo residents. They are attached as Exhibit L to these minutes. Local Government Committee Page Four

April 19, 1985

Howard Schwartz, Executive Officer for Missoula County, spoke in opposition to the bill. His written testimony is attached as Exhibit M to these minutes.

Mike Sehestedt, a Missoula County Deputy Attorney, spoke in opposition to the bill. He said their concerns focus on how this would affect county parks and on what basis of cost they would use for school district boundaries. He said they do not have the answers to these issues and need guidance from the legislature so they don't wind up litigating every issue that arises from this.

Chairman Fuller asked Ms. Dussault to close for Missoula County. Ms. Dussault said the Missoula County Commissioners will continue to talk with citizens on this issue. She said the boundary changes outlined in the bills are inconsistent. She said the Turah area residents do not want to be included in this bill and request to be taken out of it. She said the majority of Lolo area people are not taking this seriously because they think it is silly.

Chairman Fuller opened the hearing for Committee questions.

Senator Pinsoneault asked Representative Thomas if they should take out the specific areas in the bill and make the bill apply to all counties in Montana. Representative Thomas said yes, he agrees with doing this.

Senator Eck asked Representative Thomas if he would be able to address the administrative problems that Missoula County brought up. Representative Thomas said the Legislative Council has not been able to tell him yes or no regarding the administrative problems. He said the laws say that each County incurs its own costs in this type of a situation.

Senator Fuller asked Ms. Dussault to speak regarding any conversations with the Ravalli and Granite County Commissioners.

Ms. Dussault said in her conversations with them, there had been hope expressed of Missoula County holding its election first so that the receiving county would not waste money on holding an election to receive the petitioning county if it was not necessary.

The hearing was closed on HB 954.

The meeting adjourned at 1:35 p.m.

Senator Dave Fuller, Chairman

## ROLL CALL

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S	enator Harding, Ethel	·/		
S	enator Hirsch, Les			
S	enator McCallum, George			
S	enator Mohar, John(V.Chair)			
S	enator Pinsoneault, Dick			
S	enator Regan, Pat			
S	enator Story, Pete			
S	enator Fuller, Dave (Chair)			

Each day attach to minutes.

# **STANDING COMMITTEE REPORT**

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MR. PRESIDENT			LOCAL			-		
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INTERIM STUDY OF LOCAL GOVERNMENT INFRASTRUCTURE

DO PASS

250 MONDAYS

Senator Dave Fuller Chairman

## LOCAL GOVERNMENT COMMITTEE APRIL 19, 1985 EXHIBIT A

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## MITTEE TESTIMONY ON SJR 42 BY WILLIAM OLSON SECRETARY-MANAGER MONTANA CONTRACTORS' ASSOCIATION

# APRIL 19, 1985

Without the Infrastructure of public works, the economy of our State and our communities will not function normally.

A study conducted by the Associated General Contractors of America has concluded that the United States economy missed out on \$350 billion in Gross National Product from 1975 to 1982 because of insufficient public capital investment.

In Montana terms, our Task Force finds that in the four year period from FY 79 to 82, spending on capital investment in urban municipalities declined 53%.

Just the other day, I was visiting with a citizen and I asked him if he though the deterioration of public works in Montana was a serious problem. He allowed as how he thought that it sure was. I asked him if he thought the problem was caused by ignorance or apathy. He said... He didn't know and he didn't care.

What can be done in Montana to address local Infrastructure needs? There are four basic barriers to effectively addressing Infrastructure in Montana. The first, and most important of these, is to become more knowledgeable as citizens about our own local public facilities. Ultimately, it is the responsibility of each local community to determine its own priorities and needs for capital investment.

Secondly, we need to address the problem of declining local government revenues.

## Testimony SJR 42, William Olson April 19, 1985 Page Two

The third barrier that we can work to reduce is the degree to which state government rules and regulations add to the cost of planning and financing local public works.

The fourth thing, we can do a better job of is getting information on Infrastructure assistance to our local government.

Some progress on these barriers can be made immediately through our recommendations. However, these recommendations are only the beginning of the changes necessary to removing the barriers that are preventing us from fully addressing our Infrastructure needs. A complete renovation of our local government financing and revenue authority must be undertaken. Therefore, we strongly urge that an Interim Study on Infrastructure be created to prepare this renovation for the 1987 Session of the Legislature. <u>Our quality of life in Montana depends on our Infrastructure</u>.

I ask your support for SJR 42.

Thank-you.

# MONTANA'S INFRASTRUCTURE CRISIS

A Report to the State

MONTANA TRAVEL PROMOTION PHOTO

More Montana people are hearing the phrase "infrastructure crisis," on the news and in statements by politicians wrestling with public budgets.

What is the so-called "infrastructure," and what "crisis" exists?

The term defines the totality of facilities, public and private, that serve basic transportation and utility functions.

Our perspective in examining the state's infrastructure is to consider these extensive facilities as an investment which, like a home or an automobile, deserves protection if only to prevent a decline in the dollar value they represent.

Then why haven't more funds been allocated for public works projects? An infrastructure crisis update published by the AGC (Associated General Contractors) reveals that "for the last 20 years or so, capital spending on public works — at all levels of government — has been competing with service spending — and losing."

Montana infrastructure is a problem needing immediate attention. Unaddressed it will continue to decline and the costs of replacing these vital systems will escalate beyond the limits of our funding capacity altogether.

#### What Does This Mean in Montana?

In January of 1984, Governor Ted Schwinden appointed a Task Force on Infrastructure to look into this question. The charge of the Task Force was:

"To look at ways to improve the quality and quantity of investment in capital facilities which are the responsibility of Montana counties, incorporated cities and towns." "To compile information on the replacement and new construction needs of counties, incorporated cities and towns of Montana for basic public works and present this information to Montana citizens."

"To research administrative and legislative changes that could be made to facilitate flexibility in financing capital construction and good management in planning and operating capital facilities at the local level and bring these recommendations to the attention of the public and the appropriate government officials."

The Task Force is preparing its final report and recommendations through the fall of 1984, for presentation to the Governor and the Legislature prior to the 1985 session.

What is the status of Montana infrastructure? Consider these situations:

## BRIDGES

Local governments are responsible for construction, reconstruction or rehabilitation of all bridges on all public roads and streets in Montana which are not under State or Federal jurisdiction. In addition, local governments are responsible for maintaining all bridges on public roads and streets in Montana which are not the maintenance responsibility of the State or Federal government.



There are 2.142 bridges located on city and county jurisdiction roads and streets, 919 of these are structurally deficient, and in need of replacement, 798 bridges are structurally obsolete and in need of rehabilitation.

At todays costs \$72.5 million will be needed to replace the 919 structurally deficient bridges and \$27.5 million to rehabilitate or replace the 798 structurally obsolete bridges. Therefore, it will cost \$100 million to meet todays needs for local jurisdiction bridge systems.

## ROADS

Maintenance of streets and roads is largely the responsibility of local governments. These streets and roads are a vital portion of our transportation network.

There are approximately 78,000 miles of roads, streets and highways in Montana. Of this total, only 8,000 miles are the maintenance responsibility of the State Highway Department. The vast majority, or 70,000 miles, fall entirely to local governments to maintain. This amounts to almost 90 percent of our motor vehicle network.

This responsibility falls into two categories: roads, that are the responsibility of the counties; and streets, that are the responsibility of municipalities. It is estimated that the local share of county road responsibility for 63,546 miles is \$6.4 billion dollars. The local share for the 2,442 miles of streets has been estimated at \$1.1 billion. This makes the total amount of investment necessary from the local level for streets and roads \$7.5 billion dollars. Adding in State and Federal assistance, the total comes to over \$8 billion.

## AIRPORTS

If Montana has one problem that is more significant than any others in completing airport improvement plans, it is that of land acquisition. Difficulties in acquiring land have resulted in the creation of a sort of endangered airports list. Currently 55 percent (64 out of 116) of Montana's airports are in need of repairs or reconstruction. Capital improvement funds from state and federal souces are available to 58 percent of the Montana airports, while the remaining 42 percent must rely on self-funding for capital improvements. Local revenue sources include loan programs, parking lot fees, hangar rental, fuel flowage fees, and some larger airports collect landing fees from commercial airlines. In addition, local governments have authorized a two mill levy for airport maintenance and improvement.

Because only 5-10 projects per year are possible under the federal grant/state match program, it will take 6-12 years to address current (1984) needs, since the federal grant/state match program will provide only \$17,874,000 of the total \$19,819,000 needed. However, since it will take the program 6-12 years to meet current needs, presumably, any new needs identified in subsequent years will not be met.

# JAILS

In Montana, the county government usually operates local jails. There are 53 county government detention facilities in Montana. The county sheriff is legally responsible for inspecting the jail and providing funds to assure the facility meets health, safety, fire, and separation requirements. All offenders who violate state law must, by law, be held in the county jail. All juveniles held for offenses must, by law, be held in county jails.

The current status of Montana jails is as follows:

• Out of a total of 53 county jails in the state, only one jail clearly meets current jail standards. Thus, the remaining 52 jails will need rehabilitation, expansion, or replacement.

• A total of 21 out of 53 county detention facilities were build or underwent a major renovation previous to 1955. Since a detention facility has a normal lifetime of 30 years, at least 21 facilities will need to be completely renovated or replaced. • A recent study conducted by the Crime Control Division indicates that local government officials estimate that the current need for county jail rehabilitation, expansion or replacement is at least \$56,713,373. This figure is the aggregate need statewide for all Montana local governments.

• There are 16 municipal jails in Montana. Since most municipal jails are located in small cities and towns there is a possibility that those municipalities with sub-standard facilities might close the jails and contract with their county.

A total need of \$56,713,373 has been identified for county detention facilities. The financial cost for separate juvenile facilities is currently unknown. There is no total need figure available for the 16 municipal jails in the State. However, many planned jail upgrades have repeatedly stalled due to voter rejection of bond issues. For the foreseeable future it appears local governments will continue to provide the predominate share of the cost for jail upgrades.

## SOLID WASTE

Local governments and private entities are responsible (and liable) for the financing, operation and maintenance of Montana's Waste Management Systems. Waste Management includes: landfills (fencing, equipment, equipment storage, etc.), transfer stations, and incineration systems. Most local governments own their landfill property; however, some are leased from private, state or federal owners. This facility provides basic protection to human health and the environment by maintaining adequate waste management services statewide. This program also administers and enforces the legislative statutes and companion rules for solid waste disposal and septic tank pumpers.

Solid waste management disposal needs for the State of Montana are estimated at a cost of \$6,550,000. A national rule of thumb indicates that disposal costs are only 25 percent of the overall, therefore, an estimated \$19,650,000 is needed for collection which is totally a local responsibility.

Nine percent of Montana's population is being served by solid waste systems that are out of compliance with Department of Health and Environmental Sciences standards. It will cost \$1 million to bring these into compliance and another \$5.4 million to maintain all systems at a compliance level (includes operational costs). The total annual bill for statewide compliance is \$6.4 million. Ten Montana counties have not met the needs for solid waste planning studies at a cost of \$150,000.

# COMMUNITY WATER SYSTEMS

The primary function of a water system is to provide a safe and convenient supply of water for drinking, fire protection and irrigation. The capacity of a system must be large enough to support "peak" personal and commercial demands, as well as accommodate community growth.



A total of 264 capital project needs have been reported by Montana's incorporated cities and towns. The physical needs are:

- 134 distribution projects
- 55 supply projects
- 45 storage projects
- 30 treatment projects

In addition, there are rural water systems. Thirty-five percent of the 279 rural water systems are in need of major upgrading to bring them into compliance with the "10" State Water Quality Standards. It is also felt that 55 percent of these rural systems have insufficient financial resources for repair or replacement of existing facilities, and that some daily financial obligations cannot be met.

Because there is no comprehensive database on the need for improvements to water systems in Montana it is impossible to arrive at an accurate estimate of need. However, we do know from the joint efforts of the Montana Contractors' Association, Inc. and the Montana League of Cities and Town's survey of incorporated cities/towns, that a minimum need of \$100 million has been identified.

## DAMS

Dams in the Treasure State are regarded as the State's Life Line. They are the source of city water supply, and provide for flood control and recreation, some generate hydro-electric power and many supply irrigation to ranchers and farmers and their livestock.

But the Life Line is about to be broken, in the case of many of our states dams.

Montana Department of Natural Resources and Conservation, with the Corps of Engineers, found that there are a total of 804 such structures in the state that show a potential for hazard. Of these, 672 are said to have significant hazard potential. That is, they pose some threat to human life, but mainly pose a threat for economic loss.

Of far greater concern are the 132 dams that are ranked as having a high hazard potential because a break or failure in any of these would claim more than a few human lives, and the economic losses would be excessive.

Montana's last fatal dam failure was in 1964 when the Swift and Two Medicine dams broke, killing 19 people and causing millions of dollars in damage. Unfortunately, it often seems the only interest for dam safety is when there is a loss of lives and property.

The State of Montana owns 36 significant hazard structures and 28 high hazard dams, while cities hold title to 13 dams that are significant hazards and 17 high hazard dams. Counties claim only two dams that are rated as significant hazards and three that fit the definition of high hazard dams.



# WASTEWATER TREATMENT AND DISPOSAL

The local authority (city. county or sewer district) is charged with the physical and financial responsibility of operating and maintaining its wastewater facility. Depending upon what type of governing authority is present, the decision makers are the city council, county commissioners or a sewer board.

There are no universal figures which tell us how many public and private wastewater facilities exist in Montana. However, we do have some 1982 population data: 69 percent of the population reflected needs for construction of new systems or that of bringing old systems up to standards. The remaining 31 percent, according to the population study, had no existing need.

The 1984 evaluation of 203 public systems for which information exists illustrates a monetary need of \$231,276,000. This cost figure includes projected capacity demands, necessary for population growth of 20 years (2004).

# WHO'S AT BAT?

There are two aspects of the problem we can improve in Montana. The first of these is to become more knowledgeable as citizens about our own local public facilities. Ultimately, it is the responsibility of each local community to determine





its own priorities and needs for capital investment. We can help by actively supporting our local officials in prioritizing local needs for replacement or rehabilitation, and recognizing our responsibility to help pay the costs involved. We need to find ways to ensure that local public facilities are operated in a cost efficient manner — including charging for a facility based on the amount of use (where charging is possible), and not deferring maintenance.

In many communities. Montana taxpayers are facing major capital expenditures. However, the alternative is clear. If we fail to reinvest in our public works now, costs in the future will only escalate as deterioration proceeds unchecked.

The second aspect of the problem that we can work to improve is the role that State government plays in planning and financing local public works. Local governments must comply with State statutes in planning and financing local public works. Many of these statutes are outmoded and actually add to the costs of replacing or maintaining local infrastructure by unnecessarily restricting local flexibility and authority. Many of the recommendations of the Task Force identify these statutes and propose changes in State law.

In addition, State government administers a number of grant, loan and bonding programs that actively contribute to local financing. State government also provides technical assistance for planning a broad range of public facilities. Unfortunately, most State and local officials are not aware of the full range of financial and technical assistance currently available. The Task Force has also recommended that all this information be pulled together into one place and made readily accessible to State and local officials.

For more information:

This publication is brought to you as a public service by the Montana Contractors' Association. Inc. For more information about Infrastructure, contact:

Community Development Division Montana Department of Commerce Cogswell Building, Room C211 Capitol Station Helena, Montana 59620

## Montana Contractors' Association, Inc.

P.O. Box 4519 HELENA, MONTANA 59604 BULK RATE U.S. POSTAGE PAID Permit No. 48 Helena, MT

ADDRESS CORRECTION REQUESTED LOCAL GOVERNMENT COMMITTEE APRIL 19, 1985 EXHIBIT B

Submitted ky Rep. Janet Moore

We appose H. B. 950 "act changing the county boundry between Granite and Missoula Counties in order to include the area know as the Chinton area to Franite County. Providing for approval of the electors of both counties as required by the Montana Constitution + We would rather stand and resolve our differences with our local government in missoula County rather than run to Franite County and discover new problems on top of our old problems. Signed Karen Sharbono joude L. Sumphanale Mul Darbono Jola Martin Unity S Roop William R. Teaque Howard M. Hink Ymit F. Pay & Ethel Teague Nonda Fallen alph & Ward George Drenville Debriah Jonens,) alberta 7 B M. S. Suranyou alberta Drinvello Gayle Winn Sant L. Ward O cutte m Tucker

Sen. Jack Haffey Capitol Station Helena, MT 59624

Dear Senator Maffey:

We live in the "Clinton Seccession Area", we do not want to seccede from Missoula County, and we request that you take the following action on the Clinton Seccession Bill (Nouse Bill 950):

- 1. Take a stand against this bill and, if possible, kill the bill before it reaches the floor of the senate.
- 2. In the event that the bill does reach the floor of the Senate, attach the following two ammendments to the bill:
  - a. Before any voting takes place, those favoring seccession must obtain more than 50% of the signatures of the residents in the seccession area on a <u>new, validated</u> <u>petition</u> which proposes a vote in the seccession area followed by votes in Missoula and Granite counties.
  - b. In the event that a new, validated petition is obtained with signatures of more than 50% of the residents in the seccession area, then hold an election in the seccession area, and only if this election favors seccession would Missoula and Granite counties vote.

Thank you for your consideration.

NAME	ADDRESS
Lee Tandahl	14201 Turah Road
Marinan Ingedahl	14201 Surah Road
Robert Mondberg	14075 Turnh Road
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Mary Jon Brok	ADDRESS 14201 HARIPTON DE, Turah, MT 59825 14201 Hampton Dr. Turah, MT 59825					
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Gerald and Sharon Marks 14105 Hellgate Lane Turah, MT 59825 April 18, 1985

#### TO: Senate Local Government Committee

Dear Senators:

The Mark's family lives at 14105 Hellgate Lane, Turah. After listening to the arguments on the secession of the Turah-Clinton area to Granite County, we find such a proposal unacceptable.

We oppose the secession for a number of reasons:

 Reduction and/or loss of services. Although we understand our children would still to to primary school in Clinton and high school in Missoula, other services would be affected. Law enforcement would be greatly reduced or Granite County Sheriff would have to greatly increase their staff. Same is true with road maintenance and snow plowing. 9-1-1 services would no longer be available. The service of the County Extension Office and Soil Conservation Service would be available through their Phillipsburg Offices. The A.S.C.S. office service would be available through their Deer Lodge office. This would require the local people to drive or call long distance at added expense.

There is the possibility that if the secession were to happen, the citizens of the Turah-Clinton area could possibly have enough votes to relocate the Granite County Seat to Clinton. That would reduce the travel costs.

- Property taxes would change very little by secession to Granite County. The school, rural fire district and state levies would stay the same. The county levy would decrease by 6.5 mills. For the Marks family that would save us \$16.80 which hardly justifies the loss in services.
- 3. There are a number of other costs that should be considered, some of which would be difficult to determine. The costs of holding elections on the secession issue probably would be very small in comparison to the dollars expended in transferring legal documents to Granite County. I would guess these costs would be well over \$100,000.
- 4. The vast majority of the people that live in the Turah-Clinton area Missoula oriented because of schools, cultural activities, shopping and jobs. Moving the county boundary lines will not change this.

Assuming that Missoula's economy will grow, more people will move into the area. This in turn brings conflicts and problems. We would prefer to have the expertise that the Missoula County government offers to work on these problems.

We understand the concern that some of the landowners have on subdivision regulations. However we do not believe secession is the way to resolve the problem.

For these reasons, we urge you to vote **against** the secession proposal - HB950.

Sincerely,

ld Marka

Gerald Marks

Marks

SENATE COMMITTEE HEARING - LOCAL GOV'T - APRIL 19, 1985

COMMITTEE

GOVERNMENT

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LOCAL GO APRIL 19 EXHIBIT

M. ELIZABETH FRIESZ. CLINTON. MONTANA, CHAIRMAN OF THE CITIZENS OF CLINTON AREA.

I urge you to vote in favor of HB 950 (and HB 954 - regarding the moving of the boundaries for the Clinton area (and for the Lolo area.

There is no mandate in either the Us. Const. or the Mont. State Const. requiring such burocracy as the Missoula Comprehensive Plan or it accompanying Rules and Regulations. The United states Const. in its original text prohibits any such dictatorial proceedures. The Mont. Const. allows it but in no way mandates it, as we have been led to believe for the past ten years. Our County Attorney cleared this up for us. For those of us living under this yoke of bondage for the past ten years, we can tell you that the Comp. Plan and its Rules and Regulations are much to cumbersome to work.

The Missoula Comp. Plan with its accompanying Rules and Regulations is a dictatorial rule which was selected and drafted by 950 people. There are 77,000 people in the county, most of whom reject the complicated, contradictory, minority stranglehold over that vast majority. In the Clinton Area alone, we collected over 400% signatures in favor of the boundary change, more than half the number who drew up the Regulations, in only four days. During the 1975 drafting and throughout the ensuing ten years, our majority voices were never heard, not because we did not voice our disapproval, but rather because they closed their ears and pretended we had said nothing. The press was controlled so that our side was never viewed in its pages. They just thought if they ignored us long enough we would just go away, except when it came time to pay for their unlawful tyranny.

I say unlawful because our system of government requires that we elect our gov't officials and that they shall serve us, the citizens. The major choices are to be ours, the citizens. Anything of a major nature is to be taken to the ballot box before its instutution. Our system of Gov't does not provide for the officials to institute measures of such magnitude without our knowledge or consent, thus leaving us, the citizens, to find a way to fight with retaliation.

Retaliation is costly in finances and personal security, and of our freedoms. Who are these people that they are deemed GOOD enough to make decisions for us that put the British to shame in the early Pilgrim days? What makes their 950 qualified to tell more than 75,000 of us that they are wresting every minute part of our freedoms from us for our own good?

All through the hearings the County Commissioners have assured us, the citizens that they would not interfere with the elective process in moving the boundaries. Now they are organized to do just that interfere. I had Ann Mary Dusseault's word twice on the issue, directly assuring me. Now it is she who is undermining us, and also pressuring some of the other elected officials to undermine us. How can we trust officials who are incompetant of keeping their word?

We cannot tolerate such dictatorial rule any longer. We only want the right to vote on their right to usurp their minority Rules and Regulations over us. We must have that vote. Wax

We, therefore urge you to liberate us by allowing us to move our boundaries peaceable to Granite and Ravalli Counties. Please vote affirmatively for HB 950 and HB 954, and we also ask that you reconsider our request for the appropriation of \$1000.00 to help us cover some of the costs.

THANK YOU.

There may be some changes necessary to be materia 5 950. This would be in the time frame, we could ad the Elections in 6 me, unless a scheduled schart a plumary Edection is held within 1 spr.

Submitted HE150

LOCAL GOVERNMENT COMMITTEE

Gerald and Sharon Marks 14105 Hellgate Lane Turah, MT 59825 April 18, 1985

TO: Senate Local Government Committee

Dear Senators:

APRIL 19, 1985

EXHIBIT D

The Mark's family lives at 14105 Hellgate Lane, Turah. After listening to the arguments on the secession of the Turah-Clinton area to Granite County, we find such a proposal unacceptable.

We oppose the secession for a number of reasons:

 Reduction and/or loss of services. Although we understand our children would still to to primary school in Clinton and high school in Missoula, other services would be affected. Law enforcement would be greatly reduced or Granite County Sheriff would have to greatly increase their staff. Same is true with road maintenance and snow plowing. 9-1-1 services would no longer be available. The service of the County Extension Office and Soil Conservation Service would be available through their Phillipsburg Offices. The A.S.C.S. office service would be available through their Deer Lodge office. This would require the local people to drive or call long distance at added expense.

There is the possibility that if the secession were to happen, the citizens of the Turah-Clinton area could possibly have enough votes to relocate the Granite County Seat to Clinton. That would reduce the travel costs.

- Property taxes would change very little by secession to Granite County. The school, rural fire district and state levies would stay the same. The county levy would decrease by 6.5 mills. For the Marks family that would save us \$16.80 which hardly justifies the loss in services.
- 3. There are a number of other costs that should be considered, some of which would be difficult to determine. The costs of holding elections on the secession issue probably would be very small in comparison to the dollars expended in transferring legal documents to Granite County. I would guess these costs would be well over \$100,000.
- 4. The vast majority of the people that live in the Turah-Clinton area Missoula oriented because of schools, cultural activities, shopping and jobs. Moving the county boundary lines will not change this.

Assuming that Missoula's economy will grow, more people will move into the area. This in turn brings conflicts and problems. We would prefer to have the expertise that the Missoula County government offers to work on these problems.

Page 2

We understand the concern that some of the landowners have on subdivision regulations. However we do not believe secession is the way to resolve the problem.

For these reasons, we urge you to vote **against** the secession proposal - HB950.

Sincerely,

rald Marka

Gerald Marks

acks Marks

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f. Diane Tamcke

LOCAL GOVERNMENT COMMITTEE APRIL 19, 1985 EXHIBIT E

I am here to ask you to vote against House Bill 950.

I am from the Turah area, which is about 10 miles from the Clinton area. The Clinton area is distinctly different from the Turah area, and what the people in Turah want is distinctly different from what the people in Clinton want.

I have talked to many residents of the Turah area in the past week while I was gathering signatures on a letter to Senator Jack Haffey. This letter asked Senator Haffey to vote against House Bill 950.

Many of the signers of the letter to Senator Haffey had also signed the petition asking for secession. They have since changed their minds about secession, after receiving more information and after having time to think about the implications of seceding from Missoula County and joining Granite County. They have thought about things such as the loss of or reduction in services and the great distance to travel to Phillipsbutg, Granite County's county seat, to transact official business.

The petition carrier who came to my house specifically stated that taxes would be lower for us if we were in Granite County.

Just last Thursday, I attended an informational meeting sponsored by those proposing secession. At that meeting, it was pointed out by an opponent of secession that his tax bill would be only \$21 less in Granite County than it is currently in Missoula County. He also pointed out that those taxes would not provide the same services that would be provided by Missoula County. A Granite County commissioner was at the meeting, also. He acknowledged that Granite County cannot commit itself to law enforcement protection or road maintenance without having some or all of it contracted out--an expense in addition to taxes. There are also things which could not be provided at all--such as library, etc.

Mr. Gary Marbut, who is not from the Clinton-Turah area, but who has been pushing the secession issue, acknowledged that many of the secession supporters would not mind having their taxes go <u>up</u>, if that meant that they would not have the planning regulations which they oppose so strongly.

Since the tax issue was one which supporters of secession used to get signatures, I feel they may have deceived some signers of the original petition.

I and the Turah residents I talked with do not think that haste and secession are the ways to solve the problems some Clinton residents have with Missoula County's planning proposals.

Secessionists object to being forced to accept planning. We object to being forced to accept secession.

Turah residents do not wish to secede from Missoula County. Therefore, I ask you to vote "no" on this bill. Thank you.

NAME: Kathiken Mianel Janicke DATE: 11-19.1985 Wellgate Ln. Anton MT5 982 ADDRESS: 14.50.5 PHONE: 258-6621 REPRESENTING WHOM? Delf & athen Jurah / Clinton resident APPEARING ON WHICH PROPOSAL: X148950 DO YOU: SUPPORT? \_\_\_\_\_ AMEND? \_\_\_\_\_ OPPOSE? COMMENTS: Mip switten statement spinle face have the addition to me the had a monthin stationget he given haprecentative Mounds to be aroux + it ici fint it in the shulli y if you can analler my in it is sound could appresenter it allery fiel there was auch - suppi TAN, A Kall in nerskh o reare Waniy of tion for dicercion igenable agrican the sette milida, EASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY.

requested by Representative Moore

LOCAL GOVERNMENT COMMITTEE APRIL 19, 1985 EXHIBIT F

- 1. Page 11, line 3 Following: "county" Insert: "only if, within 90 days of the effective date of this act, a petition calling for such an election is submitted to the Missoula County clerk and recorder. The petition must be signed by more than 50% of the registered electors residing in the area of Missoula County proposed to become a part of Granite County as described in [sections 1 and 2]. If within 90 days the petition has sufficient signatures, the Missoula County clerk and recorder shall certify such fact to the boards of county commissioners of Missoula and Granite Counties. Within 90 days after such certification, an election on the question of changing the counties' boundaries shall be held"
- 2. Page 11, lines 4 through 6. Strike: "If" on line 4 through "counties, the" on line 6 Insert: "The"
- 3. Page 11, line 8.

Following: "election"

Insert: "if approved by a majority of those voting on the question in: (a) Missoula County;

(b) Granite County; and

(c) the area of Missoula County proposed to become a part of Granite County as described in [sections 1 and 2] "

Amend House Bill 954:

LOCAL GOVERNMENT COMMITTEE APRIL 19, 1985 EXHIBIT G

1. Page 6, line 25. Strike: "eleven (11)" Insert: "twelve (12)"

2. Page 9, line 25. Following: "county" Insert: "only if, within 90 days of the effective date of this act, a petition calling for such an election is submitted to the Missoula County clerk and recorder. The petition must be signed by more than 50% of the registered electors residing in the area of Missoula County proposed to become a part of Ravalli county as described in [sections 1] and 2. If within the 90 days the petition has sufficient signatures, the Missoula County clerk and recorder shall certify such fact to the boards of county commissioners of Missoula and Ravalli Counties. Within 90 days after such certification, an election on the question of changing the counties' boundaries shall be held"

3. Page 10, lines 1 through 3. "If" on line 1 through ", the" on line 3 Strike: Insert: "The"

4. Page 10, line 5. Following: "election" Insert: "if approved by a majority of those voting on the question in: (a) Missoula **County**;

- (b) Ravalli County; and

(c) the area of Missoula County proposed to become a part of Ravalli County as described in sections 1 and 2"

Mr. Chairman, Members of the Committee;

My name is Julia Penner. I live in the Lolo area, And favor HB954

Article II, Section 1 of the Montana State Constitution states, in part ",,, All political power is vested in and derived from the people... "

I'm sure you are aware of the many problems with the present administration of Missoula County.

Many of us in the rural areas do not feelcompatible with the more urban oriented city of Missoula and it's urban fringe.

We wish to have this Legislature implement the means by which we can exerciseour Constitutional self-governing rights.

This type of action is not entirely new or without precedence in Nontana. Missoula County once included Flathead, Ravalli, Sanders, and Mineral Counties. A part of Powell County was annexed to eastern Missoula County in 1915, and an exchange of area occurred between Missoula and Granite Counties in 1943.

We do not desire a complete lawless, unregulated society; but agreeable sensible, and practical, localized regulations which can be somewhat flexible as to fit a common need of the nieghborhood- Not what some bureaucrat thinks we should want.

Thank you. Julia La Conner

LOCAL GOVERNMENT COMMITTEE APRIL 19, 1985 EXHIBIT H

LOCAL GOVERNMENT COMMITTEE APRIL 19, 1985 EXHIBIT I

Mr. Chairman, Members of the Committee:

My name is Pete Penner; I live north of Florence in Missoula County. I am here to testify in favor of HB 950 and HB 954, and the appropriations provided for in these bills.

There are numerous reasons for the people of rural Missoula County to be disenchanted with our present administration. We do not fault our Sheriff or Road Departments or object to the basic State health standards, which are a necessity. We favor reasonable, local community-oriented and desired zoning, not compulsory zoning that someone thinks is <u>best for us</u>.

We are much more "at home" with a rural-orientated county than an unban-orientated county.

Realistically, Missoula is a small trade area for the five valleys of Western Montana. The planners seem to think this is a metropolis. They want to force "metropolitan regulations" on all rural areas of the county.

We also feel that we have been harassed unduly in the last two (2) years. In November of 1983, we had to fight city-county consolidation. This election was held in concurrence with the city election, and was a one-issue special election in the county. In June of 1984, we had to fight a study of our government. Then, the city decided to condemn the Mountain Water Company, and purchase the water supply. When the citizens expressed their wish to vote on the issue, the city sued ten (10) of the signers of the petition. The city also hurried to the Legislature to try to stifle the initiative process. Now, they slap us in the face with an oppressive comprehensive plan which would be complete control of all land, water, air, and life style in the entire county.

Our Commissioners act more like Chamber of Commerce than County Commissioners.

Thank you. Site Venne PLTE PENNER 4800 Carolin In

HB954

#### LOCAL GOVERNMENT COMMITTEE APRIL 19, 1985 EXHIBIT J

Thy name is few Alenderson from Lolo. I am speaking for myself and others line the Bolo area that were unable to be present today. The concern B ours among the residents is the fitteme governmental. Control and harrassment form Dealth Dest & Planning Dept officies. We are in favor of smille planning and platection of our lands but are tired of the philosophies Construction. We see the comprehensive plan to limit our abilities even further. We do not the plan regulation of the compreh. plan regulation of the compreh. plan regulation of the comprehence the rural area of Lolo and see no other alternative to the problem other than to change boundaries to become part of Raveli County. We are tired of attreme control and harassment from the county Officials. A few examples: One readent has a parcel of land which is less than 2 acres with 2 existing homes on it. A wanted to give one home with less than one acre" to his daughter but couldn't because it was less than 2 acres of land to begin with. Yet Thessonla can put home on laty that are 100 × 100 ft. another has a garcel of land which is highway footage. Se wanted to sele it commercial but could of get a server sermet for commerceal use - let this some man pays commercial takes on this property. Just a home on . I had applied for a sewer permit. When they gave me 2 perh tests - One was 5'6 and one was 5'8". They had to fight to get an approval even though the law states the water lever has to be over 5'. We ask you today to vote in favor of HB 954 and give us the opportunity to vote on the Jossibility of Changing boundaries to Javalli County Which had more rearal views in mind

71/ISSOULA COUNTY

BOARD OF COUNTY COMMISSIONERS • Missoula County Courthouse • Missoula, Montana 59802 (406) 721-5700

MEMORANDUM

BCC-85-161 April 1, 1985 LOCAL GOVERNMENT COMMITTEE APRIL 19, 1985 EXHIBIT K

TO: MISSOULA COUNTY LEGISLATORS

FROM: MISSOULA BOARD OF COUNTY COMMISSIONERS

RE: STATEMENT TO MISSOULA COUNTY LEGISLATORS ON SECESSION BILLS BEFORE THE MONTANA LEGISLATURE

1. Certain citizens in Missoula County have exercised their rights under the Constitution and Laws of the State of Montana by petitioning the Legislature for the opportunity to vote on the question of seceeding from Missoula County. We support their right to do just that.

2. We agree with Representative Janet Moore that "Cutting and running is not the way to solve problems," and concur with the opinion that confrontation politics is inherently negative.

3. However, we are committed to continued discussions with all residents of Missoula County, and with rural residents in particular, to work together to resolve problems that have been identified.

4. Should the Legislature pass these bills, we look forward to the debate such a vote would cause. We believe Missoula County has treated its rural citizens fairly and equitably, and that these facts will arise as the decision to secede or stay is finally made by all Missoula County residents.

BOARD	OF CO	UNTY CON	MISSI	DNERS		
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Ann Ma	iry Du	ssault,	Chair	~1		
	· /	U		/		

Barbara Evans. Commissioner

Olynd L.

Bob Palmer, Commissioner

BCC/AMD/1s

cc: Missoula News Media
April 18, 1985

Dave Fuller Senate Committee on Local Government Helena, Montana

LOCAL GOVERNMENT COMMITTEE APRIL 19, 1985 EXHIBIT L

Dear Sir:

As Lolo residents we wish to protest the secession of Lolo from Missoula County to Ravalli County.

We object for the following reasons:

- (1) We don't believe Ravalli County will provide adequate law enforcement or fire protection on an emergency basis. We would rather depend on a sheriff travelling 10 miles from Missoula than 36 miles from Hamilton.
- (2) Ravalli County does not have adequate facilities to provide road maintenance (especially in winter months) for the Lolo area.
- (3) There is some question about where high school students would attend school. Because of the superiority we would much prefer their continuing at Big Sky than transferring to Florence Carlton. We understand that Florence Carlton is presently overcrowded.
- (4) We are also concerned about the distance between Lolo and the county seat. To travel 72 miles for county business is an imposition on citizens.

James E. Dopp 256 Clavement bolo Robert P. Schredu 225 St John 2010 257 Claremont Lolo Jiana R. Banor. Daven 257 Claremont Labo - Orieton 258 Ridgeway Lolo 258 Ridgenay Bulitte Docktor 266 Ridgeway Lolo A-Jammann 266 Ridgeway Loho Kononocoga 259 Ridgeway Coro 256 Clanemont 240

Dave Fuller Senate Committee on Local Government Helena, Montana

Dear Sir:

As Iolo residents we wish to protest the secession of Iolo from Missoula County to Ravalli County.

We object for the following reasons:

- We don't believe Ravalli County will provide adequate law enforcement (1) or fire protection on an emergency basis. We would rather depend on a sheriff travelling 10 miles from Missoula than 36 miles from Hamilton.
- Ravalli County does not have adequate facilities to provide road maintenance (2)(especially in winter months) for the Iolo area.
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- We are also concerned about the distance between Lolo and the county seat. (4) To travel 72 miles for county business is an imposition on citizens.

Judich P. Caronubal 310 Borelay 273-6888 Michael R. McMechin 246 St. Johns 273-0471

Thomas B. Wor



229 Glacien Rr. 273-2905 Lol., MT. 59847 MORMAN CREEK Rd. 273-6418

10241N CE. Rd. 223-2384 Mionimon CK. Ko 283-2428

LoLO, MONTANA

Dave Fuller Senate Committee on Local Government Helena, Montana

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April 18, 1985

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- 3 pm Ja Pointe 13009 Kinwood Dr. LoLo, Mt. 59847 SLEEMAN GULCH , LOLO, MT 59847 man Reed 13042 Kimwoon Drive. Ldo, MT 59847 Parki, Sane SLEEMANG. Lolo, MT5939 Sleeman G Lolo mt 5984 11350 Alloment. Lolo 1017.59547

April 18, 1985

Dave Fuller Senate Committee on Local Government Helena, Montana

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Denise 1/2. Alorning 141 Cascade Cacqueline Knight 5550 Brady In.

Dave Fuller Senate Committee on Local Government Helena, Montana

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Wichael W Solie Hoot

148 Cascade Lola.

Telephere Calls From. Pat aJohnson 225 Chicus Spin-Enview + Gude Envirte. Juni Hall

H6954

 BOARD OF COUNTY COMMISSIONERS
Missoula County Courthouse
Missoula, Montana 59802 (406) 721 5700

MEMORANDUM

LOCAL GOVERNMENT COMMITTEE APRIL 19, 1985 EXHIBIT M

BCC-85-186 April 18, 1985

TO: SENATE LOCAL GOVERNMENT COMMITTEE

FROM: HOWARD SCHWARTZ, EXECUTIVE OFFICER

RE: HB-950 & HB-954

Our problems with the two Secession Bills, HB-950 and HB-954, are addressed in the attached memorandum which I have previously sent to Missoula County Senators. Since that memo was sent, I have discovered two additional problems:

- 1. There is one technical mistake in House Bill 950 on page 4, line 20, it should read: "...said section 36, thence running west along the third." East should be changed to west.
- 2. There would actually be six new joint school districts created rather than the five mentioned in Larry Johnson's memo. Four sections out of the Sunset School District are included in the proposed Clinton area boundary change.

HS/1s

7/ISSOULA COUNTY

BOARD OF COUNTY COMMISSIONERS

Missoula County Courthouse • Missoula, Montana 59802
(406) 721-5700

MEMORANDUM BCC-85-172 April 11, 1985

TO: ALL MISSOULA SENATORS

FROM: HOWARD SCHWARTZ, EXECUTIVE OFFICER MISSOULA COUNTY

RE: COSTS AND IMPLICATIONS OF SECESSION BILLS

After the Secession Bills, House Bills 950 and 954, passed the House, at the behest of the County Commissioners I surveyed County elected officials and department heads as to the administrative and legal implications of the bills. Some of their replies are attached for your review. My summary follows:

1. <u>COSTS</u> - It is clear that the process of changing the boundaries of the County will entail considerable costs. Many of these costs are not known at this time, nor is it clear who is to bear those costs. A list of some of them, and my best guess as to their amount, is as follows:

- A. <u>Special Election</u> If a special election were called to alter the boundaries of a County, the costs would be up to \$17,000. If an election were held in conjunction with other elections, the cost would be considerably less. This would be the cost to Missoula County. The other counties would have their own costs as well.
- B. <u>Document Transfers</u> The Missoula County Recording Office estimates that it would cost approximately \$50,000 to duplicate and index and transfer title deeds and other records to a neighboring county. The explanation and break-down of costs are attached.
- C. <u>Appraisal Commission</u> The Appraisal Commission required by law to carry out the job of appraising all property within Missoula County and determining how much of Missoula County's debt and assets the seceeding areas would carry with them will incur some costs. It is impossible to estimate what they would be at this time, but in 1914, when Mineral County was broken off from Missoula County, the Appraisal

Commission met for 18 days before its work was completed. Apparently, the costs of the Commission are to be borne equally by the counties involved.

- D. Department of Revenue and County Assessors Some considerable work will be involved by the Assessors' Offices in transferring property from one county to another. It is difficult at this time to estimate how much expense would be incurred. The biggest problem might be for the receiving counties to integrate the records and appraisal system used in Missoula County into their own records. You probably ought to ask the Department of Revenue for an estimate of what they think this process would cost them.
- Ε. General Staff Time - It is clear from the attached memos that employees from all three counties would have to spend considerable time in working out the legal and administrative processes to effect the transfer of land. The Clerk and Recorders would have to hire additional personnel. Whether other departments would have to hire additional people is not known at this time. Some of the expenses involved would be completing all legal work and documents, overseeing changes in school district boundaries and procedures, changing things such as road signs, maps and records of all sorts that are on file everywhere from Helena to Washington. These costs, of course, would be borne by all sorts of governmental and non-governmental entities.

2. <u>LEGAL AND ADMINISTRATIVE PROBLEMS</u> - The following sets forth a very brief listing of some of the problems that would need to be addressed legislatively. We would be happy to work with you on amendments to the bills in any manner you deem appropriate. Deputy County Attorney Mike Sehestedt is probably the most knowledgeable person in the County as far as law and legislation in these matters, and you should probably turn to him as well as the Legislative Council for assistance.

- A. <u>Section 76-2-2102 MCA</u> is woefully out of date. As County Attorney Deschamps' memo indicates, there are numerous legal questions that need to be resolved prior to the beginning of a change in boundaries.
- B. <u>There are ambiguities</u> involved in school boundaries, which are set forth in the memo from Larry Johnson, School Finance Officer. It seems to me that, at a

## MEMORANDUM BCC-85-172 PAGE THREE

minimum, the bills ought to be amended so the school district boundaries would coincide with the new county boundaries in order to avoid creating new joint school districts. There might also be a problem, according to Mike Sehestedt, about whether joint school districts can be created simply by changing county boundaries, rather than going through the formal process of creating a joint district. Mr. Sehestedt is researching the question further, but the Legislative Council might want to take a look at the question as well.

- C. There seems to be considerable question about what kinds of property are or are not to be included in the evaluations and transfers. County facilities that have been created under RSID's are one such We are not clear about the status of the example. Lolo water and sewer system under current law, and how maintenance and operation of that district would proceed if the Lolo area were transferred to Ravalli Similarly, we are unsure as to whether County. facilities constructed under General Revenue Sharing allocated to Missoula County have any special status. Since the money was appropriated for the benefit of the people of Missoula County, and not of Granite or Ravalli County, we are not sure if these facilities, such as the Community Centers in Clinton and Lolo, are to be included along with other County assets, or if I am fairly sure that they are in a special category. as we delve into this further, other problems of this nature will surface.
- D. <u>Problems of Timing</u> As the memorandum from the Clerk and Recorder's Office indicates, the Statutes only allow 120 days for changes in recording and tax files to be completed. As Wendy Cromwell, Jane Ellis and Fern Hart point out, this is simply not enough time for the work to be done. This Statute would need to be clarified or amended before an election on changes in boundaries.
- E. <u>District Court</u> I have not yet received any comments from District Court on secession implications since I gave them my request much later than the other Department Heads, but in conversations with Bonnie Henri, our Clerk of Court, it appears that there are a few considerations that would have to be addressed. One of these is that a change in the boundary of Missoula County and Granite County would necessitate a change in the

MEMORANDUM BCC-85-172 PAGE FOUR

> boundary of the Fourth Judicial District. I don't know whether any special legislation is needed, or whether the boundary of the District merely references the boundary of Missoula County. Mrs. Henri is checking to find out what impact on Court filings, child support payments and other kinds of routine processes that are keyed to residents in Missoula County would be affected by proposed changes. Likewise, Missoula Youth Court and the District Judges' Operations Officer are checking to see what other impacts there might be on the Court system in the County.

This summary has turned out to be rather lengthy, but as you can see, there are a number of problems that will have to be addressed by the Legislature before we can have an election in which the citizens of Missoula, Granite and Ravalli Counties understand all the implications of boundary changes. I know that time is short, but if you are going to pass these bills, we certainly expect that you will deal with these problems. As I said before, we are willing to help you in any way possible.

I should also stress that the Commissioners expect that the County will not have to bear this burden alone. It seems only fair that, if the Legislature mandates an election on changing the boundaries, the State be willing to assume some of the costs. I would think that the Commissioners in Ravalli and Granite County would feel the same way. Therefore, it might be wisest to consider this truly as an appropriations bill and appropriate the several hundred thousand dollars the three counties may need to defray the costs of establishing and carrying out the will of the people.

HS/ls/cd cc: Ravalli, Granite & Missoula County Commissioners Missoula County State Representatives R.L. "Dusty" Deschamps, Missoula County Attorney Fern Hart, Missoula County Clerk & Recorder Mike Bowman, Missoula County Superintendent of Schools Richard Colvill, Missoula County Surveyor Bonnie Henri, Clerk of District Court Dan Cox, Missoula County Budget Officer John DeVore, Missoula County Operations Officer Gordon Morris, Executive Director, Montana Assn. of Counties

# MISSOULA COUNTY

OFFICE OF THE CLERK AND RECORDER MISSOULA COUNTY COURTHOUSE MISSOULA, MONTANA 59801

MEMO

TO: HOWARD SCHWARTZ, EXECUTIVE OFFICER

FROM: FERN HART, CLERK & RECORDER/TREASURER

Jun

DATE: APRIL 10, 1985

RE: HB950 and HB954

In addition to Jane and Wendy's comments, the following citations seem important to me:

Sec. 7-2-2252 stresses the collection of taxes in "new" county for the "current" year. With the necessary records searched and transferred in Assessor's and Treasurer's this underlines the need for time.

Sec. 7-2-101(2) I "hope" this allows the county from which territory has been detracted to bill the receiving county for costs.

Clerk of District Court considerations:

Sections 7-2-2255; 7-2-2411; 7-2-2414

ISSOULA COUNTY OFFICE OF THE COUNTY TREASURER P. O. BOX 7249 **MISSOULA, MONTANA 59807** 

April 9, 1985

To: Fern Hart

From: Jane Ellis J. 2.

Re: Mechanical problems related to secession bills

The pending secession legislation poses two mechanical problems that I can

identify:

1. The changes are to occur 120 days after the election if approved by both counties. 120 days is not enough time to identify all the boundary properties and work out the transition details with our counterparts in the other counties.

2. We also need to have the transition occur on January 1 of some year rather than in the middle of a year since the taxation process is geared to the calendar year. 15-10-321 MCA says the Dept. of Revenue does not have to recognize a change in a taxing jurisdiction unless notified by January 1.



CLERK AND RECORDER FLECTIONS OFFICE COURTHOUSE ANNEX MISSOULA, MONTANA 59802 PHONE 721-5700

Comments on HB950 and HB954 (secession from Missoula County)

#### Elections Office Considerations:

Although the proposed county boundary changes do not follow precinct boundaries, the new lines generally cross unpopulated areas, or do follow precinct lines through populated areas, so that deciding which registered voters should be transferred from one county to another will not be a difficult task,

Dates for conducting the election on the boundary change could include the City Primary, September 10, 1985; the City General, November 5, 1985; or any special date set by the commissioners of the counties involved.

The cost of a county-wide election (single issue) in Missoula County would be approximately \$17,000.

#### Recording Office Considerations:

The statutes on county creation, abandonment or consolidation appear to require that all records in the Recording Office which relate to the portion of the county being transferred must be transferred and indexed for the new county.

In Missoula County, there are approximately 500 cartridges of microfilm with over 2,000 pages of documents each recorded on them. Clerks would need to examine 1,000,000 pages of documents to determine which of those records should be transferred to the new county, and create indexes for them. There are also hundreds of thousands of documents which are filed (not on microfilm). The original documents relating to the land to be transferred would have to be sent to the new county.

The process of sorting and transcribing would certainly take more than 120 days to complete, if indeed completion is necessary in the amount of time. The legislation requires that the "boundaries....are effective 120 days from the date of the election." It is not clear whether that means that all clerical details must also be completed within 120 days.



ERK AND RECORDER ELECTIONS OFFICE COURTHOUSE ANNEX MISSOULA, MONTANA 59802 PHONE 721-5700

Cost Estimates for Secession: Recording, Elections

In Recording:

1,000,000 pages of documents to examine @ 3 pages/minute = 5,555 hours

= 2.67 F.T.E. for one year @ \$6.00/hour? = \$33,330

For filings not on microfilm - estimate 1 F.T.E. for one year

@ \$6.00/hour? = \$12,480

Entering documents, recorded and filed, in computer index

approximately 11,000 documents total, entered @ 30/hour = 367 hours

@ \$6.50/hour? = \$2,385

In Elections:

Transferring voter registration:

2 weeks' work, 1 F.T.E. @ \$6.00/hour = \$480

Secession election:

approximately \$17,000 in Missoula County





MEMO

то:	HOWARD	SCHWARTZ L. DESCHAMPS	$\mathcal{D}$
FROM:	ROBERT	L. DESCHAMPS	IIIX
DATE:	APRIL 9	9, 1985	

SSOULA COUNT

RE: SECESSION BILLS

OFFICE OF THE ATTORNEY MISSOULA COUNTY COURTHOUSE MISSOULA, MONTANA 59802

TELEPHONE: (406) 721-5700

ROBERT L. DESCHAMPS III

COUNTY ATTORNEY

Per your request Mike and I have examined the viability of H.B. 950 and 954's sections 3(2) to deal with property transfers if portions of Missoula County join other counties.

In our opinion, the references to Title 7, Chapter 2, part 1, and 7-2-2102 are legally sufficient. However, the statutes referred to are archaic and as a practical matter would be extremely difficult to work with.

Section 76-2-2102, referred to in the bills, merely incorporates by reference a number of other statutes. The process set out involves appointing a 3-person commission which is appointed by the governor. These commissioners are paid \$8.00 per day, and their first task is to value all county property within Missoula County, including "all buildings and their furniture, real estate, road tools, machinery, and all steel bridges..." (7-2-2244(1)(b)). No directions are given as to how this property is to be valued, or exactly how precise and detailed the inventory is to be . However, there are some cases under the 1889 Constitution holding that things like roads, bridges, and county records, which lawfully cannot be sold should not be valued. The leading case is <u>State ex rel.</u> Missoula County v. Brown, 73 Mont. 371, 236 P 548 (1925) which declared an identically worded predecessor of 7-2-2244 unconstitutional. Thus, there is a possibility that at least part of 7-2-2244 is also unconstitutional, not to mention unclear.

In any event, after the \$8.00 a day commissioners value all the property of Missoula County, they next must determine the assessed valuation and indebtedness of Missoula County. Then they must calculate whether the value of the county's property is more or less than the value of the indebtedness. If the debt exceeds the value of the property then the portion of the county broken off must pay Missoula County its proportionate share of the debt over value, based on the proportion of assessed value the broken off portion has to the balance of the county. On the other hand, if the value exceeds the debt, as would no doubt be the case in Missoula County, then the old county must pay to the county receiving the portion taken off a sum equal to the broken off portion's share of the value in excess of the debt. Again, the method used for determining the amount the broken off portion is paid is determined by it's assessed valuation as compared to the whole county. Payments in either case can be funded by either a property tax levy sufficient to liquidate the debt within three years or by a bond issue.

Overall, the statutory scheme described above seems to be an equitable method of distributing assets upon the breakup of a county. However, since it has been approximately 60 years since the statutes have been used, they need some modernization. It is unlikely many responsible persons would undertake valuing Missoula County's assets, liabilities and assessed valuation for \$8.00 a day.

Some direction would be very helpful in determining the value of assets. Should it be market value, purchase price, replacement cost, or some other method?

Some legislative guidance on what property should be included in determining value would also be helpful. In State ex rel. Judith Basin County v. Poland, 203 P. 352, 61 Mont. 600 (1921) and State ex rel. Missoula County v. Brown, 236 P. 548, 73 Mont. 371 (1925), the Montana Supreme Court held that the term "property of the county" meant: "...such property only as a county could then hold in its proprietory capacity, that is such property as it was authorized to acquire, hold and sell..." While the court clearly held that roads and bridges were not county property within the meaning of the term as defined, troublesome questions remain. For example, should dedicated park lands which are essentially held in trust for the public be counted as county property or should a public library building built with restricted funds (see Title 22 Chapter 1, Part 3) be included in the determination of the value of "county property." Other problems are posed by facilities built or improved with federal grants which restrict or limit the power of the county to dispose of them. If they are to be included, is any deduction from value allowed for the grants which would have to be repaid if the property was in fact sold.

Similar considerations may exist for determining the current value of the county's indebtedness. Examples of the problems in this area include questions on how tax backed revenue bonds and RSID bonds would be figured in the determination of total debt.

Finally as noted above, certain portions of the relevant statute's identical predecessors have been held unconstitutional

under the 1889 Constitution, thus creating a cloud over the current version. There may be other problems as well.

Due to the lack of time, and the need for policy decisions on many of the problems identified no effort has been made to draft possible amendments for the two bills now before the legislature. While it might be possible to manage with what is now on the books, it would clearly avoid a great deal of anguish, frustration and probably litigation to have these problems resolved legislatively.

You have also requested a brief cost/benefit analysis of the two bills. We note that election costs must be distributed pro rata per 7-2-2244 and 7-2-2246, as must the costs of doing the various evaluations described above. We have no idea what the actual cost of these activities would be. As far as the costs and benefits to the County Attorney's Office, I suspect a breakup would add substantially to our workload until all the details of the breakup were resolved. Thereafter, we would experience only a slight decline in workload as most of our work, both civil and criminal, is spawned in the urban area of the county. Given these realities, coupled with a smaller tax base, it is likely the proposed detractions would have a negative financial impact on this office. SUPERINTENDENT OF SCHOOLS • 301 WEST ALDER • MISSOULA, MONTANA 59802 (406) 721-5700

ECEIVED

RTISSON COUNTY COMMISSION

7MISSOULA COU

April 9, 1985

- TO: Howard Schwartz, Executive Officer
- FROM: Larry B. Johnson School Finance Officer

RE: Secession Bills HB - 950 & HB - 954: An analysis of school district boundaries as compared to the proposed new county boundaries described in the above bills.

Analysis by school district:

Missoula School District #1

With the proposed changes, District #1 would become a joint district with three counties, Missoula, Granite and Ravalli. Six sections in the Upper Pattee Canyon area and 12 sections in the Holloman Creek area would become part of Granite County. Approximately 35 sections in the Upper Miller Creek and Davis Creek areas would become part of Ravalli County.

Lolo School District #7

District #7 would reside almost entirely in Ravalli County but a small parcel of land in section 25 would remain in Missoula County making Lolo a joint district with Missoula and Ravalli Counties.

Florence Joint District #15-6

District 15-6, now a joint district with Missoula & Ravalli Counties, would become a regular district within Ravalli County.

Woodman School District #18

District #18 would be transferred in its entirety to Ravalli County.

## Clinton School District #32

District #32 would reside almost entirely in Granite County, but about two sections would remain in Missoula County making it a joint district.

Potomac School District #11

About 30 sections on District #11's south border would reside in Granite County making it a joint district.

Missoula County High School District

This district would become a joint district with three counties, Missoula, Granite and Ravalli.

It is apparent that the proposed county boundary changes were not planned to coincide with school district boundaries and would create several joint school districts. While the existence of joint districts is quite common (we have three), they do require a greater administrative attention especially for the county treasurer's and superintendent of schools' offices.

Three possible approaches to the county/school boundary problems created by these bills:

- Leave the boundary changes proposed by the bills intact and thereby create five more joint school districts in Missoula County.
- 2. Amend the bills so the proposed county boundary changes coincide with present school district boundaries to avoid creating joint elementary districts. MCHS would then be the only joint district created.
- 3. Leave the proposed county boundary changes intact and then transfer school district territories after the secession takes place to align the district boundaries with the new county boundary.

While our office doesn't take a position on the secession issue itself, we would discourage the creation of five more joint districts within our county. If possible, we would urge the bills to be amended to conform to existing school district boundaries. Should the proposed county boundary changes hold, then we would probably investigate the transfer of school district territories to eliminate as many joint districts as possible.

Presently, I do not have the data to make an analysis of the financial ramifications of these bills. Such an analysis would be quite time consuming and I prefer to wait and see whether the bills pass.

LBJ:emb



NAME: Bernie Swift DATE: 4/19/85
ADDRESS: // Jom lfm, Mtr
PHONE: 363-2172
REPRESENTING WHOM? DIST # 64- Representative
APPEARING ON WHICH PROPOSAL: AB 950 & AB 954
DO YOU: SUPPORT? AMEND? OPPOSE?
COMMENTS: <u>Offer opportunity for geople te</u> <u>register their Wiskes to Government</u>
<u> </u>
Berni le Swift

Elizabith Hr DATE: 4 NAME : ADDRESS 82 104 PHONE : REPRESENTING WHOM? Clinton aler for Secretar APPEARING ON WHICH PROPOSAL: HB 950 AMEND? <u>chacilite</u> OPPOSE? SUPPORT? 40.2 DO YOU: COMMENTS: - particularly quant to tricing armie 1.46 and lance chelle le he note, which. Loula ....... electorate in C.

NAME: Craig	Servicht			DATE:	4/14/+	· <u> </u>
ADDRESS: 12370	Himing	108	1 de l'A	-H MT.		
PHONE : 778-	AEL.					
REPRESENTING WHOM?	· Self	••				
APPEARING ON WHICH	H PROPOSAL:	Turch	<u>Lucession</u>	<u> </u>		
DO YOU: SUPPORT	?	AMEND?		OPPOSE?		
COMMENTS:						

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PLEASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY.

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NAME: ROGER A. Norton DATE: 4-19-85
ADDRESS: Mullan Boad Clinton, Mit
PHONE: 406 - 825 - 3756
REPRESENTING WHOM? Concerned Citizens
APPEARING ON WHICH PROPOSAL: HB950
DO YOU: SUPPORT? X AMEND? OPPOSE?
COMMENTS: My name is Roger Norton and I would appreciate a yes vote from the
Local Cout committee, so that this
<u>issue can be voted on by the whole</u> <u>county.</u> <u>Nogan.</u> Monta

NAME: Thomas Un white DATE: 4-19-85
ADDRESS: 13455 lierak Boail Clinton
PHONE: 2586689
REPRESENTING WHOM? Murak area
APPEARING ON WHICH PROPOSAL: HB 750
DO YOU: SUPPORT? AMEND? OPPOSE?
COMMENTS: I offer the amendment of HB 953 to elimete the Turak area from the Bill Lapport HB 950 and thigh it should
L'support HB 950 and thill it should to on Brillat for a vote of the People -
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NAME: Phil	DAVIS		9-8.5
ADDRESS: <u>J073</u>	HWY 10 eat	chinton	59.82.5
PHONE: 406-825	- 6252		
REPRESENTING WHOM?	mysilf	t	
APPEARING ON WHICH P	ROPOSAL: 13 4 950		
DO YOU: SUPPORT?	AMEND?	OPPOSE?	
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NAME: <u>5</u> 0	GENE	BALL		DATE :	4-19-85
ADDRESS:	20(95	EMI	JLLEN	RD C	CINTON MT
PHONE :	1- 825	-7812			
REPRESENT	ING WHOM?	<u> </u>	mid	Ranche	<u> </u>
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NAME: Robert Hleeles	DATE: 4-19-85
V	
ADDRESS: 18850 HWY/OE CLINT	ON MT 59825
PHONE: 825-3570	
REPRESENTING WHOM? myself + my family	
APPEARING ON WHICH PROPOSAL: HB-950	
DO YOU: SUPPORT? AMEND?	OPPOSE?
COMMENTS: The very fact that we a	
The process is solid evidence of the property owners & taxpay	
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the tacting used to circumsent	
of their constituents. I would	d hope that this
process could go forward sothe Thes areas concerned may wot	on the issue,
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NAME: PETE PENNER	DATE: <u>4-19-95</u>
ADDRESS: 4800 CAROLIN LIN	·
PHONE: 273 ~ 2575	
REPRESENTING WHOM? LOLO AREA	
APPEARING ON WHICH PROPOSAL: $HB754$	
DO YOU: SUPPORT? AMEND?	OPPOSE?
COMMENTS:	
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PLEASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY.

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NAME: Jowand Kirk	DATE:/19/55
ADDRESS: Probex 4 clinton MAT	5 9.F2.5
PHONE: 825 - 4768	
REPRESENTING WHOM? My self.	
APPEARING ON WHICH PROPOSAL: $4B.950$	
DO YOU: SUPPORT? AMEND?	OPPOSE?
COMMENTS:	
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(This sheet to be used by those testifying on a bill.)

NAME: Mary Jane Tangedahl DATE: April 19,1985
ADDRESS: 14201 Turah Rd., Turah, MT. 59825
PHONE: 258-6040
REPRESENTING WHOM? Myself and Clinton -Turah Residents
APPEARING ON WHICH PROPOSAL: HB 950
DO YOU: SUPPORT? AMEND? OPPOSE?
COMMENT :
PLEASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY.

-

NAME: Cindy Riggs DATE: 4/19/80
NAME: Cindy Riggs DATE: 4/19/80 ADDRESS: P.O. Box 223 Clanton
PHONE: <u>\$35-3733</u>
REPRESENTING WHOM? MYSER
APPEARING ON WHICH PROPOSAL: Hause bill 950
DO YOU: SUPPORT? AMEND? OPPOSE?
COMMENTS:
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NAME: MARCK S. 125665		DATE: 4/19/55
ADDRESS: P.O. Bx 733	CLATTEN MIT-	59555
PHONE: 155-3733		
REPRESENTING WHOM? MASSE	F	
APPEARING ON WHICH PROPOSAL:	H\$950	
DO YOU: SUPPORT?	AMEND?	OPPOSE?
COMMENTS:		
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NAME :	aren	Sharbonc			DATE :	4-19-85
ADDRESS:	PO Boy	63	Chinton	mh	57825	
PHONE :	825-41	00				
REPRESEN	TING WHOM	? my self	<u> </u>			······
APPEARIN(	G ON WHIC	H PROPOSAL:	439	20		
DO YOU:	SUPPORT	?	AMEND?		OPPOSE?	-X
COMMENTS	:					
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NAME: Jin Henderson	DATE: 4-18-65
ADDRESS: BOY 214 LoLo ME	
PHONE: \$73-0540	
REPRESENTING WHOM? Jolo Aria Frank	
APPEARING ON WHICH PROPOSAL: #8 954	
DO YOU: SUPPORT? V AMEND?	OPPOSE?
COMMENTS:	
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(This sheet to be used by those testifying on a bill.)

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APPEARIN	G ON WHICH	PROPOSAL: Bie,	11 953	6
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COMMENT:				
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PLEASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY.

-

NAME: Lee Tangedahl DATE: 4/19/85
ADDRESS: 14ZOI Turah Road Tuch MT 59825
PHONE: 258-6040
REPRESENTING WHOM? Myself and other Clarton-Trench reside
APPEARING ON WHICH PROPOSAL: $HB950$
DO YOU: SUPPORT? AMEND? OPPOSE?
COMMENTS: <u>I book contraction will be presently</u> or al testimony
- Orcal testinony

NAME: Marian Kisk		DATE: - 19-85</th <th>-</th>	-
ADDRESS: 20. Bux 1/ -			
PHONE: 835-4768	· · · · · · · · · · · · · · · · · · ·		
REPRESENTING WHOM?	#65.	elf	
APPEARING ON WHICH PROPOSAL:	- 		
DO YOU: SUPPORT?	AMEND?	OPPOSE?	
COMMENTS: Oppose	H.B. # 95	To to Wassaut	~
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NAME: Julia Penner DATE: April 19
ADDRESS: 4900 Carolinhone Florence
PHONE: 273-2575
REPRESENTING WHOM? Lala Area
APPEARING ON WHICH PROPOSAL: $\underline{HB}$ 954
DO YOU: SUPPORT? AMEND? OPPOSE?
COMMENTS:
Deline the process ficed

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COMMITTEE ON\_

LOCAL GOVERNMENT 4-19-85

VISITORS' REGISTER

	VISITORS REGISTER	<b>F</b>		
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(Please leave prepared statement with Secretary)

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COMMITTEE ON\_

LOCAL LOVERNMENT ( 4-19-85

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(Please leave prepared statement with Secretary)